



October 2006

South Elm Street Redevelopment Plan

greensboro north carolina

ACKNOWLEDGMENTS

CITY OF GREENSBORO

Greensboro City Council

Keith A. Holliday, *Mayor*
Sandra Anderson Groat, *Mayor Pro Tem*
Yvonne J. Johnson, *At Large*
Florence F. Gatten, *At Large*
T. Dianne Bellamy-Small, *District 1*
Goldie Wells, *District 2*
Tom Phillips, *District 3*
Mike Barber, *District 4*
Sandy Carmany, *District 5*

Redevelopment Commission of Greensboro

Joe Wood, *Chairman*
William P. Benjamin, *Vice Chairman*
Nettie M. Coad
Jerry Leimenstoll
Jim Blackwood, Esq., *Legal Counsel to Commission*

City of Greensboro

Mitchell Johnson, *City Manager*
John Benjamin 'Ben' Brown Jr., *Assistant City Manager for Economic Development*
Robert W. Morgan, *Assistant City Manager*

Department of Housing and Community Development

Andrew S. Scott, *Director*
Dan Curry, *South Elm Street Project Manager*
Dyan Arkin
Russ Clegg
Stefan-Leih Geary
Barbara Harris
Linda Jones
Guy Land
Sue Schwartz

CONSULTING TEAM

Chan Krieger Sieniewicz

Alex Krieger
Alan Mountjoy
Erin Olson-Douglas
Andrea Janzen
Kimberly Jones

Economic Research Associates

Tom Moriarity
Mac Nichols

Jacques Whitford

Mark Klopfer
David Taylor

Engineering Consulting Services, Ltd.

John Lair
Brian Moss
Jason Ricks

PARTNER ORGANIZATION

Downtown Greensboro, Inc.

Ray Gibbs, *President*

Funding for the South Elm redevelopment program is being provided through a Brownfield Assessment grant from the US Environmental Protection Agency, through a Brownfield Economic Development Initiative (BEDI) grant and a Community Development Section 108 loan from the US Department of Housing and Urban Development, and from the City of Greensboro.

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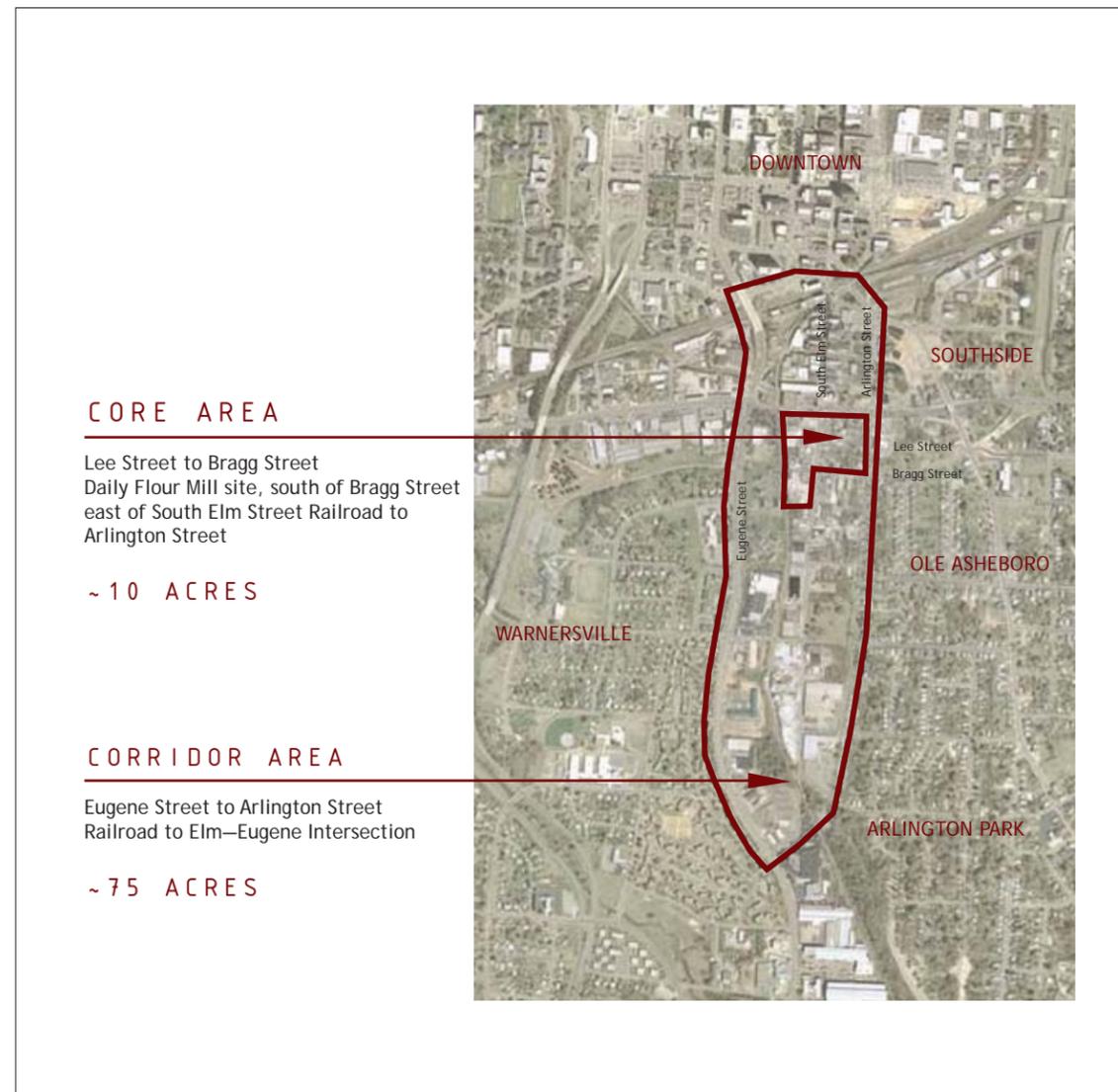
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1 PLANNING PROCESS



The present condition of South Elm Street is consistent with national historic trends that have favored development on the periphery over reinvestment in older urban areas. There is a growing countertrend, however, to clean-up and reinhabit our central city neighborhoods. This is evidenced in Greensboro’s comprehensive plan (“Connections 2025”) which supports infill and downtown housing in lieu of increased sprawl. The early results of such important commitments have been encouraging, and include a lively downtown entertainment and retail district as well as new downtown housing, all of which are changing the way many people—residents and visitors alike—view the downtown and surrounding areas.

Revitalizing older urban neighborhoods often requires cleaning up contaminated “brownfield” sites, and Greensboro is no different. As a prominent gateway to downtown, South Elm Street is vital to improving the city core, but formerly industrial land along this corridor must be remediated before it can contribute viable economic uses and enhanced visual appeal in the community. By conducting a public planning process for South Elm Street, the community has established a vision for the future of the corridor as well as a redevelopment plan, identifying the specific steps that must be taken to achieve improvements. Funds committed by the City of Greensboro, the US Department of Housing and Urban Development (HUD) and the Environmental Protection Agency (EPA) have made this process possible and signify a commitment to environmental responsibility and downtown reinvestment.

One of the central goals has been to revive and integrate South Greensboro—a long underserved, largely minority sector of the city south of downtown—with newer economic development occurring to its north. High concentrations of public housing and social services as well as potentially contaminated industrial areas have long been impediments to investment here. With this plan, Greensboro will be in a better position to realize South Elm Street’s greater potential.

In December 2004, Chan Krieger Sieniewicz was selected to work with the community to prepare a redevelopment plan for 10 acres of land on South Elm Street (the “Core Area”) and a concurrent urban design study for approximately 75 acres surrounding the site (the “Corridor Area”). The organization of this document reflects the process used to address the dual focus areas. Chapter 1 includes project background, site analysis, and the planning principles established during public discussions. Chapter 2 addresses the Corridor Area, culminating in a framework plan for public improvements. Chapter 3 considers alternatives for the Core Area, illustrating the preferred scheme in detail, and offers design guidelines for public improvements and private development. Finally, Chapter 4 makes implementation recommendations, including technical requirements for redevelopment as stipulated by state statute.

PROJECT BACKGROUND

“The redevelopment of South Elm Street as Greensboro’s first public brownfield project offers a valuable opportunity to develop a broad-reaching approach for sustainable brownfield reuse, particularly in Greensboro’s urban core.”

Source: Greensboro-nc.gov (2005)

In 2002, the Core Area was targeted as a possible location for a new minor league ballpark; at the time of that proposal, however, environmental investigations revealed considerable soil contamination on site. The First Horizon ballpark was subsequently built at its current location north of City Hall, but the City remained committed to returning the original site to productive use. To initiate the clean-up process, the City secured over \$6 million in grants and loans from the Community Development Block Grant program, the Environmental Protection Agency (EPA), HUD’s Brownfield Economic Development Initiative (BEDI), and other City funding sources.

Funds secured for the site

EPA Grant
\$ 200,000
HUD/BEDI Grant
\$ 2,000,000
CD Section 108 Loan
\$ 3,000,000
Community Development Block Grant
\$ 398,500
City of Greensboro
\$ 1,050,000

Total \$ 6,648,500

Reclaiming brownfield sites can benefit private investors through new business opportunities, profit on unused or underutilized properties, improved community and environmental stewardship, and access to untapped urban markets. Thus public assistance for remediation comes with requirements; these aim to ensure the projects funded by government programs meet the needs of the surrounding community and eventually return a portion of their newfound value to the programs that made the process possible. The stipulations for the use of funds secured for South Elm Street are listed below.

HOUSING

The HUD Grant requires the creation of a mix of affordable and market-rate residential units in the redevelopment area.

EMPLOYMENT

Under the HUD Grant, the South Elm Street Redevelopment area must make a commitment to either increase economic opportunity for persons of low and moderate incomes or to stimulate and retain businesses and jobs that lead to economic revitalization. This plan recommends a dense mixed-use framework that will support new businesses and more than 300 new jobs.

REPAYMENT OF LOANS

The \$3 million Community Development Loan is intended to be repaid with proceeds from land sales to developers. Any shortfall from such sales must be made up with other revenues.



SOUTH ELM STREET TODAY



SOUTHSIDE

A decade of successful neighborhood planning has demonstrated the will and enthusiasm of Greensboro in the pursuit of enhancing the center city. The downtown has seen an unprecedented resurgence in small businesses, including restaurants and entertainment uses, extending along Elm Street virtually to the Core Area for this study. South Elm Street has the opportunity to build upon these and other investments occurring in several surrounding neighborhoods.

Southside

Southside, to the northeast of South Elm Street, is a new neighborhood combining some historic rehabilitations, new housing construction in a neotraditional style, and mixed-use development.



OLE ASHEBORO

Ole Asheboro

An “overall blueprint” for Ole Asheboro was developed in 2004, and is characterized by neighborhood infill initiatives and related private development. The first phase of the project includes thirteen acres of land east of South Elm Street to be developed with compact residential and mixed-use infill. Future phasing of the project will be defined by smaller neighborhood initiatives in an effort to strengthen Ole Asheboro’s relationship with the city at large.



ARLINGTON PARK

Arlington Park

Arlington Park, the neighborhood to the southeast of South Elm Street, is a nearly complete development area separated from downtown by the South Elm Street site. Residents here are among the most active proponents of improvements to the South Elm corridor.

Center City Greenway

The proposal for an urban ring park by Downtown Greensboro Inc. (DGI) recommends a route that follows Bragg Street through the South Elm redevelopment site. The proposal calls for pedestrian and cycling routes that would connect larger parks and open spaces in a 5-mile loop around the central business district.



CENTER CITY GREENWAY
Source: downtowngreensboro.net

PUBLIC PROCESS

Commentary from June 2005 public meetings:

"We need housing, affordable, moderate-priced and work-force."

"What is needed is neighborhood-serving retail."

"...attractive, tree-lined sidewalks, pedestrian friendly."

FOUR PHASES OF THE STUDY

Phase I
Exploring issues and analyzing existing conditions

Phase II
Developing conceptual planning alternatives for the Corridor Area (entire 75-acre site)

Phase III
Developing the preferred planning concept for the Corridor, and advancing planning alternatives for the Core Area (10-acre site)

Phase IV
Refining and finalizing the redevelopment plan for the Core Area

COMMUNITY ADVISORY TEAM

Prior to the selection of a consultant for this study, the City Manager appointed a Community Advisory Team (CAT), a 17-member committee representing a broad range of perspectives including major economic development organizations; area residents and businesses; development interests; and advocates for low-income housing, the environment, historic preservation, and the downtown. The City charged this team to act in an advisory capacity and to provide a continuous voice for the many groups affected by the project.

Specifically, the CAT provided feedback and insight on the scope of the project and served as a representative voice for the larger population in between larger public meetings. Underlying principles, architectural and planning precedents, and eventually a series of development concepts were all initially discussed with the CAT, which resulted in a high level of refinement in the presentation and discussion that occurred at the public meetings.

The members of the CAT are listed below; they were selected to ensure the study area and the city at large were effectively represented, and their expertise and perspectives reflect the wide diversity within the community.

SOUTH ELM STREET COMMUNITY ADVISORY TEAM MEMBERS

Dorothy Brown	John Harris
Jim Bryan	Dr. Eric Johnson
Jonathan Bush	Will Leimenstoll
Greg Chabon	Julia Nile
Sonya Conway	Jeffrey T. Nimmer
Patrick Downs	Dabney Sanders
Mary Eubanks	Ian Sibley
Carolyn Flowers	Evelyn Taylor
Bill Geter	



PUBLIC PRESENTATION, SUMMER 2005



RECORDING PUBLIC COMMENTS, SUMMER 2005



DISCUSSION AT PUBLIC MEETINGS, SUMMER 2005

PUBLIC PROCESS

Commentary from June 2005 public meetings:

"We need to strengthen east-west connections."

"Adaptive reuse is a good idea if structures are sound, it's possible keeping fragments also can work to retain the character of the district."

PUBLIC MEETINGS



Participants in this planning effort were invited to engage in open discussions about what they felt was needed and desired in the South Elm corridor. They were asked to brainstorm and answer specific questions about the different types of land uses the planning area should accommodate, types and scales of desired housing, the role of historic buildings and adaptive reuse, as well as the potential role of shopping and entertainment uses in the area. In addition, participants were asked how the benefits of green space could be brought to the redevelopment area and what kind of street environment they envisioned along South Elm Street. The responses were enthusiastic and centered around a collective desire for a mixed-use development with an anchor, a combination of workforce and market-rate housing, and the adaptive reuse of historic architecture to complement new building schemes. Through discussions in public meetings, alternatives were identified and eventually gave way to consensus on a preferred development plan for the Core Area.



The formats of the first three meetings allowed for participant discussion in small break-out groups (which were asked to share their findings with the larger group); the fourth and final meeting was conducted in a presentation format, followed by a question-and-answer period. In order to reach as broad an audience as possible, all public meetings and workshops were held twice, once at noon and again in the early evening to accommodate the schedules of both downtown workers and residents. Attendance at the workshops ranged from 70 participants in June to nearly 120 at each of the final presentations in February.



PUBLIC MEETINGS, SUMMER 2005

22 June 2005

Two public workshops were held. Each included a presentation by the consultants on planning precedents from other locations and the solicitation of ideas from participants regarding a vision for the area. The workshops resulted in a series of principles to guide the study (see page 1.15).

3 August 2005

Two public workshops were held. Each included a presentation of the planning principles established at the prior workshops as well as discussion of the framework plan and development opportunities.

12 October 2005

The CAT reviewed and discussed four alternative planning schemes for the Core Area. The alternatives were also presented and discussed at two Developer Roundtables (gatherings of regional development professionals with insight on area markets).

17 November 2005

Two public meetings were held. Each included presentations of the alternative planning schemes. Discussion groups were encouraged to respond to specific aspects of the schemes in an attempt to narrow in on a final version that would meet the needs of the HUD grant for density and economic stimulation, as well as the wishes of the community.

15 February 2006

Two public meetings were held and involved presentations of the preferred alternative for both the Core Area and the Corridor Area.

HISTORICAL CONTEXT

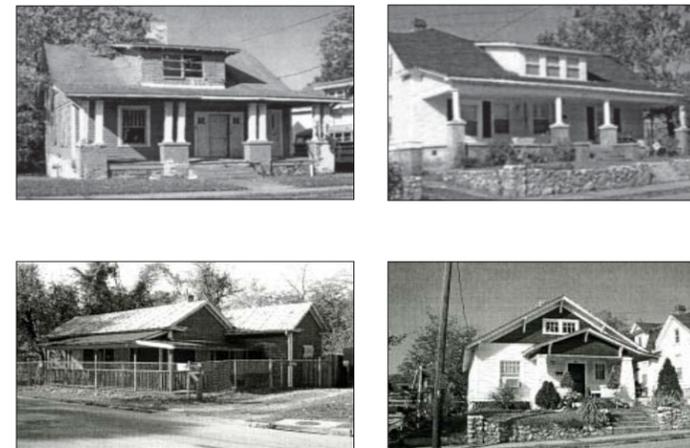
Historically, the South Elm Street area served as a distribution center for industries that depended on large, flat sites and proximity to the railroad spur that still traverses the corridor today. Although a few residences are interspersed with industrial uses, the area largely developed with automobile and motor repair facilities, service stations, warehouses, and light industrial uses. Although some heavy industrial uses remain in the corridor, many have moved away in search of larger sites and better access to regional highways and airports.

To the west of the corridor, the extensive urban renewal practices of past decades replaced one of the first African-American neighborhoods in the Warnersville area with public and private housing and institutional uses. Transportation projects, such as the larger regional arterials of Lee and Eugene streets, have further separated the neighborhood of Ole Asheboro from downtown Greensboro in order to serve the downtown and outlying suburbs.

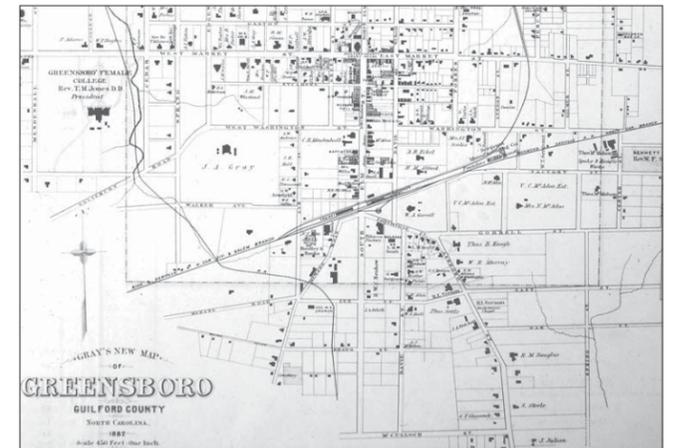
Greensboro has many significant cultural landmarks; the Woolworth Building in downtown is nationally recognized as an important landmark in the Civil Right Movement. The somewhat lesser-known Union Cemetery is located within our Corridor Area, and was the first African-American cemetery in Greensboro. In the Core Area, several buildings pre-date 1920, as shown on historic Sanborn Maps.



BIRD'S EYE VIEW OF GREENSBORO, NC, 1891



PHOTOGRAPHS OF HOUSES ALONG ARLINGTON STREET,



GRAY'S NEW MAP OF GREENSBORO, NC, 1882

SITE ANALYSIS



1 OFFICE SPACE



2 OFFICE SPACE



3 LAUNDROMAT



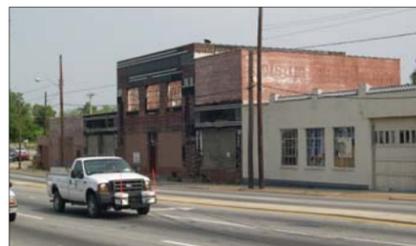
4 DAILY BREAD FLOUR MILL



5 RESIDENCES



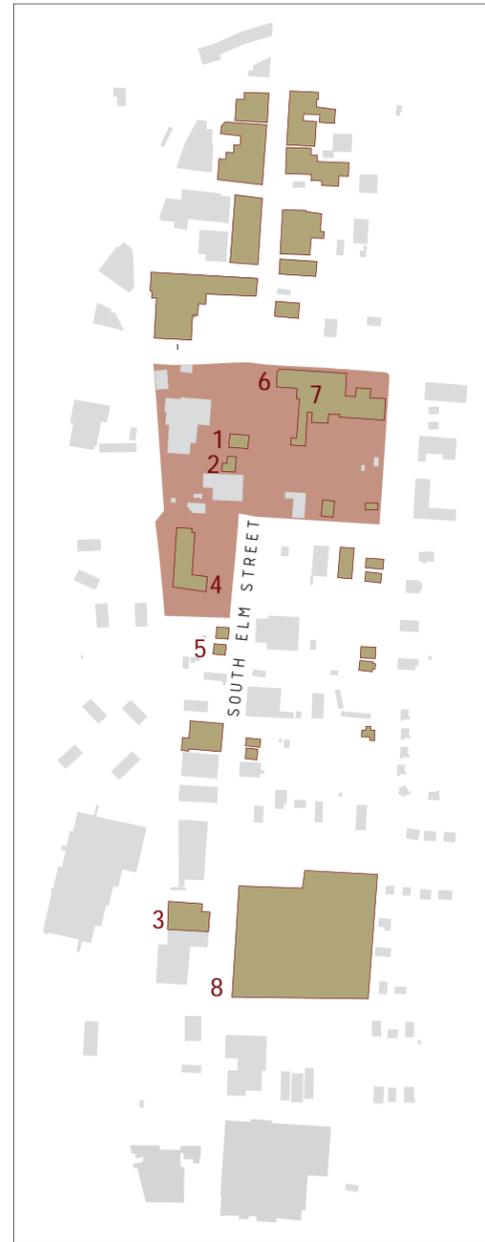
6 TRI-CITY SEAFOOD



7 JONES BROTHERS BAKERY



8 UNION CEMETERY



MAP SHOWING PROXIMITY OF NOTED BUILDINGS AND CEMETERY

BUILDING SURVEY

The collection of buildings loosely scattered throughout the Corridor Area creates an environment of unique character. Industrial buildings and factories like the ones found here led the way in innovative building design and technology around the turn of the 20th century, and industrial buildings were very important in the development of Modern Architecture.

