



Greenville2040

Greenville County
Comprehensive Plan

Adopted March 06, 2023

GREENSVILLE COUNTY BOARD OF SUPERVISORS
RESOLUTION 23-57
RECOMMENDATION OF THE 2040 COMPREHENSIVE PLAN

WHEREAS, Section 15.2.2223 of the Code of Virginia, as amended, requires that localities “prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction” and review that plan every five years;

WHEREAS, consistent with the County’s ongoing obligation to review its Comprehensive Plan, the Greenville County Planning Commission and Board of Supervisors, reviewed the Comprehensive Plan for Greenville County; and

WHEREAS, the 2040 Comprehensive Plan update draws on community input from outreach efforts including a public survey; a public vision workshop; and stakeholder interviews; and

WHEREAS, the Greenville County Planning Commission and Board of Supervisors held a kick-off joint work session on August 12, 2020, to develop the draft Comprehensive Plan and met five times to draft the Comprehensive Plan; and

WHEREAS, a public open house was held by the Planning Commission and the Board of Supervisors on December 2, 2021, to present the draft amendments to the County’s Comprehensive; and

WHEREAS, the Planning Commission held a public hearing on January 31, 2023, after notice in accordance with Section 15.2-2204 of the Code of Virginia, and heard citizen testimony regarding the proposed amendments to the Comprehensive Plan; and

WHEREAS, pursuant to the Code of Virginia § 15.2-2223, the Planning Commission finds that the proposed draft 2040 Comprehensive Plan will provide a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity, and general welfare of the inhabitants.

NOW, THEREFORE, BE IT RESOLVED that on this 6th day of March 2023, the Greenville County Board of Supervisors hereby approves the draft 2040 Comprehensive Plan, dated March 6, 2023.

BE IT FURTHER RESOLVED that the Greenville County Planning Commission recommends upon adoption by the Board of Supervisors, the 2040 Comprehensive Plan will supersede and replace, in its entirety, the previously adopted Comprehensive Plan of the County (adopted June 2013, as amended).

BE IT FURTHER RESOLVED that the Greenville County Planning Commission authorizes County staff to make non-substantive edits, including correction of punctuation, numbering, internal cross-references, citations to any statutes, and any related clerical-type changes to the text and exhibits as necessary to ensure internal consistency of the newly adopted Comprehensive Plan elements and, add language as may be necessary for clarification of information and correct any factual errors.

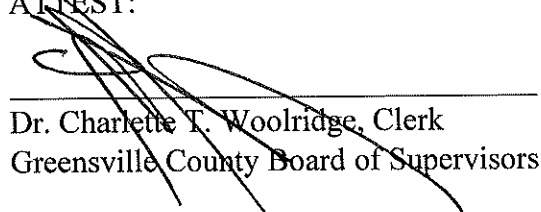
	VOTING AYE	VOTING NAY	ABSENT	ABSTAIN
Belinda Astrop	<u> X </u>	<u> </u>	<u> </u>	<u> </u>
Tony Conwell	<u> X </u>	<u> </u>	<u> </u>	<u> </u>
James Brown	<u> X </u>	<u> </u>	<u> </u>	<u> </u>
William Cain	<u> X </u>	<u> </u>	<u> </u>	<u> </u>

The undersigned hereby certifies that the foregoing is an accurate account of the vote taken at a duly convened meeting of the Greenville County Board of Supervisors on the 6th day of March, 2023, at which a quorum was present at the time the meeting was convened and at the time said vote was taken.



 Belinda D. Astrop, Chair
 Greenville County Board of Supervisors

ATTEST:



 Dr. Charlette T. Woolridge, Clerk
 Greenville County Board of Supervisors

Adopted this 6th day of March, 2023

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ACKNOWLEDGMENTS

Board of Supervisors

James R. Brown
Belinda D. Astrop – Vice Chair
William B. Cain
Tony M. Conwell – Chair

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Dianne Barnes-Rhoades
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PLAN AT A GLANCE

The County’s Comprehensive Plan, *Greenville2040*, is a policy guide for public officials and a resource for community members. The plan articulates Greenville County’s vision for the future and identifies specific steps to realize the vision. The plan is arranged in the following chapters.

Chapter 1

About the Plan 1

Establishes the legal context for the Comprehensive Plan, describes the Plan’s functional relationship to other planning efforts, and summarizes the community input process – a key component of drafting the content of this plan.

Chapter 2

About Greenville 13

Introduces key issues and opportunities facing Greenville County and provides an overarching Vision Statement for the future of the community. The Vision sets the stage for the goals and strategies contained within each policy chapter.

Chapter 3

Natural Environment 27

Inventories natural features and provides strategies to promote sustainable growth and development in harmony with nature.

Chapter 4

Housing 49

Examines the existing housing stock and provides ways to promote home ownership, housing choice, and safe, healthy neighborhoods.

Chapter 5

Quality of Life 67

Addresses public and private assets, such as recreation, hospitals, and community facilities, that contribute to the quality of life enjoyed by Greenville County residents.

Chapter 6

Infrastructure 85

Identifies recent and anticipated infrastructure developments to support the needs of residents, businesses, and industry.

Chapter 7

Economy 99

Outlines major industries and economic drivers for business and workforce development.

Chapter 8

Transportation 115

Provides transportation recommendations to support a safe, efficient, and accessible transportation system

Chapter 9

Land Use 137

Establishes the policy framework for physical growth and development in Greenville County.

Chapter 10

Implementation 162

Prioritizes and provides accountability for the strategies from each policy chapter. The Implementation Plan provides specific guidance for decision-making and defines the ongoing process that will be used to monitor progress towards the vision for the future.

TABLES & FIGURES

Tables

Natural Environment

3.1 Distribution of Land Cover Types	30
3.2 Designated Species Present in Greenville County	40
3.3 Distribution of Soil Septic Potential.....	41
3.4 Distribution of Prime Farmland Soils	43
3.5 Monthly Average Climate Patterns	47

Housing

4.1 Cost Burdened Households (Owner and Renter Occupied)	56
4.2 Housing Types and Living Arrangements by Zoning District	62

Quality of Life

5.1 Community Recreation Assets	75
---------------------------------------	----

Infrastructure

6.1 Recent Water and Sewer Improvements.....	88
--	----

Economy

7.1 Annual Wage Comparisons.....	113
----------------------------------	-----

Transportation

8.1 Means of Transportation to Work of Greenville County Residents	118
8.2 Share of Greenville County Households with Vehicles Available	118
8.3 Lane Mileage of Greenville County Road Network	119
8.4 Annual Average Daily Traffic (AADT) 2019 of Greenville County Road Network Resident.....	121
8.5 Programmed SYIPVDOT Project FY 2022	132
8.6 Priority Transportation Projects	133

Figures

Natural Environment

3.1 Annual Average Temperature	47
3.2 Annual Average Precipitation	47

Housing

4.1 Age of Housing Units in Greenville County.....	53
4.2 Comparison of Home Ownership Rates	53
4.3 Housing Turnover in Past Year by Location.....	54
4.4 Annual New Residential Construction	57
4.5 Projected Population Change by Age Group (2020 to 2040)	63

Economy

7.1 Average Income and Expenses of Farms in Greenville County.....	108
7.2 Annual Unemployment Rates	112
7.3 Annual Percent Growth in Annual Wages	113

Transportation

8.1 Annual Traffic Crashes on Greenville County Roads	123
8.2 Top 10 Transit Agencies in Virginia with FY 2020 Ridership Increases	125
8.3 Bridge and Culvert Ratings in Greenville County.....	127
8.4 Public Survey Response to Transportation Improvements	129

Land Use

9.1 Distribution of Land Cover Categories in Greenville County	140
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MAPS

About Greenville

2.1 Greenville Location	18
-------------------------------	----

Natural Environment

3.1 Floodplains	34
3.2 Wetlands	35
3.3 Forest Conservation Values	38
3.4 Wildlife Habitats	39
3.5 Soil Septic Potential	42
3.6 Prime Farmland Soils	44

Quality of Life

5.1 Community Facilities	70
5.2 Parks and Recreation Opportunities	76
5.3 Cultural Resources	81

Infrastructure

6.1 Greenville County Infrastructure	89
6.2 Urban & Rural Service Areas	91
6.3 Utility-Scale Solar Facility Sites	95

Economy

7.1 MAMaC Site	103
7.2 Business Incentive Areas	105

Transportation

8.1 Functional Classification of Greenville County Road Network	120
8.2 Annual Average Daily Traffic (AADT) 2019 of Greenville County Road Network	122
8.3 Location and Density of Traffic Crashes in Greenville County	124
8.4 Greenville Emporia Transit System Route Map	125
8.5 Priority Transportation Projects Map	134

Land Use

9.1 Greenville County Future Land Use Map	156
9.2 Utility-Scale Solar Siting Considerations	158
9.3 Urban Development Area	159



1 | ABOUT *GREENSVILLE 2040*

What is Greenville 2040?

Greenville 2040 is Greenville County's Comprehensive Plan. A Comprehensive Plan is a guiding document for long-range planning and future development of a locality. The Plan is the county's guide to the future and will be used to inform county staff and elected officials as they make decisions meant to serve the interests of the county. The Plan describes the community's vision for where it wants to be in the next 20 years, along with strategies to achieve the community's goals. The strategies are based on community values that foster sustainable growth and enhance community character to create a more vibrant future for Greenville County.

In this chapter:

- *Planning Jurisdiction*
- *Relationship to Other Plans and Policies*
- *Creating Greenville 2040*

Legal Basis for Comprehensive Plans

All cities, counties, and towns in Virginia are required to adopt a Comprehensive Plan for the physical development of their community. Within statutory limitations afforded by state code, land development, community facilities, and other public improvements are managed according to policies set in the Comprehensive Plan.

The Code of Virginia § 15.2-2223 and § 15.2-2224, among others, outline the required and optional Plan elements and offer a general framework for plan activities. Typical elements of the Comprehensive Plan, include, but are not limited to:

- Future land use planning maps and recommendations for development.
- A comprehensive system of transportation facilities, including maps and cost estimates for improvements.
- A system of community service facilities.
- Designation of historical areas.
- Measures to ensure availability, quality, and sustainability of groundwater and surface water.
- Areas and implementation measures for the construction, rehabilitation, and maintenance of affordable housing.
- Strategies to provide broadband infrastructure.
- Urban development areas appropriate for higher density development, redevelopment, and infill.

Recognizing that community development is on-going and ever changing, the Code of Virginia § 15.3-2230 sets a requirement that all Comprehensive Plans be reviewed every five years and amended as needed. The mandatory five-year review ensures the Comprehensive Plan's continued applicability and usefulness to the community.

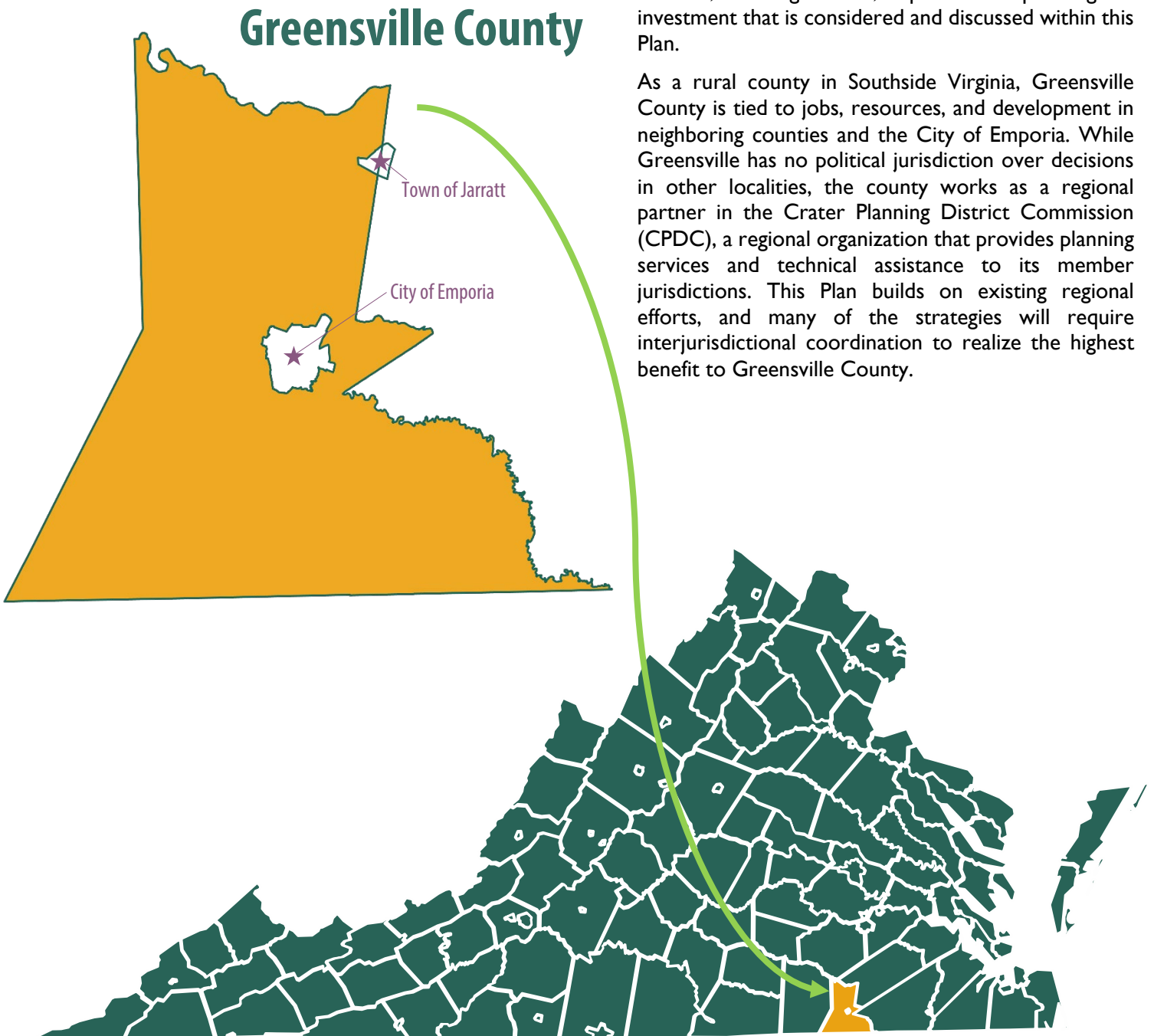
Planning Jurisdiction

This Comprehensive Plan applies to Greenville County's official planning jurisdiction, which includes approximately 297 square miles with an estimated 295 square miles of land surface.

While Greenville County relies on and is impacted by development and employment within the Town of Jarratt and the City of Emporia, it is important to recognize that town and city planning does not fall under the purview of this Comprehensive Plan. Although this Plan suggests that growth be directed in and around the town and city, each is subject to its own Comprehensive Plan to guide and direct land use and development decisions within their jurisdiction. At the same time, the policies adopted by Emporia and other adjacent localities do affect county residents and may influence the

decisions made by the county. In addition, some shared services, including schools, require mutual planning and investment that is considered and discussed within this Plan.

As a rural county in Southside Virginia, Greenville County is tied to jobs, resources, and development in neighboring counties and the City of Emporia. While Greenville has no political jurisdiction over decisions in other localities, the county works as a regional partner in the Crater Planning District Commission (CPDC), a regional organization that provides planning services and technical assistance to its member jurisdictions. This Plan builds on existing regional efforts, and many of the strategies will require interjurisdictional coordination to realize the highest benefit to Greenville County.



Relationship to Other Plans & Policies

Greenville 2040 is intrinsically tied to other plans, policies, and ordinances. This Plan includes data, ideas, and recommendations from many existing plans, studies, and strategic documents. The Comprehensive Plan informs and influences future updates to these documents as well.

Zoning & Subdivision Ordinances

The zoning and subdivision ordinances are the primary tools through which Greenville County implements its Comprehensive Plan. The Comprehensive Plan features a Future Land Use Map and policies that exemplify the desired, future location, character, type, and density of development throughout a community. Zoning ordinances and development regulations directly control the location, form, and character of private projects.

The Comprehensive Plan should guide and direct updates to the zoning and subdivision ordinances. In addition, when a development or rezoning project comes before the county, decision makers must ensure that the project meets the specific standards of the ordinance and the overarching vision of the Comprehensive Plan.

Capital Improvement Plan

A Capital Improvement Plan (CIP) is a community planning and fiscal management tool used to coordinate the location, timing, and financing of capital improvements over a multi-year period. Capital improvements refer to major, non-recurring physical infrastructure and equipment.

Under Virginia Code § 15.2-2239, the governing body may direct the local planning commission to prepare and annually revise a five-year CIP to reflect changing community needs, priorities, and funding opportunities for the governing body's approval. The CIP is usually developed with input and technical assistance from county departments and executive administration. The community benefits and the long-range vision is achieved when the priorities of the CIP align with the county's Comprehensive Plans.

Other Plans & Initiatives

Greenville County's Comprehensive Plan relies on the body of knowledge and recommendations contained in other plans, policies, and initiatives. This Plan recognizes these existing documents and identifies new plans and studies that may be needed to support implementation.

Existing plans and studies considered in the development of this Plan include, but are not limited to:

- VDOT's US 58 Arterial Management Plan
- Richmond-Crater Multi-Regional Hazard Mitigation Plan
- Crater Planning District Commission Rural Long-Range Transportation Plan
- Greenville County School Feasibility Study
- Regional Solid Waste Management Plan
- Beaches-to-Bluegrass Trail Master Plan

Creating Greenville 2040

Community Input Process

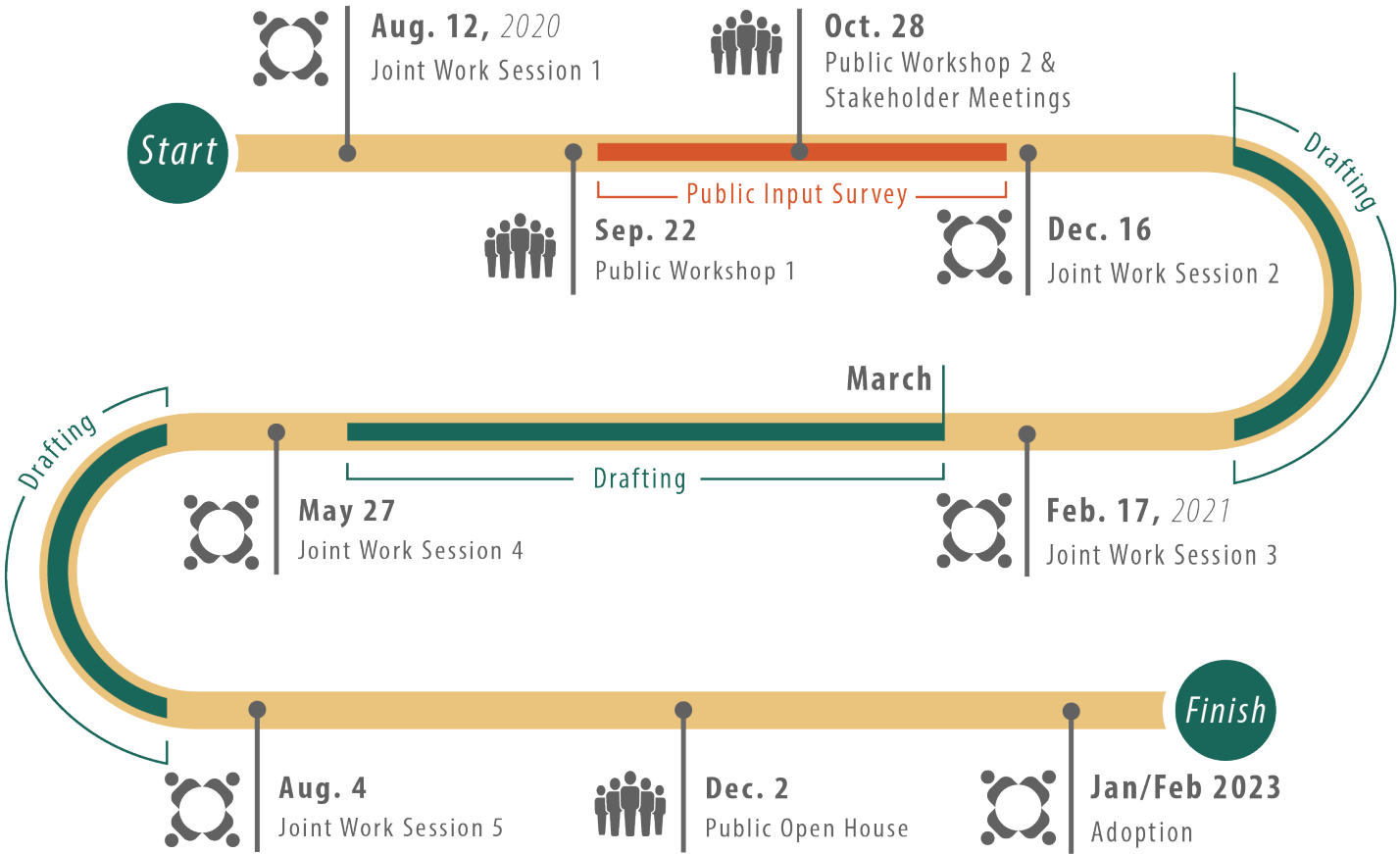
Public input is essential for a Comprehensive Plan that is reflective of the community’s vision for the future. This Plan is the result of a community-driven process that included broad outreach throughout the planning process.

The community involvement process, which began in Summer 2020, generated input from many residents. Feedback was collected from online surveys; public meetings and workshops; as well as interviews with community stakeholders, residents, business owners, and representatives from other local organizations, including county and regional leadership. Meetings and workshops were also made available online for those that could not participate during in-person events.

The information gathered in these community engagement activities guided the development of the Comprehensive Plan and are important aspects of all planning decisions regarding the future of the community.

Community Input Process

- 1 Community Meetings
- 2 Community Surveys
- 3 County and Regional Stakeholder Interviews
- 4 Joint County, Planning Commission and Board Workshops
- 5 Public Review, Refinement, and Adoption



Community Workshop I – Vision & Goals

The first community public workshop was held on September 22, 2020. The focus of the first workshop was to broadly discuss the strengths and challenges of the county and begin to imagine a vision for the future. Following an introductory presentation, attendees were asked to break into small groups to identify strengths, challenges, and the county's vision. **Some of the most cited county strengths included:**



Strong multimodal access to transportation. Location along two major highway systems (Interstate 95 and US Highway 58) provide easy access for businesses and residents to major metro areas. The presence of the airport and railroad access in the county also are supportive of growth.



Helpful, professional, and responsive county services that includes the Fire Department, Rescue Squad, and Police Department.



Presence of large companies in the area, like Georgia-Pacific and Dominion Energy, are supportive of the local economy.



Family oriented and small-town culture is unique and marketable to potential newcomers.



Large faith-based community exists throughout the county.



The strong agricultural presence, water access, nearby recreation facilities, like Lake Gaston, and moderate weather make the county attractive for people that enjoy the outdoors.



Access to healthcare, hospital, grocery stores, and convenience stores is good for a rural community.



Large amounts of marketable land for a variety of residential and business developments, including the 1,500-acre Industrial Park.



Strong regional cooperation between localities and organizations to market the area and improve local services.



Southside Virginia Community College, Workforce Development Center, YMCA, and Golden Leaf Commons offer **high-quality facilities or programs for residents.**



Potential improvements that the county should focus on in **the next 10 to 20 years** were also discussed in the workshop. **Those response included:**



Improve the local school system and recognizing its role in supporting the development and attractiveness of the county. Focusing on education outcomes and building new school facilities were specific areas of focus that can help transform the local schools into a valuable asset for the county.



Increase economic development efforts that focus on inviting new industries and businesses to the area and make use of the existing amenities in the county.



Balance the opportunities and impacts of the **future of renewable energy**, and specifically utility-scale solar development.



Expand the access to broadband internet throughout all parts of the county.



Develop more high-tech skills in the local workforce and focus on bringing more high paying jobs to the area.



Support additional water supply and waste management facilities that can support more development in rural parts of the county.



Create a more affordable housing stock and support the increase of the level of home ownership in the county.



Improve access to existing recreational amenities and develop more recreation and commercial entertainment facilities.



Support small business and entrepreneurial spirit of existing residents and provide incentives for new businesses and industries to locate in the county.

Collectively, the workshop concluded with potential vision statements for the future. Key themes of these vision statements included **building on the strong family values, rural lifestyle, and transportation access** that already exists in the county.

Moreover, **economic growth, educational excellence, and high quality of life** emerged as themes that the county should continue to strive to enhance.

Community Workshop II – Strategies

The second community workshop was held on October 28, 2020. This community workshop focused on refining the goals of the first meeting and beginning to recommend strategies to meet the goals. This included gathering community input regarding the specific needs/goals identified in the first workshop. Participants were asked to provide details about their goals and how they envision the county meeting those goals. Topics of discussion included business and industry, education, recreation, housing economic development, and other land use related issues. Six main goals were discussed in this workshop:

- Attract industry and expand small business opportunity
- Improve education system and facilities
- Support new recreation and entertainment opportunities
- Improve and diversify housing stock
- Take full advantage of the existing transportation infrastructure (I-95, SR 58, Airport, Railroad)
- Increase communication and cooperation between government, citizens, business community and faith-based community

Many of these issues closely reflected similar topics discussed in the first workshop. A need for better workforce training and amenities to retain and attract a skilled workforce was an important theme. Improvement of school facilities and school accreditation were also cited as important considerations in meeting many of the community's goals. Other issues included broadband access, lack of recreational space, availability of affordable single-family homes, sidewalk and road maintenance, and low home ownership.

The strategies identified to achieve community goals were diverse, creative, and thoughtful. These strategies included:



Business Opportunity:

- Continue existing tax incentives for small businesses
- Establish an incubator program for small businesses
- Provide business coach and mentoring programs for entrepreneurs



Education System & Facilities:

- Replace the high school and Belfield school
- Improve childcare services for local workers and students
- Emphasize opportunities for dual enrollment, Upward Bound, technical classes, and Governors school



Recreation and Entertainment Opportunities

- Expand indoor recreation facilities
- Add programs to existing facilities
- Promote existing assets, such as trails, playgrounds, and recreation access points



Housing Stock

- Build on success at Washington Park and Southern Virginia Development corporation
- Connect owners with resources to support upkeep of existing housing stock



Transportation Infrastructure

- Explore reopening of Norfolk and Southern rail line
- Improve basic maintenance along roads
- Add sidewalks near towns and city



Communication and Cooperation

- Increase social media presence and publish a county newsletter
- Improve online services
- Add internships in government offices

Finally, the second workshop also focused on location specific strategies about future land use. It was agreed that most development should be directed around Emporia, with some development in Jarratt and Skippers. It was agreed that development would be most appropriate along major transportation corridors and major intersections because of the availability of utilities. For example, exits 4, 8, and 13 along I-95 offer some future development potential.

Community Stakeholder Meetings

Community stakeholder input meetings were held on October 28, 2020. Discussion topics included community strengths and challenges, future needs and desires, and strategies for meeting the county's needs.

These meetings were intended to receive focused input from representatives of a cross-section of diverse interests, including:

- Home builders
- Agriculture
- Local business owners
- Southside Virginia Community College
- Greenville County Public Schools
- Industrial representatives
- Economic Development staff
- Citizen interest groups
- Realtors



Public engagement, including Public Workshops and Stakeholder Meetings, were held in socially-distanced formats due to the Covid-19 pandemic.

The issues and concerns covered by these interviews added expert input to the planning process and helped identify strengths, weaknesses, and opportunities for the future. Stakeholder input mostly complemented the strengths highlighted by the public, with recurring themes and some additional detail. Three separate interview sessions took place that focused on Land Use and Development, Education, and Economic Development. The results are outlined below.



Land Use & Development:

- The amount of land in a variety of areas with different parcel sizes at a reasonable price complements the attractive rural way of living while still being accessible to larger cities and metro areas.
- Proximity to the Richmond market and North Carolina along I-95 and US 58 makes Greenville attractive for people willing to live in a rural area but also commute to places with more amenities or jobs. Efforts to capture traffic passing through the area on these routes should be a priority.
- The presence of the industrial mega site is a unique asset to Greenville County that makes it more attractive for business than other surrounding localities.
- Expansion of broadband and natural gas would make development more viable in more parts of the county.
- The county has maintained a friendly relationship with most developers and should continue a strong work relationship so that developers are comfortable and willing to conduct business in the county.
- More home ownership should be encouraged through the addition of mixed residential development. However, single family residential likely has the most demand in the area.



Education:

- Southside Virginia Community College (SVCC) offers a wide variety of programs. Combined with the existing scholarship program with county students, SVCC offers many opportunities for growth in the county. SVCC identifies Greenville has having one of the strongest commitments to the SVCC system out of any of the member localities.
- Technical education infrastructure is in place to support potential employer needs at the industrial mega site. SVCC has a strong reputation for working with employers to fill job-skills gaps.
- Greenville County Public Schools (GCPS) is a “one high school” division, so dependence on individual facilities is particularly important and tenuous. Additionally, the single standalone 5th grade school is in poor condition and presents issues for state accreditation.
- A lack of affordable housing, outside enrichment activities, poor health outcomes, and food access create challenges in the school environment. Also, a lack of internet across the county presents challenges for offering activities and learning outside of the physical school buildings.
- Future school efforts should include more project-based learning in the community, better early childhood programs, a new 5th grade annex at the current elementary school, and support for an alternative school setting.



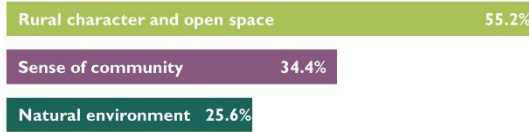
Economic Development:

- Logistics is ideal with I-95 and US 58 running through the county, along with rail, easy access to the Port of Virginia, and three (3) international airports within 1.5-hour drive.
- Build out and marketing for the industrial mega site has been extensive, so it would seem likely that the site is going to attract industry to the area within the foreseeable future.
- Existing industries in the county are mostly confined to a single industrial park, and a second smaller industrial park is probably necessary soon to support new smaller businesses.
- Current industries in the county are operating successfully but there were some obstacles identified for the current and potential future workforce. It is recognized that continued investments in workforce training, technology, public transportation, and childcare will help ensure a skilled and willing workforce and efficient operations over the long-term.
- The expansion of broadband is necessary for improved entrepreneurship in the county.

Community Survey

The county administered a community survey, available online and in hard copy format, from September 30 through December 18, 2020, to gather input about community needs, strengths, concerns, and desires. Around 125 individuals took the survey, answering questions on topics such as housing, employment, education, and economic development. Representative survey results are summarized here and are vital to this Plan:

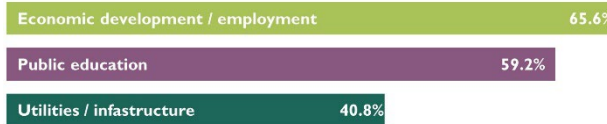
1) What do you value most about Greenville County?



2) What are you most concerned about in Greenville County?



3) What should Greenville County focus on in the future?



4) What types of land uses should be encouraged?



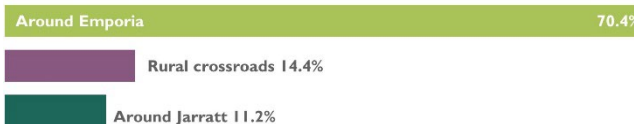
5) What jobs are desirable in Greenville County?



6) What residential development is desirable?



7) Where should development be directed?



8) How can transportation services be improved?



Public Schools

The top rated priority for facility/service improvements

45%

Percent of respondents with access to internet

61%

Percent of respondents with cell phone service

Note: The responses summarized above do not equal 100%, as respondents could select multiple answers and additional answer choices were available for some questions. These summarized results show the most-commonly selected answers and corresponding percentages for each question.

Drafting the Plan

Using community input as a guide, this Plan was drafted through a joint process between the Planning Commission and Board of Supervisors. The Planning Commission and Board met five times between August 2020 and August 2021 to draft and refine the Plan.

Public Review

Comprehensive Plans are a product of the community's input as interpreted through the lens of appointed and elected decision makers. As such, the Comprehensive Plan follows a public review and refinement period that ensures the Plan accurately represents the community's concerns desires and has developed a path to address them. The draft Plan was made public for review and the Planning Commission and Board held a public review open house on December 2, 2021, to solicit public opinion.



Refinement and Adoption

With the inclusion of changes suggested during the public refinement period, the revised Comprehensive Plan was made advertised for public hearing per Code of Virginia requirements and considered by the Planning Commission and Board of Supervisors through a formal public hearing process in the Spring of 2022.



2 | ABOUT GREENSVILLE

In this chapter:

- *Community Overview*
- *Greenville Today*
- *Greenville 2040 Vision and Goals*

Community Overview

History

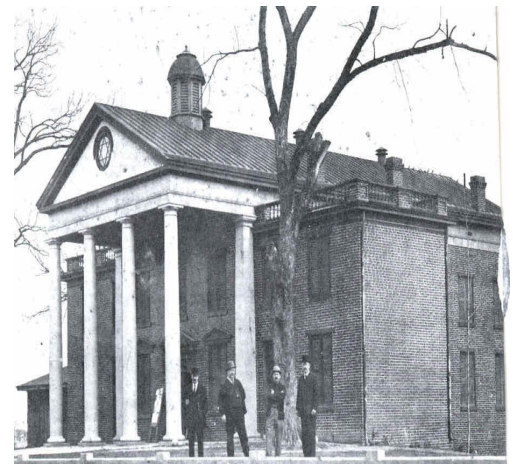
Greenville County was officially formed in 1781 from a portion of Brunswick County designated through an Act of the Virginia General Assembly. The county is believed to be named after either Sir Richard Greenville, who was the leader of the Roanoke Island settlement in 1585, or Nathaniel Green who was a major general of the Continental Army that marched through the area in 1781.

The area now known as Greenville County was once home to many Native Americans of the Saponi confederation. From 1680 until the mid-18th century, they occupied many forts and settlements throughout the area. The area started to be inhabited by European settlers around 1710, beginning with the community of Hicksford. Located along the Fort Road of eastern Virginia at the crossing of the Meherrin River, Hicksford was first settled by Captain Robert Hicks on the river's southern bank.

After Greenville became a county in 1781, Hicksford became the county seat, and the county courthouse was constructed in 1787. In the late 1790's, Hicksford was officially recognized as a town by the Virginia General Assembly along with the Town of Belfield, which was located directly across the river on the Meherrin's northern bank. Following increased railroad development through the two towns, they eventually merged in 1887 to become the Town of Emporia. The Town of Jarratt in northern Greenville County became officially incorporated in 1938. In May 1940, an early chapter of the National Association for the Advancement of Colored People was formed in Greenville County and Emporia (the county seat) under the leadership of dentist Dr. F. A. Sealy, of Boydton, Virginia. Additionally, in 1967 the Town of Emporia was rechartered by the Virginia General Assembly as an independent city becoming a separate political entity from Greenville County.

Transportation has historically been a major influence on development in Greenville County and Emporia. In 1830, the Petersburg Railroad was constructed between Petersburg, Virginia, and Weldon, North Carolina, with a stop in the county at the Town of Belfield. At the time, the Petersburg Railroad was considered the first railroad in the American South to be built in a north-south direction. This railway remains operational today and is operated by CSX; it is also used by Amtrak. An additional extension was built in 1837 that connected the county to Gaston, North Carolina, and the Roanoke River. The east-west Atlantic and Danville Railway was later opened in 1890, also passing through Emporia. This line ultimately became part of Norfolk Southern, but rail operations have ceased on the line in recent years.

More recently, highways have become a major source of economic growth in the county. Greenville County has the unique distinction of having both the first section and the last section of Interstate 95 to be built in Virginia. On September 8, 1959, the approximately five-mile long I-95 Emporia bypass became the first section of federally funded Interstate highway to be completed in Virginia. The remaining 8.6 miles of I-95 from the Emporia bypass to the North Carolina state line later opened in 1963. The final 9.5 miles of I-95 to be built in Virginia from the Emporia bypass to the Town of Jarratt opened in 1982. US Highway 58 in Greenville County was designated in 1932 on various local roads in the county. In the 1940s, US 58 ran through Emporia on what is known as US 58 Business until a northern US 58 bypass of Emporia was completed in 1987.



Source: greenvillecountyva.gov

Greenville County

Greenville 2040 Comprehensive Plan: Demographics

*Adopted from ACS 2019 5 year estimates and 2020 County Health Rankings

PEOPLE

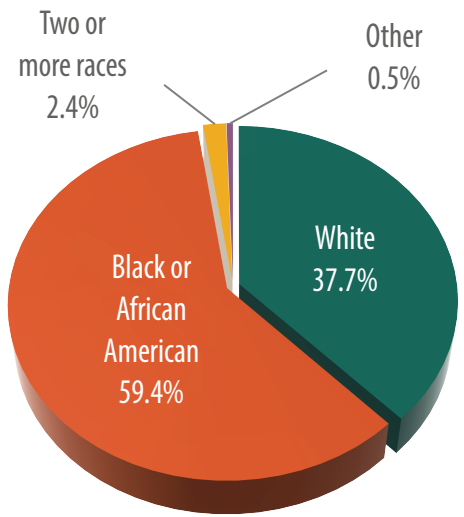
11,525
POPULATION

27.1%

OF COUNTY POPULATION
RESIDES IN GREENVILLE
CORRECTIONAL CENTER

2.5%

RESIDENTS OF
HISPANIC ORIGIN



-7.4%

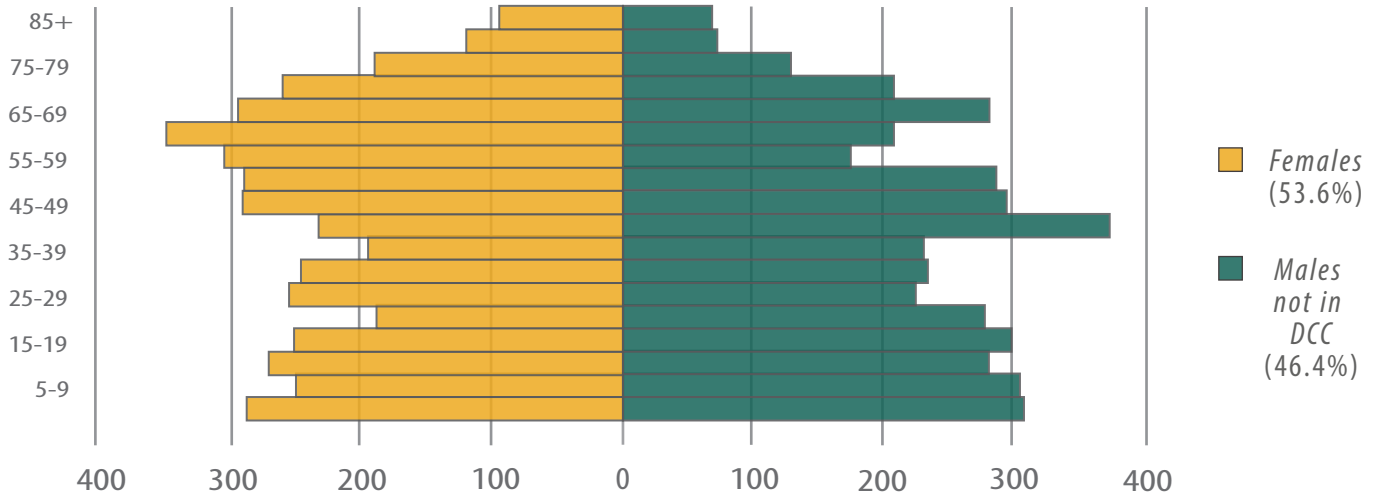
PERCENT POPULATION
CHANGE SINCE 2010

40.7

MEDIAN
AGE
(VA: 38.1)

15.7%

RESIDENTS UNDER
18 YEARS
(VA: 22.2%)



HOUSEHOLDS

3,657
HOUSEHOLDS

2.26

AVERAGE NUMBER
OF PERSONS
PER HOUSEHOLD

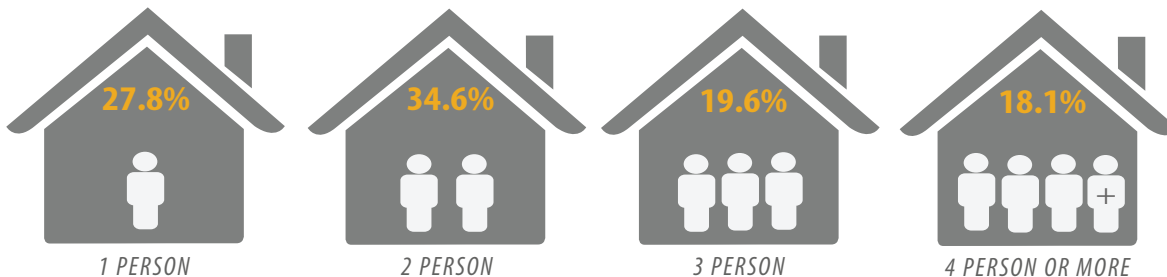
66.6%

OF HOUSEHOLDS ARE
FAMILY HOUSEHOLDS

61.9%

OF HOUSEHOLDS WITH
A BROADBAND INTERNET
SUBSCRIPTION
(VA: 82.0%)

DISTRIBUTION OF HOUSEHOLD SIZES



4,190
TOTAL HOUSING
UNITS

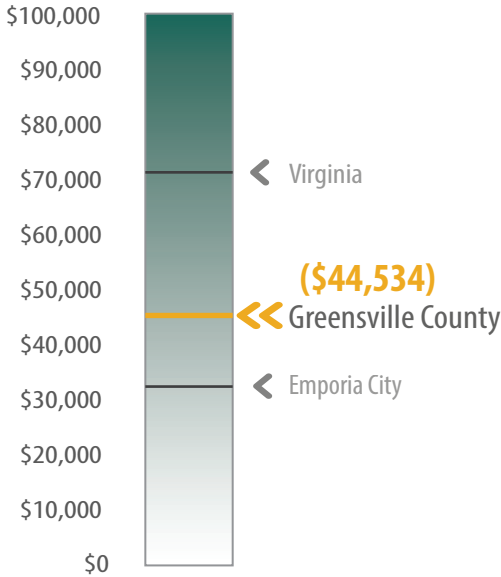
INCOME

\$44,534
 MEDIAN HOUSEHOLD
 INCOME

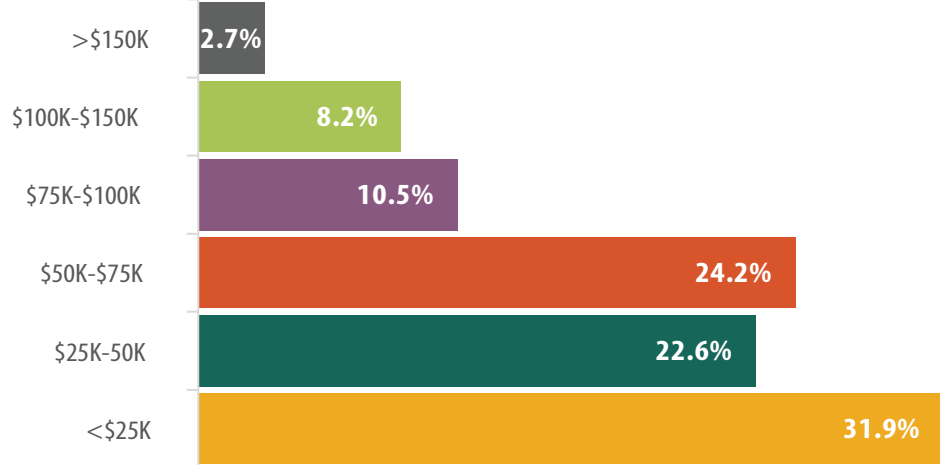
\$17,500
 PER CAPITA INCOME
 (VA: \$37,763)

16.7%
 RESIDENTS BELOW
 POVERTY LEVEL
 (VA: 9.9%)

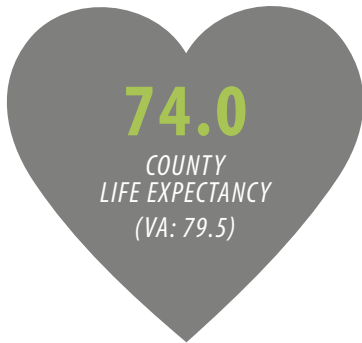
42.5%
 IN CIVILIAN LABOR FORCE
 AGE 16 AND UP
 (VA: 64.2%)



DISTRIBUTION OF COUNTY HOUSEHOLD INCOMES



HEALTH



11.1%
 POPULATION WITH A DISABILITY
 UNDER AGE 65 YEARS
 (VA: 8.0%)



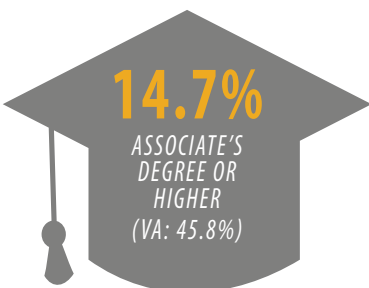
14%
 DIABETES
 PREVALENCE
 (VA: 11%)

10.7%
 POPULATION WITHOUT
 INSURANCE
 (VA: 9.3%)

49
 TEEN BIRTH RATE
 PER 1,000 FEMALES
 AGE 15-19
 (VA: 18)

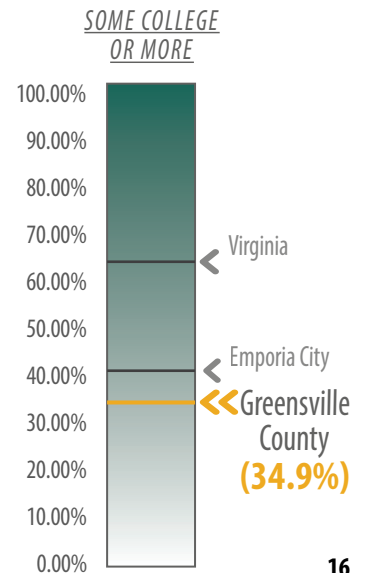
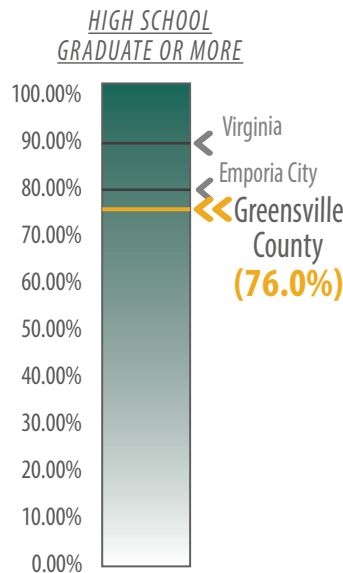
EDUCATION

POPULATION 25 YEARS AND OVER



94.4%
 GREENSVILLE COUNTY HIGH
 SCHOOL 2020 ON TIME
 GRADUATION RATE

2,137
 GREENSVILLE COUNTY
 PUBLIC SCHOOLS
 2020-2021 ENROLLMENT



Geography

Greenville County makes up about 297 square miles of low rolling hills and lowlands in southeastern Virginia along the Virginia-North Carolina state line. Approximately 0.5% (1.6 square miles) of the county is covered by water. The Nottoway River forms the northern boundary of the county. The Meherrin River runs through the center of the county and through the county's only city, Emporia. Both rivers empty into the Albemarle Sound.

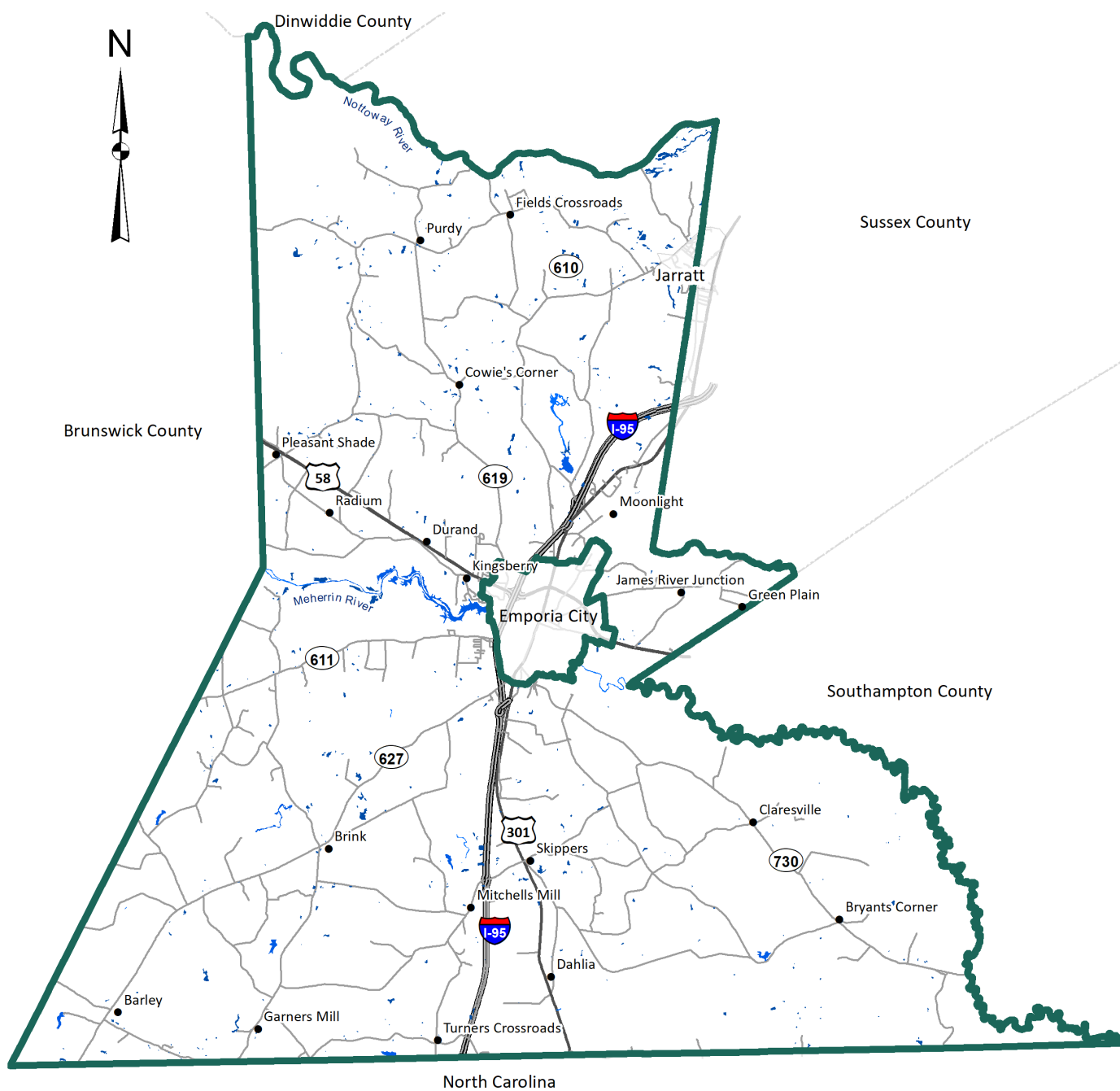
The character of the county remains largely rural despite the presence of I-95, one of the country's busiest highways, running north to south through the county. I-95 runs through Emporia and adjacent to the county's only incorporated town, Jarratt, which is 33 miles south of Petersburg, Virginia. Jarratt is split between the Greenville County and Sussex County boundaries; approximately 50% of the area of Jarratt is located in Greenville County. There are multiple small unincorporated communities in Greenville County, including Barley, Brink, Claesville, Purdy, and Skippers.

Surrounding Greenville County are the counties of Brunswick, Dinwiddie, Sussex, and Southampton in Virginia, and Northampton County in North Carolina. Located along Virginia's southern border, Greenville County serves as the primary southern gateway into the Commonwealth of Virginia along I-95. US 58 that runs east to west is also a major thoroughfare through the county.


Additionally, Greenville County is located less than 80 miles from Richmond, Raleigh, and Hampton Roads, all of which are major metropolitan areas with a population greater than 1 million people. The proximity to these urban areas gives Greenville County easy access to international airports, major ports, and other economic resources. As a result, Greenville County has a strategic location with significant opportunities for economic development, tourism, transportation, and entrepreneurship.




Map 2.1. Greenville County Location Map




Legend

 Greenville County

 Greenville Communities

 County Roads

 Rivers/Creeks/Streams

Greenville Today

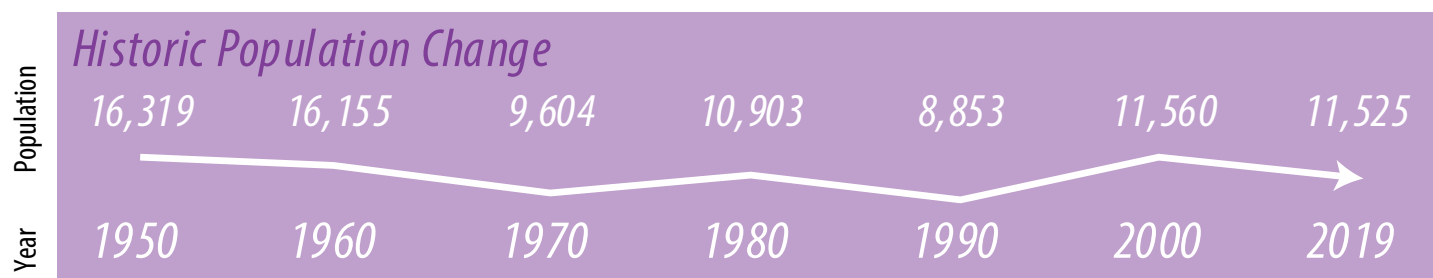
Greenville County today is a friendly community with rural charm, a strong manufacturing economy, and access to urban amenities. A large portion of the county's population is concentrated around the urban and suburban areas of the City of Emporia. The rest of the county remains rural in character with low-density populations largely concentrated around small crossroad communities. The presence of urban and rural amenities affords many opportunities to the residents of Greenville County, including higher density commercial zones and quiet, open residential neighborhoods.

While the county has room for growth and improvement, Greenville has recently made impressive investments in housing, economic development, and infrastructure. With those essential physical improvements in place, Greenville County can move to the next phase of growth, which is to develop non-essential amenities to improve the quality of life for the citizens. As Greenville continues to grow, new challenges will emerge, and new strategies will need to be developed to address those challenges. This Plan contemplates Greenville's future considering the following baseline data.



