

**ClemsonNEXT**

**Strategic Plan for Development**

# **Final Recommendations**

# **White Paper**

Prepared for the City of Clemson

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# Executive Summary

## What is this White Paper?

In response to concerns about rapid growth and change in Clemson—most evidently the significant development of high-density student housing—the Clemson City Council established a moratorium on all new multifamily developments of 200 beds or more. Alongside this moratorium, a number of citizens called for the development of a plan to “address [the] economic and adverse social impacts and mitigate, to the degree possible, the impacts of [this] change and help maintain or improve the quality of life” in Clemson.<sup>i</sup> This includes increased traffic experienced in the city, as well as other impacts on the local housing market, neighborhoods, and the quality of place in Clemson.

In March 2020, the City contracted with Development Strategies to lead such a planning process under the direction of a Steering Committee, and guide Council in determining the best next steps. This strategic planning process—called ClemsonNEXT—blended analysis, identification of best practices, and community dialogue through roundtable interviews, surveys, a Virtual Town Hall, and social media outreach. **This White Paper represents the culmination of the ClemsonNEXT strategic planning effort.**

This White Paper summarizes key themes from the analysis and dialogue that drove the ClemsonNEXT process, and outlines nine strategic recommendations for City Council’s consideration. These recommendations lay out a bold vision for Clemson’s future—one in which the City and its partners leverage growth to advance key community priorities, play an assertive role in shaping development, and invest in the infrastructure and policies needed to support their shared aspirations.

## The Recommendations

ClemsonNEXT established a holistic framework for action, distilled into nine strategic recommendations. Together, the recommended actions are designed to: establish the supportive systems for successful development and community benefit; address housing and neighborhood issues affected by the development context in Clemson and the region; establish a land use and development framework for parts of Clemson positioned to accommodate growth; and cultivate the capacity, leadership, and collaboration needed for successful implementation.

The nine strategic recommendations are:

- **Invest in Transit** to mitigate traffic increases resulting from growth and reduce auto dependence, especially for students living off-campus.
- **Expand Bike & Pedestrian Infrastructure** to reduce dependence on cars, and ensure that new development is supported by walkable, pedestrian-friendly infrastructure.
- **Enhance the Small Business Ecosystem** to leverage new development to cultivate a more diverse local economic base and to address the emergence of Downtown storefront vacancy.

- **Support the Creation of Affordable Housing** to ensure the availability of housing options for Clemson's diverse community of residents and workers.
- **Invest in Neighborhood Preservation & Enhancement in Key Areas** to stabilize neighborhoods disparately impacted by student housing development and other growth in the community, and ensure that previously under-represented voices in Clemson are engaged in shaping their community's future.
- **Facilitate Student and Non-Student Housing** to limit the encroachment of student rentals into traditional single-family neighborhoods and to help ensure that new attainable housing options for non-students are delivered to their intended market.
- **Create Overlays** in the zoning ordinance that give the City greater control of development in sensitive areas with potential to accommodate growth.
- **Cultivate Development of the Catalyst Areas** in a manner that reconciles the unique challenges, constraints, and opportunities in these areas that have great potential to accommodate growth and create benefits for the community.
- **Expand Capacity & Foster Collaboration** to position the City for successful implementation of its priorities, while also cultivating needed partnerships with neighboring jurisdictions and with Clemson University.

## Key Principles for Action

The White Paper report provides greater detail and context regarding each of the above nine strategic recommendations. There are, however, three over-arching themes that should accompany readers' consideration of these recommendations.

### Action is Urgent; Yet There is No Silver Bullet

There are many complex and interrelated forces driving growth in Clemson; most are outside of the City's direct control, and they show no indication of abatement. Any standalone strategy to deny future development within the City's boundaries, or to simply accommodate patterns of sprawl with transportation solutions, will have far-reaching negative consequences for traffic, affordability, and quality of life. Rather, the city needs strategies that will help it prepare for and leverage the projected growth in the community, and strategies suited to the dynamic complexity of the challenge.

### A Holistic Approach is Necessary

Readers of this document will see that no singular action will substantially address the complex challenges shaping development in Clemson. The forces shaping traffic, the student housing market, housing affordability, retail space, and the local economy are complex and intertwined; so, too, must the City's response to these challenges be. Strategies must be layered together in order to maximize the potential benefit to the community. Success will require sustained attention in several areas.

### Partnership is Key

While the City has many tools at its disposal, it cannot do all that is needed alone. It will need coordination with neighboring jurisdictions, and the partnership of Clemson University.

Issues like traffic, transit, development, and housing affordability span jurisdictional boundaries—Clemson will need the partnership of its neighbors to fully respond to these pressures and implement solutions.

While the University's presence places many negative externalities onto the city of Clemson (such as traffic, student housing pressure, and service needs), it is also clear that the University shares a stake in the city's success. Clemson University's active partnership on a host of issues would create significant benefits for the University and the Clemson community both.

# Introduction

## This Study's Purpose and Scope

**ClemsonNEXT is a strategic planning effort to address high-density student housing and its impacts in the City of Clemson.** In response to concerns about the rapid development of high-density and student-oriented multifamily housing, the Clemson City Council established a moratorium—effectively a pause—on all new multifamily developments of 200 beds or more. ClemsonNEXT is the City of Clemson's effort to address this growth and its impacts with a strategic plan for development.

A strategic plan is a process to help an organization adapt to changing circumstances, and identify how best to use the resources at its disposal into the future. In comparison to a comprehensive plan, which *comprehensively* covers every land use policy issue in a community, a strategic plan is focused on a key set of issues. And in comparison to a master plan—which focuses on physical development in a much more detailed way—a strategic plan focuses on a higher-level identification of opportunities and challenges.

ClemsonNEXT is focused on three key issues that relate directly to growth in Clemson:

1. **Inclusivity**, or who gets to live and participate in a community;
2. **Resiliency**, or how adaptive a community's economy is to changing circumstances; and
3. **Place**, which is about whether the built places and spaces in a community support a high quality of life.

The process has asked why growth is occurring, how it is impacting Clemson, what the community wants to be in the future, and what land use and development policies are needed to make that happen.

The process has culminated with the creation of a set of strategic recommendations—delivered in this White Paper—for City Council's consideration.

## Process & Engagement

ClemsonNEXT followed a five-phase process, with each phase combining careful analysis with community and stakeholder engagement.

1. **Kick-Off Phase:** During this phase, the Planning Team initiated engagement with the Steering Committee, began collecting data, and developed an engagement plan responsive to the COVID-19 context.
2. **Understand:** The Understand phase involved detailed review of prior studies, analysis of data and key trends, stakeholder roundtable interviews, and development of videos and surveys to engage the general public on key issues related to development.
3. **Strategize:** Based on community feedback, the Planning Team developed a strategic framework for addressing development issues in Clemson. This framework was presented at a Virtual Town Hall, and a Strategy Survey was created to solicit feedback on the community's strategic priorities.
4. **Refine:** With results from the Strategy Survey, the Planning Team revised and refined strategic recommendations, and added a greater level of implementation detail regarding phasing and costs.

5. **Report:** The Planning Team developed a White Paper for Council documenting the issues and summarizing the strategic recommendations.

Each phase of the ClemsonNEXT process was built on a foundation of dialogue between the Planning Team and the Clemson community. This dialogue was designed to answer two fundamental questions:

1. **What does the Clemson community *want to be*,** and how can land use and development advance that aspiration?
2. **What *can* the Clemson community be,** as informed by the constraints and possibilities related to the economic, market realities, place, and policy?

There were several key groups, milestones, and pathways for communication that advanced this dialogue.

### Steering Committee

The fifteen-member Steering Committee played a fundamental advisory role throughout the ClemsonNEXT process, guiding each component of the effort and representing a range of perspectives in the community. Meeting with the Planning Team over fifteen times throughout the process, the Committee served as a sounding board for information and ideas presented by the Planning Team, helped shape the community engagement process, and refined and elevated key ideas that emerged from the working discussions. This group also partnered with the City and the Planning Team to promote community engagement activities such as the roundtable interviews, surveys, and the virtual town hall.

### Roundtable Interviews

The Planning Team conducted fourteen roundtable interviews with a broad range of residents and stakeholders in the Clemson Community.<sup>ii</sup> These interviews provided the Planning Team greater context on key issues in the community—related to growth, inclusivity, resiliency, and place and quality of life—and also served as an opportunity to broaden community awareness of and engagement with the ClemsonNEXT planning Process.

### Issues Surveys & Videos

The first phase of engagement with the general public in Clemson involved the creation of six videos and five surveys designed to provide context on the purpose and scope of ClemsonNEXT, educate the community on some of the drivers of the development challenges facing the community, and solicit input on community members' priorities for the future. The over 950 unique responses to these surveys helped to guide the ideas explored in the Strategy Phase of the project.



### Virtual Town Hall & Strategy Survey

To solicit community feedback on the strategic framework, the Planning Team presented the framework at a Virtual Town Hall. Following the Town Hall, community members were invited to share their feedback on the strategy ideas presented through an in-depth Strategy Survey. The 288 Strategy Survey responses provided the Planning Team in-depth feedback on levels of support for different ideas. Overall, this feedback reflected strong support for many of the strategy ideas, and helped the Planning Team prioritize and refine its final recommendations.

### Project Website, Promotion, & Outreach

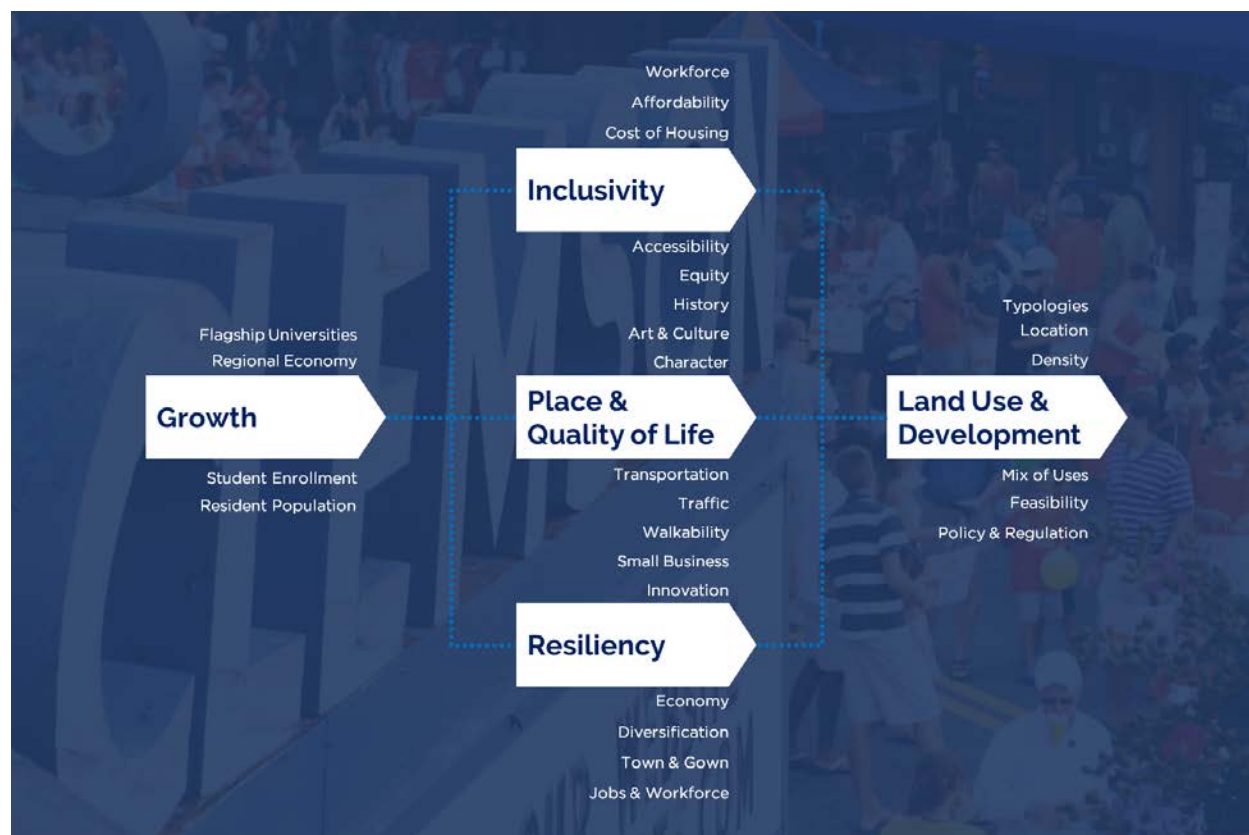
The City and the Planning Team partnered to establish an online presence for and online communication about the ClemsonNEXT process. The project website—which had over 7,000 unique visitors and 13,000 page views—was a home for information about the project and how to get involved. The City used several email and social media platforms to share project updates, including over 50 posts on Facebook, over 15 e-blasts to subscribers, and Twitter posts.

## A Framework for Future Growth

This Strategic Plan is about land use, brought on by the rapid change in the physical character in the heart of Clemson by large scale student housing development. In reality, the way cities use land—where development goes and who gets to develop it, sell it, or rent it—has profound impacts on their physical character, but also their social fabric. Therefore, this Plan needs to be about more than the bricks and mortar that go into buildings. It needs to account for the community's aspirations, and harness the development of land to get closer to a realistic vision of how Clemson can address its challenges while aligning the development of land to better serve residents.

Often, there is a precipitating event that precedes a plan, something that awakens a community to the reality that their policies are no longer adequately serving their goals—either because circumstances have changed, goals have changed, or both. For this reason, a framework is crucial to providing the appropriate recommendations for the City of Clemson.

These guiding elements provide “lenses” through which to view land use development as it pertains to community goals and the realities or circumstances facing the City. While student housing and traffic—particularly along 123—are the precipitating events that led to this plan, conversations with over 100 stakeholders, as well as survey results, revealed deeper issues that are of concern to residents. Key recurring themes in conversations included inclusivity, place/quality of life, and resiliency, all of which impact land use development, and all of which are impacted by the growth pressures that have increased rapidly and changed Clemson's circumstance. Following is the framework that guided the analysis, strategy, and recommendations of this plan:



## Growth

The recent, rapid increase in growth that Clemson is facing is the clear driver for the need to evaluate and change current policies to better-address this new reality. Analysis indicates that:

1. **Growth is indeed substantial and unprecedented in scale for Clemson.** With estimates ranging from 16,000 to 20,000<sup>iii</sup> residents (including roughly 10,000 non-student residents) and 31,000<sup>iv</sup> in the combined outlying area,<sup>v</sup> Clemson is no longer the small town of 1,600 it was in 1960.<sup>vi</sup> The City and outlying area grew at rates of 9.8% and 10.5%,<sup>vii</sup> respectively since 2010. As the scale of cities grow, policies need to change to handle scale, volume, and critical mass.
2. **It is driven by a convergence of forces that make continued—perhaps even accelerated—growth likely.** They are:
  - a. **University Growth:** Clemson University has grown by roughly 6,500 students and about 33% between 2011 to 2020<sup>viii</sup>, and employed around 5,600 workers in 2019.<sup>ix</sup> The enrolment growth is expected to increase by 2.5% <sup>x</sup>annually, placing pressure on roads, developable land, and housing from students and university employees.
  - b. **Growth in the Greenville Region:** Greenville is a modern-day economic success story, with the highest population growth rate in South Carolina. It has grown by 23% since, and the regional population is expected to reach 1.8 million by 2040.<sup>xi</sup>

- c. **Growth in the Super Region:** Located on the I-85 corridor between Charlotte and Atlanta, Clemson has one of the top universities in one of the most rapidly growing region's in the country, with an estimated \$1 trillion economy, and a population that is expected to add 13 million more people between 2010 and 2050.<sup>xii</sup> Rapid job growth will continued to increase demand for highly-skilled and educated university talent.
3. **Projections indicate substantial near-term demand for land; current growth decisions and policies matter.** Over the next 10 years, Clemson will add roughly 7,000 students, over 1,000 university faculty, up to 2,600 non-student residents, and 500 non-Clemson jobs. To mitigate adverse effects, including traffic, student housing will need to be located as close to campus as possible and linked to transit, and both strategies will require density in order to be successful. Job growth points to the need for workforce housing in order to mitigate traffic and provide equitable living opportunities. The non-university job growth presents an opportunity to build a more resilient and diverse economy.
4. **Long-term holistic development solutions are needed in alternative transportation, density, and affordability.** If the upstate region continues growing in a low-density, single family manner that is poorly served by transit, little to no undeveloped land will remain between Clemson and Greenville, and traffic impacts will be substantial. By developing housing densely in underutilized commercial corridors and investing in transit, development could occur on roughly 90 percent less land.<sup>xiii</sup> To be successful, regional cooperation is essential, as is significant near-term policy change.
5. **Upscale student housing and traffic are priority concerns, but also symptoms of bigger problems.** Demand exists for an additional 2,300 units of upscale housing that can command land sale prices of \$3 million per acre, pricing out other potential uses in commercial corridors. Meanwhile, residents consistently list traffic as a top concern. Comparative studies show that it has developed in a very low-density way (Charlottesville and Athens are four to five times denser in their centers) and has invested a fraction in transit (roughly one-half what is needed) to be on par with peer university communities. This low-density, car dependent development ensures high traffic congestion; restricting dense student housing does not solve these underlying conditions, and therefore is not an impactful strategy for mitigating traffic and congestion.
6. **The University needs to be an active partner in providing sustainable solutions.** Clemson University brings economic growth and prosperity to the City of Clemson. It also brings traffic and development impacts that impair the City from pursuing what should be mutual goals of enhancing quality of life, equity, and innovation, all of which affects the university's employees, students, and community. Relative to peer universities, Clemson University contributes little (\$850K compared to \$4.5 million by Virginia Tech, \$2.7 million by University of Virginia, and \$1 million by University of West Virginia)<sup>xiv</sup> for transit, has witnessed the City shoulder student housing development that nearly doubles that of Athens, triples Charlottesville, is six times greater than Blacksburg. With little in the way of larger corporate employers or other institutions, Clemson University must recognize a responsibility to be a partner with the City in addressing systemic problems driven by growth.

