



Many people think of land use as the most important element of a comprehensive plan. The Future Land Use Map is usually the component of a comprehensive plan that is most extensively discussed and most often referenced when planning decisions are being made.

Land use is different from zoning. Zoning defines the uses that are allowed on a given parcel of land. A land use map defines the actual use of the land. Often, property that is zoned for commercial use remains in residential use. Property zoned for multifamily residential use may be developed with single-family dwellings.

Similarly, when a Future Land Use Map is adopted, properties identified for a different future land use may not immediately be rezoned. Rezoning typically will not occur until a property owner chooses to develop or redevelop the land.

Strategic Planning Issues

Key strategic planning issues related to the Land Use Element of the Mauldin Comprehensive Plan are listed below. These issues were generated by conducting a SWOT analysis with the Comprehensive Plan Steering Committee, the Mauldin Chamber of Commerce Board of Directors, and at a public meeting held in May 2008 to kick off the comprehensive planning process.

Strengths

Good regional highway access, good location
Small town feel

Weaknesses

Limited opportunity to expand city boundaries
Need more parks of all sizes, from one acre to large parks
Bottlenecks on major roads
No high quality hotels
Weak community identity
No regional rapid transit service

Opportunities

Define the city's identity
Capitalize on proximity of CU-ICAR, St. Francis Hospital satellite campus
Develop high-quality higher-density housing in "new urbanist" style communities
Grow the city within existing boundaries – high quality "infill" development
Redevelop Main Street corridor with quality restaurants and destination retail
High cost of fuel makes Mauldin's central location in the Upstate an advantage

Threats

Traffic congestion: Ashmore Bridge Road, Butler Road, schools, commuter routes
Repeating Woodruff Road development mistakes
Failure to apply "smart growth" planning principles
Continued construction of "megaschools" in remote areas

Land Use Planning Practices

Land use planning attempts to identify the most appropriate use of land given a variety of factors, including:

- *natural factors* such as wetlands, floodplains, drinking water supplies, agricultural lands, and topography;
- *separation of incompatible land uses*, such as heavy industry and residential areas,
- *availability of infrastructure* to support intense land uses, such as roads, railroads, water, and sewer.

Current Land Use Inventory

Using land use data from Greenville County land records, combined with field reviews and desk reviews of land use maps, an existing land use inventory has been compiled and is presented in Map 5-1. This map illustrates how land in the Mauldin Planning Area is currently used, and uses more detailed categories of land use than are normally used for Future Land Use maps.

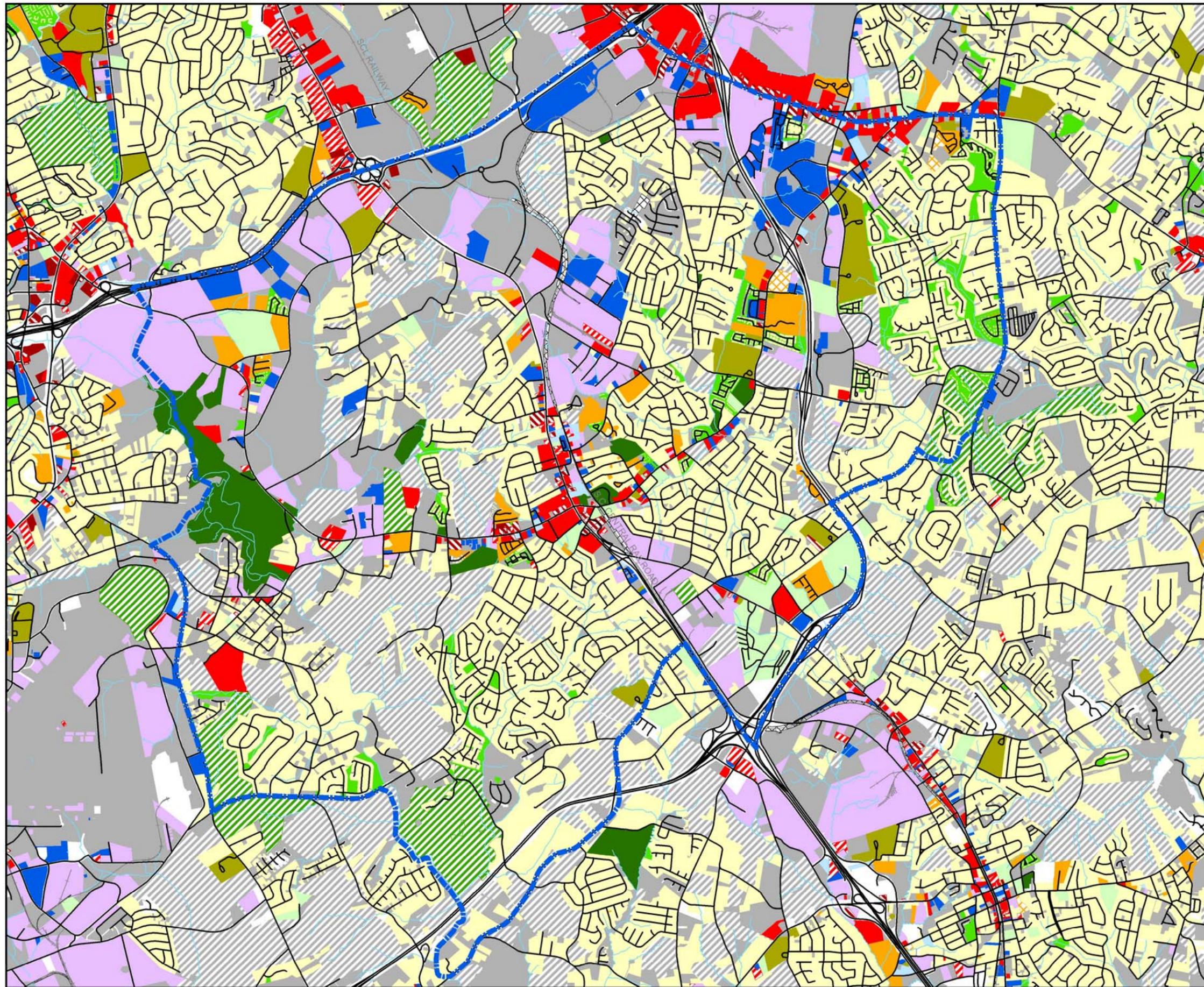
Future Land Use Maps from Previous Plans