Population

Greenville County's current population is 11,525 (7,256 males and 4,269 females) (Source: ACS, 2019). By comparison, the City of Emporia's population is 5,442, containing 2,455 males and 2,987 females (Source: ACS, 2019). The discrepancy in gender as well as age in the county is due to the presence of the Virginia Department of Corrections' Greenville Correctional Center. With a population of 3,123 institutionalized adult males, Greenville Correctional Center accounts for 27.1% of the county population.



Greenville County has experienced population fluctuations since 1960. In that year, 16,155 lived in the county. Just seven years later, the City of Emporia received its charter and became an independent jurisdiction. The separation of Emporia from Greenville County accounts for the significant decline in population for the county between 1960 and 1970. During the 1980's, Greenville's population remained relatively stable except when a portion of the county was annexed by Emporia. In 1990, Greenville Correctional Center opened which accounted for a population increase of about 3,000. In recent years, Greenville County has begun to experience a gradual decline in population from 12,243 in 2010 to an estimated 11,525 in 2019.

Estimates of future populations and their characteristics will affect budgets and capital improvement projects both now and in the future. The Weldon Cooper Center estimates relatively minor population fluctuations for the county over the next ten to twenty years. Specifically, the Center projects an estimated population of 11,481 in 2030 and 11,404 in 2040. Similarly, Emporia's population is projected to change slightly to 6,447 in 2030 and 6,586 in 2040. Compared to an estimated 16% increase in population across Virginia, the population in Greenville County is estimated to remain largely unchanged. (Source: Weldon Cooper Center, 2017)

Age Groups

The 25-55-year-old age group is generally considered to be the most economically productive. This age group comprises 47.8% of the current total population. Excluding the county's institutionalized population, this age group makes up 38.5% of the population. By comparison, this age group makes up 40.6% of the population in Virginia. The age group of 55 to 74 is the second highest concentration at 22.8% of the total population. The under 18 age group makes up 15.7% of Greenville's population as compared to 22.19% of the statewide population. The smallest age group population is comprised of residents over 85 years of age, which is 0.9% of Greenville's population as compared to 1.7% of the Virginia population. Although Greenville has a higher median age (40.7) than the surrounding localities, its overall age structure is essentially comparable to state and national trends. (Source: ACS, 2019)

Race & Ethnicity

Greenville County is a diverse community. As of 2019, 59.4% of residents were Black or African American, 37.7% White or Caucasian, 0.06% Asian, 0.05% American or Native American and 2.5% were Hispanic or Latino. The City of Emporia had a similar racial composition with a Black or African American population of 63.5% and 32.9% White or Caucasian. However, Emporia had a higher racial composition of Hispanics or Latinos (6.8%), Asians (0.26%) and Native or American Indians (0.07%). In 2019, 98.3% of Greenville residents were naturalized native born; 0.6% were naturalized U.S. citizens; and 1.17% were not U.S. citizens. (Source: ACS, 2019)

Health

Greenville County is fortunate to be served by a local hospital and local dialysis center. This is important to the health of the community especially with the higher-than-average number of diabetics in the county (see profile). Life expectancy is 5.5 years younger than the Virginia average and can be linked to behaviors that could possibly be addressed through educational programs. These include: 6% higher smoking rate than that of Virginia and 11% higher rate of adults with no reported leisure time physical activity (Source: *US News & World Report Healthy Community Ratings*). The most notable health related statistic in Greenville County is the extremely high teen pregnancy rate, which is twice the national average and more than two and half times that of the Virginia rate. Community health is addressed further in Chapter 5 of this Plan.

Households

There are currently 4,190 housing units in Greenville, compared to 4,073 housing units in 2010 (Source: ACS, 2010). A total of 3,647 housing units are occupied households, representing an occupancy rate of 80.7%. Of these households, 2,367 are family households, and 1,280 are nonfamily households. In addition, 73.3% of households are owner occupied units and 26.7% are renter occupied units. (Source: ACS, 2019)

As the nature of American lifestyles change, household sizes have decreased over time. Like the United States, Greenville is currently experiencing a decrease in household size. In 1980, Greenville's average household size was 3.05. This decreased over the next 20 years, from 2.79 in 1990 to 2.51 in 2000. Currently, the average household size is 2.26 persons (Source: ACS, 2019).



Education

Greenville County shares its public education system with the City of Emporia. Major research universities such as Virginia Commonwealth University, Old Dominion University and North Carolina State University are a short drive from the area. Southside Virginia Community College's (SVCC) Southside Virginia Education Center is in Greenville County along with additional full SVCC campuses in surrounding counties.

Annually, education rates in Greenville County have gradually increased but remain lower than surrounding areas. In 2019, 9.2% of persons 25 years and over possess a bachelor's degree compared to 5.5% reported in 2010. Additionally, 76.0% of residents 25 years and over are high school graduates. (Source: ACS, 2019)



Per the Virginia Department of Education, the Greenville County Public Schools had a total enrollment of 2,223 students during the 2019-2020 school year. While this total includes students that also reside in the City of Emporia, students from Greenville County make up over half of the district's enrollment with 1,218 students. In the 2019-2020 school year, Greenville County had an on-time graduation rate of 94.4%. (Source: Virginia Department of Education 2020). Improving education is an important priority for Greenville County; Chapter 5 will delve deeper into this discussion and other subjects related to quality of life.

Economy & Employment

Greenville's agricultural roots have made the county famous for its peanuts, tobacco, wheat, hay, corn, cotton, soybeans, hogs, cattle, and poultry. However, agriculture has been supplanted by manufacturing as the leading industry and employment sector in the region. According to 2019 Census Bureau statistics, 935 out of 3,102 (30%) persons work in the manufacturing industry, and 993 persons (32.0%) work in governmental services. Agriculture provided less than 1% of County employment. Boars Head Provisions Company, Greenville Correctional Center, and Greenville County Schools represent the top three major employers in the county and reflect this economic shift from an agriculture-based economy to a manufacturing and government service-based economy.

The county also actively promotes industrial and economic development in appropriate areas. Several state and federal economic incentives are available for employers in the area, and the county has invested in infrastructure and marketing for an industrial megasite that is currently available for development. Chapter 7 will explore economy and employment in further detail.

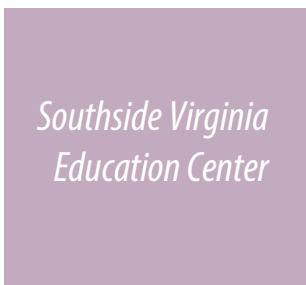
Community Facilities & Infrastructure

Since the last Comprehensive Plan, the county has made numerous investments in community facilities and infrastructure to the benefit of its citizens. The county developed a state-of-the-art administration complex that also features community amenities, including a workforce center, Southside Community College classrooms, a large event center – Golden Leaf Commons, and open space and trails. The county also expanded its water and sewer infrastructure and is actively pursuing broadband projects to promote community and economic development.

With these investments, most current and future demand for infrastructure and transportation systems will be met. Looking to the future, Chapter 5 of this Plan offers solutions for improved facilities and service, such as schools, social services, and emergency response and public safety. Chapter 6 describes the community’s infrastructure plan.



*Greenville County
Government Complex*



*Southside Virginia
Education Center*



Service, Recreation, & Community

Greenville County is home to a variety of unique art, recreation, cultural experiences. The Meherrin River Arts Council is a locally formed group responsible for bringing national-quality arts-entertainment performances and programs to the area. The Emporia-Greenville Recreation Association provides facilities and programs and athletic leagues for youth and adults in the area. The Nottoway River and Slagles Lake located in the county, as well as nearby lakes such as Roanoke Rapids Lake, Lake Gaston, and Buggs Island Lake attract people to the area for camping, picnicking, fishing, and water sports. Despite the existing activities, residents have also expressed an interest in more public and private commercial recreation options to improve the quality of life of current and prospective residents. Chapter 5 further explores these opportunities.

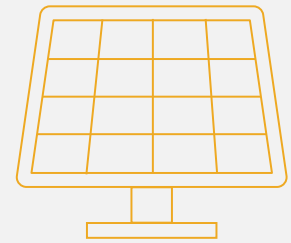
Emerging Issues & Opportunities

Community outreach results, summarized in Chapter 1, highlight the community's values, and provide an understanding on issues and opportunities that will be examined further throughout this Plan. Like many communities, employment and public schools are persistent concerns at the top of the community's mind and will continue to be a focus in this Comprehensive Plan. Through the public outreach, quality of life considerations, such as recreation, have emerged as important areas of focus.

Newly emerging issues for Greenville County include solar facility development and broadband infrastructure. The solar industry is rapidly evolving, and solar facility development is proliferating across rural Virginia. Greenville's abundant land combined with its electrical infrastructure and transportation system appear to be attractive to the solar industry. With recent legislative changes, solar development can provide new financial resources for communities to use for infrastructure and quality of life investments. However, their development has direct impacts on the rural character and natural resources that Greenville's residents so highly value. The potential impacts of each solar facility must be carefully considered in light of the size and scale of the use; loss of productive agricultural/forestral land or potential residential, commercial, or industrial land; and the impacts on nearby properties and the character of the area in general.

Similarly, broadband technology is rapidly evolving. Broadband access has become a basic infrastructure need for success in today's connected economy. Broadband access is essential for businesses, telework, education, and public safety, and increasingly can offset gaps in medical care through telemedicine. The county has actively worked to pursue grants and partnerships to improve internet service availability and quality for residents.

It must also be recognized that this Plan has been developed during an ongoing global pandemic. Much of the reported data is based on pre-pandemic estimates. While the long-term impacts remain to be seen, there is no doubt that Covid-19 has disrupted all parts of American life – from health and education to employment and recreation. The economic impacts have been severe – for individuals facing long-term unemployment and financial crisis, for businesses facing layoffs and closures, and for governments facing declining tax revenues and challenges to fiscal stability. As Greenville County continues to navigate the pandemic, planning for the future must consider ways to minimize economic damage and promote economic recovery from the pandemic.



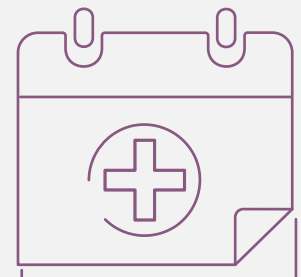
Solar Energy



Broadband Connection



Education System



Quality of Life



Greenville 2040

Since the Comprehensive Plan was last updated in 2013, Greenville County has achieved many of its past goals through the implementation of specific strategies outlined in the previous plan. While Greenville County was able to successfully reach its goals, new needs, challenges, and opportunities must be addressed. The process of drafting, approving, and implementing a new Comprehensive Plan for Greenville County will ensure that the local community can continue to develop existing resources, identify areas of growth, and resolve areas of need.

Plan Vision

A meaningful Comprehensive Plan projects 10 to 20 years into the future towards an opportunistic vision of a place. This vision is based on collective input from community representatives and should be supported by residents, business owners, and other community members. The vision serves as the overarching principle for the Comprehensive Plan, guiding the development of goals and strategies for each element of the planning process. The vision is a broad, aspirational statement headlining the entire Comprehensive Plan. The focus and wording of the vision statement is carefully chosen to reflect the most important issues relevant to community members.

Greenville County's vision statement is as follows:

Vision Statement

As a forward-thinking community with strong family values, Greenville County will support job creation, education, and high quality of life that strengthens our economy and supports strategic growth, while becoming a closer bound community sensitive to the needs of all our citizens.

The Comprehensive Plan is beneficial because it provides the direction to make the vision a reality. The Comprehensive Plan fully considers how the whole community's values, people, places, and prosperity are interrelated and interdependent. This Plan identifies the defining issues that are central to the future success of Greenville County. The challenge in realizing a vision is to leverage all the related strengths, while mitigating the negatives. The Comprehensive Plan for Greenville County provides the direction to do that.

Achieving the Vision

Fully realizing the vision is a long-term project, that will require input and cooperation from a variety of people and organizations throughout the county.

Every community is comprised of physical elements, economic factors, and social structures that combine to create the distinct places people call home. Planning for a community requires the consideration of each of these elements. While most residents may require the same basic necessities, every community has unique priorities to consider. Through the development of this Comprehensive Plan, Greenville County identified the following elements or topics as important to the community:

Natural Environment



Goal:

Protect ecologically sensitive areas that contribute to the health of the overall natural environment of Greenville County, promote viability of the agricultural economy, and encourage outdoor recreational opportunities.

Housing



Goal:

Encourage the rehabilitation and infill development of housing types and densities consistent with existing neighborhoods and promote various types of quality new residential development that are available to all populations of Greenville County.

Quality of Life



Goal:

Improve educational, cultural, recreational, and other community facilities and services to retain youth, promote a healthy and diverse population, and attract new residents to Greenville County to enjoy the superior quality of life available in our idyllic community.

Infrastructure



Goal:

Maximize the best use of existing facilities and systems and support expansion where needed to promote the economy and growth while providing exceptional public services for the citizens, businesses, and industry in Greenville County.

Economy



Goal:

Leverage community assets to promote economic growth and attract industry and small business that will create economic diversity and provide exceptional quality of life for all of Greenville County's citizens.

Transportation



Goal:

Fully utilize and maintain current road and rail networks while expanding public transportation opportunities and upgrading pedestrian infrastructure to ensure safe and efficient movement of goods, services, and citizens throughout Greenville County and beyond.

Land Use



Goal:

Concentrate new business and residential development in and around urban centers and major transportation intersections while allowing rural uses that promote the expansion of the agricultural economy and maintain the rural character and open space of Greenville County.

The following chapters describe these topics in detail by describing the existing conditions and identifying areas of need and opportunity. As a result, each chapter contains an assessment of needs and specific strategies to bridge any gaps. Strategies include very specific governance, management, and collaboration strategies. The community's vision can be achieved by continuously working toward implementation of the identified strategies and monitoring progress after the Plan is adopted.



3

NATURAL ENVIRONMENT

Protect ecologically sensitive areas that contribute to the health of the overall natural environment of Greenville County, promote viability of the agricultural economy, and encourage outdoor recreational opportunities.

In this chapter:

- Introduction*
- Topography*
- Land Cover*
- Water Resources*
- Conservation*
- Soil & Mineral Resources*
- Air Quality*
- Noise*
- Light*
- Climate*
- Strategies*



Introduction

Greenville County's natural features and conditions shape development, settlement patterns, and economic investment. With low rolling hills, swampy lowlands, scenic rivers, dense forests, and productive agriculture fields, Greenville County has an identity that is rich in natural resources. The local topography, soils, geology, water resources, wetlands, forests, and conservation lands help to establish the suitability and capacity of the land for development. The location and extent of these features affects how specific parcels of land can be used and influences overall land use patterns as well as the cost of public facilities and services.

Moreover, natural resources in Greenville County are environmental assets that provide value to the local economy and actively benefit the quality of life and lifestyle of its inhabitants. The history of the county and the lives of its residents are closely linked to the opportunities and quality of life supported by Greenville County's natural resources. Accordingly, survey respondents listed "rural character and open space" and the "natural environment" as two of the qualities most valued in Greenville County. Protecting and preserving natural resources is therefore a guiding theme of Greenville County's planning efforts to direct future development and land use changes. The importance of natural resources is discussed throughout this chapter along with strategies to promote sustainable growth and development in harmony with nature.

Greenville County

Greenville 2040 Comprehensive Plan: Natural Environment



ENVIRONMENT

5

TYPES OF DESIGNATED WETLANDS

41.7%

PORTION OF COUNTY THAT IS DESIGNATED PRIME FARMLAND

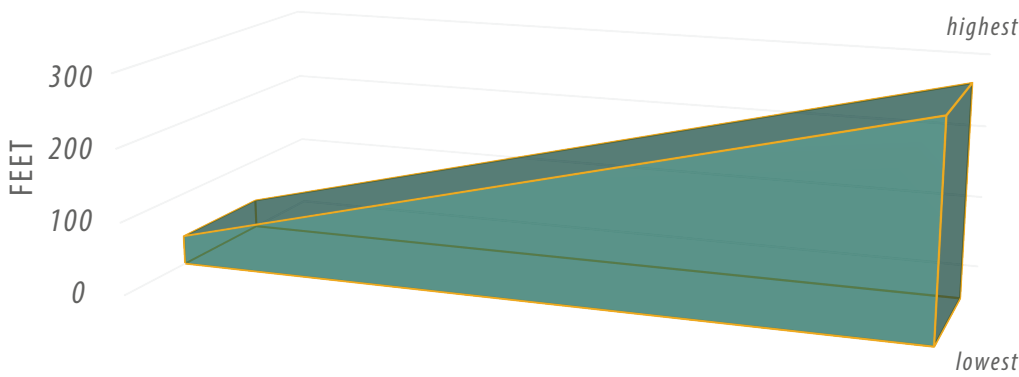
5,370

ACRES OF LAND HELD IN CONSERVATION EASEMENTS

44.67

AVERAGE INCHES OF ANNUAL PRECIPITATION

VARIATION IN ELEVATION THROUGHOUT THE COUNTY

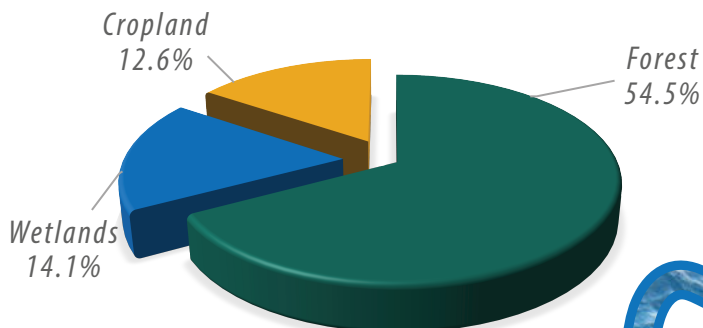


TOTAL SPECIES LISTED ENDANGERED AND LISTED THREATENED

	Federal	State
Amphibian	—	1
Bird	—	3
Bivalve	1	2
Fish	1	1
Mammal	—	1
Plant	1	1

LAND & WATER

TOP 3 TYPES OF LAND COVER



NOTTOWAY RIVER

2
RIVERS

2
RESERVOIRS

5
LAKES AND PONDS

MEHERRIN RIVER

Topography

Greenville County's topography is influenced by two physiographic provinces. The landscape transitions from the swampy lowlands of the Atlantic Coastal Plain in the eastern portion of the county to the low rolling hills of the Piedmont Plateau in the western portion of the county. This transition occurs along the Atlantic Seaboard Fall Line, which runs north to south along the entire east coast and roughly bisects Greenville County.

The county has small rolling hills that gently slope downward west to east with the higher elevations closest to the Brunswick County border and the lowest elevations in the southeast corner of the county along the Meherrin River. Elevations across the county range from approximately 40 feet to 290 feet. Specifically, the Coastal Plain is relatively level with little difference in elevation which helps explain the relatively large area of floodplains in the eastern portion of the county. The Piedmont Plateau is mostly level with some mild inclines and more well-defined slopes near drainage basins, which limits the total area of floodplains in the western portion of the county.

This transitional topography has an important influence on the current and future development patterns in the county. Specifically, the location, size, and prevalence of slopes, drainage patterns, wetlands, floodplains, soil types, and land cover are all influenced by this transitional landscape. Fortunately, there are only a few areas in the western portion of the county with steep slopes that may hinder development. Areas with steep slopes are especially susceptible to erosion and are subject to engineering and construction requirements for land disturbance and sound, safe structures. Topography also helps to explain various environmental conditions discussed later in this chapter,

Land Cover

Land cover in Greenville County is largely dominated by a variety of traditional rural and undeveloped land cover types. The county has a large share of natural undeveloped lands indicative of a vast natural landscape supporting native habitats, agriculture, and silviculture. According to the 2016 Virginia Land Cover Dataset, over half (54.5%) of Greenville County is considered forested. Wetlands are also a major component of the Greenville County landscape, accounting for just over 14% of the county area. Active agriculture cropland comprises 12.6% of the county land area, while impervious surfaces account for about 1.5% of the total area. As the county considers new development opportunities, maintaining a balance between physical development and the various natural land cover types that are central to the local rural character should be a priority. For example, the recent development of utility-scale solar facilities in the county is not reflected in this data but may have an impact on the overall distribution of land cover types. Overall, this land cover data provides a useful baseline to evaluate the potential impact and overall suitability of potential large-scale developments in Greenville County. It also helps to prioritize environmentally sensitive and unique areas for preservation throughout the county.

Table 3.1 Distribution of Land Cover Types

Land Cover Type	Portion of Greenville County	Area (Acres)
Forest	54.5%	103,604
Wetlands	14.1%	26,704
Cropland	12.6%	23,972
Harvested Forest/Disturbed	8.6%	16,247
Pasture	2.5%	4,814
Tree	2.3%	4,284
Turf/Grass	1.8%	3,512
Impervious Surface	1.5%	2,904
Shrub/Scrub	1.0%	1,880
Water	0.7%	1,235
Barren	0.4%	801

Virginia Land Cover Dataset 2016

Water Resources

Greenville County's natural and manmade water resources are important assets to preserve and maintain for recreational, developmental, and environmental benefits. Access to a reliable quantity and quality of water is central to meeting the needs of county residents and fulfilling economic development opportunities. The *Quality of Life* chapter of this Plan addresses the recreational benefits of these water resources in more detail. Furthermore, the county's water resources also provide many ecosystem services that support a pristine natural habitat that should be preserved. The size and location of physical development and land disturbance projects directly affect the quality of surface water, drinking water, fisheries, and wetland habitats throughout the county. Specifically, agricultural fertilizers, septic system failure, and stormwater runoff from development and roads may threaten water quality. However, with proper mitigation and avoidance strategies, the county's water resources will be sustained and preserved.

Water Bodies

The defining feature of Greenville County's natural environment is its series of rivers, creeks, ponds, small lakes, creeks, and swamps. The main components of this surface water system are the Meherrin and Nottoway Rivers. The Meherrin River runs west to east through the middle of the county and passes through the City of Emporia. The Nottoway River comprises the northern boundary of the county. Both rivers flow into the Chowan River system in North Carolina before flowing into the Albemarle Sound. Other smaller water bodies include Slagles Lake, Taylors Mill Pond, Mitchells Pond, Robinson Pond, and Spanglers Lake.



The portion of the Nottoway River in Greenville County qualifies but is not currently designated as a scenic river under Virginia's Scenic River System. Given the quality of recreation opportunities and natural beauty of that portion of the river, the Nottoway River should be carefully protected. The county should explore opportunities to work with neighboring localities and the Virginia Department of Conservation and Recreation to officially designate this portion of the river as a Virginia Scenic River.



Additionally, the Nottoway River provides most of the water to the Greenville County Water & Sewer Authority public water and sewer system. The river directly feeds into the Greenville County Raw Water Storage Reservoir near Jarratt, which was filled in early 2020 and is now being used at full capacity. The reservoir, located west of Jarratt and just south of the Nottoway River near Wyatts Mill Road, covers approximately 128 acres and holds close to 1 billion gallons. The reservoir is used strictly as a water source and is not suitable for any recreational purposes. While the county's freshwater rivers and streams generally provide sufficient water for most uses, reservoirs are needed for water during periods of drought.

Compared to the Nottoway River, the Meherrin River has more disturbances that may affect the quality of the river as an environmental and recreational resource. In the center of the county and near the City of Emporia, the Meherrin River feeds the Emporia Reservoir, which is formed by a twenty-foot dam. The approximately 220-acre reservoir offers recreational opportunities for fishing and boating and serves as a water source for the City of Emporia. The reservoir and surrounding portions of the river are very shallow and turbid due to high levels of silt and sediment flowing and collecting in the reservoir and river. This has caused mudflats and logjams to form in the river and reservoir, which contributes to unpredictable and fluctuating water levels. This silt and sediment build-up is the result of the hydraulics of the dam as well as upstream farming and development activity. The high level of silt and sediment has impacted the overall health of the river and has also created concerns that local flooding patterns could begin to change over time. The county is developing

plans with the assistance of the Army Corps of Engineers to mitigate these hazards and to improve the overall quality of the river and reservoir. Downstream from Emporia, the Meherrin River supports a large area of wetlands. The Virginia Department of Conservation and Recreation identifies this portion of the Meherrin River as having potential for designation as a scenic river.

To protect these water resources, Greenville County may consider developing a source water protection plan (SWPP) under Virginia's Source Water Protection Program. With the new Greenville County Reservoir being vital to future water supply, the county should work with neighboring localities to maintain the reliable and clean source of water that exists today. Since the clearing and harvesting of agricultural and forest lands as well as dispersed residential developments are often exempt from Stormwater Management (SWM) permits, additional measures may be necessary to fully protect local water sources. With large tracts of forested and agricultural lands, a SWPP could help to mitigate any negative impacts these users may have on local water. An SWPP could also help to identify the main sources of runoff and point source pollution and fund restoration projects. In the case of the Meherrin River with high levels of silt and sedimentation, a SWPP could allow the county to take steps to improve local water quality without dredging by identifying and mitigating the cause of sedimentation at the source. Numerous grants and funding sources are available through the Virginia Department of Health, Department of Environmental Quality (DEQ), Department of Conservation and Recreation (DCR), the U.S. Environmental Protection Agency (EPA), and the U.S. Department of Agriculture to assist with SWPPs.

Stormwater

As a rural county with agriculture, industrial, and commercial land uses surrounding environmentally sensitive waterways, stormwater management is an important component of county planning efforts. Limiting erosion, runoff, and non-point source pollution is vital to protecting Greenville's riverine ecosystems and public drinking water supply.

Accordingly, Greenville County already has measures in place to ensure that new development does not negatively impact local water resources. Land disturbing activities in the county must obtain permits through the county's Erosion and Sediment Control (ESC) Program and the Stormwater Management (SWM) Program, as well as a Construction General Permit from the Virginia Department of Environmental Quality. The county's ESC program has been in place since the 1970s and permits any project that will disturb more than 10,000 square feet of land. Developers must submit an ESC Plan to ensure that erosion and sedimentation are minimized during construction. Also, Greenville County, under the Code of Virginia Sec. 62.1-44.15:27, adopted the County Stormwater Management Program in 2014. Under this program, the county reviews SWM plans for land-disturbing projects to ensure that flooding and the degradation of surface waters are minimized after construction is completed. SWM plans are developed to minimize flooding and the degradation of surface waters after a project has been completed.

Regular maintenance of stormwater infrastructure and facilities helps to mitigate the negative impacts of stormwater runoff. Stormwater best management practices (BMPs) and green infrastructure strategies also offer an array of technical solutions to address stormwater management and water quality. Examples include removing pavement and limiting impervious surfaces, streambank restoration, riparian buffer restoration, bioswales, rain gardens, rain barrels, and green roofs. Implementation of BMP design solutions should be paired with other regulatory mechanisms, such as landscaping requirements, to help improve local water quality and contribute to regional watershed goals.

Floodplains

The topographical characteristics of Greenville County explain why the eastern portion of the county is more susceptible to flooding as noted in Map 3.1, which depicts FEMA Flood Zone A areas with a 1% annual chance of flooding. The portions of the county most susceptible to flooding are located along the Meherrin River, Fontaine Creek, and the low-lying wetlands in the southern and eastern portions of the county where the waterways enter the Coastal Plain. These floodplains play a vital role in the county's ecosystem that should be protected. They offer natural flood and erosion control, filter runoff, improve water quality, promote recharge of groundwater, and support biological resources.

Floodplain and flood-sensitive areas also present challenges and barriers for land development and road construction. While the county's floodplain ordinance actively discourages most development in floodplains, the county should continue to monitor any updates to FEMA regulations that may necessitate changes to the floodplain ordinance. The most populated and developed parts of the county near the City of Emporia, the Town of Jarratt, and in specific unincorporated communities are not in designated floodplains. Accordingly, very little development has occurred in existing floodplains. To continue to support flood resilience, the county should keep floodplains free from development and expand open space in the floodplain to slow and store floodwaters. Where development has already occurred in floodplains, the county should consider a comprehensive evaluation of developed flood-prone properties and work with landowners to ensure that local activities do not exacerbate the risk of any flooding that may occur. This includes discouraging or mitigating the impact of any significant land use changes in floodplains, like the harvesting of timber, soil compaction, grading, or the concentration of runoff. The county can require drainage controls to ensure any disturbances in floodplains does not harm water quality or increase the risk of flooding to any structures. The county has adopted the state's recommended floodplain management ordinance, but recent updates made in 2017 should also be incorporated into local policies. Ultimately, floodplains are meant to flood which means the county should promote land use patterns that reduce the risk of flooding to development and encourage clustered development in appropriate areas.

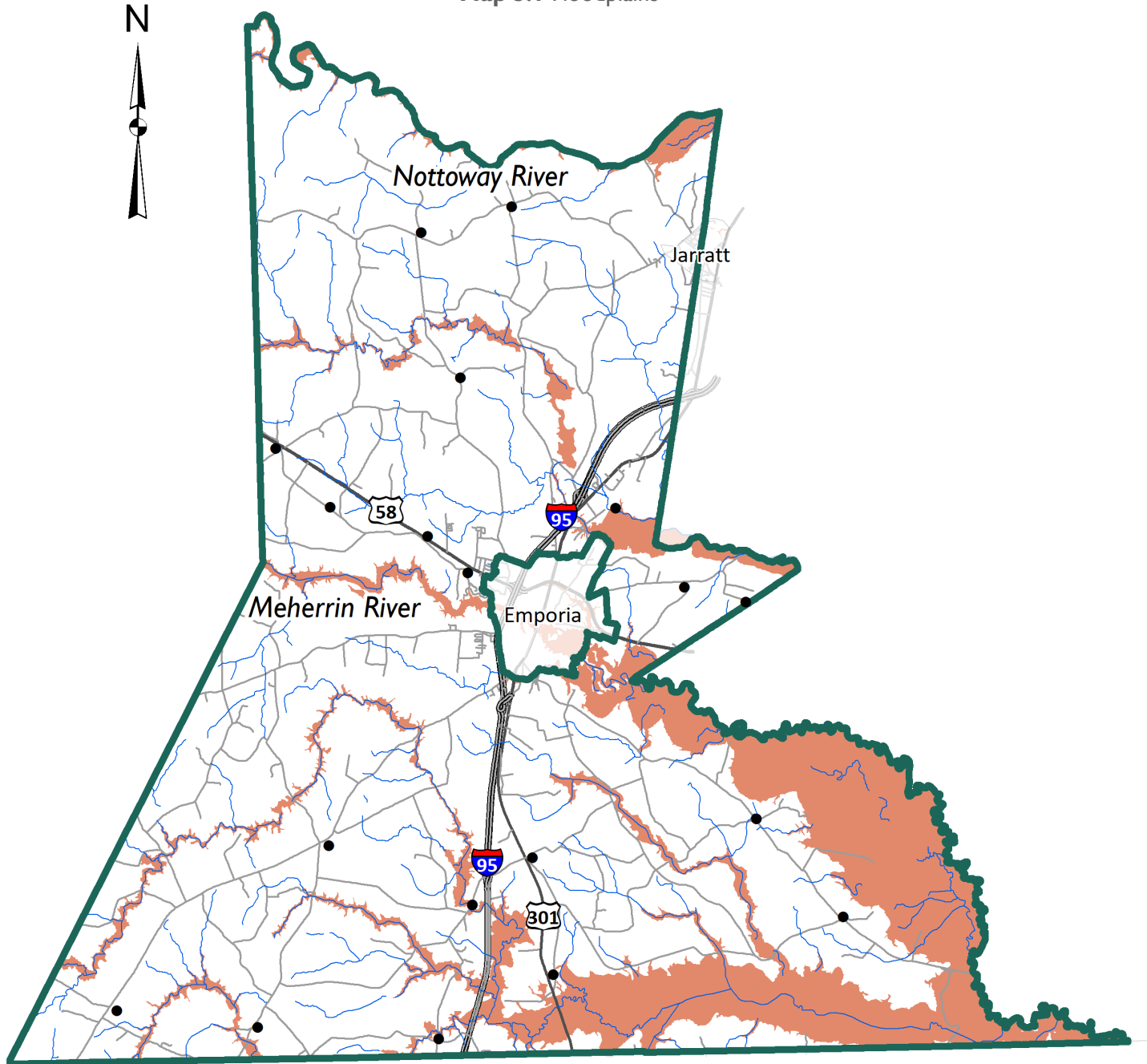
Wetlands

As federally and state-protected areas, wetlands have an important ecological function in water storage filtration, flood protection, biodiversity, and wildlife habitat. Wetlands comprise approximately 14% of the total county land area. A large portion of the county's wetlands, as identified by the U.S. Fish and Wildlife Service's National Wetlands Inventory (NWI) (See Map 3.2), is in the southern and eastern portions of the county along the Meherrin River. Under NWI's classification system, most wetlands in the county are freshwater forested and shrub wetlands. These areas are defined by their unique woody wetlands and forested swamps that possess an overstory of trees, an understory of young trees or shrubs, and an herbaceous layer.

The Army Corps of Engineers regulates all wetlands adjacent or connected to navigable waterways, which include most wetlands in Greenville County. Similarly, the Virginia Department of Environmental Quality regulates freshwater wetlands that require mitigation for proposed impacts in accord with the federal policy of "no net loss". Specific human actions have the potential to negatively impact the quality of wetlands. The county should be aware of these impacts as it works to promote agriculture, economic development, and recreation. Human actions that have the potential to negatively affect the quality of wetlands include increased boating activity, dredging and stream channelization, damming, deposition of fill material, tilling for crop production, logging, mining, and construction.

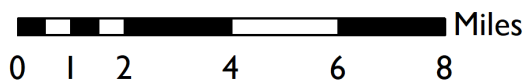
The areas along the Meherrin River south and east of Emporia have the highest concentration of natural wetlands in the county. These areas are largely unstable and unfit for development with little public access. With many large undeveloped tracts of land, this portion of the county contains many important natural resources and habitats that should remain undeveloped and be preserved for low-impact, passive recreational uses. Wetlands can best be protected by the low-impact development and green infrastructure strategies discussed earlier in the Stormwater section.

Map 3.1 Floodplains



Legend

- Greenville County
- County Roads
- Greenville Communities
- Rivers/Creeks/Streams
- Flood Zone**
- Zone A: 1% Annual Chance of Flood






Source: US Federal Emergency Management Agency (FEMA) Flood Risk Maps





Map 3.2 Wetlands

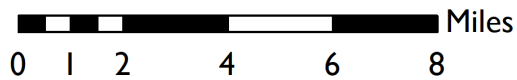


Legend

-  Greenville County
-  Greenville Communities
-  Rivers/Creeks/Streams

Wetland Type

-  Freshwater Forested/Shrub Wetland
-  Freshwater Emergent Wetland
-  Freshwater Pond
-  Lake



Source: National Wetlands Inventory (NWI) U.S. Fish and Wildlife Service

Conservation

Preserving Greenville County’s rich natural resources requires a collaborative effort by the county, state agencies, non-profits, and county residents. County citizens believe that it is essential to maintain the high quality of Greenville County’s environment while accommodating the pressures for future growth and development. Accordingly, it is important to identify the county’s most valuable natural areas and help to implement tools to protect them.

A key challenge is that landowners may find it difficult to conserve land without incentives, monetization, or other benefits. Along with conservation easements, Agricultural-Forestal districts (AFDs) (Virginia Code Sec. 15.2-4300) and Land Use Tax Valuation (Virginia Code Sec. 58.1-3229) are locally enabled tools commonly used to benefit landowners and promote conservation. Greenville County already has some land held in conservation easements and participates in the Land Use Tax Valuation Program. However, AFD’s have not been used in Greenville County. AFDs are rural conservation zones that are reserved for the production of agricultural products, timber, and the maintenance of open land. AFDs have been widely used across Virginia since the late 1970s after the Virginia General Assembly passed the Agricultural and Forestal Districts Act. Property owners may work with local governments to establish an AFD, where property owners agree to not convert their land while the local government and state agree to refrain from taking actions or making infrastructure investments that would create increased development pressure. While this section specifically outlines managed conservation lands, forests, and natural heritage resources, these conservation tools are also appropriate for agriculture and farmland conservation, which are discussed elsewhere in this Plan.

Managed Conservation Lands

Despite being rich in natural resources, Greenville County has relatively few publicly or privately managed conservation lands with public access. The 430-acre site managed by the Department of Corrections (DOC) near the Greenville Correctional Site is the only official publicly managed conservation land in the county but is closed to public access. The site is one of four conservation sites in the state operated by the DOC. The conservation land is separate from the correctional facility site and has been designated as open-space land to preserve natural resources and protect the land



for agriculture and forestry. The county also has a total of 5,370 acres of land held in conservation easements. The Tobacco Heritage Trail Conservation Easement, which runs 3.5 miles west to east from the Brunswick County line, is the only privately held conservation land with public access. Other managing agencies for private conservation easements in the county include the Virginia Department of Conservation and Recreation, the Virginia Outdoors Foundation, the Virginia Department of Forestry, and The Nature Conservancy. In the future, the county should work with landowners to ensure that the most valuable natural resources are protected and conserved. Given the community’s desire for additional recreation opportunities, the county should also explore options with private landowners and agencies overseeing conservation easements to allow for limited public access where appropriate.

Agricultural and Farmland Preservation Tools



Conservation Easements



Land Use Taxation



Farm Link Programs



Land Use Planning Tools

Comprehensive Plans
Zoning Ordinances
Subdivision Ordinances

Forest

Greenville County includes a significant amount of forested land that provides economic, ecological, and aesthetic benefits. Forests provide recreation opportunities, maintain wildlife habitats, create natural carbon reserves, and preserve water quality in addition to supporting the productive local silviculture industry. The Virginia Department of Forestry defines forest as “a plant community in which the dominant vegetation is trees and other woody plants.” In Greenville County, forests are mostly loblolly and longleaf pines with limited amounts of hardwoods such as oak, hickory, and cypress trees.

The Virginia Department of Forestry’s Forest Conservation Model helps to identify some of the highest quality, most productive, and most vulnerable forestland in the county. The model ranks forest conservation values by considering a variety of factors that include the size of forested blocks, connectivity, watershed integrity, the threat of conversion, and unique tree species. Many of the county’s most valuable forested areas are located in and along already protected wetlands in the southern portion of the county. Northern portions of the county along the Nottoway River also have high forest conservation values.

Conservation easements and AFD districts, as discussed previously, can be used to encourage preservation of forest resources. In addition, forest carbon offset trading is an emerging market that holds promise for conserving Greenville County’s forests while simultaneously bringing income to property owners. As the county’s forest lands face increasing development pressure, information about forest conservation values, incentives, and revenue opportunities should be promoted to monetize Greenville County’s natural capital, promote forest conservation, and achieve the resulting ecosystem services and financial benefits.

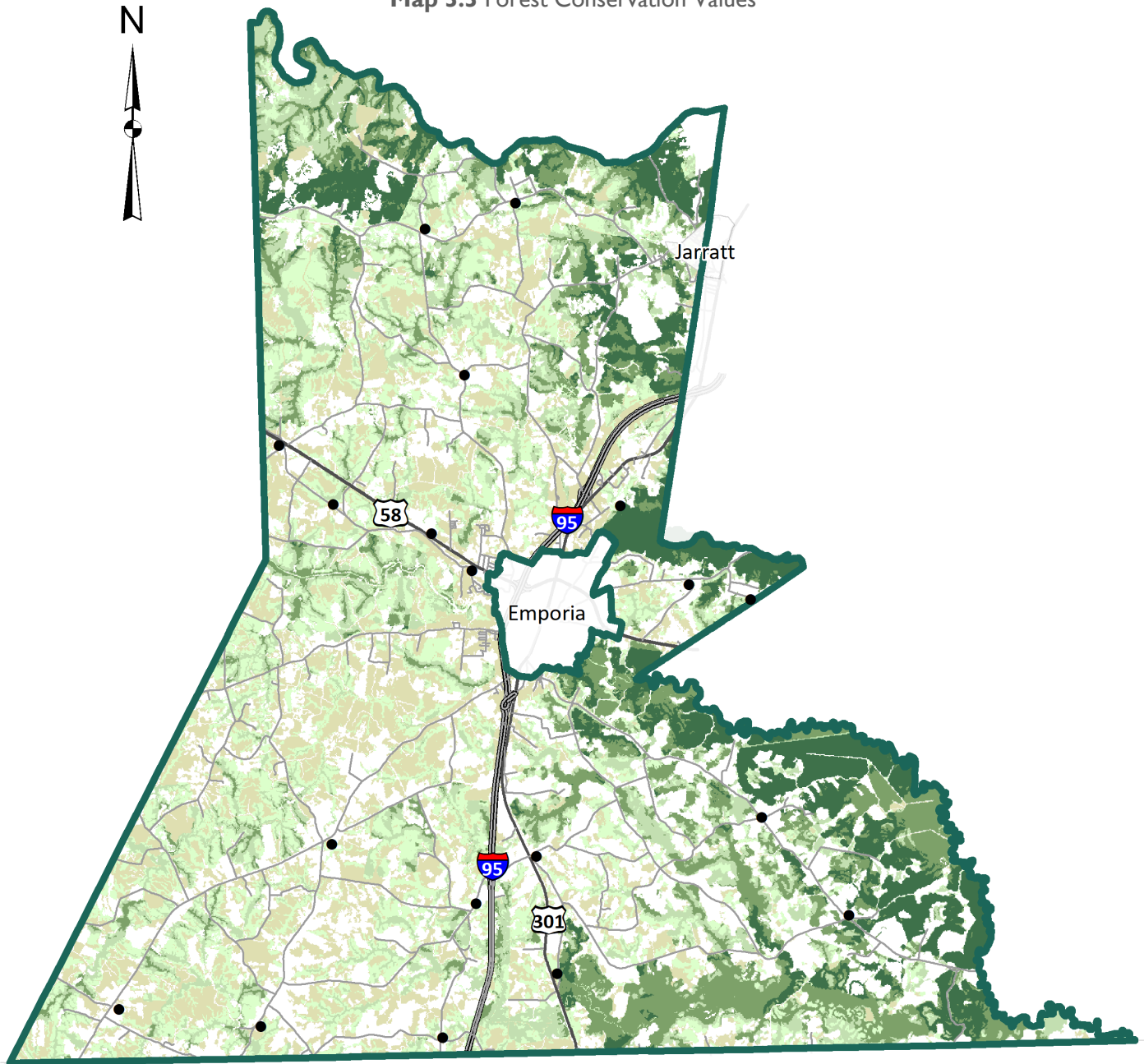
Natural Heritage Resources

Greenville County’s natural ecosystems provide important wildlife habitat that support biodiversity and threatened species. Map 3.4 shows the county’s best habitats, known as ecological cores, which are large unfragmented natural habitats that are ranked based on their potential for biodiversity, ecological function, and landscape condition. Maintaining these natural habitats is important to preserve Greenville’s natural heritage and also supports opportunities for ecotourism.




The county is also home to several species that are designated at the federal or state level as a species of concern or actively threatened. The Virginia Department of Conservation and Recreation’s Division of Natural Heritage and the Virginia Department of Wildlife Resources document natural heritage resources outlined in the table on the next page. The habitats supporting these species should be carefully managed and protected throughout the county. Currently, when state and federal permits are required to disturb wetlands, developers are required to provide an inventory of the site’s natural heritage resources in conjunction with the permit application. Determinations are also made as to what measures, if any, must be taken to protect any identified natural heritage resources.

Given the potential environmental, recreation, and ecotourism benefits, maintaining natural habitats should be a sustained effort by the county. The county should ensure that future development does not substantially interfere with these lands designated as important or high-quality natural habitats. Specifically, the county should consider adopting [Green Infrastructure](#) and [Wildlife Corridor](#) planning principles to better protect and strengthen the value of these resources. This approach emphasizes the importance of ecosystem services. Natural resources, such as forests, function better when intact and not fragmented. Therefore, it is important that natural communities remain connected across property lines. This can be accomplished by identifying natural resources during the planning process and encouraging preservation of these resources for individual projects and across property boundaries. Developments should maintain habitat and wildlife corridors and buffers, which can provide passive recreation space along with the important functions of improving air quality, flood control, and providing wildlife habitat.

Map 3.3 Forest Conservation Values



Legend

-  Greenville County
-  County Roads
-  Greenville Communities

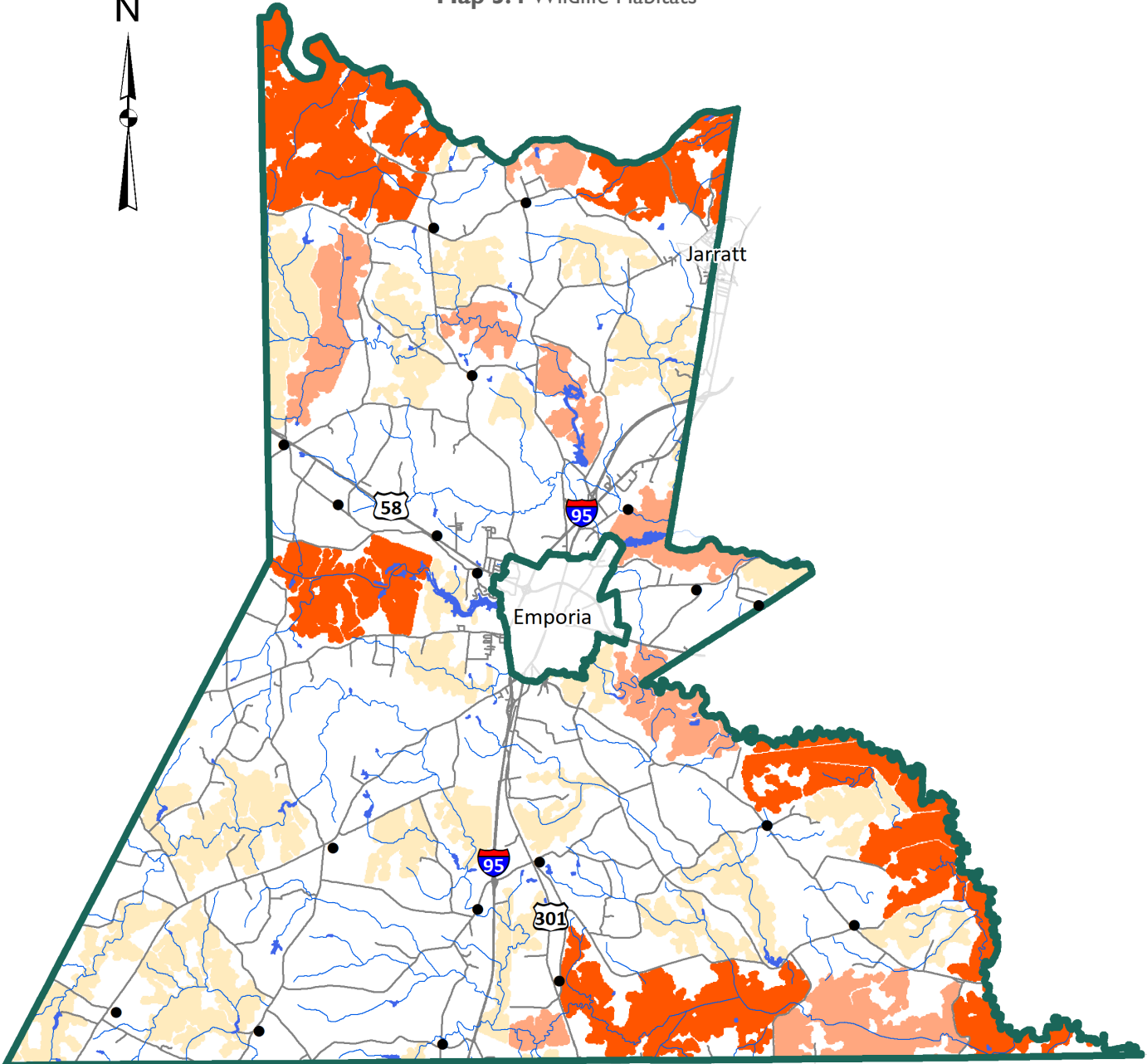
Forest Conservation Values

- | | |
|---|---|
|  1: Average |  4: Very High |
|  2: Moderate |  5: Outstanding |
|  3: High | |







Source: Forest Conservation Model Virginia Department of Forestry



Map 3.4 Wildlife Habitats

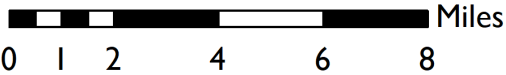


Legend

-  Greenville County
-  County Roads
-  Greenville Communities
-  Rivers/Creeks/Streams

Ecological Cores

-  C3: High
-  C2: Very High
-  C1: Outstanding



Source: VaNLA Ecological Cores Layer Virginia Department of Conservation and Recreation

Table 3.2 Designated Species Present in Greenville County

Common Name	Scientific Name	Federal Legal Status	State Legal Status	Habitat
AMPHIBIANS				
Barking Treefrog	<i>Hyla gratiosa</i>	None	LT	Forested Wetland, Riparian, Shrub-Scrub Wetland
BIRDS				
Henslow's Sparrow	<i>Centronyx henslowii</i>	None	LT	Grassland
Loggerhead Shrike	<i>Lanius ludovicianus</i>	None	LT	Grassland, Cropland
Bachman's Sparrow	<i>Peucaea aestivalis</i>	None	LT	Grassland, Woodlands
BIVALVIA (MUSSELS)				
Yellow Lance	<i>Elliptio lanceolata</i>	LT	LT	Freshwater Rivers/Creeks
Atlantic Pigtoe	<i>Fusconaia masoni</i>	PT	LT	Freshwater Rivers/Creeks
FISH				
Roanoke Logperch	<i>Percina rex</i>	LE	LE	Freshwater Rivers
MAMMALS				
Eastern Big-eared Bat	<i>Corynorhinus rafinesquii macrotis</i>	None	LE	Grassland, Woodlands
VASCULAR PLANTS				
Sandhills Bog Lily	<i>Lilium pyrophilum</i>	SOC	None	Wetlands
Appalachian Adder's-mouth	<i>Malaxis bayardii</i>	SOC	None	Forest/Woodland
Basil Mountain-mint	<i>Pycnanthemum clinopodioides</i>	SOC	None	Forest/Woodland, Shrubland
Torrey's Mountain-mint	<i>Pycnanthemum torreyi</i>	SOC	PT	Forest/Woodland
Chaffseed	<i>Schwalbea americana</i>	LE	None	Forest/Woodland
Reclining Bulrush	<i>Scirpus flaccidifolius</i>	SOC	LT	Forest/Woodland
Virginia Least Trillium	<i>Trillium pusillum</i> var. <i>virginianum</i>	SOC	None	Forest/Woodland, Shrubland

LE: Listed Endangered – Species which is in danger of extinction throughout all or in a portion of its range

LT: Listed Threatened – Species which are vulnerable to endangerment in the near future

PT: Proposed Threatened – Species which are vulnerable to endangerment in the near future and has been proposed to be officially listed

SOC: Species of Concern – Species which might be in need of concentrated conservation actions

Virginia Natural Heritage Explorer



Loggerhead Shrike



Barking Treefrog



Chaffseed

Soil and Mineral Resources

The soil and minerals of Greenville County offer significant local economic value for the types of activity and development they support. Soil helps to determine where crops, pastures, and forests are grown and the placement of houses, roads, and industries. Soils vary in their characteristics and capabilities, which influence properties such as drainage, erodibility, fertility, and building foundation strength. Sandy loam soils dominate the Greenville County area, which are known for their fertility; however, they are also vulnerable to erosion, flooding, and low-strength due to their poor absorption potential. The relevant considerations of local soil types include depth, slope, absorptions, percolation, wetness, and filtering actions. Two of the most important soil considerations in Greenville County are septic systems and farmland.


Septic Potential

Soils and topography affect the ability to install drain fields for private individual on-site septic systems. Based on these factors, septic system suitability is a concern in many parts of the county where residential development is present and planned but unserved by public facilities. Soil with poor filtration, percolation, high moisture levels, and shallow depth can present issues for septic systems. In areas outside of the existing and planned utility service boundaries, development should be carefully evaluated to identify appropriate sewage treatment systems.

Based on the Soil Survey Geographic Database (SSURGO), only 5,529 acres or about 3% of the entire county is classified as somewhat limited for septic systems while over 95% of the county is classified as very limited. Areas that may support septic systems (somewhat limited) are shown in purple on Map 3.5. Not only does this present a significant limitation for future development, it also suggests that there are likely many existing residential septic systems susceptible to failure. The presence of soggy and wet drain fields suggests that leakage may be occurring and threaten local water quality. In addition to the future extension of sewer service, the county should also work with the health department to identify alternative treatment systems for existing and new building sites in areas with moderate limitations. The potential for septic systems and the extension of service areas is discussed more specifically in the *Infrastructure* and *Land Use* chapters of this Plan. This includes clustering development in areas with available water and sewer infrastructure, while limiting development outside of those service areas.