## Inclusivity

Inclusivity is about whether a community is open, welcoming, and accessible to people with a broad range of backgrounds. Inclusivity asks not what a place is like, but who a place is for, and who it values. As it pertains to development in Clemson, housing is at the core of these questions about inclusivity. Are there quality, attainable housing options for all members of the community? The answer to this question will inform how can development policy be used to shape a more inclusive future.

1. **While Clemson may have historically been an affordable community, the current market and projected trends demonstrate that affordable housing options in Clemson have all but vanished.** Market data and stakeholder conversations both reinforced the reality that finding a quality, move-in ready home in Clemson was an incredible challenge for longtime residents, Clemson University faculty and staff, young professionals and for others interested in moving to the community.
2. **Most homes in Clemson are out of reach for young professionals, essential workers, and many people of color.** The median home price in Clemson—\$250,000<sup>xv</sup>—is above what many in Clemson can afford on the basis of their income. Valued members of the Clemson community and economy—such as entry-level nurses (affording homes up to \$205,000), young professional households<sup>xvi</sup> (\$200,000), entry-level teachers (\$170,000), and African-American households (\$130,000)<sup>xvii</sup>—are limited to lower quality options, or pushed to the community’s fringes where home prices are more attainable, further exacerbating traffic.
3. **With the projected growth in home prices, housing options in Clemson are quickly becoming less affordable.** Home prices in Clemson have increased almost 40 percent in just the past decade.<sup>xviii</sup> This increase has a number of interrelated drivers, including the general population growth in the area, the relative lack of new supply, and rising land values. If this rate of price growth continues, median prices in Clemson will be \$340,000 in 10 years, putting the community further out of reach for many in the area.
4. **Growing development pressure and upscale student housing demand are having a negative impact on historically African-American neighborhoods along the 93 corridor.** The unmet demand for upscale student housing in Clemson is fueling speculative land acquisition in areas where developers see potential for student housing development, including neighborhoods like Cadillac Heights, Abel, and Vista. This dynamic is accelerating the displacement of community members in these historic African-American neighborhoods. Since 2013, housing vacancy has actually increased 10 percent,<sup>xix</sup> which indicates that long-time residents are moving out, and that the community is slowly shrinking. Many residents of these communities also face other barriers to staying in their homes, such as home repair needs or title issues.
5. **Job growth in the region will intensify the need for workforce and affordable housing options.** Many occupations with the highest projected growth<sup>xx</sup> in the area have salaries that are far below what is needed to afford the median-priced home in Clemson; several others are just on the edge of affordability. As home prices grow, the available housing stock in Clemson will be increasingly out of reach for the area’s workforce.

- 6. It is not feasible to develop new single-family housing at affordable price points under Clemson’s existing zoning code, without some type of financial support.** The high land values in Clemson—especially in areas near Downtown—contribute significantly to the cost of producing housing. At lower densities (i.e., in R-12 and R-20 zoning districts) these land values comprise a much greater share of the cost of housing production than in moderately high-density zones (i.e., RM-1, RM-2, RM-4).

As identified by Clemson Comprehensive Plan, almost 50 percent of the city’s 754 acres of undeveloped parcels are currently zoned as R-20 or R12—the very lowest-density residential use zones, in which it is the most expensive to develop housing.<sup>xxi</sup> This low-density policy regime for residential development is a barrier to attainable housing, and represents an opportunity for reconsideration.

This challenge also highlights the importance of identifying strategies for public investment, financial assistance, and regulatory changes that can help make new development affordable.

## Resiliency

A resilient economy is one that is diverse, and able to withstand shifts in the local, regional, and national economies. Stakeholder interviews revealed that almost everybody would like to see more and varied local businesses that cater to non-student residents, especially at key locations, as part of new development along College Avenue. Distinctive offerings in a high-visibility, main street environment would deliver on the promise of a great college town and enhance the economy; yet this will not happen without greater intentionality and partnerships.

- 1. The economy is growing moderately, driven by the university and service sectors.** Over the last 10 years, the economy of Pickens County grew by 10 percent—half that of the Greenville MSA and South Carolina. Half of all non-university job growth was in retail, food and accommodation, with just a single digit growth share in blue collar and knowledge sectors. In essence, there is a two-part economy: the university, and relatively low-paying service sectors.<sup>xxii</sup>
- 2. Job diversification is greatly lacking in Clemson; innovation in particular.** Many of Clemson University’s peers, from the University of Florida to Virginia Tech, are investing heavily in innovation districts and seeking public, private, institutional partnerships to translate university economies into diversified ones. Over the past 10 years, just eight percent of non-university growth was in knowledge sectors. Just 21,000 square feet of office space was added, compared to 360,000 square feet of retail.<sup>xxiii</sup>
- 3. Retail has grown in a way that adds services, but also traffic.** Existing and new retail developments at Tiger Boulevard, Hartwell Village, and along Highway 93 provide services to Clemson residents, as well as people in the outlying areas. Their auto-orientation ensures maximum traffic-generation, however. Remaking land use along key corridors, especially along college avenue, to create a main street environment where people “park once”, is an essential tool.

4. **Under current conditions, opportunities for diverse local retail on College Avenue are limited.** Stakeholders consistently expressed a desire for more and varied local businesses on College Avenue. Yet with just under 10,000 non-student residents, support for local and distinctive retail amounts to 30,000 square feet from this group—roughly enough to fill a single small shopping center. Simply building retail space will not change this dynamic, on its own.
5. **A clear strategy, destination, and brand are needed to grow local business.** The path to more storefronts and businesses along College Avenue requires more foot traffic—either from more residents, more workers, or more visitors. By creating a brand and place for College Avenue that is distinct from the University, support could be drawn upon for 190,000 square feet of main street retail. This requires implementation of the City’s downtown plan, and a coordinated effort from the business community.
6. **Partnerships are needed to grow a small business ecosystem.** More storefront space, an identifiable brand, better parking, and quality of place still require one more essential ingredient: entrepreneurs. An ecosystem needs to be created to incubate store owners, provide access to capital, and defray marketing and place-based efforts through the establishment of a business improvement district, which needs to be led by store owners, and supported by the city and university.
7. **Private sector deal-structuring is needed to link entrepreneurship efforts with new development.** Entrepreneurs and small business owners need affordable space. New, ground floor space that’s part of new developments often requires lease rates of \$20-\$25 per square foot, and local store owners can only pay half that. Mixed-use developments need to be underwritten to harness the profitability of student housing to make ground floor space affordable, and a mix of national (high rent) and local (low rent) tenants can also be a successful market-based approach to supporting small-business diversity.

## Place and Quality of Life

Place contributes to the way our communities are perceived, how we perceive ourselves, and the very quality of our lives, whether it's shared amenities like parks, plazas, and other public gathering spaces. Place is also crucial to the functionality of our communities. The way we design the public right of way for transit and transportation impacts how we get around our cities, and the decisions we make about that affects our health, our economy, and our wellness. Simply adding more lanes of traffic is not the solution; remaking corridors to move people by a variety of means is.

1. **Livability: The corridors are the key.** Clemson has many low-density, single family neighborhoods that, for those who can afford to live in them, afford a high immediate quality of life. However, they are not adaptable, and increase vehicle trips and traffic because they don't link well to employment and services. By process of elimination, the places that can be changed to adapt Clemson to increased economic growth and development pressure are its commercial corridors. By changing the functionality and feel of the street, and policies relating to land use, these can be made to accommodate growth in ways that are livable, walkable, and less auto-dependent.
2. **Walkability: Redesigning College, 93, and Tiger.** The Downtown Plan calls for College Avenue to be transformed with bike and pedestrian infrastructure, shared parking, and main street mixed-use development that supports transit. All efforts to soften the street, create transportation options, build wide and active sidewalk environments with street trees, provide comfortable pedestrian crossing, and encourage human scaled development are crucial to addressing growth pressures. These need to be applied to Highway 93 and, to the extent possible, Tiger Boulevard as well.
3. **Vibrancy: getting the people out.** Design only takes a community so far. In order to have a vibrant place, you need people. This requires the construction of non-student housing in the corridors, partnerships with the business community to support active and distinctive shops, and the continued evolution of public event programming and art.
4. **Accessibility: bikes, buses, and new technology.** Making your city more accessible means neither eliminating the automobile, nor catering exclusively to it. It means finding an appropriate balance. This involves having shared parking lots where people can park once and walk, having pleasant, walkable environments that make people choose to use transit, and dedicated bike facilities that encourage everyone—children, parents, and even seniors” to get around without a car when they can, not just the “die-hard” bikers. These facilities should accommodate future technologies as well.
5. **Civic Anchors: getting people here.** An effective place and business strategy that is perhaps as old as civilization, College Avenue in particular would benefit from civic anchors—things that bring people to a shared place. This could include a well-designed plaza, a cultural or art center, a library, a food hall, an anchor retailer/grocer, a park, or virtually any other distinctive and popular idea Clemson may have.



## Land Use and Development

Clemson has experienced significant and substantial change to the character and functionality of the city in a short period of time, and this—quite understandably—has been jarring to many residents as it feels like a threat, both real and existential, to low-density small town character. As it pertains to development, many communities will be tempted to “shut it down”. This is not a realistic solution.

**Traffic and student housing are not the primary problems; rather they are the symptoms of an inadequate transit system and lack of density close to where most people are trying to be.** The simple fact is that any community facing growth pressures without transit and density in the right places is in a challenged position.

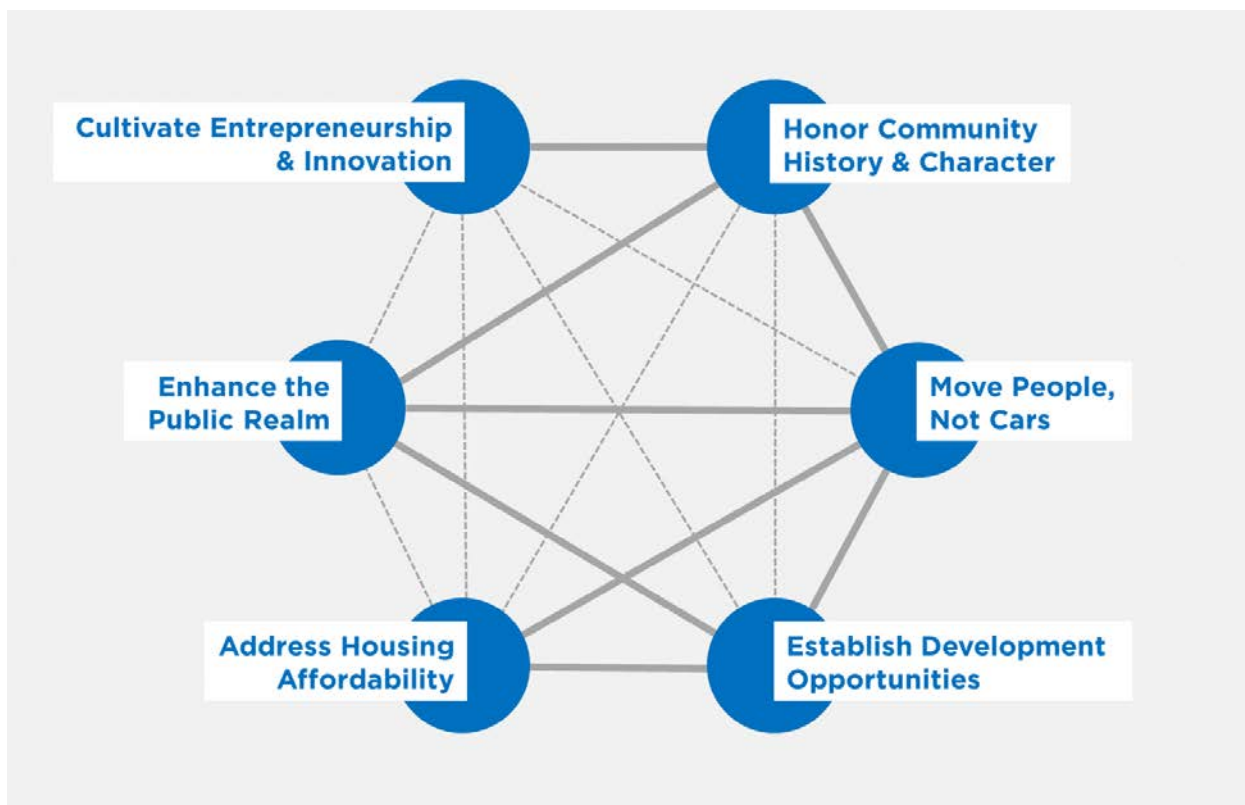
1. **Shutting development down won't work.** If restricting more multifamily development were a practical legal option, all it would accomplish would be pushing more development outside Clemson's borders. The problem with this is that most people will still need to get to the university each day, as well as work in Clemson's service sector. It will guarantee maximum traffic by putting people farther from where they are trying to be, exacerbating a fundamental congestion problem.
2. **Engineering for more cars won't work.** Available rights-of-way are limited in most corridors in the city, so expanding traffic capacity is not an option. Further, such efforts typically induce more traffic over time, thus providing a short term fix that becomes a long-term problem. High level studies of a bypass reveal an expensive and unfunded project that is as wasteful (better transit and bike facilities could be provided for a fraction of the estimated \$500 million price tag) as it is unrealistic.
3. **Encouraging all new student housing outside city limits is not practical.** The reason of this is part market, and part for the traffic reason just mentioned: placing more people farther from where they are trying to be increases traffic. From a market perspective, a great deal of midscale student housing is already occurring outside city limits and will continue to do so. But upscale student housing, in college towns across the country, occurs only in campus-adjacent places. So student housing development outside the city will not discourage continued land speculation near campus.
4. **...but development outside Clemson must be addressed regionally.** Clemson must contend with the reality that growth is occurring and will continue to occur beyond its boundaries. There are currently 1,430 student beds in the pipeline in the communities surrounding Clemson,<sup>xxiv</sup> as well as nearly 300 non-student residential units currently under construction within 20 miles of Clemson.<sup>xxv</sup> This will continue to aggravate the traffic challenges in Clemson itself. New partnerships must be struck with surrounding communities and the University to tackle the shared challenge of transportation.
5. **High quality development within Clemson's borders is what the city can control.** In light of these realities, the best overall strategy for Clemson is to define areas within and adjacent to its borders to accommodate quality growth, leverage the revenue from that development to advance community goals of place and inclusion, harness the added rooftops to support local business, and locate it next to transit and bike facilities to minimize the increase to traffic that regional growth will bring.
6. **Be proactive. Partner. Assemble.** Perhaps the biggest challenge to doing quality development is site assembly. Partnering with quality developers to achieve a bigger



vision, rather than reacting to a development submitted for approval, can put the city in a place to be more intentional about preservation, public space, civic uses, and compatibility with adjacent areas.

## Strategic Recommendations: An Overview

**As outlined above, the challenges facing Clemson are complex and dynamic.** There is simply no silver bullet solution that can address these challenges in a meaningful, sustainable fashion. Rather, the Clemson community will be better served by a holistic approach, with interrelated strategies that respond to the unique forces impacting development and traffic in Clemson. The diagram below reflects such a holistic approach, with six strategic action areas that mutually reinforce one another.