Many buildings south of Lee Street, while not recognized as historical landmarks, could be converted to other uses owing to their sturdy brick and concrete construction and simple forms. In particular, the Daily Flour Mill building is a local icon and represents a building type common in the Greensboro area. (A similar structure, the Wafco Mill, was successfully converted to market-rate housing in the 1980s.) Preservation or adaptive reuse of these structures would assist in the creation of a unique identity for this district; where possible, they should be redeveloped as residences, offices, retail stores, or cultural venues.

On South Elm Street north of Lee Street, most of the contributing historic structures should be preserved and restored, and more productive use of upper floors (many of which are now vacant) should be introduced.

SITE ANALYSIS, continued

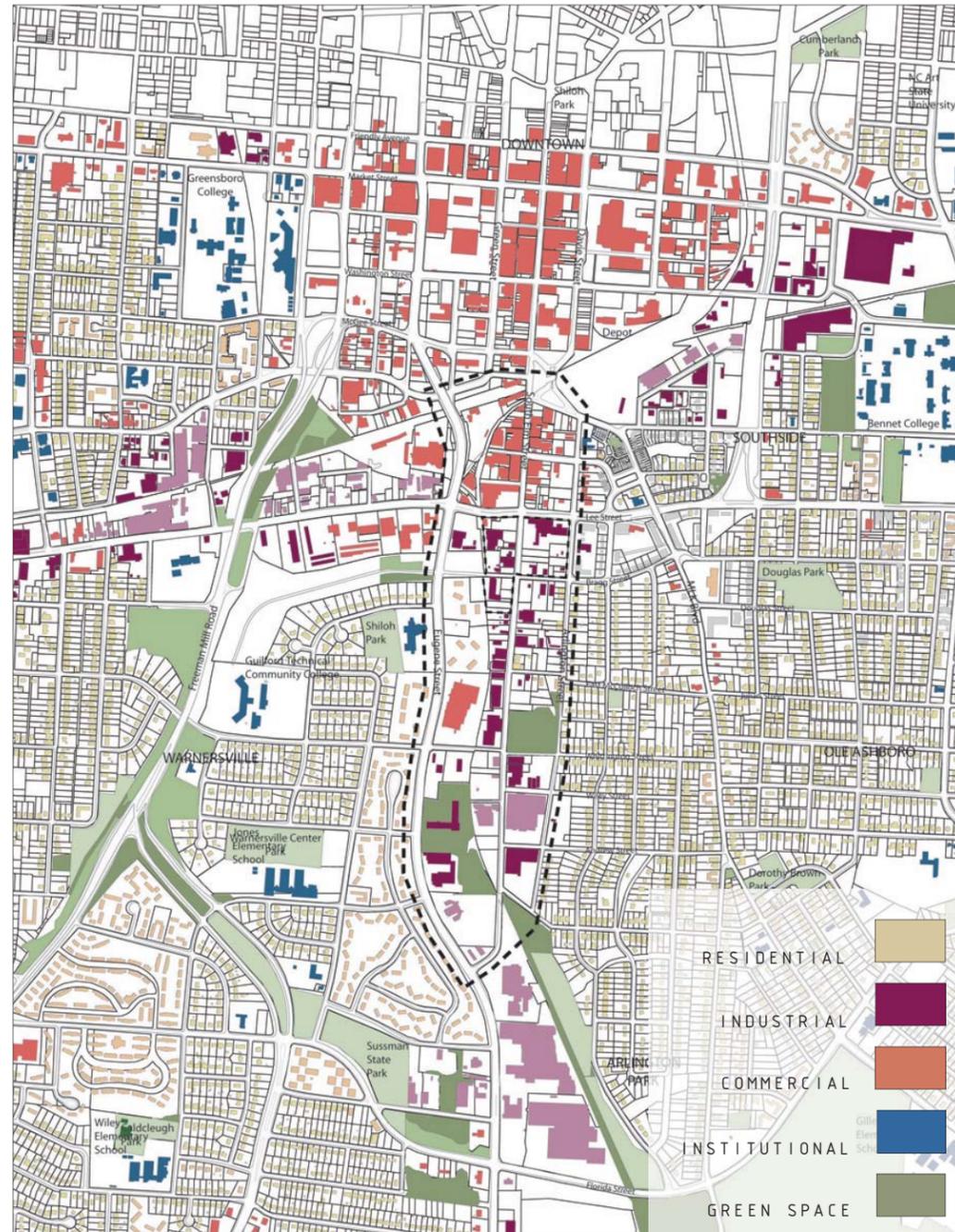
CURRENT LAND USE

The South Elm Street corridor is an island of industrial lots—both active and dormant—set within a framework of residential neighborhoods. Only one heavy industrial use, a concrete plant, continues to operate here. (Heavier industrial uses continue to operate in areas south of the study area and to the northwest along the rail corridor north of Lee Street.) Along Eugene Street, there are churches and gas stations as well as warehousing and distribution uses including Goodwill and the Salvation Army. Downtown commercial uses stretch all the way to Lee Street in our study area, an existing continuity that has the potential to help strengthen the connection between the city center and our Core and Corridor areas. There are small pockets of housing throughout the area.

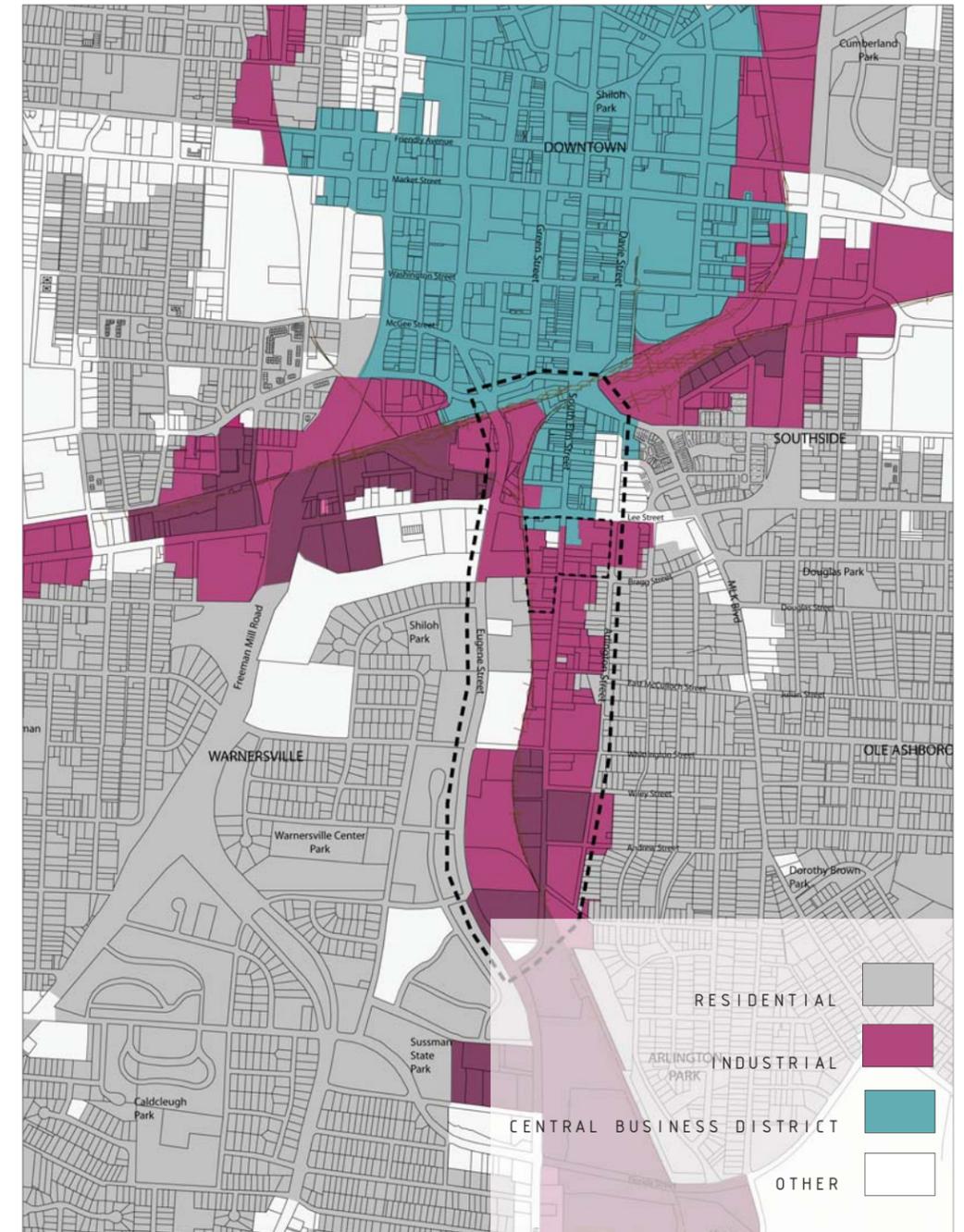
EXISTING ZONING

The South Elm Street corridor once contained numerous industrial uses that depended on proximity to the railroad, and much of the study area is zoned accordingly. The corridor is flanked by residentially zoned neighborhoods to the east and west. Downtown Commercial zoning begins at Lee Street and extends northward into the downtown.

Current zoning does not accommodate the preferred redevelopment plan that was established in the public process and which is highlighted later in this report. (See Chapter 4 for an evaluation of zoning issues and discussion on proposed CBD re-zoning).

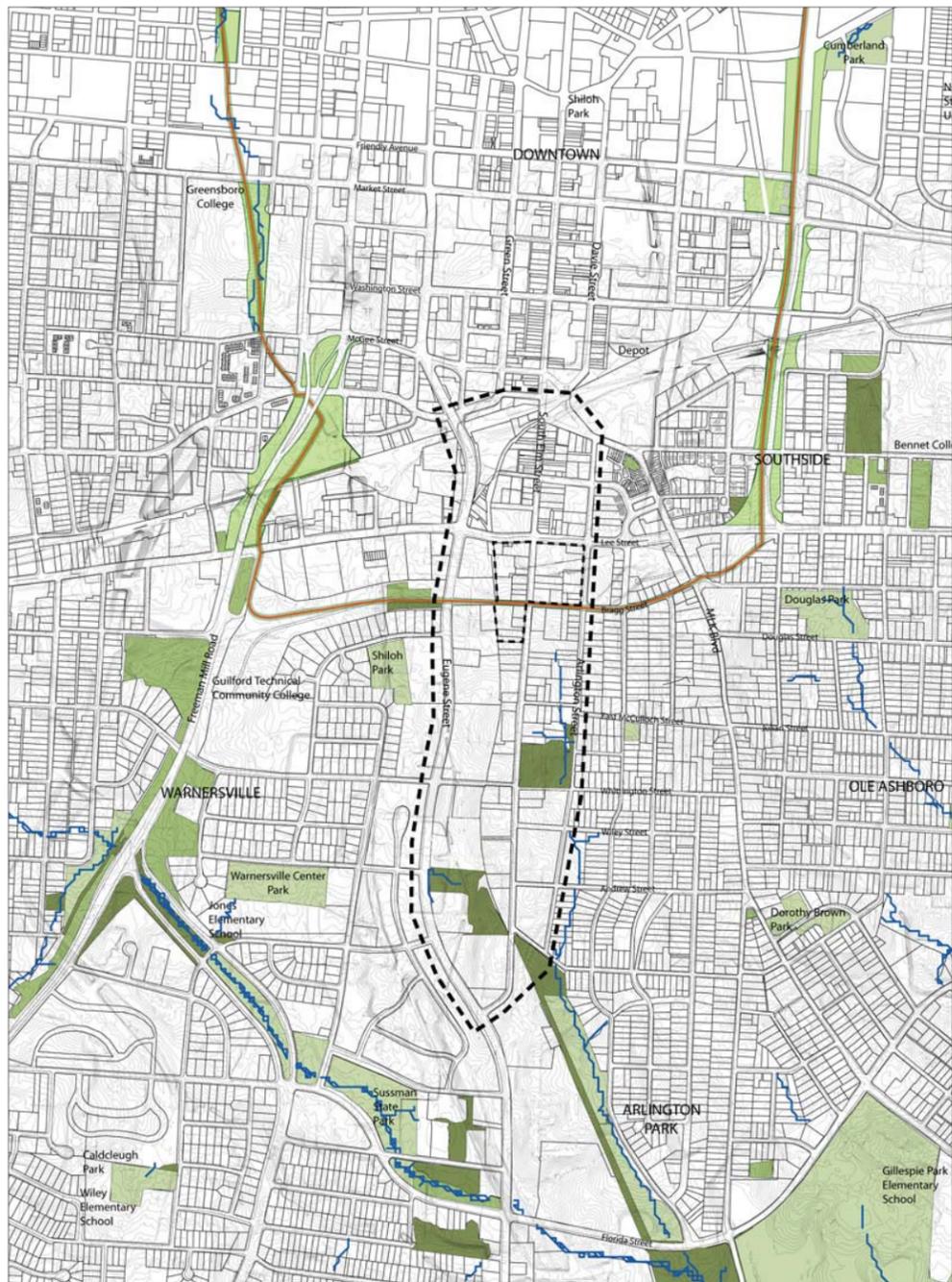


CURRENT LAND USES

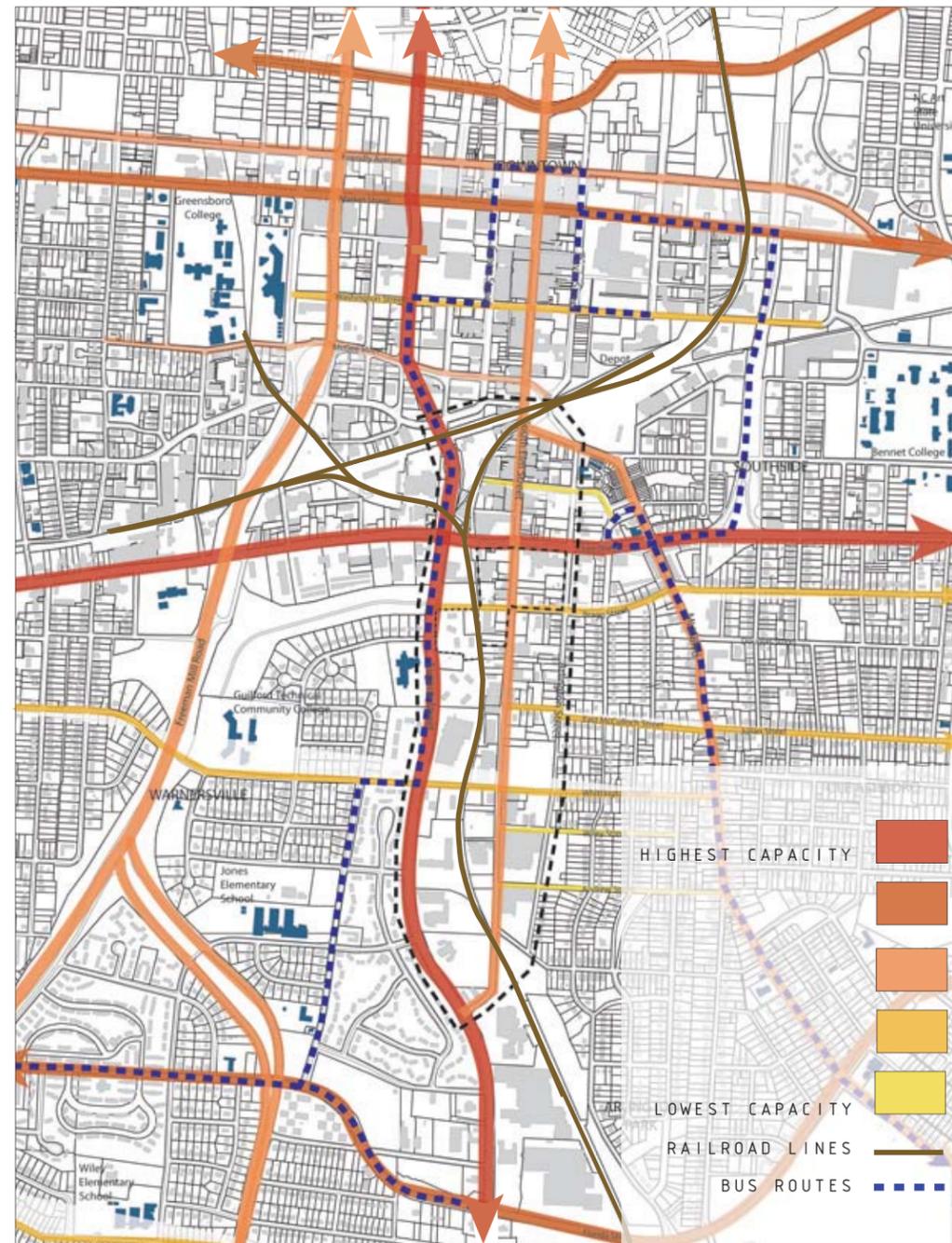


PRIMARY CATEGORIES OF EXISTING ZONING

see 4.4 for a more detailed map and description of the core area



OPEN SPACES, PARKS, TRAILS AND NATURAL FEATURES



SITE ACCESS AND CIRCULATION

OPEN SPACES

There is very little open space in the study area, and far less than one finds in communities elsewhere in Greensboro. In fact at present, open space is limited to vacant parcels and the Union Cemetery. However, a variety of existing and proposed parks—including the Warnersville Recreation Center and a Greensboro College recreation facility—can be found to the east and west of the corridor. Private open space and green cover (trees and lawns) are also less abundant here compared to other parts of Greensboro.

A valley running north-south comprises a partially culverted and day-lighted stream that runs off Mile Run Creek, extending south along Arlington Street toward Arlington Park, the lowest elevation in the study area. New regulations require protection for riparian zones along active streams, ensuring that as new development occurs here, sufficient green buffer areas will be provided, thereby contributing to open space in the corridor.

SITE ACCESS AND CIRCULATION

The study area includes three significant north-south streets: Arlington, South Elm, and Eugene streets. South Elm has become less critical as a traffic arterial since the realignment of Eugene Street intercepted through-traffic west of downtown; Eugene now carries over 24,000 vehicles per day. East-west access is infrequent here, and exacerbated both by topography and the Norfolk Southern railway line; Bragg Street crosses the site but is constrained by a substandard underpass below the railway just west of South Elm Street. The only significant east-west crossing occurs on Lee Street, which carries 25,000 cars per day. Intersections on Eugene Street could be improved to ensure safe east-west passage for pedestrians, particularly at Bragg and Whittington streets.

ECONOMIC ANALYSIS

MARKET FINDINGS OVERVIEW

The strength and success of recent downtown development provides an encouraging economic context in which the City will undertake the South Elm Street redevelopment. Market findings demonstrate a solid demand for housing and retail that will benefit the immediate neighborhood and the city at large. The strong public support voiced throughout this process for a grocery store found confirmation in a market analysis for this use, which determined demand for a medium-sized downtown supermarket and large- and small-scale retail to complement existing retail in the South Elm Street corridor.

A variety of housing types can be supported by the growing market demand recently demonstrated in the downtown. Both ownership and rental units should be developed to appeal to the broadest range of residents. The mutual benefits of a downtown supermarket combined with downtown housing cannot be overemphasized.

Demand for larger office or industrial uses are expected to remain relatively flat for the foreseeable future, except for specific institutional users who would benefit from this particular location. Any large new office space is likely to locate closer to downtown, but small professional services might be potential tenants for new and renovated spaces.

Demand by market sector	TIME →		
	Short-term	Medium-term	Long-term
Housing - ownership	HIGH	HIGH	HIGH
Housing - rental	MODERATE	HIGH	MODERATE
Housing - single-family	HIGH	HIGH	HIGH
Housing - multi-family	MODERATE	MODERATE	MODERATE
Retail	HIGH	HIGH	MODERATE
Industrial - high	MODERATE	LOW	LOW
Industrial - low	MODERATE	MODERATE	MODERATE
Office	LOW	LOW	MODERATE

Source: ESRI Business Data, Economics Research Associates, 2005

LIKELY USES THAT WILL BRING BACK ECONOMIC VITALITY TO THE AREA.



EXISTING OFFICE SPACE ON SOUTH ELM STREET

Office Market

According to industry sources, the Greensboro office market is slowly recovering from earlier in the decade but is still weak, and high vacancy rates continue to plague certain areas of the city. The central business district (CBD) is performing relatively well, however, compared to the rest of the city.

Upon review of the office market vacancy rates, absorption data, and anecdotal information about rental rates, the team does not recommend the inclusion of speculative office space in the development program for the Core Area or the Corridor Area. Only offices developed for specific users offer opportunity at this time.



ACTIVE INDUSTRIAL BUILDING IN THE CORRIDOR AREA



VACANT INDUSTRIAL BUILDING IN THE CORRIDOR AREA

Industrial Market

The Corridor Area currently contains space zoned industrial, and the site is adjacent to light and heavy industrial uses. Industrial uses in the corridor represent 639 jobs. There have been recent announcements of new industries in the region, although the Triad region, Guilford County, and Greensboro continue to suffer from an oversupply of industrial space due to the changes in the textile industry. Added industrial space may unnecessarily draw jobs away. It is not recommended to add to this stock of space.

MARKET FINDINGS continued

Retail Market

Local real estate professionals report that while the retail market has shown strength over the past few years, it has begun to weaken. Downtown retail space has begun to be absorbed, but the quality of retail in the 200 and 300 blocks of South Elm Street varies greatly. The core of downtown's retail area includes banks, restaurants and clubs, theaters, and shops selling antiques and clothing. A few recent additions include higher-priced apparel. The lower section of South Elm between the railroad tracks and Lee Street consists of antiques, arts, and other retail uses.

Suburban-style retail continues to expand in other parts of Greensboro. The Friendly Center continues to expand and upgrade, a new lifestyle center is being developed at New Garden Road and Bryan Boulevard, and a 206,000 square-foot Wal-Mart Supercenter will be completed in late 2006 at the former Carolina Circle Mall site in northeast Greensboro. However many older strip centers have been declining and have been forced to reduce rents.

Opportunities for retail uses exist that would complement the current offerings on South Elm Street. In particular, larger format retailers and a mid-sized supermarket would anchor the south end of the downtown with offerings not available elsewhere in the downtown submarket. Timing is important to ensure that this location is not competing with other development opportunities within this market.