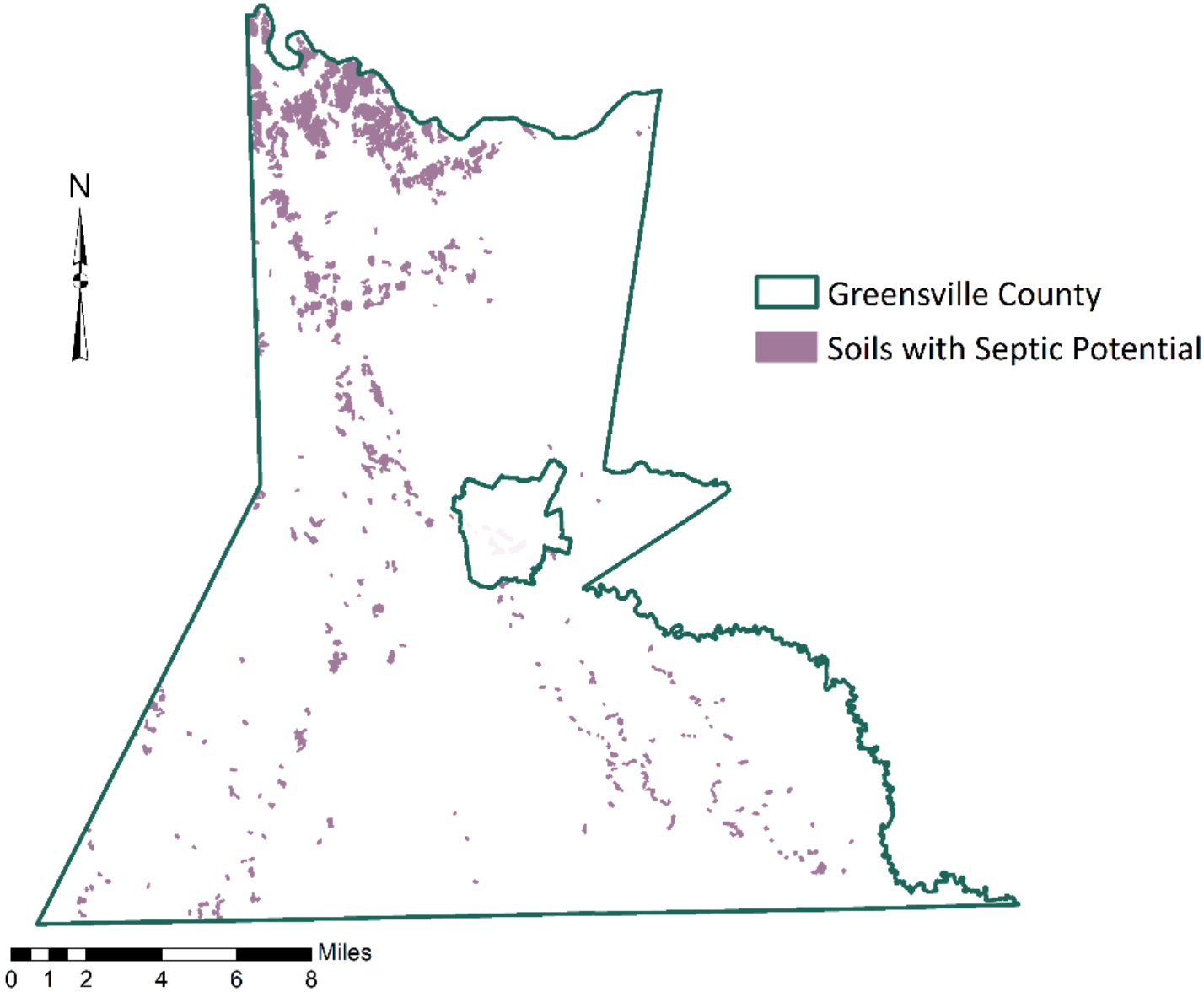
Table 3.3 Distribution of Soil Septic Potential

Septic Potential	Area	Portion of County
Somewhat Limited	5,529 acres	2.9%
Very Limited	185,207 acres	95.3%
Not Rated	3,550 acres	1.8%



Soil Survey Geographic Database (SSURGO)

Map 3.5 Soil Septic Potential



Source: Soil Survey Geographic Database (SSURGO) United States Department of Agriculture


Prime Farmland

Prime farmland is the land that is best suited for crops because it can produce the highest yields with the least amount of energy, economic resources, and environmental degradation. Generally, the criteria for prime farmland include slopes less than 6%, few rocks, not excessively erodible, dependable supply of water, and permeability to air and water. According to SSURGO, Greenville County contains approximately 80,904 acres of prime farmland, which is about 42% of the total acreage of the county. An additional 14,646 acres of land is not designated by SSURGO as prime farmland but has been designated by the state of Virginia as farmland of statewide importance. Farmland of statewide importance is more heavily concentrated in the western parts of the county but can be found scattered throughout all areas of the county.

A more extensive discussion of the agricultural industry can be found in the *Economy* chapter of this Plan. Given the importance of agriculture to the local culture and the presence of large amounts of productive agricultural lands, the county should ensure these lands are adequately protected. Conservation easements and AFDs may be useful tools to help preserve these resources in a way that financially benefits landowners. The county may also use this information to designate agricultural lands of local importance based on their size, soil quality, and historic use to prioritize their preservation and discourage any disturbances to these areas.

Table 3.4 Distribution of Prime Farmland Soils

Farmland Potential	Area	Portion of County
Prime Farmland	80,904 acres	41.7%
Farmland of Statewide Importance	14,646 acres	7.5%
Not Prime Farmland	98,737 acres	50.8%



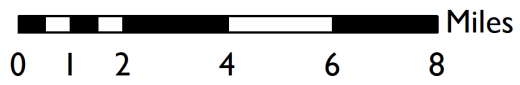
Soil Survey Geographic Database (SSURGO)

Map 3.6 Prime Farmland Soils



Legend

- Greenville County
- Prime Farmland
- Farmland of Statewide Importance
- County Roads
- Greenville Communities
- Rivers/Creeks/Streams



Source: Soil Survey Geographic Database (SSURGO) United States Department of Agriculture

Mining & Mineral Resources

Greenville County's geologic formations and mineral resources support a modest mining, quarry, and extraction industry. During the Pliocene Epoch about 3 to 4 million years ago, the Atlantic Ocean shoreline extended into what is now Greenville County where the Coastal Plains meet the Piedmont Plateau at the Atlantic Fall Line. As a result, the eastern portions of the county are dominated by formations that are mostly sand, gravel, silt, and clay. In the western portions of the county, volcanic rock and metamorphic minerals form the bedrock along with smaller amounts of sand and silt. In the middle of the county along the ancient Atlantic Ocean shoreline is a mix of sand and granite that contains various rare heavy minerals as a result of deposits that collected over millions of years as large rivers drained into the area.

Consequently, mining has more recently become a component of the local economy as the local geology has been further studied. Early mining operations in the county primarily focused on clay. Today, the Skippers Quarry is the only operational mine in the county. The quarry, which has been in operation for over 30 years, is operated by Vulcan Materials and mines crushed stone from granite deposits for roads and the construction industry. The other major mining operation in the county in Brink ceased in late 2015. Operated by Iluka Resources, the Brink Mine was a strip mine for heavy mineral sands and specifically titanium and zirconium that was originally commissioned in 2009. Iluka Resources began the land reclamation and rehabilitation process of the site in 2017 and plans to complete the process by 2024. This includes the reconstruction of soil profiles, soil quality testing, land surveying, earthworks, and re-vegetation. Iluka Resources continues to hold mining leases in the area, but no longer has any active operations in Virginia. While Greenville County has the potential for future mining projects due to the presence of heavy mineral sands, any new mining sites should be carefully considered and reviewed along with other components of this plan.





Air Quality

Air quality is an important component to environmental and public health. Based on standards established by the Environmental Protection Agency and monitored by the Department of Environmental Quality, Greenville County is in a region designated as an “air quality attainment area”. The rural nature of the county with a considerable forest canopy helps to enhance local air quality and to disperse emissions. However, there are some exceptions along major highways, such as I-95 and Highway 58, and within and adjacent to commercial and industrial areas. In these areas, higher traffic volumes are resulting in a larger amount of automobile emissions as well as emissions from point sources. Potential air pollutants come from the combustion of fossil fuels from automobiles and stationary sources. Additionally, Greenville County is in an area subject to the “Prevention of Significant Deterioration” under Clean Air Act regulations, meaning that any new point source of pollutant emissions would not be allowed to degrade the present level of air quality.

Planting appropriate vegetation and tree species along highway corridors is a good way to mitigate the effects of automobile emissions in addition to providing other environmental benefits. Measures to reduce fossil fuel consumption and emissions, such as promoting public transportation, supporting e-vehicle charging station placement, enacting a government vehicle idling policy, planting trees, and promoting recycling and composting, will also help to maintain Greenville’s excellent air quality.

Noise

Noise pollution is considered unwanted, disturbing, disagreeable, or unpleasant sound. Background sounds such as those created by traffic and mechanical equipment, as well as those created by construction, animals, refuse collection, airports, railroads, and outdoor events all may be a nuisance to neighboring properties. The EPA regulates noise sources such as rail and motor carriers, construction equipment, transport equipment, trucks, and motorcycles. Noise generation can also be regulated at the local level. The county Zoning Ordinance addresses some potential noise impacts through setback and buffer requirements. However, the county may use the zoning process to consider additional conditions to address the potential noise impacts of a specific development proposal. Preserving and increasing vegetated buffer areas as previously discussed may also reduce noise disturbances from neighboring uses and properties.

Light

Light pollution is the impact of outdoor light levels due to man-made sources of light. Improperly directed or unshielded light has negative effects on wildlife and can create a nuisance to neighbors. Greenville County’s Zoning Ordinance addresses light pollution by requiring light sources to be directed downward, preventing a direct view of light sources from neighboring properties, and limiting light intensity. Through the zoning process, further conditions may be considered to address the potential light impact of specific development proposals. The International Dark Skies Association recommends only using light when and where it is needed, is not brighter than necessary, and is fully shielded.

Climate

The climate of Greenville County is classified as temperate with mild winters and warm, humid summers. Given its latitude and topography, Greenville County experiences some of the mildest annual temperatures in Virginia. This climate is conducive for a variety of recreation, agriculture, and even solar energy development opportunities throughout the county.

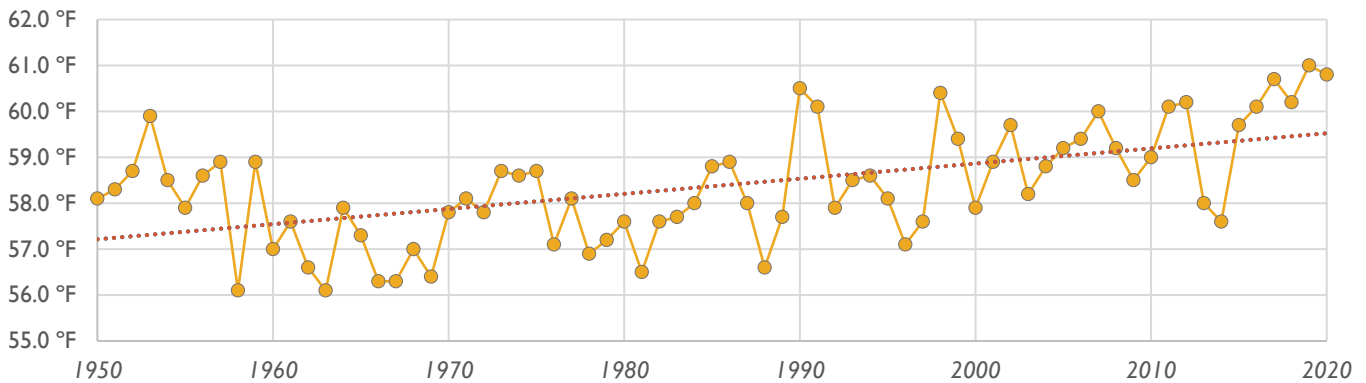
Table 3.5 Monthly Average Climate Patterns

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Average high in °F	49	53	61	71	78	86	89	88	82	72	63	53
Average low in °F	28	30	36	45	54	64	68	67	60	48	38	31
Av. precipitation in inch	3.51	2.87	4.07	3.6	3.82	3.45	4.64	4.56	4.42	3.24	3.09	3.4

NOAA Center for Environmental Information

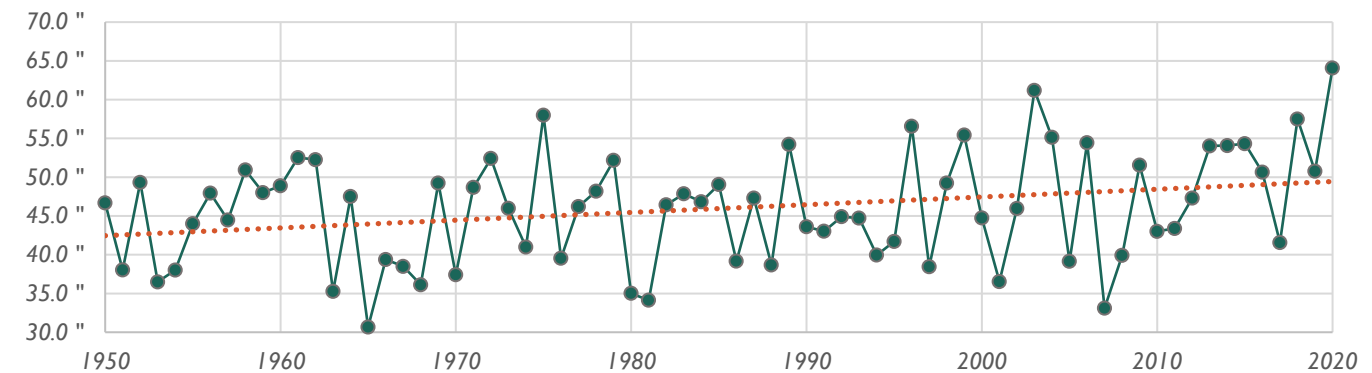
Greenville County is also susceptible to many of the ongoing climatic changes occurring worldwide. In 2020, Greenville County experienced the highest precipitation level (64.07 inches) and the second-highest average annual temperature (60.8 °F) since records began in 1895. Recent trends seem to suggest that Greenville County has begun to experience an increasingly warmer and wetter climate. Continuing to track these climate trends and recognizing the potential future impact of climate changes on business and lifestyle in Greenville County is an important consideration. Efforts to improve sustainability and implement green infrastructure may also be applicable strategies for making Greenville County more climate resilient.

Figure 3.1 Annual Average Temperature



NOAA Center for Environmental Information

Figure 3.2 Annual Average Precipitation



NOAA Center for Environmental Information

Strategies to Protect the Natural Environment

1. Increase public access to Greenville County's water bodies where environmental conditions and road access allow.
2. Develop a source water protection plan (SWPP) to ensure protection of the region's drinking water supply.
3. Work with neighboring localities and the Department of Conservation and Recreation to pursue the Scenic River Designation of the Nottoway River
4. Update the county floodplain management ordinance to the most recent guidance from the Department of Conservation and Recreation from 2017.
5. Continue to work closely with neighboring jurisdictions in efforts to improve the effectiveness of the region's watershed management program.
6. Encourage the use of green infrastructure principles and stormwater best management practices to reduce the impact of runoff and better incorporate developed areas into the natural environment.
7. Encourage erosion and sediment reduction practices in all river basins to assist in maintaining water quality. Existing riparian vegetation along streams and riverbanks should be retained by limiting nearby development to provide fisheries and wildlife habitat, minimize erosion, and slow water velocities.
8. Work with state and regional partners to develop a plan for assessing septic systems and remediating failing systems throughout the county.
9. Ensure that appropriate mitigation for environmental impacts is clearly defined and considered during the development proposal evaluation process.
10. Designate areas of the county that have been used traditionally for agricultural purposes or are designated prime agriculture lands and are at least one acre in size as agricultural lands of local importance.
11. Explore working with landowners to develop Agricultural and Forestal Districts (AFD) to protect and enhance agricultural and forested lands as an economic and environmental resource of major importance.
12. Provide for the preservation of agricultural and forestry uses by supporting conservation and open space easements
13. Improve and develop landscaping requirements and standards that encourage the use of native plants and trees in landscape designs for public and private projects as well as along major highway corridors.
14. Facilitate and support landowner access to carbon markets as programs become available from the state and the Crater Planning District Commission.
15. Work with and educate landowners about tax incentives and monetization opportunities that support and enhance agriculture and forest conservation.
16. Incorporate wildlife planning principles and green infrastructure policies into the zoning ordinance that reserves portions of developed land as open space to encourage landscape connectivity.
17. Promote environmental justice by identifying and providing incentives for economic activities that combine the goals and principles of economy, ecology, and social equity.
18. Implement sustainability practices into the daily operations of county government and encourage local sustainability efforts of local businesses and residents. This includes promoting public transportation, e-vehicle charging station placement, enacting a government vehicle idling policy, planting trees, and promoting recycling and composting.



4

HOUSING

Encourage the rehabilitation and infill development of housing types and densities consistent with existing neighborhoods and promote various types of quality new residential development that are available to all populations of Greenville County.

In this chapter:

- *Introduction*
- *Existing Housing Conditions*
- *Local Housing Policy*
- *Future Needs and Emerging Opportunities*
- *Strategies*



Introduction

Well-designed, attractive, safe, and affordable housing choices are vital to healthy communities. This chapter examines the existing housing stock and evaluates housing affordability and housing programs in Greenville County. It is intrinsically linked to other chapters of this plan, which discuss population, household, and economic characteristics and trends. Specifically, this chapter evaluates housing need based on affordability, variety, location, amenities, quantity, and quality.

The county has an important role in guiding the location of future housing development to ensure that rural areas are protected, and neighborhoods are attractive and lively. This includes ensuring that the county's investment into public facilities and quality of life amenities are fiscally prudent and offer a clear path to a return-on-investment. Safe, decent, and affordable housing of different types is of high importance for existing residents and for attracting new residents and business investment to Greenville County. Eliminating substandard housing while supporting the revitalization and construction of housing units is also an important component of creating neighborhoods in which people want to live that are affordable and attractive.

The objectives and policies discussed in this chapter emphasize the county's role in guiding housing policy by administering building codes, properly zoning for housing types, densities and living arrangements, and by partnering with surrounding localities, state agencies, and community organizations on housing advocacy and planning. This discussion also prioritizes the county's rural character by recognizing ideal locations for new housing development that do not interfere with the county's rural areas. Collectively, the county's housing strategies provide ways to upgrade aging neighborhoods, promote home ownership, provide a variety of housing choices, and establish safe and healthy neighborhoods.

Greenville County

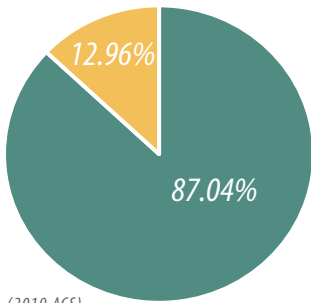
Greenville 2040 Comprehensive Plan: Housing



HOUSING

4,190

TOTAL HOUSING UNITS



(2019 ACS)

1978

MEDIAN YEAR STRUCTURE BUILT

*STATE: 1982

(2019 ACS)

80.6%

SHARE OF SINGLE FAMILY UNITS

*STATE: 72.6%

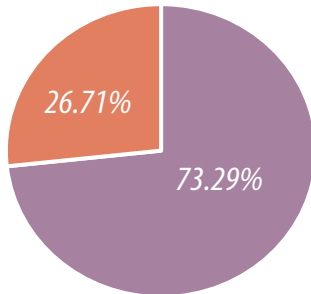
(2019 ACS)

17.9%

SHARE OF MOBILE HOME HOUSING STRUCTURES

*STATE: 5.1%

(2019 ACS)



(2019 ACS)

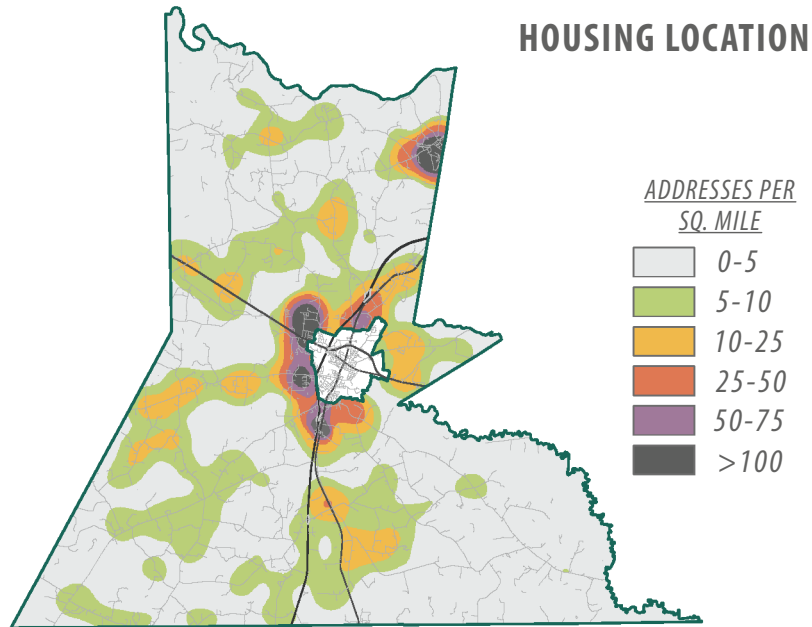
■ OCCUPIED HOUSING UNITS

■ VACANT HOUSING UNITS

■ OWNER OCCUPIED HOUSING UNITS

■ RENTER OCCUPIED HOUSING UNITS

HOUSING LOCATIONS



MARKET

\$117,700

MEDIAN HOUSE VALUE

*STATE: \$273,100

(2019 ACS)

49.8%

OWNER OCCUPIED HOUSING UNITS WITH A MORTGAGE, HOME EQUITY LOAN OR SIMILAR DEBTS

*STATE: 68.7%

(2019 ACS)

\$854

MEDIAN GROSS RENT

*STATE: \$1,234

(2019 ACS)

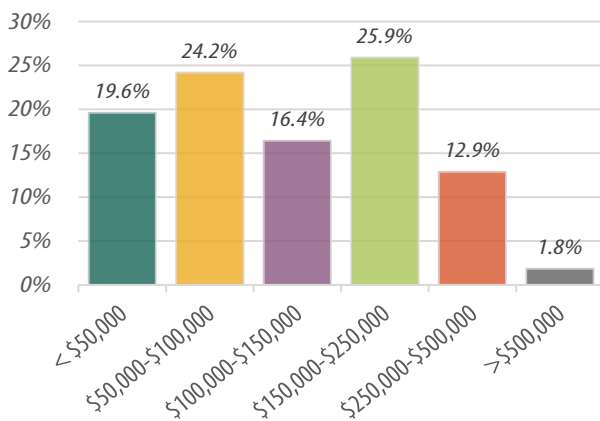
25.0%

MEDIAN GROSS RENT AS A PERCENTAGE OF ANNUAL HOUSEHOLD INCOME

*STATE: 29.1%

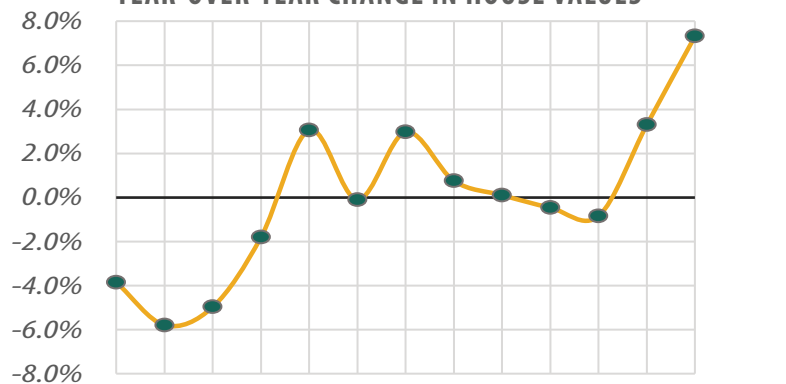
(2019 ACS)

DISTRIBUTION OF HOUSING VALUES



(2019 ACS)

YEAR-OVER-YEAR CHANGE IN HOUSE VALUES



(2020 ZILLOW HOME VALUE INDEX)

Existing Housing Conditions

The housing stock in Greenville County offers many opportunities in support of resident quality of life and the local economy. This section reviews the most important indicators and trends of the local housing market that should be considered when developing local housing policies. It is also important to recognize the relationship that current housing conditions in the county have with land use patterns and infrastructure availability, which are discussed in other chapters in this plan.

Housing Locations

Housing in the county is most concentrated around the City of Emporia and in and around the Town of Jarratt (See Housing Profile). The parts of the county within one mile of the City of Emporia have and continue to be the location where most housing upgrade and construction projects have taken place in recent years. Accordingly, 70% of survey respondents believed that new development in the county should be focused in the areas directly adjacent to the City of Emporia. Other concentrations of residential uses at lower densities can also be found in the communities of Skippers, Purdy, Radium, and along Brink Road. Many other parts of the county remain largely undeveloped with a scattering of large lot single-family homes.

Given that much of the county is reserved for rural land uses and densities, providing adequate housing in the future will require concentrating a higher percentage of future populations and housing units into existing urbanized areas, towns, and established communities. Promoting concentrations of housing can offer benefits, such as providing a greater variety of housing options than would be available in more isolated rural areas. Additionally, it allows greater access to social, utility, and transportation services as well as closer proximity to jobs and businesses. Ideal locations for future residential development are discussed in more detail in the *Land Use* chapter of this plan.

Housing Supply

As a predominantly rural community, Greenville County has a mix of housing options that consists of many large-lot, single-family homes as well as clusters of smaller single-family lots and multifamily developments in and around the City of Emporia, the Town of Jarratt, and rural hubs.

As of the 2019, Greenville County has 4,190 total housing units of various types, sizes, and ages. Most housing units in the county are single family units, accounting for 80.6% of all units (ACS 2019)¹. Single family homes in the county vary in size, age, location, and lot size. Promoting a diverse set of single-family housing options should continue to be a priority for the future.

Additionally, mobile homes make up an estimated 18% of the county's housing stock. This count includes both manufactured and modular homes. The county has very few multifamily housing units that make up about 4% of all housing units. Most of the local multifamily development can be found inside the City of Emporia and not in Greenville County. The 124-unit Brook Ridge Apartments located south of Emporia along US 301 is the only significant multifamily development in the county. The 12-unit Southern Trail Apartment was converted from an old motel and is the only other multifamily development in the county.



76% of survey respondents believe that residential development should be an encouraged form of land use.

¹ All data in this chapter is from American Community Survey 2019 (5-Year Estimates) unless otherwise noted.

Housing Age

Approximately 25% of the county’s existing housing units were built during the 1970s, followed by steady increase in new construction from the 1980s up until the recession in the late 2000s. Consequently, over half of all housing units in the county were built before 1980 and the countywide median year of construction is 1978. This means that the county is rapidly approaching a point where most housing units will be over 50 years old.

Absent a field inventory, housing age serves as a useful proxy for housing conditions. The average life span of a house, according to the U.S. Department of Housing and Urban Development (HUD), is 40 to 50 years without having significant annual maintenance. This suggests that many of the county’s housing units and neighborhoods are reaching an age that will require significant maintenance and investment. These aging structures will require a greater share of maintenance to keep them safe, comfortable, and usable, including the repair or replacement of aging plumbing, roofs, heating and air conditioning systems, and other major systems. Grants and resources for home improvements are discussed later in this chapter.

Housing Tenure

Owner occupied housing units represent 73% of all occupied housing units in the county while renter occupied housing units make up the remaining 27% of the county’s occupied housing units. This level of home ownership exceeds the statewide level of 66% in 2019.

Home ownership rates, while high, are not evenly distributed throughout the county. The more densely populated areas (See housing profile sheet) around the Town of Jarratt and the City of Emporia have much lower levels of home ownership. Like many cities in Virginia, Emporia has some of the lowest levels of home ownership in the state. Greenville County neighborhoods closest to Emporia have historically shared similar market characteristics with a higher prevalence of rental units.

Rental units, such as Brook Ridge Apartments, are critical to ensuring an adequate supply of quality affordable housing that meets the needs of county residents. It is also important that the county’s older rental units are maintained in good condition to protect resident health and preserve neighborhood character and property values. Recognizing these location specific market factors, such as the relationship Greenville County has with the Emporia housing market, is an important consideration for designing targeted housing policies that improve access to affordable housing and stabilize the most vulnerable areas. Improving code enforcement and rental inspections in addition to continuing to support home ownership programs can help to improve the county’s housing stock.

Figure 4.1 Age of Housing Units in Greenville County

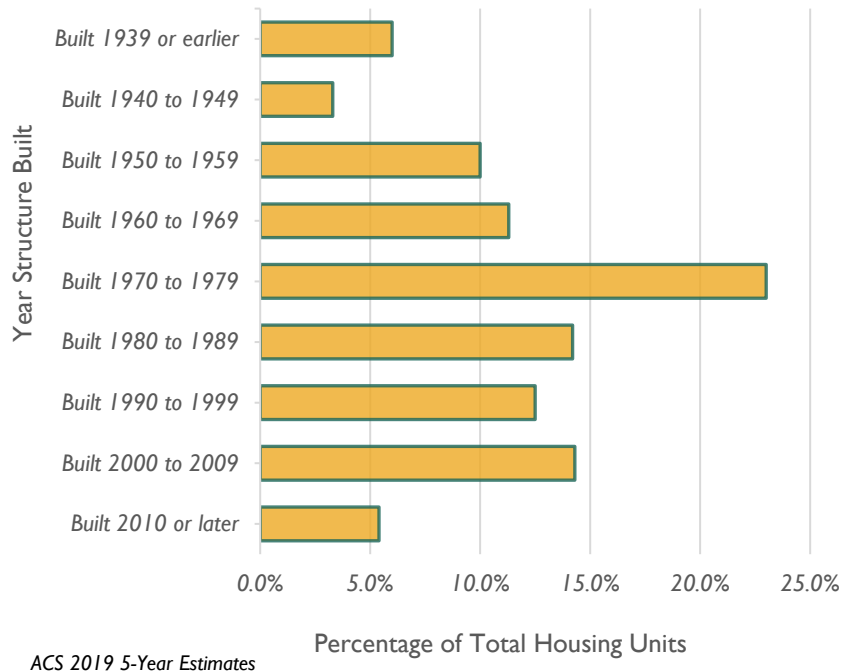
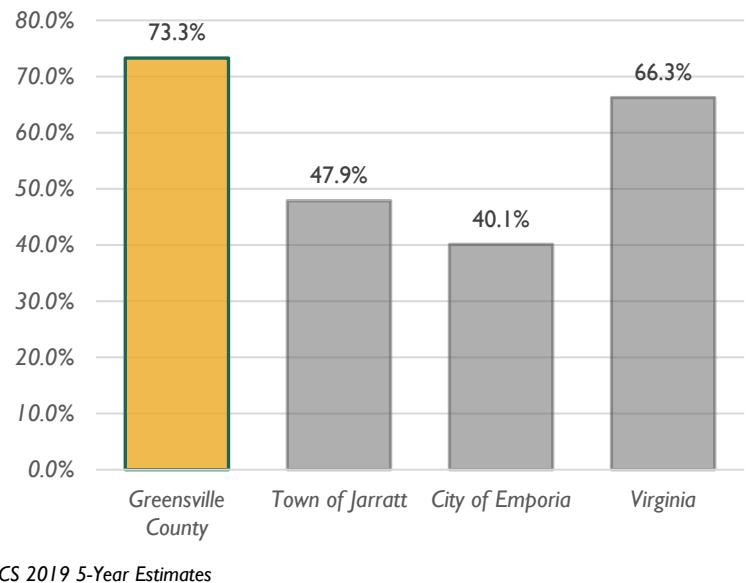


Figure 4.2 Comparison of Home Ownership Rates



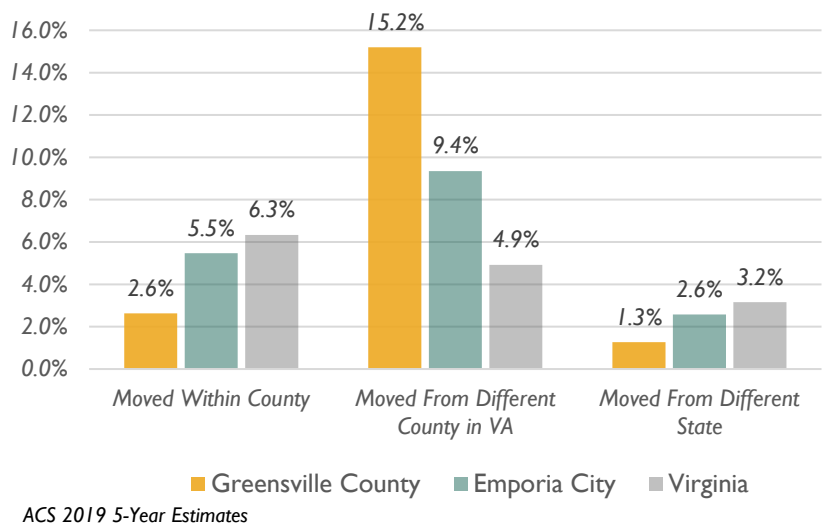
Housing Vacancy

The vacancy rate is a useful measure of housing supply and demand. In total, there are 3,647 occupied housing units in the county which equates to an overall occupancy rate of 87%. Greenville County has a homeowner vacancy rate of 1.9% and a rental vacancy rate of 8.9%. The remaining vacant housing units in the county are not considered as part of homeowner or rental rates because they are either vacant but not for sale or rent, being used for storage, or have owners living elsewhere. These local trends are similar to statewide rates and suggests that a good balance between supply and demand currently exists in the area. According to the U.S. Department of Housing and Urban Development, an overall vacancy rate for owner occupied housing that is around two (2) percent, and a vacancy rate of seven to eight percent (7-8%) for rental housing is considered acceptable. At these rates, there is enough supply to allow consumers an adequate amount of choice. Vacancy rates below this level can exacerbate housing affordability while high vacancy rate can cause prices to become stagnant or decline. Consistently tracking and managing these rates is an important component of ensuring new units are constructed to replace aging units and promote home improvement activities. A healthy housing market contributes to the community’s tax base, public image, and quality of life.

Housing Turnover

In 2019, approximately 80.9% of county households were living in the same housing unit as the year before. While this indicates higher levels of housing turnover as compared to statewide trends (85.6%), it is likely that most of this movement is highly localized. Around 15% of households in Greenville County moved from a different county in Virginia in the past year, which is much higher than state and regional trends. Since the two most densely populated parts of Greenville County (around Emporia and Jarratt) are adjacent to boundaries of other localities, some county residents are likely moving to and from the City of Emporia or in some cases Sussex County. Although the City of Emporia is hub of activity and employment, Greenville County may offer more diverse housing options near where residents work, shop, and play. Greenville County has been successful at attracting residents from adjacent counties, and with proper investment in broadband and quality-of-life amenities, the county can continue to accommodate the needs of the local workforce. Compared to many other rural localities, this level of turnover among localities indicates that the housing market in Greenville County is more closely tied to that of surrounding localities, and specifically the City of Emporia.

Figure 4.3 Housing Turnover in Past Year by Location



Market Characteristics

Housing costs in the county remain well below statewide averages despite recent increases in both the median house value and median gross rent. As of the 2019 ACS estimates, the countywide median house value was \$117,7000 which was less than half the statewide value of \$273,100. Annual trends in both the ACS and Zillow Home Value Index estimates indicate that housing prices in each of the past two years in Greenville County have grown faster than at any point since the early 2000s (see profile sheet). These recent growth rates in housing values exceed similar market changes across the state and in surrounding localities. This is a notable trend that should be monitored in the coming years. The recent increase in housing values signals an increasingly strong and competitive housing market in Greenville County. Although few housing units have been constructed in recent years, this may indicate a need to encourage more residential development to ensure housing affordability and availability.

While rising house and property values could restrict first time home buyers, it also means that the county and existing homeowners will benefit from an appreciation in home values. Only 49.8% of owner-occupied housing units in the county have a mortgage or home equity loan as compared to 68.7% statewide (ACS 2019). Those county residents that own their homes will benefit from an increase in house values. While the county may also benefit from increasing housing values through increased tax revenue, tax relief may be necessary to help longtime residents and seniors to offset the tax burden from higher appraisal values. The county has an existing tax relief program for seniors and disabled residents and could consider a long-term residency rebate for certain owners who are at risk of displacement, as permitted under state code.

Similar to house values, the median gross rent in the county was well below the statewide average. In Greenville County, the median gross rent was \$854 as compared to \$1,234 statewide in 2019. According to HUD FY 2021 data for fair market rent (FMR) which tracks the 40th percentile of gross rents for typical non-substandard rental units, a one-bedroom unit FMR was \$592, a two-bedroom unit was \$780, and a three-bedroom unit was \$1,054. These local FMRs are similar to other surrounding counties but are much lower than rental costs in more urbanized parts of the state.



Source: Coldwell Banker



Source: Lands of America

Housing Affordability

Housing affordability is an important measure of a community’s economic health. Approximately 26% of all households in Greenville County are cost burdened, which is a term used by HUD to designate households that pay more than 30 percent of income on housing costs (2019 ACS). Specifically, 24.4% of owner-occupied households are cost burdened, which exceeds the statewide rate of 21.2%. By comparison, the amount of cost-burdened rental occupied housing units in the county is 30.6%, which is lower than the state level (44.5%) and City of Emporia (58.1%). With a relatively large number of renters in the City of Emporia, a need for more affordable rental housing is likely to extend beyond the city boundaries into the surrounding portions of Greenville County.

Other housing affordability indicators also suggest a need to further improve affordable housing options in the county. The United Way’s data on ALICE (Asset Limited, Income Constrained, Employed) provides a better understanding of households that surpass the federal poverty rate but earn less income than the basic cost of living. ALICE households are considered working households with limited assets and constrained incomes. In Greenville County, the 2018 estimates suggested that 49% of households in the county were below the ALICE threshold, with 17% being below the poverty line and 32% considered ALICE households. This lags behind the state average where 39% of households were below the threshold, with 10% in poverty and 29% considered ALICE households. This suggests that a significant portion of households in Greenville County struggle to make ends meet due to the imbalance between the cost of housing and the median household income in the area.

Table 4.1 Cost Burdened Households (Owner and Renter Occupied)

<i>*2,673 owner-occupied households in Greenville County</i>	Greenville County	Emporia	Virginia
Cost Burdened Owner-Occupied Households	24.4%	25.7%	21.2%
<i>30%-49% of Income Spent on Ownership Expenses</i>	<i>14.3%</i>	<i>9.4%</i>	<i>13.3%</i>
<i>≥ 50% of Income Spent on Ownership Expenses</i>	<i>10.1%</i>	<i>16.3%</i>	<i>7.9%</i>
<i>*974 renter-occupied households in Greenville County</i>	Greenville County	Emporia	Virginia
Cost Burdened Renter-Occupied Households	30.6%	58.1%	44.5%
<i>30%-49% of Income Spent on Rent</i>	<i>14.8%</i>	<i>38.8%</i>	<i>23.4%</i>
<i>≥ 50% of Income Spent on Rent</i>	<i>15.8%</i>	<i>19.2%</i>	<i>21.1%</i>

ACS 2019 5-Year Estimates

Subsidized Housing

Presently, Greenville County has only one federally subsidized affordable housing development. The 124-unit Brook Ridge Apartments, developed using a Low-Income Housing Tax Credit (LIHTC), is the largest family housing development in both Greenville County and the City of Emporia. It has 84 two-bedroom units and 40 three-bedroom units with income restrictions up to 60% of area median income. Unlike many other surrounding developments, its amenities also include a pool, clubhouse, and playground. Rents in these units are capped at a maximum of 30% of the set-aside area median income. An additional 178 subsidized family housing units across four apartment complexes are located in the City of Emporia as well as 44 multifamily housing units in Jarratt just outside the county in neighboring Sussex County. The City of Emporia also has four federally subsidized affordable senior housing facilities totaling 173 units. According to recent VHDA data in 2019, all of the subsidized housing units in the surrounding area were at full capacity with a waiting list. Given the tight market for affordable family apartment developments, it is likely that a portion of the population often transitions between living in the city and county in search of the most affordable housing options. As a result, future affordable housing efforts in Greenville County should focus collectively on both the needs of county and city residents due to their proximity, shared resources, and interrelated needs.

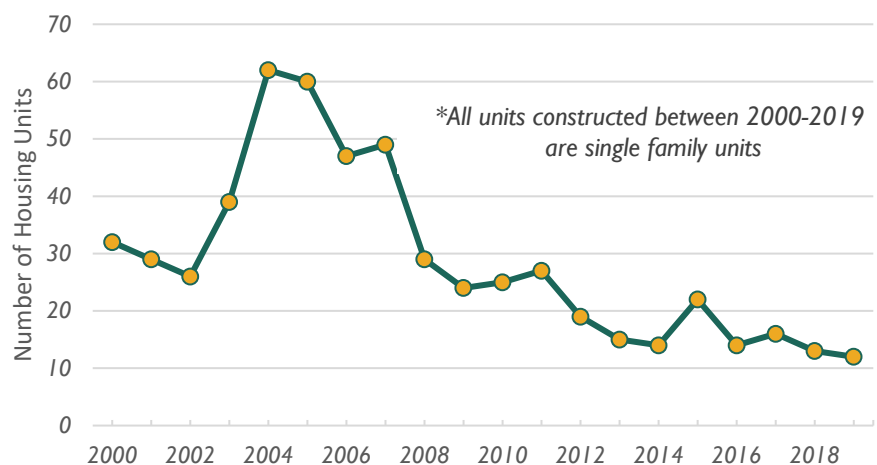
In addition to supporting new affordable housing construction, communities should also be aware of conversion and displacement risks of existing affordable units. Most affordable housing subsidies are time-limited with affordability restrictions set for a specified term. When this term expires, the property can be converted to market-rate use, reducing affordability and displacing residents. Greenville County, in partnership with the City of Emporia, should track housing communities at risk for expiring affordability restrictions and expand preservation efforts to ensure continued affordability. This could include partnering with public and nonprofit entities to acquire the properties for long-term affordability.

New Residential Construction

In the past decade, the county has continued to see a decline in new housing units constructed each year down to a low of 12 new units in 2019. Since the year 2000, all housing units constructed in the county have been single family units. Despite this decline in new residential construction, homebuilders have previously acknowledged that Greenville County has a strong potential to attract commuters to the metropolitan Richmond area willing to trade proximity for affordability and more open space. Additionally, as more work positions become remote, Greenville County can attract new residents looking for a more affordable and rural lifestyle with the proper local investments in internet access and quality of life amenities.

The county should continue to focus on revitalization to increase the demand for older homes, while also instituting policies that encourage infill, development, and investment in new housing units. This includes promoting a streamlined permitting process and offering tax incentives for new development. The county may also support incentives for home ownership that target public service workers such as fire fighters, police, teachers, healthcare workers as well as major industry employees.

Figure 4.4 Annual New Residential Construction



Cooper Center/ US Census Building Permits

Local Housing Policy

Tailoring local housing codes, implementing housing programs, and obtaining funding to maximize the potential of the housing stock are important components of local housing policy. Previous efforts by Greenville County to improve the quality and diversity of housing options should serve as a foundation for further improvements. Funds available to residents and local governments from state, federal, and non-profit sources should be pursued as much as possible. Additionally, the county can also strategically review zoning ordinance and land use policies to make the area more adaptive to a variety of housing options to improve affordability, diversify housing, and promote a high quality of life. The following section details local housing policies and outlines opportunities to build on past success.

Housing Rehabilitation and Maintenance

With a significant stock of aging houses in the county, efforts to maintain, rehabilitate, and improve local houses and neighborhoods continues to be a priority. Since some Greenville County residents are either cost burdened or asset limited and income constrained, maintaining high quality affordable housing also continues to be a focus of the Greenville County government to support its residents. Specifically, the county housing department along with its partnership with the local Southern Virginia Development Corporation (SVDC), the Virginia Department of Housing and Community Development, community organizers, grant providers, and residents have made progress on eliminating substandard housing in the county through multiple phases of improvements in the Washington Park neighborhood.

Other available resources in the county for housing rehabilitation and maintenance include the Home Weatherization and Winterization Program funded by the U.S. Department of Energy and the Section 504 Single Family Housing Repair Loans & Grants Program funded by the USDA Rural Development. In Greenville County, the Home Weatherization Program is implemented by the

Crater District Area Agency on Aging and offers funds for low-income families and prioritizes the elderly, individuals with disabilities, and families with children. The program provides funds to reduce heating and cooling costs through inspections, insulation improvements, heating system repairs and replacements, and energy efficiency education. The USDA Rural Development Single Family Housing Repair Loans & Grants Program is another source of funding for housing repairs across the county available to residents with a family income less than half of the area’s median income. The program offers low interest loans to qualified homeowners of up to \$20,000 and grants of up to \$7,500 for people age 62 or older. Loans may be used to repair or modernize homes for repairs to roofs or foundations as well as electrical, plumbing, or HVAC upgrades. Grants may be used to remove health and safety hazards and include accessibility features, such as ramps and bathroom improvements. The program is overseen by the USDA Rural Development in Courtland, but county administrators help residents initiate the application process. In the future, the county should continue to advertise the availability of these funding sources and help potential applicants through the steps of the application process. The county may also consider offering tax incentives for substantially rehabilitated real estate to encourage housing reinvestment.



Code Enforcement & Blight Abatement

Vacant, dilapidated, or otherwise blighted property has a serious impact on neighboring parcels. Certain parts of the county have had higher levels of dilapidation or blight in the past. In response, code enforcement efforts to control blight has been seen as a benefit to the community revitalization of the Washington Park neighborhood.

Greenville County enforces the Virginia Maintenance Code, also known as Part III of the VA Uniform Statewide Building Code. When rigorously enforced through both proactive and reactive enforcement, property maintenance ordinances can help rectify dilapidated houses and prevent deterioration of neighborhoods. Full countywide enforcement of these codes can be supported by clear publicly available information on these policies and promotion of grants and resources for home rehabilitation and maintenance. The Town of Jarratt and the City of Emporia both have published documents with guidelines for property maintenance with photos, clear descriptions, and list of requirements. Code enforcement efforts in Greenville County may benefit from having a similar document for residents to reference.

Additionally, the Virginia Spot Blight Abatement ordinance and land banks are other available tools to address serious cases of blight. Under Virginia Code Sec. 36-49.1:1, the county can require a property owner to abate blighted property or present an acceptable abatement plan. If the landowner does not take action, the county may repair the property or acquire the property through donation, purchase, or eminent domain and put a lien on the property to recoup the cost of repair. In severely blighted areas, Virginia Code allows the creation of land bank entities to acquire and convert underutilized and vacant homes into more productive uses.

Community Spotlight: Washington Park Community Improvement Program

Beginning in 2003, the Washington Park Community Improvement Program has been a shining example of the capacity of the county along with strategic partnerships to implement effective and beneficial housing improvements. To date, the county has helped oversee the reconstruction and rehabilitation of dozens of substandard single family housing units and helped to demolish dilapidated and derelict housing units over multiple phases. Additionally, to complement physical housing improvements, the multimillion-dollar program has included road improvements, new sidewalks and curbs, storm drainage improvements, new streetlights, and the construction of a community center. The county's efforts to procure grant funding such as Community Development Block Grants (CBDG) as well as partnerships with SVDC have been critical to the success of this project, and similar efforts should continue in the future in other locations in the county even if at a smaller scale. Moreover, the willingness of the county to engage residents and create a holistic approach to housing rehabilitation that extended beyond individual homes and included neighborhood infrastructure helps to explain the overall success of the project. The final of six phases of improvements is still ongoing and expected to be completed by 2022.



184 Easter Street - Before



184 Easter Street - After

Home Ownership

Supporting a culture of homeownership is also a significant component of housing policy and planning in the county. The opportunity to own a safe and affordable home offers the potential to recognize a variety of benefits to new and existing residents by stabilizing a neighborhood, encouraging public involvement, reducing poverty, and creating economic opportunity.

Past efforts by the county as a part of the Washington Park Improvement Program exemplify the impact of homeownership in helping to improve the local quality of life. Part of the Washington Park improvements included converting dozens of rental units into homeownership opportunities with affordable monthly mortgage payments. As a neighborhood where close to 75% of housing units in the neighborhood were rental units, the county partnered with the SVDC to purchase existing rental properties and secure financing for homebuyers. Additionally, the program established a homeownership program that required households to participate in a one-year lease-purchase program and attend classes on household budgeting, home maintenance, and homebuying. Collectively, the Washington Park program establishes a framework for successful homeownership that has actively benefitted the local neighborhood and county as a whole and is a model for future efforts.

Another source of funding available in Greenville County to help stimulate homeownership is the USDA Guaranteed Rural Housing Program. Greenville County qualifies as an eligible rural area for this program, which offers loans with no down payments and low interests to households that do not exceed 115% of the area median household income. The program provides low- and moderate-income households with the opportunity to own adequate and modest dwellings through purchase, construction, rehabilitation, or relocation. By stimulating homeownership opportunities, the program helps to promote thriving communities and improved quality of life in rural areas. With financing often serving as a barrier for new homebuyers, the county should continue to advertise the availability of USDA Rural Housing loans to stimulate homeownership.

82% of survey respondents felt that single family homes are a desirable form of future residential development for the area.



Source: Coldwell Banker



Zoning Policy

Housing is inherently connected to local land use decisions and zoning ordinances. The location, type, size, density, and amenities of housing units are all informed by county land use designations and zoning policies. These county policies can directly impact the local housing market by influencing the value, quality, resiliency, and character of the county's housing units. As a result, this section introduces the existing county zoning policies and discusses their role in influencing the local housing market. It also serves as a foundation for new recommendations and strategies that makes Greenville County more adaptive to local housing needs.

Table 4.2 provides an overview of current housing types and living arrangements allowed based on the county's zoning ordinance. This information serves as a useful baseline of current conditions, that helps to inform where zoning ordinance updates may be necessary and where specific land uses may be appropriate based on the types of living arrangements that are allowed.

The existing zoning district provisions provide for housing of various types and sizes. While current regulations appear to offer flexibility, these and other requirements, such as minimum lot frontage, should be reviewed periodically to ensure that they do not hinder housing development. In addition, the *Land Use* chapter highlights key opportunity areas where additional residential density should be promoted. The Zoning Map should be reviewed with consideration of amendments to promote residential development in appropriate areas. Feasibility of affordable housing density bonuses and transfer of development rights programs to encourage housing development in appropriate areas should also be considered in future zoning ordinance updates.

The additional overlay zoning districts also provide some further options for residential development that should carefully reviewed and possibly updated where appropriate. These districts include the Planned Unit Development (PUD), Manufactured Home Park District (MHP), Manufactured Home Park Subdivision (MHS), and Rural Community Development Hub (HUB/R). Specifically, manufactured homes can provide an easy and affordable way to improve the county housing stock, but recent trends in the manufactured housing market (e.g., Tiny Homes) may be incompatible with existing regulations. Also, the requirements for Rural Community Development Hubs may need to be adjusted as further development occurs. With improved water and sewer capacity in Skippers, the county could consider differentiating specific rural hubs that have a greater capacity for residential developments, including subdivisions.

Survey respondents felt that residential development should include:

- Single family homes (82%)
- Affordable housing (61%)
- Rehab of existing homes (54%)
- Housing for seniors (53%)

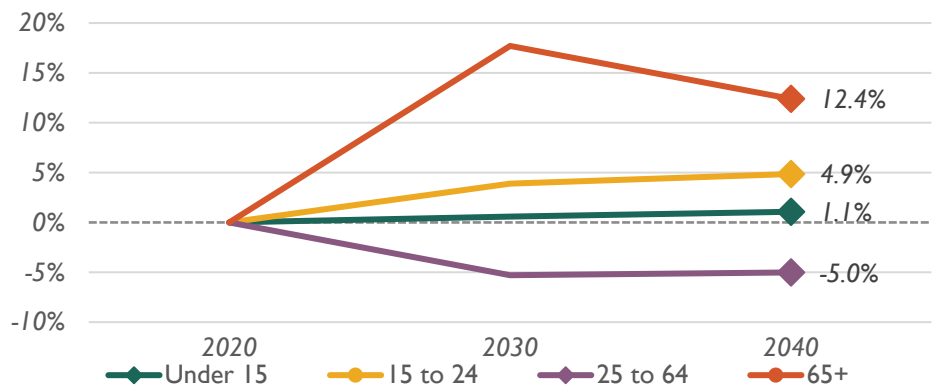
Table 4.2 Housing Types and Living Arrangements by Zoning District

	A-I	RI-A	RI-B	RI-C	R2-A	R2-B
	Agricultural District	Single Family Dwelling District	Single Family Dwelling District	Single Family Dwelling District	Town House Dwelling District	Multiple Family Dwelling District
	✓ = By right * = Use Permit					
Minimum Size	1.5 acres	30,000 s/f	20,000 s/f	12,500 s/f	Single Family: 12,500 s/f Townhouse: 40,000s/f	40,000 s/f
Housing Types						
Single family detached	✓	✓	✓	✓	✓	✓
Duplex	✓				✓	✓
Townhouse					✓	✓
Multifamily					✓	✓
Modular home	✓	✓	✓	✓	✓	✓
Manufactured home	✓					
Living Arrangements						
Up to 2 boarders in single family dwelling	✓	✓	✓	✓	✓	✓
Rooming or boarding house					✓	✓
Accessory Dwelling Unit (ADU)						
Dwelling unit for live in employee	✓	✓	✓	✓		
Living suite for immediate family	*	*	*	*		
Apartment in commercial building (Permit in B-1/B-2)	*					

Future Needs & Emerging Opportunities

In planning for 2040, Greenville County must prepare for future needs and emerging trends. Demographic changes, anticipated economic development, external conditions, and new technology have the potential to shift Greenville County's housing market in unforeseen ways. This section outlines some of the key challenges and opportunities likely to impact housing in Greenville County in the coming decades.

Figure 4.5 Projected Population Change by Age Group (2020 to 2040)



UVA Weldon Cooper Center

Shifting Demographics

The quantity and types of future housing units in the county should be related to population and employment projections for the area. Population projections show minimal change in the total population size of the county but suggest a shift in age distribution of the population that may impact the demand for certain types of housing. From 2020 to 2040, the senior population ages 65 and over is expected to initially increase to 17.7% by 2030 with a subsequent decrease to 12.4% above 2020 levels in 2040. This means an increase of about 300 to 400 individuals ages 65 and older in the county. Likewise, the working population from ages 25 to 64 is expected to decline by about 5.0%, or about 300 people, by 2040.

This potential demographic shift suggests that better senior housing and aging in place programs will be necessary to meet the needs of county residents. Survey respondents agree with over 50% indicating that additional senior housing development would be desirable. Ensuring age-friendly neighborhoods requires solutions covering the range of planning elements discussed throughout the Comprehensive Plan. Community design features, such as ADA-accessible sidewalks and benches, can make it easier for aging-residents to stay active and healthy. Transportation options can help seniors travel to reach shopping and services outside their neighborhood. Housing rehabilitation programs, such as those previously discussed, can help seniors maintain and modify their homes to be more accessible. Accessory dwelling units, discussed below, can help offset rising housing costs or create living space for live-in caregivers.