Map 5-2a is Mauldin's first Future Land Use map, developed by Greenville County Planning Commission in the City's 1972 General Development Plan. Map 5.2b is the Future Land Use map from the 1999 City of Mauldin Comprehensive Plan. The 1999 map identifies six categories of land use:

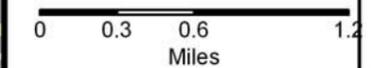
- Low Density Residential
- Medium to High Density Residential
- Office
- Commercial
- Service or Industrial
- Public or Semi-public



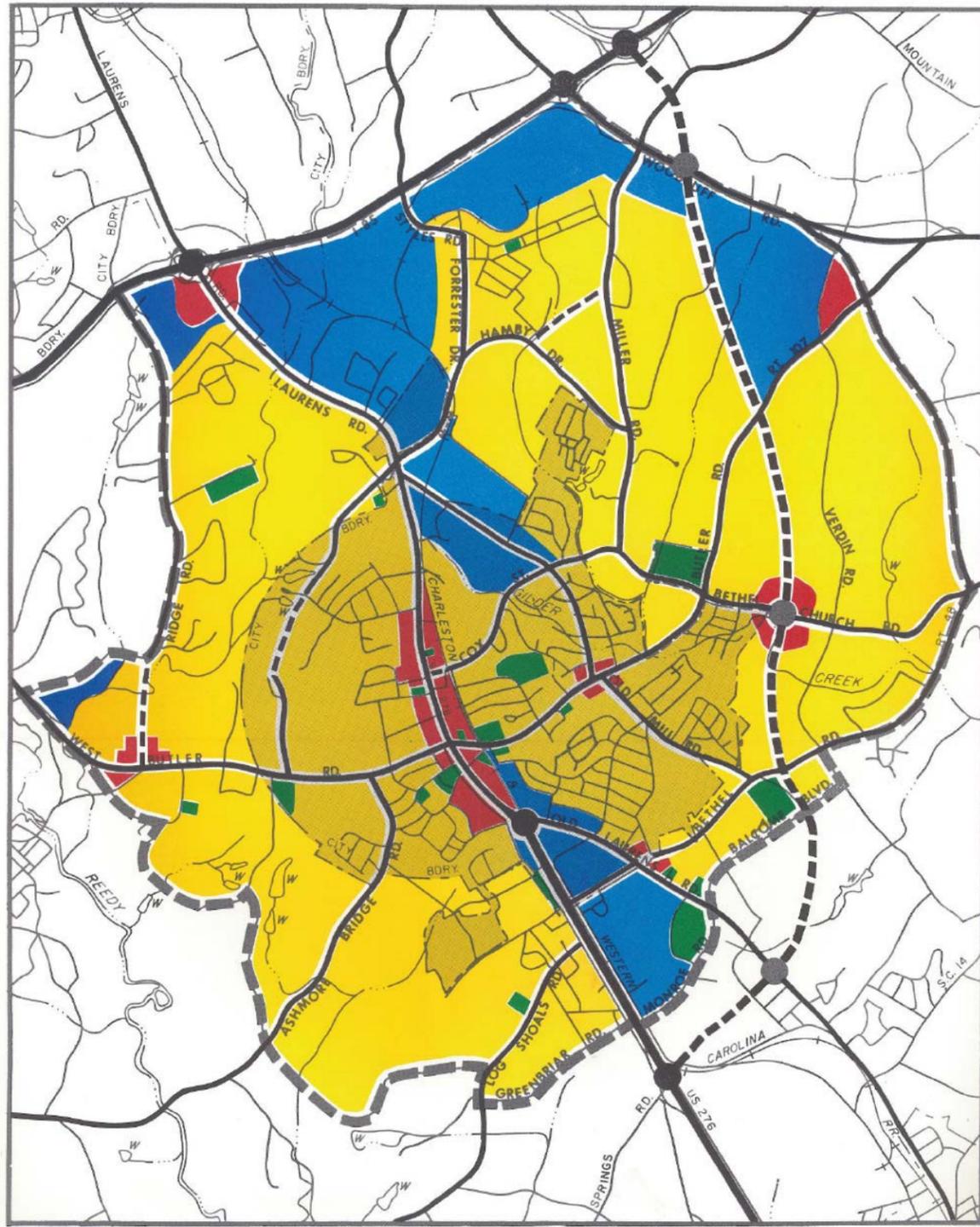
Map 5-1 Current Land Use



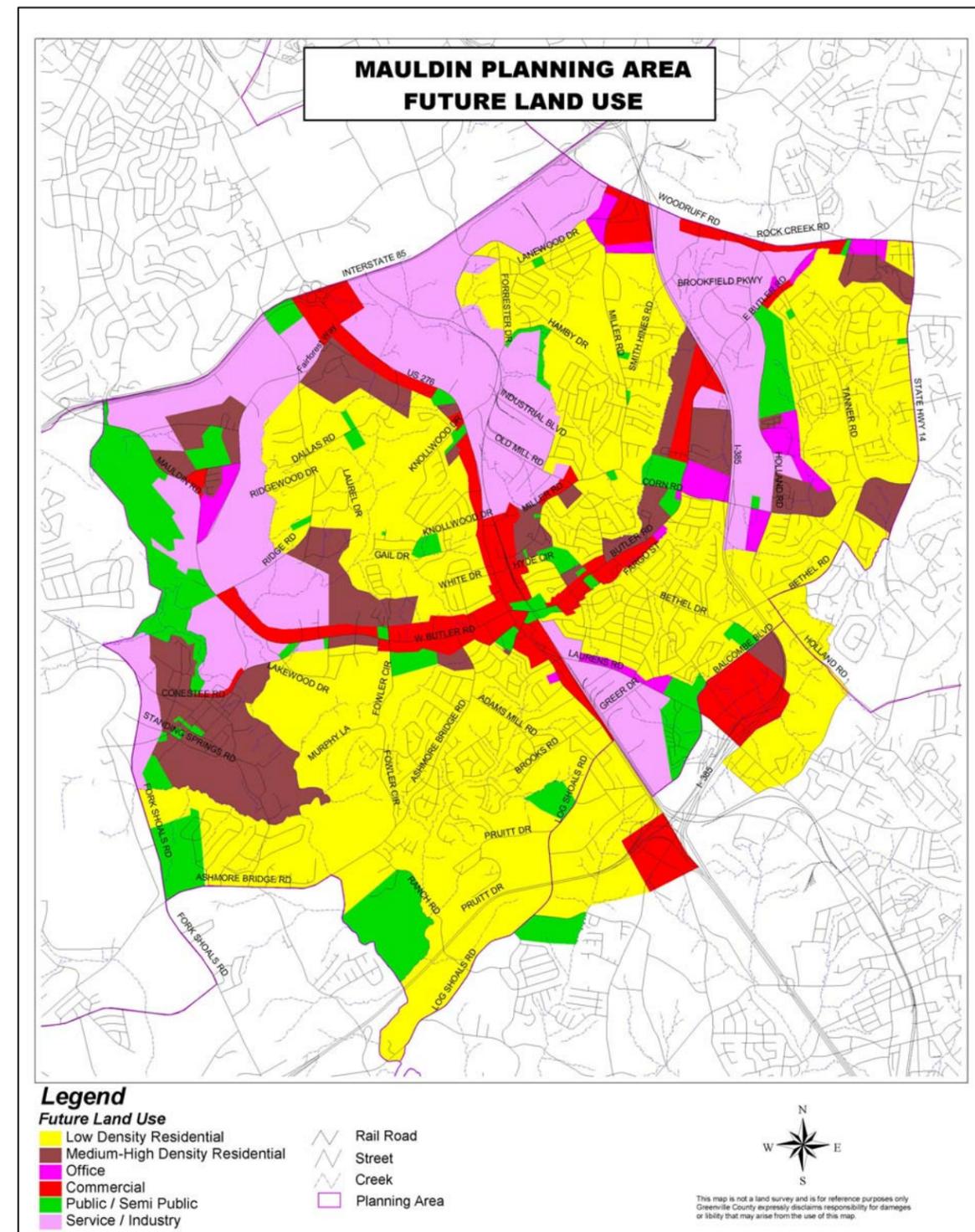
- Mauldin Planning Area
- Streets
- Streams
- Railroads
- Current Land Use**
- Single Family Res
- Multi Family Res
- Assisted Living
- Mixed Use
- Commercial
- Auto Service
- Hotels and Motels
- Restaurant
- Blank
- Office
- Services
- Industrial
- Semipublic
- HOA Common Area
- Schools
- Parks and Government
- Private Recreation
- Agricultural
- Vacant