Residential Markets

There was general uncertainty among real estate professionals and developers regarding the depth and breadth of the market for *for-sale* residential in the downtown; the *rental* market, however, was viewed with more certainty. Occupancy rates for the Triad's rental market fell slightly over the winter of 2004-2005, but demand seems to be increasing over the previous year. Developers in the region continue to build multi-family rental units and absorption rates have increased. Most new multi-family rental development in the region has occurred in the southwestern section of Greensboro; the Winston-Salem rental market is also strong.

Regionally, the average rental rate is \$598; 1-bedroom rents average \$526, 2-bedroom units average \$607, and 3-bedroom units average \$787. Carolinas Real Data, a real estate tracking service for North Carolina and South Carolina, predicts that regional occupancy rates should improve to 90% for 2006.

Recent downtown housing projects are increasingly demonstrating a strong market for downtown housing; South Elm Street could attract a significant share of this market with a large transformative project leveraging the success of both Southside and the retailers along South Elm.

The Greensboro South Submarket

Data on multi-family units in the redevelopment area is reported as part of the "Greensboro South" submarket, an area roughly bounded on the north by Patterson Street, I-85 on the west, Lee Street on the east, and the Guilford County southern boundary on the south. The submarket includes about 3,995 apartment units (8% of the overall market

area) and has experienced decreased vacancy rates from over a year ago, with 1-bedroom units performing the best and 3-bedroom units at the highest vacancy rates. Apartments in this submarket reduced rents an average of \$3.46 over the past 6 months.

Market Overview

The statistics at the top of the following page describe current and projected population, number of households, household size, and median age within a radius drawn around the study area at a distance of 1 mile, between 1- and 3-mile radii, and between 3- and 5-mile radii. The statistics in the middle and bottom tables describe household incomes within the same catchment areas. These numbers reveal the need for retail tenants to have an ability to draw from beyond a 1-mile radius around the redevelopment area, where incomes are higher. (For retail to be supported from within the immediate area, a wider mix of incomes—including higher incomes—would have to be introduced within the redevelopment area.)

Market Overview Highlights

	1 Mile	1-3 Miles	3-5 Miles
Population 2004	12,247	63,987	92,431
Population 2009	12,553	66,127	98,128
Households 2004	4,579	25,558	38,613
Households 2009	4,780	26,811	41,500
Household Size 2004	1.58	1.92	1.91
Household Size 2009	1.56	1.90	1.89
Median Age	21.0	29.4	29.6

Source: ESRI Business Data and Economics Research Associates, 2005

Household Income

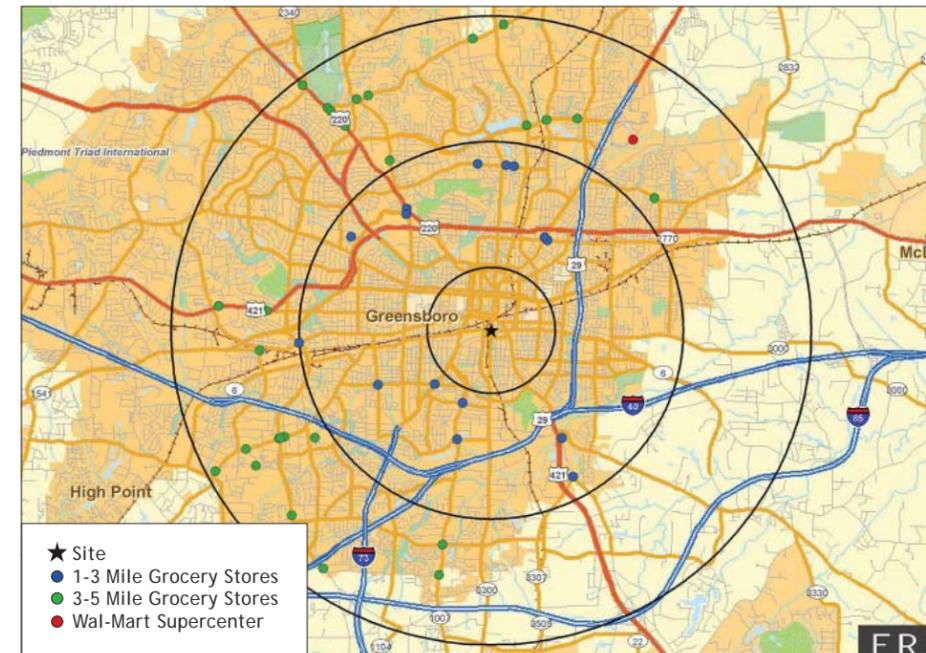
Income 2004	1 Mile	1-3 Miles	3-5 Miles
Median HH Income	\$ 16,512	\$ 35,103	\$ 39,495
Average HH Income	\$ 23,470	\$ 47,621	\$ 52,889
Per Capita Income	\$ 10,215	\$ 20,032	\$ 22,200
Household Income <\$25,000	2,295	8,760	8,817
Household Income >\$100,000	220	2,731	5,820

Source: ESRI Business Data and Economics Research Associates, 2005

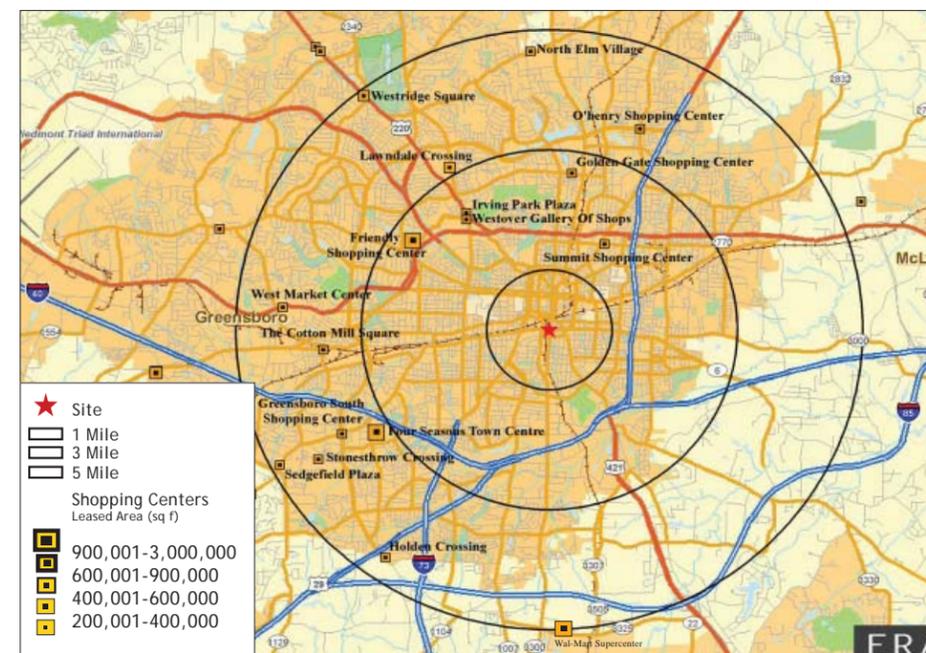
2004 Income Statistics

	USA	NC	Greensboro	0-1 Mile	1-3 Miles	3-5 Miles
Median Household Income	\$48,619	\$43,006	\$43,415	\$16,512	\$35,103	\$39,495
Average Household Income	\$67,572	\$58,180	\$57,013	\$23,470	\$47,621	\$52,889
Distribution of Household Income						
<\$ 20,000	16%	21%	18%	41%	26%	17%
\$ 20,000 - \$ 29,999	9%	12%	12%	19%	15%	13%
\$ 30,000 - \$ 39,999	10%	12%	12%	11%	13%	13%
\$ 40,000 - \$ 49,999	9%	11%	11%	9%	11%	12%
\$ 50,000 - \$ 59,999	8%	9%	9%	5%	8%	9%
\$ 60,000 - \$ 74,999	10%	11%	19%	6%	8%	10%
\$ 75,000 - \$ 99,999	12%	11%	11%	5%	8%	11%
>\$ 100,000	25%	13%	17%	5%	11%	15%
Total	100%	100%	100%	100%	100%	100%

Source: ESRI Business Data and Economics Research Asso-



The retail sales potential for selected categories of goods and services within the 1-, 3-, and 5-mile radii is shown on the left. There is a distinct lack of grocery shopping available in the center of the area.



The retail sales potential for selected categories of goods and services within the 1-, 3-, and 5-mile radii is shown on the left. Retail sales potential is the total amount of sales available within the specific areas based on population, household income, and average expenditures. Retail sales potential is a gross figure and must be measured against the competitive situation and anticipated market capture.

MARKET FINDINGS continued

Multi-family For-Sale Residential (condominiums)

Downtown housing options have been limited in the past, offering real estate professionals little with which to gauge the size of the current market for multi-family condominiums here; however at the time of this research, 481 multi-family condominium units were in construction or planned in the downtown area and most of those interviewed believe there will continue to be strong interest in appropriately-priced product close to the downtown core. While some owners and managers reported slow absorption for condominium projects developed over a year ago, recent projects have reported brisk sales, absorbing 3 to 5 units per month, with increased interest in pre-sale offerings. One developer stated that the Greensboro market responds well to product priced in the \$120-140,000 range; initial sales prices in Southside, the downtown, and in south Greensboro were within this range, although recent condominium and townhouse developments in Southside and elsewhere in downtown have included units priced at or above \$200,000.

Another developer said that the high cost of land downtown is a barrier to significant new development, and suggested that with lower land cost or some public subsidy for land cost or parking facilities, the redevelopment site could be more financially attractive.

Senior Housing

Area developers believe that senior housing has typically worked well in Greensboro. There is a number of independent living, assisted living and Alzheimer's care facilities in Greensboro, and the Housing Authority is interested in developing additional senior housing to replace existing units.

Institutional Users

In public meetings, institutional uses—such as a natatorium, a botanical garden, a large water feature, or a conservatory—have been suggested for the planning area. To test the feasibility of these or other institutional uses, it would be necessary to identify potential users, their facilities cost, any comparable competing facilities in the area (to determine levels of support or need), and sources of financial support.

Potential barriers to such uses are the requirement of the HUD Section 108 loan for jobs and housing on site as well as the City's plan to repay the loan with funds generated by the development program. Thus opportunities for large institutions are subject to finding one able to develop in the near term and to pay market rate for land; a land write-down will not be possible, and a long fund-raising period does not assist in timely redevelopment. A medium-sized institutional user, however, could be accommodated on the site as replacement for either housing or retail components without affecting the overall project finances or site development concept.

Future Development Challenges

The Corridor Area contains or is adjacent to several institutional uses, many of which serve low- and moderate-income populations (working and unemployed), as well as homeless, addicted, and mentally ill clients. Although the clustering of such social services facilitates delivery among organizations and clients, it also influences the decisions of businesses that may be willing to locate nearby. The Homeless Prevention Coalition of Guilford County is developing a 10-year plan that will include strategies to address the issues of the chronically homeless in the area, perhaps bringing attention and possible solutions to some of the problems of loitering and its impact on any development that may be created in the Core Area and its surrounds.



EXAMPLE OF INSTITUTIONAL USER: LEVY SENIOR CENTER, EVANSTON, IL



EXAMPLE OF INSTITUTIONAL USER: COMMUNITY CENTER, MIAMI, FL

PRINCIPLES FOR REDEVELOPMENT

These principles were distilled from public comments received at the first public workshop and refined with the CAT and the public during the second workshop. The principles will guide the future planning of both the corridor and the 10-acre redevelopment site.

- 1 *Transform this gateway to the city making it visually attractive, safe, and a vibrant destination for a broad range of users.*
- 2 *Forge connections to the neighborhoods to the east and west of the planning area, as well as to Greensboro's downtown.*
- 3 *Address existing environmental issues to create an area that is safe, ecologically responsible, and economically viable.*
- 4 *Support this area's cultural heritage and, to the extent possible, reuse historic buildings to preserve a sense of the character of the district and add value to new developments.*
- 5 *Restore economic use to the area creating viable opportunities for private investment.*
- 6 *Establish a mix of uses that creates a unique identity while supporting users of a variety of ages and income levels.*

2 CORRIDOR VISION



75-ACRE CORRIDOR AREA

Revitalization of the Corridor Area will transform South Elm Street, a gateway to the city of Greensboro, into a more attractive, cleaner, safer, and more vibrant destination. This trend is already underway and is evident in improved public housing, the removal of deteriorated housing along Eugene Street, and continuing implementation of the Ole Asheboro plan.

The further improvements for the Corridor envisioned in this chapter will be critical to facilitating successful redevelopment in the Core Area. Roadway improvements will create stronger connections between new development, adjacent neighborhoods, the downtown, and regional open spaces; improved pedestrian connections among these will enhance the quality of life for future residents and create synergies between new retailers and the successful South Elm Street retail corridor. In addition, a successfully redeveloped Core Area will catalyze future redevelopment in the rest of the Corridor, much as the First Horizon Ballpark has spurred adjacent redevelopment north of downtown.

The following pages identify two possible types of actions—likely private development or improvements that could occur on private land, and public improvement ideas or policies that should be explored in the future. Each of the recommendations would enhance the Corridor in ways that support redevelopment in the Core Area.

REGIONAL AND OPEN SPACE CONNECTIONS

EAST-WEST CONNECTIONS

With so few streets crossing the South Elm Street corridor, the enhancement of the ones that do would provide better links between existing neighborhoods such as Ole Asheboro and recreational uses on the west side such as Warnersville Recreational Center. Adequate sidewalks to support pedestrians, cyclists, and strollers in a safe and pleasant way and improved crossings at major street intersections such as along Eugene Street would help to reduce barriers between neighborhoods. Few street trees have been planted or well-maintained in the corridor; as a critical east-west segment of the Center City Greenway proposed to encircle the downtown, Bragg Street in particular should be enhanced.

(See Chapter 3 for specific improvements to streets within the Core Area.)

NORTH-SOUTH CONNECTIONS

Public realm improvements are recommended for the 3 significant north-south streets linking south Greensboro and downtown, including, from west to east, Eugene, South Elm, and Arlington streets.

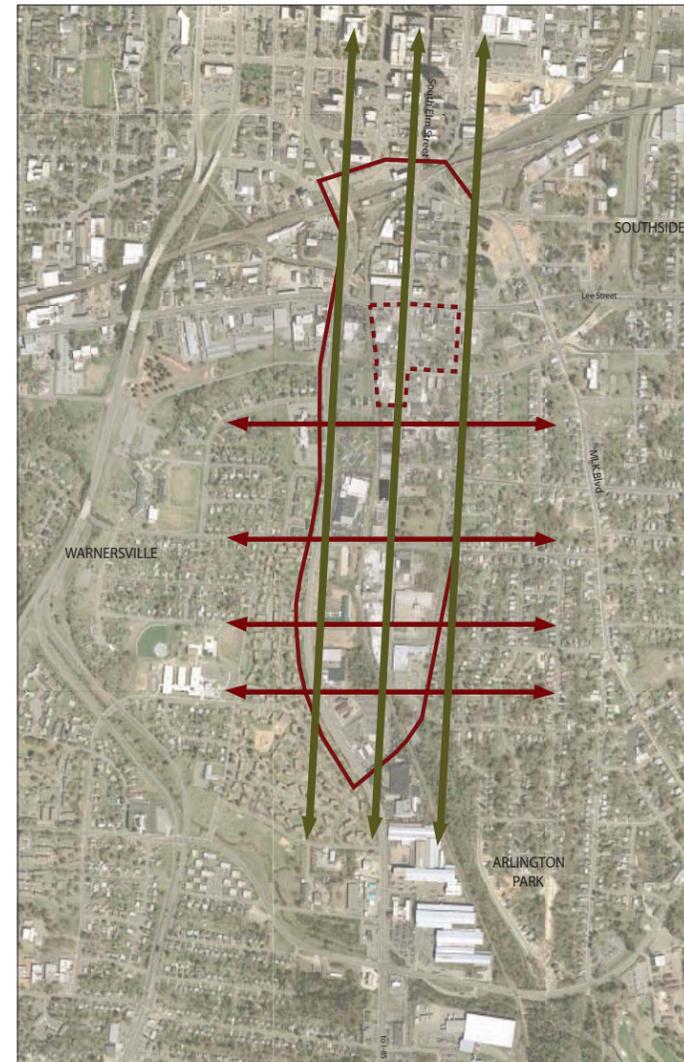
Initial improvements to South Elm Street can help transition it to a mixed-use street, including more adequate sidewalks, tree planting areas, and on-street parking to support retail, commercial, and future residential uses. The current width of the street can be modified over time to calm traffic and provide for more generous sidewalks.

Arlington Street should continue to be a residential-scaled street with wide tree lawns and ample pedestrian areas. While the current street width is appropriate to support on-street parking, additional space

will be necessary to increase tree planting and sidewalk widths to accommodate pedestrians. In addition, public and private parcels along the stream parallel to Arlington Street should be enhanced as a recreational trail amenity and buffer between residential and commercial or light industrial uses. (Stormwater

regulations will require new development here to provide ample buffers.)

While Eugene Street is not targeted for redevelopment as part of this plan, streetscape improvements will help increase the potential for retail or other development here in the future.



NEIGHBORHOOD CONNECTIONS



NORFOLK SOUTHERN RAIL LINE CROSSING OVER BRAGG STREET



GREENWAYS, SUCH AS THIS ONE ALONG THE BENJAMIN PARKWAY, CONNECT RESIDENTS TO REGIONAL OPEN SPACES.

NEW OPEN SPACES

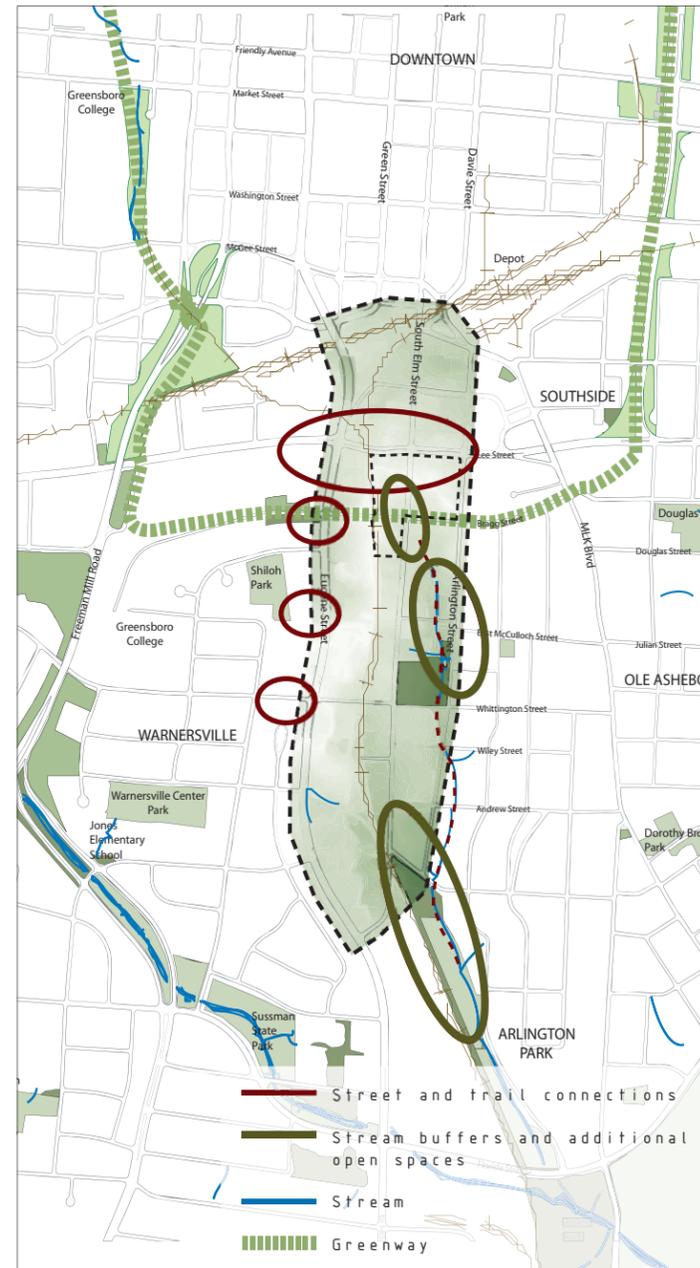
Given the proximity of parks and recreation centers in bordering neighborhoods, new open spaces within the corridor should primarily consist of smaller pocket parks, urban squares, and plazas. Smaller spaces support adjacent residential, retail, and commercial users, and together with planned street improvements contribute to the greening of the public realm.



UNION CEMETERY



A COMMUNITY GARDEN SUCH AS THIS CAN CREATE A GREEN BUFFER ZONE ADJACENT TO RESIDENTIAL USES.



STREET AND TRAIL CONNECTIONS TO REGIONAL AND NEIGHBORHOOD AMENITIES

STREAM BUFFERS AND ADDITIONAL OPEN SPACES FOR NEW USERS

ENHANCEMENTS TO UNION CEMETERY

Expansion and improvements to the edges of the cemetery are important both out of respect for those commemorated and to reduce potential vandalism of existing headstones. Adding new buffer open space to the north side of the existing site would also provide opportunities for more active recreation—a children's playground, community gardens, or a dog-park, for example—and create sufficient separation between the sacred burial ground and potential new residential development that might not desire to immediately abut a cemetery.

STREAMSIDE PARKS

Where the stream crosses Arlington Street within the corridor, smaller streamside pocket parks could be created that would provide both passive recreation space and an opportunity to protect, restore, and interpret streamside habitat.

URBAN PLAZAS

Courtyards, landscaped entrance plazas, and landscaped screens for parking areas would all contribute to the greening of the corridor. When new residential or retail uses are proposed, new open spaces should be developed that serve the needs of the new residents while contributing visually to the street by increasing the amount of visible vegetation and landscaped space. In such cases, the new spaces could be semi-public (owned, controlled, and maintained by private entities) and therefore not add to the City's park maintenance demands.

SITE DEVELOPMENT OPPORTUNITIES

Properties within the corridor range in condition from abandoned to actively used. The following pages categorize parcels according to how likely they are to change over time.

STABLE SITES

Recently constructed buildings along Eugene Street (many of which are institutions, churches, service stations, and social service providers including the Salvation Army and Goodwill) are in good condition and serving users. These are stable sites that are not likely to change ownership soon.

Parcels north of the Core Area are predominantly retail mixed with cultural venues, such as theaters and art galleries. It is an active and successful part of the city and its stability facilitates the future development and growth of the South Elm Street corridor.