Workforce Housing

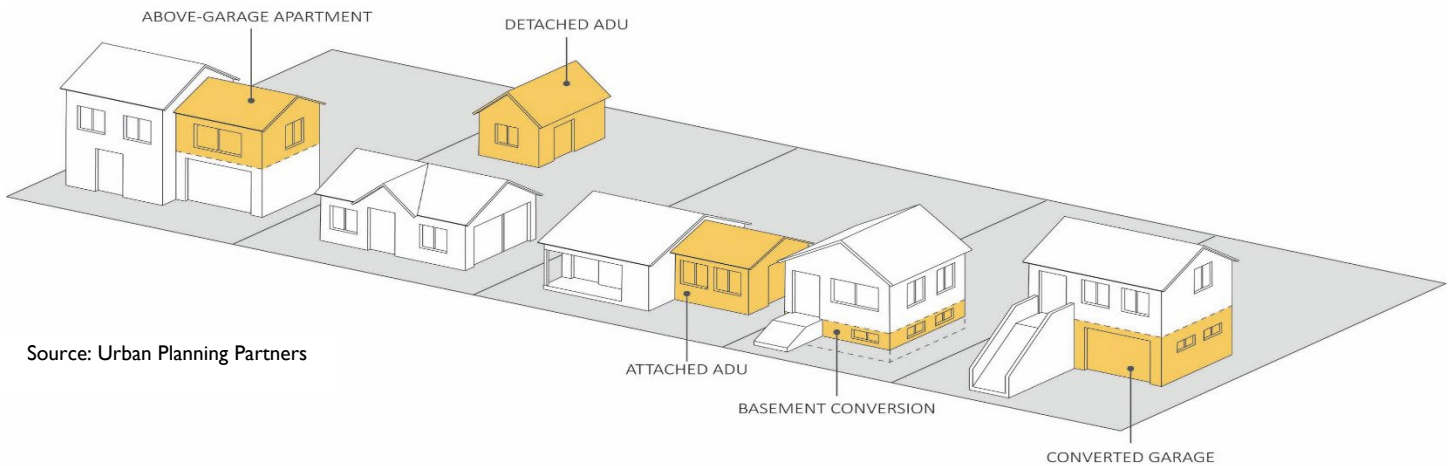
Despite the expected change in demographics, the county must acknowledge the relationship of housing to the local job market. Job growth in future years could drastically change existing population projections. Anecdotal evidence suggests that Greenville County has historically been unable to meet the housing needs of all levels and positions of the local workforce. If the county is able to expand and fulfill its industrial potential, more homes at a wider variety of sizes and prices will be needed to support the associated job growth. Specifically, the MAMaC industrial mega site could have significant impacts on housing demand once it is developed as new workers are attracted to the area. As a result, the county should support new housing development to accompany economic development projects and fully maximize the positive impact on the county.

Similarly, housing markets are rapidly evolving as a result of the global COVID-19 pandemic. While long-term impacts have yet to be seen, evidence suggests a shift in home-buying tendency from urban to rural markets. The rise in telecommuting and expansion of broadband infrastructure may attract new residents to Greenville, which could spur demand for additional housing and services not captured in current population projections.

New Housing Types

Accessory Dwelling Units

Accessory dwelling units are an increasingly common tool used to respond to housing demand and expand housing options. Where traditional zoning practices have limited single-family neighborhoods to one home per lot, accessory dwelling unit ordinances allow a second small dwelling to be constructed on the same grounds of a standard single-family home. Greenville County allows the limited use of guest houses and suites for immediate family as well as dwelling units for live-in employees. These existing requirements are restrictive and difficult to enforce. To provide more flexible accessory dwelling units options, Greenville County should consider revising the zoning ordinance to allow accessory dwelling units in agricultural and single-family zoning districts, whether separate from, attached to, or located within the existing dwelling unit. As an added benefit beyond expanded rental opportunities, accessory dwelling units can provide supplemental income to cost burdened homeowners, helping increase housing affordability for renters and owners alike.



Source: Urban Planning Partners

Small Homes

The relative decline of traditional manufactured homes and the rise of new housing options, such as tiny homes, modular homes, and green sustainable homes represent new types of manufactured homes that could be better addressed by county regulations. Small homes require less land, cost less to build, and therefore are more likely attainable to low- and moderate-income buyers. Some communities are also experimenting with very small, or “tiny”, homes for rapid rehousing and homelessness prevention.



Short-Term Rentals

Short-term rentals (STR’s) are a new component of the local and regional housing market near Greenville County. STR’s can offer substantial positive economic impacts by providing a supplemental source of income to the owner and supporting increased tourism activity and spending in the community. However, they also present several relevant planning considerations. When unregulated, STR’s may negatively impact neighborhood character or destabilize the cost of housing in the local market. Short-term rentals also have the potential to expand ecotourism opportunities and provide supplemental income to residents. As a county with large amounts of tourists passing through on I-95 and a variety of attractive rural amenities, Greenville County should continue to monitor and begin to regulate STR’s to balance community housing needs and protect quality of life in local neighborhoods while also allowing residents to maximize the economic value of their properties.



Clean Energy

Greenville County could consider opportunities to expand its existing housing programs to new arenas, such as clean energy. Property assessed clean energy (PACE) programs help homeowners make energy improvements to their property without the need to raise the front-end capital for the improvements. The program is managed through a special PACE authority, and costs are repaid gradually through special assessments. Energy improvements can replace outdated HVAC systems, correct substandard conditions and life safety issues (e.g., carbon monoxide buildup), and add solar panels. These energy improvements will also directly result in utility savings thereby reducing the cost of housing.





Source: C|Net

Expanding Partnerships

Greenville County works with local partners and has undertaken a variety of housing advocacy programs over time, including grant programs aimed at housing rehabilitation, the purchase and renovation of aging homes, and home ownership. The county should continue and expand these partnerships to include local anchor institutions, such as the hospital, community college, and major businesses. Partnership opportunities are likely to vary by institution and may include financial support, intellectual capital, programming, and employee homeownership incentives, among others. As an example, the county could work with the community college to promote craftsperson training programs to support housing maintenance and rehabilitation. There are many different grants and programs that Virginia communities and individuals can use to address housing needs. The table below provides a small sampling of some of these opportunities. Each program is unique and subject to varying applicant eligibility criteria.

Housing Programs and Funding Resources

Program Area	Organization	Example Program
Housing Rehabilitation and Repair 	Virginia DHCD	<ul style="list-style-type: none"> Emergency Home And Accessibility Repair Program (EHARP) Rural Homeowner Rehabilitation Program
Homeownership 	Virginia Housing Virginia DHCD	<ul style="list-style-type: none"> Homeownership Education Down Payment Assistance Grant Mortgage Credit Certificates Low-income Housing Tax Credit Program Virginia Individual Development Accounts

Strategies to Improve and Expand Housing

1. Promote grant programs and partner with local organizations and businesses to educate homeowners about building systems, maintenance, and energy-saving features suitable for existing buildings.
2. Evaluate opportunities to develop and expand tax relief programs to prevent displacement and encourage major home rehabilitation projects.
3. Identify affordable housing at risk from expiring affordability restrictions; expand preservation and support construction efforts.
4. Review the zoning ordinance to consider allowing accessory dwelling units by-right to provide affordable rental options and ease cost burden for homeowners.
5. Review the zoning and subdivision ordinances to expand housing opportunities for senior, elderly, multigenerational households, and special needs populations, both with and without care.
6. Create a local blight watchlist and consider enacting Spot Blight Abatement Ordinances and land banking, as needed, to help take action against blighted properties and improve value of surrounding properties.
7. Examine opportunities to streamline residential permitting processes and timelines.
8. Support neighborhood investments (lighting, sidewalks, crosswalks, roads) that allow Greenville County residents to improve neighborhood safety and walkability and promote aging in place. CBDG funds may be accessed to fund some of these projects.
9. Encourage home ownership by helping residents to access available grants and resources, such as the Virginia Housing Homebuyer Program and the USDA Guaranteed Rural Housing Program.
10. Promote the use of “green” building technologies, including weatherization and low impact development, to provide energy conservation benefits and increase community resilience.
11. Plan and zone for a sufficient supply of developable land near the county’s existing developed areas where public utilities are available with a range of housing types and densities.
12. Consider publishing home improvement educational guidelines and fact sheets to maintain and improve property values avoid deterioration.
13. Evaluate the local implementation of the Rent and Mortgage Relief Program created by the CARES act during the COVID-19 pandemic to better identify and understand ways to avoid eviction and foreclosure in the future.
14. Support the development of affordable and moderate cost housing, including multifamily and senior housing, particularly as new major employers locate to Greenville County.
15. Encourage the development of housing for older residents in appropriate locations to allow residents to remain within the community in which they have lived and been active.
16. Take maximum advantage of federal, state, and private funding for assisting income eligible county renters in achieving home ownership and aiding county homeowners in repairing housing structures.
17. Update ordinances to address new technologies, market trends, and resident needs – such as short-term rentals, alternative housing, tiny homes, and clean energy.
18. Expand partnerships with area institutions to address regional housing needs.



5

QUALITY OF LIFE

Improve educational, cultural, recreational, and other community facilities and services to retain youth, promote a healthy and diverse population, and attract new residents to Greenville County to enjoy the superior quality of life available in our idyllic community.

In this chapter:

- Introduction
- Government Administration & Services
- Social Services
- Education
- Recreation
- Cultural Opportunities
- Health
- Public Safety
- Strategies



Introduction

For the purposes of this plan, quality of life refers to community assets that contribute to the level of satisfaction and happiness citizens experience regarding such things as health and healthcare, opportunities for quality education and cultural enrichment, safety, and opportunities for civic and community engagement. These are all the things about Greenville County that make it your community and offer the citizens a place in that community.

This chapter includes the level of public services directly influenced by local government, such as education, public recreation, and public safety. It also encompasses privately-owned businesses, services, and community organizations. Quality of life is also affected by the less tangible characteristics of a community, the non-essential (yet important) things like how well the local retail and restaurant opportunities meet the community's needs, whether there are satisfactory opportunities for recreation and access to outdoors,

sufficient entertainment and cultural enrichment, opportunities for community and social engagement, and easy access to family and friends through all stages of life. There is no doubt that Greenville County is an idyllic rural community with a diverse and friendly population. The public input sessions also revealed that there is a desire to develop and expand certain quality of life elements related to the built environment, such as retail opportunities, education, and recreation, and to improve services that will help attract industry, retain local youth, and attract a qualified workforce.

Of the issues listed above, the *direct* influence of the Greenville County Comprehensive Plan is limited to those public sector elements, such as government services, education, and public recreational and cultural facilities. However, public investment can influence and support private investment elements that contribute to the quality of life in Greenville County. As many of Greenville County's assets are located within the City of Emporia, the collaborative relationship between the county and city – invaluable to the area's past successes – are key to future progress and success. Quality of life is such an important issue that there is a regional board, The Improvement Association, Inc., with the mission of being the catalyst that enhances the quality of life in the area communities through comprehensive initiatives, advocating change, and connecting people with services that can empower them to become self-sufficient.

Greenville County

Greenville 2040 Comprehensive Plan: Community Facilities

SERVICE NEEDS

*Excludes population residing in Greenville Correctional

19.4%

POPULATION
65 AND OVER

*STATE: 14.6%

(2018 U.S. CENSUS BUREAU)

22.0%

POPULATION
LESS THAN AGE 18

*STATE: 22.2%

(2018 U.S. CENSUS BUREAU)

14,038

COMBINED POPULATION OF
EMPORIA AND GREENVILLE COUNTY

(2018 U.S. CENSUS BUREAU)

\$44,534

MEDIAN HOUSEHOLD
INCOME

*STATE: \$71,564

(2018 U.S. CENSUS BUREAU)

HEALTHCARE

80

STAFFED HOSPITAL BEDS
AT BON SECOURS
MEDICAL CENTER

2,340:1

PATIENT TO PRIMARY CARE
PHYSICIAN RATIO
(USA: 1,320:1)

(2020 COUNTY HEALTH RANKINGS)

34%

ADULTS AGE 20 AND OVER
REPORTING NO LEISURE-TIME
PHYSICAL ACTIVITY

*STATE: 23%

(2016 CDC BRFSS)

RECREATION

>600 miles

LENGTH OF PROPOSED
BEACHES TO BLUEGRASS TRAIL PASSING
THROUGH GREENVILLE COUNTY

(2016 DCR)

EDUCATION

10.4 : 1

STUDENT-TEACHER
RATIO

*STATE: 12.9

(2019 VDOE)

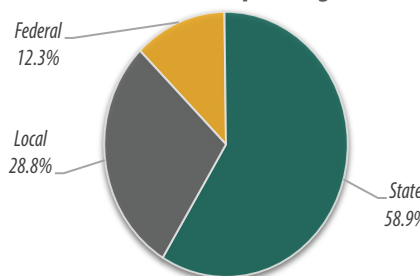
\$10,546

PER-PUPIL SPENDING

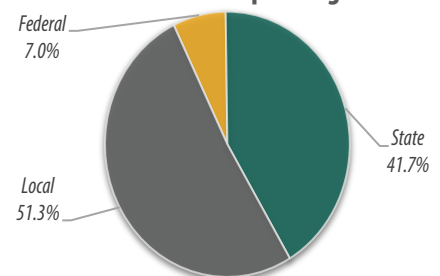
*STATE: \$11,560

(2019 VDOE)

Greenville County
Education Spending



State Average
Education Spending



2,137

GREENVILLE COUNTY
PUBLIC SCHOOLS
2020-2021 ENROLLMENT

(2020 VDOE)

100%

TUITION COVERED AT
SVCC BY EAGLES
SCHOLARSHIP FOR 2
SEMESTERS

PUBLIC SAFETY

1.99

LAW ENFORCEMENT OFFICERS
PER 1,000 POPULATION

*NATION: 2.4 per 1,000

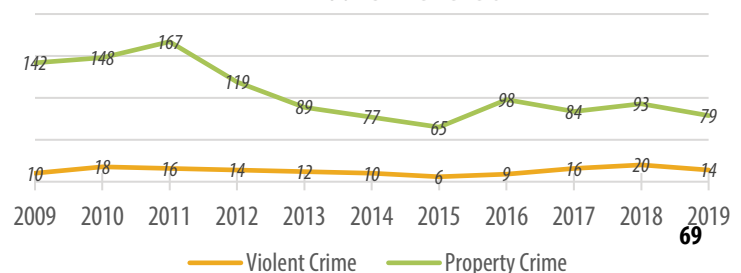
(2019 FBI UCR)

23

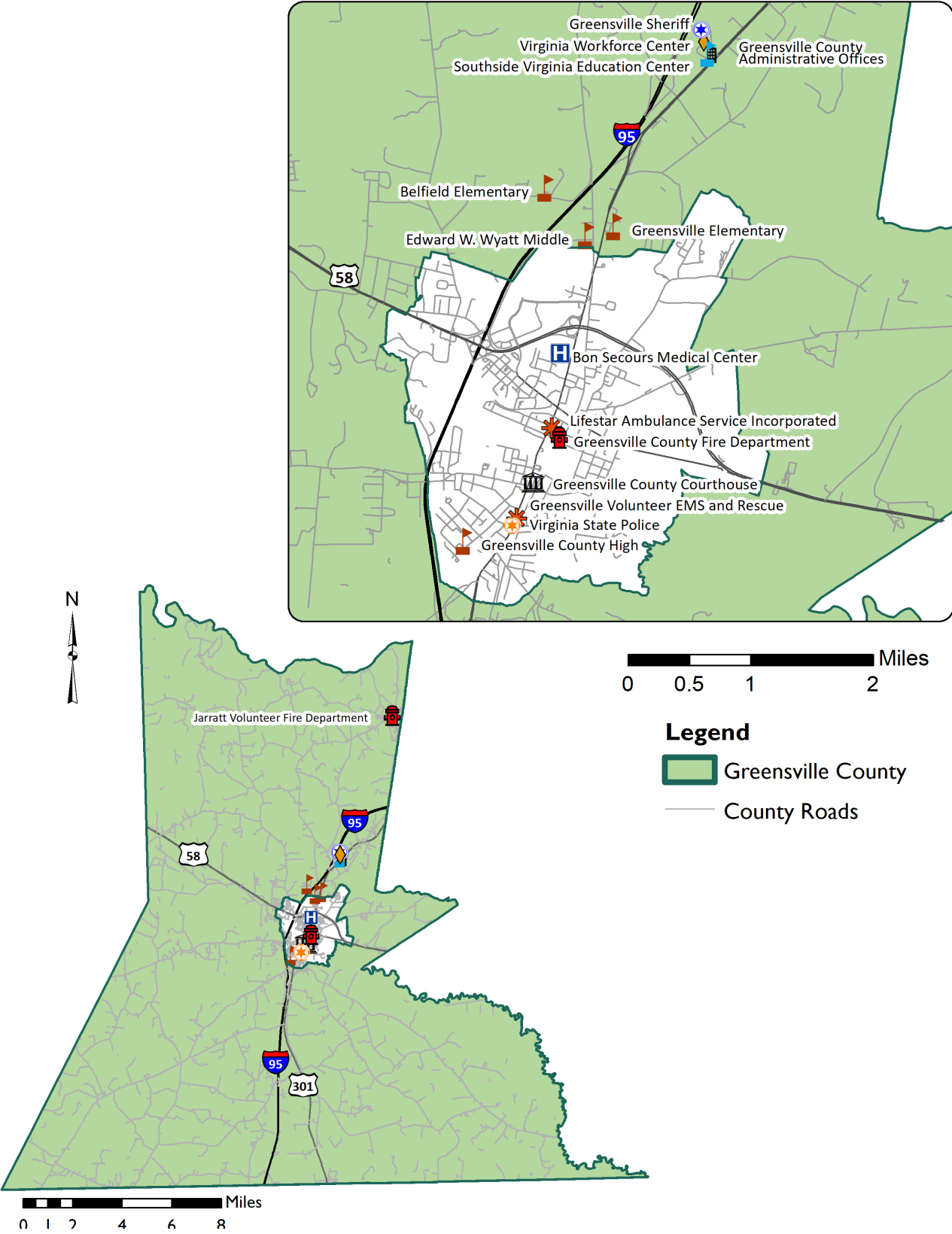
TOTAL SWORN COUNTY
LAW ENFORCEMENT OFFICERS

(2019 FBI UCR)

Annual Crime Levels



Map 5.1 Community Facilities





Government Administration & Services

Greenville County boasts a state-of-the-art government services complex, located just north of Emporia. This complex includes Golden Leaf Commons, a 9,000 square foot multi-use assembly hall that is available for public use and private rental. With the exception of the school board, which is located in the City of Emporia, and county courts, which are still located at the original historic courthouse complex on Main Street in Emporia, most all county local government offices that citizens would need to access are located in this one convenient location on Greenville County Circle. This central point of service delivery makes accessing services easy for citizens, especially since public transportation provides access to the facility several times daily. The complex includes all county administration offices, the health department, social services, workforce center, and law enforcement. It also houses space for Southside Virginia Community College. The third floor of much of the main building is empty and available to accommodate future expansion.

There are seven county boards and at least 25 regional boards that help manage and address various topics and issues. These boards are appointed by, and report to, the Greenville County Board of Supervisors about the state of the community's progress and future needs on their respective topics.

The county government is committed to providing open government and free flow of information to the citizens. The county has a well-developed website to help citizens find information and understand the functions of the different elements of local government. However, public input revealed that there is a desire for more digital services, such as electronic payments and application processes. In addition, although they appreciate the recent effort to livestream meetings, citizens have also expressed a desire for more direct communication and access to local officials to discuss issues and learn about how problems in the community are being addressed.

Social Services

The Greenville/Emporia Local Welfare Board is responsible for administering the Social Services Programs for the area. These include benefit programs such as Aid to Dependent Children, Medicaid, Food Stamps Auxiliary Grants, General Relief, State and Local Hospitalizations, and the Fuel Assistance Program. There are also service programs such as Foster Care, Child Abuse and Neglect, Adoption, Adult Protective Services, Employment Services, Court Services, and Structured Family Therapy counseling that assist with social service needs in the community. According to American Community Survey 2019 5-year estimates, in 2019, 29% of Greenville County's children under the age of 18 were living in poverty. This significant risk factor makes social service delivery a crucial element to the quality of life for many residents in Greenville County.

Education

Second only to job opportunities, education was the issue of most concern for the future of the community according to respondents surveyed in the Greenville 2040 Community Survey. Fifty-nine percent (59%) of respondents also said education was one of the top three issues the county should focus on for the future.

59% of survey respondents indicated education should be a top focus for Greenville's future.

During discussions in the Greenville 2040 public workshops, quality education was highlighted as critical both to improving educational outcomes of current residents as well as to attracting new business and industry. Quality schools are a prime factor that professionals with school aged children consider when they are contemplating relocation for employment. Given the importance of education and employment to the Greenville community, implementing education improvements are among the highest of priority projects in this Comprehensive Plan.

School Facilities

The Greenville County Public Schools operate a combined school system for both Greenville County and the City of Emporia in a cost sharing agreement between the two localities. The 2019 per pupil spending in the Greenville County Public School system was \$10,546, below the state average of \$11,560 according to the Virginia Department of Education. Recent estimates in 2019 from the Virginia Department of Education suggest that the combined school division has a total enrollment of 2,223 students. Students from Greenville County make up over half of the district's enrollment with 1,218 students. School facilities have increasingly become an important consideration for the community not only for their impact on educational outcomes, but also for their ability to support community engagement and activity. Greenville County Public Schools currently operate an administration building and four separate schools:

- **Administration Offices:** The office of Greenville County Public Schools is located adjacent to the historic Greenville County Training School building; built in 1900 as a training school for the African American Community, and opened as a public school in 1929.
- **Greenville Elementary School:** Greenville Elementary houses all of the county's Pre-K through 4th grade classes. Built in 1998, the school in recent years has had an enrollment around 850 to 900 students.
- **Belfield Elementary School:** Due to insufficient capacity for the district's fifth grade classes, this single grade was separated and meets in a separate building: Belfield Elementary School, built in 1968.
- **Edward W. Wyatt Middle School:** The middle school hosts grades six through eight and was originally built in 1952, with a \$12 million expansion and renovation in 2009.
- **Greenville County High School:** The high school contains grades nine through twelve with an enrollment around 650 students. It is the only school physically located in the City of Emporia. The existing high school complex includes four separate buildings.



The original main school building was built in 1953 and expanded and renovated in 1990. A field house and band room building were added in 1980. The vocational technology and gymnasium buildings were built in 1989. The school recreation and cultural facilities are used for activities associated with community groups as well as extra-curricular school activities.

The exclusion of the fifth-grade class from the rest of the elementary school is of primary concern and solutions to enable the reconsolidation of these students is a priority in the community. A study is being conducted by the board of education to explore what measures are needed to deal with population changes, facility overcrowding, and structure condition. The school district is also currently conducting a feasibility study to analyze the options for a new high school complex.

As previously mentioned, the high school facilities are highly utilized for community recreation and public events. One of the strategies brought forth from the community for increasing engagement in education is to strengthen the tie between community, recreation, and education by enhancing the opportunity for recreation to draw in more participation from the area youth which in turn strengthens the bond with the parents. If the feasibility study determines that a new school facility is recommended, the associated need for community recreation and the benefits of an enhanced sports facility should be considered as part of that project.

Student Performance

According to the Virginia Department of Education School Qualities Profile Assessment, the percent of Greenville County students passing state proficiency tests in reading, writing, math, and science from 2016-2019 has consistently been approximately 20% lower than the state average.

In the past accreditation cycle from the Virginia Department of Education in 2019, all schools in the district received accreditation. With a dropout rate of 5.0% and a four year on-time graduation around 90%, Greenville County High School closely aligns with statewide averages in each category. Additionally, in recent years between 25% and 30% of high school students in the district have participated in dual enrollment programs through Southside Virginia Community College (SVCC). Around 60% of high school students in the district continue to an institution of higher education. Specifically, Greenville County and the City of Emporia have demonstrated a dedication to promoting postsecondary education. The *Emporia And Greenville Lead Everyone to Success (EAGLES)* Scholarship is a public/private partnership that allows the most recent graduates of Greenville County High School to attend any SVCC academic program tuition free for two consecutive semesters. While Greenville County does not have any full college campuses, the SVCC Southside Virginia Education Center opened in 2008 at the Greenville County administrative complex. The education center provides a variety of certificate, diploma, and degree programs.



While first-rate school facilities and teachers are important, there are other types of investment that can lead to better schools. These include more parent and community volunteer engagement that fosters positive school culture and strong partnerships between the business and industries and the schools. For example, industry professionals can volunteer to host science/robotics clubs and donate monetary resources for scholastic competitions. This important link can be equally beneficial to both the schools and local business/industry. Strong support from local businesses can lead to respect from students, who are the future workforce, and can inspire young entrepreneurs – in turn creating better schools to educate their future workforce and attract new residents.

Recreation

Parks and recreation opportunities are vital to community quality of life. Recreation increases physical and mental health, supports strong and stable neighborhoods, and offers positive economic benefits by drawing visitors and new residents.

As Greenville County transitions from a primarily agricultural community to a community employed primarily as administration and industry professionals, residents will have more and more leisure time and disposable income to use for recreation. As the community starts to focus more on quality of life, recreation should become more of a priority and will hopefully become more profitable to potential recreation related entrepreneurs and investors.

92% of survey respondents indicated they would encourage more public parks.

Public Parks & Open Space

The Greenville/Emporia area has four public parks: Meherrin River, Center Street, Veterans Memorial, and Washington Park. Little City Park and Jarratt Ballfield also provide additional park amenities in the Town of Jarratt. The Greenville County complex, while not an official park, provides open space and walking trails. These public spaces are valued community assets for recreation and activities, such as the twice weekly farmers market and outdoor movie nights.

The community feedback collected in preparation for this plan showed a desire for additional public recreation assets, including indoor recreational facilities. While there is citizen interest in additional recreation facilities and although there may be opportunities for construction, the issue of concern for local officials is the long-term operational costs of such facilities and the risk that the level of use would not warrant the investment. For this reason, the community should consider furthering their partnership with the schools by making investments for recreation in association with school facility improvements that could also be utilized for community use not related to school activities.

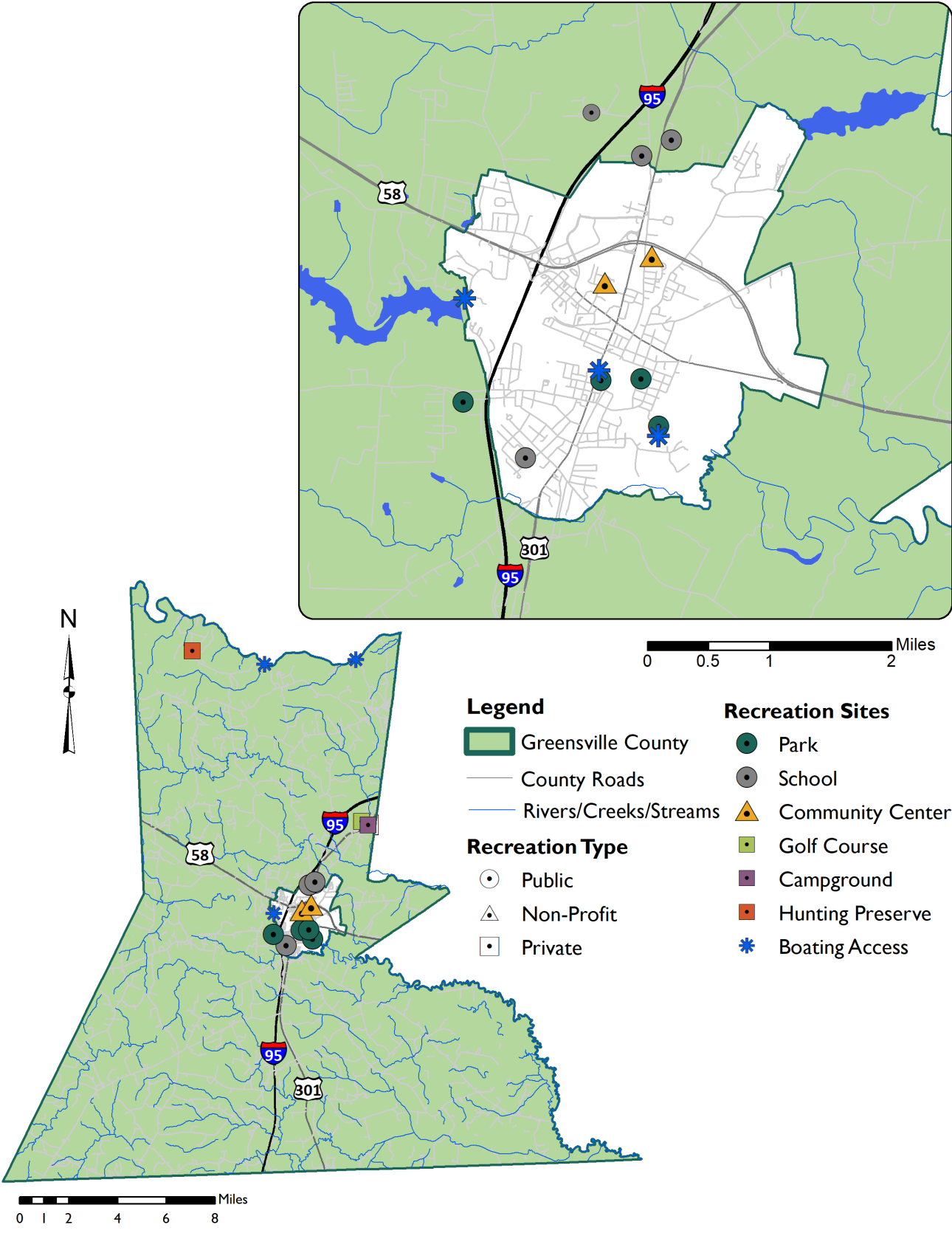
In addition, the expressed desire for more recreation opportunities warrants additional study. Modern parks often incorporate new and innovative amenities, such as exercise stations, sensory equipment, geocaching, and water features, and accommodate different sports activities, such as skateboarding and pickleball. A recreation activity interest survey and/or comprehensive needs assessment could help understand community needs and guide development of new amenities at park facilities.



Table 5.1 Community Recreation Assets

Name	Manager	Owner Type	Type	Estimated Acres	Amenities
Meherrin River Park	Emporia-Greenville Recreation Association	Public	Park	17	Lighted Ball Field (5) Picnic Pavilion (2) Playground (2)
Center Street Park	Emporia-Greenville Recreation Association	Public	Park	3	Athletic Field (1)
Veterans Memorial Park	Virginia Department of Wildlife Resources	Public	Park	5	Picnic Pavilion (2) Walking Trail (1) Boat Ramp (1)
Washington Park	Greenville County	Public	Park	5	Ball Field (1) Basketball Court (2) Playground (1) Community Center
Jarratt Ballfield	Jarratt Recreation Association	Public	Park	1	Lighted Ball Field (1)
Little City Park	Town of Jarratt	Public	Park	0.75	Playground (1)
Greenville County High School	Greenville County Public Schools	Public	School	n/a	Lighted Ball Field (2) Lighted Athletic Field (1) Tennis Court (4) Track (1) Gymnasium (1) Running Trail (1)
Greenville Elementary School	Greenville County Public Schools	Public	School	n/a	Playground (1)
Edward W. Wyatt Middle School	Greenville County Public Schools	Public	School	n/a	Ball Field (2)
Emporia Greenville Performing Arts Center	Greenville County Public Schools/MRAC	Public	Theater	n/a	Theater (1)
Family YMCA of Emporia-Greenville	YMCA	Non-Profit	Community Center	n/a	Gymnasium (1)
Community Youth Center	Community Youth Center Ltd	Non-Profit	Community Center	n/a	Playground (1) Basketball Court (2) Tennis Court (2) Outdoor Swimming Pool (1)

Map 5.2 Parks and Recreation Opportunities



Sports

For a community population of approximately 16,000, the Greenville/Emporia area has a moderate number of youth sports opportunities. The Emporia-Greenville Recreation Association (EGRA) organizes youth baseball, soccer, football, basketball, and softball, as well as some adult leagues. EGRA's leagues involve over 1,000 people and an estimated 30,000 visitors use the association operated parks, Meherrin River and Center Street, annually. EGRA utilizes five lighted ball fields, three soccer fields, an all-purpose field, tennis courts, and two playgrounds. Since Emporia and Greenville County do not operate their own public recreation programs, groups like EGRA provide a cost-efficient recreation delivery system partially funded with public money and offset by volunteer, fees, and fundraising. The Community Youth Center is another non-profit organization that operates the county's public pool. The Family YMCA of Emporia/Greenville offers a gym and offers an array of programs, such as exercise classes, childcare and teen programs, and senior activities, and health services such as diabetes support.

Outdoor Recreation

Greenville County's abundant land and resources offer an excellent opportunity to expand outdoor recreation to improve quality of life and attract eco/recreational tourism to the area. Boating / fishing access is available on the Emporia Reservoir, Meherrin River, and Nottoway River. The Meherrin River originates on the Lunenburg-Mecklenburg County line in Virginia and flows southeasterly through the coastal piedmont into Emporia Reservoir. The reservoir is a source of municipal water for the City of Emporia, and it is also available for recreational fishing.

82% of survey respondents would like more outdoor recreation opportunities.

Though public access points are limited, small craft can explore the Meherrin River as it meanders through Brunswick and Greenville Counties on its way to the Chowan River and Albemarle Sound. Currently, public access is available at Meherrin Park and in downtown Emporia. Paddling the Meherrin below Emporia will be greatly enhanced when take-out access near Ferguson's Island/Southampton County Line can be obtained. On the Nottoway River, public boat ramps are located at Double Bridge, Jarratt, Carey's Bridge, Peter's Bridge, Hercules Landing, and Route 258 near Riverdale; bank fishing access is limited to a few bridge crossings, state boat ramps, and canoe access areas. Fluctuating water levels, mudflats, and log jams are a concern in these water bodies – an issue explored further in the *Natural Resources* chapter.



There are currently few dedicated hiking or biking paths other than the Greenville High School Cross Country Trail and the Uriah Branch Trail near the Greenville County Government Complex. Improved Bicycle/trail connectivity was indicated as a desired transportation improvement by 45% of survey respondents – an issue explored further in the *Transportation* chapter. The Uriah Branch Trail is a nature trail with multiple walking bridges and an observation deck overlooking the Uriah Branch stream and wetlands. This site should be further incorporated into local school and summer activities to ensure young students are provided local educational opportunities.

Some potential opportunities for Greenville County outdoor recreation expansion are greater access to boats, canoes, kayaks, rafts, and associated services for river activities and developing a hiking/biking trail system, including hiking and mountain biking in the forested areas of the county. In the long-term, the Virginia Beach Pipeline right-of-way is an opportunity to create a linear park across portions of the County, potentially connecting into neighboring counties to boost regional ecotourism. VDOT has previously proposed to extend the Virginia Tobacco Heritage Trail along this right-of-way to create a statewide Beaches to Bluegrass multi-use trail.

Privately Owned Leisure Activities and Recreation

There are several private recreational opportunities in Greenville County for hobby specific activities, such as camping, archery, and riflery. In fact, much of the outdoor recreation enjoyed in the area is through private hunt clubs and camps that are not open to the public. The area also has the Emporia Country Club, a private club that has an 18-hole golf course, driving range, putting green, tennis court, and pool. They have been in operation since 1930, offering activities to members only.

86% of survey respondents would like more commercial development of shops & restaurants.

According to public input, 86% the citizens surveyed would like to see more commercial development of shops and restaurants and discussion revealed that residents desire more commercial recreational and leisure activities, such as bowling, skating, movie theaters. While the county can not directly increase the number of businesses that provide recreation and leisure activities, it is possible that they could make commercial development easier or offer incentives to influence this type of investment – a topic discussed further in the *Economy* chapter.



Source: Emporia Country Club

Cultural Opportunities

The Greenville/Emporia area has many cultural opportunities for a rural community, including a library, community events, and numerous civic clubs, organizations, and religious institutions. In addition to these local opportunities, Greenville residents also benefit from its strategic location – within a one-hour drive, residents can enjoy the countless arts, history, and cultural institutions located in the state capital of Richmond.

Library Services

Library services are provided at the William E. Richardson Memorial Library in Emporia, which is part of the Meherrin Regional Library System that serves Greenville and Brunswick Counties and the City of Emporia. The library is an essential community resource that provides a number of special programs and services, including public meeting facilities, public access computers, and a bookmobile service for rural users. The Regional Library System maintains a five-year strategic plan. Besides enhancing their collection and digital service delivery, they plan to expand their adult and senior services programming in relation to community interest and need, increase the ability of persons with disabilities to have access equity to library facilities, collections, and services, and adapt library spaces to enhance interiors by offering optimal reading, research, technology, and meeting room spaces.



Source: Meherrin Regional Library System

76% of the surveyed community would like to see more cultural opportunities.



Source: Emporia-Greenville Chamber of Commerce

Events & Performances

Greenville also offers several well-attended cultural events and performances throughout the year. The Virginia Peanut Festival is a popular local event attracting visitors the area. The Meherrin River Arts Council is a local group that organizes performances at the Emporia Greenville Performing Arts Center, located at the Greenville Elementary School. They attract mainstream showcase performers to the area. In addition, the Greenville-Emporia Cultural Arts Association and Southern Virginia Dance Council sponsor youth programs and performances that are both educational and entertaining. Emporia's Arts in Public Places brings additional passive and performance artists to the community.

Historic Resources

Greenville County and the City of Emporia have several historic sites registered in both the Virginia and National Register of Historic Places. Many historical markers can also be found throughout the area with information about additional sites and events in Greenville County. Additionally, the Greenville County Historical Society helps to locate and share local history and genealogy in the area.

Today, historic sites in the area are in varying conditions and are dedicated for a variety of uses. The Greenville County Courthouse Complex remains in use today at the site of the original seat of county government established in 1787. The main courthouse building was built in 1831, along with the clerk's office in 1894 and the Greenville Bank building in 1900. The Greenville County Training School, which was built in 1929 as a formal school for African Americans, still stands in poor condition adjacent to current the school district office. The H. T. Klugel Architectural Sheet Metal Work Building and the Old Merchants and Farmers Bank Building located in Emporia serve as unique examples of early commercial buildings. The Village View house, built in the 1790s in Emporia, is preserved and open for public exhibition. Outside of Emporia, the Weaver House and Alexander Watson Batte House are preserved as examples of early 19th century farmsteads.

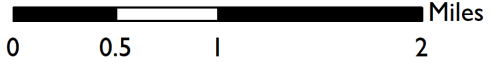
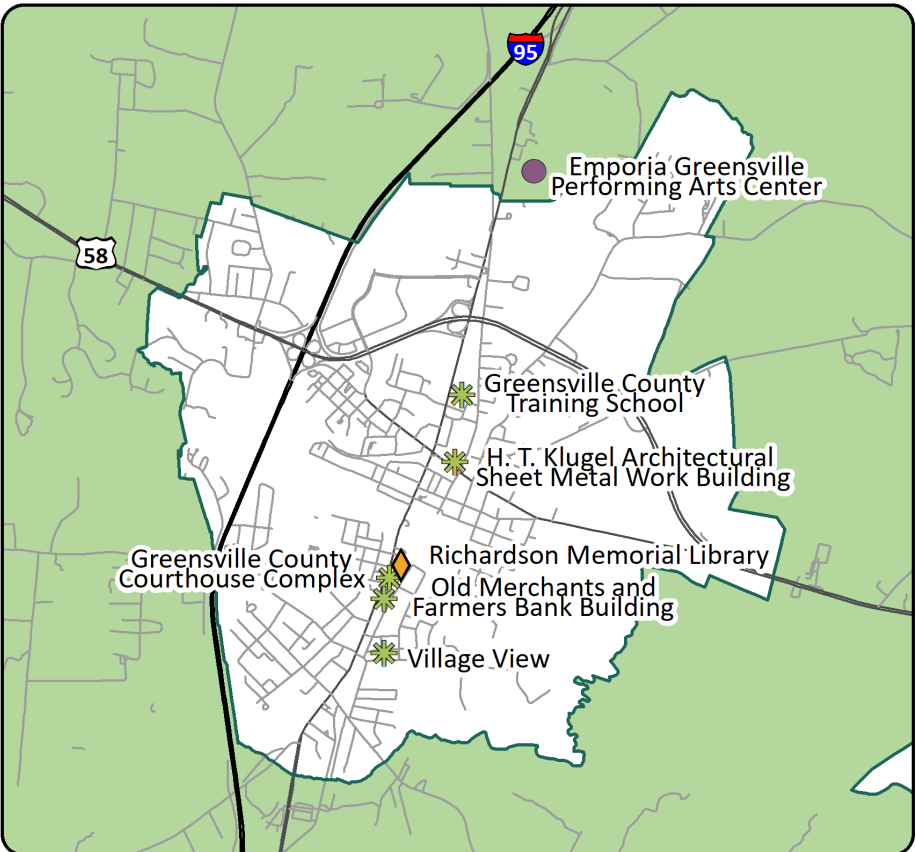


Weaver House, Source: Richard Cote DHR, 1981

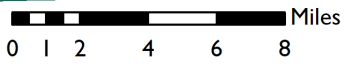
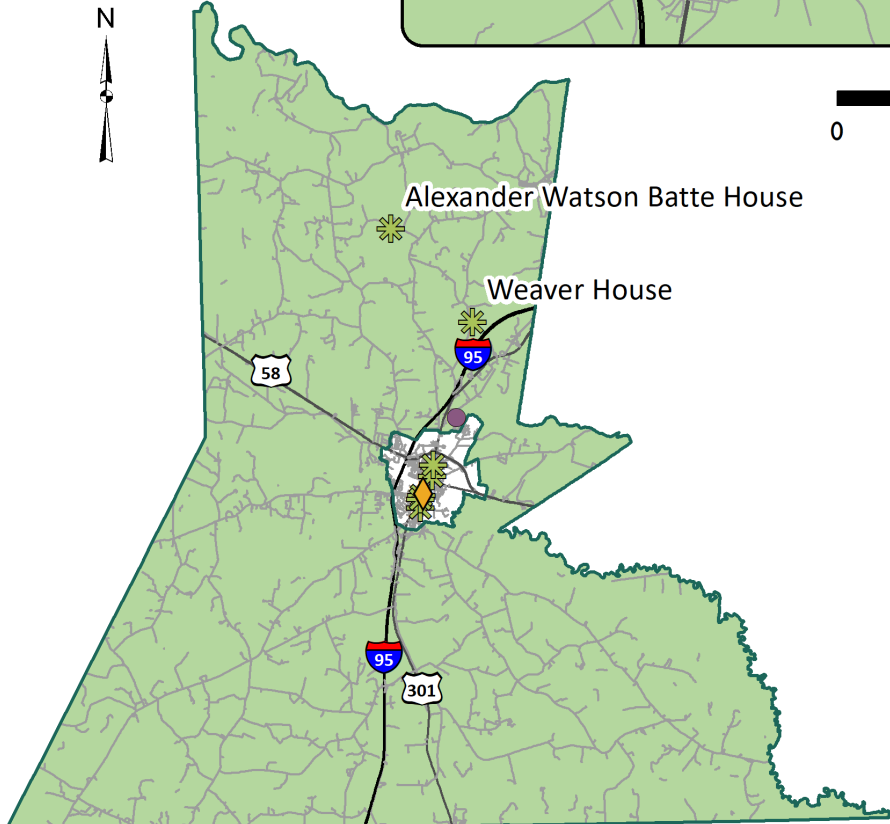


Alexander Watson Batte House, Source: DHR, 2001

Map 5.3 Cultural Resources



- Legend**
- Greenville County
 - County Roads
 - Performing Arts Center
 - Library
 - Historic Sites



Health

Public health and access to healthcare are important factors in community quality of life. Greenville County and Emporia are very fortunate to have a local hospital and dialysis center, and several local physicians and dentists. In many rural communities, residents have to drive to larger urban areas to seek dental and medical care other than small family practice. Bon Secours Mercy acquired the Southern Regional Medical Center in Emporia in January 2020. The facility is served by over 50 physicians and provides surgical services, adult behavioral health services, diagnostic imaging, emergency medicine, cardio-vascular services, cardiac rehabilitation, oncology, dialysis, physical therapy, orthopedic surgery, gastroenterology, sleep services, and pain management. Bon Secours also provides educational services for diabetes treatment and management. The Davita Meherrin Dialysis Center is in close proximity to the hospital. The dialysis center is an important feature in a community where, according to the CDC, 15.4% of adults over the age of 20 have been diagnosed with diabetes (the national percentage is 8.5%).

The Greenville/Emporia Health Department, which is part of the Crater Health District, also provides a number of services to the community, ranging from immunization clinics to medical treatment to family planning and prenatal care. The Health Department also coordinates health education and community outreach efforts, such as health fairs, public awareness campaigns, group education programs, school-based health information/education programs, nursing home screening and more. In addition, the county is represented on the Central Virginia Health Planning Agency, Inc., a 30-member board that promotes issues that can improve the health and well-being of

residents and works to prevent duplication of health resources, and District 19 Community Services Board that promotes comprehensive community mental health, mental special needs, and substance abuse services throughout the greater Greenville area. Other resources include the Crater District Area Agency on Aging, the Crater Disability Services Board, and the Crater District Health Advisory Board; these boards provide information to the local governments and help plan for future needs.

Senior programs and nursing facilities in the area allow citizens to keep family close to home throughout their life, which is an amenity that many rural communities do not have. The Greenville County area is served by two nursing homes: Greenville Manor, a 65-bed senior housing facility, and Emporia Manor, a 120-room senior community. Bon Secours also operates a senior's program, known as Senior Circle, which provides benefits, discounts, entertainment, and travel for over 900 members over the age of 50. Senior housing is an issue of concern for residents and will be discussed further in the *Housing* chapter.

Finally, in the northern part of the county between Jarratt and Purdy, the Jackson-Feild Home is a non-profit organization that provides psychiatric, residential, educational and recovery treatment services for children who suffer from severe emotional trauma, mental illness and/or addiction. Jackson-Feild provides high-quality health services to children from all over Virginia and the country. The organization originally began in 1855 to help house and nurture orphans and has gradually developed into a robust and effective behavioral health provider.



Public Safety

The county's primary law enforcement is the Greenville County Sheriff's office with approximately 20 sworn officers patrolling the county. Though the police to citizen ratio is slightly lower than the national average, Greenville County has a very low crime rate with 20 or less violent crimes committed annually for the last 10 years (see profile).

Greenville County is served by two volunteer fire companies, the Greenville County Volunteer Fire Department, and the Jarratt Volunteer Fire Department. The Greenville County Company has 52 active volunteers and 9 junior cadets and serves all of Greenville County and the City of Emporia. The Jarratt Company serves Jarratt and portions of Sussex County and Greenville County with anywhere between 25-45 members, including EMS personnel. Greenville responds to approximately 4,300 calls per year, and Jarratt responds to approximately 400 calls per year. Both fire departments are funded primarily by the local governments seeking state and federal grants for equipment and other high-cost items.

There is also a County-funded volunteer ambulance service, Greenville Rescue. There is one privately owned medical transport company in the county: Lifestar ambulance. Lifestar has expanded their services from non-emergency medical transport and pre-hospital care for correctional and nursing facilities to include emergency ambulance service.

The prevalence of successful volunteer-only fire and rescue services like those in Greenville County have been a trademark of close-knit rural communities for decades. However, as older rural businesses owners and agricultural workers who have had the flexibility to serve in these high demand volunteer positions are being replaced by younger people who are balancing demands of home life and the less flexible work schedules of business and industry, the number of people able to volunteer is dwindling. Many communities are being forced to look at county managed paid fire, rescue, and ambulance operations. In looking to 2040, Greenville County may need examine these issues through a formal public safety study.



Source: Greenville County Sheriff's Department Facebook



Source: Greenville County Fire Department Facebook

Strategies to Improve Quality of Life

1. Continue internal, local, and regional partnerships for the efficient and sustainable provision of shared services and facilities.
2. Work with the regional board, The Improvement Association, Inc., to enhance community quality of life, reviewing coordination between all of the regional boards to identify opportunities for service improvements and partnerships.
3. Develop a comprehensive maintenance schedule for County and School facilities to prevent potential deferred maintenance issues.
4. Expand accessibility and availability of government information through methods, such as town hall meetings, newsletters, and social media.
5. Increase online services to residents, such as online permitting and payments.
6. Create opportunities for student engagement in local government, such as job shadowing and student involvement on local boards to teach the value of civic engagement.
7. Develop and implement a plan to reconsolidate elementary school students into a single school facility.
8. Finalize and implement the findings of the Greenville County High School Feasibility Study.
9. Incorporate community recreation and enhanced sports facilities as part of future school facility plans.
10. Continue and expand support and resources for programs that will improve student outcomes, such as Career and Technical Education (CTE), community college payment assistance, and day care assistance.
11. Evaluate school capacity, technology, and programs on a five-year basis and develop specific action strategies to address identified service gaps.
12. Work with Economic Development and Chamber of Commerce to enhance business/industry partnerships with schools.
13. Conduct a recreation interest survey, and/or needs assessment, to gauge interest in different types of recreational and sports activities and guide future park investment.
14. Work with agencies, such as Central Virginia Health Planning Agency and Virginia Department of Conservation and Recreation, to seek grants, donations, and easements to increase recreation opportunities, trails, and river access.
15. Develop a linear park along the Virginia Beach Pipeline and former railroad right-of-way.
16. Integrate new amenities and accessibility into park and facility design to provide parks and playgrounds that are safe and inclusive for users of all ages and abilities.
17. Conduct a retail and recreation market study to identify need and incentivizes for small commercial businesses and recreation providers that would support the quality of life in the community.
18. Conduct a public safety assessment to examine fire, rescue, and emergency service needs and provide a long-term plan to maintain level of service.
19. Collaborate with local stakeholders to conduct health events and promote health awareness and education to improve health outcomes for county residents.
20. Provide adequate levels of public facilities to all people of the County as efficiently and economically as possible.



6

INFRASTRUCTURE

Maximize the best use of existing facilities and systems and support expansion where needed to promote the economy and growth while providing exceptional public services for the citizens, businesses, and industry in Greenville County.

In this chapter:

- *Introduction*
- *Water and Sewer*
- *Waste Management*
- *Energy*
- *Broadband*
- *Strategies*



Introduction

Greenville County is a community in transition. The next 20 years are full of potential due to the significant infrastructure investments that are being made to prepare for future economic opportunities. In addition to having access to a highly developed transportation network, Greenville County is experiencing other infrastructure developments that are introducing new economic possibilities to the area. The challenge Greenville County will face in the next few decades will be to manage the timing of their growth in order to continue to provide adequate public services to both citizens and industry, attract and sustain businesses that will provide the amenities to support the needs of the residents and workforce, and develop policies that balance the potential of these changes with the remaining agricultural industry and prized rural character.

Greenville County


Greenville 2040 Comprehensive Plan: Infrastructure




ENERGY

ENERGY AND POWER PROVIDERS:


- 1 MECKLENBURG ELECTRIC COOPERATIVE
- 2 DOMINION ENERGY
GREENSVILLE COUNTY POWER STATION



2018
FIRST YEAR OF
POWER
GENERATION



1.3 billion
COST TO BUILD GAS-FUELED
CLEAN TECHNOLOGY
POWER PLANT



400,000
ESTIMATED AMOUNT OF
HOMES TO BE GENERATED

ACTIVE PIPELINES

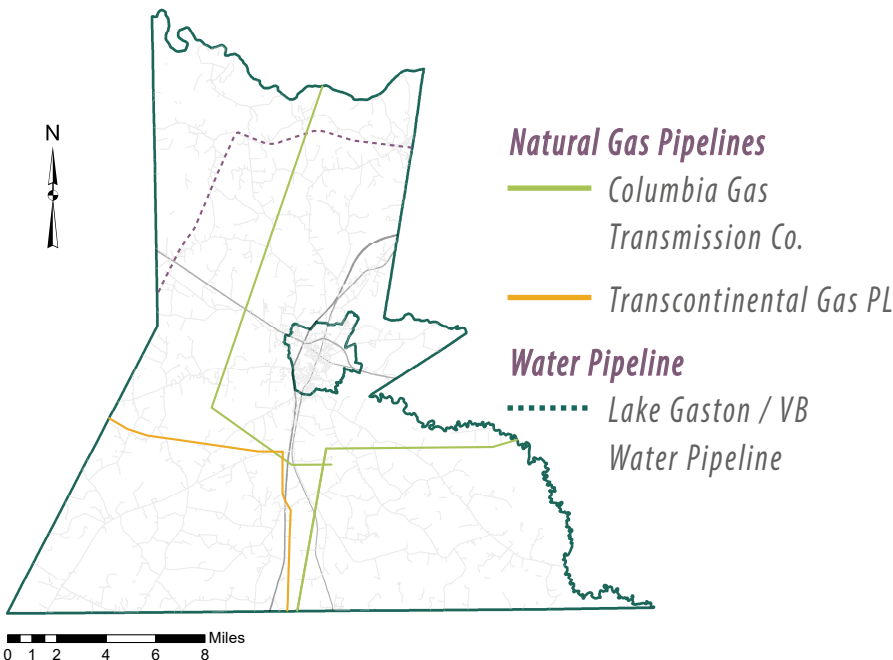


67.5

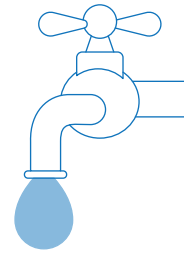
APPROXIMATE MILES
OF GAS PIPELINES

14.7

APPROXIMATE MILES
OF WATER PIPELINE



WATER & SEWER



2

WATER TREATMENT PLANTS

70.9

TOTAL MILES OF
WATER LINES

4

SEWER TREATMENT PLANTS

63.5

TOTAL MILES OF
SEWER LINES



WASTE



11

MANNED REFUSE
DISPOSAL SITES

10

YEARS LEFT TO
MAX CAPACITY
OF LANDFILL

200

DAILY INTAKE
LIMIT IN TONS

BROADBAND



61.9

PERCENT OF
HOUSEHOLDS
WITH BROADBAND
INTERNET SERVICE

25.2

PERCENT OF HOUSEHOLDS
WITH ACCESS TO MORE
THAN 25 mbps
(MODERATE SPEED AND
ABOVE-AVERAGE SERVICE)

Water & Sewer

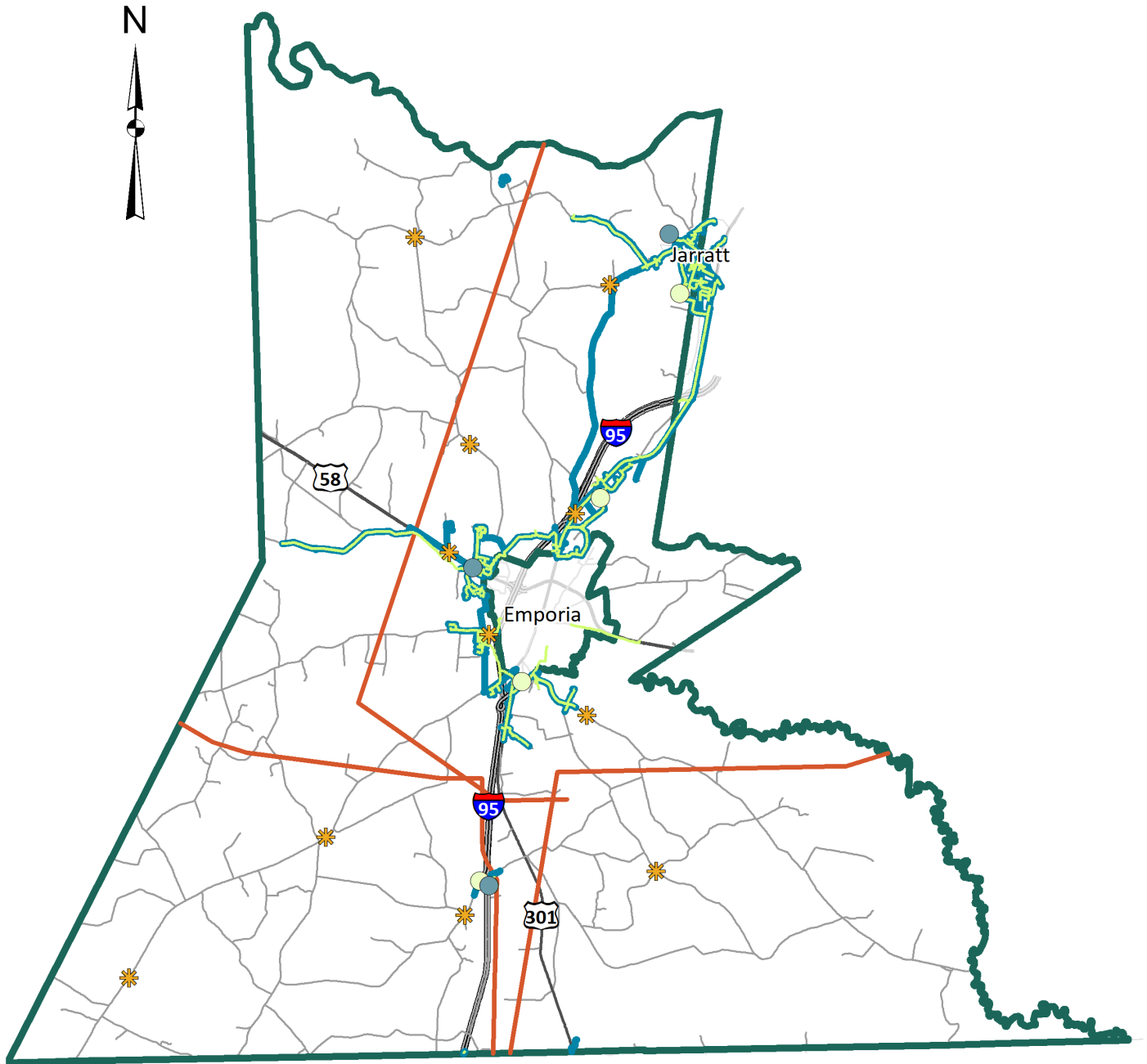
The Greenville County Water & Sewer Authority (GCWSA) is charged with the acquisition, construction, operation, and maintenance of water systems, sewer systems, and sewage disposal for all of Greenville County, portions of Sussex County, the entire Town of Jarratt, and portions of the City of Emporia. Greenville County has made a conscious decision to prioritize water and sewer service expansion and facility renovation to meet the current and future needs of the citizens and businesses. There have been significant improvements in the last 15 years, many of which were capacity and supply improvements. The next step of the county's service improvement plan should be to focus on priorities necessary for residential service improvements: 56% of the citizens surveyed in 2020 said the current infrastructure was not sufficient.