**Nine priority recommendations emerged from this holistic framework.** These nine strategies can be roughly grouped into four categories:

4. Actions to **establish the supportive systems** for successful development and community benefit:
  - a. Invest in Transit
  - b. Expand Bike & Pedestrian Infrastructure
  - c. Enhance the Small Business Ecosystem
  
5. Actions to **address housing and neighborhood issues** affected by the development context in Clemson and the region:
  - a. Support the Creation of Affordable Housing
  - b. Invest in Neighborhood Preservation & Enhancement in Key Areas
  - c. Facilitate Student and Non-Student Housing
  
6. Actions to **establish a land use and development framework** for parts of the Clemson community positioned to accommodate growth in a way that aligns with community priorities:
  - a. Create Overlays
  - b. Cultivate Development of the Catalyst Areas
  
7. Actions to **cultivate capacity, leadership, and collaboration** needed for coordinated and proactive progress:
  - a. Expand Capacity & Foster Collaboration

Each is priority recommendation is outlined below, with an explanation of the issue and context for the strategy as well as a detailed description of the action steps within each strategy.

## Recommendation 1

# Invest in Transit

### Issue & Context

**A reliable transit system is needed to mitigate traffic increases resulting from growth.** While many in the community will continue to drive for some or most trips, a transit system can reduce the number of car trips for many residents of the Clemson area—particularly for students commuting to Clemson University and making only intermittent trips to access other key services (e.g., grocery stores) in the city. But for a transit system to be well-utilized, it must be sufficiently frequent at key times, conveniently reach key destinations outside of campus (i.e., key services), and reliably operate outside of peak times to meet the needs of students with unconventional schedules.

**The Clemson Area Transit (CATBus) system, funded at about \$3m currently, has neither the frequency or reach to sufficiently reduce auto dependence for students living off-campus.** According to a third-party evaluation of transit system performance, Clemson’s system scores significantly below that of its peers, with a 3.5 AllTransit Performance Score—compared to 6.5 in Blacksburg (Virginia Tech), 6.8 in Morgantown (West Virginia University) and 7.4 in Charlottesville (University of Virginia).<sup>xxvi</sup> Several students participating in roundtable interviews referenced similar shortcomings of CATBus relative to their experience, sharing that most upperclassman and graduate students they know feel they need to own a car to meet their transportation needs.

These peer communities with more successful transit networks fund their systems at about \$8m annually, and receive significant contributions (between 20 percent and 50 percent) from their universities (v. Clemson University’s contribution at approximately 25 percent).

### Recommended Actions

The following recommendations are intended to mitigate the growth in traffic impacting Clemson while also improving the experience of students living in and around the Clemson community.

1. **Work with Clemson University and neighboring jurisdictions to expand contributions to the CAT system.** To achieve the reach and frequency needed to reduce reliance on cars, the CAT system will need significantly expanded funding. The City and its partners should study the funding level needed to achieve desired improvements to the system; an annual operating budget of \$8 is likely near the needed scale of investment. Over the long term, the City of Clemson and its neighbors may explore the creation of new public revenue streams to support these contributions.

Greater support for off-campus transit service is a priority for expanding the University’s partnership with the city of Clemson. The more the University can help to reduce student car trips and improve transit access, the more students will benefit from improved and convenient transportation choices.

2. **Encourage the Clemson University to establish policies restricting student commuter parking on campus.** Limiting the availability of on-campus student parking and raising its price will help to incentivize students to explore other ways to commute to campus. Policies of this type will improve the attractiveness of alternative modes of

transportation to campus, and encourage the use of transit. Lowering the pressure to build structured parking on campus also has the potential to lower capital investment costs for the University.

3. **Ensure that new transit lines and transit service link to areas where additional density is planned—including student housing.** As new areas of density emerge in and near Clemson University, Clemson's transit system must evolve to serve those growing areas. Ensuring that existing and new areas of density are served by high frequency routes will maximize utilization of transit.

## Recommendation 2

# Expand Bike & Pedestrian Infrastructure

### Issue & Context

**While many Clemson residents will continue to rely on cars as a means of transportation, bike and pedestrian infrastructure are important parts of a strategy to reduce dependence on cars**—especially among students. Quality bike and pedestrian infrastructure that connects residents to key destinations will help to take cars off the road by reducing the number of car trips that residents take to commute or access services. Trails and other biking and walking infrastructure are also amenities that improve quality of life in Clemson.

**Putting this infrastructure in place can also direct development to places in town where the community would like to see it happen.** As explored further in Recommendation 8, some catalyst areas can include development types lucrative enough that the City could require developers to assist with funding bike and pedestrian infrastructure. In other areas, proactively building quality bike and pedestrian infrastructure will direct development interest to key sites, such as the Clemson Triangle and Clemson Crossing.

**Clemson's existing network and quality of bike and pedestrian infrastructure will not support walkability and transit use.** On many of Clemson's main streets connecting Clemson University with other key areas, bikeways are primarily shared roadways (Class III) or striped bike lanes (Class II). While these facilities may be used by the most avid cyclists, they are not the type of protected bike lane (Class I) that is welcoming and usable by a broad spectrum of community members.<sup>xxvii</sup> Raising the quality of these existing bikeways is needed to make cycling a truly viable form of alternative transportation for students and other community members.

**Fortunately, Clemson has detailed plans to improve the quality of this infrastructure in key corridors—on College Avenue and highway 93—that will serve areas with the most potential to accommodate growth.** The Downtown Corridor Master Plan and the Green Crescent Trail Feasibility Study both outline plans to separate and protect bike lanes from car traffic, widen sidewalks, and improve crosswalks.

### Recommended Actions

The following recommendations are intended to help mitigate growing traffic by improving the quality of alternative transportation options, and to improve the quality and livability of the Clemson community.

1. **Fund implementation of the Downtown Corridor Plan and the Green Crescent Trail, prioritizing segments that improve the walkability and bikeability of 93.** These two projects—with estimated budgets of \$10 million and \$17 million, respectively—will significantly enhance bike and pedestrian access throughout the city, including and especially along routes that connect catalyst areas to Clemson University.

These projects will be of significant benefit to the Clemson University community, expanding recreation and transportation alternatives that connect directly campus. The City should explore several potential sources of funding, including impact fees, bonds, and University contributions.

2. **In student-oriented catalyst areas, establish requirements for developers to put infrastructure in place alongside development.** As described above, catalyst areas including a significant number of student beds will likely be lucrative enough that the City can successfully negotiate for and/or require developer investment in public benefits, including but not limited to bike and pedestrian infrastructure investments.

## Recommendation 3 Enhance the Small Business Ecosystem

### Issue & Context

**The Clemson economy is highly reliant on the University and University-related economic activity.** New commercial development has been dominated by retail space (360,000 new square feet since 2010), while the region has seen very limited growth in non-University related knowledge sector employment (with just 21,000 square feet since 2010)<sup>xxviii</sup>. Diversifying the city's employment base to support entrepreneurship and engage with the knowledge economy will make Clemson more resilient to the changing economy.

**Diversifying the economy to attract more and varied businesses and their employees will also make a more diverse range of development types possible,** providing some balance to the prevalence of student housing development, and supporting a wider variety of retail, restaurants, and other active storefront uses desired by the Clemson community.

**A stronger small business ecosystem is needed to support local storefronts, address the emergence of highly-visible vacancies in Downtown development, and mitigate the dominance of student-oriented retail Downtown.** A small business ecosystem includes skill development, marketing, the cultivation of an attractive street environment, business capital, a distinct brand identity, coordinated marketing, parking management, and the availability of appropriate and affordable spaces.

**The high rents of vacant ground-floor space, together with the profitability of student housing development, leave vacant space unaffordable to local businesses** and create no incentives for property owners to fill it. Policies that strengthen incentives to fill this space,

and development agreements that establish more affordable lease rates in future development, are needed to curtail the issue of vacancy in Downtown development.

## Recommended Actions

The following recommendations are intended to help Clemson leverage student housing development to strengthen the small and local business community, contribute to a vibrant Downtown environment, and cultivate a more diverse economy.

1. **Use planned development agreements to require the creation of affordable retail space in new mixed-use development.** In catalyst areas that include a mixed-use/retail component, the City can use negotiated planned development agreements to require developers to set aside some portion of new retail space at lease rates far more affordable than what would typically be set in new construction (e.g., less than \$16 per square foot compared to \$24 per square foot). The City should also continue exploring the use of planned development agreements to require improvements to new retail space to some degree, putting a level of investment into the space that will heighten developers' financial incentives to fill vacant space.
2. **Establish a vacant storefront registration requirement and fee to incentivize property owners with vacant space to fill it.** In some cases, large new developments with groundfloor retail space do not have a strong financial incentive to lease that vacant space. In Clemson, for example, upscale student apartments are so lucrative that a project can remain highly profitable even if retail space stays empty. Property owners can hold out for (and just as soon never find) tenants that can pay high lease rates—\$24 per square foot or more, often only national chains—rather than lower rates to fill their space. A vacant storefront registration requirement, including a fee (e.g., at \$1,000 per year, with escalating fees in following years of vacancy) can help to strengthen developer incentives to fill vacant space, lowering asking lease rates until an appropriate tenant leases it.
3. **Establish a Business Improvement District (BID) to support Downtown business retention, marketing, and recruitment efforts.** BIDs are entities established to improve the environment for small businesses located within a specific geographic area. A Downtown Clemson BID could be positioned to support business tenancing and recruitment efforts, coordinate parking management, lead shared marketing efforts, maintain streetscape elements in Downtown (e.g., trees, street furniture, public art, etc.), and establish and cultivate a brand for Downtown Clemson.

Business improvement districts often play a role in the success of retail and entertainment districts in University communities, and are a common venue for town-gown partnership. For example, BID-type entities exist in Downtown Chapel Hill (UNC-Chapel Hill), Downtown Athens (University of Georgia), and Downtown Blacksburg (Virginia Tech), operating with annual budgets ranging from \$72,000 to \$640,000 and significant contributions from partner universities.<sup>xxix</sup> BIDs are typically funded by a combination of a small tax levied on property owners or business activity within a given geography, revenue from special events, and grants from entities with a shared interest in the success of the business district (such as universities). A Downtown Clemson BID should target an initial budget of \$100,000, with the potential to expand in future years.

Vibrant, walkable, downtown business districts directly benefit universities as amenities for their community, and by aiding faculty, student, and staff recruitment and retention. As such, the City and the Downtown Clemson BID should cultivate University financial support for the BID's work, with a contribution no less than 15 percent of the organization's budget.

4. **Establish a community-based incubator or other entity to strengthen innovation and entrepreneurship.** A business incubator—located in a highly-visible location Downtown or elsewhere in the community—could host events, provide technical and advisory services, and provide low-cost and flexible office space to startups and aspiring entrepreneurs. Such an entity would help to foster a culture of innovation that can produce a more diverse range of businesses in Clemson, including in knowledge sectors.

An entrepreneurship incubator represents a mission-aligned opportunity for Clemson University to apply student and faculty expertise from the Wilbur O. and Ann Powers College of Business, including by extending the capacities and talents at the Arthur M. Spiro Institute for Entrepreneurial Leadership to the entire Clemson community.

## Recommendation 4

# Support the Creation of Affordable Housing

### Issue & Context

**The availability of quality, attainable housing in Clemson has a direct bearing on the community's ability to attract and retain a diverse community of residents and workers.**

With a median home price of \$245,000, Clemson is already unaffordable for many who work in the community, including the area's essential workforce and Clemson University faculty and staff. With prices rapidly rising (36 percent since 2010) and regional growth patterns holding strong, this challenge is expected to grow in the years ahead. Clemson has the potential to become a community accessible only to the most affluent in the region—a future that stands in stark opposition to the community's values.

**Local housing affordability and availability also have a direct impact on the regional traffic issues impacting Clemson.** While attainable housing options are broadly available in Seneca and Pendleton, this growing population of residents and workers will put increasing pressure on the roadways that connect to Clemson University—the region's greatest employment center. Increasing the availability of attainable housing options in Clemson is needed to help mitigate the growing traffic issues affecting the community.

**With Clemson's elevated land values, it is all but impossible to develop new attainable housing options without some type of financial support or allowance for greater density.** To develop truly affordable housing—broadly defined as serving households with incomes at or below 60 percent of the area median income (\$45,000<sup>xxx</sup>)—deeper financial support in the form of subsidy, land acquisition, and full use of available federal housing programs is needed. Further, Clemson will need regulatory and other tools to ensure that attainable housing it develops will indeed be delivered to the intended nonstudent population, rather than occupied by student renters.



**There is also an urgent need to stabilize Clemson’s existing affordable housing stock,** particularly in historically African-American neighborhoods. Due to the combined impacts of speculative land acquisition in these communities (resulting particularly from the market for upscale and luxury student housing) and historical patterns of disinvestment, some homes in these neighborhoods have significant repair needs, and/or have title issues that mire the ownership status of homes in the community.

## Recommended Actions

The following recommendations are intended to support the creation and preservation of affordable housing in ways that mitigate increases in traffic, respond to student housing development pressures, and honor Clemson’s aspiration to welcome and embrace a diverse community of residents.

- 1. Incorporate affordable and workforce housing into catalyst areas using planned development agreements and public funding where needed.** In all but three of the catalyst areas (i.e., Downtown East, Downtown West, and Growth on Campus), there is opportunity to integrate some number of affordable and/or workforce housing options in new residential development. There is particular interest and opportunity to incorporate affordable and workforce housing options in the Clemson Crossing and Clemson Triangle catalyst areas.

Due to state restrictions regarding local inclusionary housing policies, the City of Clemson will need to make use of its planned development process to negotiate for and secure developer commitments to provide some number of units at affordable price points. In some cases, other more lucrative uses included as part of the development plan can “cross-subsidize” and make feasible the inclusion of these affordable units without public assistance. In other areas (e.g., in Clemson Crossing), the City and its development partners will need to use a combination of local, state, and federal funding sources—such as Community Development Block Grant funds, Low Income Housing Tax Credits, and local housing trust fund dollars—to support the inclusion of affordable units.

- 2. Establish a housing trust fund to support affordable housing development and accelerate the Community Housing Foundation’s work.** Affordable housing development, a land trust, and other housing initiatives (e.g., home repair, title assistance) will depend on proactive efforts by the Clemson community to raise needed resources, acquire land, develop affordable housing, and cultivate partnerships with other developers and housing service providers.

The City of Clemson should conduct a study to establish a target funding amount and funding sources to support this work. This study should explore several potential sources of funding, including general revenue, developer contributions through the planned development process, investments by Clemson University, property tax, sales tax, and a bond issue.

While the appropriate funding level for a housing trust fund was not identified as part of ClemsonNEXT, the community recognizes that doing this work at the needed scale requires significant investment. For example, if a single unit of affordable housing requires \$15,000 in gap financing after state and federal tools are used to their fullest



extent, 200 units would need \$3 million in support, or \$300,000 per year over ten years.<sup>xxx</sup>

- 3. Continue to explore opportunities to allow and promote smaller-lot housing in single-family** neighborhoods through the zoning code. As identified by Clemson Comprehensive Plan, almost 50 percent of the city's 754 acres of undeveloped parcels are currently zoned as R-20 or R12 (i.e., low-density single-family residential districts)<sup>xxxii</sup>. At the allowable densities in these districts, it is fully infeasible to develop new attainable housing options.

The City is in the process of considering an R-6 zoning category for newly annexed land, which would allow single-family residential development on lots as small as 6,000 square feet (versus 20,000 and 12,000 square feet respectively in R-20 and R-12 districts). This type of allowance for smaller-lot housing development would lower the costs to deliver new housing, creating the potential for housing at price points affordable to a broader segment of the Clemson community.

While this type of zoning framework is not in itself sufficient to create new attainable housing options, it is necessary as part of a broader strategy to support affordable housing. The City should explore opportunities to expand the use of this zoning designation wherever possible. The more the City can be proactive with measures like this, the greater opportunity it has to facilitate the development of workforce and attainable housing.

## Recommendation 5

# Invest in Neighborhood Preservation & Enhancement in Key Areas

### Issue & Context

**Speculative land acquisition for student housing development has negatively impacted many of Clemson’s residential neighborhoods.** Developers seeking to acquire and assemble land for student housing development have increasingly sought opportunities in traditionally single-family neighborhoods. These trends have had an especially harmful effect on historically African-American communities suffering from a legacy of disinvestment, including Cadillac Heights, Abel, Vista, and others. In these communities, some residents have been persuaded to sell their properties—sometimes at prices below the high land value supported by student housing—which has contributed to the slow outmigration of longtime residents in this neighborhoods.

**Commercial corridors adjacent to some of these residential communities represent some of the best opportunities to accommodate growth.** In particular, underutilized commercial and multifamily properties along highway 93—including the area near Tiger Mart and the area including the old Bi-Lo site—hold significant potential for redevelopment integrating attainable housing, open space, and bike and pedestrian infrastructure.