ABOVE - COMMERCIAL BUILDINGS ALONG SOUTH ELM STREET
BELOW - CHURCH NEAR SOUTH ELM AND EUGENE



LONG-TERM SITES

Pockets of single-family homes scattered throughout the corridor may present potential long-term opportunities for change. It is likely that the owners will look to other development options in the long run as property values increase and more options for denser development present themselves.

Current heavy industrial uses such as the gravel/concrete plant are operational and presumably profitable. Over time, however, increasing property values and increased congestion within the corridor may make these uses less able to compete with locations further from urban areas. While light industrial, commercial, and wholesale uses in close proximity to a downtown are valuable, heavier industrial uses that are noisy, dusty, or potentially hazardous may not choose to expand or remain in such close proximity to nearby neighborhoods.

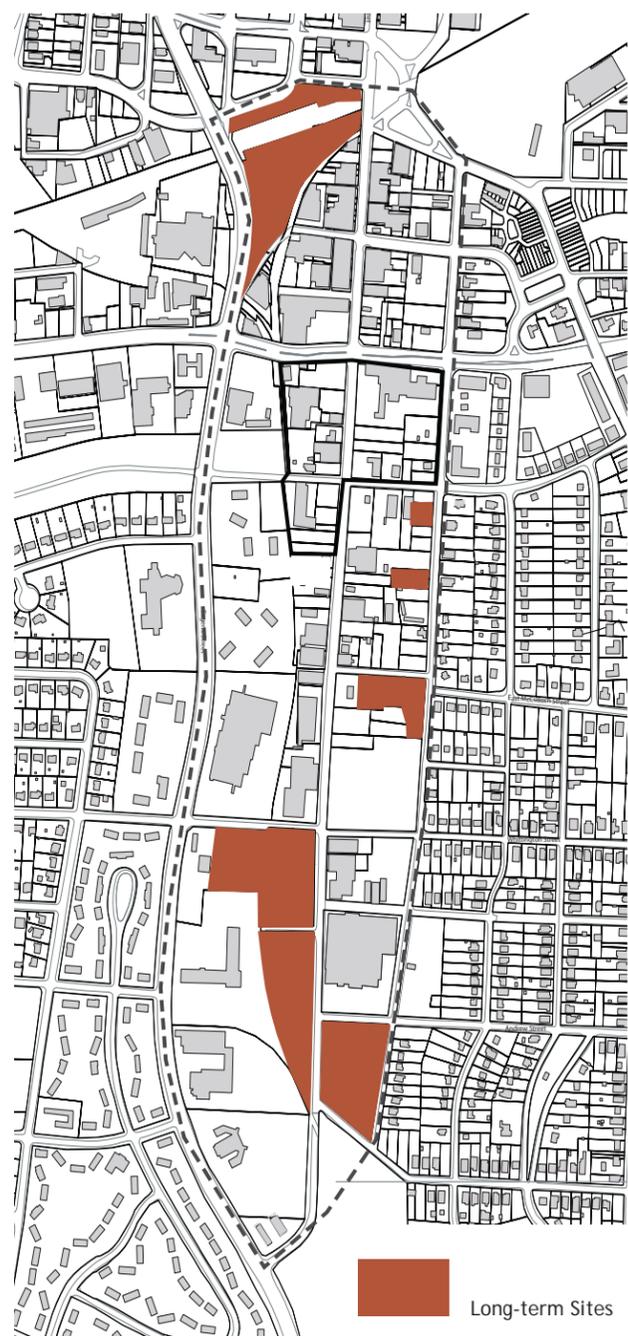


ABOVE - CONCRETE PLANT ON SOUTH ELM STREET
BELOW - RESIDENCES ALONG SOUTH ELM STREET

Commentary from public meetings:

"Adaptive reuse is a good idea if structures are sound, it's possible that keeping and maintaining fragments (of older architecture) also can work to retain the character of the district."

"Let's reuse some of the industrial architecture in the corridor area."



Long-term Sites

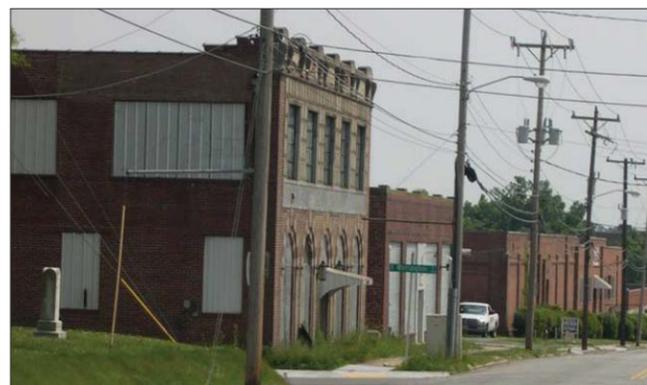
SHORT-TERM OR AVAILABLE SITES

In addition to the Core Area, which the City intends to acquire and redevelop, numerous other sites within the corridor appear ready for transformation due to either their current uses or vacant condition.

Much of the corridor comprises vacant or underutilized buildings dating from the mid-20th century. These buildings were generally constructed for warehouses or light manufacturing and are presumably in fair or good condition for reuse. Light industrial, commercial, warehouse, and wholesale retail uses could be accommodated within these buildings with a minimum amount of change to the architectural character. Conversion to housing could be less desirable for most of the low-rise buildings with larger floor plates.

Other properties are largely unimproved; some are used for exterior storage of building materials and parked vehicles, others are simply open land. These are among the most immediately available sites for new development.

Some infill on surface parking lots north of Lee Street should be considered particularly where



VACANT WAREHOUSES ALONG SOUTH ELM STREET



Short-term Sites

these sites present a break in the continuous street frontages of South Elm Street. A combined parking strategy could be pursued to reduce the dependency on surface parking and could facilitate new retail or mixed-use construction on these smaller parcels.

The City owns the former St. James Homes II housing site (now cleared) and is now pursuing the purchase of adjoining parcels. For now, this site will be held for future development, once the South Elm Street development is underway.

The Greensboro Housing Authority also operates its service and repair yard on the corner of Eugene and Lee streets. This site is presumably valuable for its high visibility and number of vehicles passing on each street. This site should be considered in combination with the former St. James Homes II site for development options that would benefit from larger site areas and higher traffic volumes.

STREET EDGE ENHANCEMENTS

IMPROVE THE CONCRETE PLANT

The concrete plant is a productive operation that contributes to jobs and City tax rolls. However, given the desire to improve the district as a whole and facilitate the redevelopment of adjacent parcels, appropriate screening and dust control are essential. Screening, fencing, and paving of the gravel surfaces within the facility would help make this industrial operation a “good neighbor” while still allowing it to operate profitably. Future transformation of adjacent vacant and underutilized properties will depend upon the reduction of the more negative impacts of this facility.



CAROLINA QUALITY CONCRETE, GREENSBORO, NC



AS DEMONSTRATED BY THIS CONCRETE PLANT IN GRANVILLE ISLAND, BRITISH COLUMBIA, PROPER PAVING, FENCING, AND SCREENING WOULD HELP THE CONCRETE PLANT BE A BETTER NEIGHBOR AS THE NEIGHBORHOOD CHANGES OVER TIME.

ENHANCE UNION CEMETERY

The historic Union Cemetery contributes to African-American historical resources in Greensboro, and should be preserved and enhanced in ways that protect grave sites and improve the appearance around the edges of the grounds. A new wrought iron fence should surround the cemetery to provide security while still allowing for views into the site.



UNION CEMETERY, GREENSBORO, NC

The cemetery is a cultural asset, and there are opportunities to connect it with other such landmarks, including the Woolworth Building currently under renovation in downtown, which memorializes Greensboro’s important place in the Civil Rights movement. By enhancing the cemetery and encouraging a more formalized connection between the two sites, the historical relevance of the city would be enriched. The map at left illustrates the relatively short distance between the two sites in relation to the Core Area.



THERE IS A CLOSE PHYSICAL CONNECTION BETWEEN TWO OF GREENSBORO’S SIGNIFICANT HISTORICAL SITES: THE WOOLWORTH BUILDING AND UNION CEMETERY.



DECORATIVE FENCING, AS SEEN ON THE UNIVERSITY CAMPUS IN PRINCETON, NJ, WOULD BETTER PROTECT AND DEFINE THE UNION CEMETERY WHILE STILL ALLOWING FOR VIEWS TO THE GROUNDS FROM CITY STREETS.

ENCOURAGE ADAPTIVE REUSE



DAILY BREAD FLOUR MILL, GREENSBORO, NC



THE NEARBY WAFCO MILLS CONDOMINIUMS ARE AN EXAMPLE OF A SUCCESSFUL REUSE OF A STRUCTURE SIMILAR TO DAILY FLOUR. THE SUCCESS OF THE PROJECT SPEAKS TO THE PUBLIC'S INTEREST IN AND DESIRE FOR THIS TYPE OF RESIDENTIAL PRODUCT.



VACANT SOUTH ELM STREET BUILDING, GREENSBORO, NC



MILL CITY MUSEUM, MINNEAPOLIS/ST. PAUL, MN, DEMONSTRATES THE UNIQUE TRANSFORMATION OF THE GOLD MEDAL FLOUR MILL INTO A GALLERY, A TESTAMENT TO THE VALUE OF INCORPORATING A PUBLIC INSTITUTIONAL USE ON THE CORE AREA SITE.

Many of the industrial buildings within the corridor are vacant, awaiting new uses or demolition. Most of the larger buildings contribute to the character of the corridor and should be preserved if viable new uses can be placed within the shells of the existing buildings. Professional offices, wholesale sales, and light manufacturing such as printing would be appropriate adaptive reuses for these attractive buildings.

Facade improvement funds or historic tax credits could be used to offset costs and encourage new users to preserve the building shells and facades. City institutions could also be housed in these structures on an interim basis to avoid demolition until the market will support appropriate reuse strategies.

DAILY FLOUR MILL

Perhaps the greatest opportunity for adaptive reuse within the corridor is presented by the Daily Flour Mill buildings, located at the southwest corner of Bragg and South Elm streets. This 3-story structure is structurally sound and a local icon. The structure would lend itself to loft housing or cultural uses such as a school or recreational use.

Adaptive reuse of the mill has the potential to attract a range of new inhabitants. It will appeal to people of all ages who appreciate the history of the site and the juxtaposition of the architectural character of the old building with modern new interiors and detailing. The silos behind the mill could be adapted for artist studios, a gallery, or even a recreational use such as a climbing wall. Reuse of the site should consider additional infill development on the vacant portions of the parcel that would complement the existing structures with new housing, lofts, or galleries.

PROTECT ADJACENT NEIGHBORHOODS

Commentary from public meetings:

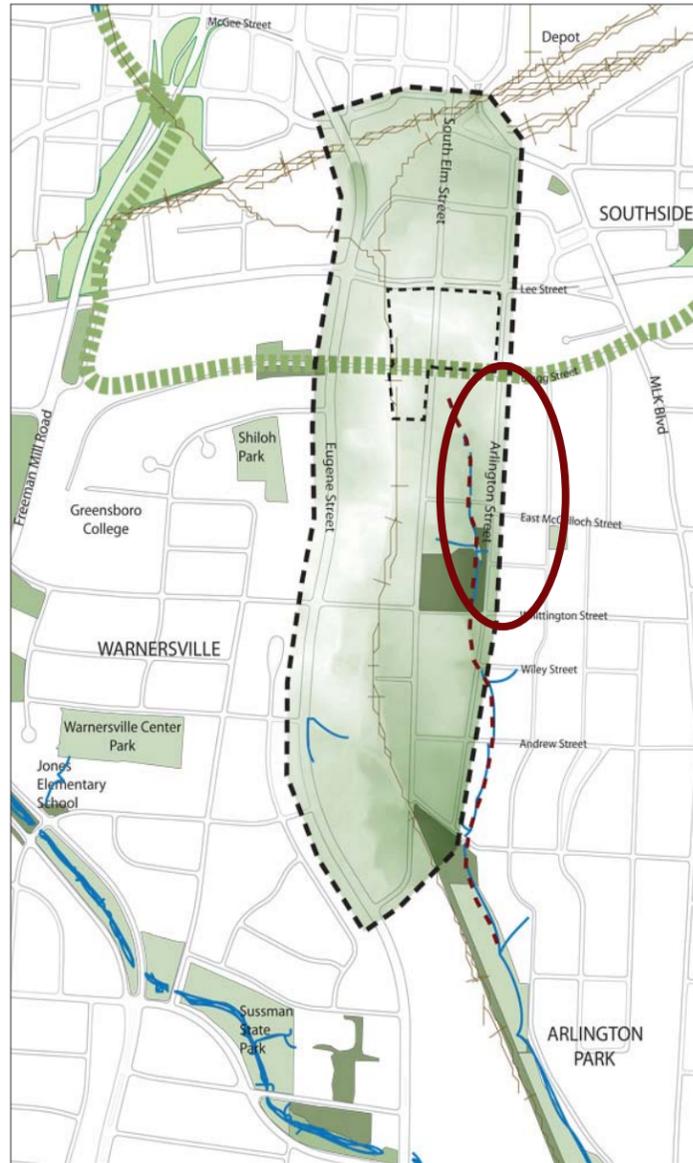
"More housing should be developed as a transition to the Ole Asheboro neighborhood in a traditional style."

The east side of the corridor along Arlington Street—the Ole Asheboro neighborhood—is a steadily improving inner-ring suburb characterized by smaller single-family bungalows, mature trees, and rolling hills. Although it abuts the rear sides of several industrial buildings, Arlington Street should be preserved as a residential street that will enhance the value of the existing homes along its eastern side. New single- and multi-family homes should be encouraged along Arlington Street to reinforce the character and scale of the street.

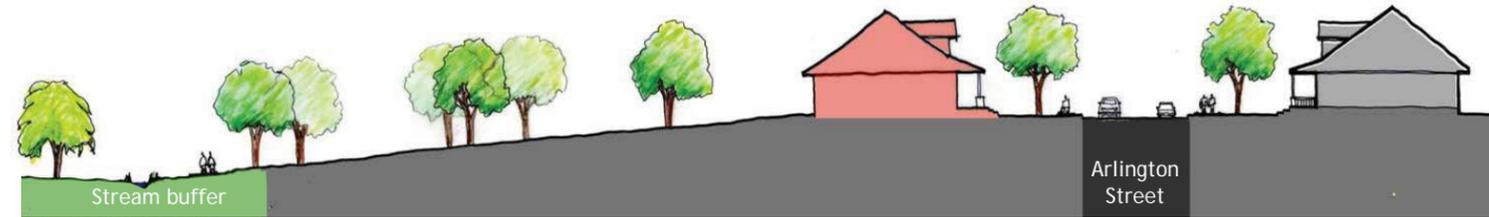
Due to the favorable topography (see section drawings on facing page), larger buildings on the west side of Arlington Street could be accommodated without overshadowing smaller bungalows on the east side. Housing could extend to the alignment of the existing streambed, where it would be buffered from more commercial uses to the west by a wide greenway planted with shade trees.



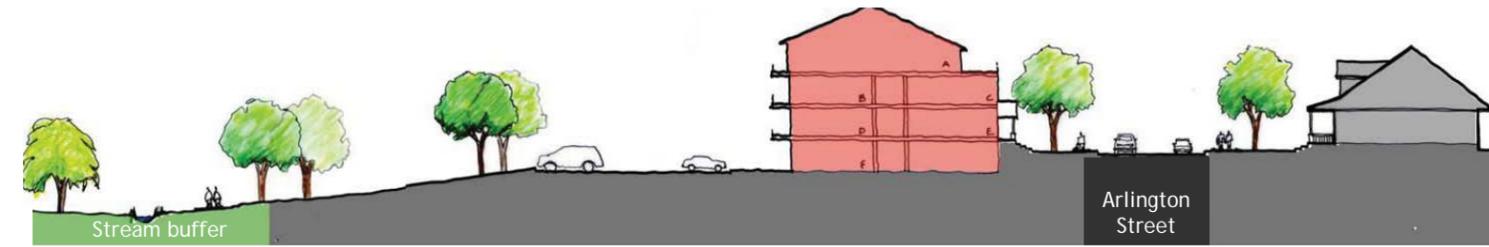
PHOTOGRAPHS OF HOUSES ALONG ARLINGTON STREET



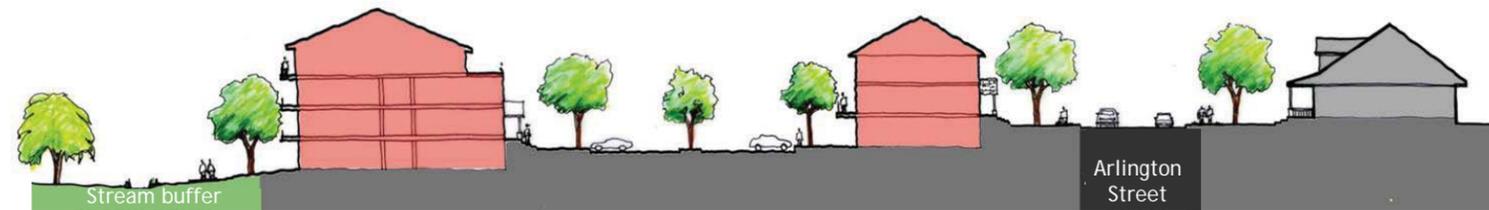
○ APPROXIMATE LOCATION OF ARLINGTON STREET RESIDENCES SHOWN IN PHOTOGRAPHS ON THE LEFT AND DIAGRAMS ON THE RIGHT.



DESCRIPTION OF EXISTING CONDITION ALONG ARLINGTON.



ADDITIONAL RESIDENTIAL UNITS THAT WORK WITH THE TOPOGRAPHIC CONDITIONS ON ARLINGTON IN AN INITIAL STAGE OF DEVELOPMENT.



ADDITIONAL RESIDENTIAL UNITS FACING ARLINGTON WITH A LARGER BUILDING SET FURTHER BACK INTO THE SITE IN ORDER TO TAKE ADVANTAGE OF THE LANDSCAPE.

EXPLORE PUBLIC PARKING OPPORTUNITIES

Commentary from public meetings:

"We must accommodate more parking on the streets and in parking structures."

"On-street parking is an important consideration."

The retail corridor on South Elm Street north of Lee Street should be strengthened and enhanced. One of the ways this district could be improved would be the removal of unsightly surface parking lots that interrupt the consistent line of shops. As upper floors of historic buildings are converted from vacant storage lofts into habitable offices or residences, additional parking will be necessary for the district.

New consolidated parking supplies in the form of structured parking lots could help to eliminate, over time, the need for unsightly surface parking areas. One or two public parking resources open to residents, employees, and customers would be an efficient solution for a mixed-use urban neighborhood. Public parking supplies can reduce the need to construct redundant private parking supplies that are all-too-often used for one purpose and lie empty for the remainder of the day or week. Particularly at the corner of Lee and South Elm streets, existing surface lots (which isolate future redevelopment sites south of Lee Street) could be redeveloped as new retail or mixed-use structures.



EXISTING SURFACE PARKING AT THE NORTHWEST CORNER OF SOUTH ELM AND LEE INTERSECTION



EXISTING SURFACE PARKING AT THE SOUTHEAST CORNER OF SOUTH ELM AND LEE INTERSECTION



POTENTIAL AREAS FOR PARKING OPPORTUNITIES AROUND THE CORE AREA



THE SURFACE PARKING LOT ON THE CORNER OF SOUTH ELM STREET AND LEE STREET REPRESENTS A GAP IN THE CONTINUOUS STORE FRONTAGES ALONG SOUTH ELM STREET. SOUTH ELM STREET SHOULD REMAIN CONTINUOUS TO LEE STREET WITHOUT INTERRUPTION. THIS WOULD HELP CONNECT THE CORE AREA INTO THE DOWNTOWN AREA.

"MIND THE GAP"



EXISTING CONDITION AT THE SOUTHEAST CORNER OF SOUTH ELM AND LEE

The northern part of South Elm is characterized by many interesting clothing and antique shops, art supply stores, a very diverse collection of art galleries and installation spaces, and restaurants. This successful activity will encourage the extension of such uses across Lee Street and into the heart of the Core Area. Creating continuous stores and storefronts is the most effective method for extending a shopping district. Infill on the corners of this intersection will be imperative in making that connection a successful one.