Data Source(s): Greenville County SC GIS



Map 5.2a: Future Land Use Map from the 1972 Mauldin Comprehensive Plan.
 Legend: Blue – Industrial; Green – Public/Semipublic; Red – Commercial; Yellows – Residential. Dashed lines are proposed arterial roads.



Map 5.2b: Future Land Use Map from the 1999 Mauldin Comprehensive Plan



In previous land use plans, low density residential is typically single family houses at four units per acre or less. Medium to high density residential includes, in order of increasing density, small-lot single family detached houses, patio homes, townhouses, and multi-family apartment buildings.

Office uses include small single-tenant medical and professional offices, up to multi-story office buildings. Office uses are often a good “transitional” use between residential areas and commercial or industrial areas.

Retail stores, shopping centers, hotels, and restaurants fit in the Commercial land use category. The Service and Industrial category includes warehouses, distribution centers, manufacturing and other industrial and support uses.

Schools, churches, cemeteries, golf courses, and parks fall into the Public and Semi-public land use category.

Key Land Use Issues

Several recurring themes have emerged through the comprehensive planning process that should guide the city’s future land use plan. These are:

- appropriate infill development within the current city limits;
- encouragement of walkable, mixed-use neighborhoods;
- establishing appropriately-scaled neighborhood commercial areas;
- appropriate mix of housing types for the anticipated future population;
- adequate parks facilities; and
- planning for future regional transit in the US 276 Main Street corridor.

Most of these issues also highlight the need for a connected network of “complete streets” more important. Complete streets include landscaping, sidewalks, sometimes bicycle lanes, and other safety-oriented features that accommodate all users of streets and reinforce appropriate vehicle speeds. The future land use map includes proposed new street connections, as well as illustrative street networks in undeveloped areas.

Infill Development

As with most suburbs, Mauldin retains many scattered agricultural and rural properties. Mauldin High School students see grazing cows and goats every day; commuters pass century-old barns and farmhouses on their daily journeys. This mix of suburban and rural agricultural uses contributes to Mauldin’s sense of place and quality of life.

Some of the remaining rural and agricultural lands around Mauldin may be preserved and protected, as discussed in greater detail in the Natural Resources Element (Chapter 4) of this plan. However, market forces ultimately will result in many of these properties being developed.

Walkable, Mixed Use Neighborhoods

Where undeveloped properties have good access to thoroughfares, and are in close proximity to schools, shopping, and employment centers, these sites should be considered ideal for infill development. An appropriate mix of uses that are compatible with surrounding land uses should be required, and the design of these infill sites should create walkable communities, where residents can access schools, shopping, and employment using non-motorized transportation.