Proactive planning and investment in the residential communities adjacent to these growth areas will be needed to ensure that this redevelopment in these areas complements and supports—rather than threatens or destabilizes—these neighborhoods and their residents.

**Community roundtable interviews and other stakeholder engagement highlighted that neighborhoods all across Clemson have aspirations to improve walkability, enhance their character, and invest in recreational amenities.** These improvements could include sidewalk installation, traffic calming measures, park enhancements, and more. However, most neighborhoods do not share the urgent need for planning and investment that exists in the neighborhoods which have suffered from long periods of disinvestment, and are adjacent to the redevelopment areas mentioned above. Nonetheless, there are opportunities to improve engagement and communication between the City and neighborhoods across the Clemson community.

### Recommended Actions

The following recommendations are intended to strengthen and enhance neighborhoods which have been negatively impacted by speculative land acquisition related to student housing development, and to create a vision and investment strategy to maximize mutual benefit from investment in the adjacent redevelopment sites.

1. **Initiate a neighborhood planning effort with several of Clemson’s historically African-American neighborhoods, with the intent to prevent displacement and improve quality of life.** The neighborhood planning process should prioritize equitable investment and trust building between the City and the community, establishing a community-led and market-based vision for stabilizing housing, improving neighborhood quality of life, and guiding development. The Community Housing Foundation should also be engaged throughout the planning process as a likely implementation partner.

Specifically, the neighborhood plan should identify:

- a. Opportunities for cultural expression, including through representing history, celebrating artists, and supporting local businesses.
- b. Neighborhood-based housing priorities, such as home repair, title assistance, and other strategies to prevent displacement.
- c. Neighborhood-based strategies to create and preserve affordable housing, including an assessment of housing affordability and demand.
- d. Priority capital improvements, including sidewalks, park improvements, and other infrastructure.
- e. Community priorities and the market-based potential for infill residential and commercial development.

The neighborhood planning effort is estimated to have a \$100,000 to \$150,000 budget, and take twelve to eighteen months to complete. A potential focus area for the planning effort is included in the endnotes.<sup>xxxiii</sup>

2. **Dedicate funds for implementation of key capital projects identified through the neighborhood planning effort.** Dedicating these funds up front will demonstrate that the City is recommitting to a more supportive relationship with these communities, and will also ensure that the City will be in a position to successfully demonstrate early results and create momentum. \$2 million in initial funding would be sufficient to tackle significant improvements.
3. **Hire a Community Development Director to strengthen partnerships between neighborhood groups, housing providers, and the City, and help to facilitate neighborhood planning processes and plan implementation.** This individual would serve as a point-person for neighborhood groups, help to administer community development programs, and act as the everyday driving force behind community development initiatives. The Community Development Director would also assist in communicating what tools and powers do and do not exist within the City, helping to dispel misunderstandings about the City's role in development.

This creation of this position (with a \$70,000 to \$90,000 salary) would in part restore a position that previously existed in the City. This individual would also be tasked with engaging all neighborhoods at the appropriate level to identify priorities regarding street infrastructure, walkability, and other improvements.

## Recommendation 6

# Facilitate Student and Non-Student Housing

### Issue & Context

**The demand for upscale student housing is driving up land prices and contributing to speculative land acquisition in Clemson,** particularly in areas closer in to Clemson University. As explored in early parts of the ClemsonNEXT process, upscale and luxury student housing development is so lucrative that a developer of this housing can pay as much as \$3 million per acre in Clemson, versus just \$500,000 by any other type of developer. This dynamic effectively crowds out other types of development that are not oriented to students, including attainable and workforce housing.

**Students also increasingly occupy Clemson’s single-family housing stock, which has the effect of driving up home prices and crowding out families and other nonstudents.** Because several students together can combine their housing payments to rent a home, groups of students can often easily out-pay non-student renter households. In some cases, students’ parents buy a home for their child to live in during their school years, which also crowds out nonstudent household from some number of housing options in single-family neighborhoods.

### Recommended Actions

The following recommendations are intended to help target new housing options—particularly in catalyst areas—to non-students, limit the encroachment of student residents into traditional single-family neighborhoods, mitigate increases in traffic driven by student development, and to strengthen the City’s negotiating position in land use and development to reduce speculative land acquisition practices by student housing developers.

1. **Encourage Clemson University to develop student housing on campus.** Providing additional attractive housing options on the University’s campus will reduce the demand for student housing elsewhere in the Clemson community. This would also bring students closer to their destinations, minimizing their need to drive and thereby reducing their contribution to regional traffic challenges.

**Clemson University should also consider a policy requiring all freshman and sophomores to live on campus.** Several universities—such as the Ohio State University—have such policies in place. Clemson University’s adoption of a similar policy would help to reduce the traffic and land use impacts of students living off-campus, and reflect a commitment to partnership with the City to address the impacts of its student community on the city.

2. **Cultivate student housing development in specific catalyst areas.** One of the most direct ways to prevent speculative land acquisition for upscale student housing development is to clearly channel it to areas of the City where the community would prefer to see it. This proactive approach will also position the City to leverage student housing development to create other benefits for the community, such as the creation or enhancement of quality open space, investment in bike and pedestrian infrastructure, the creation of affordable retail space, and/or contributions to a fund for affordable housing initiatives.

3. **Establish purpose-built student housing as its own use category in the zoning ordinance.** Establishing a use category for purpose-built student housing, and specifying its potential location as a conditional use within mapped overlay districts, will help to clarify where this type of development is allowable while preserving the potential for non-student oriented multifamily development elsewhere in the city. This distinct use category would also allow the City to set specific parking standards, building heights, and densities allowable for student housing, rather than standards applied to all types of multifamily or mixed-use development.<sup>xxxiv</sup> Steps are needed to ensure that existing high-density student housing does not become a nonconforming use.
4. **Continue to utilize and strengthen the Rental Housing Program as a tool for mitigating the encroachment of student rental into single-family neighborhoods.** The City's Rental Housing Ordinance was adopted in 2000 to protect single-family neighborhoods and to establish minimum life safety standards for rental units. The Rental Housing Permit process allows the City to monitor the track the location of homes used as rental properties, and to inspect the units on a regular basis. Together with the City's maximum occupancy standards,<sup>xxxv</sup> the Rental Housing Program (RHP) is among the City's best tools for regulating the occupancy of students in existing single-family neighborhoods.

The City can explore changes to the RHP that strengthen its ability to regulate and limit the expansion of student rental uses in single-family neighborhoods. For example, minimum distance requirements for new permits, and/or a cap on allowable permits within pre-defined neighborhoods, may help to preserve and enhance traditional single-family neighborhoods and preserve housing options in these neighborhoods for non-students.

When considering changes to the RHP, the City should be careful to avoid changes that negatively impact non-student renter households. An availability of rental housing options knit into the fabric of a neighborhood can help to provide attainable housing options to a diverse community of non-student residents.

5. **In priority catalyst areas, use the planned development process and homeowners associations to target new housing options to non-students where desired.** As will be further explored in the Recommendations 7 and 8, it is recommended that the City update zoning to all but require major developments in catalyst areas to go through the planned development process, which will offer the City a strong negotiating position for advancing community priorities associated with development in these areas. The planned development process can be used to require developers to target rental housing options to non-students by setting income qualification requirements (where guarantors cannot co-sign leases), by designing units attractive to non-student households, and by renting by unit rather than by bedroom.

For new for-sale options developed in catalyst areas (e.g., townhomes), homeowners associations (HOAs) can be put in place to target these options to non-student households. In South Carolina, HOAs can legally prohibit owners from using their property as student housing. Establishing HOAs with these requirements/prohibitions will help to ensure that new for-sale options serve the intended purpose as attainable and/or affordable housing for non-students.

## Recommendation 7

# Create Overlays

### Issue & Context

**Refinements to the existing zoning districts, and the creation of zoning overlays, can go a long way in giving the city tools** to help guide development in the right locations, with the right balance of characteristics and form, and the necessary sensitivity to surrounding neighborhoods.

**Commercial corridors represent some of the best opportunities to accommodate growth, create vibrancy, and foster economic opportunity.** When it comes to regulating land uses in commercial districts, often existing zoning codes—with limited zone districts, use types, and standards—treat each area in a similar way, despite each having its own distinct character, opportunity, and needs. This uniformity can limit the city’s ability to target development, promote creativity, and encourage a dynamic mix of uses in any single district. This further limits the city’s ability to address complex issues, especially in more sensitive or unique locations.

**The issue is particularly important in commercial areas experiencing development pressures from high-density student housing.** In these areas, tailored zoning is needed to maximize community benefits and promote development that aligns with the unique vision for each catalyst area. By-right, high-density, multi-family development reduces the city’s negotiating position to improve walkability, sense of place, inclusivity, and connection to recreational amenities and public gathering places—amenities often desired to help offset some of the externalities of dense residential development.

**Due to the unique land economics of high-density student housing, by-right multi-family development also greatly reduces the opportunity for land assembly in key locations.** Such land assembly enables private investment to have adequate space to incorporate desired public benefits.

## Recommended Actions

The following recommendations focus on changes to the city's zoning ordinance and development review processes as a way to fine tune and make more precise the uses, design standards, site specifications, and general development requirements in specific locations throughout the city. Some recommendations apply broadly to the current zone districts, which will complement the additional creation of overlay districts in specific catalyst areas.

It is recommended that these basic recommendations be drafted and considered before the end of the current development moratorium. This will provide the city with greater control of development in sensitive areas while the city contemplates and implements other recommendations from this plan. Additional changes to the zoning ordinance and overlays will likely be implementation steps of future planning of catalyst sites.

1. **Make purpose-built, high-density student housing a separate use within the zoning ordinance.** This step will allow for a distinction between student housing and non-student-oriented multifamily housing. Once established as a use, planning staff should make high-density student housing available only within specific overlays in specific catalyst areas. By not including high-density student housing in base zoning districts, the city will be able to exercise greater control over a new development's location, character, and integration with surroundings. Steps are needed to ensure that existing high-density student housing does not become a nonconforming use.
2. **Consider removing high-density multifamily (even as mixed-use) from all non-residential districts.** The intent of this change would be to focus multifamily development interest to areas where the City—with overlays in place—is positioned to guide high-quality development and secure key public benefits (e.g., infrastructure, affordability, open space, etc.) Redevelopment of existing high-density multifamily uses in residential districts would still be allowed. Lower-density multifamily (such as townhomes) would still be allowed in districts where it is today, and target to non-student residents with the tools referenced in Strategy 6.
3. **Create overlay districts for the following catalyst areas—West Downtown, East Downtown, Clemson Triangle, Clemson Crossing.** In addition to considering customizing elements such as density bonuses, reduced parking standards, and building height, the overlays should also:
  - Permit multifamily residential uses only through a planned development process. Using the planned development process for all multifamily developments will allow for greater collaboration between the City and the developer, and will help ensure a process for negotiating for public benefits.
  - Establish minimum lot area requirements through the planned development process that promote the assembly of land for larger, more coordinated development. Such assembly is critical for creating developable sites of adequate size that allow for necessary infrastructure investments and the inclusion of public facilities and amenities that are difficult or impossible on a lot-by-lot basis.
4. **In the Uptown District, create a systematic process for regulating and planning for future development.** This process should include changes to the base zoning districts described above, the creation of a zoning overlay district, and future redevelopment planning of the district. Zoning for the Uptown District should evolve over time to reflect the additional planning takes place.

- Create an initial overlay for the Uptown District. At a minimum, the initial overlay should allow for only non-residential uses, and establish minimum lot area requirements for future redevelopment.
  - Once a charrette and subsequent master redevelopment plan have been completed, the overlay should be revised to reflect and reconcile the complex and intertwined issues of design, policy, economic, and market forces. Specific attention should be paid to standards for density, building heights, setbacks and stepbacks, and parking standards, while grounding these design considerations in the market and economic realities of the site. The revised overlay should also include a path for residential development through the planned development process.
  - Consider including a requirement for large projects to conduct a traffic impact study, and identify traffic mitigation strategies where appropriate (i.e., enhanced pedestrian connectivity, access management, and contributions to transit and bike and pedestrian infrastructure enhancements).
  - Longer term, Clemson should explore strategies that facilitate redevelopment of the broader 123 corridor in a manner that improves quality of life in this area and further helps to mitigate increasing traffic by removing curb cuts and other access management strategies.
5. **For the Far North; Near North, Pacolet Milliken, largely continue using current tools to their fullest.** The City should continue to review its standards and base zoning districts to ensure that development in these areas occurs in an appropriate and desired manner.

## Recommendation 8

### Cultivate Development of the Catalyst Areas

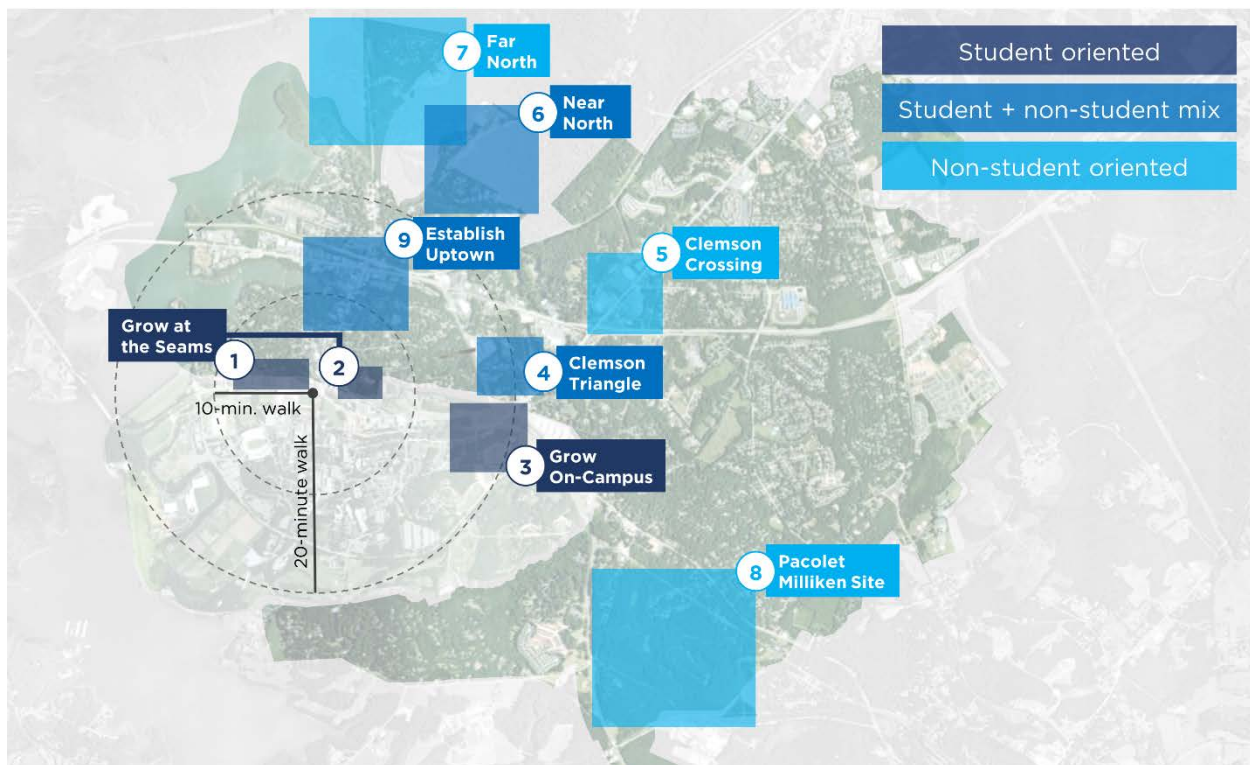
The great paradox of community planning is that every city needs to continually adapt to changing circumstances in order to be the best version of itself; yet change can be extremely hard, requiring investment of time, money, and energy. Further, finite resources, market demand, and community will typically dictate that change cannot happen everywhere simultaneously. This raises the need for catalyst projects—physical transformation that focuses finite resources into targeted areas which are strategically important for creating a new pattern of development that is aligned with community goals.