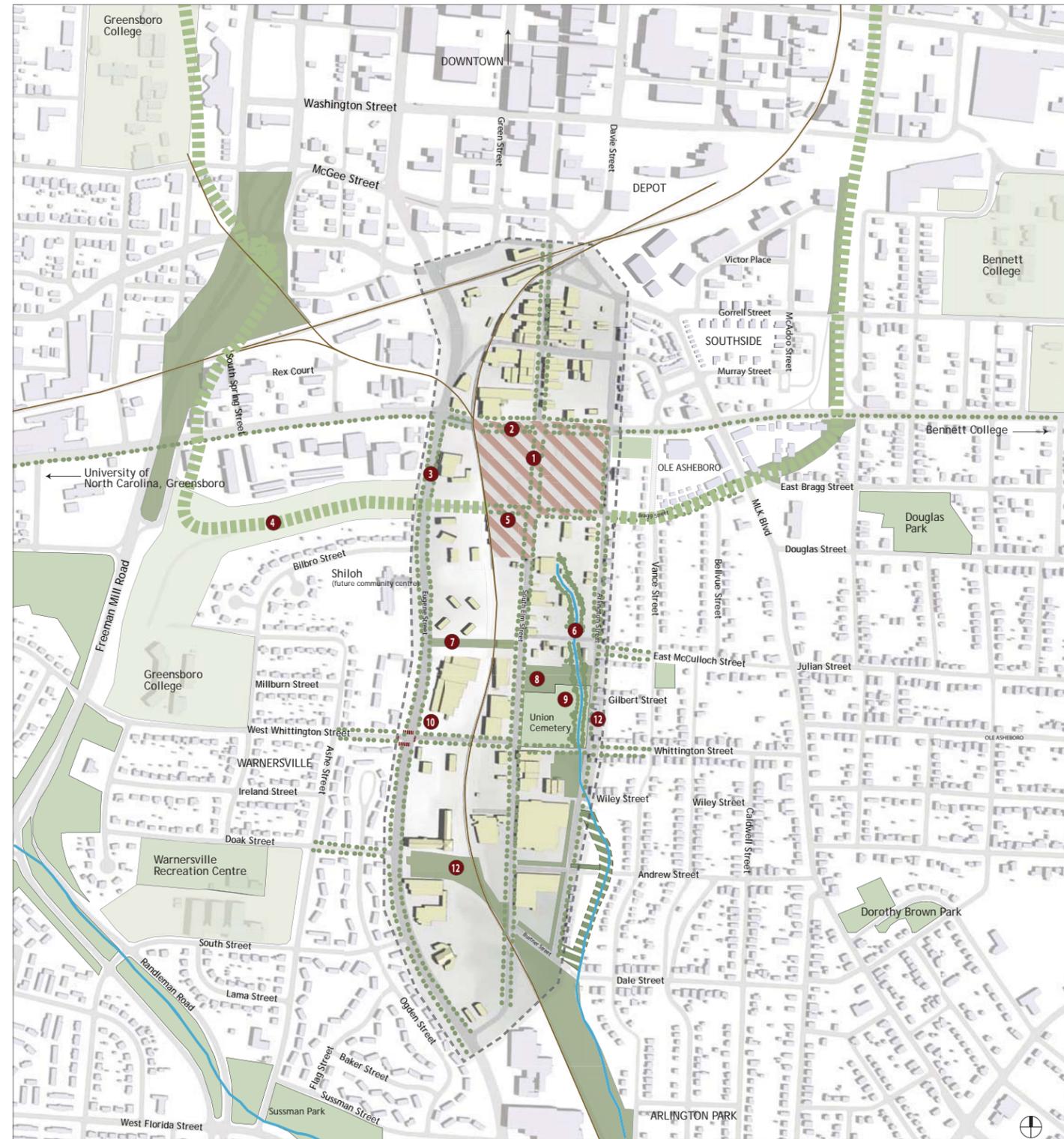
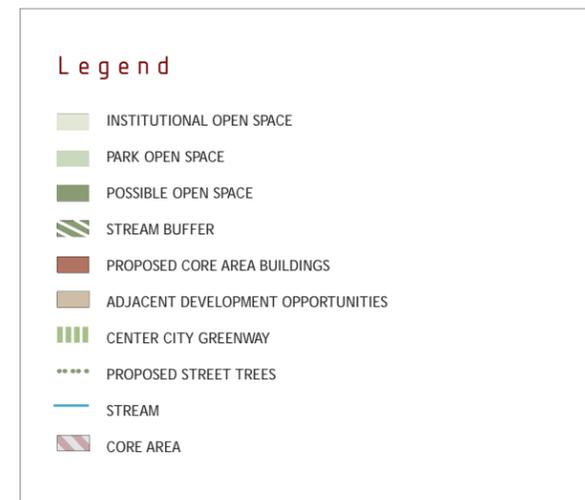
ARTIST RENDERING SHOWING POSSIBLE NEW DEVELOPMENT AT THE SOUTHEAST CORNER OF SOUTH ELM AND LEE STREETS



PROPOSED CONDITION LOOKING WEST DOWN LEE AT SOUTH ELM

FRAMEWORK PLAN

The framework plan illustrated at right identifies key public and private actions that can be taken over time to enhance the corridor. While these actions are outside of the Core Area—which will receive the most immediate attention from the City—they will serve to guide public and private investment in the coming years throughout the Corridor Area. Any such improvements will enhance adjoining neighborhoods, improve connections through the corridor, and increase the value and likelihood of success of the Core Area redevelopment program.



Long-term Recommendations

- ① Improve South Elm Street with street trees, sidewalks, on-street parking, lighting, and removal or clean-up of overhead utilities.
- ② Enhance the medians on Lee Street for pedestrian safety.
- ③ Enhance Eugene Street with trees, bus shelters, and improved pedestrian crossings at the intersection with Bragg Street.
- ④ Accommodate the Center City Greenway on Bragg Street with improved sidewalks and landscape improvements.
- ⑤ Develop a small-scale civic plaza at the Daily Flour Mill site on the corner of Bragg and South Elm streets.
- ⑥ Restore the stream and greenway along Arlington Street.
- ⑦ Improve pedestrian connections between the Ole Asheboro neighborhood and the Eugene Street corridor.
- ⑧ Establish an open space buffer to the north side of Union Cemetery.
- ⑨ Enhance Union Cemetery cultural heritage site with fencing and sidewalk upgrades.
- ⑩ Upgrade pedestrian safety features at the intersection of Eugene and Whittington streets.
- ⑪ Improve the connection between Vance Street greenway and the Warnersville Recreation Center.
- ⑫ Improve Arlington Street with curbs, street trees, and sidewalks.

3 CORE AREA REDEVELOPMENT PLAN



CORE AREA REDEVELOPMENT

With an established framework plan for the Corridor Area in hand, a number of land use alternatives for the 10-acre Core Area could be generated. Of prime consideration in developing these alternatives were the requirements set by the HUD Section 108 loan for providing affordable residential units and jobs within the 10 acres. These program requirements, together with the need to pay back the HUD loan, established a minimum level of density that would be required for an economically feasible redevelopment plan. During the process, these program and density benchmarks pointed to the need for a consolidated site with shared parking supplies and a multi-family housing solution.

While these funding requirements established a few key baselines for the future of this site, other factors also strongly influenced the generation of alternatives. There was an unanimous public desire—and market opportunity—for inclusion of a grocery store to serve the downtown. There were also many important design considerations, including the need to ensure that scale and massing of new development integrates well with the surrounding context. In addition, there was a strong desire for the adaptive reuse of existing buildings as a means for conserving the more attractive industrial features of the area, preserving a connection to the area's past, and building in visual contrast to the several new buildings that will eventually be found on site.

In addition to exploring these alternatives, this chapter identifies public improvements such as roadways and utilities that will be necessary to successful redevelopment. Guidelines for these are suggested for the 4 streets bordering the redevelopment area.

LAND USE ALTERNATIVES *Testing an Array of Uses*

Commentary from public meetings:

"The Power Center is not a good fit for a living environment or downtown market."

"The Residential Anchor is too much housing for downtown and might affect Southside."

"I liked the institutional scheme but worry about the lack of housing."

While 4 alternative planning concepts were introduced to the CAT and were the focus of the November 2005 public meetings, the 3 presented here first were essentially tests for exploring the limitations placed on the site by the various funding sources. Each of these 3 concepts (see page 3.3) illustrates what would happen if only one program element—housing, an institutional use, or retail—were to be fully exploited and allowed to dominate the redevelopment plan. By contrast, the fourth alternative represents a balance of these uses and is discussed beginning on page 3.4.

All alternatives assumed a dense development strategy. Also consistent to all the schemes was a mid-sized supermarket on Lee and South Elm streets; the inclusion of this use represents both a priority of local residents—long weary of traveling miles for quality food—and a significant development amenity for any new housing in the area. Each concept also includes the reuse of the Daily Flour Mill and combines residential units with newly constructed 'artists' lofts and a small gallery to create a unique anchor for the up-and-coming gallery/shopping area of this corridor. Adaptive reuse of other salvageable buildings on site was shown to be compatible with each of the alternatives except for the larger retail ("Power Center") alternative.

URBAN POWER CENTER

The Urban Power Center attempted to transform the Core Area into a centralized shopping destination to serve the immediate neighborhoods, the city as whole, and potentially become a regional draw. Although the model has been successful in larger urban areas and early market findings confirm its potential economic viability here (including a high rate of job creation and tax revenue), the public response suggested the Urban Power Center was "not a good fit" and would not "connect" the Core Area to the existing character of South Elm Street.

RESIDENTIAL ANCHOR

The second alternative primarily concentrated residential uses in the Core Area. While there is a retail component—along Lee Street—this alternative was dedicated to maximizing the housing options of the site. Different types of housing appealing to a broad range of potential residents would provide additional rooftops to support future large retailers along Eugene Street and also support a greater number of low-income units. (In general, participants supported a wide variety of housing types, including artist lofts, row housing, and mid-rise buildings, as shown in several of the alternatives). It was decided through the public process, however, that a concentration of housing with just a small amount of retail did not provide a strong enough draw to residents beyond the South Elm area.

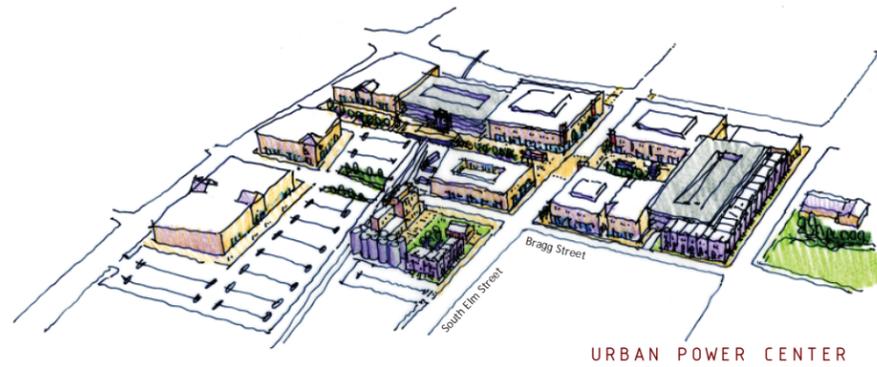
LARGE INSTITUTION

The third alternative, which focused on a cultural or civic institution, was well received by the public and developers alike for its ability to lend identity and stability to the site, potentially helping South Elm become a city-wide and regional draw. In order for this scheme to be successful and benefit the area, however, the City would have to secure an institutional user that could "pay its own way" and be ready to develop. An acceptable institutional use should also be publicly accessible and provide an active ground-level presence along South Elm and Lee streets. An institution that combines social services with housing might support the required affordable housing component, by either managing the housing directly or providing assistance to lower-income families. Participants were careful to point out that an institution should feel "open" to the public and should not displace other important uses by either being too large or requiring too much parking.



EXISTING LAND USE IS PREDOMINANTLY INDUSTRIAL. THESE LAND USE ALTERNATIVES TEST AN ARRAY OF IDEAS THAT CHARACTERIZE THE SITE AS COMMERCIAL, RESIDENTIAL OR INSTITUTIONAL.

Analysis Land Use Alternatives



URBAN POWER CENTER



RESIDENTIAL ANCHOR



LARGE INSTITUTION



URBAN POWER CENTER

BENEFITS

Creation of a regional destination on South Elm Street.
Provides needed goods and services for all of the downtown neighborhoods.

CHALLENGES

Requires acquisition of Eugene Street parcels.
Fewer traditional housing units such as townhouses.

RESIDENTIAL ANCHOR

BENEFITS

Additional "rooftops" to support future retail uses on Eugene.
Has the best balance of affordable to market-rate housing.

CHALLENGES

Housing with only neighborhood-oriented retail might not boost the area as a regional draw.
Provides the fewest jobs of all the alternatives.

LARGE INSTITUTION

BENEFITS

Provides the site with a strong cultural or institutional identity.
Provides services for low-income residents while also providing higher paying jobs for the area.

CHALLENGES

Institution must "pay its own way" and be ready to develop.
Must be publicly active on the ground floors.

CONCLUSIONS

In public discussion, all 3 of the alternatives dominated by a single use were rejected in favor of a more balanced mixed-use strategy. The fourth alternative illustrated on the following pages had the advantage of providing a better match with the projected demands for retail and housing while allowing for an institutional use of a moderate size. The fourth alternative had sufficient housing to balance affordable and market-rate units as well as a moderate amount of retail, which would provide a sufficient anchor at the southern end of South Elm Street.

PREFERRED ALTERNATIVE

Commentary from public meetings:

"The fourth option is most appealing."

"The mixed option is the best of all worlds."

"A supermarket is a key anchor."

Elements from each of the 3 single-use alternatives contributed ideas to the fourth and ultimately preferred alternative. This scheme provides many economically viable opportunities for private development, suggests a mix of uses for serving a broad range of users, and encourages a visually attractive and safe public realm for this gateway into Greensboro.

Retail

The preferred alternative features several large- and small-format retailers and meets the public desire for a mid-sized supermarket. Ground-level uses will generate activity and encourage public interaction.

Housing

The plan accommodates up to 250 units of housing. Housing would be a mix of ownership and for-rent opportunities, and occur in a variety of types; townhouses, loft-style apartments, flats-over-retail, and a mid-rise tower would create opportunities for young families, singles, and empty nesters. At least 51% of owner-occupied units and 20% of for-rent units would be affordable to families making less than 80% of the city's median income.

Office

A small amount of high quality office space would be provided in distinctive rehabilitated buildings already on the site. The flexible space within most of the existing industrial structures would be suitable for professional services or boutique retailers.

Cultural Uses

The preferred alternative is designed to accommodate mid-sized cultural attractions in many locations along South Elm and Lee streets, although it does not reserve a specific location or give preference to any one institutional user. The Daily Flour Mill building is



THIS DRAWING WAS PRESENTED AT THE OCTOBER 2005 PUBLIC MEETINGS AS A FOURTH, MIXED-USE ALTERNATIVE; IT EVOLVED INTO THE PREFERRED ALTERNATIVE, EVENTUALLY INCORPORATING A TOWER AT SOUTH ELM AND BRAGG STREETS AND ADDITIONAL STRUCTURED PARKING FOR THE WEST BLOCK.

particularly attractive for artist galleries or a cultural gathering space, as part of an overall adaptation and renovation for artist housing or a large institution. Also, ground-level retail space on these 2 streets could be leased to galleries, smaller museums, or public services. All cultural uses should provide visual interest to enhance the pedestrian experience.

Parking

Parking would be provided in dispersed surface lots throughout the site, below residences, and in 2 larger parking structures set away from the street. Street parking would be maximized to support retailers, utilize existing pavement, and help slow traffic.

Open Space

Several smaller green spaces have been integrated into the plan, helping encourage residents and visitors to make greater use of the public realm—including streets and sidewalks—for urban interaction and recreation. Throughout the public meeting process, participants indicated a prevailing interest in the creation of an active, green, pedestrian-friendly zone extending from the downtown to the redevelopment site, as well as the integration of public art and common meeting areas.

RECOMMENDED LAND USE AND SITE PLAN

Site Components

1. Large, ground-level retailer with residential above
2. Smaller-scale, ground-level retail with residential above
3. Residential (townhouse or walk-up style)
4. Residential (apartment building style)
5. Shared green space for adjacent residential uses
6. Structured parking to serve the residential units and retail
7. Possible residential tower, with small retailers at ground level
8. Adaptive reuse of Daily Flour Mill with new construction and shared green space; includes residential (potentially live/work) anchored by a small cultural use
9. Residential (townhouse or walk-up style)
10. Adaptive reuse of existing buildings for office or retail
11. Supermarket or other large retailer, with attached parking structure
12. Future retail phase (outside of Core Area) on Eugene Street
13. Future retail (outside of Core Area) lining Lee Street



The preferred plan was adjusted to reflect input from the community, eventually evolving into the recommended redevelopment plan described on this and subsequent pages of the document. To protect the quality of the streets, the parking structure on Arlington Street was pulled back from the edge so that a row of housing could be introduced there, and a surface lot that had fronted on South Elm Street was

replaced with a parking structure on the interior of the block. Locations for taller buildings were examined in the process, with a possible residential tower being suggested for the southeast corner of South Elm and Bragg streets. The number of housing units in the redevelopment plan also reflects an increase over what was drawn in the original preferred alternative.

Redevelopment Plan
Total Square Feet,
By Use:

Retail
95,000 sq f

Office
15,000 sq f

Housing
194 units

Cultural/Institutional
3,000 sq f

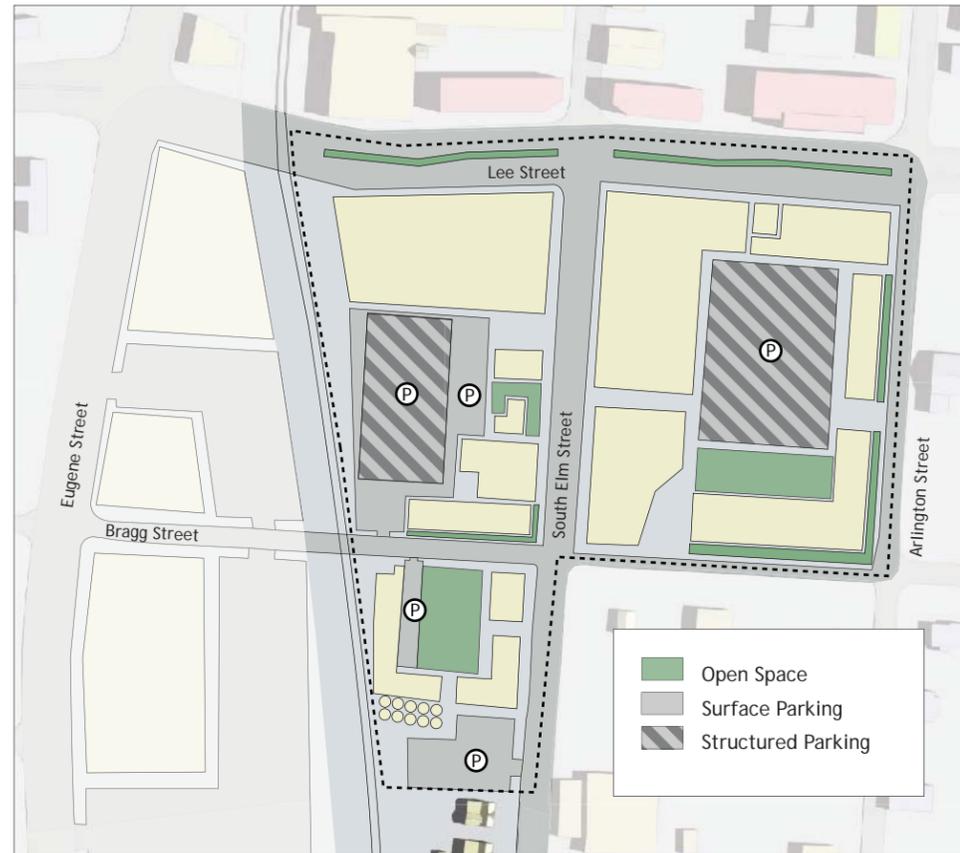
Parking
(surface and structured)
750 stalls

REDEVELOPMENT PLAN *Guidelines*

First and foremost, the redevelopment of the Core Area must contribute to the positive transformation of the image of South Elm Street, leading to the larger area's much-needed reinvestment and revitalization. Core Area redevelopment must also strengthen connections between neighborhoods and to downtown. Creating such an environment—and encouraging surrounding developments to do the same—requires streets and buildings that are attractive and active.

Commentary from October 2005 public meetings:

"Smaller open spaces and new street trees will soften the urban character—there isn't necessarily a need for additional open field green spaces."



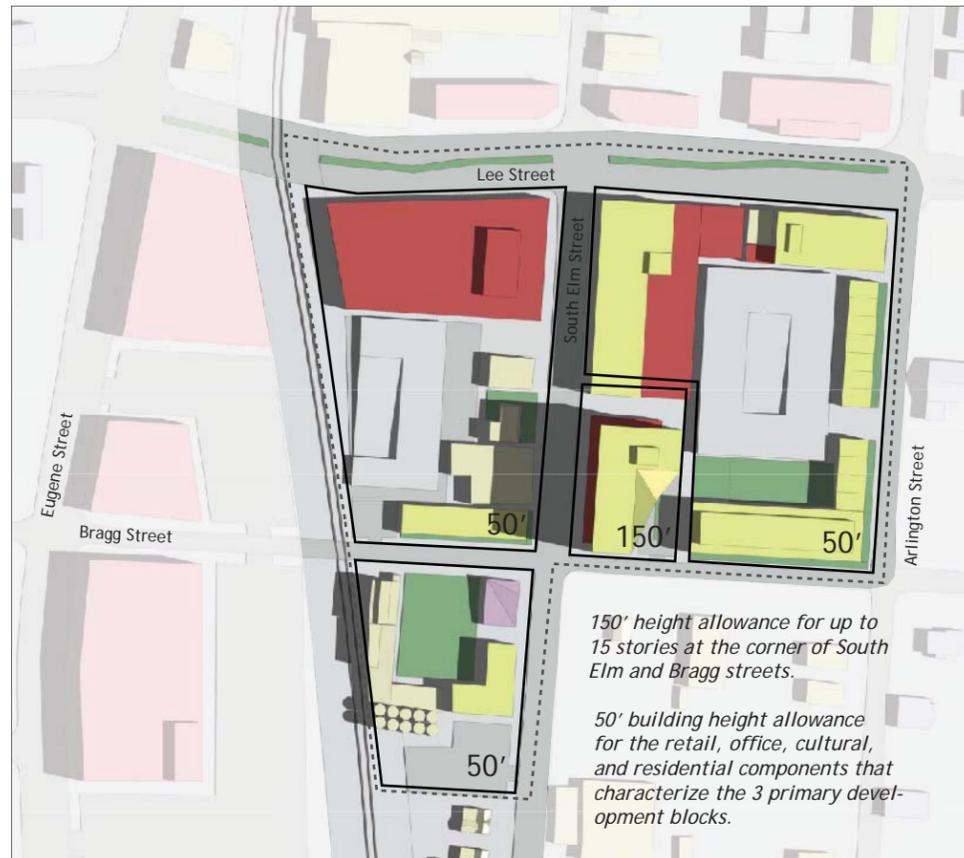
A SERIES OF SMALLER OPEN SPACES

Smaller green spaces are central to the redevelopment concept. The provision of well-landscaped courtyards, pedestrian ways, and urban plazas will enhance the experience of residents, shoppers, and workers. Even when privately owned, such spaces can provide visual amenities from the streets, and if properly monitored can remain available for public use during appropriate hours.



GROUND-LEVEL USES FOR AN ACTIVE STREET

Active ground-level uses will be required on South Elm and Lee streets, the areas in the Core Area closest to existing retail. A combination of larger retailers and smaller-scale "line" retail will be accommodated to ensure opportunities for both local and national retailers. Also, residential uses on Bragg and Arlington streets will be set back from the street at a sufficient distance to allow for front steps, building stoops, and bay windows to ensure "eyes on the street," modest front yard planting, and signal community pride.



MODERATE BUILDING HEIGHTS

Allowable building heights will be set at 50 feet throughout the Core Area, responding to the scale of adjacent neighborhoods, particularly the historic mercantile buildings that line South Elm Street north of Lee Street. An exception to this height limit will occur at the lowest point of the site at the northeast corner of Bragg and South Elm streets, where an allowed 150-foot height for a residential tower will enable spectacular views of Greensboro without negatively impacting existing residences or historic buildings. A taller tower structure would be set back from the street frontage and include a lower cornice line consistent with the surrounding (50-foot) building heights.