The county's ongoing commitment to meet its infrastructure goals is evidenced by the GCWSA's expansion efforts that have been undertaken since the 2008 comprehensive plan. The recent improvements are detailed below in Table 6.1 and include work on existing facilities and multiple improvements to service new industry – including water service to the new \$1.3 billion Dominion Energy facility and sewer service for the new Mid-Atlantic Advanced Manufacturing Center (MAMaC).

Table 6.1 Recent Water and Sewer Improvements

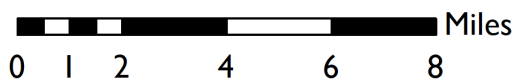
58 West Utility Extensions		
Item	Length/Capacity	Description
Miles of New Potable Water Line	13.5 Miles	14" & 16" Lines
Miles of New Sewer Line	5.25 Miles	8" & 10" Lines
New Potable Water Pump Stations	2	
New 301 Pump Station	1,300 Gallons Per Minute	Capable of pumping water from either the existing 301 - 12" water line or the new 16" Otterdam Road Water line.
New 58 Pump Station	1,200 Gallons Per Minute	Capable of Pumping water from either Emporia or GCWSA. Provides additional treatment to Emporia water.
Westover Hills Tank		Modified the piping to fill from the top and withdraw from the bottom of the tank. Increased the size of the lines, overflow and vent on the tank.
Elevated Water Tank	500,000 gallon	New tank located on Rogers Road.
New Rogers Road WW Pump Station	800 Gallons Per Minute	Capable of pumping 400,000 gallons per day of Dominion's waste water to the City of Emporia for treatment.
Computer Control System		Installed a new computer monitoring and control system at the new facilities and existing Water Plant.
Source Water Improvements		
Item	Length/Capacity	Description
New Intake Pump Station	12 million gallons per day	Replaced GCWSA's 1935 intake pump station on the Nottoway River
Raw Water Mains from the Intake to the Reservoir and to the existing Water Treatment Plant.	1.7 Miles	18" & 24"
Reservoir and Intermediate Pump Station	1 Billion Gallon	Capable of storing one billion gallons of raw water and pumping 4,167 gallons per minute (6 mgd) to the existing water treatment plant.
Phase II Computer Control System		Integrated the source water improvement facilities into the new control system for the Water Treatment Plant.
MAMaC Sewer Improvements		
Item	Length/Capacity	Description
Gravity Sewer Line	2mgd	1 mile of new 18" & 24" gravity sewer line (between Otterdam & 301)
Sewer Force Main	2mgd	0.5 miles of 12" force main (along Otterdam Road)
Skippers WWTP Project		
Item	Length/Capacity	Description
New WW Treatment Plant	100,000 gallon per day	Replaced a 1973, 36,000 gallon per day treatment plant. (Skippers)
Sewer Force Main	1mgd	3 miles of 8" force main (along Moores Ferry Rd & 301)
Moores Ferry Road Water Line Extension		
Item	Length/Capacity	Description
Water Line Extension	0.5 mile	Extended the water line to assist citizens with failing wells
Ground Storage Tank	10,000 gallon	Added an additional storage tank to this system.

Map 6.1 Greenville County Infrastructure



Legend

- | | | |
|-------------------|-------------------------|--------------------|
| Greenville County | Refuse Collection Sites | Public Sewer Lines |
| County Roads | Water Treatment Plant | Public Water Lines |
| | Sewer Treatment Plant | Natural Gas Lines |



Water & Sewer - Land Use

In many rural communities, especially those that have a significant area in which the soils are not suitable for traditional septic systems, such as Greenville County (see more in the *Natural Resources* chapter), public water and sewer service is necessary for quality development. These services can become a development driver, and effective delivery of service is directly related to economic growth. When a community has enacted clear land use policy with supporting regulation, this natural sewerage limitation, when coordinated with public service planning can also help the community carry out their future land use plan effectively while protecting the soil and water quality necessary for the remaining agriculture community and rural residents. Greenville County has taken steps to coordinate land use planning and public water and sewer service delivery by establishing a designated Urban Services Area and a Rural Development Area. Water and sewer resources are directed toward these areas. Providing sufficient services within these boundaries are top priority.

Urban

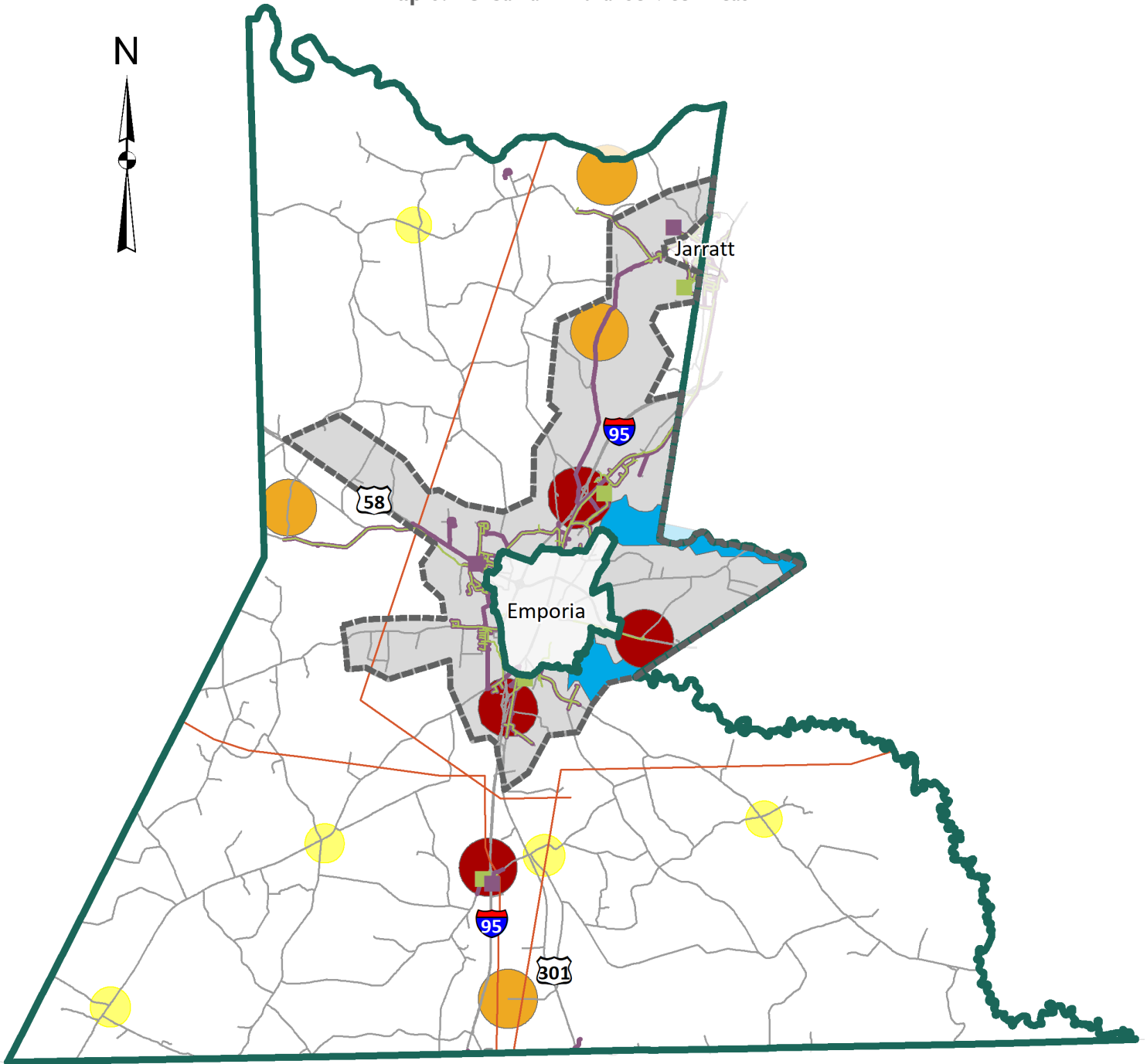
The goals outlined in the 2008 comprehensive plan sought to direct growth to the designated service areas around urban areas that were served by public water and sewer. The 2020 community input clearly indicates that the county officials and citizens wish to continue that trend into 2040. This service area is officially designated as the Urban Service Area (see Map 6.2) and encompasses the vicinity along the major transportation corridors around the city of Emporia and Town of Jarratt. Development in these areas is managed through regulatory measures outlined in the Greenville County Zoning Ordinance, and there are specific development standards applied to the areas around I-95 exits – called Highway Commercial Development Hub Overlay Zones. Public investment in water and sewer services should be focused in and around these designated development areas to help deter scattered development in the rural areas of Greenville County and to efficiently utilize public service dollars by concentrating development in these areas most desirable for growth.

Rural

A large portion of the soils in Greenville County will not support efficient development of septic systems. As part of their land use plan to preserve rural areas, Greenville's current policies do not support nonessential water and sewer development into rural areas. However, in Greenville's designated Rural Community Hubs (see Map 6.2), some small rural communities have been recognized as having secondary development needs and future potential worthy of investment. Development guidelines for what is considered appropriate development in and around these rural communities is outlined in the current Zoning Ordinance through the Rural Community Development Management Hub Overlay Zones.

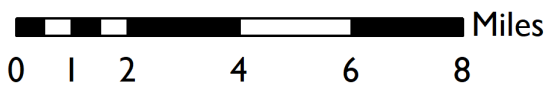
The GCWSA water/sewer development is intentionally coordinated with the county's land use planning efforts as is demonstrated with the newly completed wastewater treatment plant in Skippers, constructed to support growth near I-95, exit four. GCWA is also exploring options for public water service in and around that area to promote development in the Commercial Hub near Skippers.

Map 6.2 Urban and Rural Service Areas



Legend

- Greenville County
- County Roads
- Water Treatment Plant
- Sewer Treatment Plant
- Public Sewer Lines
- Public Water Lines
- Natural Gas Lines
- Urban Service Boundary
- Industrial Hub
- Commercial Hub
- Rural Community Hub
- Conservation



Waste Management

Greenville County citizens can dispose of their household trash for free at the Greenville County Landfill located just northwest of Emporia. There are also eleven manned refuse disposal sites throughout the county, all of which offer recycling (See Map 6.1). The landfill only takes waste from Greenville County and Emporia. The site is permitted to take in 200 tons per day, an increase from 85 tons per day authorized through a DEQ permit modification issued in 2019. The landfill also accepts, institutional, industrial, municipal, and commercial waste. It is currently estimated that there is 10 years of capacity left on the land fill. A study is underway to determine future operation needs and capacity improvements. The county is conscientious of the environment and makes efforts to recycle and incinerate waste to increase the anticipated service life of the landfill.





Energy

Generally, a community's primary energy-related land use concern pertains to the location and functionality of utility infrastructure within the community that provides services to homes and businesses. However, in Greenville County, energy plays a much larger role in the economy than in most communities. As the whole mid-Atlantic region has seen a fundamental shift from agriculture to more energy-intensive commercial enterprises, the energy demand has increased. Greenville County has, for several reasons, become an attractive location for energy production to help supply that need. Dominion Energy and Mecklenburg Electric Cooperative are the primary providers that deliver energy to Greenville County.

Natural Gas

The Trans Continental Natural Gas Pipeline and the Interstate Columbia Gas Pipeline run through Greenville County. This natural gas infrastructure is likely one of the biggest catalysts of change in Greenville County in the last 10-20 years. In part due to the accessibility of natural gas, Dominion Energy chose Greenville County as the site for their new \$1.3 billion gas-fueled clean technology power generation plant. The facility started generating power in December 2018 and will add enough power to the grid to supply an estimated 400,000 homes, which Dominion reports will reduce rates. The new power production also offers benefits to industry, as the typical industrial rate in the area is expected to be more than 30% lower than the national average. The county is hopeful that this will be another incentive for new industry to locate in the MAMaC industrial park. The ongoing job production from the Dominion plant includes approximately 75 jobs, and the tax benefits to the county are an ongoing resource that Greenville County can use to continue to improve services in the community. Dominion Energy is also currently constructing a gas line to provide service to the Greenville Correctional Center near Jarratt and will be providing gas service to the MAMaC industrial park. Residential service is a priority to the citizens of Greenville County, and Greenville County is researching the feasibility and challenges of negotiating this level of service to the area.

Solar

With the electricity infrastructure installed in the county to support the new Dominion natural gas-fueled power plant, along with relatively flat terrain and an abundance of open land, Greenville County is generating significant interest from the solar industry as a prime location for the construction of utility-scale solar projects. With transmission lines traversing the county, solar developers are offered relatively low capital investment costs to connect to the electrical infrastructure necessary to carry solar energy to the power grid. Permits have been issued for 5 solar facility sites (see Map 6.3), which are in various stages of completion in Greenville County, as follows:

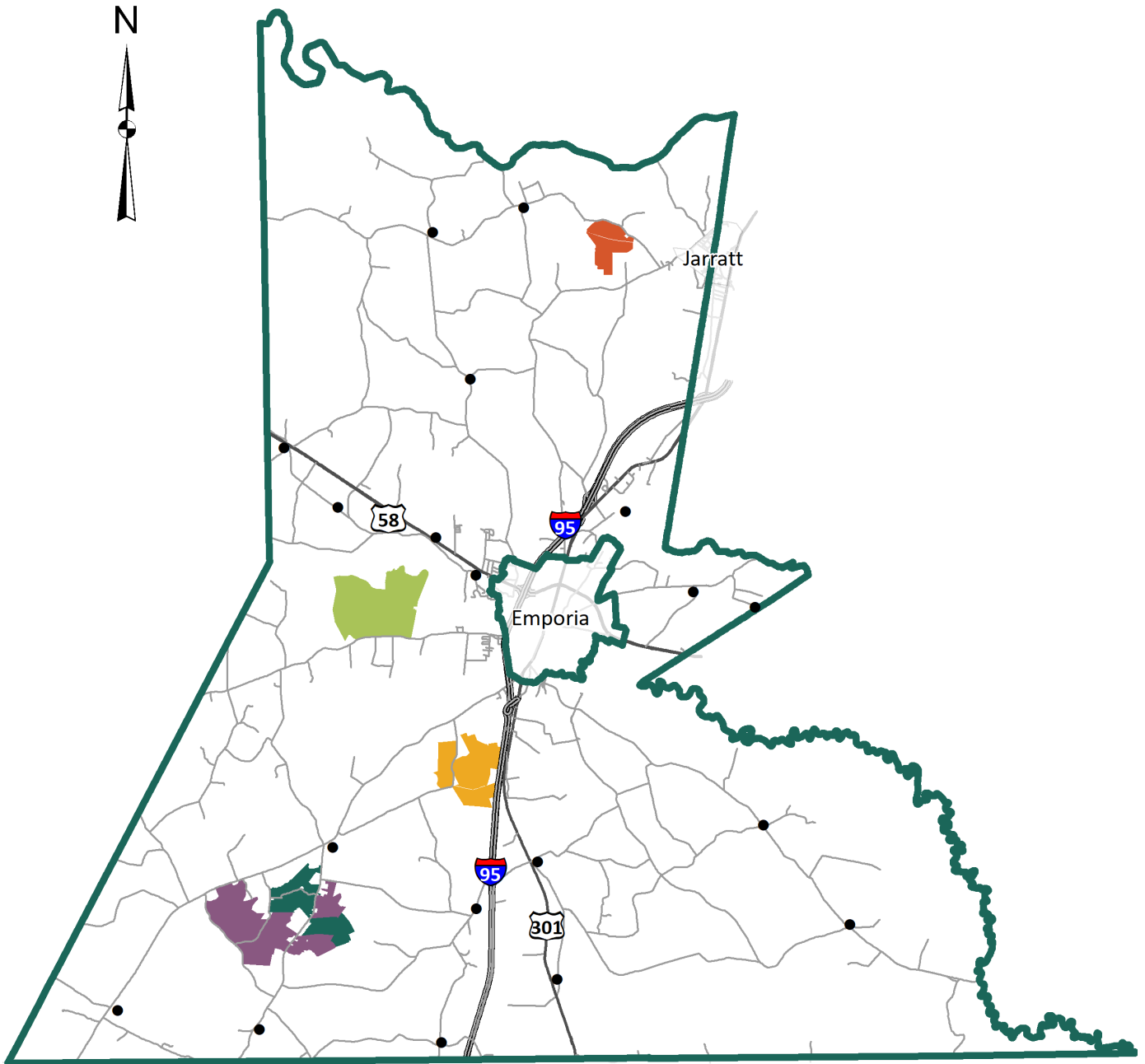
- Pumpkinseed Solar (formerly Meherrin Solar) - 60-megawatt photovoltaic solar energy facility
- Greenville Solar - 80-megawatt photovoltaic solar energy facility
- Sadler Solar - 100-megawatt photovoltaic solar energy facility
- Jarratt Solar - 49-megawatts photovoltaic solar energy facility
- Fountain Creek Solar - 80-megawatt photovoltaic solar energy facility

Utility-scale solar projects create a large footprint on the landscape and do not directly contribute to the local economy or provide jobs for the community over the long-term. But, it can be argued that these projects do contribute to the power grid and may reduce overall rates, and can be designed for minimal visual and environmental impact. While it is possible for a local electrical cooperative such as Mecklenburg Electric Cooperative to provide solar-generated electricity directly to local customers in the county, perhaps the greatest local impacts are property purchase and/or lease payments to property owners and the significant tax revenues generated from these projects. Certainly, property purchase and lease payments to property owners have been seen to meet and supplement, if not surpass, dwindling revenues from agricultural and forestry activities, and increased tax revenues from projects can be used to address public funding gaps and cost increases, deferred maintenance of infrastructure or facilities, or fund other projects or expansion of services in the community that may contribute to the overall quality of life. Guidance for facility siting is discussed further in the *Land Use* chapter (9).



Source: Torch Clean Energy

Map 6.3 Utility-Scale Solar Facility Sites



Legend

Greenville County

County Roads

Greenville Communities

Miles
0 1 2 4 6 8

Pumpkinseed Solar (60MW)

Greenville Solar (80MW)

Sadler Solar (100MW)

Jarratt Solar (49MW)

Fountain Creek Solar (80MW)

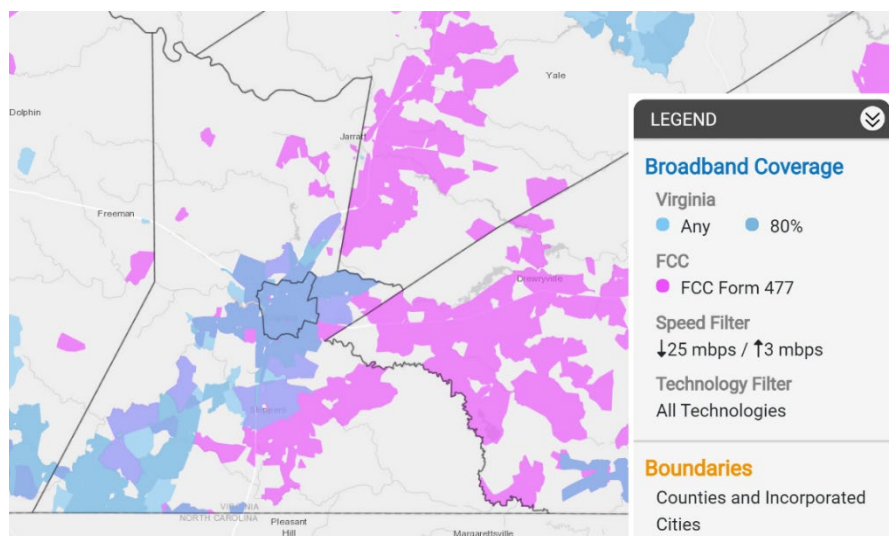
Broadband

Broadband is the newest type of infrastructure that is essential to quality of life and a competitive business and educational advantage. Broadband internet availability promotes sustainability and growth of communities by providing access to health care, particularly through the introduction of telemedicine, increasing educational opportunities through distance learning, and encouraging an entrepreneurial economy where new and existing home-based and small businesses are able to compete globally.

The US Census Bureau reports that just under 80% of Greenville County’s population has a computer, and 61.9% of households have a broadband internet subscription. According to BROADBANDNOW, 97.4% of the City of Emporia has access to internet speeds of 25 or more megabytes per second (mbps), which is considered adequate service speed, while only 25.2% of Greenville County has access to 25+ mbps coverage. In comparison, 90.8% of Virginians have access to speeds of 100 mbps or faster. Rural areas are typically limited to DSL, which is service that is transmitted over standard telephone lines or satellite providers that do not require the hard-wired infrastructure like broadband. Greenville County is served by two primary satellite providers and small areas are covered by DSL. While the download speeds (pulling data from the internet) for these types of services are up to the 25 mbps standard, service providers acknowledge that service is sometimes unstable and can be problematic for school or work as the upload speeds (saving data to the cloud or other networks) are much slower and video can be interrupted. As citizens become more reliant on fast, reliable internet services, broadband service is seen as the best option.

Like most rural areas, the challenge is being able to develop the broadband infrastructure to serve rural populations where the limited number of user fees do not justify the investment from providers. Commonwealth Connect, Virginia’s comprehensive effort to achieve universal broadband access, has identified this as the “math problem” and are providing grants to make providing broadband to rural communities more financially feasible. To ensure localities are involved in such buildouts and incorporate each project into a larger plan for universal coverage, state broadband grants require applicants to be a partnership between a unit of local government (county, city, EDA, etc.) and a private sector broadband provider. The county is committed to providing universal broadband coverage and is actively pursuing grant funding and working with local internet service providers – including Charter Communications, Verizon, and EMPOWER – to meet that goal. Map 6.4 shows the areas in the county where at least 80% of the census block is served by broadband at a speed of 25 mbps or faster, as of July 2022.

Map 6.4 Broadband Coverage in Greenville County



Source: Commonwealth Connection

Fiber is the foundation of the broadband solution, but cellular and other wireless technology are important as well. Some rural areas have strict regulations on telecommunication towers that limit the ability to provide service. Zoning regulations should be reviewed and updated, as appropriate, to balance this important community need. As technology evolves and new options, such as small cell wireless and neighborhood internet service providers, become available, Greenville County is committed to using innovative solutions to meet the changing needs of the community. There also may be new opportunities to utilize CARES Act funding to implement computer labs in rural centers of community (e.g., churches), support computer mentors that can lead classes on topics such as online genealogy research, GIS and social media, or to teach volunteers to rehab computers for community use and distribution. Continued partnerships, incentives, and support for additional internet access and cellular service will bolster Greenville's economy and quality of life.

Strategies to Improve Infrastructure

1. Support public infrastructure investments that promote economic and community development in an efficient, fiscally responsible manner.
2. Continue to coordinate public water/sewer expansions within the designated Urban Service Area with funding in this area as first priority.
3. Invest in public water/sewer services to Rural Service Areas as second priority.
4. Support GCWSA's capital improvement program, which is updated on an annual basis, to ensure quality and provide expanded service.
5. Support GCWSA efforts to identify and remedy areas where stream and groundwater systems are negatively impacted by inadequately treated household wastewater.
6. Work with local internet service providers to plan for and achieve reliable, effective, and affordable internet access in all homes.
7. Support siting of telecommunications structures and conduct code updates, as needed, to improve cellular service and coverage, with a preference for collocation and attached structures.
8. Explore innovative solutions to increase internet connectivity, such as equipping school buses with WiFi, computer labs/hotspots in rural churches and community centers, and advertising hotspot locations throughout the county.
9. Continue to study feasibility of providing natural gas service to business and residential customers.
10. Support the extension of natural gas to the MAMaC site to increase the marketability of the site for industrial development.
11. Implement recommendations from the landfill capacity study.
12. Continue recycling services and pursue opportunities to expand recycling and composting, where feasible.
13. Develop a recycling education and awareness program through the County website, mailings, and social media to increase local knowledge.
14. Explore siting agreement options for utility-scale solar projects located in opportunity zones compatible with the future land use plan that can assist with the deployment of broadband and other county services.
15. Encourage new development to occur within areas that are already served by necessary public utility and infrastructure systems or where systems can be realistically expanded.
16. Invest in and provide good stewardship of existing infrastructure to maintain the current level of service and provide timely and cost-effective replacement.



7 ECONOMY

Leverage community assets to promote economic growth and attract industry and small business that will create economic diversity and provide exceptional quality of life for all of Greenville County's citizens.

In this chapter:

- *Introduction*
- *Economic Drivers*
- *Key Industries*
- *Jobs, Workforce, and Wages*
- *Strategies*

**Introduction**

Greenville County is open for business. With significant investments to advance its infrastructure, readily available land, and a highly accessible transportation network, the community is poised to accommodate business growth. As it looks to the future, Greenville is preparing for well-planned and diverse commercial and industrial development. Greenville understands that strong, thriving communities need diverse employment opportunities and amenities and seeks to balance and support all types of investment – from large-scale manufacturing to highway commercial to small business. The community also continues to support a workforce necessary to sustain new industry and actively works to promote high quality of life and services for workers, such as public transportation and easily accessible services.

Greenville County

Greenville 2040 Comprehensive Plan: Economy

JOBS

3,102

JOBS IN GREENSVILLE COUNTY

(2018 U.S. CENSUS BUREAU)

21.5%

OF JOBS FILLED BY GREENSVILLE COUNTY RESIDENTS

(2018 U.S. CENSUS BUREAU)

\$887

AVERAGE WEEKLY WAGE

(2019 QCEW ANNUAL AVERAGES)

935

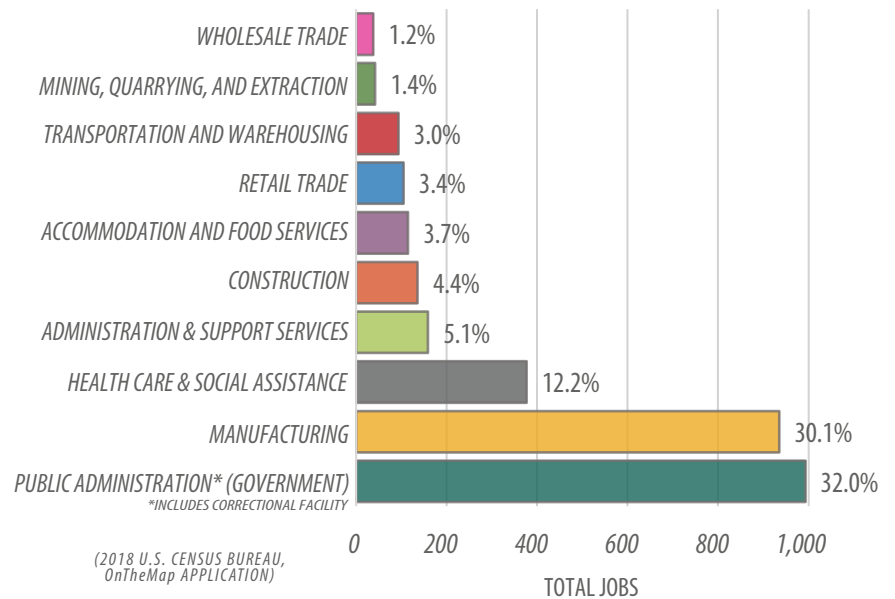
TOTAL MANUFACTURING JOBS

(2018 U.S. CENSUS BUREAU)

TOP EMPLOYERS

1. Boars Head Provisions Company
2. Greenville Correctional Center
3. Greenville County Schools
4. Jackson-Field Homes
5. Oran Safety Glass Inc
6. County of Greenville Administration
7. Steelfab
8. Dominion Virginia Power
9. Armor Correctional Health
10. Delicatessen Services Company, LLC

(2020 QCEW 2nd QUARTER)



WORKFORCE

4,307

LABOR FORCE RESIDING IN GREENSVILLE COUNTY

(2018 U.S. CENSUS BUREAU)

668

RESIDENTS LIVE AND WORK IN GREENSVILLE COUNTY

(2018 U.S. CENSUS BUREAU)

63.5%

LABOR FORCE PARTICIPATION RATE

(2018 U.S. CENSUS BUREAU)

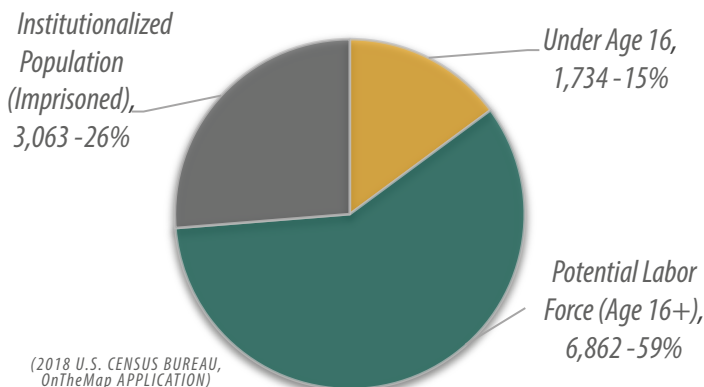
3.4%

UNEMPLOYMENT RATE

(2019 BLS LOCAL UNEMPLOYMENT)

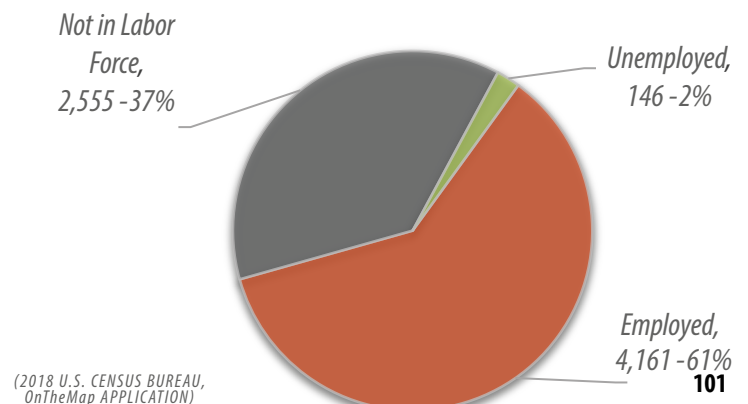
Workforce Potential

(Total Population: 11,659)



Labor Force

(Ages 16+: 6,862, In Labor Force: 4,307)



COMMUTING

15.0%

EMPLOYED GREENSVILLE COUNTY RESIDENTS WORKING IN COUNTY
(2018 U.S. CENSUS BUREAU)

78.5%

OF JOBS IN GREENSVILLE COUNTY FILLED BY WORKERS RESIDING ELSEWHERE
(2018 U.S. CENSUS BUREAU)

24.3%

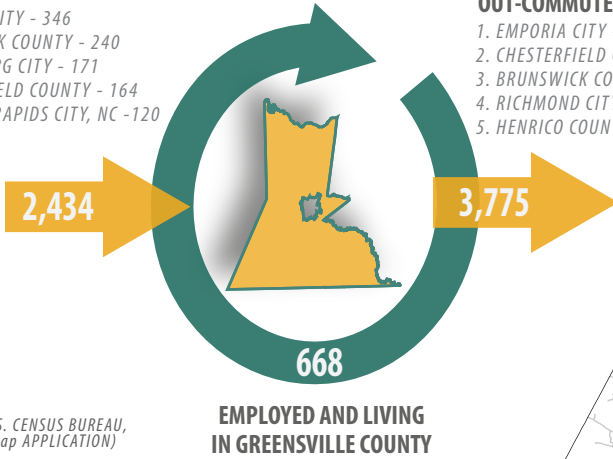
WORKERS RESIDING IN GREENSVILLE COUNTY COMMUTE TO EMPORIA
(2018 U.S. CENSUS BUREAU)

IN-COMMUTERS

1. EMPORIA CITY - 346
2. BRUNSWICK COUNTY - 240
3. PETERSBURG CITY - 171
4. CHESTERFIELD COUNTY - 164
5. ROANOKE RAPIDS CITY, NC - 120

OUT-COMMUTERS

1. EMPORIA CITY - 1,080
2. CHESTERFIELD COUNTY - 233
3. BRUNSWICK COUNTY - 153
4. RICHMOND CITY - 141
5. HENRICO COUNTY - 126

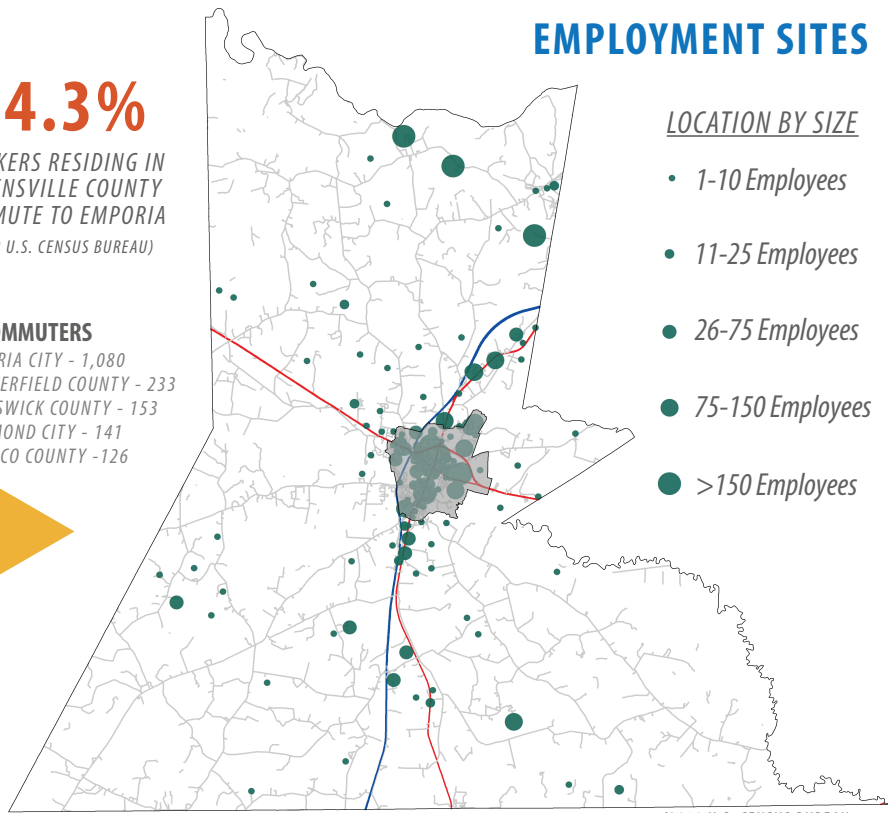


(2018 U.S. CENSUS BUREAU, OnTheMap APPLICATION)

EMPLOYMENT SITES

LOCATION BY SIZE

- 1-10 Employees
- 11-25 Employees
- 26-75 Employees
- 75-150 Employees
- >150 Employees



(2018 U.S. CENSUS BUREAU, OnTheMap APPLICATION)

INDUSTRY

10

NUMBER OF MAJOR MANUFACTURING ESTABLISHMENTS
(2019 QCEW ANNUAL AVERAGES)

x 3.4

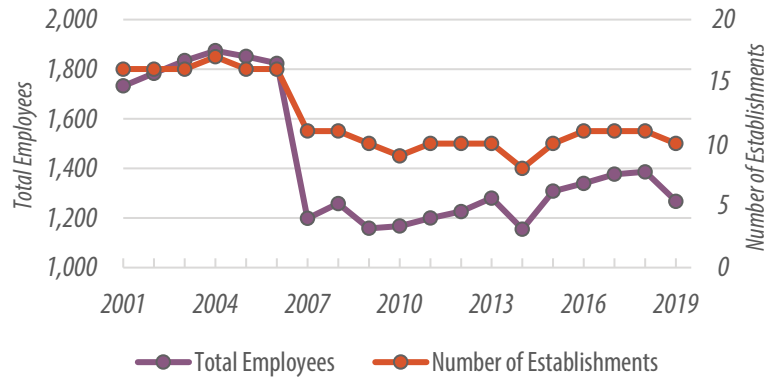
RATE OF MANUFACTURING EMPLOYMENT COMPARED TO NATIONAL AVERAGE
(2019 QCEW ANNUAL AVERAGES)

1,600 acres

SIZE OF MAMaC INDUSTRIAL MEGASITE AVAILABLE FOR DEVELOPMENT

\$43,818

AVERAGE ANNUAL WAGES PER MANUFACTURING EMPLOYEE
(2019 QCEW ANNUAL AVERAGES)



(QCEW ANNUAL AVERAGES)

AGRICULTURE

150

NUMBER OF OPERATIONAL FARMS
(2017 U.S. CENSUS OF AGRICULTURE)

28.7%

TOTAL LAND AREA DEDICATED TO OPERATING FARMS
(2017 U.S. CENSUS OF AGRICULTURE)

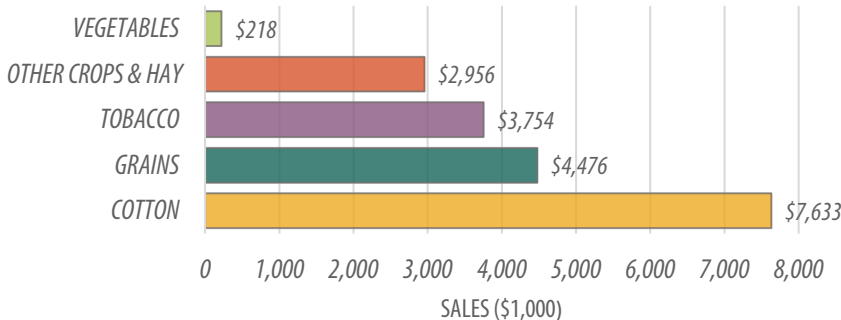
\$19.4 million

ANNUAL MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD
(2017 U.S. CENSUS OF AGRICULTURE)

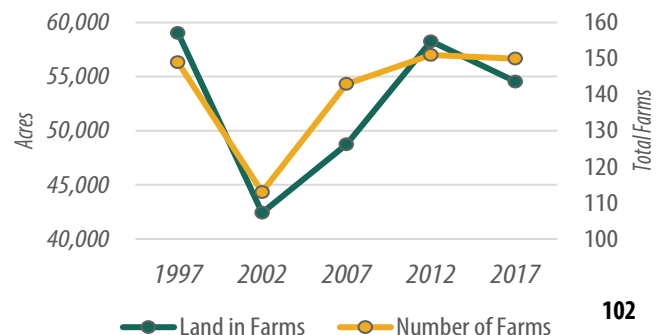
98%

SHARES OF AGRICULTURE SALES FROM CROPS
(2017 U.S. CENSUS OF AGRICULTURE)

Top Agricultural Products Sold



County Agriculture Trends



Economic Drivers

The elements required to support economic development are well known: sufficient and suitable land, transportation access, appropriate and adequate infrastructure, a business friendly development environment, and an available and trained workforce. Greenville County offers each of these resources in abundance. Key economic drivers are as follows.

Available Sites

Greenville County has ample land to accommodate new growth and industry. Most significant is the new 1,600-acre Mid-Atlantic Advanced Manufacturing Center, which is a tier 4-certified megasite. With I-95 frontage, CSX main line rail access, and a direct route to Virginia ports, the site boasts easy access to both national and international markets via road, rail, and sea. Additional details on this facility are described under Key Industries.

The county also has an existing, developed industrial park and is also exploring the feasibility of developing another industrial park to accommodate light industrial or manufacturers needing 25–50-acre development sites.

Map 7.1 MAMaC Site



Source: VirginiaBusiness.com; Mark Rhodes

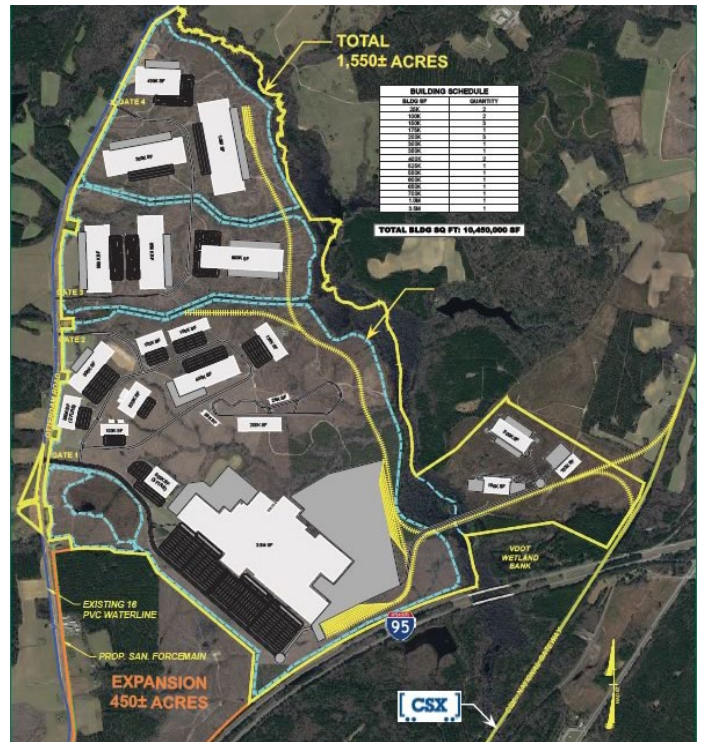
Transportation

Greenville County fronts 17 miles of Interstate 95 (I-95), one of the busiest north/south transportation corridors in the country. While this alone is not necessarily an absolute asset, Greenville County is fortunate to have access to five I-95 exit ramps (exits 4, 8, 11, 12 & 13) that attract economic prospects into the county. This in combination with proximity to other transportation hubs in Richmond, the state capital, 65 miles to the north; the port of Norfolk 80 miles east; and Raleigh, North Carolina 95 miles southwest, along with local rail access and the crossroads of US Route 58 and US Route 301, creates a transportation network that serves as a major economic driver in Greenville County. This transportation network places the community within a 60-mile drive of a workforce of more than 980,000¹.



Infrastructure

Greenville County has long recognized that while transportation is key to progress, other infrastructure is necessary to support growth and achieve its potential as a prime location for commercial and industrial growth. Greenville County prioritized infrastructure expansion around urban areas and major corridors and has established the basic planning policy necessary to direct development in ways that utilize transportation assets while supporting the rural culture. This has allowed them to draw and retain industry reliant on transportation/distribution such as Boars Head, Oran Safety Glass, Steelfab, Heyco-Werk, and most importantly for the future of Greenville, the location of the new Mid-Atlantic Advanced Manufacturing Center (MAMaC), a 1,600-acre industrial park with I-95 frontage, CSX main line rail access and a direct route to Virginia ports. See the *Infrastructure* chapter (6) for more information.



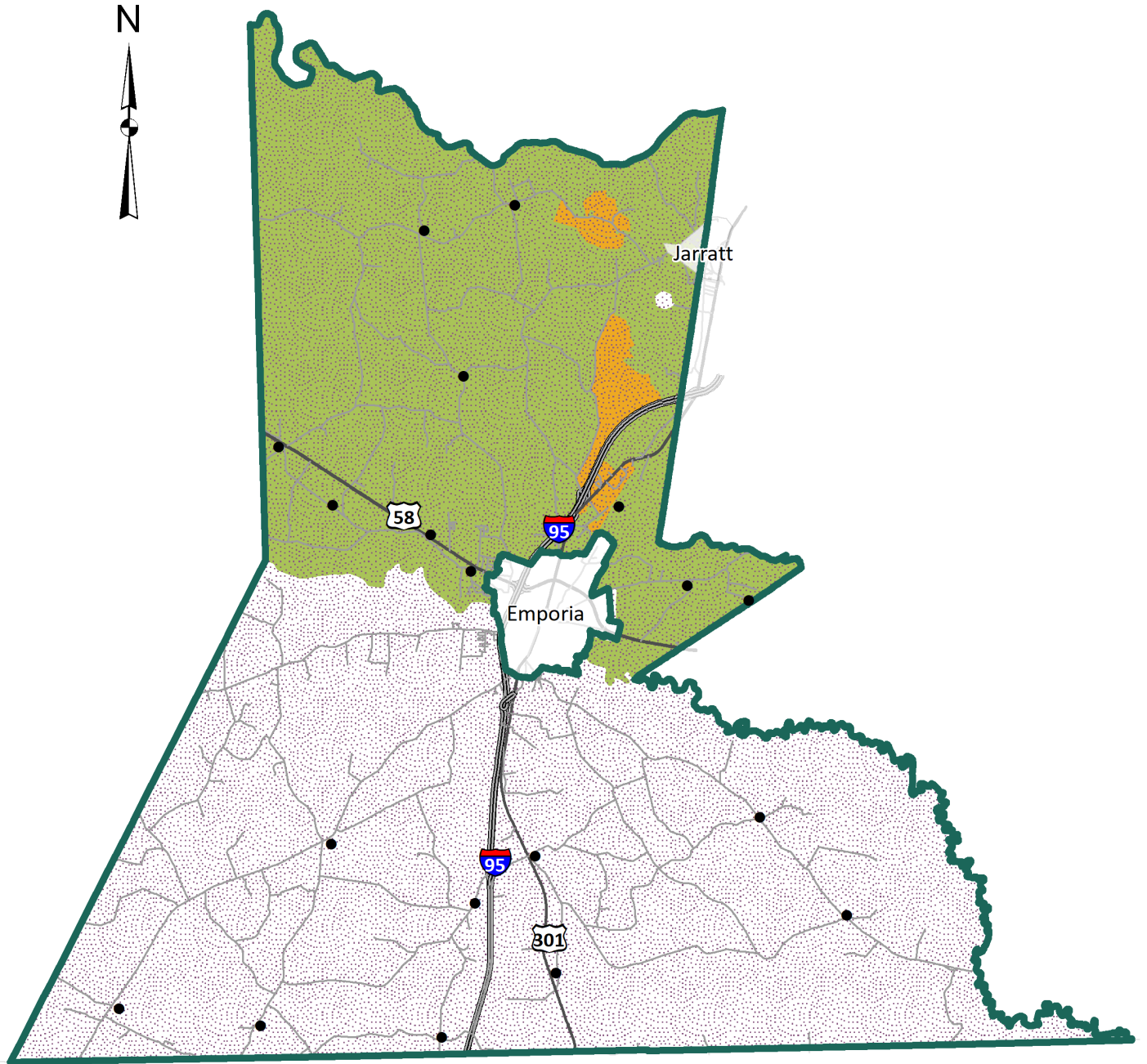
Business Friendly Government

Economic development in the county is led by a dedicated Director of Economic Development and the Industrial Development Authority. The county is also a part of the Crater Planning District Commission, the Southern Development Corporation, Crater Regional Partnership, and the Virginia Manufacturing Region – entities dedicated to promoting regional cooperation in community economic development. During community outreach, stakeholders commented on Greenville County’s supportive and business friendly environment. The county maintains efficient permitting processes and offers many incentives to businesses – as detailed in the following section.



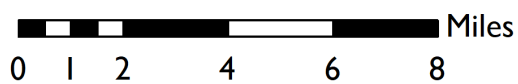
¹ YesVirginia.org

Map 7.2 Business Incentive Areas



Legend

- Greenville County
- County Roads
- Greenville Communities
- Tobacco Indemnification & Revitalization Area and HUB Zone
- Enterprise Zone
- Opportunity Zone



Business Incentives

Many resources and incentives are available through federal, state, and regional programs to promote business development and investment in Greenville County. In addition to local incentives including a program to offset capital investment and competitive tax structure, investors also take advantage of countless regional incentives offered through *Virginia's Manufacturing Region (VMPR)* and statewide incentives offered through the *Virginia Economic Development Partnership (VEDP)*. For the extra financial boost in building a business case, VMR can develop an incentive proposal for companies to take advantage of some of the following incentives for new and expanding businesses.

- **Opportunity Zone** – The northern half of Greenville County is a federally-designated Opportunity Zone. Under the 2017 Tax Cuts and Jobs Act, this designation provides an economic and community development tax benefit to investors with capital gains. It is designed to encourage long-term private investment in low-income census tracts.
- **Enterprise Zone** – The Virginia Enterprise Zone program encourages job creation and private investment in designated areas throughout the state. The program includes two grant-based incentives, the Job Creation Grant (JCG) and the Real Property Investment Grant (RPIG), to qualified investors and job creators within those zones, while the locality provides local incentives.
- **HUB Zone** – All of Greenville County also qualifies as an SBA HUB Zone. This designation helps small businesses in gain preferential access to federal procurement opportunities.
- **Tobacco Regional Opportunity Fund** – Greenville County is also located within the Tobacco Indemnification and Revitalization footprint which makes the area eligible for Tobacco Regional Opportunity Fund grants (TROF). The TROF program provides discretionary incentives based on the number of new jobs being created, average wage of new jobs, and amount of new capital investment. Qualifying companies must invest a minimum of \$1 million and create at least 10 jobs over 36 months to be eligible.
- **Major Business Facility Job Tax Credit** – Qualified companies locating or expanding in Virginia are eligible to receive a \$1,000 income tax credit for each new full-time job created over a threshold number of jobs. Companies locating in an economically distressed locality, or an Enterprise Zone are required to meet a 25-job threshold; all other locations have a 50-job threshold. Greenville County meets this lower job threshold requirement.

Local Enterprise Zone Incentives

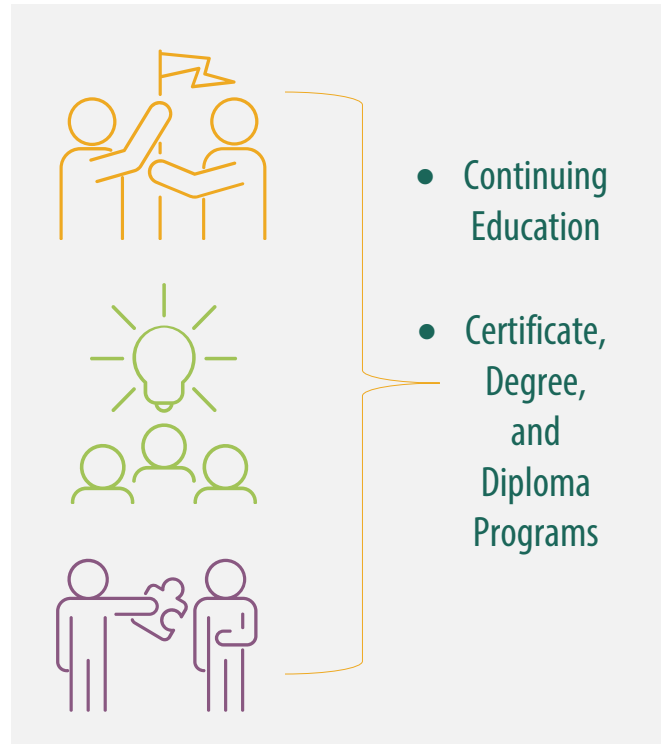
Greenville County offers robust local incentives as part of the Greenville-Emporia Enterprise Zone Program, including:

- Building/ Zoning Permit Fee Waiver
- Water and Sewer Tap Fee Waiver
- Machinery & Tools Tax Grant
- Real Estate Tax Grant
- Industrial Land Buy Down
- Industrial Utility Service Improvements
- Façade Improvement Grant
- Business Incubation Grant
- BPOL Grant
- Business Personal Property Investment Grant



Workforce Development

Greenville County invests in its future workforce. The county schools offer dual enrollment and paid tuition for first-year students at the Southside Virginia Community College (SVCC). SVCC is working to address the current needs for workforce training with options such as the Fast Forward Credentialing Program and SVCC Workforce Development Services (WDS), which aligns education and economic development to extend workforce development courses, training, and programs into the community. There is also an enormous amount of potential for the Southside Virginia Education Center that is located in the Greenville County Office Park. This facility includes 16 classrooms, 3 large instruction labs, computer labs, a resource lab in addition to the Virginia Employment Offices and Longwood University programs; the facility offers critical industrial training and certification. Customized training programs are available to industrial clients in the community. While participation in these programs is not consistently high, there has been a strong track record of performance and enrollment when a direct pipeline to jobs is available. Strategic marketing and more direct job placement services may be necessary to improve program participation in the community.