## Issue & Context

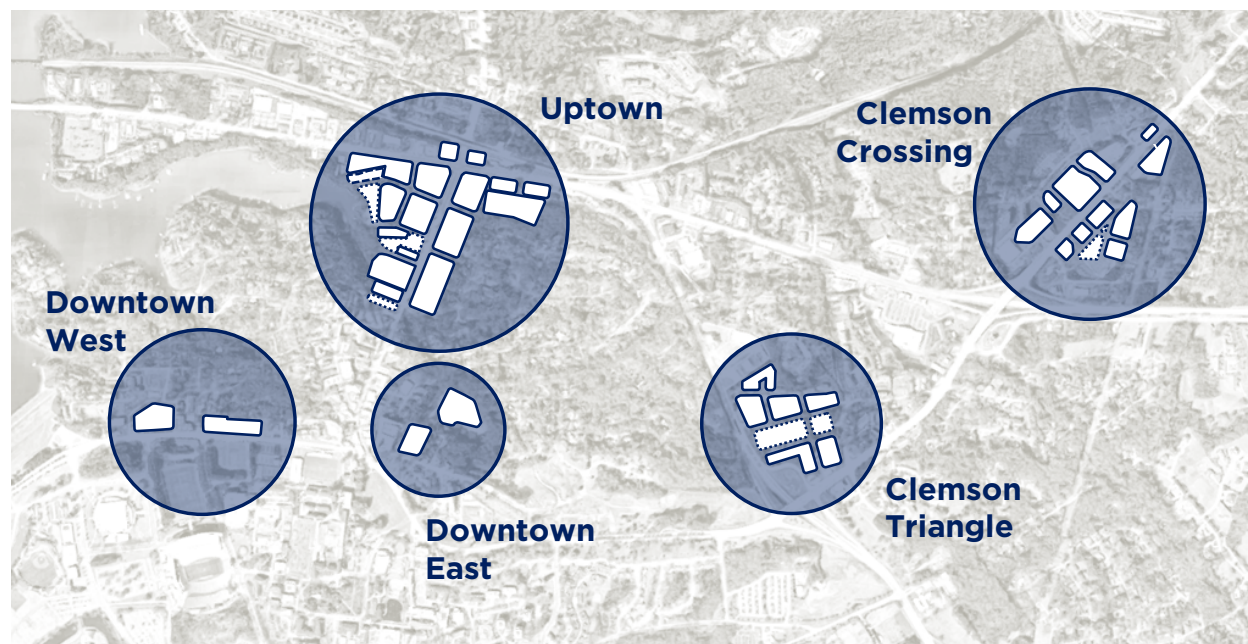
**This strategic plan identifies a variety of community needs that cannot be addressed by a single catalyst project.** This plan sets forth a holistic strategy that involves investment and policy change to enhance inclusion, quality of place, and economic resiliency. While many sites, with the help of assembly, can accomplish multiple goals, none can accomplish all. A practical strategy is one that seeks to accomplish all of the community goals with multiple catalysts.

**No two sites are equal, with different market, economic, policy, and placemaking opportunities.** The main reason that no single site can “be all things to all people” is that they have different opportunities, and challenges. Some have civic importance and need land set aside for the public. Some sites offer great opportunity for affordable and workforce housing, others a mix of incomes, and still others would be better-suited for purely market rate development that contributes money to an affordable housing fund for use elsewhere (better than trying to mix affordable family housing in a new student housing development, for example).



**Some catalyst areas will be well-served by existing policy; others need a very different approach.** Ultimately, nine areas were selected as catalyst areas, either because they have underutilized land in existing corridors, or because they have undeveloped land, which in some cases falls outside City boundaries and would require annexation. With regarding to undeveloped areas, such as the Pacolet Milliken Site, and Far North, the planned development policies already in place are sufficient to derive quality, moderate density, public space-enhancing, street grid-connected traditional neighborhood style market rate development. On-campus development of student housing is solely dependent on the will of the university, and the Near North may require extraordinary planning and partnerships, but it is far from certain that existing policies would be insufficient to ensure a good outcome.

**Five infill/redevelopment sites have been selected for focused intervention.** This strategy identifies five sites for focused intervention of time, energy, resources, and policies to ensure the best possible outcomes. They are: Downtown East and Downtown West; Uptown; Clemson Triangle; and Clemson Crossing. These sites will require a tremendous amount of attention, partnerships, community outreach, and resources, over a decade, in order to realize their full potential. Focusing on too many areas over the next decade will dilute efforts; too few and not enough goals will be accomplished. Unlike the other catalyst sites, these will require very different ways of thinking about implementation; in particular partnering with the private sector on large scale site assembly.



**Different processes are needed to ensure success at each of the five sites.** Each of these sites possesses unique traits—be they market, economic, policy, or place—and these will require very different approaches. Downtown West and East might be implemented with a zoning overlay and a planned development process. The Clemson Triangle requires a development partnership to assemble land and leverage lucrative development on one side to make affordable housing possible in another. Clemson Crossing will require substantial community outreach with surrounding neighborhood, and a layering of existing and new affordable housing tools to ensure success. Uptown will require difficult assembly and surgical precision in master planning to reconcile physical, political, and economic realities.

**Custom toolkits will be needed to implement the catalyst projects.** In particular, Clemson Triangle, Clemson Crossing, and Uptown will all require unique arrangements in the layering off zoning policy, tax credits (including Low Income and New Markets), capital improvements budgeting, low-interest or revolving loans, grants, philanthropic dollars, impact fees, tax increment financing, and careful mixed-use underwriting. Not of these tools will be needed for each project, and their proportions and eligibility will vary greatly. All tools must be on the table for consideration in deal structuring. Ideological considerations need to be put aside, in favor of the goals achieved, the needs of each project, the resources available, and staying within the thresholds of reasonable risk measures for both the public and private sectors.

## Recommended Actions

Following are the recommended processes for each of the five catalyst areas:

### Downtown East and West

- **The Vision:** located next to campus and somewhat topographically separated from adjacent neighborhoods, these sites should be maximized for density and revenue generating potential for student housing.
- **The Plan:** every effort should be made to improve pedestrian crossings of Walter T Cox in order to encourage non-motorized transportation to and from school. Otherwise, the plan should prioritize architectural review and standards. Traffic impacts on adjacent neighborhoods should be limited through use of removable bollards.
- **The Process:** With a zoning overlay, a planned development process is likely sufficient quality control for these projects. If a desired proposal is not received within two to three years, a more proactive developer partnership can be sought.
- **The Tools:** Given the lucrative nature of these projects, little in the way of public incentives should be needed. Conversely impact fees from these projects should contribute to a combination of adjacent capital improvements and a citywide affordable housing fund.

### Clemson Triangle

- **The Vision:** The Triangle will be a mixed-income community, with student housing and workforce housing separated by a new park in the vicinity of the Clemson African American museum.
- **The Plan:** a transit and bike-supported mixed income community with dense, upscale student housing along Highways 93 and 76, workforce housing adjacent to the Clemson African American Museum, and ample park space separating the two to provide recreation and stormwater mitigation.
- **The Process:** The City should work immediately to identify a development partner and begin the work of market-based site assembly and redevelopment planning. The neighboring community should be engaged early and throughout, to refine the concept plan developed in this process into a master plan, and to keep them informed if plans need to be altered for any reason.
- **The Tools:** While student housing development is lucrative, the development of a park, infrastructure, and workforce/affordable housing are not purely market-based enterprises. Every effort should be used to acquire land at market value (with reasonable markups of not more than 30%) to enable the lucrative elements of the development to underwrite a below-market land transaction to support affordable housing and park space.

Necessary tools to harness include: affordable housing tax credits, capital improvements budgeting, impact fees, funding of the Green Crescent Trail, transit funding, an affordable housing trust fund, and tax increment financing.

### Clemson Crossing

- **The Vision:** A truly mixed income community that focuses on providing housing for Clemson's essential workforce in a relatively dense, walkable, transit-oriented community with a mix of retail and park amenities.

- **The Plan:** a transit and bike-supported mixed income community with workforce housing (targeting households at 60 to 100 percent of area median income) and affordable housing (30 to 60 percent AMI). Neighborhood input must be sought to arrive at a fair and equitable plan regarding proportion of green space, neighborhood connectivity, compatible use types at the development edge, and the extent of the development itself. All tools available should be used to ensure that housing is sustainably delivered to the targeted market, and not students, who have been accounted for in many other locations as part of this strategy and the city's comprehensive plan.
- **The Process:** The first step of a community investment strategy is a year-long planning and trust-building effort. With a plan in place, a redevelopment district can be established, and several years of fundraising, grant writing, tax credit applications, capital improvements budgeting, etc. will be necessary to bring development along. One or more development partners will need to be sought for help with assembly and implementation of the plan.
- **The Tools:** Unlike student housing development, workforce and affordable housing require a complex capital stack with public, private, and philanthropic resources. Necessary tools to harness include: affordable housing tax credits, an affordable housing trust fund, capital improvements budgeting, bicycle facility funding, transit funding, and tax increment financing.

#### Uptown

- **The Vision:** A vibrant, centerpiece for the City of Clemson. One that reinforces a main street, storefront environment along College Avenue, enhances lake access and views, provides meaningful public space and civic anchors, and a mix of student and non-student housing.
- **The Plan:** Dedicated public space on the western edge along the Keowee Trail; tree-lined sidewalks and retail storefronts along College Avenue; civic anchors at the corners of Tiger and College; internal streets, block patterns and shared parking; non-conventional anchors such as a food hall; business incubator and office space; a mix of student and non-student multifamily housing.
- **The Process:** The first step is a charrette process that focuses on master plan site design in the context of property ownership, site feasibility, economic opportunity, and site ownership. If an economically viable and publicly approvable master plan can be created, move forward with a redevelopment plan and select a master developer partner. Begin the development of revenue-generating land uses and funding for civic uses.
- **The Tools:** This project will require complex tools and land assembly. Necessary tools include: tax increment financing, impact fees, capital improvements budgeting, bicycle facility funding, transit funding, public garage funding, and park funding. Fundraising for civic uses should be explored. Potential "land swaps" with private land and municipal land should be explored. Lucrative student housing should be leveraged to underwrite other, less lucrative elements of the master plan.



## Recommendation 9

# Expand Capacity & Foster Collaboration

### Issue & Context

**Meaningful progress on the recommendations listed above will require sustained effort, leadership, and specific skills and expertise.** Catalyst projects will take years of planning and coordination to come to fruition; the City will need people with the capacity and expertise to negotiate with developers, continuously communicate with property owners as circumstances change, and ensure that the community's priorities are protected. A nascent business district will require professional expertise and support in order to continuously improve.

**Successful development processes will also require a great deal of trust building.** The City will need dedicated capacity to communicate progress in development areas, listen to community concerns, and make good on City commitments. People trust people they know. Interviews and surveys indicate that there is a deal of trust-building that is necessary, as well as consistent and in-person explanation of what the City is, and is not, capable of doing and responsible for.

**Clemson University and Clemson's neighboring communities have a shared stake in the complex issues driving development and traffic pressures in the city of Clemson; their collaboration will be needed for shared success.** The University places significant externalities onto the City in terms of traffic, housing demand, and service needs. The University is also negatively impacted by these challenges, with a shortage of attainable local housing options for its staff and faculty, with the transportation headaches impacting students, staff, and faculty, with the costly investment in parking for its commuters, and with the relative shortage of diverse business offerings in the community's walkable, historic Downtown core. If it continues, the absence of active partnership on behalf of the University will only exacerbate these challenges and their impact on the University community.

Similarly, neighboring communities' partnership on development issues, transportation, and housing will be critical for coordinated progress. None of these issues is limited by a jurisdictional boundary; their solutions cannot be either.

### Recommended Actions

The following recommendations are intended to put the capacity, skills, and partnerships in place needed to advance the other recommendations at the needed pace.

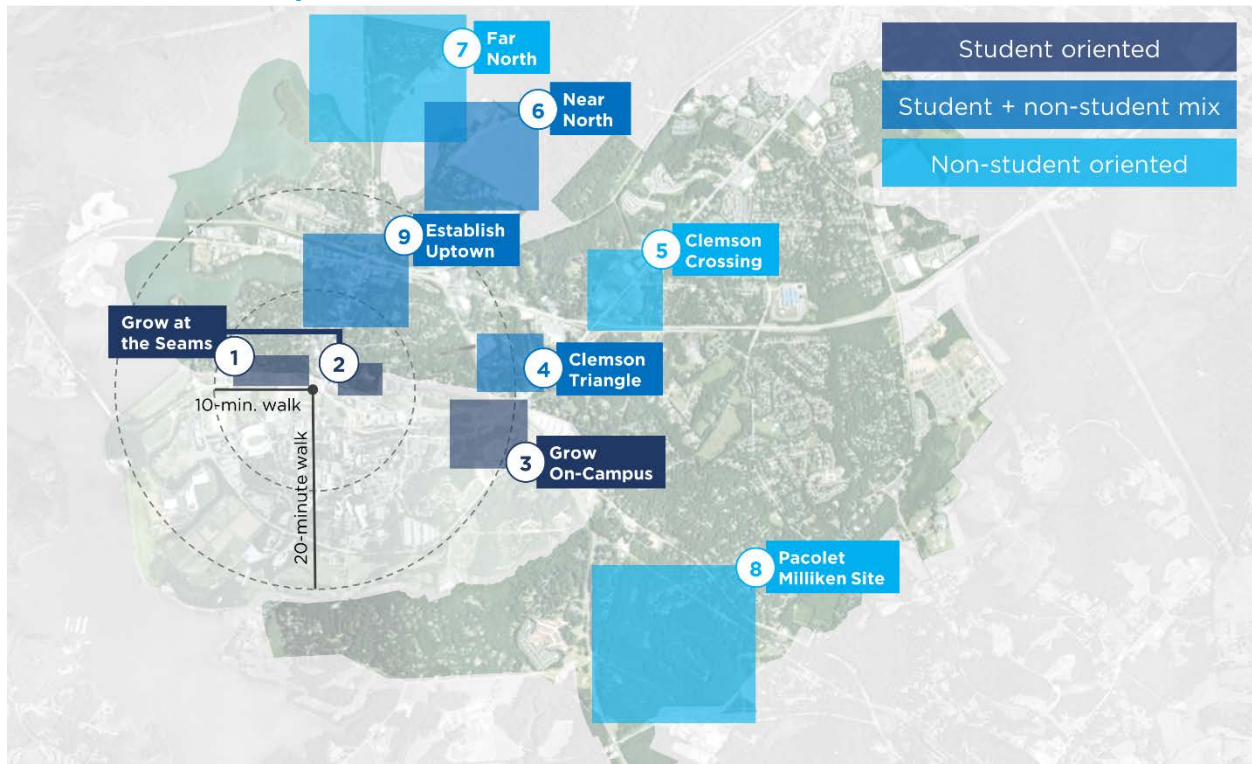
1. **Hire a Deputy Administrator for Development to facilitate priority catalyst area projects by leading redevelopment planning in catalyst areas, and supporting negotiations with developers, property owners, and other stakeholders.** This position (with an estimated \$90,000 to \$120,000 salary) would report directly to the City Administrator, and would work in close partnership with the Planning Department.
2. **Hire a Community Development Director to strengthen partnerships between neighborhood groups, housing providers, and the City, and help to facilitate neighborhood planning processes and plan implementation.** This individual would serve as a point-person for neighborhood groups, help to administer community development programs, and act as the everyday driving force behind community development initiatives. This creation of this position (with a \$70,000 to \$90,000 salary) would in part restore a position that previously existed in the City.

3. **Hire a part-time Small Business Liaison to strengthen partnerships between the small business community, the City, and the University.** This position (with a \$25,000 to \$35,000 salary) would be responsible for establishing and supporting the proposed Business Improvement District and supporting collaboration between the City and the small business community. Supporting this position also represents an opportunity for partnership with the Clemson Area Chamber of Commerce.
4. **Establish a sustained University commitment to collaboration with the City, with communication and decision-making regarding City-University partnerships at the governing board level.** The University's board of trustees should work with City Council and the Mayor to establish specific investment targets and metrics on priority areas of partnership with the City, including student housing, community housing initiatives, entrepreneurship, the Downtown business district, and transportation.
5. **Dedicate a full-time University staff member(s) with the mission of cultivating partnerships with the City.** Just as the City needs sufficient capacity to advance priority recommendations, so will the University need dedicated capacity and leadership on its priority partnership efforts. This type of position and/or division is a common feature of land grant college administration, as community partnerships are central to these institutions' charters.
6. **Expand regional intergovernmental collaboration on key shared issues,** including but not limited to transportation, development, housing affordability, and economic diversification and development.

An early focus for this collaboration could be to create a regional traffic study (with an estimated budget of \$225,000) that identifies shared measures for mitigating the increase in traffic, and sets investment targets for each participating jurisdiction and the state. This effort should include Clemson University, Pendleton, Central, Pickens County, Oconee County, and the South Carolina Department of Transportation.