Neighborhood Scale Commercial Areas

With effective design controls, limited commercial uses can fit very well into residential neighborhoods and improve quality of life, reduce vehicle miles of travel in the area, and strengthen the sense of neighborhood. On the Future Land Use Map, these areas are identified with a small gray asterisk.

Neighborhood commercial districts should be located at or near the intersection of two thoroughfares, should include sidewalks and good crosswalks to connect to surrounding residential areas, and total square footage of non-residential uses should be limited. Some commercial uses, such as large gasoline stations, drive-through restaurants, and automobile services should be excluded.

One good example of neighborhood scale commercial areas in Mauldin is Crescentwood Village on East Butler Road. Minor adjustments in the site plan would allow a similar scale center to fit each of the targeted areas for Neighborhood Commercial land uses shown in the proposed future land use map.

The Neighborhood Commercial centers identified graphically in the future land use map should be implemented through an overlay zone or through Planned Development zoning. These areas would not receive traditional C-1 or C-2 commercial zoning, as the scale and type of use could not be adequately managed under traditional zoning.

Appropriate Housing Mix

The housing element of this plan estimated that roughly half of future housing demand will be for traditional single-family subdivisions. The remainder of the new housing that should be expected



in the Mauldin Planning Area would consist of very small lot single family houses, patio homes, townhouses, and apartments.

This shift in demand toward denser, lower maintenance housing types is driven by the aging of the population, influx of retirees, and lifestyle preferences of young professionals and senior citizens alike. In many ways, retirees and young professionals share common interests in low-maintenance housing types and convenient access to parks, dining, and convenience shopping, and often express a desire to live in walkable communities.

Denser housing types should be developed only where good access to major thoroughfares exists, and should be within reasonable walking distance of schools, parks, neighborhood shopping and employment centers.

The Bridges Crossing neighborhood at the intersection of Bridges Road and Holland Road is a good example of a neighborhood with a mix of relatively dense housing (small-lot single family and attached single family) that is within walking distance of schools (Mauldin Middle and Mauldin Elementary), shopping (Bloom grocery), and employment (Brookfield South).

Parks

Where denser housing types are built, community open space for passive and active recreation becomes more important. Where denser housing types are proposed in areas that lack convenient access to parks, potential park locations should be identified.

Regional Rapid Transit

While South Carolina and the Greenville region has yet to develop a consensus on how to organize and fund regional rapid transit, Mauldin's proximity to the Carolina Piedmont Railroad (historically the Charleston and Western Carolina Railroad) is important.

The Carolina Piedmont line terminates immediately south of the CU-ICAR campus and the railroad line from that point north to SC 291 is owned by Greenville County Economic Development Corporation (GCEDC), and is used for railcar storage currently. Carolina Piedmont uses a spur line to serve the General Electric plant on Garlington Road, and serves industrial customers in Mauldin as well.

The Greenville Pickens Area Transportation Study (GPATS) long-range plan recommended development of a Bus Rapid Transit (BRT) line using the GCEDC railroad right-of-way.

The City of Greenville has endorsed and is pursuing the BRT concept for a north-south rapid transit line, which could establish high-quality regional transit linking Greenville, CU-ICAR, and Mauldin. GCEDC is pursuing a study of regional transit and intercity rail service options for the railroad.

Barring unforeseen changes in energy supply and demand, it seems clear that rapid transit must play a larger role in urban travel in the future. To take advantage of the most likely regional north-south rapid transit corridor in the region, development along the railroad line in Mauldin should begin to transition toward mixed-use, transit-oriented urban villages that will have convenient access to regional transit for people who choose to drive less.