PARKING AND SITE ACCESS

Parking demand has been satisfied by a combination of central parking structures (less than 3 levels), surface parking lots, and a minimal number of parking garages below residences or commercial buildings. A combination of high water table, site contaminants, and shallow bedrock would argue for minimal excavation and more reliance on surface and above-grade structured parking. The plan locates some below-grade parking where sloping sites allow minimal excavation.

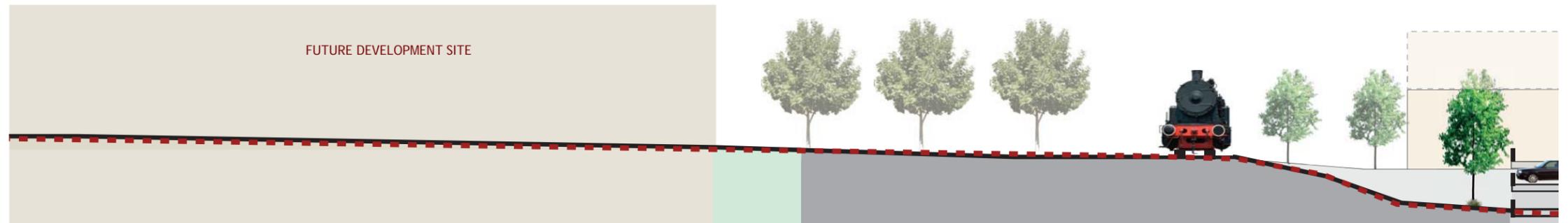
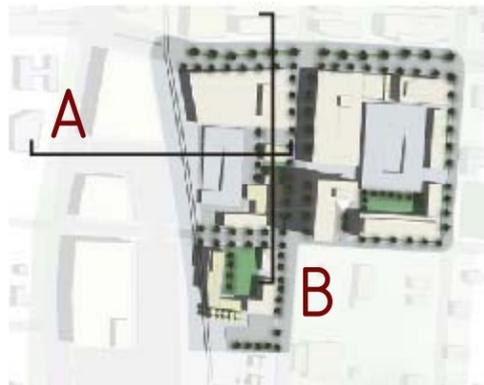
Access to the site should be limited to mid-block locations where there will be minimal conflicts with traffic movements. Fewer curb cuts will maximize street parking, landscape opportunities, and improve pedestrian safety and vehicular circulation. Lee Street should have only a limited number of curb cuts to avoid turning movements that would diminish the street's through-capacity.

Commentary from October 2005 public meetings:

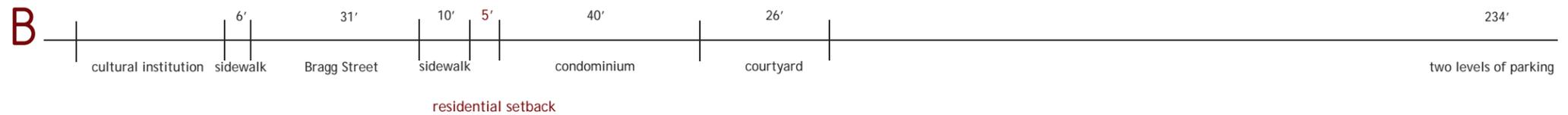
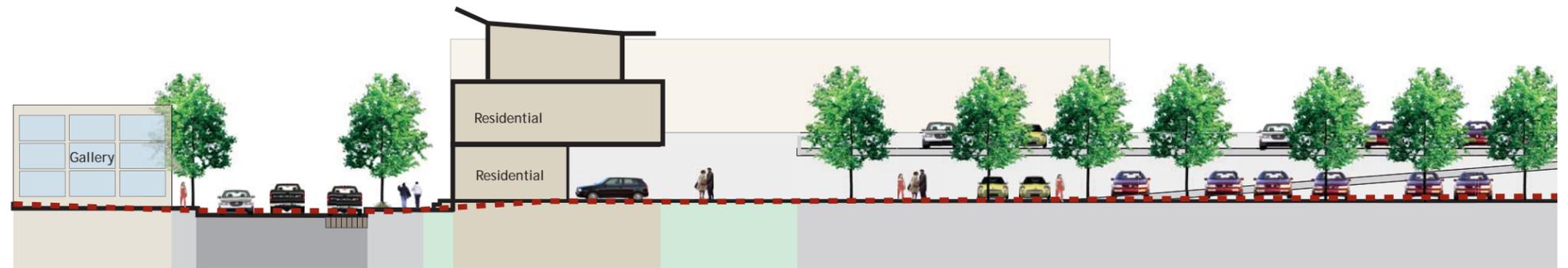
"A tall building at a low point is good—adds character to the skyline."

"High-rise buildings are okay, as long as they are architecturally attractive."

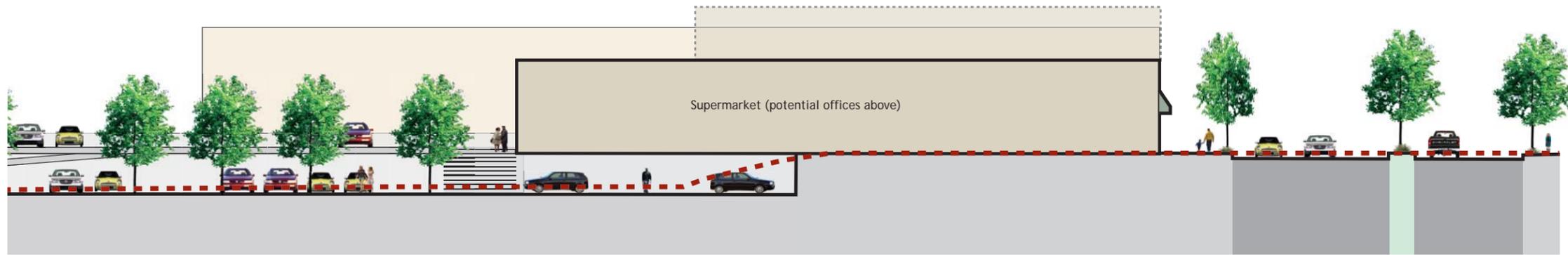
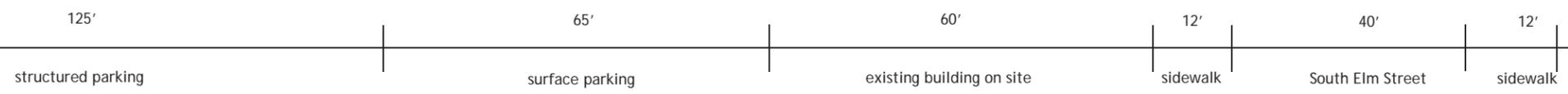
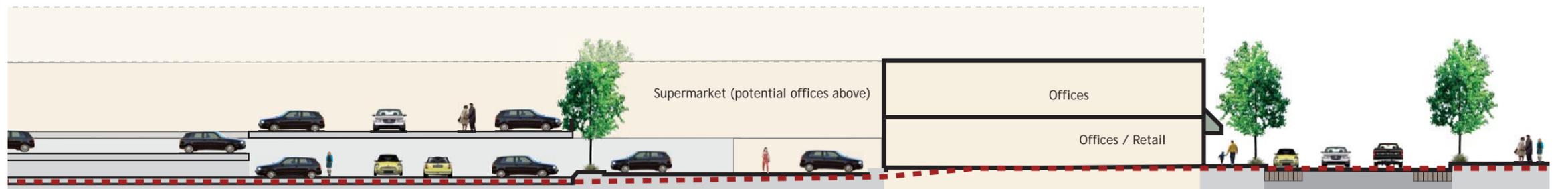
REDEVELOPMENT PLAN West Block Sections A and B



SECTION A
 Section A demonstrates how parking in the redevelopment plan works with the natural topography of the Core Area. The proposed parking structure will nest unobtrusively between the existing buildings on South Elm Street and the railway ROW in a low area of the site.

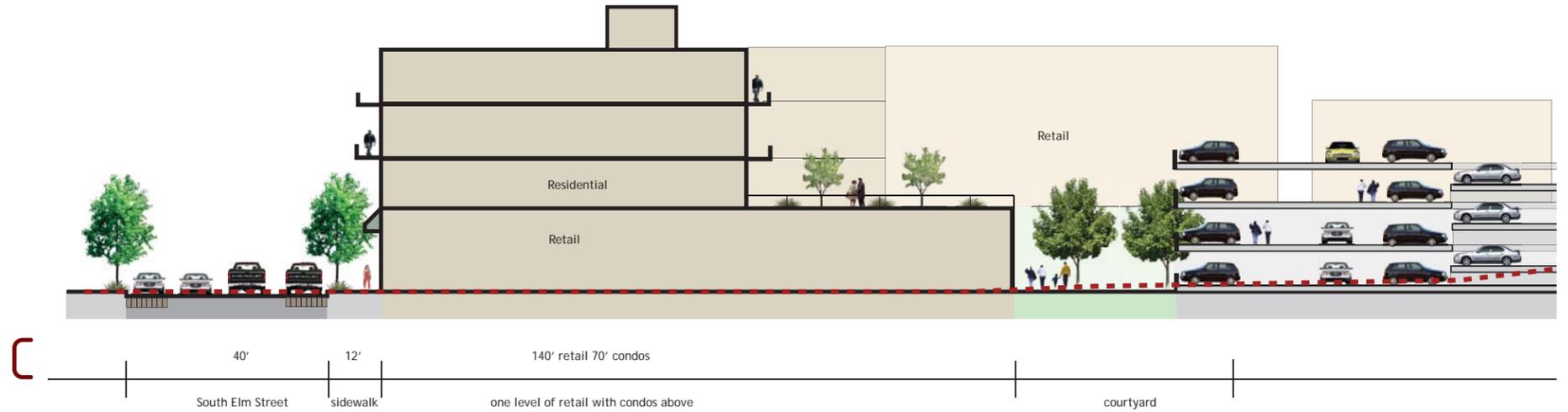
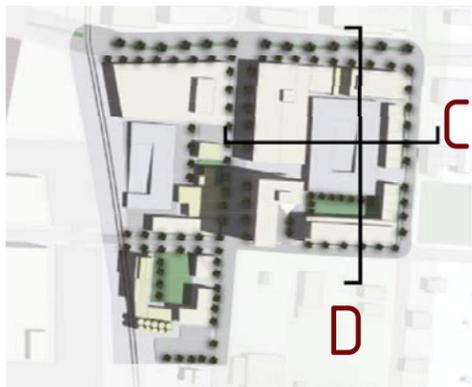


 EXISTING GRADE
 ———
 PROPOSED GRADE



SECTION B
 Section B also demonstrates how parking in the redevelopment plan works with the natural topography of the Core Area. By locating the proposed supermarket on the corner of South Elm and Lee streets, the back of the building will occur at a lower elevation than the entrance, allowing direct access in the rear to the structured parking that will be shared by the supermarket and offices. The change in topography enables some shoppers to park *below* the supermarket, while an upper level of parking will be aligned with the supermarket entrance, allowing direct access for those using wheelchair-accessible spaces and enabling shoppers to transfer their groceries to their cars with ease.

REDEVELOPMENT PLAN East Block Sections C and D

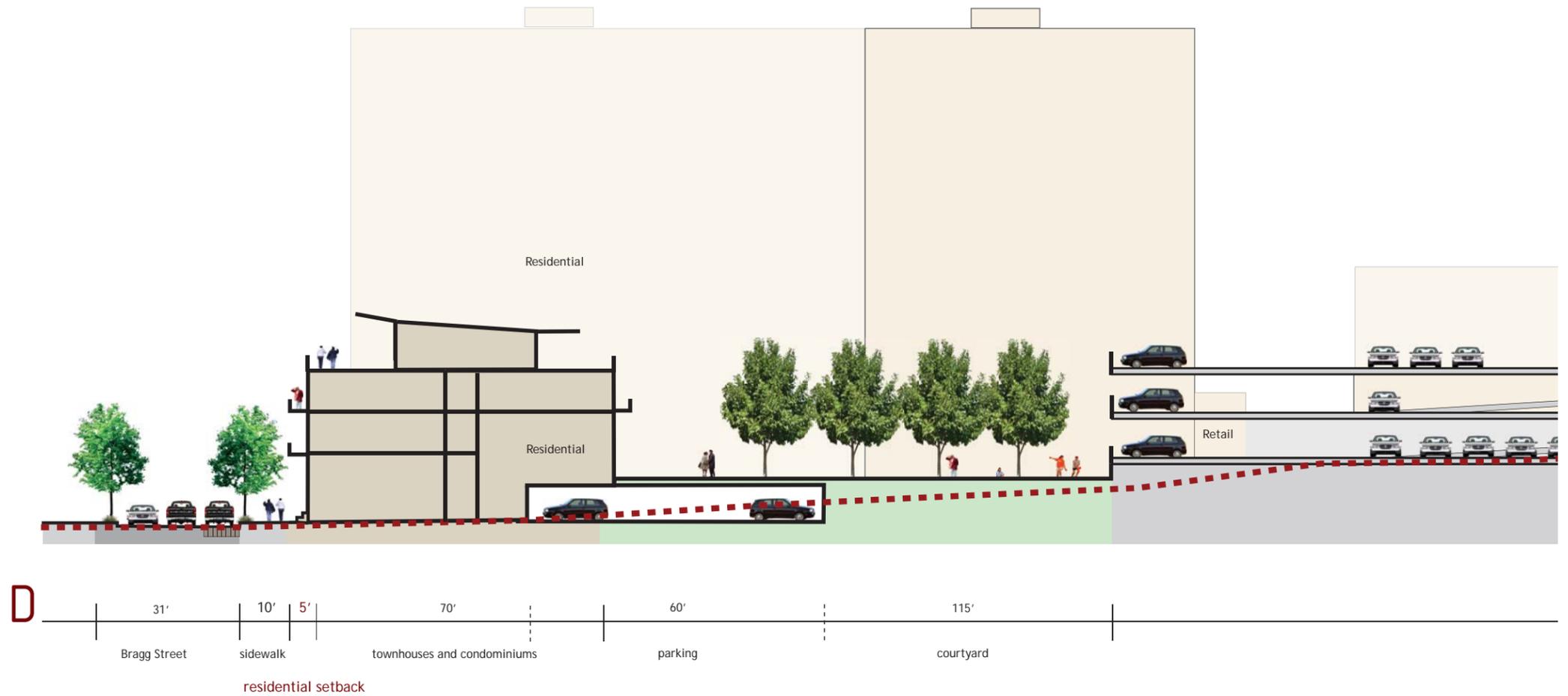


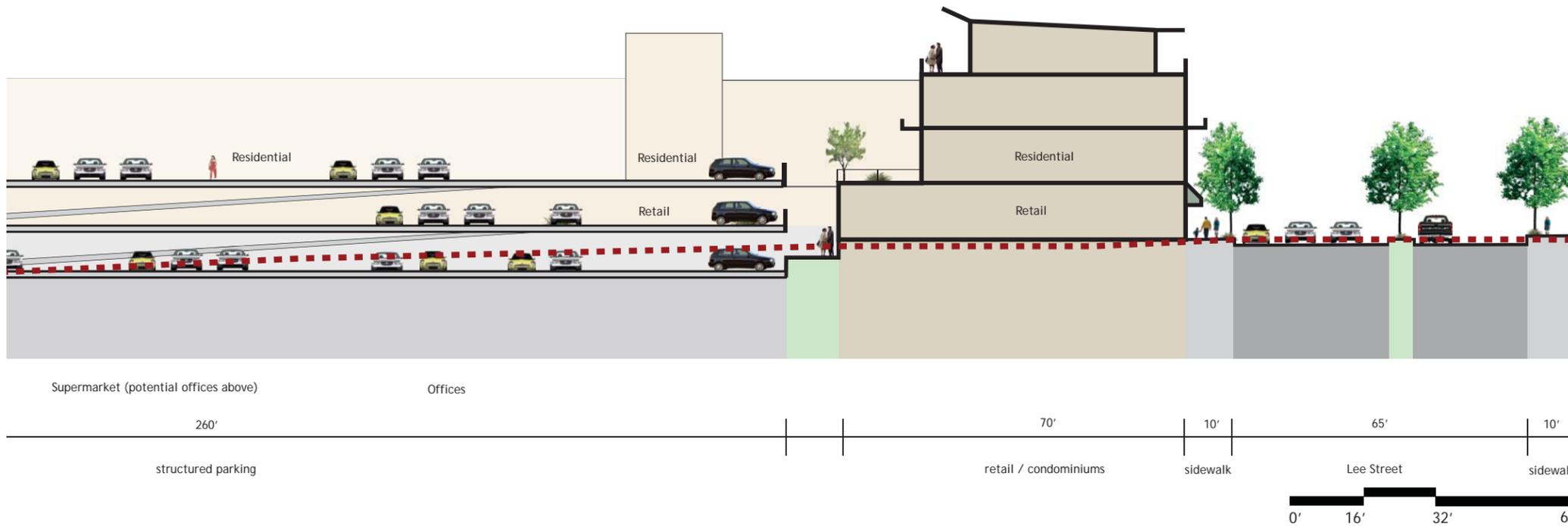
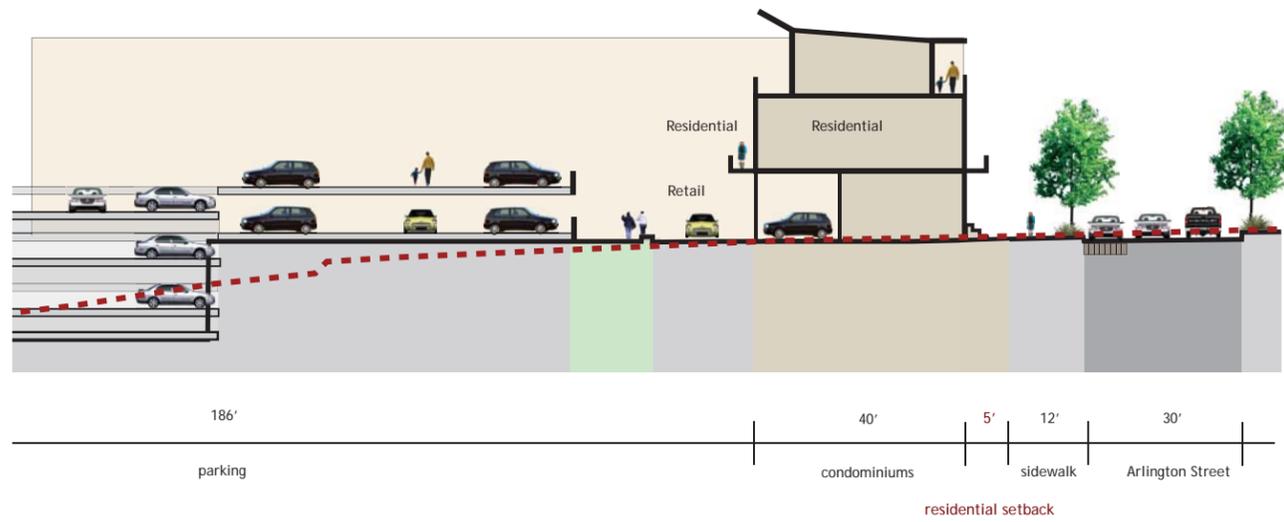
SECTION C

Section C shows how different types of parking can be internalized on-site, taking advantage of the change in elevation. The East Block has the highest residential density, and structured parking will be necessary to meet the number of stalls required (and will account for the largest number of vehicles on-site). Walk-up-style housing on Bragg and Arlington streets will be self-parked below the units. The retail and mixed-use parcels will rely on the parking structure, with shared use possible among a portion of the stalls.

EXISTING GRADE

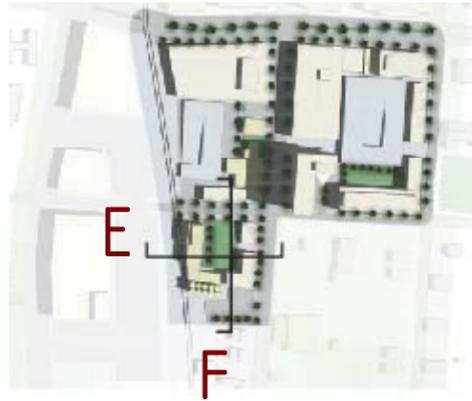
PROPOSED GRADE





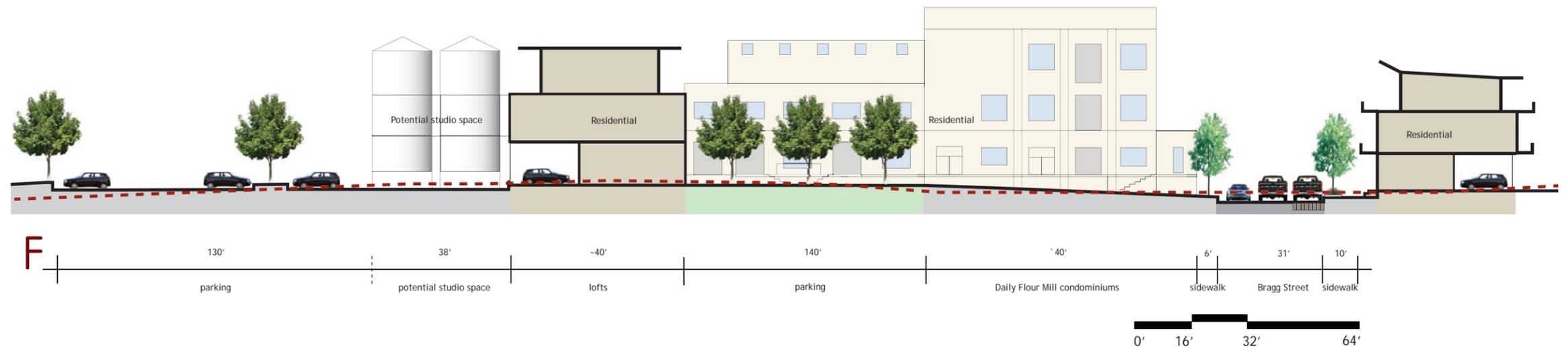
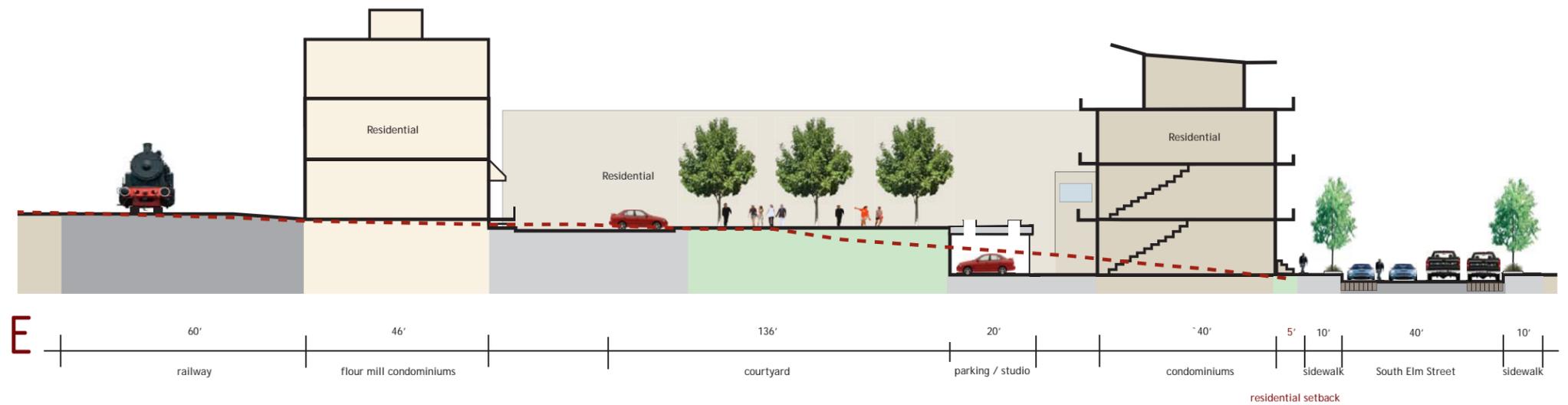
SECTION D
 Section D shows how different types of parking can be internalized on-site, taking advantage of the change in elevation. Parking for residential units on Bragg Street can be located behind and below the units and covered with a landscaped plaza for use by the residents. This plaza will be sufficiently landscaped to buffer the residents from the above-grade parking structure.