# Appendix – Catalyst Area Concepts

## Areas for Redevelopment



### SITES 1 & 2: GROW AT THE SEAMS Character and Vision

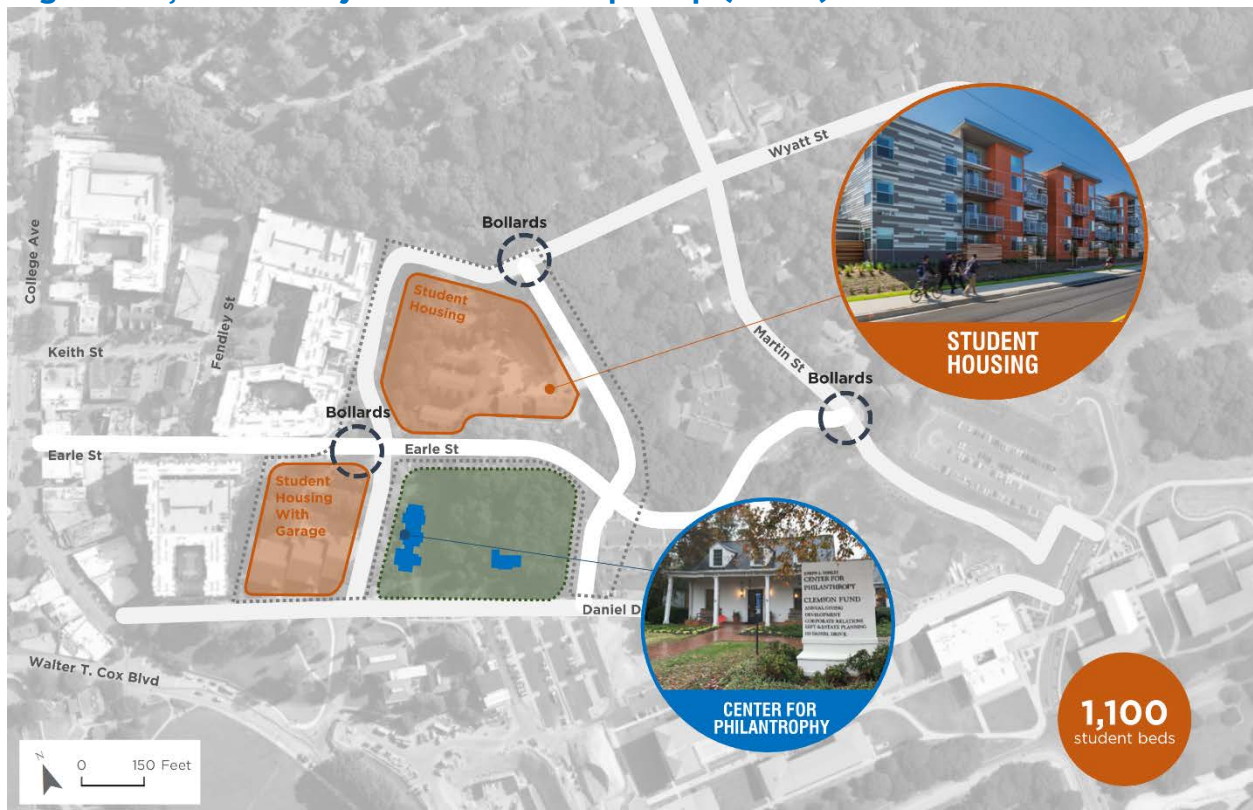
		<b>CONDITIONS</b>	Mix of older <b>student housing</b> , <b>institutional</b> uses, <b>surface parking</b> lots, dense student housing nearby
			<b>HOUSING</b>
		<b>OTHER USES</b>	<b>Limited student-serving retail</b>
		<b>PLACE</b>	Internal <b>green space</b> <b>Multimodal connections</b> <b>Height transitions</b> and <b>green spaces</b> to create buffers to surrounding neighborhoods and Downtown



### High-Level, Preliminary Land-Use Concept Map (Site 1)



### High-Level, Preliminary Land-Use Concept Map (Site 2)



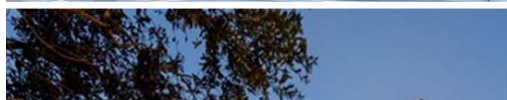









### SITE 3: GROW ON-CAMPUS Character and Vision

 <p>On-campus housing</p>		<p><b>CONDITIONS</b></p> <p>Mix of undeveloped and <b>underutilized</b> land, aging <b>student dorms</b></p> <p><b>Recent University-driven development nearby</b></p>
 <p>Douthit Hills Development (2018) 1,600+ beds</p>		<p><b>HOUSING</b></p> <p><b>High-density student housing</b></p> <p>Explore <b>public-private partnerships</b></p>
 <p>Core Campus Housing Complex (2016) 700 beds</p>		<p><b>OTHER USES</b></p> <p>Potential to incorporate other <b>student and administrative services</b></p>
		<p><b>PLACE</b></p> <p>Connections to University's internal <b>bike and pedestrian network</b></p>

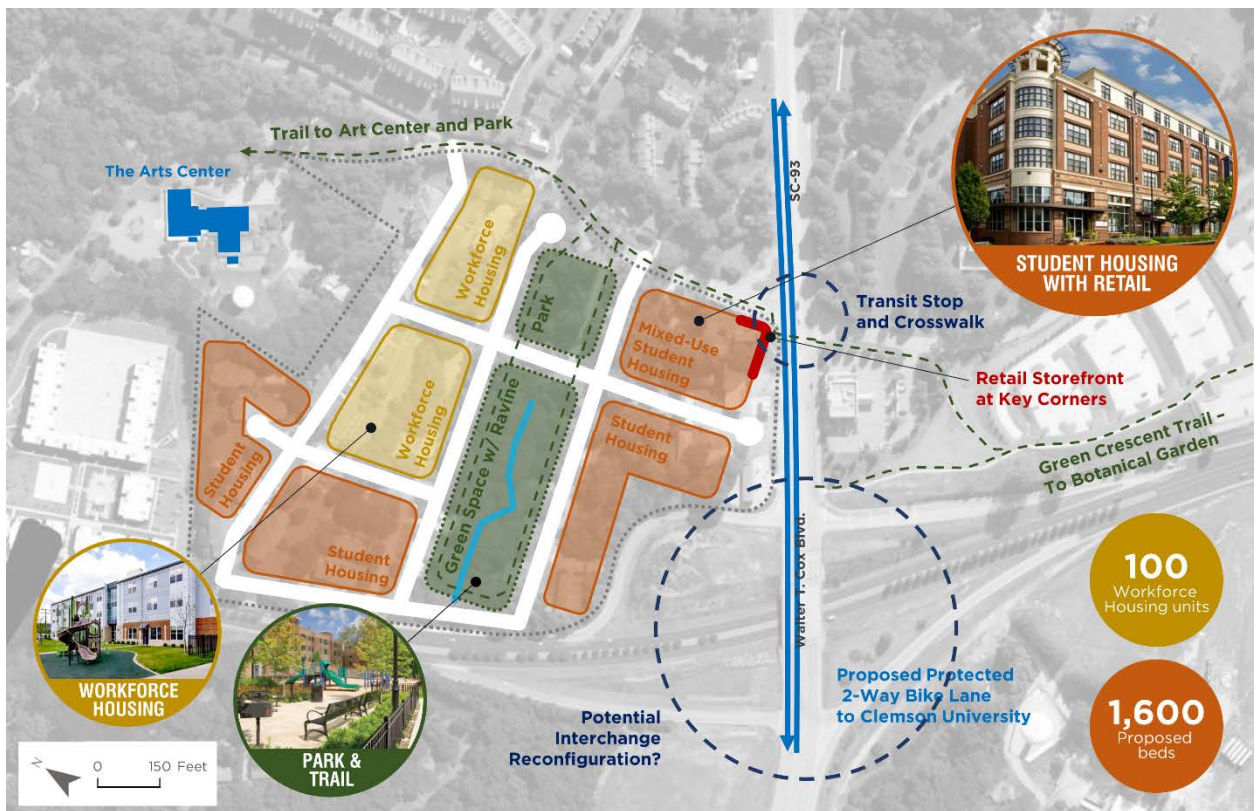
### SITE 4: CLEMSON TRIANGLE Character and Vision

 <p>Student housing with retail</p>	 <p>Bike lane to university</p>	<p><b>CONDITIONS</b></p> <p>Older student housing</p>
 <p>Investment in transit</p>		<p><b>HOUSING</b></p> <p>A mix of housing oriented to <b>students</b> and to <b>non-students</b></p> <p>Incorporate <b>missing middle and workforce housing options</b> in transition to historic Calhoun neighborhood</p>
 <p>Student Housing</p>		<p><b>OTHER USES</b></p> <p>Limited <b>convenience retail</b> along Old Greenville Hwy</p>
 <p>Green space</p>		<p><b>PLACE</b></p> <p>Provide green space, bike and pedestrian connections to enhance <b>access to the Clemson African American Museum</b></p> <p>Create safe bike and pedestrian <b>connections to the University</b> across Old Greenville Hwy</p>















### High-Level, Preliminary Land-Use Concept Map



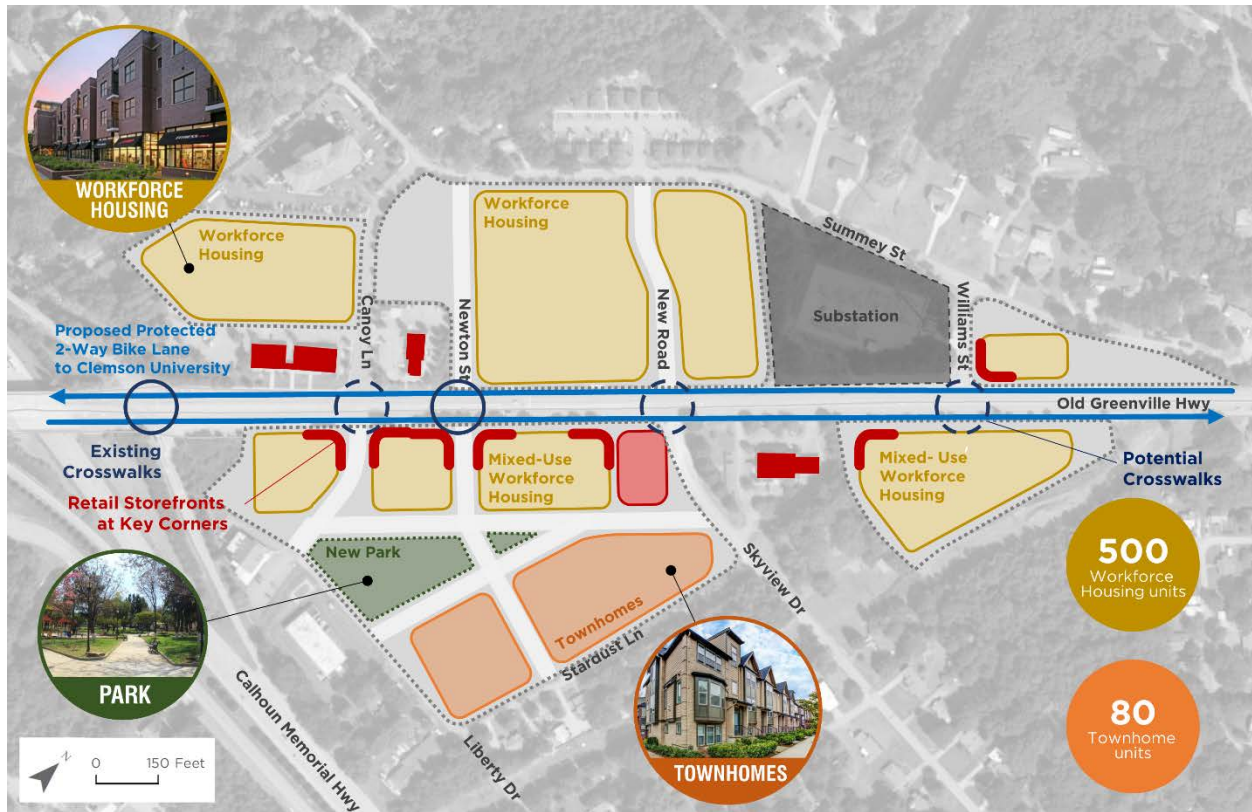


## SITE 5: CLEMSON CROSSING Character and Vision

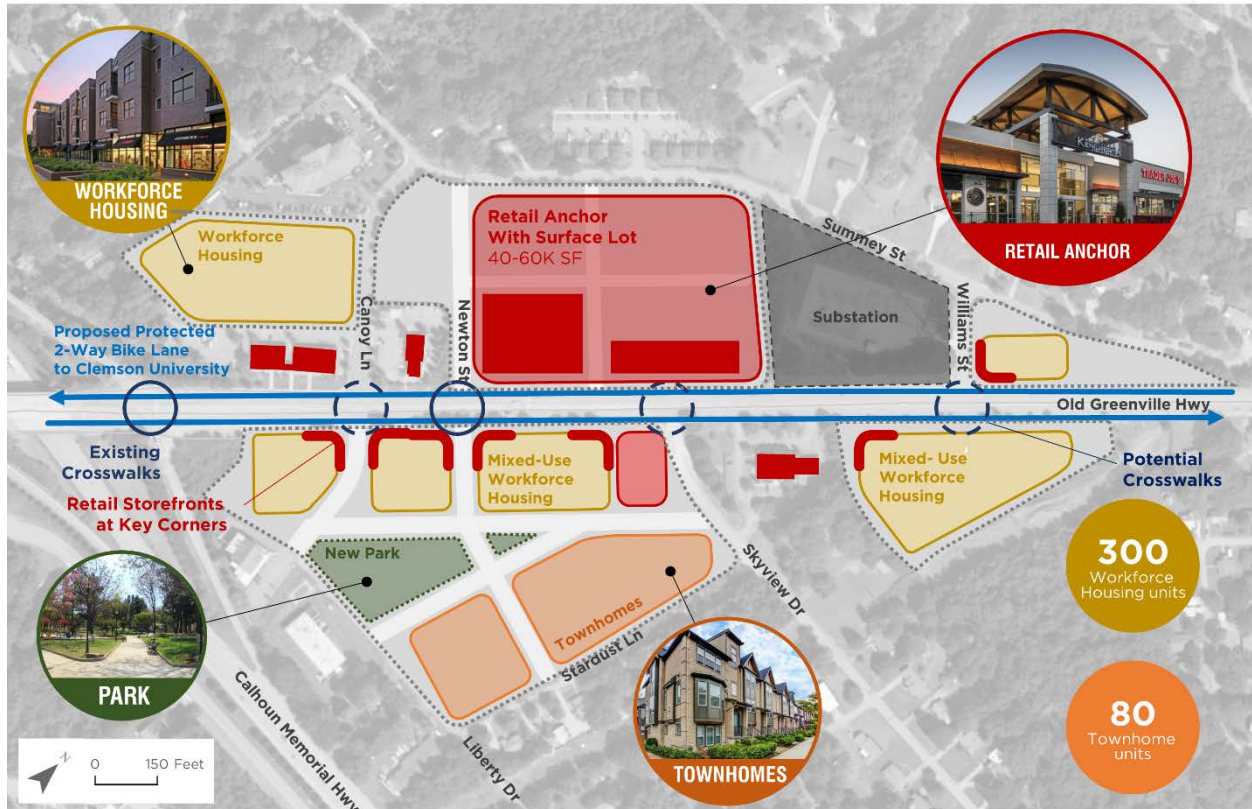
 <p>Mixed-Use Workforce Housing</p>	 <p>Retail Anchor</p>	<p><b>CONDITIONS</b></p> <p>Vacant and underutilized commercial uses</p> <p>Surface parking lots</p>
		
 <p>Townhomes</p>	 <p>For non-students</p>	<p><b>OTHER USES</b></p> <p>Some ground-floor retail along Old Greenville Highway</p> <p>Potential for junior anchor retail</p> <p>Explore inclusion of office space</p>
 <p>Workforce housing</p>	 <p>Retail Anchor</p>	
 <p>Park</p>	 <p>Investment in transit</p>	