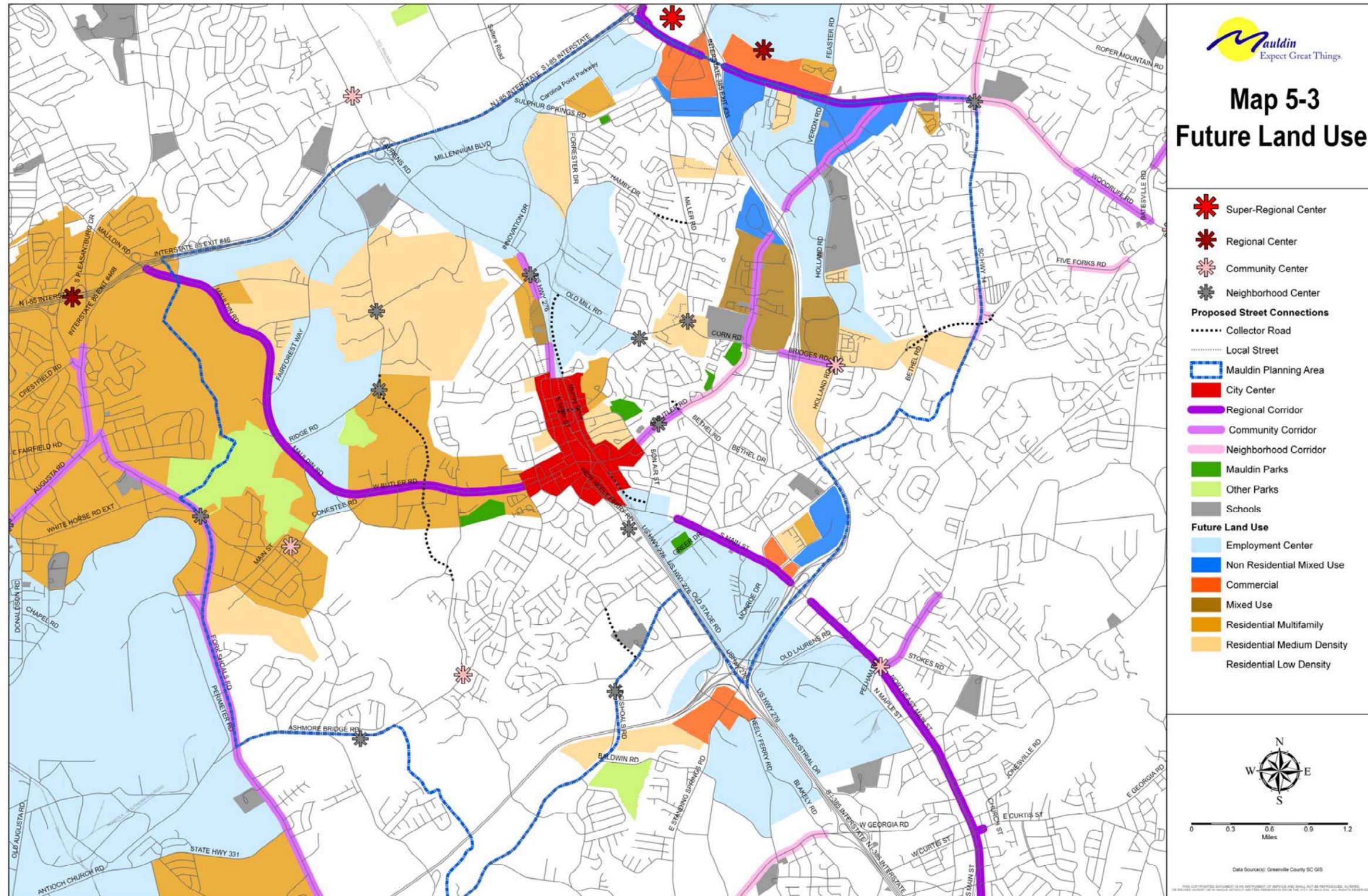
Demand for these urban villages is likely to be generated by a mix of the "creative class" employees that will be recruited by CU-ICAR, retirees, and others who simply prefer a lifestyle that is less reliant on driving and provides easier access to work, shopping and entertainment.

Updated Future Land Use Map

Mauldin's new Future Land Use Map (Map 5-3) addresses the issues identified through public input from citizens, advisory committees, and the steering committee. The map is structured in a format that is consistent and compatible with the Future Land Use Map being developed for the Greenville County Comprehensive Plan.

Key changes in the Future Land Use Map compared with the 1999 map include:

- Designation of a "City Center" district;
- Designation of "Corridors" along major roads;
- Identification of "Centers" at key locations;
- Replacing the "Service/Industry" area with an "Employment Center" area, to more accurately reflect the mix of nonresidential uses that occur in these areas, which normally include office, distribution, manufacturing, institutional, and research uses.;
- Separating "Medium-High Density Residential" into a "Residential Multifamily" and "Residential Medium Density" uses;
- Designation of a "Mixed Use" area that includes residential, office and commercial, and a "Non Residential Mixed Use" area.





Chapter 5: Land Use

Definitions of Future Land Use

Future Land Use categories used on the map are defined below.

Employment Center areas have previously been described as primarily as Service/Industry in the 1999 Future Land Use Map (FLUM). Examples include the industrial corridor between SC 417 and US 276, and the area north of Murray Drive along the east side of North Main Street (US 276). Brookfield Office Park is another area identified as an Employment Center use. These areas are the principal locations of current and potential employment in the area.