REDEVELOPMENT PLAN Daily Flour Mill Sections E and F



Parking demand at the Daily Flour Mill block at the southern end of the site can be met through a combination of surface and below-grade solutions, requiring only minor excavation. Units in the renovated Flour Mill could park up to 10 cars in a small paved area in front of the building, while those in proposed new construction facing South Elm can primarily be supplied by private garages on the lowest level. Most parking will be provided on-grade at the southernmost part of the block. On-street parking along South Elm and Bragg streets will provide casual parking for visitors.

--- EXISTING GRADE
 _____ PROPOSED GRADE



PUBLIC IMPROVEMENT GUIDELINES

BEFORE



VIEW NORTH UP SOUTH ELM STREET AT BRAGG STREET, SHOWING CURRENT CONDITION

AFTER



VIEW NORTH UP SOUTH ELM STREET AT BRAGG STREET, SHOWING RECOMMENDED IMPROVEMENTS

Improvements to the public realm will enhance both the Corridor Area and support redevelopment in the Core Area. Reconstruction of streets, curbs, and sidewalks will be necessary to create a public realm that is suitable for the proposed new uses. The following is a list of general improvements proposed throughout the Core Area:

- Add or enlarge sidewalks to provide a comfortable pedestrian experience.
- Provide sufficient planting lawns to permit healthy tree growth.
- Add parallel parking where possible.
- Take additional right-of-way (ROW) from the redevelopment site where necessary to reach minimum widths for public sidewalks and planting lawns.
- Set back residential uses to enhance privacy.

PUBLIC IMPROVEMENT GUIDELINES

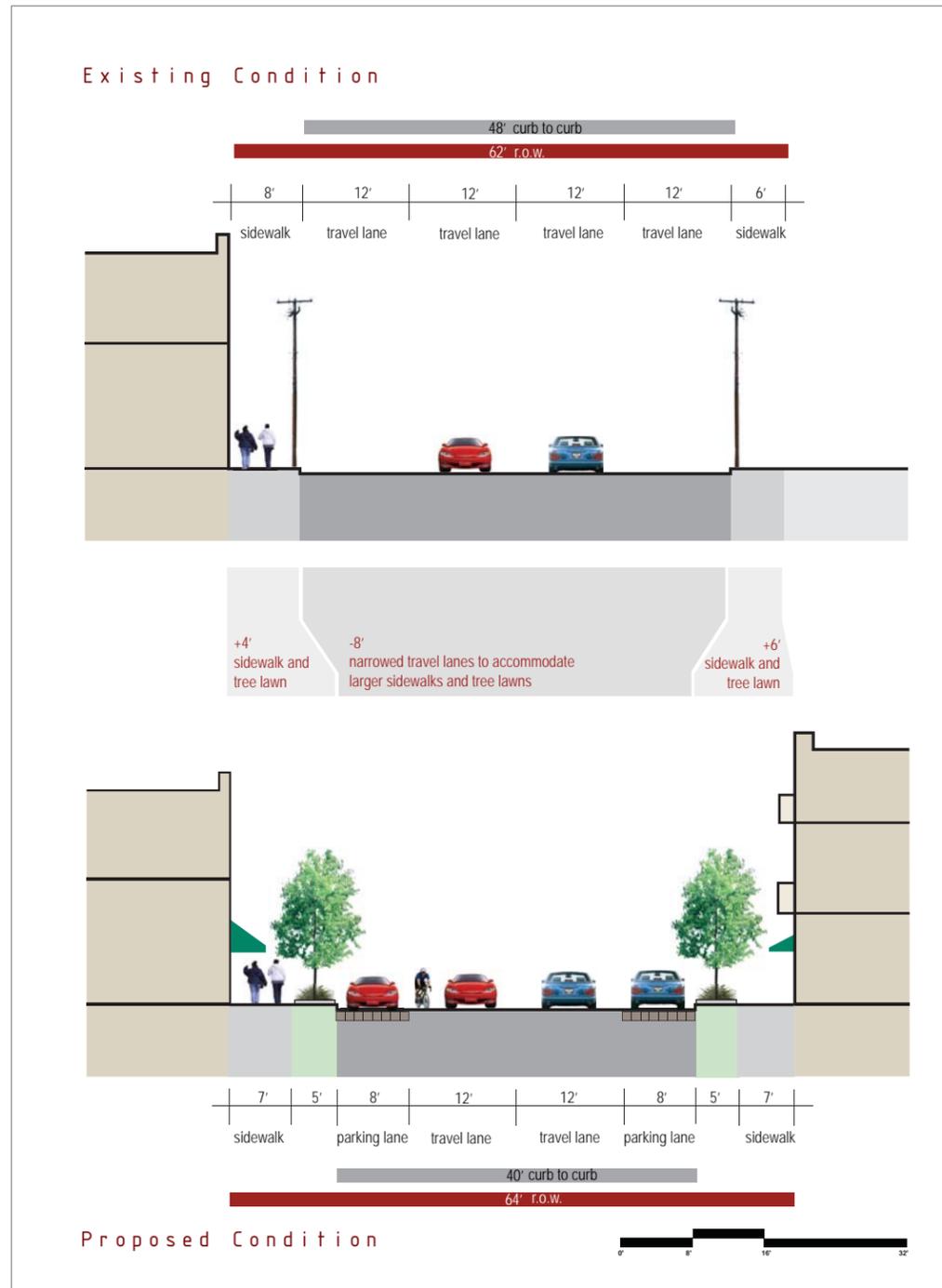
SOUTH ELM STREET

South Elm Street will be slightly narrowed to allow for wider sidewalks and tree lawns, to promote healthy tree growth and allow for potential sidewalk sales or seating. Introducing a street character along South Elm Street in the Core Area that is similar to that found along the corridor to the north will strengthen the connection between these segments. Narrowing South Elm Street by 8 feet still allows for 2 travel lanes and 2 parallel parking lanes to support retailers.

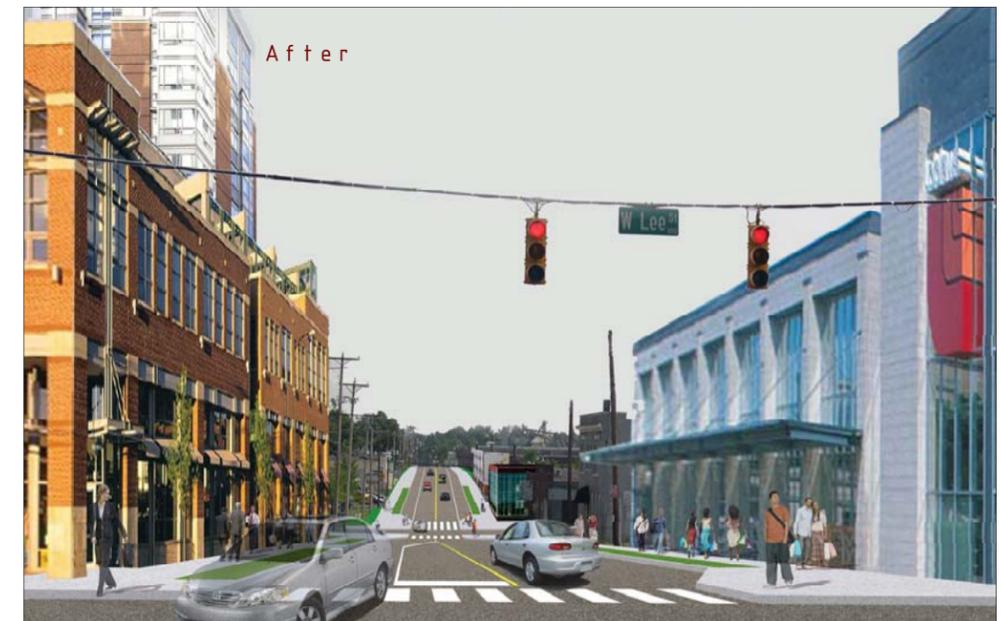
Commentary from public meetings:

"Wider sidewalks are more pedestrian friendly."

"On-street parking is important."



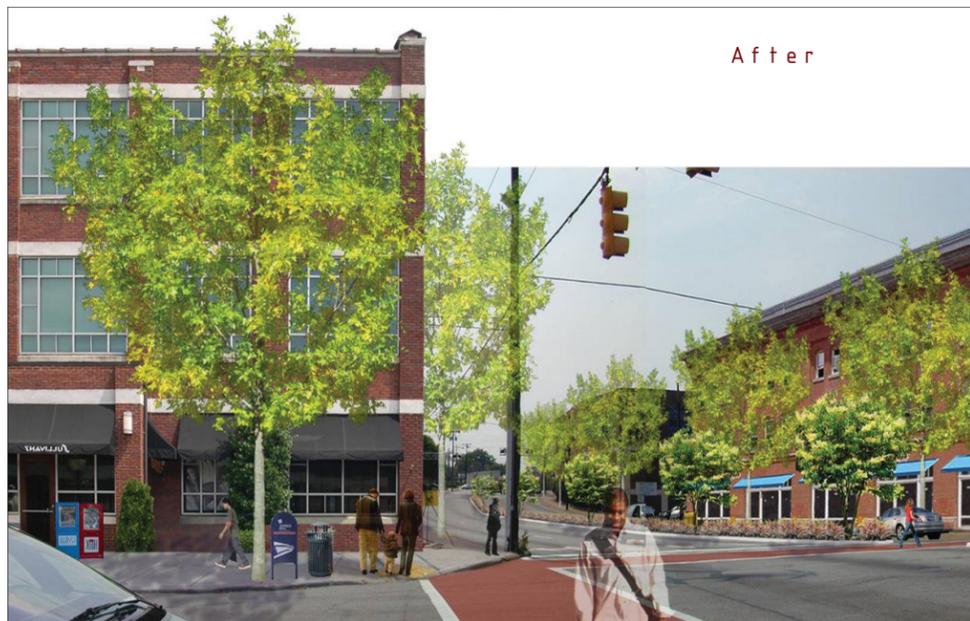
LOOKING NORTH ON SOUTH ELM STREET, BETWEEN LEE AND BRAGG



LOOKING SOUTH DOWN SOUTH ELM STREET, AT LEE STREET INTERSECTION

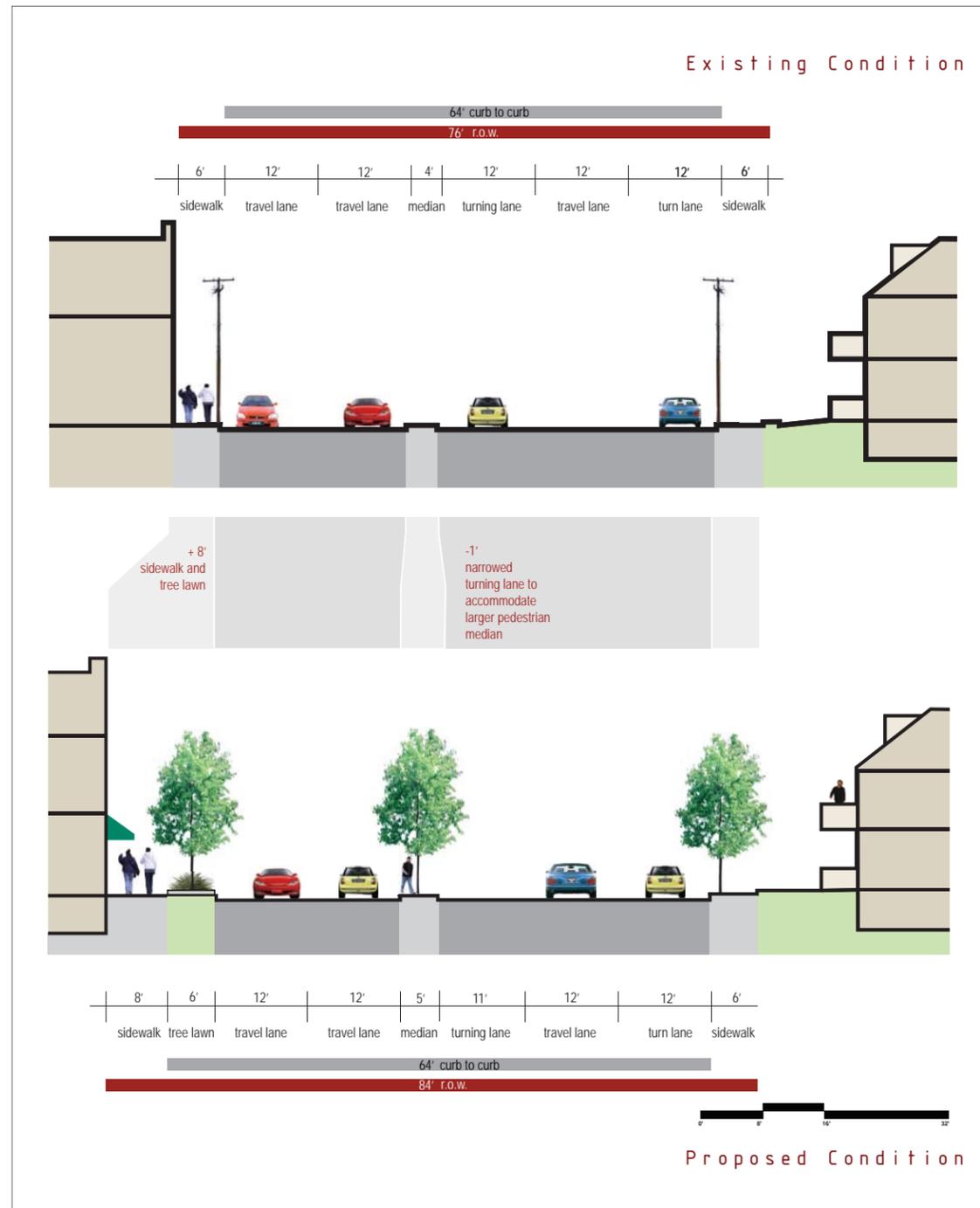


Before



After

LOOKING WEST DOWN LEE STREET, FROM THE SOUTHEAST CORNER OF THE INTERSECTION WITH SOUTH ELM.



LOOKING WEST ON LEE STREET, BETWEEN SOUTH ELM AND ARLINGTON

LEE STREET

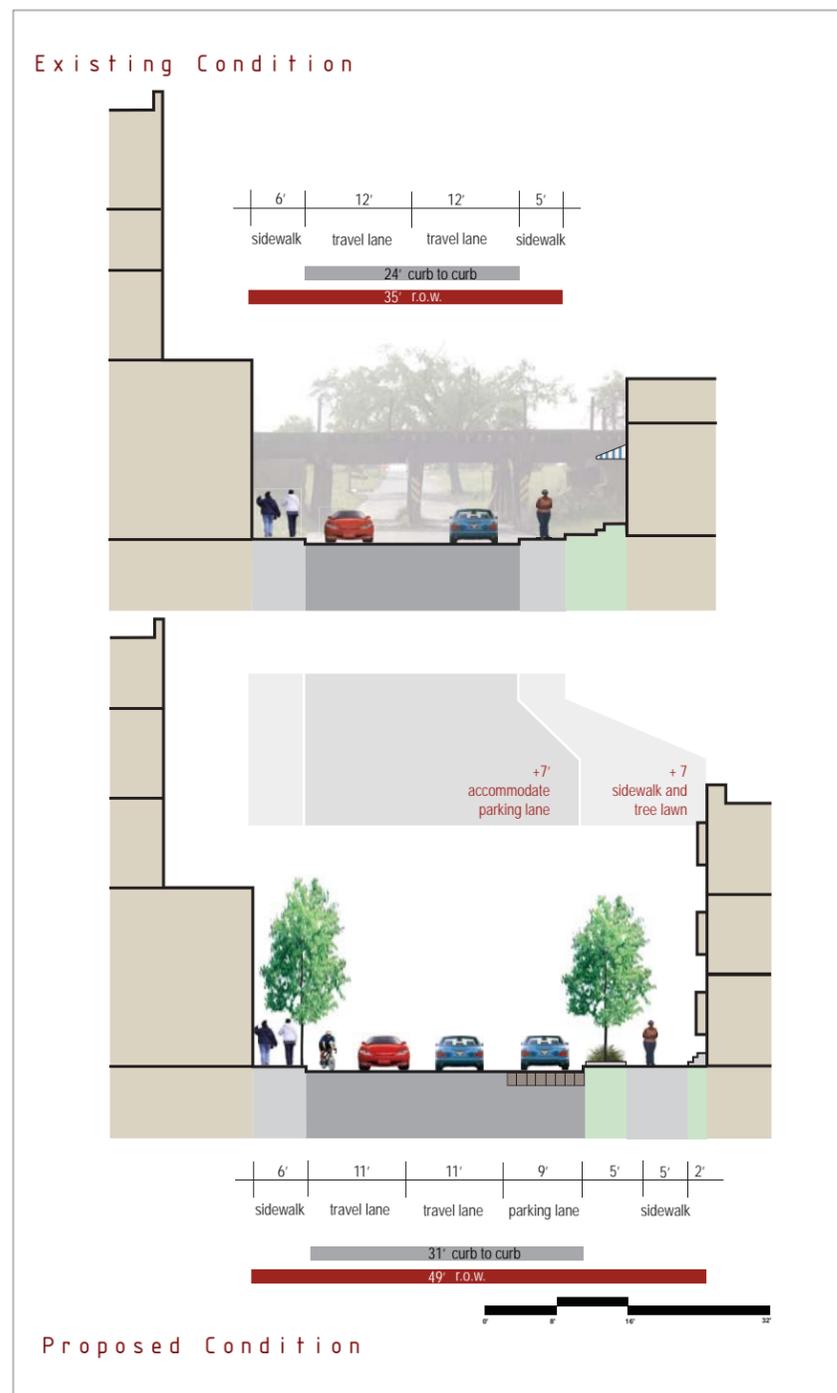
Lee Street is a major street that carries approximately 25,000 vehicles per day in 4 lanes with a narrow divider. Sidewalks on the south side are very narrow and will need to be widened to support proposed retail uses, and extra width for a landscape buffer will be especially desirable to separate pedestrians from higher speed traffic given that no parking will be allowed on-street here. Also, the narrow median neither supports vegetation nor provides a sufficient "safe haven" for pedestrians at the South Elm Street and Arlington crossings; widening the median and the sidewalk will require additional right-of-way from the redevelopment parcel.

Commentary from public meetings:

"Slowing traffic on Lee is important; a wider median with trees would be good."