### High-Level, Preliminary Land-Use Concept Map (Housing)



### High-Level, Preliminary Land-Use Concept Map (Retail Anchor)





## SITE 6: NEAR NORTH Character and Vision



Student Apartments with Neighborhood Retail



Non-Student Housing Options



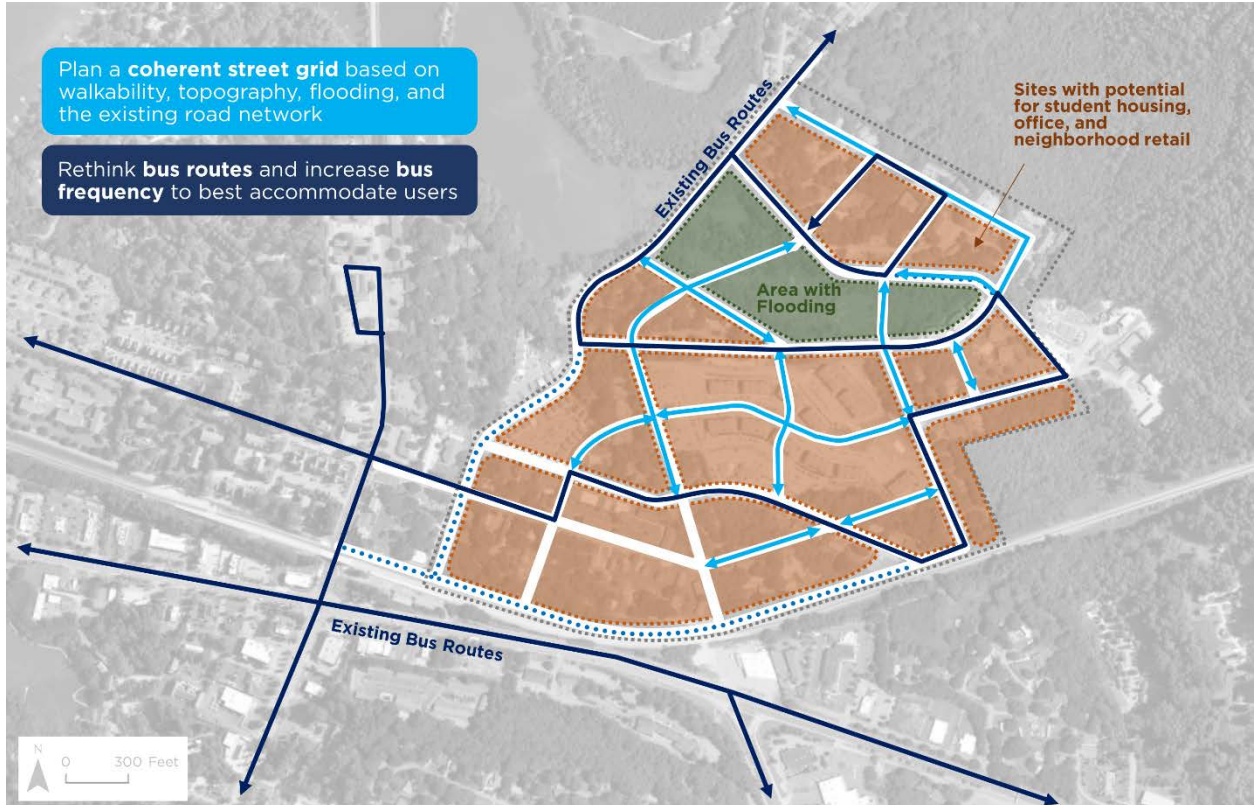
Office Space



Investment in Transit

CONDITIONS	<p><b>Older student housing</b></p> <p><b>Acquisition</b> and assembly already underway</p> <p>Traffic <b>bottleneck</b> at Tiger &amp; College</p>
HOUSING	<p>A mix of housing oriented to <b>students</b> and to <b>non-students</b></p>
OTHER USES	<p><b>Neighborhood-serving retail</b></p> <p>Explore inclusion of <b>office space</b></p>
PLACE	<p>Significant <b>investments in transit</b> to mitigate traffic access</p>

### High-Level, Preliminary Land-Use Concept Map



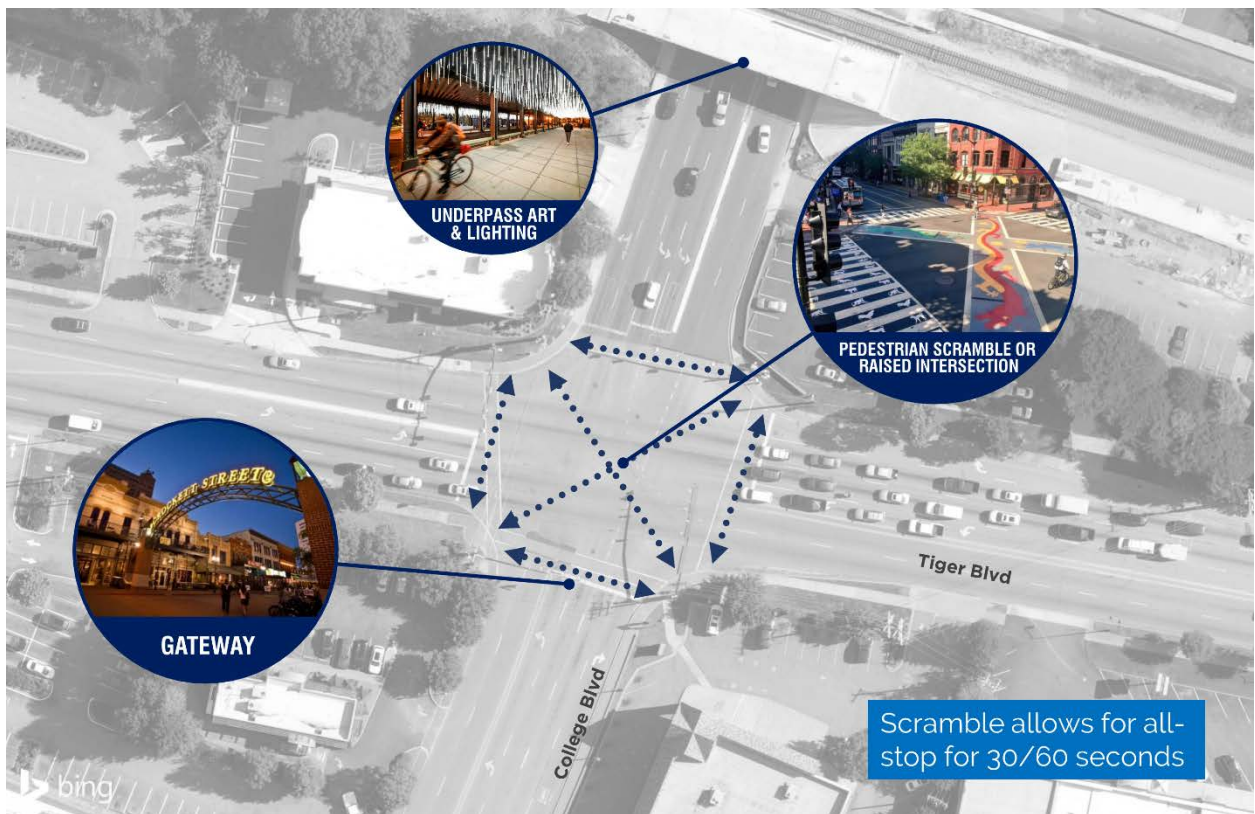
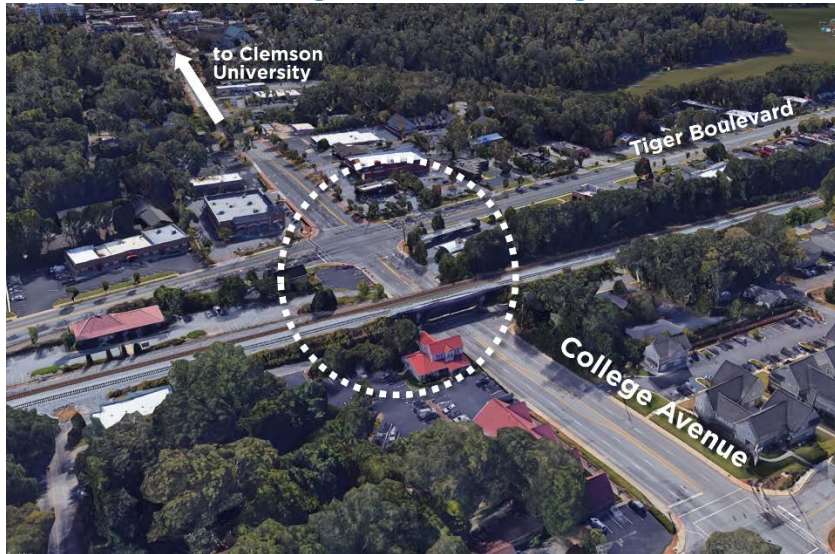


## SITE 7: FAR NORTH Character and Vision

		<p><b>CONDITIONS</b></p> <p>Would require <b>annexation</b> ★</p> <p><b>Environmentally-sensitive</b> areas present</p> <p>Traffic <b>bottleneck</b> at Tiger &amp; College</p>
		<p><b>HOUSING</b></p> <p>Oriented to <b>non-students</b></p> <p>Predominantly <b>market-rate</b> housing in new urbanist format, with <b>workforce</b> and <b>affordable</b> housing options in the mix</p>
		<p><b>OTHER USES</b></p> <p>Neighborhood-serving <b>commercial and retail</b></p> <p>Potential to integrate <b>office</b></p>
		<p><b>PLACE</b></p> <p>Significant <b>investments in transit</b> to mitigate traffic access</p> <p><b>Design with nature</b> incorporating water, lakefront access</p>
		



## Intersection of College Avenue and Tiger Boulevard



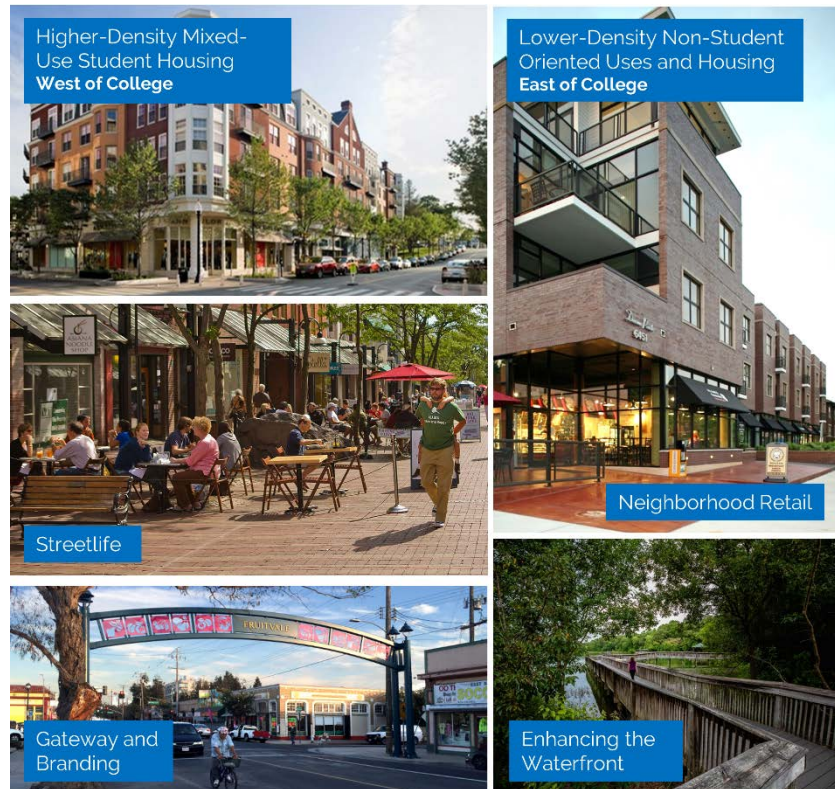


## SITE 8: PACOLET MILLIKEN SITE Character and Vision



<b>CONDITIONS</b>	Large undeveloped area
<b>HOUSING</b>	Oriented to <b>non-students</b> Seek to provide <b>workforce housing</b> alongside <b>market-rate housing</b> Mix of <b>upscale and missing middle</b> housing types
<b>OTHER USES</b>	Mix of neighborhood-serving and anchor <b>retail</b>
<b>PLACE</b>	Incorporates <b>green space</b> , designs with water <b>Transit and multi-modal connections</b> needed to mitigate traffic impacts

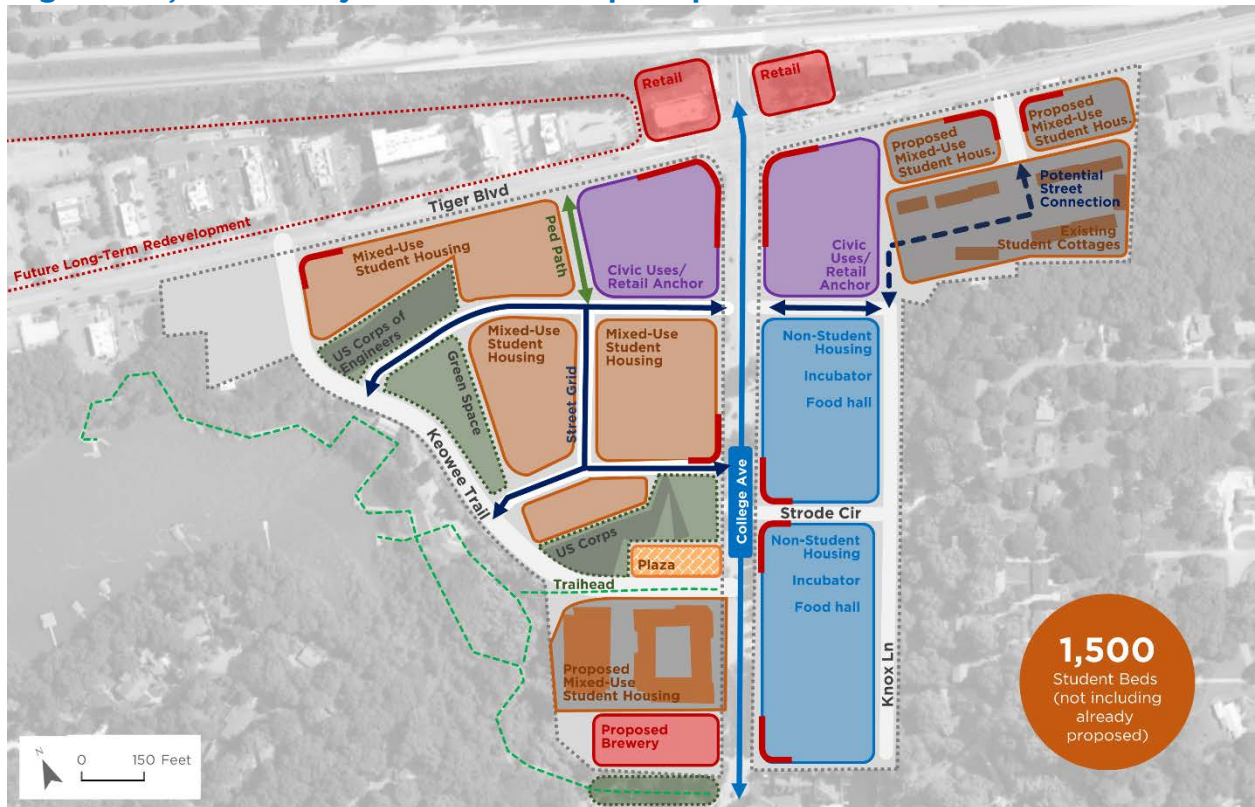
## SITE 9: ESTABLISH UPTOWN Character and Vision



<b>CONDITIONS</b>	<b>Auto-oriented commercial</b> on Tiger Some <b>student housing</b> in planning and/or permitted Primary <b>access into Downtown</b> ; challenging <b>topography</b>
<b>HOUSING</b>	A mix of housing oriented to <b>students</b> and to <b>non-students</b> <b>Significant density</b> required to support acquisition of auto-oriented commercial uses
<b>OTHER USES</b>	<b>Business incubator</b> , expanded <b>Arts Center</b> Explore inclusion of <b>office space</b> Ground-floor retail, including <b>food hall and brewery</b>
<b>PLACE</b>	Enhance <b>lake access</b> , <b>recreational uses</b> <b>Bike and pedestrian infrastructure</b> (per Downtown Corridor Plan) Civic uses at <b>gateway to Downtown</b>



### High-Level, Preliminary Land-Use Concept Map



## Appendix – Table of Types of Processes

	MASTER PLAN	CHARETTE	RE-DEVELOPMENT PLAN	PLANNED DEVELOPMENT	COMMUNITY INVESTMENT STRATEGY
DESCRIPTION	Design Focus Heavy Public Engagement	"Master Plan Light"	Real Estate and Implementation focused Public-Private Partnership	City as facilitator; but providing input	Seeks to align people based efforts and policy with real development
PROS	Design process that is iterative; works toward a preferred alternative and public support	FAST!!!	Action-oriented Harnesses private investment	Can make standard development better	Trust building and engagement intensive
CONS	Assumes design IS the solution; May not be economically viable	Design Heavy Needs complementary policy effort	Community <u>MUST</u> have clarity on what it wants	Still somewhat reactive	Slow and steady Not purely market based Needs extraordinary funding sources

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## Endnotes

<sup>i</sup> Language excerpted from the City's Request for Proposals.