Non-Residential Mixed Use is a transitional area between Employment Centers or Commercial areas and residential areas. Examples are the Brookwood Church planned development along I-385 and the Merovan Center on Woodruff Road. These areas should consist of low-intensity commercial and office uses, small inventory and distribution functions, and may include a limited retail and restaurant component. Institutional uses such as churches and private recreational uses (tennis clubs, fitness centers) are also appropriate.

Commercial areas consist of big-box retail stores, restaurants, and shopping centers.

Mixed Use areas are planned communities, designed to include a substantial residential component within easy walking distance of retail, restaurant, office, and entertainment. Examples are the East Butler Road area north of Mauldin High School, where apartments, townhouses and condominiums are built directly behind small shopping centers, restaurants, and offices. Centerpointe Business Park at I-385 and Bridges Road, and the large pasture across Butler Road from Mauldin High School are other Mixed Use areas.

Residential Multifamily uses include apartment buildings, condominiums, and duplexes. These uses should have good access to major roads, and good access to parks and open space. The most significant area identified in the new FLUM is along West Butler Road, where several apartment complexes currently exist.

Residential Medium Density is a new classification, intended to identify areas appropriate for small lot single family houses, patio homes, and townhouses. Examples of current neighborhoods that fit category are Bridges Crossing and Coopers Lake on Holland Road. These areas should have good access to collector roads, and also should have good access to schools, convenience shopping, and community facilities. Senior citizens, single parents, and persons with disabilities are likely to prefer the housing types in these areas for lower costs and lower maintenance.

Residential Low Density consists of single family homes, typically on lots of ¼ acre or larger. Non-residential uses in these areas should be very limited, but will include churches, small professional offices, child care centers, and personal services such as hair salons.

City Center is a new land use classification for Mauldin, and defines the commercial area around Butler Road and Main Street. Retail stores, restaurants, hotels, business services (banks, print shops, etc.) and offices should be the predominant use in this area. Multi-level buildings should be encouraged as the area redevelops. Existing and future traffic problems should be addressed through improved local street connectivity, illustrated conceptually in the FLUM, and through extension of Murray Drive to provide an alternate route for short-distance and local traffic. A key component of the City Center concept is development of a traditional pedestrian-oriented “main street” between US 276 and Murray Drive, connecting Owens Lane, Jenkins Street, and Alexander Drive. A design overlay district will be considered for this area to ensure new development is well-designed and is built with high-quality materials. Building setback requirements and parking requirements may be reduced to encourage a more urban form of development.

Centers

Four types of centers are identified, but only two types of centers are located within the Mauldin Planning Area. Super-regional centers are the largest commercial areas in the Upstate; Shops at Greenridge is immediately north of the Mauldin Planning Area. Regional Centers include large retailers, multiple restaurants, and multiple small retailers and offices – the Sam’s/Walmart complex on Woodruff Road is a Regional Center. The portion of West Butler Road that is included in the City Center area would be at the smaller end of the Regional Center scale.

Community Centers typically are located at the intersection of an arterial road and a collector road, and consist of a grocery store, a few professional offices (dentist, accountant, doctor, etc.), other small retail shops, and personal services such as hair salons. Restaurants are desirable without drive through windows. A convenience store may be acceptable with not more than two fuel pumps. Total non-residential space should be limited to 60,000 to 80,000 square feet. The intersection of Holland Road and Bridges Road is an example of a Community Center that fits well with adjacent residential areas. The grocery store at that location is approximately 40,000 square feet. Community Centers also would be appropriate at Ashmore Bridge Road and Fowler Circle, and in the Conestee community, to provide convenience shopping for adjacent neighborhoods and to reduce the need for residents to travel to West Butler Road for routine shopping.

Neighborhood Centers typically are located at the intersection of two collector streets. Office and light commercial uses should be limited to 20,000 square feet. A small restaurant, a coffee shop,



a convenience store without gasoline sales, a bookstore, a bakery, and professional offices would be examples of appropriate uses in a neighborhood center.

Corridors

Three types of corridors are identified. The corridor concept recognizes that arterial roads already have developed as strip commercial areas, or are likely to develop in a strip commercial pattern.

Regional Corridors are appropriate for the most intense commercial uses, including “big-box” retail, drive-through restaurants, large shopping centers, and automotive service centers. Driveway access should be managed as effectively as possible, with interconnections among adjacent properties, and shared driveways, local street network development, and other effective traffic circulation improvements encouraged to reduce short-distance local traffic on the arterial roads.