Source: Southern Virginia Community College

Key Industries

Agriculture and manufacturing have been a significant part of life in Greenville County for generations. The county has been successful utilizing its prime assets, transportation, and prime agricultural soils, to support these industries and sustain the economic needs of the area. As 2040 approaches, Greenville County will continue adapting to the new ways of doing business that come with the technological changes, innovations, and changing markets of the future.

Agriculture

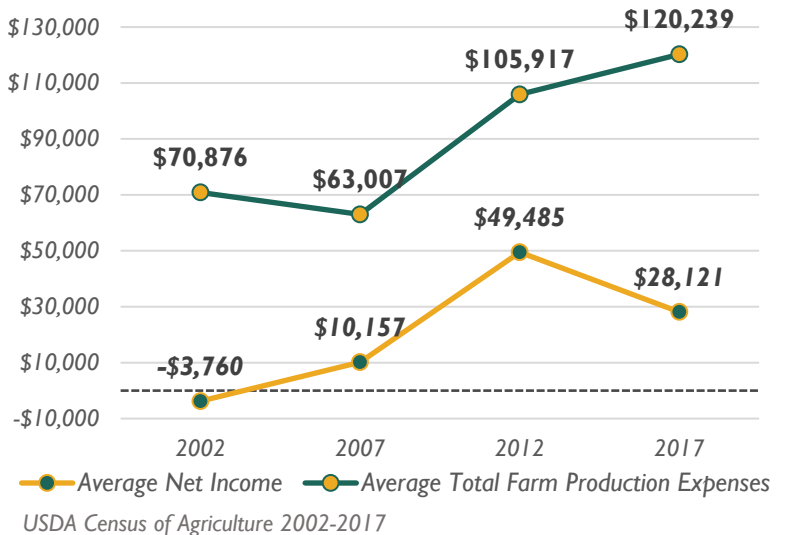
Historically, Greenville County has been a rural, agriculture-based community. The prevalence of prime agriculture soils and good growing conditions have been a key economic resource for centuries. In recent years, due to pressures on the agricultural community, such as reduction in tobacco production, fluctuating demand for cotton and soybeans, an overall drop in commodity prices, and severe weather events, the economy is shifting away from agriculture and toward industry and professional services.

The latest USDA Agricultural Census from 2017 shows some fluctuations in the number of farms and farm sizes in Greenville County since 2007, although the changes are minimal. There were seven more farms and 6,000 more acres being farmed in 2017 as compared to 2007. Any increase is good news for the agricultural community and even better news is that cropland acreage increased 7% from 2012 to 2017, which may show that farmers are adapting to changing markets. The increase in net income per farm showed significant increases in recent years, though the increase in production costs has also steadily increased. This increase in costs is one reason for the national trend toward an increase in very large farms (that can afford to modernize) and diminishing mid-sized operations as they are pushed out of operation. While there has been some decrease in the mid-sized farms (50-179 acres) in Greenville County, the minimal fluctuation in the number of farms of all sizes (as noted above) demonstrates the resiliency of the local farmers. In most rural areas, smaller farmers are being forced to reduce the size of their operation and seek supplemental income through outside employment. If this happens, the employment opportunities supplied by the manufacturing industry have been shown to be a good fit for this population, as their educational and vocational attainments fit the skills necessary for these jobs and the swing shift work allows farmers to be on the farm during daylight hours.

The next 20 years will be a time when farmers who want to continue to farm will need to continue to draw on their resilient nature. With Greenville County's proximity to major markets and exceptional transportation network, there are potential opportunities for farmers to shift their focus and adapt to modern markets. Due to the new focus on local food, healthy eating, sustainable farm practices, and organic and fresh foods, there are urban food markets to satisfy. Greenville farmers may be able to supply this need and take advantage of Virginia's growing agritourism industry with new uses, such as farm weddings, craft breweries, and distilleries.

Some challenges for farmers will be to identify the markets, adapt their operations, and coordinate their harvest times and delivery to a new kind of customer. Assistance with these important tasks can be accomplished through food systems planning, a new approach to farm assistance that tracks the demand and production for certain areas and matches producers with customers while keeping track of time of production and facilitating transportation. Some rural communities are using grants to fund non-profit organizations that provide these services for their agricultural communities.

Figure 7.1 Average Income and Expenses of Farms in Greenville County





Industry

A primary goal identified for Greenville 2040 is to attract and retain new manufacturing and industry. Greenville County strives to become a commerce and industry center. Greenville County welcomes domestic and international companies that are planning to expand, relocate existing operations, or establish new facilities. Because Greenville County lies in the center of the “wood basket”, it is an ideal location for forestry and wood products. The county also targets the logistics industry due to the ideal location for transport and original equipment manufacturers who can benefit from the transportation and access to the Commonwealth Center for Advanced Manufacturing, a world class applied research collaboration. With the new high-quality redundant fiber network with a 400 gigabit-per-second backbone and abundant electrical capacity, the county is also now targeting data center developers.

Completion of the new 1,600-acre Mid-Atlantic Advanced Manufacturing Center (MAMaC) is an important priority as it offers significant potential for major employers. The county made significant infrastructure investments in this facility in hopes of a substantial return on their investment in the form of jobs and economic growth. Although there is more work to be done, the MAMaC facility currently has the necessary utilities for development to begin. This facility can house major manufacturers and hopes to attract multiple industries that would require 200–500-acre parcels. Regional economic impact analysis estimates that the facility will have a regional economic benefit of \$2.8 billion and could ultimately bring 2,500–3,000 jobs to the region. Although this facility is in a prime location, one key to success will be strategic marketing of the facility, which will require close coordination and funding collaboration between Greenville County Economic Development and Virginia's Growth Alliance (formerly, the TransTech Alliance), a regional organization that includes the counties of Brunswick, Charlotte, Greenville, Lunenburg, Mecklenburg, and Nottoway, and the City of Emporia. The Alliance facilitates investment attraction and economic growth in the region and is currently the primary conductor of marketing for the facility.

An additional, smaller industrial park is located on US 301, two miles north of Emporia. That park is nearly developed to capacity so the county is exploring the feasibility of developing another industrial park to the north of the existing park that would accommodate light industrial or manufacturers needing 25–50-acre development sites, smaller than those available in MAMaC. The existing park is just off I-95 and is supplied with natural gas, industrial capacity water/sewer from GCWSA, high speed internet (fiber), and is in close proximity to an electric substation for ample electric supply.

Commercial Development & Small Business

Attracting and retaining commercial development and small business is also important to Greenville County. With the expansion of high-speed internet services and the new e-commerce trend, now is a prime time for Greenville to focus on supporting the diversification of small businesses. According to public feedback, citizens feel there is a need for more local retail and service businesses.

Although long-time residents are accustomed to driving to larger urban areas for goods and services, one of the ways the community could improve local quality of life is to expand the unique local business community (particularly retail and restaurants) to further the friendly, small-town appeal of Greenville County. This would not only serve the current residents but also attract prospective residents who may have an opportunity to relocate to Greenville County with employment opportunities. The dilemma with this goal is that without new residents, the area likely cannot support new retail/restaurant/service businesses, and without a unique selection of these businesses, it is more difficult to attract new residents.

Small businesses need commitment and support from local clientele to be sustained. It may be possible to gradually build a more robust local business community if the current local population actively supports new small businesses. One of the obstacles identified with small business expansion in Greenville County is that the local population is not accustomed to supporting the “buy local” movement. The community has expressed interest in rejuvenating efforts to assist entrepreneurs and small business owners with such ideas as a small business incubator, a business mentoring program, and “buy local” marketing initiatives. There are also some incentives available for small business expansion, though these opportunities are not highly utilized. This was evidenced with the low application rate for the COVID-19 Cares Act grant monies that were available to small businesses, even after extensive distribution of information.



While the Greenville County Government cannot directly improve retail needs of the community, it does recognize that a prosperous retail community serving citizens with shopping, restaurants, and fee for service businesses is important to the overall satisfaction of the community. 86.4% of Greenville 2040 survey respondents said Greenville's current shopping opportunities do not meet their needs. Since Greenville is relatively close to larger markets and urban areas, big box or chain store may not see the market in Greenville County as financially viable except those catering to the I-95 visitors around the commercial/transportation hubs. This, along with the current trend toward purchasing daily goods through e-commerce may make the expansion of retail difficult in the area. However, with the cooperative relationship between Greenville County and the City of Emporia along with Emporia's Main Street Program, the area has the opportunity to expand highway commercial development and revitalize the downtown district into a unique retail and restaurant area. When a rural community has a strong, profitable central business district, more businesses are drawn in to take advantage of the retail focused traffic.

86% of survey respondents felt that the area's shopping opportunities do not meet their needs.

Jobs, Workforce, & Wages

This section describes various job and employment-related conditions in Greenville County. There are 3,201 jobs in Greenville County according to 2018 Census Bureau data. U.S. Census Bureau, County Business Patterns data for 2018 logs 104 firms (or business organizations) in Greenville County employing paid employees with a total annual payroll of \$73,523,000. There were another 388 establishments that do not employ paid employees other than the owner; these are typically small businesses and independent contractors.

Employment Sectors

Greenville County's job market is fairly diverse in that there are several mid-sized employers rather than one large employer as in many rural areas. According to the 2018 U.S. Census Bureau's Center for Economic Statistics, the industry sector providing the most jobs in Greenville County is the public administration sector. The Greenville Correctional Center, Southside Regional Jail, the Greenville County School system (which incorporates the City of Emporia), and the government offices associated with Greenville County, the City of Emporia, and the Town of Jarratt contribute to the 32% of local public administration jobs; this sector has seen a 10% increase since 2008. Manufacturing is a close second and, according to the US Census Bureau, accounts for just over 30% of the jobs in Greenville County.

Manufacturers, such as Boars Head Provisions, Oran Safety Glass, Steelfab (pictured to the right), and Delicatessen Services Company, are reliant on the exceptional transportation infrastructure of Greenville County for movement of goods. This success is evidence that the area is ideal for the future industry Greenville County hopes for. Georgia Pacific was also once a major employer in Greenville County, but the closure of one plant in Jarratt and one in Skippers has shifted the location of that company's approximately 400 jobs inside the City of Emporia. This could account for some of the manufacturing job fluctuation shown in the county job data between 2008 and 2018. Even with the fluctuations, the sector share has hovered around the 30% rate.



Source: SteelFab, Inc.

Although administration and support services only accounts for a little over 5% of the jobs, this sector has steadily increased and saw a 563% increase from 2008-2018 – the biggest increase by far. The Transportation and Warehousing job sector has decreased 86% during this time, and there was also a 55% decrease in retail trade jobs, which could reflect the rise in e-commerce. However, the new access to broadband internet service in the area may create new employment opportunities. The 2020 pandemic has accelerated the rate at which businesses are transitioning to online services and virtual workers. The local workforce can work from any location as long as they have sufficient internet service. There is also opportunity for entrepreneurs, as they can operate from rural locations and still access large markets and workforce from anywhere.

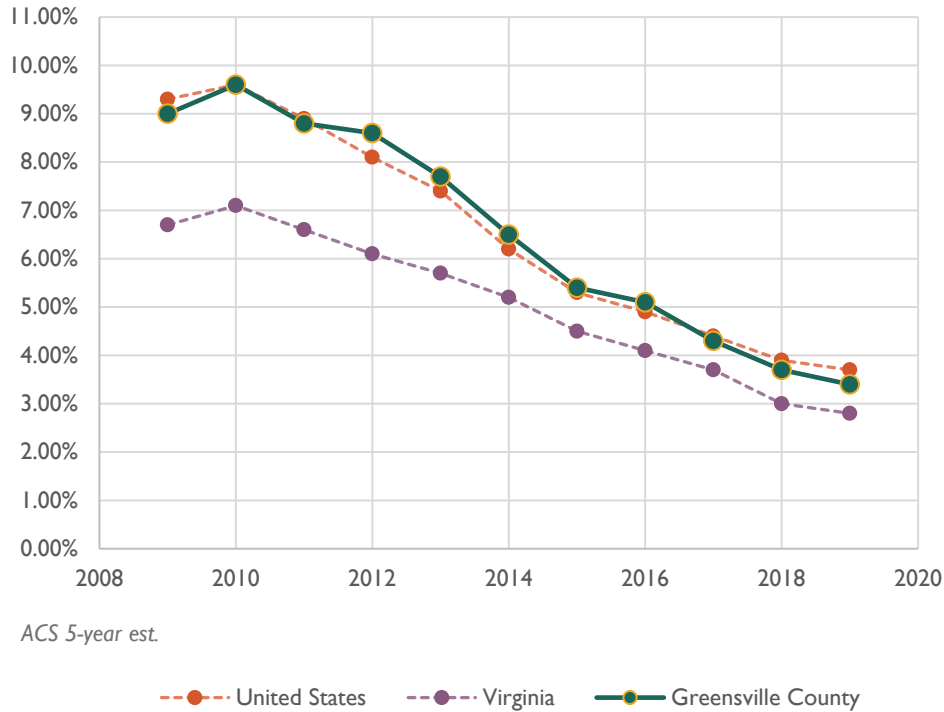
Workforce

The Greenville County labor force participation rate of 63.5% is about the same as that of Virginia and a few points higher than the national rate. Like many other rural communities, maintaining a skilled workforce could be a challenge for Greenville County depending on the number and types of industry that choose to locate here. The fact that only 21.5% of jobs in the area are filled by county residents, along with the large number of in commuters and out commuters could reflect a mismatch between the jobs and the skills of the workforce. At the same time, these statistics highlight the symbiotic relationship between the City of Emporia and Greenville County, as well as the surrounding localities in the region. Industries benefit from the highly trained and accessible workforce, not only in Greenville but throughout the region. In addition, the previously discussed training programs offered by SVCC have successfully addressed workforce development and training needs for new industries that choose to locate and expand in Greenville and surrounding areas.

Unemployment

There was a consistent decrease in unemployment in Greenville County from 2009 through 2018, consistent with the national rate according to the VA Employment Commission. In 2019, the unemployment rate was 3.4%. Then, in April 2020, the Greenville unemployment rate skyrocketed to 8.5% due to the global pandemic. However, the Greenville unemployment rate during pandemic was still lower than the VA rate (10.8%) and the national rate (14.4%) that same month.

Figure 7.2 Annual Unemployment Rates



Commuting

As in most rural areas, commuting to work in a personal automobile is the most common form of transport to work. However, the Greenville Emporia Transit System provides public transportation to the area and assists with travel to work. While major employers in the area have expressed appreciation for the service, there is interest in further coordination of efforts between the transit system and local industry to meet the needs of the local workers in terms of transport to work and access to services, such as daycare facilities on the way to work.

A significant amount of in and out commuting occurs in Greenville. Only 15% of employed Greenville residents work in the county, while 78.5% of the workers in Greenville County commute from another locality. Granted, approximately 20% commute from the City of Emporia, but that leaves a significant number of jobs in Greenville County that are being filled by workers from outside the community – highlighting the need for continued efforts to create pathways to local employment for residents.

Wages & Income

The Quarterly Census of Employment and Wages (QCEW) indicated that the average annual wages of all jobs in Greenville County was \$44,096 in 2019. This average pay lags behind QCEW estimates for the U.S. (\$59,209) and Virginia (\$60,200) in 2019. Similarly, the median household income based on U.S. Census Bureau's 2019 estimates was \$50,300 in Greenville County compared to \$68,703 nationwide and \$74,222 for Virginia. This local discrepancy in wages and income follow nationwide trends where average rural wage and salary employment in rural areas lags behind urban areas. While cost of living does help to make up for some of the discrepancy in pay and lower wages can act as an incentive for new industry, better employee wages are still an area of needed growth in the county.

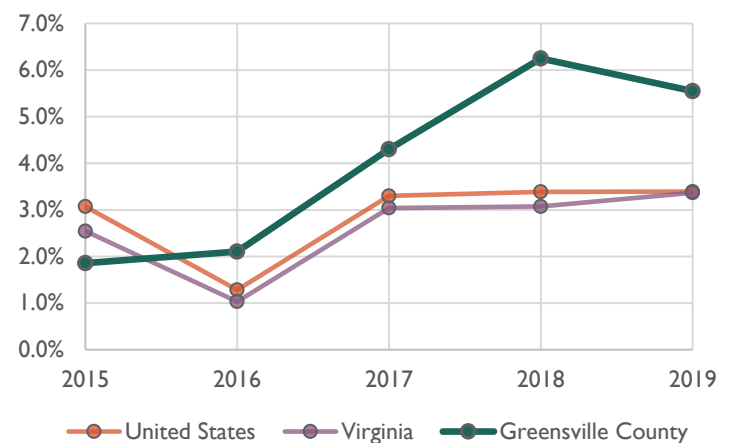
Presently, wages in the predominant industry sectors based on employment in Greenville County all have wages close to the county average. The manufacturing, health care and social assistance, and public administration sectors all have average annual wages between \$40,000 and \$45,000 annually. The administrative and support services sector appears to have annual wages above the local average (\$62,000) while the transportation, retail trade, and construction sectors all have wages below the local average.

Despite the discrepancy in wages and income compared to the state and nation, recent trends in average annual wages in Greenville County indicate positive progress. The average annual growth in annual wages in Greenville County has surpassed both Virginia and the United States in the most recent 3-year, 5-year, and 10-year periods extending to 2019. While the current average annual wage value still trails both state and national levels, recent increases in wages indicate faster growth in annual wages in Greenville County. This suggests that Greenville County should promote economic development opportunities that continue to move annual employee wages closer to the state and national averages.

Table 7.1 Annual Wage Comparisons

	Greenville County	United States	Virginia
2019 Average Annual Wages	\$44,096	\$59,209	\$60,200
3-Year Average Change	5.4%	3.4%	3.2%
5-Year Average Change	4.0%	2.9%	2.6%
10-Year Average Change	3.8%	2.7%	2.2%

Figure 7.3 Annual Percent Growth in Annual Wages



Strategies to Encourage Economic Development

1. Explore feasibility of food system planning to assist the agricultural community in taking advantage of new markets.
2. Coordinate across government departments to ensure that incentives and marketing information is made available to potential businesses and developers.
3. Continue supporting workforce development and quality of life improvements and partnerships as a foundation for economic success.
4. Coordinate and expand strategic marketing of the MAMaC facility.
5. Continue to explore opportunities for the creation of a second Greenville County Industrial Park and implement, if feasible.
6. Partner with City of Emporia and Main Street Program to develop the downtown business/commercial district and support revitalization efforts.
7. Continue to support commercial expansion efforts in the commercial hubs along I-95 in order to fully utilize this economic/transportation asset.
8. Consider developing a shared (co-working) office space, business incubator, or business coaching/mentoring programs for local entrepreneurs.
9. Formulate a “buy local” educational/marketing initiative to support local retail, restaurant, and farm market businesses.
10. Continue to work with EMPOWER to support expansion of broadband services that would increase educational and telework opportunities for residents.
11. Evaluate whether local educational opportunities include trainings targeted at telework job opportunities and identify ways to connect residents to telework jobs.
12. Consider a local study to evaluate the employment changes that have occurred with local residents since the COVID pandemic and attempt to address specific needs identified, such as extended childcare, need for broadband, or new workforce education needs.
13. Review zoning regulations to ensure regulations support economic development goals.
14. Develop internship / job shadowing program with school students and local employers to create a deeper tie between employers and county residents.
15. Recognize the education and employment profile of the current county workforce as a guide for focusing on target industries.



8

TRANSPORTATION

Fully utilize and maintain current road and rail networks while expanding public transportation opportunities and upgrading pedestrian infrastructure to ensure safe and efficient movement of goods, services, and citizens throughout Greenville County and beyond.

In this chapter:

- *Introduction*
- *Local Travel Patterns*
- *Existing Transportation Network*
- *Land Use and Planning Assumptions*
- *Transportation System Needs Assessment*
- *Strategies*



Introduction

A well-functioning transportation system is essential for ensuring the efficient movement of people and goods, enhancing quality of life, and facilitating economic growth. This chapter focuses on improving transportation safety, efficiency, and accessibility and provides guidance for transportation decisions that support the growth and development goals of the *Land Use* chapter of this Plan.

The Greenville County transportation system is comprised of multiple elements, including an interstate, principal arterial highways, secondary neighborhood and rural roads, sidewalks, parking, public transit, railroads, and a regional airport. The automobile will likely continue to be the dominant mode of travel locally, but public transit also remains an important component of the local transportation system. As such, the county is committed to providing viable transportation options for motorized vehicles while also integrating alternative transportation facilities into the road network. The county also supports access to major rail corridors to maintain the flow of resources and goods, which is a critical component of economic development in the county.

Together, each element of the county's transportation system is complementary to one another and serves the community as an integrated network. Continued maintenance, upgrades, replacement, and additions to the network ensure reliable transportation service throughout the community. Because Greenville County does not maintain any roadways, a cohesive transportation plan requires cooperation from the Virginia Department of Transportation (VDOT). This chapter serves as a guide for cooperation with VDOT as well as with neighboring localities, the Crater Planning District Commission, and other regional and state agencies.

Transportation Planning Partners

Crater Planning District Commission

The Crater Planning District Commission (CPDC) assists localities in meeting transportation challenges by providing a spectrum of transportation planning services. CPDC is responsible for regional long-range transportation planning and may also assist localities with transportation studies, plan updates, technical assistance, and administration.

Virginia Department of Transportation

The Virginia Department of Transportation is responsible for building, maintaining, and operating the state's roads, bridges, and tunnels. Greenville County is a part of VDOT's Hampton Roads District. The district includes nine counties and eleven cities with Greenville County being the westernmost locality in the district. The district includes 720 miles of primary roads, 4,000 miles of secondary roads, and 160 miles of interstates.

Greenville County

Greenville 2040 Comprehensive Plan: Transportation

ROADS

44,000

ANNUAL AVERAGE DAILY TRAFFIC ESTIMATE ON I-95 IN GREENVILLE COUNTY

(2019 VDOT)

18%

PROPORTION OF TRUCK TRAFFIC ON I-95

(2019 ACS)

15,000

ANNUAL AVERAGE DAILY TRAFFIC ESTIMATE ON US 58 IN GREENVILLE COUNTY

(2019 VDOT)

84.8%

SHARE OF RESIDENTS DRIVING ALONE TO WORK

*STATE: 79.3%

(2019 ACS)

753

VDOT MAINTAINED LANE MILEAGE

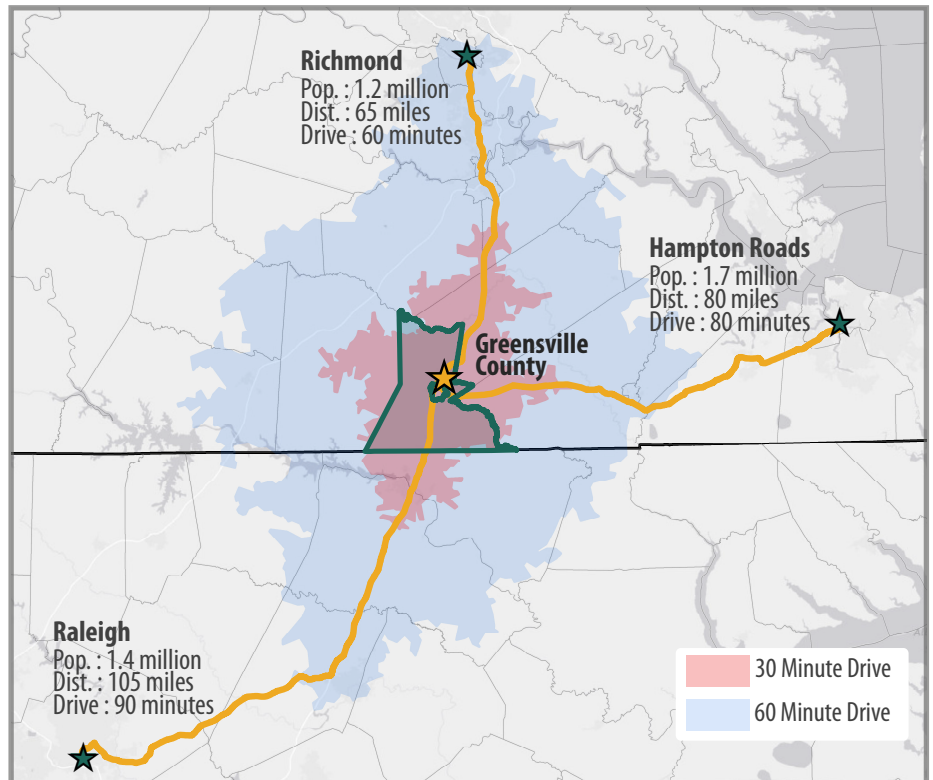
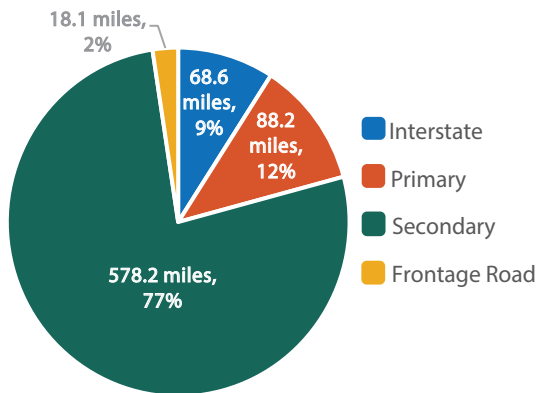
(2019 VDOT)

79

TOTAL NUMBER OF BRIDGES

(2019 ACS)

VDOT MAINTAINED LANE MILEAGE BY ROAD TYPE



*DISTANCES AND TRAVEL TIMES MEASURED FROM GREENVILLE COUNTY GOVERNMENT COMPLEX

OTHER MODES

16

TOTAL ROUTE MILES OF ACTIVE FREIGHT RAILROAD

(2019 VA DRPT)

8.8%

PROPORTION OF COUNTY HOUSEHOLDS WITH NO VEHICLE AVAILABLE

*STATE: 6.1%

(2019 ACS)

7,825

RIDERSHIP ON GREENVILLE-EMPORIA TRANSIT IN FY 2019

(2019 VA DRPT)

897

ANNUAL FLIGHTS AT EMPORIA-GREENVILLE REGIONAL AIRPORT IN 2020

(2019 FAA)

Local Travel Patterns

Commuting patterns and socioeconomic factors are important considerations for the local transportation system. As documented in the *Economy* chapter, only 668 individuals both live and work in Greenville County. Approximately 3,775 county residents commute outside of Greenville County for work, primarily to the City of Emporia, while 2,434 individuals commute into Greenville County from the surrounding region. Also, as noted in the *Housing* chapter, the county population ages 65 and over is projected to grow by about 12.4% through 2040, which will influence future transportation needs.

Currently, driving is the primary mode of local transportation in Greenville County. An estimated 92.7% of workers in Greenville County relied on a motorized vehicle (drove alone or carpoled) to get to work. The remaining percentage of county residents relied on other means of transportation. Recent changes initiated by the Covid-19 pandemic may have further increased the amount of local workers opting to work from home. These commuting pattern changes are not yet documented in the most recent version of the ACS 2019 data. Additionally, the percentage of households in the county without a vehicle (8.8 percent) is slightly higher than the state average. These socioeconomic trends suggest the need for a variety of mobility options in Greenville County. In higher density areas, this includes supporting improved pedestrian and bicycle facilities to access community amenities as well as improvements to the local public transit system to expand access.

Table 8.1 Means of Transportation to Work of Greenville County Residents

Means of Transportation to Work	Greenville County	Virginia	City of Emporia
Car, Truck, or Van-Drove Alone	84.8%	79.3%	82.0%
Car, Truck, or Van-Carpoled	7.9%	9.0%	6.6%
Public Transportation	0.5%	2.9%	0.5%
Walked	0.2%	1.8%	2.2%
Other Means (Taxi, Motorcycle, Bicycle)	5.8%	1.7%	7.2%
Worked From Home	0.8%	5.3%	1.5%

Source: ACS 2019 5-Year Est.

Table 8.2 Share of Greenville County Households with Vehicles Available

Households with Vehicles Available	Greenville County	Virginia	City of Emporia
No Vehicles Available	8.8%	6.1%	21.2%
1 Vehicle Available	27.0%	30.1%	35.5%
2 Vehicles Available	28.6%	38.1%	28.3%
3 or More Vehicles Available	35.6%	25.7%	15.0%

Source: ACS 2019 5-Year Est.

Existing Transportation Network

Roadway Network

The primary mode of transportation in the county, driving, depends on access to private vehicles and the county road network. As of 2020, Greenville County contained 752.4 lanes miles of roads in the VDOT system (See Table 8.3). For a rural community, Greenville County has relatively few unpaved publicly maintained roads. However, the county has a large amount of unpaved private driveways, access roads, and 4WD roads accessing parts of the county where publicly maintained roads are not present.

Functional Classification

VDOT, in cooperation with the Federal Highway Administration, has classified all public roads and highways in Greenville County into seven categories: interstate, other freeway, principal arterial, minor arterial, major collector, minor collector, and local roads. Some routes have more than one classification depending where along that route is being referenced. VDOT provides design standards to guide the development of any public roadway based on the proposed road’s classification and use.

- **Interstate Highways:** Designed to carry a large volume of through-traffic to and from large cities. They form a national network of multi-lane, limited-access highways that carry traffic at relatively high speeds.
 - *Example:* Interstate-95
- **Other Freeway:** Carry large volumes of traffic along a divided, limited-access highway. These are often bypasses that keep through traffic off of local roads.
 - *Example:* US Route 58 Bypass through Emporia
- **Principal Arterials:** Serve a substantial amount of traffic of moderate trip length as well as connecting smaller local routes. These routes are typically four lanes in width.
 - *Example:* US Route 58

Table 8.3 Lane Mileage of Greenville County Road Network

Greenville County Lane Mileage 2020	
Interstate Highway	68.56
Primary Highway (Arterials)	88.19
Frontage Roads	17.88
Secondary Roads (Collectors)	577.3
<i>Hard Surfaced</i>	558.6
<i>Unpaved</i>	18.7
Total Lane Mileage	752.4

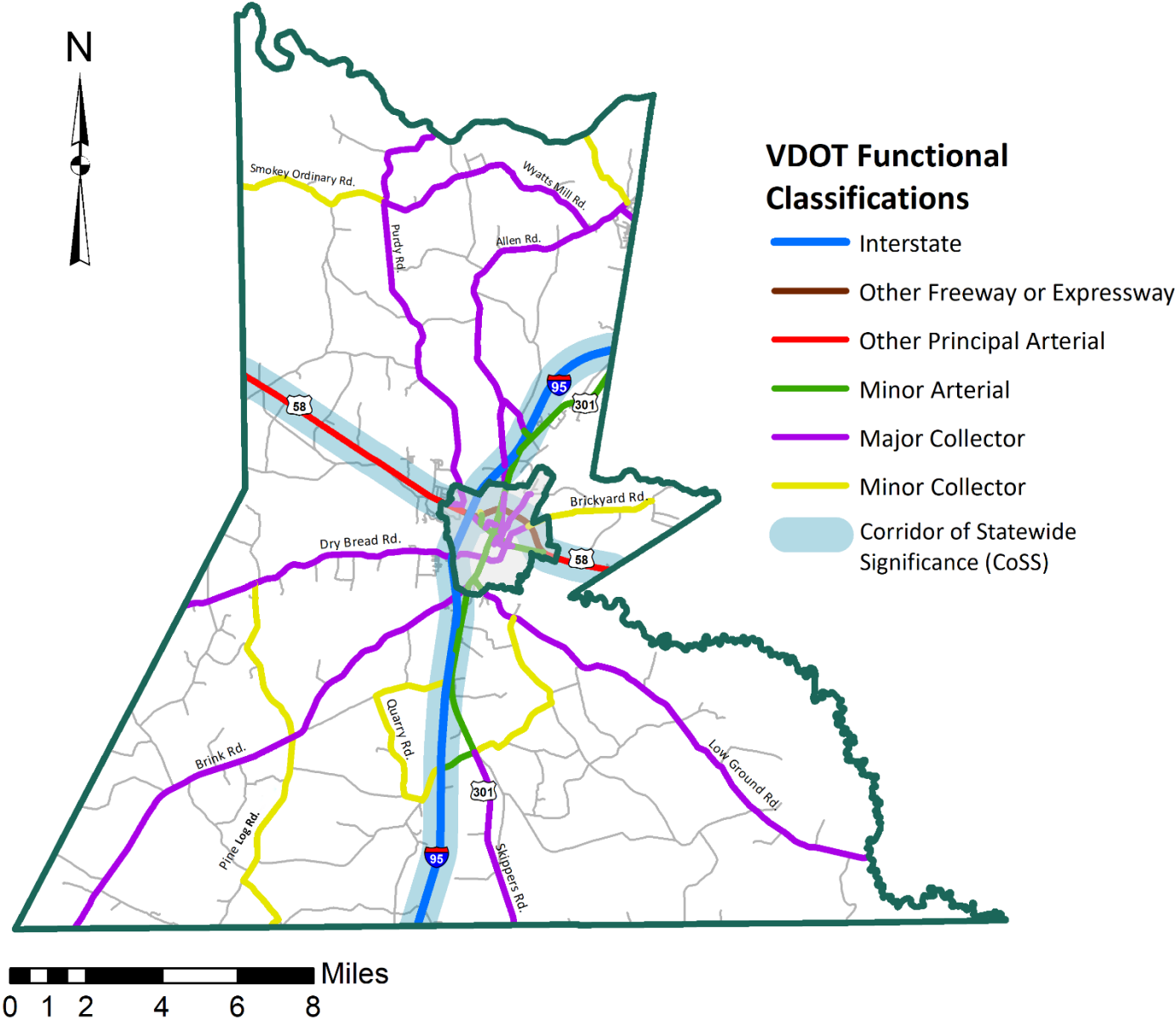
- **Minor Arterials:** Part of a highway network that links towns, activity centers, and other traffic generators. They also connect to principal arterials and/or interstates.
 - *Example:* US Route 301
- **Major Collectors:** Provide connections to towns and activity centers and serve as intra-county travel corridors.
 - *Examples:* Allen Road, Brink Road, Dry Bread Road, Low Ground Road, Purdy Road, Skippers Road, Wyatts Mill Road
- **Minor Collectors:** Collect traffic from local access roads, rural hubs, and local traffic generators and connect to a major collector
 - *Examples:* Brickyard Road, Pine Logging Road, Smokey Ordinary Road

Corridors of Statewide Significance

Corridors of Statewide Significance (CoSS) are defined as “an integrated, multimodal network of transportation facilities that connect major centers of activity within and through the Commonwealth and promote the movement of people and goods essential to the economic prosperity of the state.” CoSS are an important component of the statewide multimodal transportation plan – VTrans. Greenville’s CoSS, I-95 and US 58, are the only routes that are part of the National Highway System in the county.

- 1. **Washington to North Carolina Corridor (I-95):** As the primary corridor for the East Coast of the United States, the corridor serves as one of the state’s main through corridors for passengers and freight. I-95 is a four-lane highway in Greenville County and CSX also provides rail transportation along the corridor. As a parallel corridor to I-95, US 301 is also considered a part of the Washington to North Carolina Corridor.
- 2. **Southside Corridor (US 58):** The corridor runs east to west for more than 500 miles in southern Virginia, making US 58 a major corridor for this portion of the state. The corridor provides connections to all of Virginia’s major north-south corridors. The corridor also provides access to Virginia’s port facilities.

Map 8.1 Functional Classification of Greenville County Road Network



Traffic Volumes

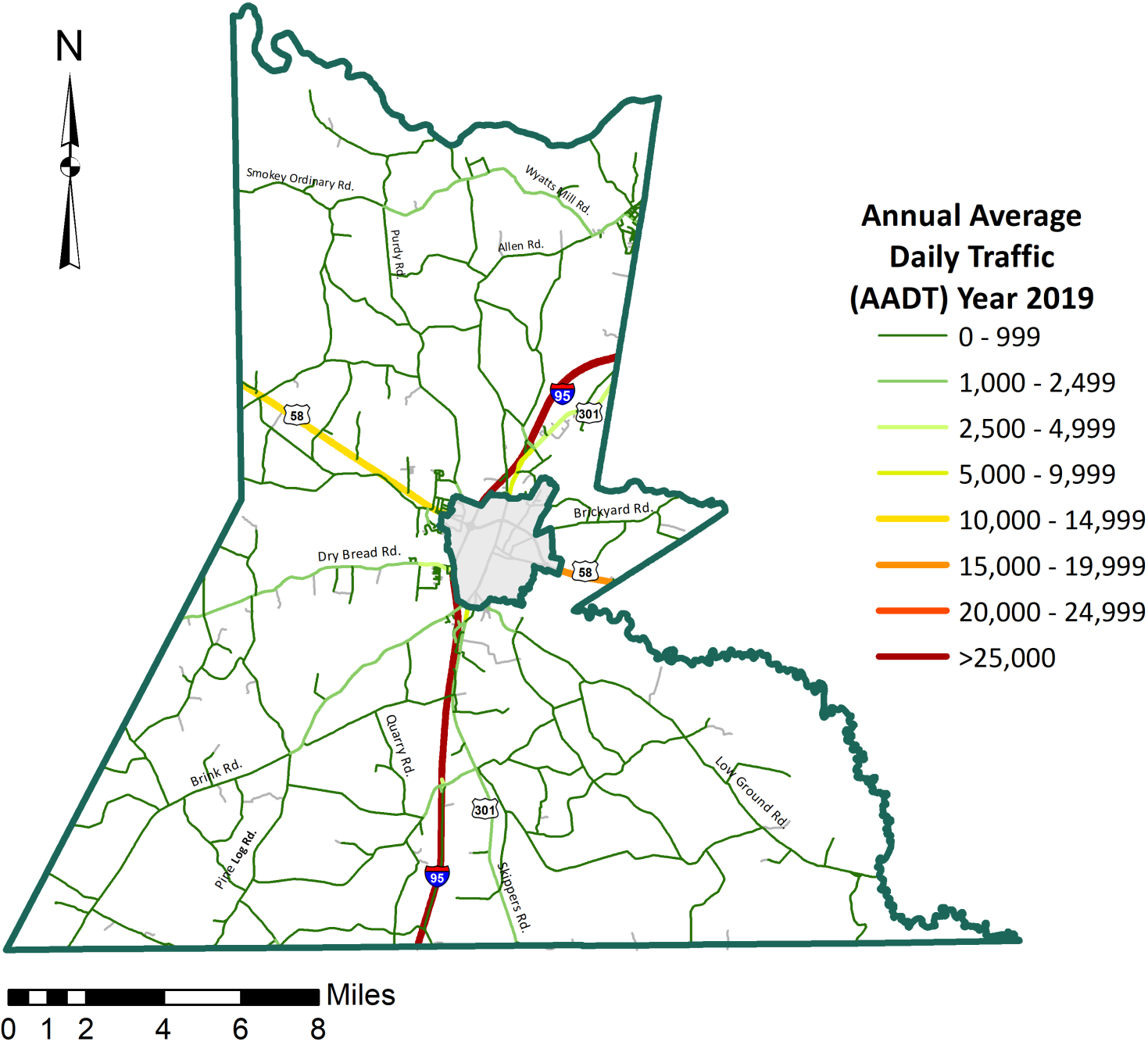
Generally, traffic volumes throughout Greenville County are minimal to moderate, and roadway congestion is infrequent. (See Transportation System Needs Assessment). For the purpose of this chapter, traffic volumes are measured in units of Average Annual Daily Travel (AADT), using the 2019 Virginia Department of Transportation Daily Traffic Volume Estimates. In 2019, the highest average traffic volumes in Greenville County were on I-95 and the segment of US 58 directly to the east of Emporia. Additionally, the Daily Vehicle Miles Traveled (DVMT), which estimates the total mileage driven on county roads each day, was 893,419 miles in 2019. Based on the DVMT data, 73% of the daily miles driven by vehicles in Greenville County occur on interstate highways (I-95). The remaining DVMT was divided into 14% of all miles driven on primary roads and 13% of all miles on secondary roads.

Table 8.4 Annual Average Daily Traffic (AADT) 2019 of Greenville County Road Network Residents

Road	AADT Volume (*AADT represents most traveled segment)				% Change, 2005-2019
	2005	2010	2015	2019	
Interstate					
I-95	39,000	40,000	43,000	44,000	12.8%
Principal Arterial					
US 58	16,000	16,000	14,000	15,000	-6.3%
Minor Arterial					
US 301	6,100	5,900	6,500	5,800	-4.9%
Major Collector					
Dry Bread Rd (SR-611)	3,900	3,300	2,600	2,600	-33.3%
Slagles Lake Rd (SR-610)	2,400	2,200	2,200	2,200	-8.3%
Brink Rd (SR-627)	2,300	2,300	2,000	1,900	-17.4%
Moore's Ferry Rd (SR-629)	1,400	1,400	1,800	1,800	28.6%
Wyatts Mill Rd (SR-608)	1,300	1,100	1,500	1,500	15.4%
Low Ground Rd (SR-730)	1,600	1,500	1,300	1,300	-18.8%
Otterdam Rd (SR-614)	840	750	1,200	1,200	42.9%
Purdy Rd (SR-619)	1,200	1,100	1,100	1,100	-8.3%

VDOT AADT Data (Estimates-May not reflect actual traffic counts)

Map 8.2 Annual Average Daily Traffic (AADT) 2019 of Greenville County Road Network

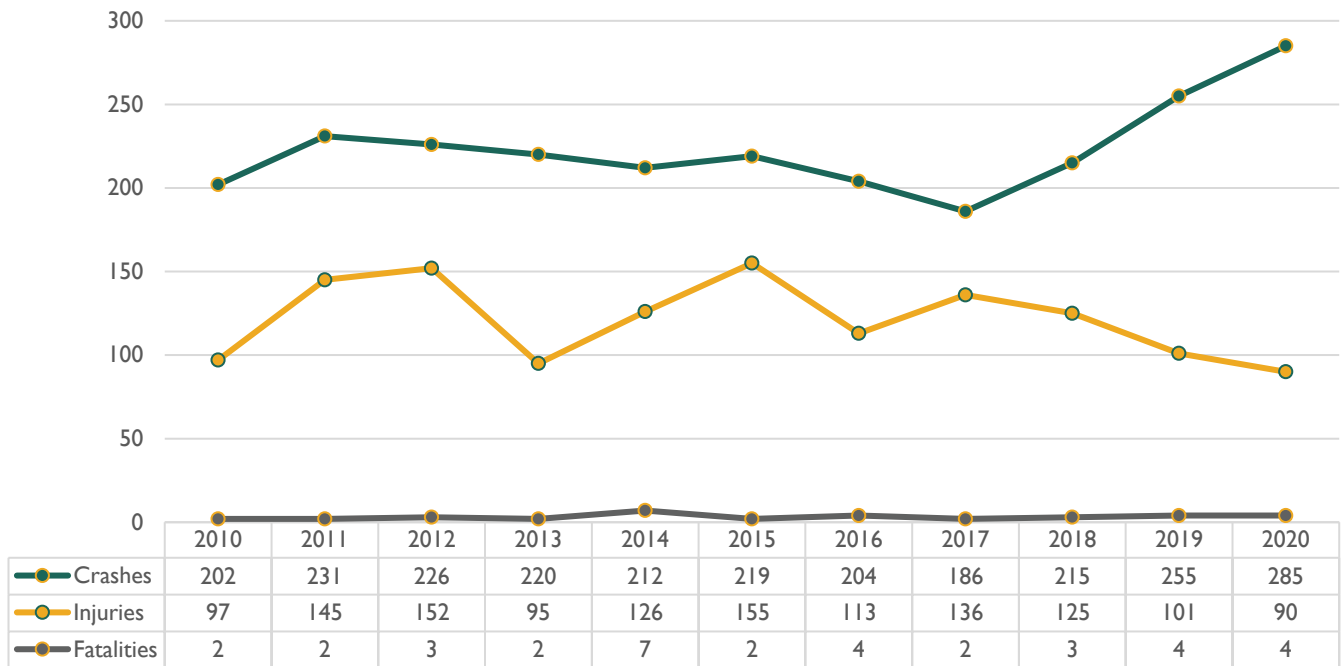


Safety

Local crash data from the Virginia Department of Motor Vehicles (DMV) reports a recent increase in the number of crashes occurring in the county since 2017. The number of crashes with injuries or fatalities, however, has not increased. Since 2010, Greenville County has had an average of 223 traffic crashes annually, including 121 crashes with injuries and three (3) with fatalities. This recent increase in traffic crashes follows similar statewide trends.

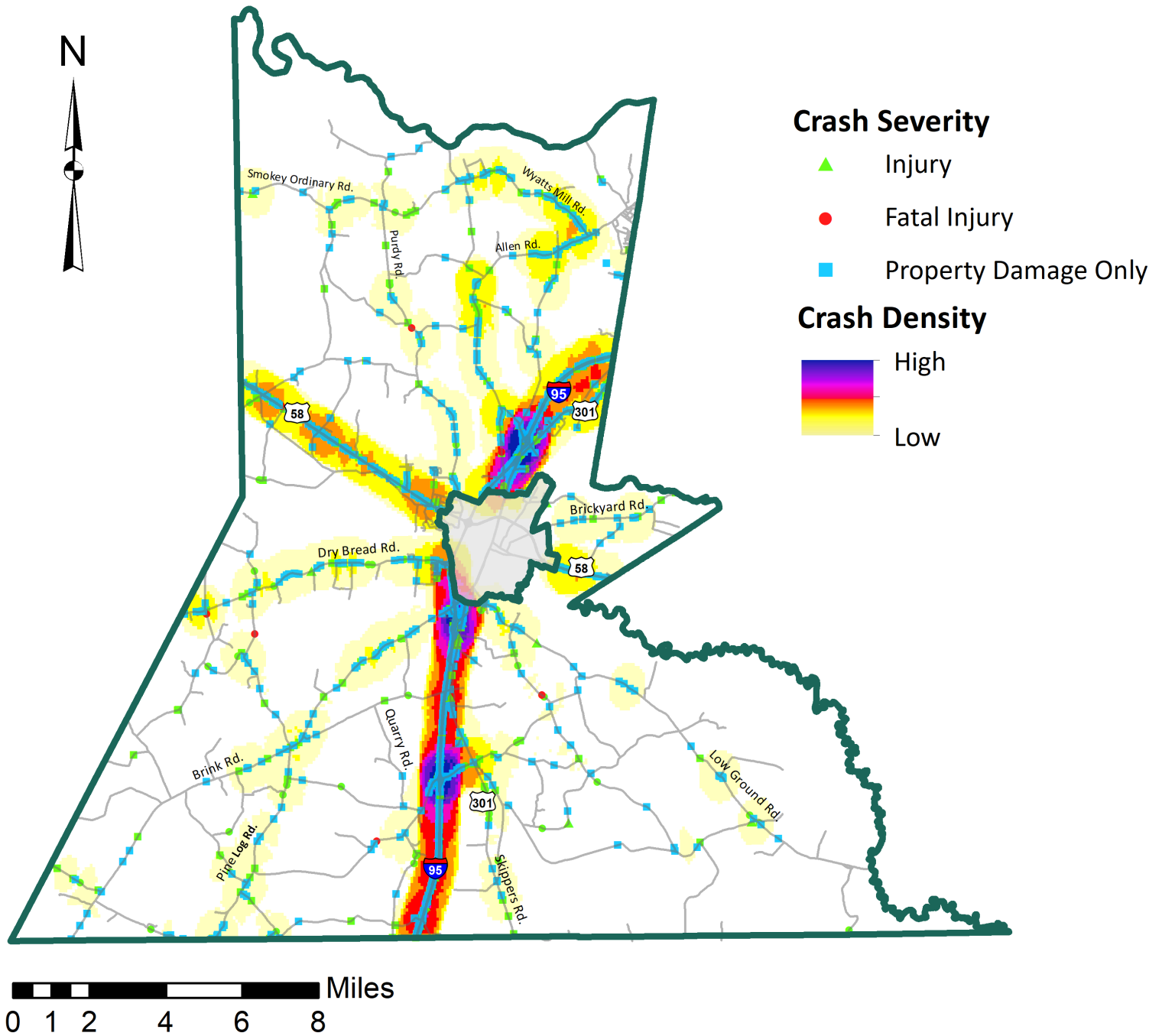
VDOT traffic crash data shows that most crashes are concentrated on the interstate and primary network, which are the county’s most traveled roads. I-95 in Greenville County sees the highest frequency of major crashes, often involving trucks and other heavy vehicles. Beyond the interstate system, crashes and incidents in the county also cluster around larger intersections and rural collector roads with higher volumes. These areas are visible in the density map (See Map 8.3).

Figure 8.1 Annual Traffic Crashes on Greenville County Roads



Source: Virginia State Police

Map 8.3 Location and Density of Traffic Crashes in Greenville County

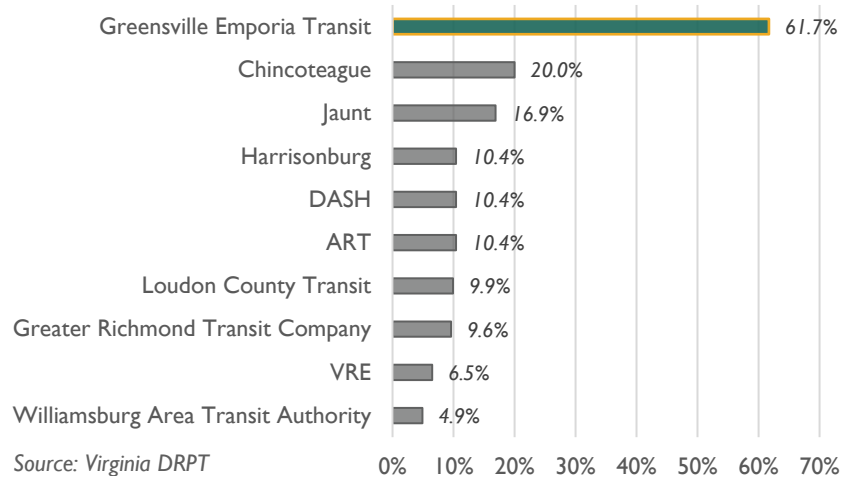


Public Transit

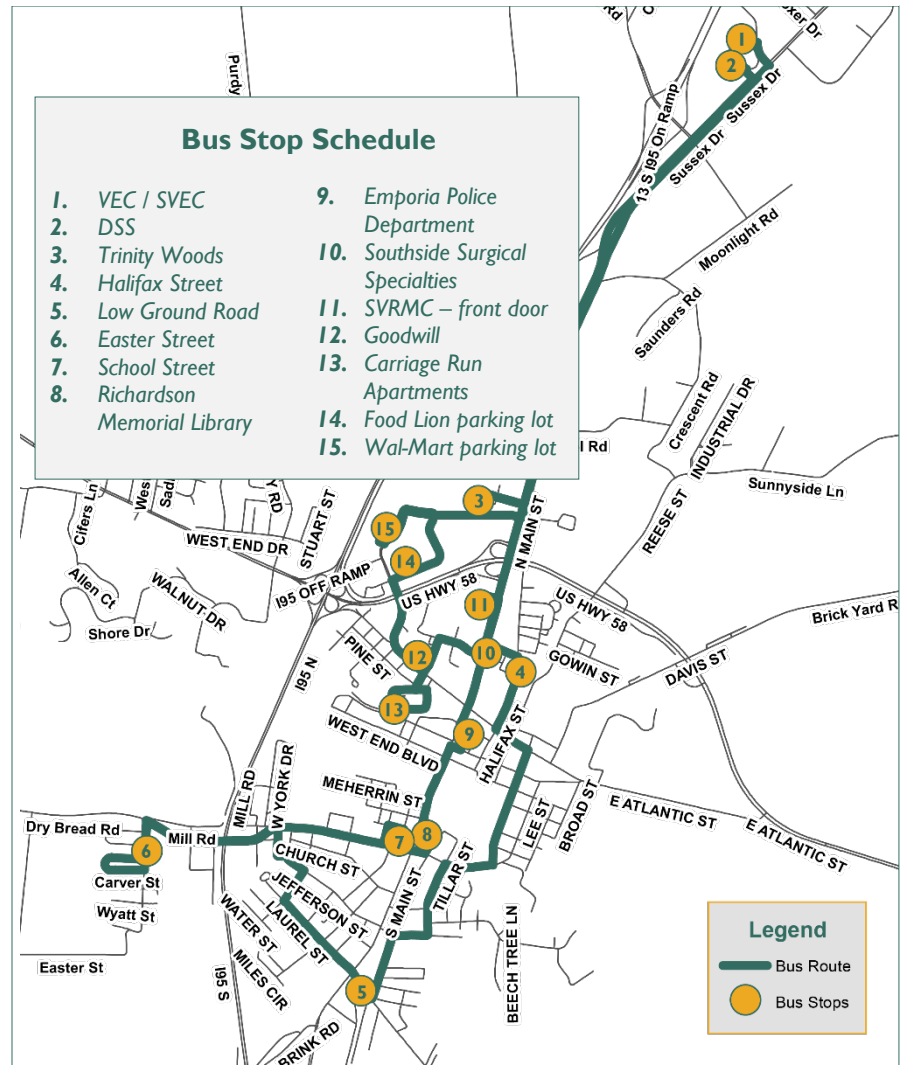
The Greenville Emporia Transit system (GET) provides public transportation in Greenville County and the City of Emporia. The Greenville County Department of Public Transportation, in partnership with the City of Emporia, operates the transit system, which opened in 2017. Bus service operations serve a 20-mile fixed route that circulates hourly on weekdays from 7:00 a.m. to 7:00 p.m. to connect various destinations within Emporia and nearby Greenville County to the Greenville County Government Center. According to the Virginia Department of Rail and Public Transportation (DRPT), ridership on the GET was 3,946 in FY 2018 (8 months of operation) and 7,825 in FY 2019. Ridership in FY 2020 was impacted dramatically by the Covid-19 pandemic, however through February of 2020, GET experienced a 61.7 percent increase in transit ridership, which was the largest increase of any transit agency in Virginia.