<sup>ii</sup> Roundtable interview groups included the Planning Commission; Arts, Culture, and Non-Profit stakeholders; historically African-American neighborhoods; two meetings with members of the Clemson University Administration; small businesses; the Joint City-University Advisory Boards; two groups of students; developers and real estate professionals; three groups of neighborhood residents; and residents at Clemson Downs.

<sup>iii</sup> Population of 17,501 - US Census Bureau Population estimates, July 1, 2019; Population of 15,802 - ESRI 2020. The high share of floating population of students in the city often leads to an undercount as population fluctuates throughout the year and is, therefore, heavily influenced by the dates population surveys are conducted. This makes office census population estimates less reliable. The city of Clemson's Department of Planning estimates the population range at roughly 19,000 to 20,000.

<sup>iv</sup> ESRI 2020 Population estimate.

<sup>v</sup> Refers to areas immediately outside the city boundary that, according to the city, accommodates the majority of the Clemson student population. This includes areas to the east and south east till Old Greenville highway and Pendleton, areas to the northeast till Central along Church Street, areas to the north till Pike road, and areas across Lake Hartwell, east of Keowee, Valley View and the Oconee County Regional Airport.

<sup>vi</sup> Population of 1,587 - 'Population trends, 1950 to 2010', The City of Clemson Comprehensive Plan 2024.

<sup>vii</sup> ESRI 2020 and 2010 Population estimates.

<sup>viii</sup> Clemson University Enrolment Trend "Fall Student Headcount by Level".  
<https://www.clemson.edu/institutional-effectiveness/oir/factbook/>

<sup>ix</sup> Data available up to 2019. Clemson University Enrolment Trend "Fall Student Headcount by Level".  
<https://www.clemson.edu/institutional-effectiveness/oir/factbook/>

<sup>x</sup> City of Clemson, Department of Planning.

<sup>xi</sup> Regional Fact Book, Connecting Our Future, February 2018, V 1.2

<sup>xii</sup> 'Charlanta' among nation's 12 regional powerhouses driving the US economy', Charlotte Business Journal, <https://www.bizjournals.com/charlotte/blog/morning-edition/2014/03/char-lanta-among-nations-12-regional-powerhouses.html>.  
Terando, Adam J et al. "The southern megalopolis: using the past to predict the future of urban sprawl in the Southeast U.S." PloS one vol. 9,7 e102261. 23 Jul. 2014, doi:10.1371/journal.pone.0102261

<sup>xiii</sup> Upstate Forever, "Shaping our Future" Growth Alternatives Analysis, 2015-2040

<sup>xiv</sup> Clemson City budget FY 2019/2020, 'Clemson Reimagining Study Final Report, May 2017, CATBUS Clemson Area Transit. Blacksburg Transit Development Plan FY2019-FY2028. (<http://www.drpt.virginia.gov/media/2617/blacksburg-tdp-final-draft-w-appendices.pdf>), City of Charlottesville Virginia City Council Agenda February 20, 2018 (<https://www.cvillepedia.org/images/20180220-CC-CAT-Report.pdf>), 'Mountain Line asks for levy support', WAJR (<https://wajr.com/mountain-line-asks-for-levy-support/>),

<sup>xv</sup> Zillow, 2020.

<sup>xvi</sup> Defined as 25 to 34 year-old households.

<sup>xvii</sup> Analysis assumes a 10% downpayment, 30% of income affordability standard. Household income and salary data from ESRI, Glassdoor.

xviii Zillow.

xix ESRI, 2020.

xx Based on analysis of Workline job projections for the three-county workforce development area including Clemson (i.e., Pickens County, Oconee County, and Anderson County) from South Carolina Works Online Services. The top eight high-growth occupations and associated home affordability (based on a 10% downpayment, 30% affordability standard) are in Health Care & Social Assistance (\$225,000), Food Service (\$75,000), Education (\$250,000), Administration & Support Services (\$170,000), Construction (\$205,000), Wholesale Trade (\$275,000), Professional, Scientific, and Technical Services (\$255,000), and Other Services (\$145,000).

xxi City of Clemson, April 2019.

xxii Based on interpretation of Bureau of Economic Analysis and South Carolina Department of Employment and Workforce data.

xxiii CoStar.

xxiv CoStar.

xxv NewHomeSource.com.

xxvi Center for Neighborhood Technology, AllTransit Performance Score. The AllTransit Performance Score is an index (with values up to 10) reflecting a combined evaluation of transit connectivity, frequency of services, and access to land areas and jobs.

xxvii Bikeways Master Plan, City of Clemson.

xxviii CoStar

xxix FY18 Revenue

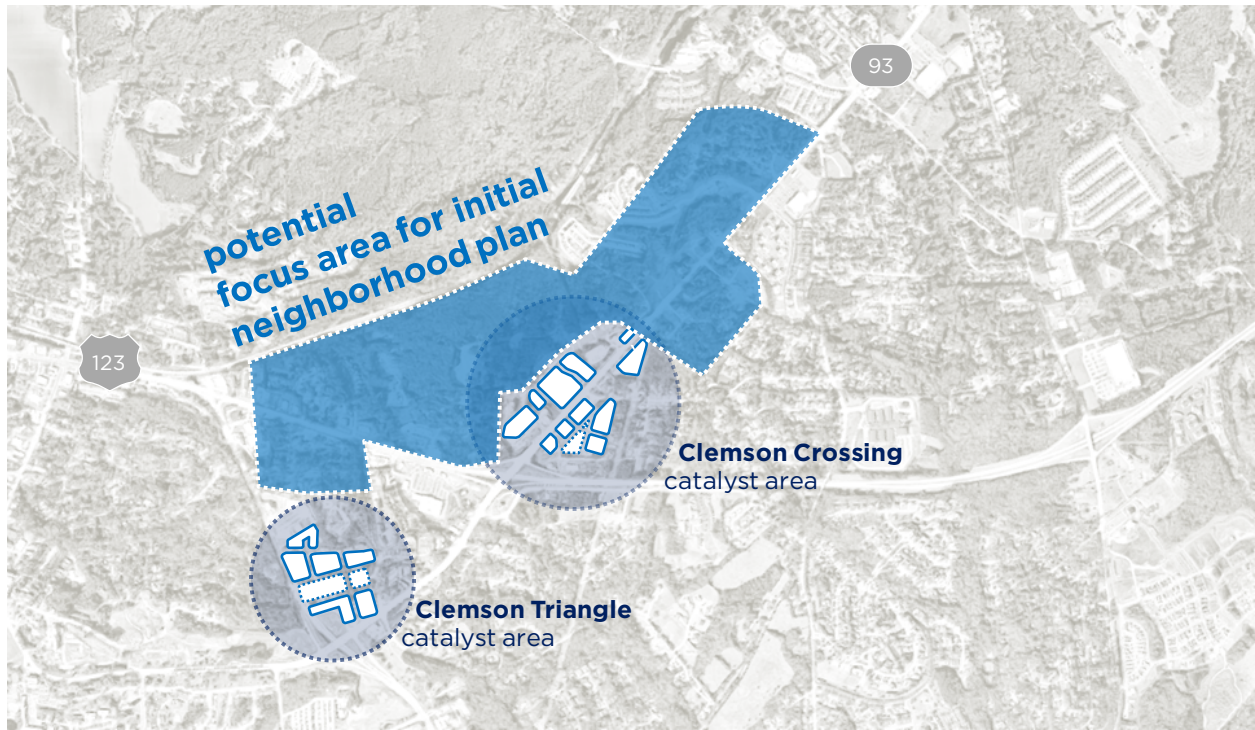
xxx 60 percent of the area median income for a 4-person household in the Greenville-Mauldin-Easley area.

xxxi Roughly equivalent to 3 mils.

xxxii City of Clemson, April 2019.



xxxiii



xxxiv Marietta, GA Community Development Agency. 2018 Purpose-Built Student Housing Analysis. 2018. Retrieved from [https://s3.us-west-2.amazonaws.com/cobbcounty.org.if-us-west-2/prod/2018-10/2018%20Purpose-Built%20Student%20Housing%20Analysis\\_FINAL\\_0.pdf](https://s3.us-west-2.amazonaws.com/cobbcounty.org.if-us-west-2/prod/2018-10/2018%20Purpose-Built%20Student%20Housing%20Analysis_FINAL_0.pdf).

xxxv Clemson’s zoning code limits occupancy to two “families,” with families comprising those with related persons, or a single individual unrelated to others in the home.

**Implementation Matrix**  
ClemsonNEXT

	lead actor <b>X</b> supporting actor <b>O</b>	key players							timeframe				estimated cost	details	
		City of Clemson	Clemson University	Clemson Area Transit (CAT)	Chamber of Commerce	Development community	Department of Transportation	Community Housing Fdn	Neighboring Jurisdictions	yr 1	yrs 1-3	yrs 3-5			yrs 5-10
<b>1 Invest in Transit</b>															
a		<b>X</b>	<b>O</b>	<b>O</b>		<b>O</b>		<b>O</b>		<b>&gt;</b>					
b		<b>O</b>	<b>X</b>					<b>O</b>		<b>&gt;</b>					
c		<b>O</b>	<b>O</b>	<b>X</b>				<b>O</b>		<b>&gt;</b>			\$8 million target operating budget		
d		<b>O</b>	<b>O</b>	<b>X</b>				<b>O</b>		<b>&gt;</b>	<b>&gt;</b>				
e				<b>X</b>		<b>O</b>				<b>&gt;</b>	<b>&gt;</b>				
f				<b>X</b>								<b>&gt;</b>			
<b>2 Expand Bike &amp; Pedestrian Infrastructure</b>															
a		<b>X</b>	<b>O</b>			<b>O</b>		<b>O</b>		<b>&gt;</b>				\$10 million and \$17 million estimated budgets for the Downtown Corridor Plan and the Green Crescent Trail, respectively	
b		<b>X</b>				<b>O</b>		<b>O</b>		<b>&gt;</b>	<b>&gt;</b>				
c		<b>X</b>	<b>O</b>			<b>O</b>	<b>O</b>			<b>&gt;</b>				during redevelopment planning processes	
d		<b>X</b>				<b>X</b>	<b>O</b>			<b>&gt;</b>					
<b>3 Enhance Small Business Ecosystem</b>															
a		<b>X</b>	<b>O</b>			<b>O</b>				<b>&gt;</b>					
b		<b>X</b>	<b>O</b>			<b>O</b>				<b>&gt;</b>			\$100k initial budget		
c		<b>X</b>	<b>O</b>			<b>O</b>	<b>O</b>			<b>&gt;</b>				during catalyst area redevelopment planning processes	
d		<b>X</b>								<b>&gt;</b>					

**Implementation Matrix**  
ClemsonNEXT

	lead actor <input checked="" type="checkbox"/> supporting actor <input type="checkbox"/>	key players							timeframe				estimated cost	details	
		City of Clemson	Clemson University	Clemson Area Transit (CAT)	Chamber of Commerce	Development community	Department of Transportation	Community Housing Fdn	Neighboring Jurisdictions	yr 1	yrs 1-3	yrs 3-5			yrs 5-10
e		<input type="checkbox"/>			<input type="checkbox"/>	<input checked="" type="checkbox"/>					>	>	>		
f			<input type="checkbox"/>		<input type="checkbox"/>	<input checked="" type="checkbox"/>						>			
<b>4 Support the Creation of Affordable Housing</b>															
a		<input checked="" type="checkbox"/>				<input type="checkbox"/>						>			during catalyst area redevelopment planning processes
b		<input checked="" type="checkbox"/>				<input type="checkbox"/>						>			
c		<input type="checkbox"/>									<input checked="" type="checkbox"/>	>	>	>	
d		<input checked="" type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>						>			
e		<input checked="" type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>						>	>		
f		<input checked="" type="checkbox"/>										>	>	>	>
<b>5 Invest in Neighborhood Preservation &amp; Enhancement in Key Areas</b>															
a		<input checked="" type="checkbox"/>											>		\$100k-\$150k budget
b		<input checked="" type="checkbox"/>										>			\$2 million in funds
c		<input checked="" type="checkbox"/>										>			\$70k-\$90k salary
d												>	>	>	
<b>6 Facilitate Student &amp; Non-Student Housing</b>															
a			<input checked="" type="checkbox"/>									>	>		

**Implementation Matrix**  
ClemsonNEXT

	lead actor <input checked="" type="checkbox"/> supporting actor <input type="checkbox"/>	key players							timeframe				estimated cost	details
		City of Clemson	Clemson University	Clemson Area Transit (CAT)	Chamber of Commerce	Development community	Department of Transportation	Community Housing Fdn	Neighboring Jurisdictions	yr 1	yrs 1-3	yrs 3-5		
b			<input checked="" type="checkbox"/>							>	>			
c		<input checked="" type="checkbox"/>								>				
d		<input checked="" type="checkbox"/>								>	>			
e		<input checked="" type="checkbox"/>									>	>		
<b>7 Create Overlays</b>														
a		<input checked="" type="checkbox"/>								>				
b		<input checked="" type="checkbox"/>								>				
c		<input checked="" type="checkbox"/>								>				
d		<input checked="" type="checkbox"/>								>	>	>		
<b>8 Cultivate Development of the Catalyst Areas</b>														
<b>a Downtown East and West</b>														
	Create overlays, impact fee structure	<input checked="" type="checkbox"/>								>				
	Review proposals through planned development process	<input checked="" type="checkbox"/>								>				
	Partner on pedestrian crossings, infrastructure, making use of impact fees	<input checked="" type="checkbox"/>								>				
	Evaluate and consider developer RFP if quality proposals are not submitted	<input checked="" type="checkbox"/>									>			
<b>b Clemson Triangle</b>														
	Create overlays, impact fee, TIF structure	<input checked="" type="checkbox"/>								>				
	Developer selection and assembly	<input checked="" type="checkbox"/>					<input checked="" type="checkbox"/>			>				
	Community engagement and redevelopment plan	<input checked="" type="checkbox"/>					<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	>				



**Implementation Matrix**  
ClemsonNEXT

	lead actor X supporting actor o	key players							timeframe				estimated cost	details
		City of Clemson	Clemson University	Clemson Area Transit (CAT)	Chamber of Commerce	Development community	Department of Transportation	Community Housing Fdn	Neighboring Jurisdictions	yr 1	yrs 1-3	yrs 3-5		
Market-based development and infrastructure		X				X				>	>			
Align workforce housing gap funding		X				X	X			>	>			
Workforce housing and public space		X				X					>	>		
<b>c Clemson Crossing</b>														
Create community plan with neighborhoods		X							X	>				
Create overlays, impact fee, TIF structure		X								>	>			
Begin neighborhood capital improvements		X									>			
Fundraising for workforce housing		X							X	>	>	>		
Developer selection and assembly		X				X					>			
Master Plan		X				X	X	X			>			
Mixed-income development		X				X		X				>	>	
<b>d Uptown</b>														
Engage in charrette /master plan process		X				X			X	>				
Create overlays, impact fee, TIF structure		X								>				
Developer selection and assembly		X				X				>				
Refine master plan		X				X			X		>			
Explore civic anchors and partners		X	o			o				>	>			
Capital improvements/infrastructure		X									>	>		
Develop market based projects		X				X					>	>		
Build civic projects		X				X						>	>	
<b>9 Expand Capacity &amp; Foster Collaboration</b>														
a Establish regular working relationships with neighboring jurisdictions on issues of transportation and development		X								o	>	>	>	
b Establish investment targets and partnership goals with Clemson University, with communication at governing board level		X	X	o	o				o		>			
c Hire a Deputy Administrator for Development to facilitate priority catalyst area projects by leading redevelopment planning in catalyst areas		X									>			

**Implementation Matrix**  
ClemsonNEXT

	lead actor <b>X</b> supporting actor <b>o</b>	key players							timeframe				estimated cost	details
		City of Clemson	Clemson University	Clemson Area Transit (CAT)	Chamber of Commerce	Development community	Department of Transportation	Community Housing Fdn	Neighboring Jurisdictions	yr 1	yrs 1-3	yrs 3-5		
d	Hire a Community Development Director to strengthen partnerships between neighborhood groups, housing providers, and the City, and help to facilitate neighborhood planning processes and plan implementation	<b>X</b>									<b>&gt;</b>			
e	Hire a part-time Small Business Liaison to strengthen partnerships between the small business community, the City, and the University	<b>X</b>			<b>o</b>						<b>&gt;</b>			
f	Dedicate a full-time University staff member(s) with the mission of cultivating partnerships with the City	<b>o</b>	<b>X</b>								<b>&gt;</b>			
g	Conduct a regional traffic study in partnership with Clemson University, and neighboring jurisdictions	<b>X</b>	<b>X</b>	<b>X</b>			<b>X</b>			<b>X</b>	<b>&gt;</b>			