Community Corridors are appropriate for less intense commercial uses, such as professional offices, office parks, mixed-use developments, restaurants, and small retail centers. “Big box” retail centers are inappropriate in these corridors. Schools, churches and residential areas will fit well in these areas. Good interconnections among properties should be pursued as well, to create a local circulation network and reduce local traffic use of the arterial streets. The northeastern portions of East Butler Road (north of Mauldin High School) are classified as a community corridor.

Neighborhood Corridors should have very limited non-residential uses. Small offices and low-intensity retail may be scattered within these corridors. Churches, schools, and day care centers are appropriate uses. East Butler Road between Bethel Road and Bridges Road is an example, where single family homes front on the arterial street. Zoning decisions in these corridors should give priority to maintaining the viability of adjacent residential property.

Goals and Objectives

Goal 1: Encourage development patterns that reduce the need for short-distance automobile trips

Objective 1.1: Encourage mixed-use development that provides for neighborhood-scale commercial uses and public schools within walking distance of new residences

Implementation Strategies:

- a. Develop a Neighborhood Commercial zoning classification or overlay district that encourages appropriately-scaled neighborhood commercial uses, such as small restaurants, coffee shops, retail shops and professional offices in pedestrian-accessible locations
- b. Work with Greenville County School District to promote smaller, neighborhood-scale schools
- c. Collaborate with Greenville County Planning Department to evaluate and, if appropriate, implement form-based development codes.

Objective 1.2: Encourage development of a pedestrian-oriented City Center/Central Business District area around City Hall and the Cultural Center that will help establish and define a positive image for “downtown” Mauldin

Implementation Strategies:

- a. Adopt a zoning overlay district that encourages mixed-use retail, office and residential development in a more traditional “downtown” form in the under-developed corridor north of City Hall to Miller Road.
- b. Adopt plans for a connected local urban street network to create the framework necessary for traditional urban village style development in the City Center area, and require implementation in new development and redevelopment projects.
- c. Seek funding for infrastructure improvements to support a strong, vibrant, walkable City Center



Goal 2: Ensure an adequate supply of non-residential land uses within the City limits to support future economic development

Objective 2.1: Encourage redevelopment of the Main Street (US 276) corridor in a more urban, pedestrian-friendly pattern with a mix of retail, hospitality, service, and office uses.

Implementation Strategies:

- a. Encourage rezoning to Central Retail District or apply a form-based code overlay district to parcels in the City Center area
- b. Streamline development review for projects in the City Center area that are consistent with the City’s development goals
- c. Collaborate with land owners and developers to provide necessary public infrastructure improvements in City Center

Objective 2.2: Protect and pursue opportunities for clean industrial development adjacent to railroads and freeways in or near Mauldin, through coordination with utility providers, landowners, and cooperation with Greenville Area Development Corporation.

Implementation Strategies:

- a. Identify one or more sites to pursue Certified Industrial Park designation from SC Department of Commerce.
- b. Work with ReWa to identify strategies for providing industrial capacity sewer service along I-185 southwest of Mauldin

Goal 3: Minimize land use conflicts

Objective 3.1: Require natural or man-made buffers between industrial or commercial developments and adjacent residential, office, and hospitality uses.

Implementation Strategies

- a. Amend land development regulations to provide clearly defined standards for buffers between different uses

Objective 3.2: Encourage “transitional” uses such as office or small-scale retail uses around industrial areas and large-scale commercial development.

Implementation Strategy

- a. Identify transitional use areas in the Future Land Use map.

Objective 3.3: Coordinate land use plans with Greenville County Planning Department and adjacent municipalities to avoid incompatibilities between plans.

Implementation Strategy

- a. Continue to meet with Greenville County Planning Department, other municipal planners, utility providers, and Greenville County School District to coordinate implementation of new Comprehensive Plans.

Goal 4: Promote well-planned, orderly growth.

Objective 4.1: Incorporate the Comprehensive Plan into all decisions related to land use, development, and public investment.

Implementation Strategies:

- a. Ensure that the Planning Commission, City Council, and Board of Zoning Appeals consult and consider the Comprehensive Plan when considering proposed development, zoning changes, and infrastructure projects.
- b. Revise and update the Comprehensive Plan as needed to address changing conditions and to ensure the continued relevance of the plan.
- c. Revise and update the city’s development ordinances to achieve the goals of the Comprehensive Plan, manage growth effectively, and promote high-quality economic development.