Despite the challenges created by the pandemic, public transportation should continue to be a priority in Greenville County and the City of Emporia. Ridership trends have demonstrated strong yearly growth and should continue to be tracked. Opportunities to expand bus service and offer demand-response service have been explored in Greenville County in the past and should be reconsidered as ridership grows. This includes adding service to high residential density areas and activity centers near Emporia like the Brook Ridge Apartments and the Greenville County Industrial Park. Additionally, the county should continue to actively market this transportation service and ensure that all maps and schedules are up to date and available for residents.

Figure 8.2 Top 10 Transit Agencies in Virginia with FY 2020 Ridership Increases



Map 8.4 Greenville Emporia Transit System Route Map



Pedestrian/Biking

Like most other rural counties, Greenville County has only a limited number of sidewalks and designated bikeways. The county has recently made sidewalk improvements to connect neighborhoods and schools to existing sidewalks in the City of Emporia. Sidewalks along US 301 connect Greenville Elementary School with the City of Emporia. As of 2021, a new sidewalk along US 301 from Greenville Elementary School north to Crescent Road is almost complete. Recent improvements in the Washington Park neighborhood also include sidewalks along Easter Street and Dry Bread Road, which connect to existing sidewalks in Emporia. Greenville County has received funding to construct a sidewalk along US 301 from the Brook Ridge Apartments north to the City of Emporia. The Town of Jarratt also has a small network of sidewalks in residential neighborhoods and the commercial district on Jarratt Avenue.



Bicycle usage in Greenville County is hindered by a lack of on-road facilities and safety concerns. VDOT's inventory of statewide bicycle facilities only designates a small section of the paved shoulder of US 58 west of Emporia in Greenville County as a bicycle facility. While some of the county's quiet rural roads are well suited for advanced cyclists, there are no dedicated bike trails available within the county. VDOT and the Department of Conservation and Recreation have, however, recommended the development of the Beaches-to-Bluegrass (Tobacco Heritage Trail) multi-use trail along the Virginia Beach-Lake Gaston water pipeline through the county. More information on this trail is located in the *Quality of Life* chapter.



Source: Paul Perry via Airport-Data

Airport

The Emporia-Greenville Regional Airport (EMV) is a publicly owned airport located in Greenville County three miles east of the Emporia corporate limits on US Route 58. The airport is owned by Greenville County and the City of Emporia and is operated and maintained by the Emporia-Greenville Airport Commission. The airport features one lighted, hard-surface runway 5,044 feet long by 100 feet wide. The Virginia Air Transportation System Plan classifies the airport as General Aviation Regional (GR), meaning that the airport can serve a large market area and offers the full range of services and facilities necessary for general aviation activity including jet fuel, full-service fixed based operators, hangars, and a general aviation terminal building.

The airport averages approximately 1,000 general aviation operations (flights) annually. Though 2020 saw a slight decline to 897 operations, the Virginia Air Transportation System Plan forecasts that the airport will have around 2,000 annual aviation operations by 2037. To accommodate for growth, the airport recently opened a new hangar in 2020 that was jointly funded by the Federal Aviation Administration (FAA), the State of Virginia, Greenville County, and the City of Emporia. The construction of this hangar will allow the airport to maintain at least 10 based aircraft at the airport which will qualify the airport for annual entitlement money from the FAA. If additional services are needed, airports in Richmond (1 hour away), Norfolk (1.5 hours away), and Washington, D.C. (3 hours away) can accommodate a wide range of air transportation needs.

Overall, the airport serves an important role in helping to sustain and attract businesses to the area. Currently, traffic at the airport includes visiting executives of companies with a presence in the area, such as Dominion Energy. The county should continue to support the maintenance of the airport and market its presence as an asset for new and existing businesses in Greenville County.

Rail Transportation

Railroads are an important part of the history of Greenville County and the founding of Emporia. Today, access to a major railroad corridor running through the county remains an important economic asset. The CSX “A” Line Railroad, which dates back to the Petersburg Railroad originally constructed in 1833, runs approximately 16 miles north and south through the county parallel to US 301. The railway runs the length of the east coast and supports significant freight train traffic as well as daily Amtrak passenger trains. The closest passenger train stations to the county are in Petersburg and Rocky Mount, North Carolina. The county also has multiple active rail spurs serving the freight needs of local businesses in the Greenville County Industrial Park and Skippers Quarry. With the exception of a 6.5-mile single-track section from the Greenville Industrial Park south to the City of Emporia, most of the railroad through Greenville County is double-tracked. To ensure the safe and reliable movement of freight and passenger trains, these rights-of-way should be maintained and protected from intrusion by neighboring developments.



In the extreme southeastern portion of the county, a small section (0.25 miles) of a CSX railway that spurs off the main CSX “A” Line in Roanoke Rapids, North Carolina, to Norfolk, Virginia provides freight connection to the Port of Virginia. The county previously had a railway operated by Norfolk Southern running west to east through the county from Lawrenceville in Brunswick County directly to the ports in Norfolk. A 54-mile section of the railway west of the City of Franklin through Greenville County was discontinued in 2014 due to declining traffic and growing bridge rehabilitation costs. Greenville County should collaborate with neighboring localities, Norfolk Southern, and the Virginia Department of Rail and Public Transportation to maintain and protect the railroad right-of-way for the potential return of rail service or as a greenway.

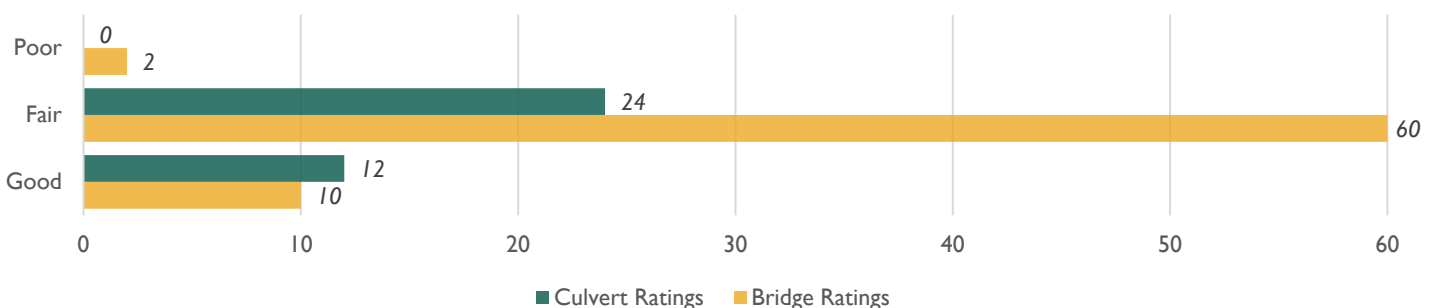
Bridges

There are 72 bridge structures and 36 culverts in Greenville County, including many “low-water crossings”. This also includes 14 bridges built before 1940, with the oldest bridge in the county being the Skippers Road (US 301) bridge over Fountain Creek that was built in 1928. The age of the county’s bridge and culvert network adds an additional challenge in maintaining and upgrading the county’s road system. With some bridges that are old and past their intended use period as well as other low-water bridges that are covered by water several times per year, bridges will continue to need frequent inspections and replacement throughout the county.



Poor Bridge Ratings (2):
 -Moonlight Road (616) over Three Creek
 -Moores Ferry Road (629) over I-95

Figure 8.3 Bridge and Culvert Ratings in Greenville County



Source: VDOT

Land Use and Planning Assumptions

The scale and character of future growth and change in the county directly impacts the functionality of the local transportation network. Changes in land use, demographics, employment, and demand for public facilities all help to inform potential improvements to the transportation system. The land use, growth, and demographic assumptions used to identify the transportation needs in the following section are outlined in previous chapters of the Comprehensive Plan. The following background land use and planning information helps to identify transportation needs in the county:

VTrans 2045

General

- This Comprehensive Plan, *Greenville 2040*, designates a new Urban Development Area (UDA) that requires coordination with the Virginia Department of Transportation (VDOT).
- Greenville County has two (2) Corridors of Statewide Significance (CoSS) (I-95 and US 58).
- Greenville County has ten (10) business-ready sites identified as Industrial and Economic Development Areas (IEDA) of at least Tier 3 or higher that may require transportation improvements if developed.

Economic Profile

- Potential industrial development (specifically the Mid-Atlantic Advanced Manufacturing Center-MAMaC) could require expanded traffic capacity and intersection improvements on secondary roads.
- Greenville County's proximity and accessibility to three large urban areas with large airports and ports offer a local economic advantage for future business development.

Population and Demographics

- Limited projected population growth through 2040 is unlikely to drive growth in local transportation demand.
- Greenville County has a sizable senior and low-income population that may depend on improved public transit and other modes of affordable and accessible transportation.

Commuter Characteristics

- Many Greenville County residents commute to and from the City of Emporia.
- Greenville County residents often travel to larger market areas for shopping, healthcare, and entertainment facilities.
- Expanding broadband access throughout the County may make telecommuting more viable for county residents

Land Use

- Greenville County will remain largely a rural community with limited residential and commercial development outside of defined growth areas.
- Greenville County has experienced limited residential or commercial growth in the past decade.
- Most new development will occur around the City of Emporia, in the Town of Jarratt, and in the County's rural hubs.
- Interstate interchanges and major arterial roads is where commercial development is most viable.

Public Input

- Road maintenance is the most pressing transportation need in the County.
- Trail connectivity, public transit, and sidewalks were all identified as important needs in the County.
- Signage and wayfinding improvements can help to capitalize on traffic passing through the County.
- The lack of mowing and vegetation clearing along rural roads is a concern.

Recent Plans and Studies

Recent plans, studies, and initiatives that inform local transportation planning decisions include:

VTrans

VTrans is Virginia’s statewide transportation plan that provides a general vision for transportation in the Commonwealth. VTrans 2045 is currently being developed with both Mid-term needs (0-10 years) and Long-term needs (0-20+ years) to help guide local transportation investment based on ongoing trends, challenges, and opportunities. VTrans includes two identified mid-term needs: the first is a segment of northbound I-95 just to the south of the City of Emporia and the other is a segment of southbound I-95 just to the south of the Otterdam Rd. interchange. The noted needs for these two segments are congestion mitigation, rail on-time performance, and transportation demand management (same needs for both).

Interstate 95 Corridor Improvement Plan

This plan was completed in September 2021 by the Commonwealth Transportation Board, VDOT, Office of Intermodal Planning and Investment, and the Department of Rail and Public Transportation. The plan focuses on identifying key problem areas along the statewide I-95 corridor and identifies operational, multimodal, and capital improvements – and additional areas for further study. The plan identifies several funded projects for Greenville County, including joint closures and rigid overlays for 13 bridge structures.

US 58 Arterial Management Plan

Completed in September 2018 by VDOT, this plan emphasizes ensuring safety and preserving capacity along the 70 miles of the US 58 corridor from Greenville County to the City of Suffolk. The plan provides specific recommendations for each intersection and segment of US 58 in Greenville County to mitigate safety deficiencies and improve capacity along the roadway.

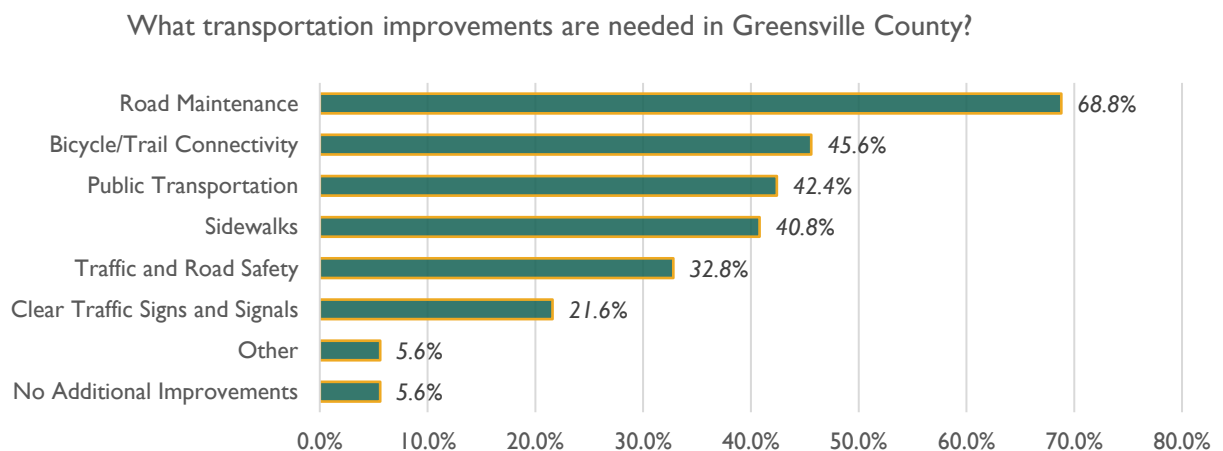
Beaches-to-Bluegrass Trail Master Plan

This plan was completed in January 2015 by VDOT and the Department of Conservation and Recreation. It recommends a trail route for transportation and recreation purposes for non-motorized users such as walkers, joggers, hikers, bicyclists, and equestrians. The long-term goal of the plan is to establish a multi-use trail from Virginia Beach through Greenville County to Cumberland Gap. The plan proposes an off-road route along the Virginia Beach pipeline right-of-way as well as an interim on-road route through Greenville County.

Crater Planning District Commission Rural Long Range Transportation Plan

This plan was completed in 2012 by the Crater Planning District Commission and VDOT and provides specific transportation recommendations for the transportation system within the rural areas of the region. It identifies specific transportation deficiencies in Greenville County. Some of these deficiencies have been addressed while others are still outstanding.

Figure 8.4 Public Survey Response to Transportation Improvements



Transportation System Needs Assessment

This section compares the existing transportation network, network deficiencies, and proposed improvements with future land use policies to anticipate future transportation system needs. Specific transportation deficiencies are based on current conditions, public input, and projected future conditions. This is followed by a list of recommended projects to address transportation needs. Understanding existing and future conditions of the transportation system helps to identify specific improvements that may be needed in the next twenty years.

Transportation System Needs

The various needs that are expected to arise are detailed below.

Safety Deficiencies

Roads in Greenville County include a variety of safety deficiencies. The presence of the interstate and two major arterial roads means that there is a concentration of crashes along specific corridors in the county. Beyond the interstate and highway system, traffic incidents are clustered at major intersections and along rural roads with safety deficiencies. For example, many rural roads are narrow and lack adequate signage that may pose a safety risk. VTrans identifies multiple road segments throughout the county with safety improvement needs that should help guide the local prioritization of future transportation projects. Road widening, signage, and wayfinding improvements along rural roads can also improve safety and the reliability of travel throughout the county.

Traffic Generators and Attractors

Key traffic generators and attractors in Greenville County are medium to large employers, recreation facilities, schools, and shopping centers. As the county considers developing the MAMaC site and constructing or renovating the high school, transportation infrastructure must also be a consideration. This also includes the ten (10) Industrial and Economic Development Areas (IEDA) sites identified by VTrans 2045 as business-ready locations that may need transportation improvements. Creating, improving, and maintaining transportation routes from IEDA sites to Corridors of Statewide Significance remains an important focus of future transportation improvements in VTrans 2045. If an IEDA site is developed for industrial or commercial use, then transportation improvements to the surrounding area will be a priority for the county. Accordingly, the county should focus future transportation infrastructure improvements in and around the key employment areas to increase the economic development potential and allow for safe and efficient movement of people and goods.

Freight Transport

Industry, manufacturing, logging, and agriculture are all central components of the local economy that require the movement of raw materials and produced goods. The recent decommissioning of the Norfolk Southern railroad in Greenville County places increased pressure on truck traffic along US 58 to connect Greenville County with the Port of Virginia. Additionally, expanding and maintaining railroad spur connections to the CSX railroad remains a challenge due to the high amount of train traffic along the corridor. To maintain the viability of local industries, the county must maintain adequate connections to rail and highway connections to continue the flow of goods in and out of the county.

Access Management

With a few main transportation corridors and intersections that support most of the major activity areas in the county, access management techniques ensure that traffic can move smoothly and there are fewer vehicle conflicts. In coordination with VDOT, access management policies help to preserve the functionality of the local roadway system. Strategies to consider when approving new developments can include:

- *Increased spacing between signals and interchanges*
- *Appropriate driveway location and spacing*
- *Exclusive turning lanes that remove stopped vehicles from through traffic*
- *Median treatments*
- *Use of service roads to connect local uses*
- *Limit right-of-way access to highways*

Bike and Pedestrian Facilities

The county has limited on-street pedestrian facilities (sidewalks) and no dedicated bike paths. While there are some sidewalks in the Town of Jarratt and a growing network of sidewalks around the City of Emporia, public input prioritized better sidewalks and trail connectivity. In addition to providing more options for residents to travel local destinations, these facilities help to promote health and wellbeing in the community. ADA accessibility further serves as a reason to improve and construct sufficient paths and sidewalks.

VDOT's requirement for subdivision streets to be included in the state secondary system means sidewalks must be included in all new subdivision streets. However, the county in partnership with VDOT, the Town of Jarratt, and the City of Emporia should work to develop an alternative transportation network. Additionally, there are very few crosswalks and pedestrian signals even where sidewalks are present. Across major roads (US 58 and US 301) and near public schools, investment in crosswalks and signals will significantly improve safety for pedestrians in high risks locations.



Public Transit

Greenville County has a new transit system with growing ridership, however most of the county is not served by the public transit system. In both the public survey and workshops, the community also expressed the desire for alternative transportation options, such as taxis and on-demand public transportation. Furthermore, a growing senior population in the county will create a demand for transportation services that provide on-demand personal, medical, and recreation trips. Promoting ridesharing and exploring public transportation options, such as carpools, vanpools, park and ride, for areas beyond the City of Emporia area will benefit many residents of the county. Additionally, the county and the City of Emporia lack any intercity bus or rail service to nearby urban areas. Partners in this effort to improve public transit can include the Crater PDC, the City of Emporia, neighboring counties, and the Virginia DRPT.

Maintenance

County residents have expressed the lack of maintenance and poor visibility along many rural roads in the county. This includes potholes and overgrown vegetation in the road right-of-way. Additionally, a review of the county's inventory of bridges and culverts shows that many of the structures are past their projected use period. Inspections of several VDOT bridges have also revealed that some are in poor condition, and many others are in fair condition. While the county has worked with VDOT to reconstruct some bridges, bridge replacement and road maintenance should remain a priority not only for vehicle safety but also to maintain reliable emergency vehicle access. Ongoing repairs and fixes of road surfaces should also be considered part of routine maintenance in the county.

Autonomous, Shared-Use, and Electric Vehicles

The technology of transportation is quickly changing and is a relevant component of future transportation improvements. Autonomous (self-driving), shared-use, and electric vehicles all represent new technologies that Greenville County should accommodate. For example, with a large amount of traffic passing through the county, future improvements to expand electric vehicle charging capabilities will likely be necessary. Also, as the county continues to rely on the movement of freight in and out of the area, accommodating autonomous vehicles may improve local business opportunities. Finally, shared-use vehicles may also provide opportunities to improve mobility for residents.

Programmed Projects

The county works with VDOT and other transportation planning agencies in the region to identify roadway deficiencies and necessary improvements. The county annually analyzes transportation priorities to meet the short- and long-term goals of the community. VDOT's Six-Year Improvement Program (SYIP) outlines planned spending for transportation projects proposed for construction or study within a six-year horizon. Projects currently programmed in the SYIP for Greenville County are shown in the table below.

Table 8.5 Programmed SYIP VDOT Project FY 2022



UPC	Description	Estimate	Previous	FY22	FY23-27	Balance
		(Values in Thousands of Dollars)				
103584	US 301(N) sidewalk from Crescent Road to Greenville Elementary <i>(Complete)</i>	\$833	\$833	\$0	\$0	\$0
115507	US 301(S) sidewalk to Brookridge Apartments <i>(Funded through SMART Scale)</i>	\$577	\$0	\$50	\$527	\$0
12993	Bridge replacement on Otterdam Rd (Rte. 614) <i>(Complete)</i>	\$3,283	\$3,283	\$0	\$0	\$0
104362	Reconstruction of 4.2 mile segment of Otterdam Rd (Rte. 614) north of I-95 <i>(Complete)</i>	\$8,709	\$8,709	\$0	\$0	\$0
84027	Reconstruction of 0.5 mile segment of Independence Church Rd (Rte. 633) near Brink Rd	\$1,017	\$1,932	\$32	\$161	-\$1,108
119784	Moore's Ferry Rd. bridge over I-95 deck replacement	\$4,000	\$4,000	\$0	\$0	\$0

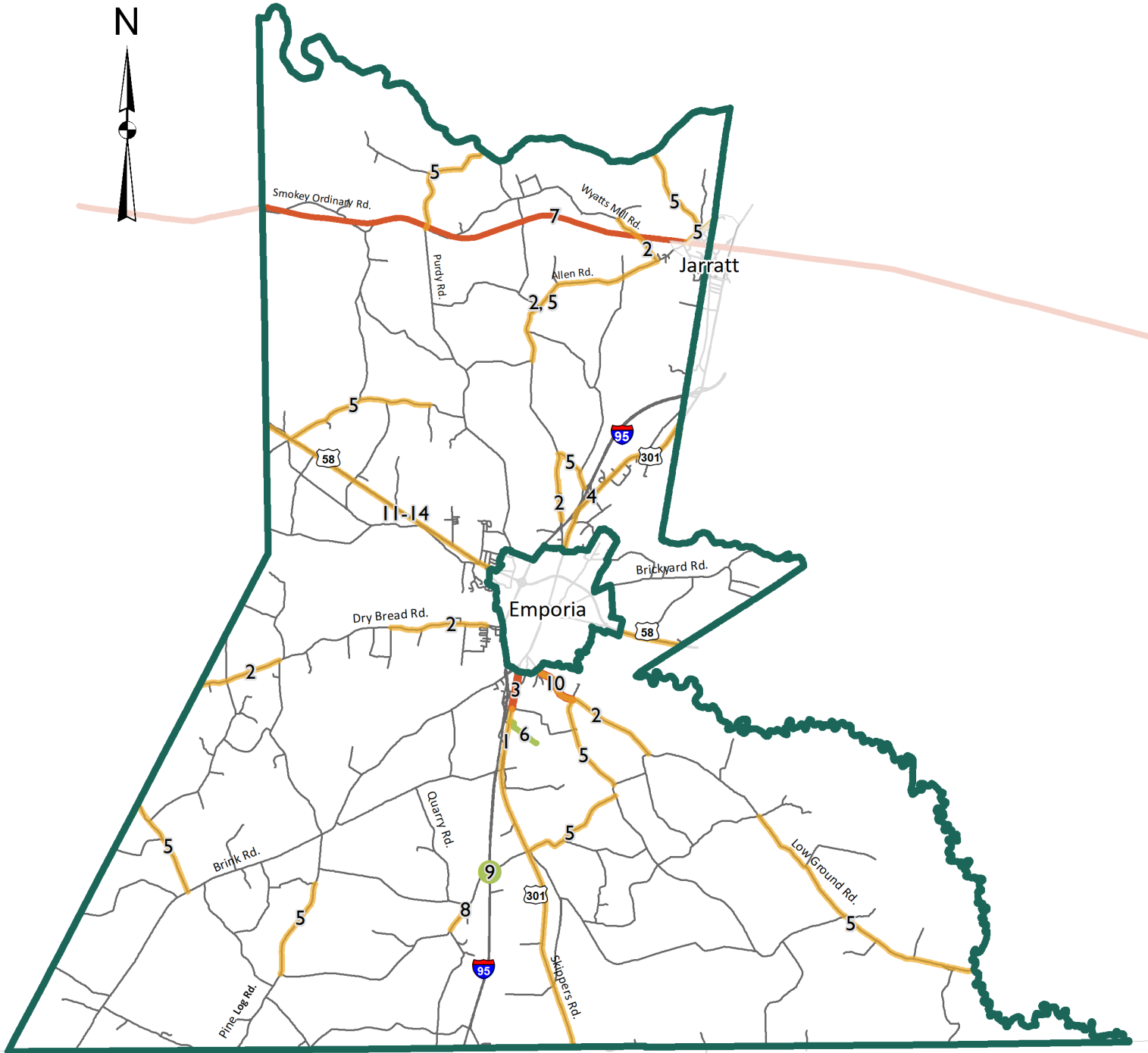
Priority Transportation Projects

In addition to the strategies in this chapter, the projects in Table 8.6 consider Greenville County's existing and future transportation needs. The transportation system recommendations for Greenville County are divided into three phases (Short-term, Mid-term, Long-term). The Map ID is for reference only and does not intended as an indication of project priority.



Table 8.6 Priority Transportation Projects

Map ID	Project	Time	Improvement Type	Location (Route)	Road System	Source
1	Install intersection safety improvements at problem locations	Short-term	Safety	US 301	Arterial	Crater PDC Rural Transportation Plan
2	Install improved pavement markers and warning signs	Short-term	Safety	608, 610, 611, 730	Collector	Crater PDC Rural Transportation Plan
3	Construction of sidewalk along the westside of US 301	Mid-term	Pedestrian	US 301	Arterial	Crater PDC Rural Transportation Plan
4	Assess the intersection for signalization	Mid-term	Safety	US 301, 614	Arterial	Crater PDC Rural Transportation Plan
5	Reconstruct Route 639 (Rock Bridge Rd.) from Route 301 (Skippers Rd.) to Route 650 (Collins Rd.) to address geometric deficiencies	Mid-term	Safety	639	Arterial	Crater PDC Rural Transportation Plan
6	Road improvement for paving, widening, alignment, and/or drainage	Mid-term	Safety	600, 606, 610, 614, 617, 619, 622, 629, 630, 633, 730	Collector	Crater PDC Rural Transportation Plan; Secondary Six-Year Plan
7	Construct extension of Liberty Road to provide an additional exit.	Mid-term	Accessibility	657	Collector	Secondary Six-Year Plan
8	Construct a multi-use "Beaches to Bluegrass" trail along the Norfolk and Western/Virginia Beach-Lake Gaston Water pipeline right-of-way	Long-term	Pedestrian & Bike Facilities	n/a	n/a	Beaches to Bluegrass Trail Master Plan
9	Repair Moores Road bridge over Fountain Creek	Long-term	Safety	629	Collector	Greenville County
10	Improve Exit 4 interchange on Interstate 95 at Skippers to support increased commercial and industrial traffic.	Long-term	Accessibility	I-95	Interstate	Greenville County
11	Construct a sidewalk along Low Ground Rd. from Emporia City limits	Long-term	Pedestrian & Bike Facilities	730	Collector	Greenville County
12	Reconfigure intersections of US 58 with Ruritan Rd., Westover Dr., Sadler Dr., and West Dr.	Long-term	Safety	US 58	Arterial	US 58 Arterial Preservation Plan
13	Lengthen existing left and right turn lanes along US 58	Long-term	Safety	US 58	Arterial	US 58 Arterial Preservation Plan
14	Remove identified crossovers on US 58	Long-term	Safety	US 58	Arterial	US 58 Arterial Preservation Plan
15	Reconfigure identified crossovers and intersections to permit left-ins only	Long-term	Safety	US 58	Arterial	US 58 Arterial Preservation Plan



Map 8.5 Priority Transportation Projects Map



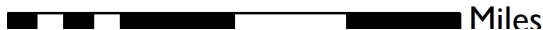
Legend

-  Greenville County
-  County Roads

Priority Transportation Projects

-  Safety
-  Pedestrian/ Bike
-  Accessibility

Numbers denote Map ID in Table 8.7



Strategies to Improve & Expand Transportation and Mobility

1. Coordinate with the Virginia Department of Transportation (VDOT) to confirm that transportation improvement projects are consistent with the county's needs and statewide transportation plans, such as Virginia's Long-Range Multimodal Transportation Plan (VTrans).
2. Pursue funding and grants to implement the priority transportation projects identified in this Plan.
3. Coordinate with the Virginia Department of Transportation (VDOT) to implement the designated Urban Development Area to increase competitiveness for state funded transportation programs.
4. Update and maintain a database of current and proposed projects, tracking progress and aligning vision projects with funding opportunities.
5. Partner with VDOT and the Crater PDC to prioritize improvements to bridges with poor ratings or are susceptible to flooding.
6. Work with VDOT to address safety deficiencies (narrow roads, poor visibility, lack of adequate signage) and improve accessibility along higher-volume local corridors.
7. Update subdivision standards to reflect road standards necessary for VDOT inclusion into the State System of Highways.
8. Consider adopting a dangerous roadside vegetation ordinance (Virginia Code § 15.2-2009.1) to require property owners to maintain trees, tree limbs, shrubs, and high grass that could endanger drivers.
9. Pursue VDOT landscaping grants to enhance the Exit 4 interchange and welcome driver's entering the first exit in Virginia.
10. Designate entrance corridors in the Greenville County zoning ordinance and create streetscape standards for those corridors.
11. Partner with the Town of Jarratt and the City of Emporia to develop a community wayfinding and signage plan.
12. Encourage the development of major regional traffic and freight generators near interstate interchanges as these locations are best suited to carry regional traffic while minimizing impacts on local streets.
13. Consider and encourage best design standards and access management strategies for future development or redevelopment of land and transportation facilities near main intersections and interchanges.
14. Develop land use strategies that consider development near rail infrastructure and protect corridors from encroachment.
15. Support the Emporia Greenville Airport Commission in efforts to maintain the airport facility, particularly pavement, airfield lighting, and facility maintenance.
16. Pursue opportunities for the growth and expansion of aviation-related businesses both on the airfield and within the community.
17. Support walking and biking options between and within communities. Crosswalks, pedestrian signals, and ADA compliant ramps should be located at or near major activity centers and sidewalks should be located along any new or reconstructed streets in commercial areas.
18. Promote Safe Routes to Schools by continuing to encourage the construction of pedestrian and bicycle facilities within a two-mile radius of elementary and middle schools.
19. Continue to work with VDOT to develop, fund, and construct multi-use paths and designate shared use bike routes.
20. Promote and encourage commuting alternatives, such as transit, carpooling, rideshares, telecommuting, and other options to typical commuting patterns.

21. Coordinate with the DRPT and the City of Emporia to expand public transit services in the county. This should include increased fixed-route transit connecting more neighborhoods in Greenville County and additional on-demand transit services in the more rural areas.
22. Publish a system-wide bus route map online and in print for public access.
23. Support the development and siting of e-vehicle charging stations and facilities to support the transition to lower emission vehicles and bring visitors into the county.



9

LAND USE

Concentrate new business and residential development in and around urban centers and major transportation intersections while allowing rural uses that promote the expansion of the agricultural economy and maintain the rural character and open space of Greenville County.

In this chapter:

- Introduction
- Background
- Future Land Use
- Strategies



Introduction

The *Land Use* chapter establishes the framework for Greenville County's physical growth and development. It provides direction and guidance on a range of development, conservation, and land use compatibility issues. It also describes the competing priorities that must be considered when making development decisions. This chapter includes the future land use map, which depicts the recommended development patterns for the county over the next twenty years.

The *Land Use* chapter lays out policies to improve economic strength and security, enhance the built and natural environment, and build livable communities. Land use policies seek to accommodate growth and change by enhancing development in existing areas while preserving natural areas. Often, the strategies directly tie to the policies of other Plan elements. Transportation, economic development, cultural and environmental resources, and community facilities policies must be compatible with the overarching land use policies to ensure that the county develops as envisioned. The *Land Use* chapter establishes policies for the physical development of the county at appropriate densities and locations. The chapter includes guidelines that describe the character and quality of future development and the preferred future development pattern.

Greenville County

Greenville 2040 Comprehensive Plan: Land Use



CURRENT LAND USE

297

TOTAL SIZE OF COUNTY
IN SQUARE MILES

190,000

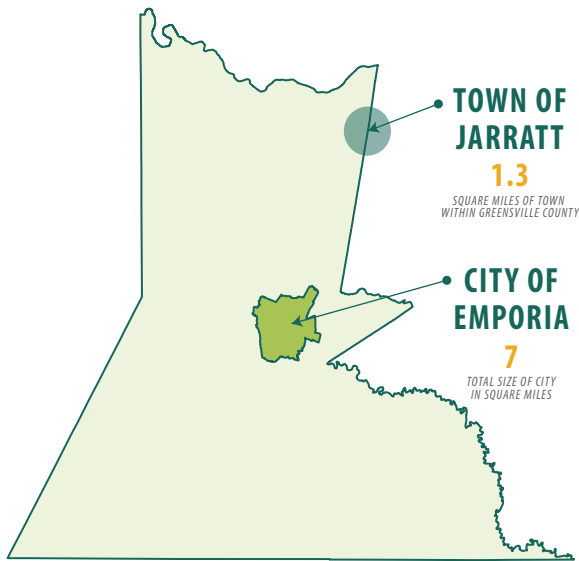
TOTAL SIZE OF COUNTY
IN APPROXIMATE ACRES

150

TOTAL FARMS IN COUNTY, PER
2017 CENSUS OF AGRICULTURE

4,753

TOTAL ACREAGE OF
UTILITY-SCALE SOLAR



ZONING DISTRICTS

- Agricultural **1**
- Residential **5**
- Commercial **2**
- Industrial **1**
- Floating & Overlay **8**

FARM TYPES WITHIN GREENVILLE COUNTY

	Crop	72
	Beef & Cattle	22
	Grain	17
	Other	17
	Vegetable	11
	Sheep & Goat	7
	Floriculture	3
	Fruit & Nut	1

FUTURE LAND USE

FUTURE LAND USE CLASSIFICATIONS



RURAL

- Rural Residential & Conservation
- Rural Hubs
- Flood Hazard



PUBLIC

- Public / Semi Public
- Parks and Recreation



RESIDENTIAL

- Low-Density Residential
- Medium-Density Residential



ACTIVE DEVELOPMENT

- Industrial
- Commercial
- Mining Extraction

Background

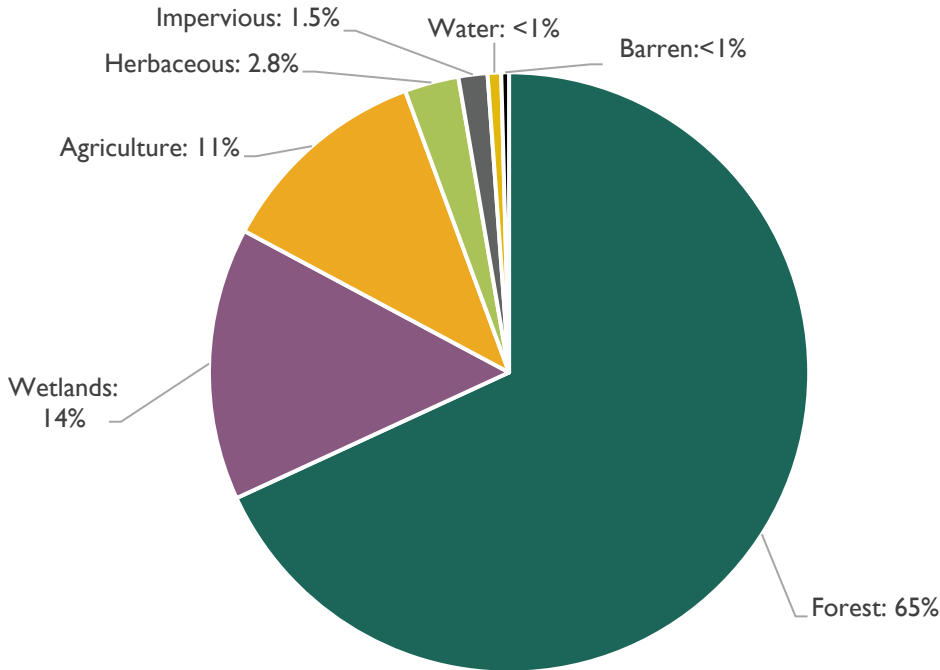
This section provides background information, analysis, and discussion of challenges and opportunities related to land use in Greenville County. The existing character and land use pattern of Greenville County is one of a rural community with specific areas of growth and development in strategic locations. The existing conditions and land use considerations help to inform the future land use strategies and policies of this chapter.

Existing Land Use

Greenville County's current land use pattern is the result of its history and location. Historically, the county was agrarian in nature, with small rural communities developing at the crossroads. The total land area within the boundaries of Greenville County is approximately 297 square miles (190,000 acres). Independent from Greenville County, the City of Emporia covers about seven square miles (4,400 acres) in the middle of the county. The City of Emporia, chartered in 1967, continues to function as the business, commercial, service, and cultural center of Greenville County. Many of the county's facilities are located within Emporia and are shared by the two localities. The Town of Jarratt also serves as an activity center in the northeastern portion of the county. The Town of Jarratt encompasses approximately 1.3 square miles (800 acres) within Greenville County



Figure 9.1 Distribution of Land Cover Categories in Greenville County





Agriculture, Forestry, and Open Space

The general land use pattern of the county has not changed greatly over the past 40 years. Greenville County is still largely rural, with the predominant land uses being forests and agriculture¹ (see Figure 9.1). Accordingly, agriculture and forestry remain major contributors to Greenville County's economy. According to the 2017 Census of Agriculture, Greenville County had 150 farms totaling 54,544 acres. These farms include crop and pastureland, orchards, animal feeding operations, and small tracts of timber. Most of the undeveloped land in the county is privately owned.

Residential, Commercial, and Industrial Development

While most of the land in the county is open space, the major type of developed uses, which include residential, commercial, and industrial, have increased gradually over the last several decades. Most of the commercial development has taken place along the US 58 and US 301 corridors as well as at exit interchanges of I-95. Residential development is most concentrated in the Town of Jarratt and directly around the City of Emporia, while large family farms and estates in other parts of the county have occasionally been subdivided to accommodate additional single family development along rural roads.



Utility-Scale Solar

Utility-scale solar facilities have emerged as a new use in certain rural areas of the county more akin in form to industrial development than traditional agricultural uses historically seen in these areas. With large amounts of affordable and undeveloped land, in close proximity to electric transmission lines, interest in the construction of utility-scale solar in the county has increased in response to Virginia's directive to utility companies operating in the state to transition to renewable energy sources. As of December 2022, Greenville County has approved permits for 5 utility-scale solar facilities, in various stages of development and operation. Permitted facilities combined total is 369 MW.



¹ 2016 Virginia Land Cover Dataset

Zoning

Greenville County has enacted a zoning ordinance to implement the land use plan. Specifically, new development in Greenville County is regulated by the zoning ordinance and the official zoning map. Zoning controls the types of uses permitted on the land, the density of development, and requirements for minimum lot sizes, lot widths, and building setbacks, among other criteria.

The zoning ordinance includes districts designated for conservation, agricultural, residential, commercial, and industrial uses. Greenville County has nine primary zoning districts, three special floating districts, and five special overlay districts. The entire jurisdiction of Greenville County is classified into primary zoning districts. The floating zone districts apply to special types of development projects, and overlay zoning districts apply to areas in the county with unique physical characteristics. The A-I Agricultural District is the predominant zoning district, covering over 80% of the county.

It is important to note that the zoning map and future land use map are not always the same. Future land use designations and maps in this Plan have no immediate effect on an individual parcel of land but are used to guide future zoning changes. Future zoning changes should conform with established future land use designations and maps.

Primary Zoning Districts

A-I	Agricultural District
RI-A	Single Family Dwelling District
RI-B	Single Family Dwelling District
RI-C	Single Family District
R2-A	Town House Dwelling District
R2-B	Multiple Family District
B-1	Retail Business District
B-2	General Commercial District
M-1	Industrial District

Floating Zoning Districts

PUD	Planned Unit Development
MHP	Manufactured Home Park District
MHS	Manufactured Home Subdivision District

Overlay Zoning Districts

ASD	Airport Safety Overlay District
FPD	Floodplain Protective district
NROD	Natural Resource Overlay District
HUB/C	Highway Commercial Development
HUB/R	Management Hub Rural Community Development

Planning Considerations

In the future, Greenville County will experience change that will create both opportunities and challenges. The county’s development and land use policies should provide adequate public services while encouraging growth that contributes to the current and future quality of life of residents. Below is a summary of relevant planning considerations that will influence future land use decisions in Greenville County. These considerations are explored in more detail in the preceding chapters of this Plan.

55% of survey respondents indicated that they most valued the rural character and open space of Greenville County



Rural Character Preservation

Rural character and open space were identified as Greenville County’s most valued qualities during the public engagement process. As a result, preserving the rural character from development should remain a priority of future land use decisions in the county. The potential development of residential, commercial, industrial, and solar developments in rural areas must be carefully planned to avoid loss of open space and important natural resources.



Cost of Public Services

Public service and infrastructure demand could increase if development in the county extends beyond existing service areas. Balanced growth strategies that encourage efficient service and facility delivery should guide new development to appropriate areas where utilities are readily available. Additionally, planning for future land use changes should also help to inform where system expansions and upgrades will be necessary elsewhere in the county over time. Future land use should consider realistic and sustainable service goals and expectations.



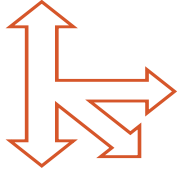
Development Constraints

Some of the physical characteristics of Greenville County limit where development can occur. Due to soil conditions, not all parcels are suitable for well and septic systems. Where the soil conditions are unsuitable for the approval of a conventional septic system, an alternative on-site wastewater disposal system may be necessary or multiple lots may have to be combined to acquire the necessary land for a conventional septic system. Additionally, the presence of floodplains throughout the county limits the ability to construct permanent buildings in certain areas.



Environment

Greenville’s natural resources could be threatened or lost as areas develop across the county. Water quality, air quality, natural habitats, stormwater management, and economic opportunity are all relevant reasons to protect the natural environment from unnecessary development. The natural environment can be supported by encouraging compatible land use strategies that prevent landscape fragmentation, prioritizing the preservation of areas rich in natural resources, and supporting agricultural and forestry businesses. Mitigation measures to protect source waters and avoiding activities that lead to erosion and sedimentation are also necessary to support water quality.



Transportation Access and Congestion

Increased growth and development can add vehicular traffic on major routes and small rural roads. Since most county residents travel by private automobile, future land use decisions should consider transportation access, level of service, and road capacity. Many locations in the county do not currently have adequate roads to support increased density. New commercial and medium-density residential developments should also support alternative transportation options. Future land use strategies should also consider ongoing and proposed transportation system improvements.



Character of the Built Environment

Greenville should encourage quality design in new developments and community improvements to support the viability and attractiveness of the county. In addition to considering the location of various land uses, development standards, including architectural design, building setbacks, and site maintenance, are all relevant considerations of future land use. Integrating the built environment with the natural landscape through well-planned site design can preserve existing vegetation, contribute to site appearance, and reinforce the community’s rural character.



Economic Opportunity

Increased economic development, especially within development areas with existing infrastructure, is a priority of this Plan. Economic and commercial development can have many benefits in the community but should be balanced with potential negative impacts on transportation and community character.



Fiscal Responsibility

Fiscally sustainable growth should support a balance of residential and business uses that will bring economic opportunity to the county. This growth should be directed toward areas that can be most responsibly provided with infrastructure. Additional growth can benefit the community but should be managed so that Greenville County it still able to provide high-quality facilities and services to all of its residents.

Future Land Use

The future land use component of the Comprehensive Plan is intended to guide growth, development, and change within the county over the next 20 years by identifying areas for conservation, new development, and existing development. The future land use categories and future land use map will aid county decision-makers when considering land use decisions and capital improvements.

Future Land Use Classifications

Future land use classifications describe the type and intensity of uses planned for different areas within the county. This includes residential, commercial, industrial, and agricultural uses as well as overlay designations, such as floodplains. Land use classifications are general indications of what the community would like to see in the future. They are not the same as zoning classifications. Zoning designations are more detailed and site specific and carry the power of law. The land use categories are set forth in this Plan as a guide for future zoning map amendments and review of rezoning requests.

The land use classifications shown on Map 9.1 Future Land Use Map are based on the planning considerations mentioned in this chapter and the issues discussed in other chapters of the Plan. The future land use map builds upon previous Comprehensive Plans and shows the general location of different land use classifications. The land use classifications, described below, guide future planning efforts as well as land use policies and decisions.

The future land use classifications are divided into four categories: *Rural*, *Residential*, *Active Development*, and *Public*, as shown below. Overlay designations are also included in these categories.

Each land use classification includes the following considerations for development:

- Land use determinants describing **common characteristics** for consideration in each classification.
- **Appropriate land uses** within each designation.
- **Design guidelines** with basic standards for development.



Rural

Rural areas contain a mix of agricultural, forestal, open space, solar, and low-density residential use. Rural areas are inappropriate for high density residential development, high intensity commercial, and/or industrial uses. Small-scale local services that are compatible with low density residential and agricultural land uses may be appropriate and should be considered on a case-by-case basis.

Rural Areas

This classification includes land areas in the rural portions of the county where agricultural and forestal uses are the dominant land use. These areas provide ecological benefits such as open space and watershed protection while also playing a role as an economic and environmental resource of major importance. Large lot single family development may exist within some of these areas. Future development of these properties at densities higher than allowed by the current agricultural zoning is not encouraged. These rural regions are generally stable and require a high degree of protection to preserve agricultural, forestal, recreational, and open space areas. Water and sewer are generally provided by on-site wells and septic systems. The rural areas are not intended to be developed to full subdivision potential.

Land Use Determinants:

Existing Land Use Pattern – Locations where agricultural, recreational, and forestal uses are predominant and are encouraged to be protected.

Rural Residential Areas – Locations where limited, very low-density residential uses are allowed.

Resource Protection – Locations where valuable and irreplaceable resources such as open space, water supply impoundments, rivers, streams, lakes, productive agricultural land, prime agricultural soils, woodlands, slopes, historical and archeological sites, and unique natural areas exist.

Rural Services – Rural activity centers located at key crossroads outside the urban service area.

Primary Land Use Types:

Agricultural Production and Services – The production of crops, plants, vines, trees, livestock, poultry, eggs, and similar products. Services that support agricultural production, such as soil and crop preparation, veterinary services and landscape and horticultural care. This also includes agritourism, farm stands, bed and breakfasts, and short-term rentals that make use of the agricultural setting.

Forest and Wood Products – Tree farms, forest nurseries, and reforestation services.

Parks and Outdoor Recreation Facilities – Large regional parks and other recreation facilities that are designed to preserve environmentally sensitive lands and protect them from more intense land uses.

Rural Residential – Single family residential generally averaging a gross density of one unit per 3 acres. Accessory dwelling units (ADUs) and home businesses are also appropriate.

Solar – Utility-scale solar facilities may be appropriate based on discretionary permits and compliance with this Comprehensive Plan's solar policies and all Zoning Ordinance solar regulations.

Design Principles:

1. Development should incorporate cluster design and conservation design principles to preserve resources and minimize conflict with farming and forestry.
2. Residences should be buffered from adjacent agricultural uses.
3. Increases in floor area and/or lot coverage should be discouraged where the existing lot size, drainfield size and separation distances, and environmental protection are below current standards.
4. Conservation easements, agricultural/forestal overlay districts, and protective agricultural zoning should be considered in this area.

Rural Hubs (Overlay)

This classification includes areas where limited development activity has historically occurred and would be appropriate in the future. These small concentrations of rural businesses located at key crossroads have historically served as the primary service areas for rural residents and farmers. They typically have a small collection of service, institutional, or commercial uses with a small residential population. They typically have a historic place name and are focal points of the rural landscape.

Rural hubs should be semi-rural in nature and include uses that serve the local community and tourists. Development intensity in these areas should maintain a modest scale, with up to five to ten commercial buildings that are loosely clustered at the intersection of major roadways. They should have a clear edge and transition into the surrounding rural landscape. The five (5) rural hubs in the county are Barley, Brink, Claesville, Purdy, and Skippers.

Land Use Determinants:

Existing Land Use Pattern – Locations where very low density residential, institutional, and service uses have developed.

Access – Locations served by an existing improved rural road or rural arterial highways and often situated at the crossroads of two rural roads.

Rural Services – Locations outside the urban service area. Sewer treatment will need to be provided on-site, and wells will be necessary for water. Lot sizes should be adequate to provide both for any proposed uses.

Primary Land Use Types:

Agricultural Production and Services – Livestock, orchards and crop productions, landscape and horticultural services, veterinary services, farm labor and farm management services. Generally including all activities that support land-based uses.

Rural Residential – Low-density single family residential generally averaging one unit per acre. Accessory dwelling units (ADUs) and home businesses are also appropriate.

Small Scale Commercial – Limited commercial operations that serve the local, rural community. Included would be personal services and retail convenience stores. Residential uses may also be permitted above established businesses.

Community Activity Centers – Uses that serve area residents, including schools, medical facilities, childcare services, religious assembly facilities, recreational and park facilities, community meeting areas and clubs.

Design Principles:

1. Cluster development of residential uses should be encouraged.
2. New structures should be of a scale and type that are consistent with existing structures and built in a style and with enduring materials that are compatible with the local architecture.
3. New buildings should be oriented toward the street.
4. Parking and service areas should be screened from off-site views with low walls and hedges.
5. Sidewalks, street furniture, shade trees, and other conveniences are desirable.
6. Community open space should be encouraged.

Flood Hazards *(Overlay)*

This classification includes areas located within 100-year floodplains based on FEMA flood risk maps. These areas are subject to a one percent or greater chance of flooding in any given year. The area may be designated as Zone A, AE, or X on the official Flood Insurance Rate Map (FIRM). Due to the low-lying nature, high groundwater table, and periodic flooding, future development in these areas should be prohibited or extremely limited. Many of these areas are also wetlands with rich natural resources that should be preserved. Most of the areas in the Flood Hazard overlay are classified as Rural Areas.

Land Use Determinants:

Floodplains – Any areas within the 100-year floodplain based on FEMA flood risk maps.

Primary Land Use Types:

Natural Resource-Based Uses – Forestry, hunting, and outdoor recreation may be appropriate if site characteristics permit.

Resource Preservation – Conservation easements and other measures that preserve and protect environmental integrity.

Design Principles:

1. Development should be prohibited or extremely limited.
2. Wetlands should be preserved.

Residential Areas

The primary goal of the Land Use Plan is to guide future development in a manner that preserves the overall rural character of the county while providing adequate housing, services, facilities, and amenities to the residents. The plan, therefore, seeks to concentrate residential development in compact growth areas to minimize the cost of public services.

Low-Density Residential

This classification generally represents areas of single family homes in large lot suburban patterns of development. This includes areas where larger lot residential development is encouraged, as a transition between the county's rural and medium density residential areas. These areas are intended primarily for detached, single family development. Manufactured homes, apartment complexes and other types of high-density residential development are discouraged. These areas may be served by public water and sewer but may also be served by individual wells or private water systems and septic systems. Residential development should be limited to one to five (1-5) units per acre.

Land Use Determinants:

Existing Land Use Pattern – Locations where limited density residential subdivisions have been platted or developed. Infill development opportunities on undeveloped lots are available in existing neighborhoods and should be a focus of new residential development.

Expansion Areas – Locations where the expansion of the existing development pattern is logical.

Infill Development – Locations where infill areas complement the surrounding development pattern.

Access – Locations served by a local street system.

Urban Services – Locations served by urban services or can support septic systems.

Primary Land Use Types:

Single Family Residential – Attached and detached housing at a reasonable density that is not significantly higher than the existing residential development in the area. Accessory dwelling units (ADUs) and home businesses with minimal external impacts are also appropriate.

Community Activity Centers – Uses that serve area residents, including schools, medical facilities, childcare services, religious assembly facilities, recreational and park facilities, community meeting areas, and clubs.

Institutional Uses – Religious assembly facilities, schools, fire and rescue stations, post office, and clubs.

Design Principles:

1. Buildings within a neighborhood should be sufficiently varied while providing compatible scale, height, and architectural style.
2. Cluster development of residential uses should be encouraged.
3. Community facilities should be closely linked to residential areas by public roads as well as greenways, bike trails, and pedestrian paths.

Medium-Density Residential

This classification allows a greater density and variation of housing type, but only comprises a small portion of the county's total land area. Medium density residential areas include small lot single family developments as well as apartment and townhouse developments. Future uses generally include apartment buildings and complexes, townhouses, condominiums, or other forms of multi-family development. This range of housing density provides for different housing opportunities. These areas also include manufactured and mobile home parks where a high concentrations of housing units already exists. All medium density residential areas are served by public or private water and public sewer. Residential development should be allowed up to 8 units per acre. Residential areas around Emporia and along the major thoroughfares (i.e. US 58, US 301) are most conducive for medium-density residential development.

Land Use Determinants:

Utility Availability – Locations where water and sewer services exist or are scheduled to serve the area.

Environmental Capacity – Locations where natural land features, including topography, provide optimum opportunity for residential development.

Access – Locations which have or can provide direct access to a major street.

Public Facilities Capacity – Locations where public facilities are adequate to handle the increased population density. This includes schools, parks and recreation, and fire and rescue facilities.

Primary Land Use Types:

Single Family Residential – Single family developments on conventional lots. Includes attached, detached and zero-lot line housing options. Also, single family developments with reduced lot sizes may be allowed to accommodate the clustering of housing with common open space.

Multi-Family Residential – Developments of 6-12 units per acre. Clustering is encouraged.

Planned Residential Development – Mixed housing types at a gross density range of 4-8 units per acre. Includes conventional housing, cluster housing, zero lot-line housing, townhouses, and garden apartments.

Community Activity Centers – Uses that serve area residents, including schools, medical facilities, childcare services, religious assembly facilities, recreational and park facilities, community meeting areas and clubs. These activity centers should be linked to residential areas by greenways, bike, and pedestrian trails.

Design Principles:

1. Buildings within a neighborhood should be sufficiently varied while providing common scale, height, and architectural style.
2. The size, scale, and placement of a building should be relative to the size of the lot; larger buildings are setback further from lot lines and located on larger parcels compared to smaller buildings.
3. Attached and multifamily developments should incorporate usable open space, landscaping, and other amenities.
4. Interconnected street networks and defined open spaces should be encouraged.
5. Mixed use development should be walkable with necessary services, amenities, and housing.
6. Opportunities for different modes of transportation, including pedestrian crosswalks, walking, biking, and public transit should be provided.
7. Street furniture, shade trees, street lighting, and other amenities are desirable for public convenience.
8. Community open space should be encouraged.

Active Development Areas

The Land Use Plan focuses on three active development categories: commercial, industrial, and mining and extraction establishments. Each of these uses plays a large role in the county's economy and current trends. Future development plans indicate that these uses will continue to exist and, in some cases, expand.

Commercial

This category designates areas where commercial developments have occurred and where future commercial developments are encouraged. Public water and sewer are generally available or planned for these areas. The commercial land use category consists of areas where the wholesale and retail sale of goods and services is the primary activity. These areas are intended to accommodate employment generating commercial uses.

Land Use Determinants:

Existing Land Use Pattern – Locations where commercial uses exist.

Access – Locations served by an arterial street system and have properties with direct frontage.

Population Center – Locations within close proximity to the projected population concentrations.

Urban Services – Locations served by urban services.

Primary Land Use Types:

Offices – Planned office parks and independent facilities in park-like surroundings are encouraged.

Commercial Retail – Planned and clustered retail uses. This includes restaurants, retail stores, services, and hotels and lodging.

Design Principles:

1. A high degree of architectural design and environmentally sensitive site design is encouraged.
2. Developments should reflect coordinated site design, architecture, signage, and lighting.
3. Buildings, including franchise architecture, should incorporate high-quality, enduring materials.
4. Parking lots should be screened from off-site views with low walls or hedges.
5. Perimeter buffers should be incorporated adjacent to residential and institutional land uses.
6. Access management and/or inter-parcel connections should be provided for development that is located along Minor Arterial, Principal Arterial, or Freeway/Highway roadways.
7. Opportunities for different modes of transportation, including pedestrian crosswalks, walking, biking, and public transit should be provided.
8. Street furniture, shade trees, street lighting, and other amenities are desirable for public convenience.

Industrial

This category shows areas where major industrial activities exist or are planned. A variety of industrial uses are encouraged to locate in these areas, including warehousing, manufacturing, and research and development uses. These types of operations provide jobs and other economic benefits to the county. These industrial uses require suitable highway access because they may generate a significant number of vehicle trips, particularly in the morning and evening peak hours. Central water and sewer should be available to support the needs of industrial users, along with appropriate communication technology and utility services.

Industrial areas should be established at targeted locations near major highways to accommodate a variety of industrial uses. New development should be well designed to limit impacts on surrounding development, including but not limited to sustainable stormwater management practices, local roads, and open spaces.

Land Use Determinants:

Existing Land Use Pattern – Locations where industry has historically developed.

Economic Opportunity Areas – Locations identified by Greenville County as an economic opportunity area.

Resource Protection – Locations that can be developed in such a way as not to threaten valuable natural resources.

Transportation Access – Locations within proximity to rail, airport and major roads. Served by an adequate public street system that does not direct traffic through existing residential neighborhoods.

Primary Land Use Types:

Agricultural Services – Industries which involve the manufacturing, storage, marketing, and wholesaling of agricultural products.

Industrial – Conventional freestanding industrial uses, warehouses, wholesalers, storage yards, and data centers.

Industrial Parks – Large tracts of land that are subdivided, developed, and designed according to a unified plan. These parks are employment centers and may include mixed land uses, including supporting retail and services.

Manufacturing – Industries that involve the on-site production of goods by manufacturing.

Design Principles:

1. Developments should reflect coordinated site design, architecture, signage, and lighting.
2. Noise, dust, or odors should be mitigated to avoid impacts on nearby residential and commercial uses.
3. Perimeter buffers should be incorporated adjacent to residential and institutional land uses.
4. Naturalized and manicured open spaces should unify sites and promote a quality appearance.
5. Parking lots should be screened from off-site views with low walls or hedges.
6. Fleet vehicle parking should be located to the rear of the property.
7. Access management and/or inter-parcel connections should be provided for development that is located along Minor Arterial, Principal Arterial, or Freeway/Highway roadways.
8. Outdoor storage and activities should be screened with solid fences, walls, or dense landscaping.
9. Pollution prevention and water conservation are a high priority.
10. Opportunities for different modes of transportation, including pedestrian crosswalks, walking, biking, and public transit should be provided.
11. Street furniture, shade trees, street lighting, and other amenities are desirable for public convenience.

Mining and Extraction Establishment

Mining operations have been located in the county for many years. Over time, these operations have reduced their capacity, and in some cases, ceased operation. For example, the Iluka Resources Brink Mine for titanium is now completing the decommissioning phase and is no longer categorized as a mining establishment in the future land use map. The Land Use Plan allows for small growth of the existing mines in Greenville County. New and expanded mines have additional oversight because they typically require general permits from the Virginia Department of Environmental Quality.

Land Use Determinants:

Natural Resource Availability – Locations with unique and rare resources that offer economic opportunity to the county.

Transportation Access – Locations with proximity to rail and major roads. Served by an adequate public street system to support truck traffic.

Existing Land Use Pattern – Away from existing residential and commercial developments.

Primary Land Use Types:

Mining and Extraction Establishments – These facilities locate according to the availability of natural resources. This includes active mining operations, which includes surface and open-pit mining. Uses may include processing and sorting equipment that may be associated with a mining operation. Forestry as a form of resource extraction is classified in the Rural Areas classification and is not included in the mining and extraction establishment classification.

Design Principles:

1. Noise, dust, or odors should be mitigated to avoid impacts on nearby residential and commercial uses.
2. Perimeter buffers should screen the use from off-site views.
3. Pollution prevention and water conservation are a high priority.

Public Uses

This category includes land areas that serve a unique role in supporting the local quality of life in the county. This includes government administrative buildings, schools, utility infrastructure, fire and rescue facilities, and correctional facilities. This also includes areas for public use such as parks and recreational facilities.

Public/Semi-Public

This classification includes lands for institutional uses, public building or uses, government facilities. These uses provide necessary services to the community and should be protected accordingly. It includes properties owned by Greenville County, State of Virginia, and the Federal Government. Public schools accounts for the largest percentage of acreage in this classification.

Land Use Determinants:

Neighborhood Proximity – Locations with access and proximity to county residents to fully enjoy amenities.

Access - Locations which have or can provide direct access to a major street.

Level of Service – Locations that will provide the highest level of service for residents in a sustainable, equitable manner.

Primary Land Use Types:

County, State or Federally Owned Facilities – Government facilities that serve the interests of local residents, provide employment opportunities, or are necessary for the safety and security of the surrounding region.

Semi-public Uses – Private institutional uses, such as private schools, higher education institutions, hospitals, assisted living, and other institutional uses.

Design Principles:

1. Developments should reflect coordinated site design, architecture, signage, and lighting.
2. Institutional buildings may be larger and more elaborate than surrounding structures.
3. Perimeter buffers may be appropriate adjacent to residential and institutional land uses.
4. Parking lots should be screened from off-site views with low walls or hedges.
5. Opportunities for different modes of transportation, including pedestrian crosswalks, walking, biking, and public transit should be provided.
6. Street furniture, shade trees, street lighting, and other conveniences are desirable for public convenience.

Parks and Recreation

Parks and recreational facilities are designed to preserve the rural landscape and provide recreational opportunities to residents and visitors of Greenville County. This may include both public and privately owned and managed facilities. Large regional recreational facilities, such as greenways and bike trails and private recreational developments, are included in this classification. This is not intended to exclude locally serving parks and recreation facilities from being integrated into other land use classifications in this Plan.

Land Use Determinants:

Natural Resource Availability – Locations with unique and rare resources that offer recreational opportunity to the county.

Neighborhood Proximity – Locations with access and proximity to county residents to fully enjoy amenities.

Primary Land Use Types:

Greenways and Bike Trails – Large-scale bike trails and greenways that may function as both a transportation and recreational facility.

Active Recreation – Country clubs, golf courses, swimming pools, skating rinks, hunting clubs and lodges, and other similar uses that provide recreational opportunity and serve as a local attraction.

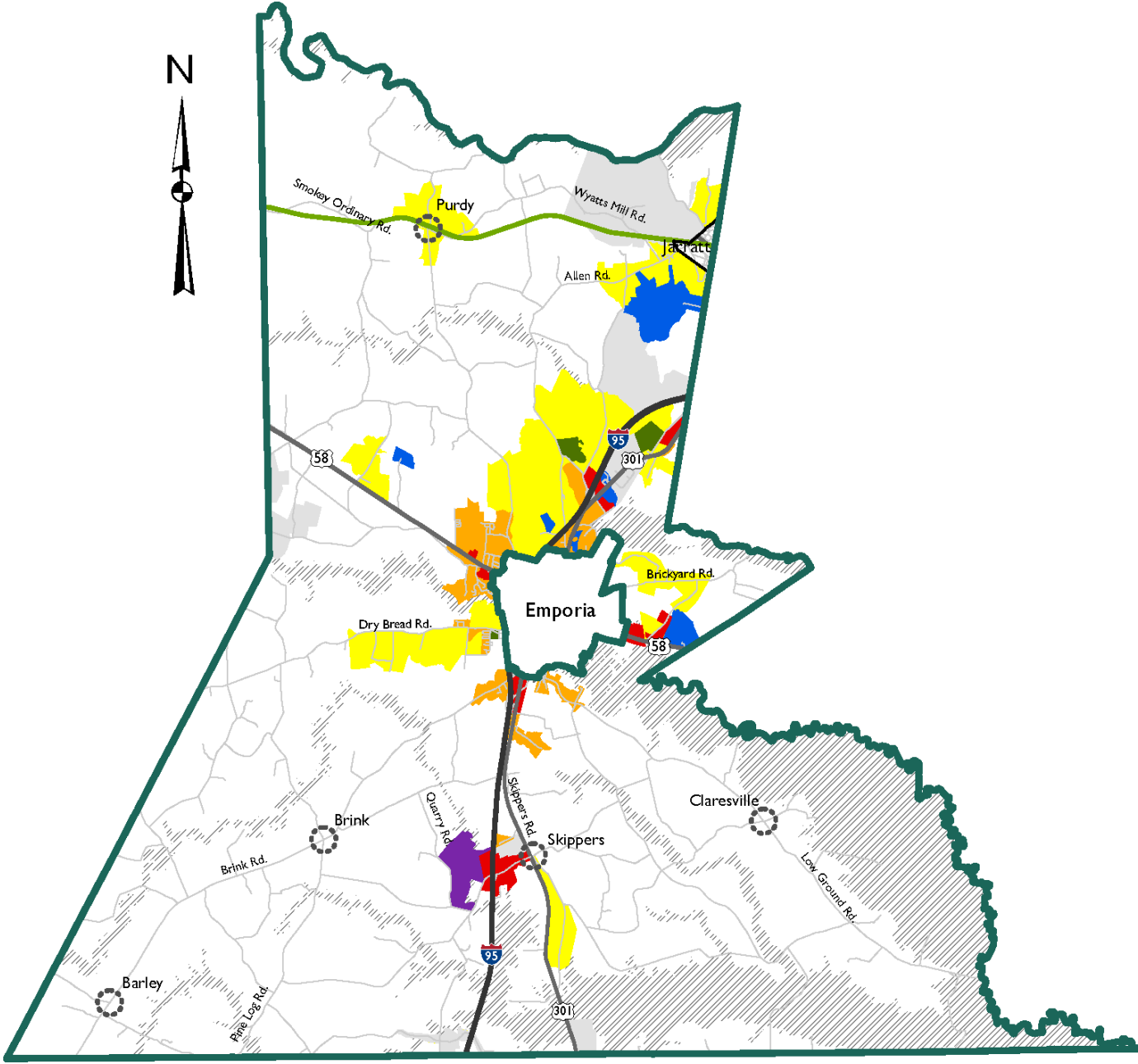
Local/Regional/State Parks – Parks, including local, regional, or state parks, that may also serve a conservation role or recreational asset.

Design Principles:

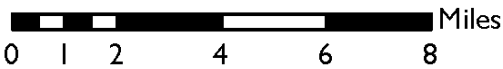
1. Opportunities for different modes of transportation, including pedestrian crosswalks, walking, biking, and public transit should be provided.
2. Street furniture, shade trees, street lighting, and other amenities are desirable for public convenience.

Future Land Use Map

Map 9.1 Greenville County Future Land Use Map



Legend		Future Land Use	
	Greenville County		Rural Areas
	County Roads		Low Density Residential
	Trails		Medium Density Residential
			Parks and Recreation
			Public/Semi-Public
			Commercial
			Industrial
			Mining and Extraction Establishment
			Rural Hubs (Overlay)
			Flood Hazard (Overlay)



Map prepared by the Berkley Group on July 28, 2021.

Additional Future Land Use Considerations

Utility-Scale Solar Facilities

Utility-scale solar facilities are a relatively new and emerging land use to Greenville County. As referred to in this Comprehensive Plan, a utility-scale solar facility is a facility that generates electricity from sunlight that will be used to provide electricity to a utility provider or a large private user with a generating capacity in excess of one megawatt (1 MW). The county's abundant and affordable agricultural and forest land, combined with its electrical infrastructure and transportation system, appear to be attractive to the utilities industry. Half (50.4%) of survey respondents encourage solar facilities as a land use within the County. While the intensity of operation of these uses is relatively benign, the scale of these uses is significant and the development phases are intensive. Many utility-scale solar facilities are located on agricultural or forested land that may have had other future land use potential or land use classifications.

The county will consider solar facilities in districts zoned agricultural, industrial, or commercial (based on project size), with preference for brownfields. In addition to the requirements for utility-scale solar facilities within the zoning ordinance (See Map 9.2), Special Use Permit (SUP) applications for these facilities must be evaluated based upon the following criteria, with conditions imposed to mitigate potential and anticipated negative impacts, or applications denied where criteria cannot possibly be met, outright or through the requirement of reasonable conditions:

- 1) Utility-scale solar facilities shall be located outside designated growth areas.
- 2) Active components (i.e. solar panels, substations, inverters, and the like) or developed features (i.e., fences, gates, maintenance/operations buildings, etc.) of utility-scaled solar facilities shall not be in such close proximity to, in their location or design, residences, historic, cultural, recreational, or environmentally sensitive areas, and scenic view-sheds so as to negatively impact their use or value to the community.
- 3) Utility-scale solar projects 20 MW and greater in rated capacity shall only be considered acceptable in the A-I Agricultural District zoning district.
- 4) Utility-scale solar projects 5 MW or greater in rated capacity, but less than 20 MW shall only be considered acceptable in industrial and commercial zoned districts.
- 5) A decommissioning plan shall be provided by the owner of utility-scale projects to ensure to proper dismantling of the project.

Urban Development Areas

The Code of Virginia, §15.2-2223.1, allows a locality to amend its Comprehensive Plan to designate one or more urban development areas (UDAs). As part of this Comprehensive Plan update, Greenville County has designated one UDA, totaling 7,318 acres around the City of Emporia, shown on Map 9.3. The Code of Virginia sets minimum density and development requirements and defines UDAs as:

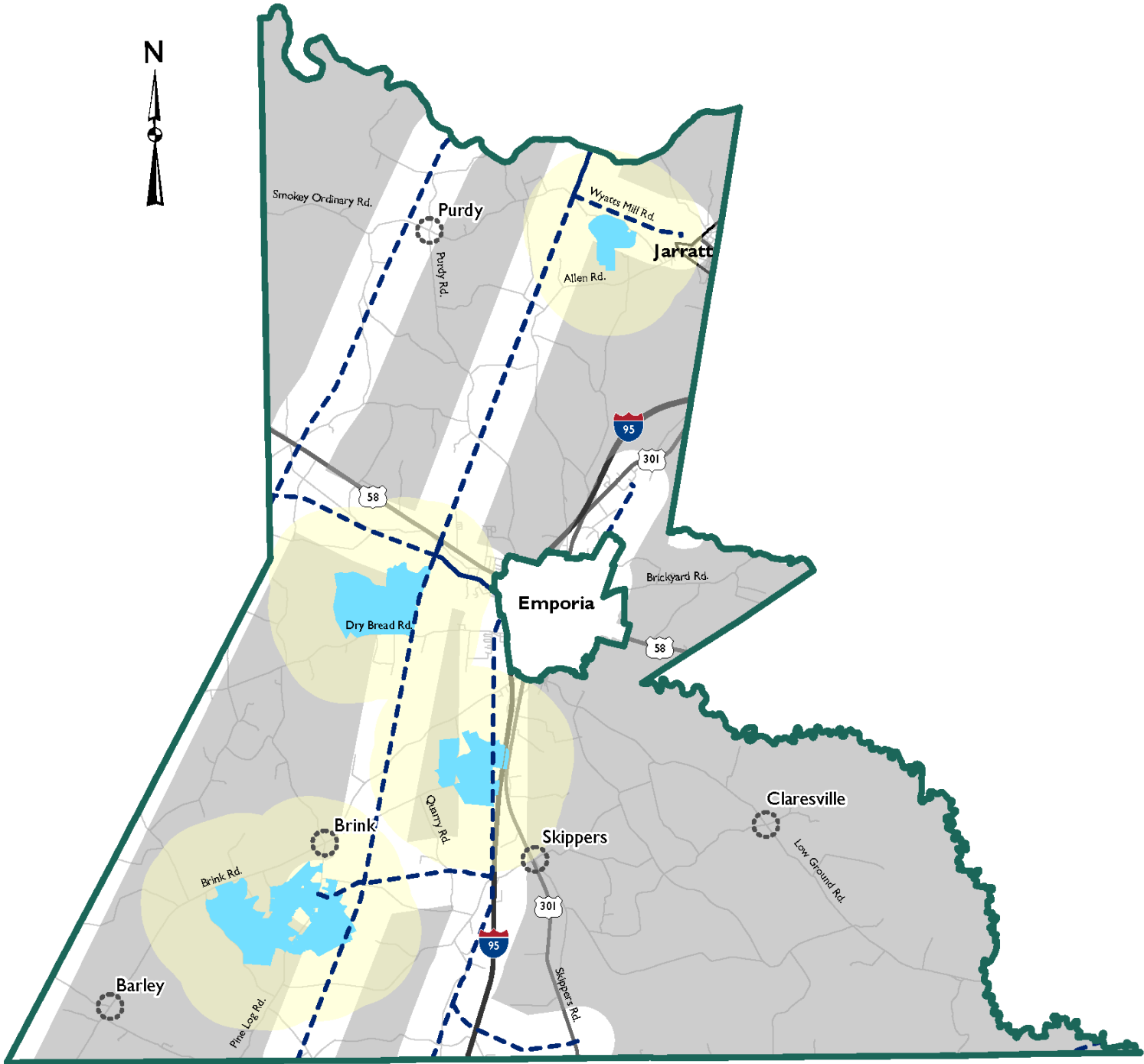
“Areas designated by a locality that are (i) appropriate for higher density development due to its proximity to transportation facilities, the availability of a public or community water and sewer system, or a developed area and (ii) to the extent feasible, to be used for redevelopment or infill development.”

UDAs coordinate land use and transportation planning efforts and are intended to exemplify the principles of traditional neighborhood design. Traditional neighborhood design entails classic characteristics of traditional communities such as:

- Walkable neighborhood centers
- Preservation of natural areas
- Interconnected streets and blocks
- Mixed-use neighborhoods and developments
- Diversity of land uses
- Easy access to jobs, housing, & recreation by a variety of travel modes

By designating this UDA, Greenville seeks to concentrate development within this area to facilitate a mix of medium-high density residential (apartments, townhomes, and attached and detached single-family homes), commercial (retail stores, professional offices, personal services, and restaurants), employment (industry), civic, and open space (plaza, green, square) uses in compact, walkable developments following the principles of traditional neighborhood design.








Map 9.2 Utility-Scale Solar Siting Considerations

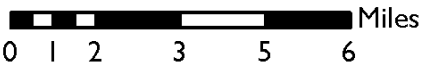


Legend

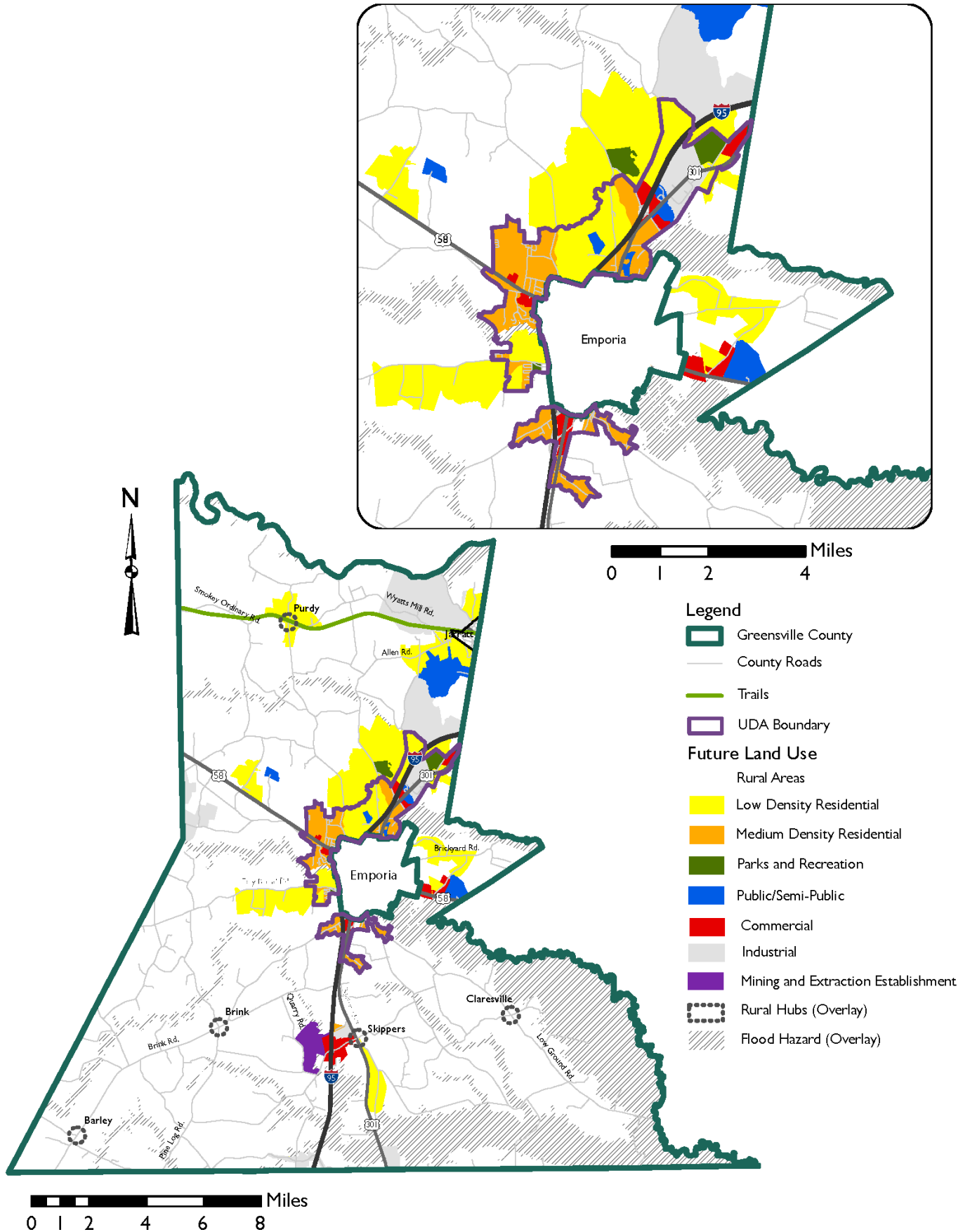
-  Greenville County
-  County Roads

Solar Development Guidelines

-  Transmission Lines
 -  Existing / Permitted Solar Facility
 -  Greater Than 1 Mile From Transmission Line
 -  1.5 Mile Buffer (Existing Solar Facilities)
 -  Less Than 1 Mile From Transmission Line
 -  Not Shown
 -  1 Mile Buffer* (Village, Town, City)
- *Currently pending reinstatement into the Zoning Ordinance.*



Map 9.3 Urban Development Area



Strategies to Support Future Land Use Development and Protection

1. Review and amend the zoning and subdivision ordinances to ensure that development aligns to the policies and design principles in this Plan.
2. Review the zoning ordinance, and amend as necessary, to allow for a wider mix of use types, including accessory dwellings and mixed-use buildings.
3. Consider adopting an entrance corridor overlay district with design standards that create a strong impression of community character from Greenville County complex into Emporia.
4. Encourage infill development in developed areas so that existing infrastructure can be more efficiently used, and rural lands will be protected from development.
5. Discourage inappropriate development and land uses that may have detrimental impacts to prime farmland, rich natural habitats, and water quality.
6. Identify opportunities to connect neighborhoods through sidewalks, shared use paths, and trail improvements and require such connections in new development or redevelopment proposals.
7. Enhance the county's online GIS tools to incorporate the Future Land Use Map and additional zoning information at the parcel level.
8. Increase communication and coordination between county and City of Emporia planning staff on long-range plans to achieve regional land use goals.
9. Encourage flexibility in site design, such as cluster housing, to encourage the preservation of unique natural resources and open space.
10. Use high quality architectural features and character in addition to creative landscape design to develop sites that are sensitive to the environment and respect the unique land features of the site.
11. Encourage planned residential, commercial, and industrial centers that utilize coordinated access points, parking and signage and common design themes.
12. Work with various state agencies/facilities, especially correctional centers, to ensure cooperation and the compatibility of new development on adjacent properties.
13. Evaluate land use applications for rezonings and special use permits against the criteria contained within this Comprehensive Plan.



10 | IMPLEMENTATION

In this chapter:

- *Using the Comprehensive Plan*
- *Tools for Implementation*
- *Implementation Matrix*



Using the Comprehensive Plan

The *Greenville 2040* Comprehensive Plan is Greenville County's guiding document for the growth and development. It is intended to be a dynamic document that can change and evolve to reflect the needs of the community. Accordingly, to ensure it is properly implemented, the Planning Commission and Board of Supervisors should refer to the Comprehensive Plan and consider its vision prior to making recommendations and decisions.

Code of Virginia § 15.2-2232 states that the Comprehensive Plan "shall control the general or approximate location, character, and extent of each feature shown in the plan." Effective implementation of the Plan depends on a consistent measure of each land use application and budgetary decision with the long-range vision of the Comprehensive Plan.

Greenville County should strive to assess the Plan's effectiveness by reviewing and monitoring specific issues that impact the goals and action strategies outlined within this document. When appropriate and necessary, the Plan should be amended periodically. The Board of Supervisors should carefully consider whether specific amendments are congruent with the Plan's overarching vision. Any modifications should be considered with long-term policy implications.

Tools for Implementation

There are a variety of tools that can help to implement the long-range vision set forth in the Comprehensive Plan. The following tools are the most important to ensuring the successful implementation of this Plan.



Annual Budget

The Board of Supervisors and staff should keep the recommendations of the Comprehensive Plan in mind when preparing the annual budget. The budget works in conjunction with the Comprehensive Plan to move the county towards a thriving and more resilient future.



Capital Improvement Plan

A Capital Improvement Plan (CIP) coordinates the location, timing, and financing of capital improvements over a multi-year period. Capital improvements refer to major, non-recurring physical expenditures such as land, buildings, public infrastructure, and equipment. The CIP includes a description of proposed capital improvement projects ranked by priority, a year-by-year schedule of expected project funding, and an estimate of project costs and financing sources. The CIP is a working document and should be reviewed and updated annually to reflect changing community needs, priorities, and funding opportunities. The community benefits and the long-range vision is achieved when the priorities of the CIP and updates to ordinances align with the Comprehensive Plan.



Land Use Regulations

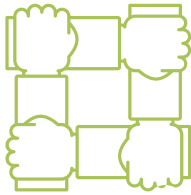
The zoning ordinance; subdivision regulations; landscaping, parking, and signage standards; and other land use and development standards and procedures are at the forefront in implementing the Comprehensive Plan. As legal documents, zoning and subdivision regulations outline what property owners may do with their land and how buildings and sites must be designed. Aligning land use regulations to the policies in this Comprehensive Plan is a critical step toward implementation. Many of the objectives in the Plan include strategies that suggest revisions to the zoning ordinance and other land use regulations. These regulatory mechanisms work to enact the goals and vision of the Plan over time.

Land Use Actions



The process for development approvals, including rezoning and special use permits, are central to the implementation of the Comprehensive Plan. The Comprehensive Plan should serve as a strong guide for decisions on all land use applications. Land use applications should be measured against the Comprehensive Plan, including the specific action strategies and the future land use map, to ensure consistency. In rare cases where unforeseen uses or changes in market conditions may warrant deviation from the adopted Plan, Planning Commission and the Board of Supervisors should review and consider amendments to the Comprehensive Plan to ensure that the document remains current, relevant, and responsive to the community's needs.

Intergovernmental Cooperation



Greenville County's geographic location emphasizes the importance of local and regional cooperation. Ecological, environmental, transportation, equity, education, tourism, community facilities, job and workforce development and many other issues covered in this Comprehensive Plan are all issues that are best solved through cooperation. Specifically, Greenville County shares many facilities and services with the City of Emporia, and many of the existing conditions and needs in the county reflect similar trends in the City. As a result, successful implementation of this Plan will require collaboration with the City of Emporia as well as the Town of Jarratt. Moreover, successful implementation of the strategies in this Plan will require continued regional cooperation with the Crater Planning District Commission and numerous state agencies responsible for overseeing various facilities, services, and programs implemented across the state.

Annual Review and Necessary Update



Continuous review and progress monitoring holds everyone accountable to the community's long-range vision. The Code of Virginia § 15.2-2230 requires that Comprehensive Plans be reviewed, and updated if needed, every five years. In addition to the five-year review and update, annual reviews and revisions of ordinances and plans is considered a best practice. Reviewing the Plan regularly helps measure success in achieving Plan goals. It also provides an opportunity to propose and integrate strategic initiatives and policy changes that can be incorporated into the annual budget process, if necessary. This annual review helps set budgetary priorities that are consistent with the community's vision and ensures that monitoring is systematic and planned.

Implementation Matrix

The implementation matrix provides the specific direction to make this Plan a reality. The matrix builds on the strategies included in each plan element by identifying tools, responsible parties, and anticipated timeframes for completion. The matrix also correlates strategies with specific policies, goals, and values set forth in the Plan. The implementation matrix should be reviewed annually as part of the county's budgeting process to set budgeting priorities as well as measure progress towards meeting the county's vision for the Greenville of 2040. The key to the Plan's success will be a proactive approach by the Planning Commission in cooperation with the Board of Supervisors, county departments and boards, residents, businesses, and community institutions and organizations. The Matrix includes the following information:

MATRIX ELEMENTS

Implementation Strategy

- Specific action item

Type of Implementation Categories

- Regulation Updates and Enforcement
- Community Outreach and Education
 - Partnerships
 - Capital Projects
- Programs and Services
 - Plans and Studies
- Land Use Application Review

Responsible Agency

The organization(s) responsible for administering, managing, and/or implementing the specific action item.

These organizations include:

- Greenville County Staff/Board of Supervisors
- Nonprofit Organizations
- Regional and Institutional Partners
- Citizen Boards and Committees
- State and Federal Agencies
- Local Business Partners

Priority

Each strategy is assigned a priority level ranging from low-medium-high

- *High* (1-3 years) — High priority actions should be completed within 3 years of the Plan's adoption.
- *Medium* (3-5 years) — Medium priority actions may be initiated within 3 years but will be completed by 5 years from the Plan's adoption.
- *Low* (5+ years) — Low priority actions may be initiated between 3 and 5 years from the Plan's adoption but will be completed beyond the first five years of the Plan's adoption.
- *Ongoing* — ongoing actions should continue for the life of the Plan



NATURAL ENVIRONMENT

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 3 — Natural Environment				
1	Increase public access to Greenville County’s water bodies where environmental conditions and road access allow.	Partnerships; Capital Projects	Greenville County Government	Medium
2	Develop a source water protection plan (SWPP) to ensure protection of the region’s drinking water supply.	Plans & Studies	Greenville County Government; Regional & Institutional Partners	High
3	Work with neighboring localities and the Department of Conservation and Recreation to pursue the Scenic River Designation of the Nottoway River.	Partnerships	Greenville County Government; Regional & Institutional Partners	Medium
4	Update the county floodplain management ordinance to the most recent guidance from the Department of Conservation and Recreation from 2017.	Regulation Updates & Enforcement	Greenville County Government	High
5	Continue to work closely with neighboring jurisdictions in efforts to improve the effectiveness of the region’s watershed management program.	Partnerships; Programs & Services	Greenville County Government; Regional & Institutional Partners	Medium
6	Encourage the use of green infrastructure principles and stormwater best management practices to reduce the impact of runoff and better incorporate developed areas into the natural environment.	Land Use Application Review	Greenville County Government	Medium
7	Encourage erosion and sediment reduction practices in all river basins to assist in maintaining water quality. Existing riparian vegetation along streams and riverbanks should be retained by limiting nearby development to provide fisheries and wildlife habitat, minimize erosion, and slow water velocities.	Land Use Application Review	Greenville County Government	On-going

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 3 – Natural Environment				
8	Work with state and regional partners to develop a plan for assessing septic systems and remediating failing systems throughout the county.	Partnerships; Programs & Services	Greenville County Government; Regional & Institutional Partners	High
9	Ensure that appropriate mitigation for environmental impacts is clearly defined and considered during the development proposal evaluation process.	Regulation Updates & Enforcement; Land Use Application Review	Greenville County Government	High
10	Designate areas of the county that have been used traditionally for agricultural purposes or are designated prime agriculture lands and are at least one acre in size as agricultural lands of local importance.	Plans & Studies	Greenville County Government	Medium
11	Explore working with landowners to develop Agricultural and Forestal Districts (AFD) to protect and enhance agricultural and forested lands as an economic and environmental resource of major importance.	Community Outreach & Education; Regulation Updates & Enforcement	Greenville County Government	Medium
12	Provide for the preservation of agricultural and forestry uses by supporting conservation and open space easements.	Partnerships; Community Outreach & Education	Greenville County Government	Medium
13	Improve and develop landscaping requirements and standards that encourage the use of native plants and trees in landscape designs for public and private projects as well as along major highway corridors.	Regulation Updates & Enforcement	Greenville County Government	Medium
14	Facilitate and support landowner access to carbon markets as programs become available from the state and the Crater Planning District Commission.	Partnerships	Greenville County Government; Regional & Institutional Partners	Medium
15	Work with and educate landowners about tax incentives and monetization opportunities that support and enhance the agriculture and forest conservation.	Community Outreach and Education	Greenville County Government	Medium
16	Incorporate wildlife planning principles and green infrastructure policies into the zoning ordinance that reserves portions of developed land as open space to encourage landscape connectivity.	Regulation Updates & Enforcement	Greenville County Government	Medium
17	Promote environmental justice by identifying and providing incentives for economic activities that combine the goals and principles of economy, ecology, and social equity.	Programs & Services	Greenville County Government	On-going
18	Implement sustainability practices into the daily operations of county government and encourage local sustainability efforts of local businesses and residents. This includes promoting public transportation, e-vehicle charging station placement, enacting a government vehicle idling policy, planting trees, and promoting recycling and composting.	Programs & Services	Greenville County Government	Medium



HOUSING

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 4 – Housing				
1	Promote grant programs and partner with local organizations and businesses to educate homeowners about building systems, maintenance, and energy-saving features suitable for existing buildings.	Community Outreach and Education	Greenville County Government; Regional & Institutional Partners	On-going
2	Evaluate opportunities to develop and expand tax relief programs to prevent displacement and encourage major home rehabilitation projects.	Programs & Services	Greenville County Government	Medium
3	Identify affordable housing at risk from expiring affordability restrictions; expand preservation and support construction efforts.	Programs & Services	Greenville County Government; City of Emporia	High
4	Review the zoning ordinance to consider allowing accessory dwelling units by-right to provide affordable rental options and ease cost burden for homeowners.	Regulation Updates & Enforcement	Greenville County Government	High
5	Review the zoning and subdivision ordinances to expand housing opportunities for senior, elderly, multigenerational households, and special needs populations, both with and without care.	Regulation Updates & Enforcement	Greenville County Government	Low
6	Create a local blight watchlist and consider enacting Spot Blight Abatement Ordinances and land banking, as needed, to help take action against blighted properties and improve value of surrounding properties.	Regulation Updates & Enforcement	Greenville County Government	Medium
7	Examine opportunities to streamline residential permitting processes and timelines.	Regulation Updates & Enforcement	Greenville County Government	High

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 4 – Housing				
8	Support neighborhood investments (lighting, sidewalks, crosswalks, roads) that allow Greenville County residents to improve neighborhood safety and walkability and promote aging in place. CBDG funds may be accessed to fund some of these projects.	Capital Projects	Greenville County Government; Regional & Institutional Partners	High
9	Encourage home ownership by helping residents to access available grants and resources, such as Virginia Housing Homebuyer Program and the USDA Guaranteed Rural Housing Program.	Community Outreach and Education	Greenville County Government	Medium
10	Promote the use of “green” building technologies, including weatherization and low impact development, to provide energy conservation benefits and increase community resilience.	Community Outreach and Education	Greenville County Government	Medium
11	Plan and zone for a sufficient supply of developable land near the county’s existing developed areas where public utilities are available with a range of housing types and densities.	Land Use Application Review	Greenville County Government	Medium
12	Consider publishing home improvement educational guidelines and fact sheets to maintain and improve property values avoid deterioration.	Community Outreach and Education	Greenville County Government	High
13	Evaluate the local implementation of the Rent and Mortgage Relief Program created by the CARES act during the COVID-19 pandemic to better identify and understand ways to avoid eviction and foreclosure in the future.	Programs & Services	Greenville County Government	High
14	Support the development of affordable and moderate cost housing, including multifamily and senior housing, particularly as new major employers locate to Greenville County.	Land Use Application Review	Greenville County Government	Low
15	Encourage the development of housing for older residents in appropriate locations to allow residents to remain within the community in which they have lived and been active.	Land Use Application Review	Greenville County Government	Medium
16	Take maximum advantage of federal, state, and private funding for assisting income eligible county renters in achieving home ownership and aiding county homeowners in repairing housing structures.	Programs & Services	Greenville County Government	High
17	Update ordinances to address new technologies, market trends, and resident needs – such as short-term rentals, alternative housing, tiny homes, and clean energy.	Regulation Updates & Enforcement	Greenville County Government	Medium
18	Expand partnerships with area institutions to address regional housing need.	Partnerships	Greenville County Government; Regional & Institutional Partners	High



QUALITY OF LIFE

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 5 – Quality of Life				
1	Provide adequate levels of public facilities to all people of the county as efficiently and economically as possible.	Capital Projects	Greenville County Government	High
2	Continue internal, local, and regional partnerships for the efficient and sustainable provision of shared services and facilities.	Partnerships	Greenville County Government; City of Emporia; Regional and Institutional Partners	Medium
3	Work with the regional board, The Improvement Association, Inc., to enhance community quality of life, reviewing coordination between all of the regional boards to identify opportunities for service improvements and partnerships.	Partnerships	Greenville County Government; Citizen Boards and Committees	Medium
4	Develop a comprehensive maintenance schedule for county and school facilities to prevent potential deferred maintenance issues.	Capital Projects	Greenville County Government & School Board	Medium
5	Expand accessibility and availability of government information through methods, such as town hall meetings, newsletters, and social media.	Community Outreach and Education	Greenville County Government	Medium
6	Increase online services to residents, such as online permitting and payments.	Programs & Services	Greenville County Government	Medium / In Progress
7	Create opportunities for student engagement in local government, such as job shadowing and student involvement on local boards to teach the value of civic engagement	Community Outreach and Education	Greenville County Government & School Board	Low

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 5 – Quality of Life				
8	Develop and implement a plan to reconsolidate elementary school students into a single school facility.	Capital Projects	Greenville County Board of Supervisors & School Board	High
9	Finalize and implement the findings of the Greenville County High School Feasibility Study.	Capital Projects	Greenville County Board of Supervisors & School Board	High
10	Incorporate community recreation and enhanced sports facilities as part of future school facility plans.	Capital Projects	Greenville County Board of Supervisors & School Board	High
11	Continue and expand support and resources for programs that will improve student outcomes, such as Career and Technical Education (CTE), community college payment assistance, and day care assistance.	Programs & Services	Greenville County Board of Supervisors & School Board	High
12	Evaluate school capacity, technology, and programs on a five-year basis and develop specific action strategies to address identified service gaps.	Plans & Studies	Greenville County Board of Supervisors & School Board	Medium
13	Work with Economic Development and Chamber of Commerce to enhance business/industry partnerships with schools.	Partnerships	Greenville County Government; School Board; Local Business Partners	Medium
14	Conduct a recreation interest survey, and/or needs assessment, to gauge interest in different types of recreational and sports activities and guide future park investment.	Plans & Studies	Greenville County Government	High
15	Work with agencies, such as Central Virginia Health Planning Agency and Virginia Department of Conservation and Recreation, to seek grants, donations, and easements to increase recreation opportunities, trails, and river access.	Partnerships	Greenville County Government; Regional & Institutional Partners	High
16	Develop a linear park along the Virginia Beach Pipeline and former railroad right-of-way.	Capital Projects	Greenville County Government; State & Federal Agencies	Low
17	Integrate new amenities and accessibility into park and facility design to provide parks and playgrounds that are safe and inclusive for users of all ages and abilities.	Capital Projects	Greenville County Government	Medium
18	Conduct a retail and recreation market study to identify need and incentivizes for small commercial businesses and recreation providers that would support the quality of life in the community.	Plans & Studies	Greenville County Government	Low
19	Conduct a public safety assessment to examine fire, rescue, and emergency service needs and provide a long-term plan to maintain level of service.	Plans & Studies	Greenville County Government; Volunteer Fire & Rescue Organizations	Medium
20	Collaborate with local stakeholders to conduct health events and promote health awareness and education to improve health outcomes for county residents.	Partnerships	Greenville County Government, Health Department, YMCA, Hospital	Low



#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 6 – Infrastructure				
1	Support public infrastructure investments that promote economic and community development in an efficient, fiscally responsible manner.	Capital Projects	Greenville County Government	On-going
2	Continue to coordinate public water/sewer expansions within the designated Urban Service Area with funding in this area as first priority.	Capital Projects	Greenville County Government	High
3	Invest in public water/sewer services to Rural Service Areas as second priority.	Capital Projects	Greenville County Government	Low
4	Support GCWSA’s capital improvement program, which is updated on an annual basis, to ensure quality and provide expanded service.	Capital Projects	Greenville County Government; Regional & Institutional Partners	On-going
5	Support GCWSA efforts to identify and remedy areas where stream and groundwater systems are negatively impacted by inadequately treated household wastewater.	Capital Projects	Greenville County Government; Regional & Institutional Partners	Medium
6	Work with partners, such as EMPOWER Broadband, to plan for and achieve reliable, effective, and affordable internet access in all homes.	Capital Projects	Greenville County Government; Regional & Institutional Partners	High
7	Support siting of telecommunications structures and conduct code updates, as needed, to improve cellular service and coverage, with a preference for collocation and attached structures.	Land Use Application Review; Regulation Updates & Enforcement	Greenville County Government	High
8	Explore innovative solutions to increase internet connectivity, such as equipping school buses with WiFi, computer labs/hotspots in rural churches and community centers, and advertising hotspot locations throughout the county.	Programs & Services	Greenville County Government	Medium
9	Conduct a community broadband interest survey.	Plans & Studies	Greenville County Government	Medium

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 6 – Infrastructure				
10	Continue to study feasibility of providing natural gas service to business and residential customers.	Plans & Studies	Greenville County Government	Medium
11	Support the extension of natural gas to the MAMaC site to increase the marketability of the site for industrial development.	Capital Projects	Greenville County Government	High
12	Implement recommendations from the landfill capacity study.	Capital Projects	Greenville County Government	High
13	Continue recycling services and pursue opportunities to expand recycling and composting, where feasible.	Programs & Services	Greenville County Government	Medium
14	Develop a recycling education and awareness program through the county website, mailings, and social media to increase local knowledge.	Community Outreach and Education	Greenville County Government	Medium
15	Explore siting agreement options for utility-scale solar projects located in opportunity zones compatible with the future land use plan that can assist with the deployment of broadband and other county services.	Programs & Services	Greenville County Government	Medium
16	Encourage new development to occur within areas that are already served by necessary public utility and infrastructure systems or where systems can be realistically expanded.	Land Use Application Review	Greenville County Government	On-going
17	Invest in and provide good stewardship of existing infrastructure to maintain the current level of service and provide timely and cost-effective replacement.	Capital Projects	Greenville County Government	On-going



ECONOMY

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 7 – Economy				
1	Explore feasibility of food system planning to assist the agricultural community in taking advantage of new markets.	Plans & Studies	Greenville County Government	Medium
2	Coordinate across government departments to ensure that incentives and marketing information is made available to potential businesses and developers.	Community Outreach & Education	Greenville County Government	High
3	Continue supporting workforce development and quality of life improvements and partnerships as a foundation for economic success.	Programs & Services	Greenville County Government	On-going
4	Coordinate and expand strategic marketing of the MAMaC facility.	Community Outreach & Education	Greenville County Government	High
5	Continue to explore opportunities for the creation of a second Greenville County Industrial Park and implement, if feasible.	Plans & Studies	Greenville County Government	High
6	Partner with City of Emporia and Main Street Program to develop the downtown business/commercial district and support revitalization efforts.	Partnerships	Greenville County Government; Regional & Institutional Partners	Medium
7	Continue to support commercial expansion efforts in the commercial hubs along I-95 in order to fully utilize this economic/transportation asset.	Land Use Application Review; Regulation Updates & Enforcement	Greenville County Government	On-going
8	Consider developing a shared (co-working) office space, business incubator, or business coaching/mentoring programs for local entrepreneurs.	Programs & Services	Greenville County Government	Medium

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 7 – Economy				
9	Formulate a “buy local” educational/marketing initiative to support local retail, restaurant, and farm market businesses.	Community Outreach & Education	Greenville County Government; Crater PDC; Local Business Partners	Low
10	Continue to work with EMPOWER to support expansion of broadband services that would increase educational and telework opportunities for residents.	Partnerships	Greenville County Government; Regional & Institutional Partners	On-going
11	Evaluate whether local educational opportunities include trainings targeted at telework job opportunities and identify ways to connect residents to telework jobs.	Plans & Studies	Greenville County Government	High
12	Consider a local study to evaluate the employment changes that have occurred with local residents since the COVID pandemic and attempt to address specific needs identified, such as extended childcare, need for broadband, or new workforce education needs.	Plans & Studies	Greenville County Government	Low
13	Review zoning regulations to ensure regulations support economic development goals.	Regulation Updates & Enforcement	Greenville County Government	Medium
14	Develop internship / job shadowing program with school students and local employers to create a deeper tie between employers at county residents	Programs & Services; Partnerships	Greenville County Government & School Board; Local Business Partners	Low
15	Recognize the education and employment profile of the current county workforce as a guide for focusing on target industries.	Plans & Studies	Greenville County Government	On-going



#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 8 – Transportation				
1	Coordinate with the Virginia Department of Transportation (VDOT) to confirm that transportation improvement projects are consistent with the county’s needs and statewide transportation plans, such as Virginia’s Long-Range Multimodal Transportation Plan (VTrans).	Partnerships; Capital Projects	Greenville County Government; VDOT	On-going
2	Pursue funding and grants to implement the priority transportation projects identified in this Plan.	Partnerships; Capital Projects	Greenville County Government	High
3	Coordinate with the Virginia Department of Transportation (VDOT) to implement the designated Urban Development Area to increase competitiveness for state funded transportation programs.	Partnerships; Capital Projects	Greenville County Government; VDOT	Medium
4	Update and maintain a database of current and proposed projects, tracking progress and aligning vision projects with funding opportunities.	Plans & Studies	Greenville County Government	High
5	Partner with VDOT and the Crater PDC to prioritize improvements to bridges with poor ratings or are susceptible to flooding.	Partnerships; Capital Projects	Greenville County Government; VDOT; Crater PDC	High
6	Work with VDOT to address safety deficiencies (narrow roads, poor visibility, lack of adequate signage) and improve accessibility along higher-volume local corridors.	Partnerships; Capital Projects	Greenville County Government; VDOT	High
7	Update subdivision standards to reflect road standards necessary for VDOT inclusion into the State System of Highways.	Regulation Updates & Enforcement	Greenville County Government	Medium
8	Consider adopting a dangerous roadside vegetation ordinance (Virginia Code § 15.2-2009.1) to require property owners to maintain trees, tree limbs, shrubs, and high grass that could endanger drivers.	Regulation Updates & Enforcement	Greenville County Government	Medium
9	Pursue VDOT landscaping grants to enhance the Exit 4 interchange and welcome driver’s entering the first exit in Virginia.	Partnerships; Capital Projects	Greenville County Government; VDOT	Low

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 8 – Transportation				
10	Designate entrance corridors in the Greenville County zoning ordinance and create streetscape standards for those corridors.	Regulation Updates & Enforcement	Greenville County Government	High
11	Partner with the Town of Jarratt and the City of Emporia to develop a community wayfinding and signage plan.	Capital Projects	Greenville County Government; Regional & Institutional Partners	Low
12	Encourage the development of major regional traffic and freight generators near interstate interchanges as these locations are best suited to carry regional traffic while minimizing impacts on local streets.	Land Use Application Review	Greenville County Government	High
13	Consider and encourage best design standards and access management strategies for future development or redevelopment of land and transportation facilities near main intersections and interchanges.	Land Use Application Review	Greenville County Government	Medium
14	Develop land use strategies that consider development near rail infrastructure and protect corridors from encroachment.	Regulation Updates & Enforcement	Greenville County Government	Medium
15	Support the Emporia Greenville Airport Commission in efforts to maintain the airport facility, particularly pavement, airfield lighting, and facility maintenance.	Partnerships; Capital Projects	Greenville County Government; Airport Commission	Medium
16	Pursue opportunities for the growth and expansion of aviation-related businesses both on the airfield and within the community.	Partnerships	Greenville County Government; Airport Commission	Medium
17	Support walking and biking options between and within communities. Crosswalks, pedestrian signals, and ADA compliant ramps should be located at or near major activity centers and sidewalks should be located along any new or reconstructed streets in commercial areas.	Capital Projects; Land Use Application Review	Greenville County Government	Medium
18	Promote Safe Routes to Schools by continuing to encourage the construction of pedestrian and bicycle facilities within a two-mile radius of elementary and middle schools.	Capital Projects; Land Use Application Review	Greenville County Government; City of Emporia; VDOT	Medium
19	Continue to work with VDOT to develop, fund, and construct multi-use paths and designate shared use bike routes.	Partnerships; Capital Projects	Greenville County Government; VDOT	Medium
20	Promote and encourage commuting alternatives, such as transit, carpooling, rideshares, telecommuting, and other options to typical commuting patterns.	Community Outreach and Education	Greenville County Government	Medium
21	Coordinate with the DRPT and the City of Emporia to expand public transit services in the county. This should include increased fixed-route transit connecting more neighborhoods in Greenville County and additional on-demand transit services in the more rural areas.	Programs & Services	Greenville County Government. Department of Rail and Public Transportation	High
22	Publish a system-wide bus route map online and in print for public access.	Community Outreach and Education	Greenville County Government, Department of Rail and Public Transportation	High
23	Support the development and siting of e-vehicle charging stations and facilities to support the transition to lower emission vehicles and bring visitors into the County.	Land Use Application Review	Greenville County Government	High



#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 9 – Land Use				
1	Review and amend the zoning and subdivision ordinances to ensure that development aligns to the policies and design principles in this Plan.	Regulation Updates & Enforcement	Greenville County Government	High
2	Review the zoning ordinance, and amend as necessary, to allow for a wider mix of use types, including accessory dwellings and mixed use buildings.	Regulation Updates & Enforcement	Greenville County Government	Medium
3	Consider adopting an entrance corridor overlay district with design standards that create a strong impression of community character from Greenville County complex into Emporia.	Regulation Updates & Enforcement	Greenville County Government	Medium
4	Encourage infill development in developed areas so that existing infrastructure can be more efficiently used, and rural lands will be protected from development.	Land Use Application Review; Regulation Updates & Enforcement	Greenville County Government	On-going
5	Discourage inappropriate development and land uses that may have detrimental impacts to prime farmland, rich natural habitats, and water quality.	Land Use Application Review; Regulation Updates & Enforcement	Greenville County Government	Medium
6	Identify opportunities to connect neighborhoods through sidewalks, shared use paths, and trail improvements and require such connections in new development or redevelopment proposals.	Capital Projects; Land Use Application Review	Greenville County Government	High
7	Enhance the county’s online GIS tools to incorporate the Future Land Use Map and additional zoning information at the parcel level.	Programs & Services	Greenville County Government	High

#	Implementation Strategy	Implementation Type	Responsible Agency	Priority
Chapter 9 – Land Use				
8	Increase communication and coordination between county and City of Emporia planning staff on long-range plans to achieve regional land use goals.	Partnerships	Greenville County Government; City of Emporia	High
9	Encourage flexibility in site design, such as cluster housing, to encourage the preservation of unique natural resources and open space.	Land Use Application Review; Regulation Updates & Enforcement	Greenville County Government	High
10	Use high quality architectural features and character in addition to creative landscape design to develop sites that are sensitive to the environment and respect the unique land features of the site.	Land Use Application Review	Greenville County Government	Medium
11	Encourage planned residential, commercial, and industrial centers that utilize coordinated access points, parking and signage and common design themes.	Land Use Application Review	Greenville County Government	Low
12	Work with various state agencies/facilities, especially correctional centers, to ensure cooperation and the compatibility of new development on adjacent properties.	Partnerships; Land Use Application Review	Greenville County Government; State & Federal Agencies	High
13	Evaluate land use applications for rezonings and special use permits against the criteria contained within this Comprehensive Plan.	Land Use Application Review	Greenville County Government	On-going