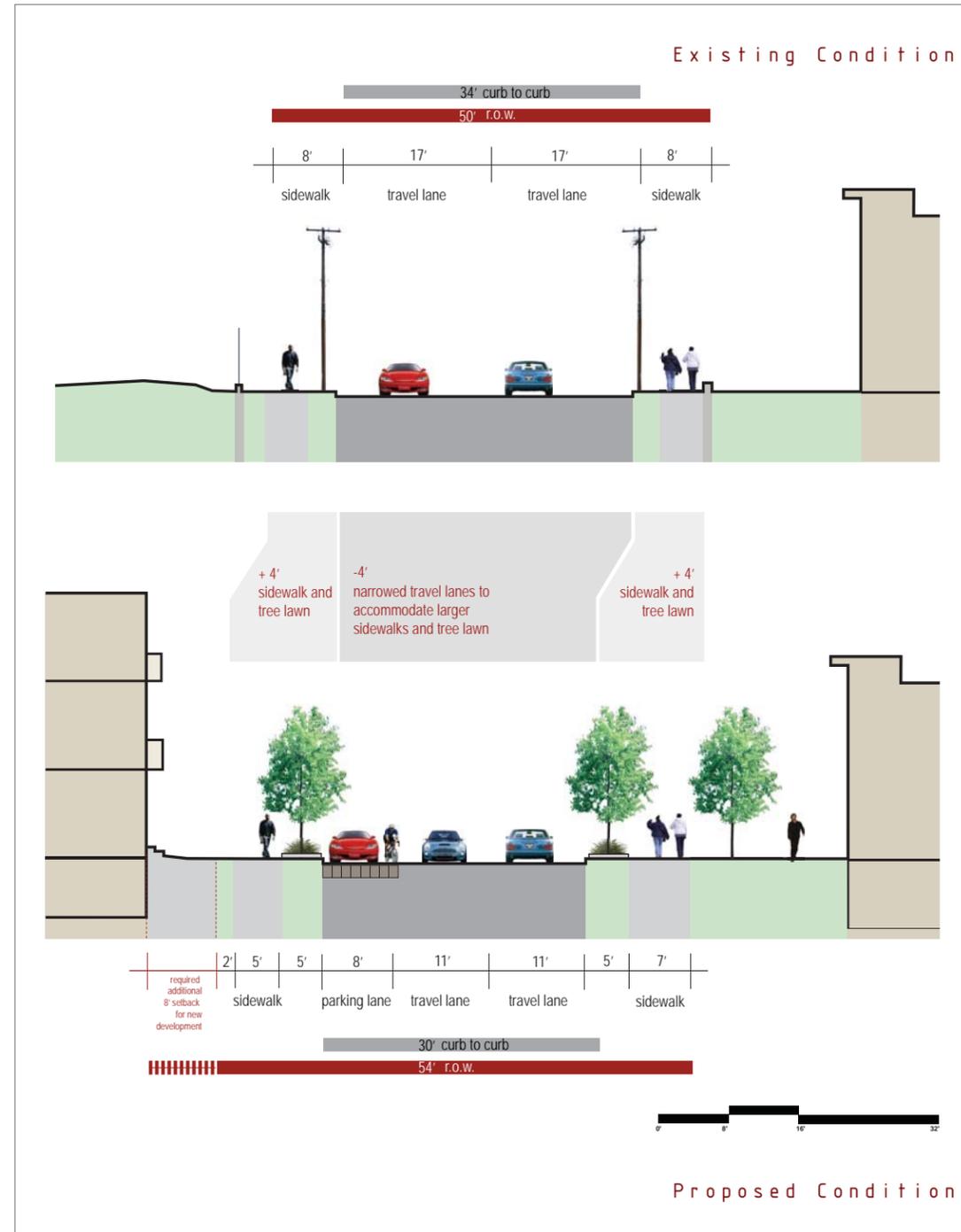
BRAGG STREET

An additional 7 feet of width will be necessary on Bragg Street to accommodate a parallel parking lane on the north side, requiring that additional right-of-way be taken from the redevelopment area to allow for this as well as a more generous pedestrian and planting zone. (Since Bragg Street will serve as the official route of the Center City Greenway, a wider sidewalk than is typical for residential streets is recommended here, to allow for more pedestrians.) Also, an additional minor front-yard setback for new residential development will augment the streetscape improvements with private landscaping and provide some privacy between housing and the street.





LOOKING NORTH ON ARLINGTON STREET, NEAR LEE STREET INTERSECTION



LOOKING NORTH ON ARLINGTON STREET, BETWEEN LEE AND BRAGG

ARLINGTON STREET

Arlington Street is wider than is necessary to accommodate its traffic demand. By narrowing the street by 4 feet, Arlington sidewalks could widen to include tree lawns at a dimension capable of supporting healthy tree growth; at the same time, the narrower street could continue to accommodate traffic needs with a parallel parking lane with 2 travel lanes. An additional minor front-yard setback for new residential development will provide privacy between housing and the street and allow private landscaping to complement the overall streetscape in the corridor.

Commentary from public meetings:

"Wide sidewalks are pedestrian friendly."

ARCHITECTURAL CHARACTER

Commentary from public meetings:

“Open buildings will encourage pedestrian crossing over Lee Street. Open storefronts create continuity.”

“Contemporary design is the key to bringing people in.”

Participants were asked to respond to various architectural styles—from traditional to contemporary—presented during the third public meeting. Because the South Elm Street corridor has primarily been an industrial area with little residential architecture, participants agreed that traditional residential forms are not necessary in the Core Area. However, along the edges of the site near adjacent neighborhoods such as Ole Asheboro, a more traditional look and lower scale was favored for blending the Core Area with its surroundings.

Participants favored a blend of traditional, contemporary, and industrial types of architecture for commercial buildings to extend the character of historic South Elm Street south across Lee Street and into the Core Area. Participants felt that buildings facing Lee and South Elm streets should be “open” with plenty of glass to support ground-floor uses and welcome the public. Few participants took issue with taller structures located on South Elm Street, while all agreed that much depended upon the specific architectural quality of any new prominent buildings.

Styles that mimic older architecture have the effect of blurring the line between what is old and what is new, thereby diminishing the cultural authenticity of an historic place. By contrast, new buildings that introduce “edgier” new architecture clearly delineate themselves from any adjacent historic elements. Where adaptive reuse occurs (at the facade of the bakery on Lee Street and the Daily Flour Mill), participants expressed interest in the emergence of new architectural vocabularies not currently seen in the more traditional style of development found in Southside and Ole Asheboro.



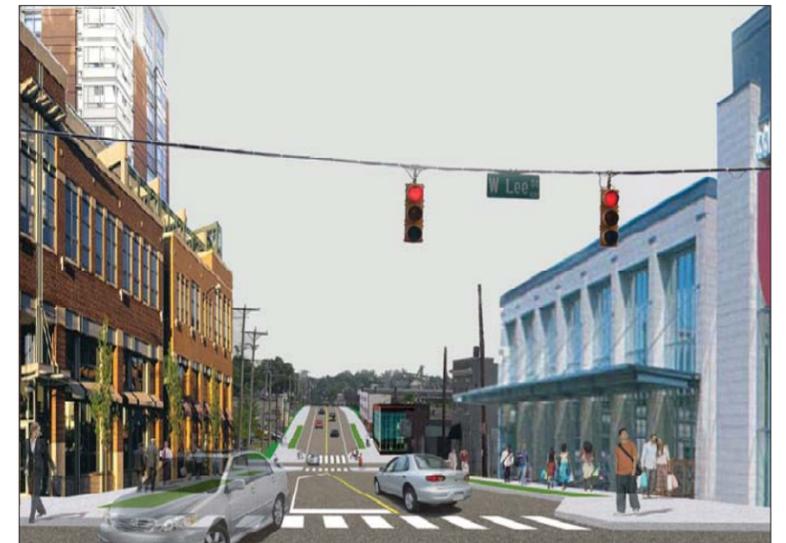
New construction on Lee Street could reuse portions of the facade of the Bakery, combined with contemporary buildings that use both traditional materials and large glazed areas on the ground floor. This retail frontage should be reminiscent of the retail buildings along South Elm Street north of Lee Street.



A mix of architectural styles on Bragg Street would reflect a range of residential uses including townhouses and apartments as well as mixed-use.



New construction adjacent to the Daily Flour Mill could explore modern materials and forms, to complement and distinguish the historic mill building. Lofts and galleries at the corner of Bragg and South Elm streets would use glazing and industrial materials in keeping with the long-running activities in this district.



South Elm Street could be lined with buildings that vary in materials and styles, as long as they present a continuous street frontage and incorporate glazing to support an active retail district. Extending the visual and architectural qualities of South Elm Street across Lee street is important to draw pedestrians from established shopping areas.

SUSTAINABLE SITE DESIGN



Open space and green cover (trees and lawns) are less abundant when compared with other parts of Greensboro.



The redevelopment plan proposes tree-lined streets and courtyards (where possible) to introduce additional green cover.

Participants in the South Elm Street planning process strongly advocated for new development to pursue the highest goals of sustainable design. The United States Green Building Council (USGBC) defines sustainable projects as those embodying “design and construction [processes] that significantly reduce or eliminate the negative impact of buildings on the environment and occupants.” These strategies pertain to a building and its entire site, and range from design strategies to material choices and efficiency standards for water and energy.

The first sustainable design decision for a project is the choice of a site. As an industrial corridor offering opportunities for redevelopment, the South Elm Street corridor has less impact on the environment than “greenfield” developments that target undeveloped sites outside of urban areas. In addition to helping relieve pressure on outlying areas, the South Elm corridor has access to public transportation and represents opportunities to clean up contaminated sites.

In the vision for the Corridor Area, connections are proposed linking the site to existing regional open spaces—this continuity not only invites a stronger presence of nature in a neighborhood largely devoid of planted open space, but also provides habitat corridors for wildlife. (In a similar way, the proposal to create a continuous tree canopy and protection along the Arlington Street streambed is a sustainable strategy as well as one of urban design.)

At the scale of the Core Area, a number of small landscaped areas will provide unpaved green space allowing stormwater infiltration. Development along South Elm Street will include provisions for minimizing impermeable surface area to reduce stormwater runoff and decrease the potential for flooding. By increasing the density of parking through parking structures, the redevelopment

plan introduces less paved area than it would using large surface lots. In the design of new buildings and parking structures, detention systems to store water for irrigation or “gray water” use should also be encouraged. (These systems consist of tanks which store and slowly release stormwater during storm events to decrease the down gradient effect of the runoff. They decrease the need for potable water and allow irrigation to occur during bans sometimes imposed by municipal water authorities.) The use of native and drought-tolerant planting will further reduce the need for potable water irrigation and is another important sustainable strategy.

In the design of future projects, sustainability can be furthered through the incorporation of elements that promote and accommodate sustainable lifestyles among building users. These include bike storage and changing rooms, preferred parking stalls for high-occupancy vehicles, carpools, car sharing programs, and even refueling stations for alternative fuel vehicles, all of which make alternate means of transport more viable and compelling options for a greater number of individuals. Further sustainable strategies include providing no more parking than what zoning requires (to deter automobile use).

Lastly, the development plan advocates the reduction of light pollution to reduce sky-glow, improve nighttime visibility through glare reduction, and reducing the development impact on nocturnal environments. These goals will be achieved through careful selection of lighting fixtures, adjustment of light cut-off mechanisms to direct light downward, and providing adequate but not excessive luminance across the site.

SUSTAINABLE DESIGN PRACTICES

Shared parking

Reduce peak runoff

“Green” roofs or storage of rainwater

LEED design for buildings

Stormwater filtering and return to stream system

4 REDEVELOPMENT PLAN IMPLEMENTATION

AUTHORITY FOR THE PLAN

The Redevelopment Commission of Greensboro has the authority under state law to prepare and carry out redevelopment plans for specifically designated parts of the city. The Department of Housing and Community Development has prepared this redevelopment plan for the South Elm Street Corridor for approval by the Redevelopment Commission pursuant to North Carolina Urban Redevelopment Law. (The Redevelopment Commission is empowered “to procure from the planning commission the designation of areas in need of redevelopment and its recommendation for its redevelopment; (and) to prepare...redevelopment plans...and to undertake and carry out ‘redevelopment projects’ within its area of operation.” (NCGS 160-A-512 (1&4).) The South Elm Street redevelopment area was certified as a blighted area by the Greensboro Planning Board on September 4, 2004. Implementation actions are to be carried out by the Redevelopment Commission, under contract with the City of Greensboro.

PLAN AREA

The redevelopment plan comprises approximately 9.8 acres and 28 parcels ranging in size from about 0.25 acres to about 2.5 acres.

BOUNDARY DESCRIPTION

Beginning at a point where the centerline of East Lee Street intersects the centerline of Arlington Street; thence south along the centerline of Arlington Street to the centerline of East Bragg Street; thence west along the centerline of East Bragg Street to the centerline of South Elm Street; thence south along the centerline of South Elm Street to a point in line with the southern boundary of a lot on the west side of South Elm Street with tax map number 18-4-3; thence west along the southern boundary of the lot with tax map number 18-4-3 to the centerline of the Norfolk Southern railroad right-of-way; thence northward following the centerline of the Norfolk Southern railroad right-of-way to the centerline of East Lee Street; thence east along the centerline of East Lee Street to the point of beginning.



PROJECT BENEFITS

This redevelopment plan lays out a road map for the future of a contaminated, 10-acre site in the heart of Greensboro: it suggests a vision for cleaning it up, turning it to productive economic use, and using it to accomplish an array of neighborhood and City goals. The plan meets the City's desire for new residences and businesses that will serve the local neighborhood and downtown; it also meets goals identified by stakeholders through a public process, including transforming the district in a dramatic way to help change negative perceptions. The plan accommodates the reuse of historic buildings on site to reinforce the area's cultural heritage and to preserve the industrial character of South Elm Street, and creates a framework for streetscape and infrastructure improvements that will set the stage for high-quality, successful redevelopment.

PROJECT REQUIREMENTS

The redevelopment plan was developed to adhere to certain requirements set out in the Federal and State loans and grants that made this project possible.

1. All uses must meet a Community Development National Objective (in this case, low/moderate housing and jobs creation).
2. All buildings with for-sale, multi-family housing must be at least 51% intended for low/moderate income households.
3. All buildings with rental housing units must either: be at least 51% low/moderate income eligible or the low/moderate percentage must be at least equal to the percentage of BEDI/108 funds compared to the total development cost of the building, but not less than 20%.
4. Where two or more rental buildings are located on the same or contiguous lots and under common ownership and management, the buildings will be considered a single structure for meeting the low/moderate income requirement.
5. The commercial uses associated with the project must create a minimum of 130 qualifying jobs on-site.
6. The project must repay the \$3 million CD Section 108 Loan received from HUD.

EXCEEDING THE MARK

As envisioned, the redevelopment plan meets and in some cases exceeds the funding-based requirements. It would provide at least 195 units of housing of which 63 would be affordable and 132 would be market-rate units. In compliance with HUD requirements, 51% of for-sale housing units in the project are for low/moderate income housing (80% of median household income). For rental housing, 20% of all units are low/moderate income eligible.

As projected, the retail component would provide approximately 320 new, permanent retail and office jobs (primarily non-professional, non-specialist positions) for which area residents could qualify, and over \$7 million in annual permanent employment wages. It would create about 400 full-time equivalent (FTE) construction jobs (over \$12 million in wages). It would strengthen the tax base with an estimated \$1.2 million in income taxes (combined permanent and construction jobs), an estimated \$1.8 million state and local retail sales taxes, and an estimated \$200,000 annual property taxes.

The redevelopment plan is flexible enough that changes in market demand for retail or housing can be reflected in changes to the mix of retailers or the quantity of housing.

REDEVELOPMENT PROCESS

The steps necessary for implementing this plan include plan approval, revisions to zoning, site acquisitions and cleanup, street and sidewalk improvements, developer selection, and the relocation of existing businesses and residents. The Redevelopment Commission of Greensboro will take on the majority of these tasks, followed by a construction process undertaken by one or more private developers.

PLAN APPROVAL

Authority to implement this plan is derived from public hearings and adoption of the plan by the Redevelopment Commission of Greensboro, the Planning Board, and the Greensboro City Council.

SITE CLEANUP

Remediation of contaminated soils to levels appropriate for the intended use of the property will be the responsibility of the Redevelopment Commission. In some cases, the Commission may pass this responsibility to the site developer through provisions in the development agreement. This would allow subsurface excavations and soil remediation to be coordinated with other site excavation work undertaken by the developer, potentially lowering the cost of the soil remediation work.

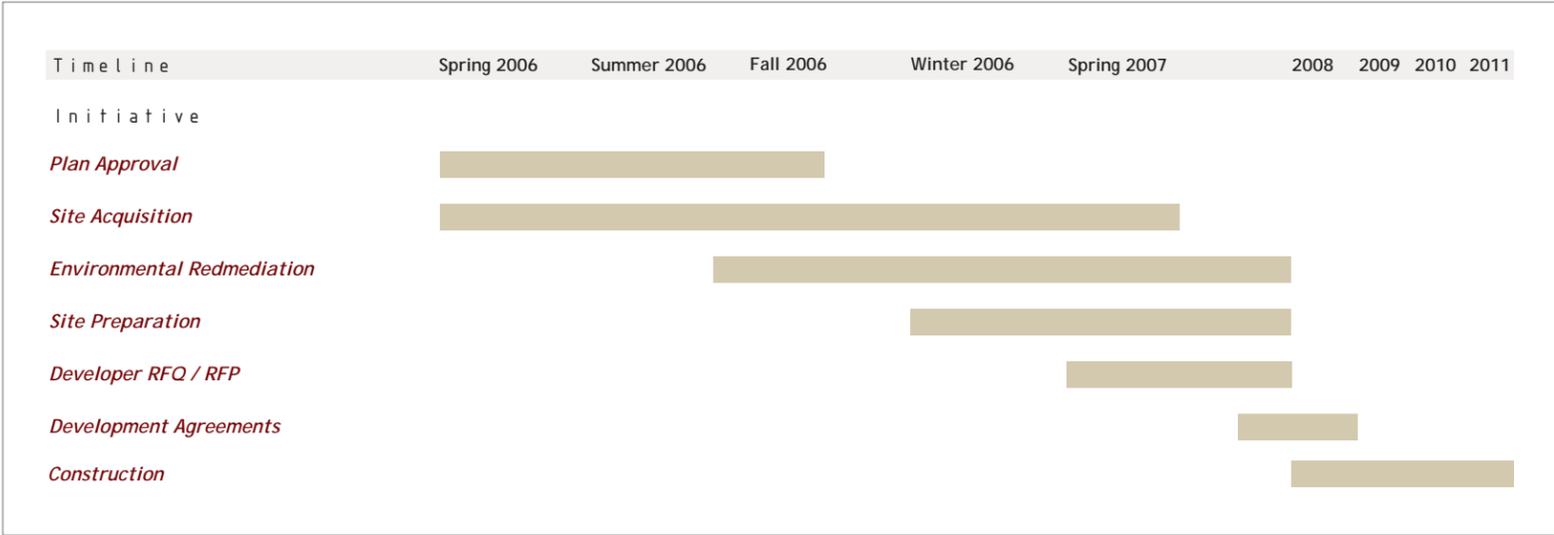
The Phase I and Phase II site assessment work completed to date on most but not all of the properties within the redevelopment area has resulted in the following basic conclusions:

- Only moderate amounts of contamination exist on these properties.
- The cost of soil remediation to levels suitable for the intended development is within the project budget.
- The site plan has been designed so that some of the contamination can be contained under parking lots and impervious surfaces.
- A number of sites will require removal of underground storage tanks to facilitate reuse of the property.
- There will be deed restrictions prohibiting the use of groundwater throughout the site, which is typical in urban areas.
- Deep excavation should be limited on this site due to a high water table, bedrock and the soil contamination issues.

- There may be possibilities to dispose of contaminated soils on-site to minimize costs of off-site disposal.

PUBLIC IMPROVEMENTS

The City of Greensboro will be responsible for upgrading public infrastructure within the redevelopment area. These improvements are necessary to address perceptions of disinvestment and to remove this as a financial burden to the private developers. As shown below, storm sewer and sanitary sewer upgrades are needed across the site. Street improvements, including new curbs, sidewalks, and street trees will be installed where needed, as shown in Chapter 3. Additional right-of-way necessary to achieve these improvements (such as widening sidewalks) will be set aside when the redevelopment site is replatted. The City will also negotiate with Duke Power Co. and other overhead utilities to clean up and remove as many of the overhead utility lines as possible and coordinate installation of any additional overhead services needed with the private development work.



REDEVELOPMENT SCHEDULE



UTILITY IMPROVEMENTS DIAGRAM

REDEVELOPMENT PROCESS

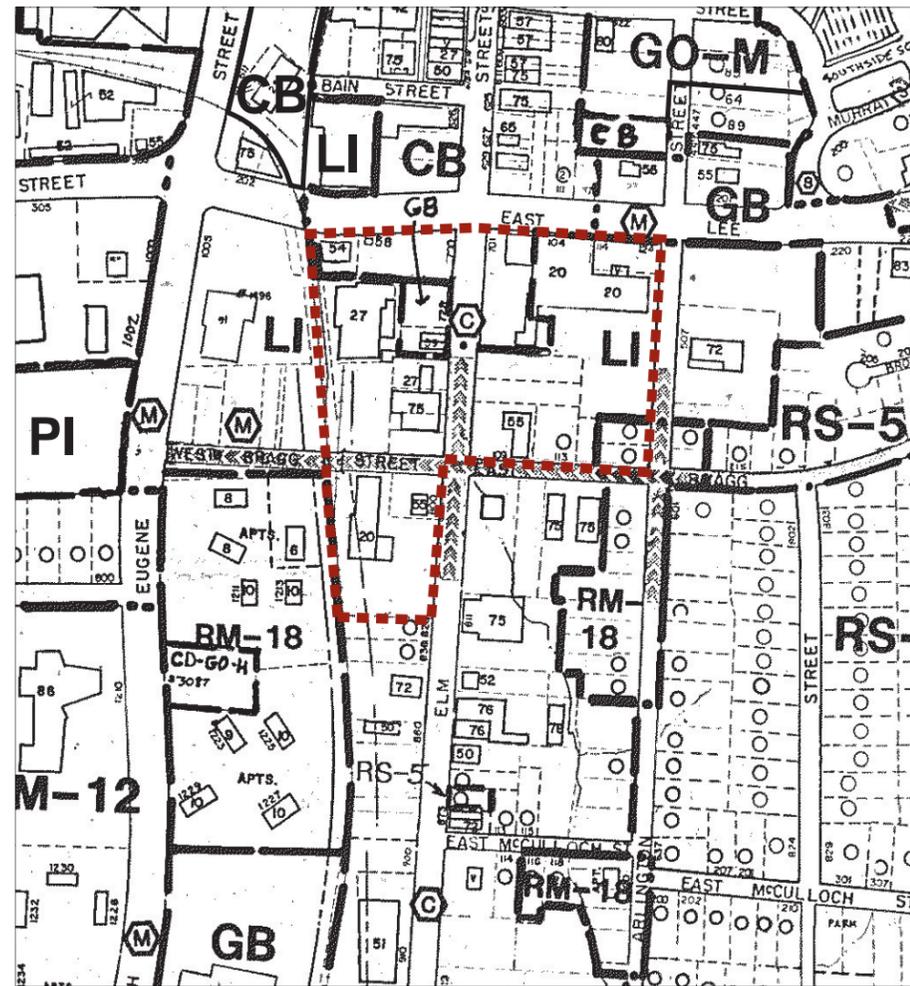
ZONING REVISIONS

As shown on the Existing and Proposed Zoning maps, all properties within the redevelopment area are proposed to be rezoned to CB—Central Business District. The CB designation encourages high-intensity, compact urban development with a wide range of uses permitted. CB districts generally exclude heavy industrial uses that could produce noxious conditions not compatible with retail, office, and residential uses.

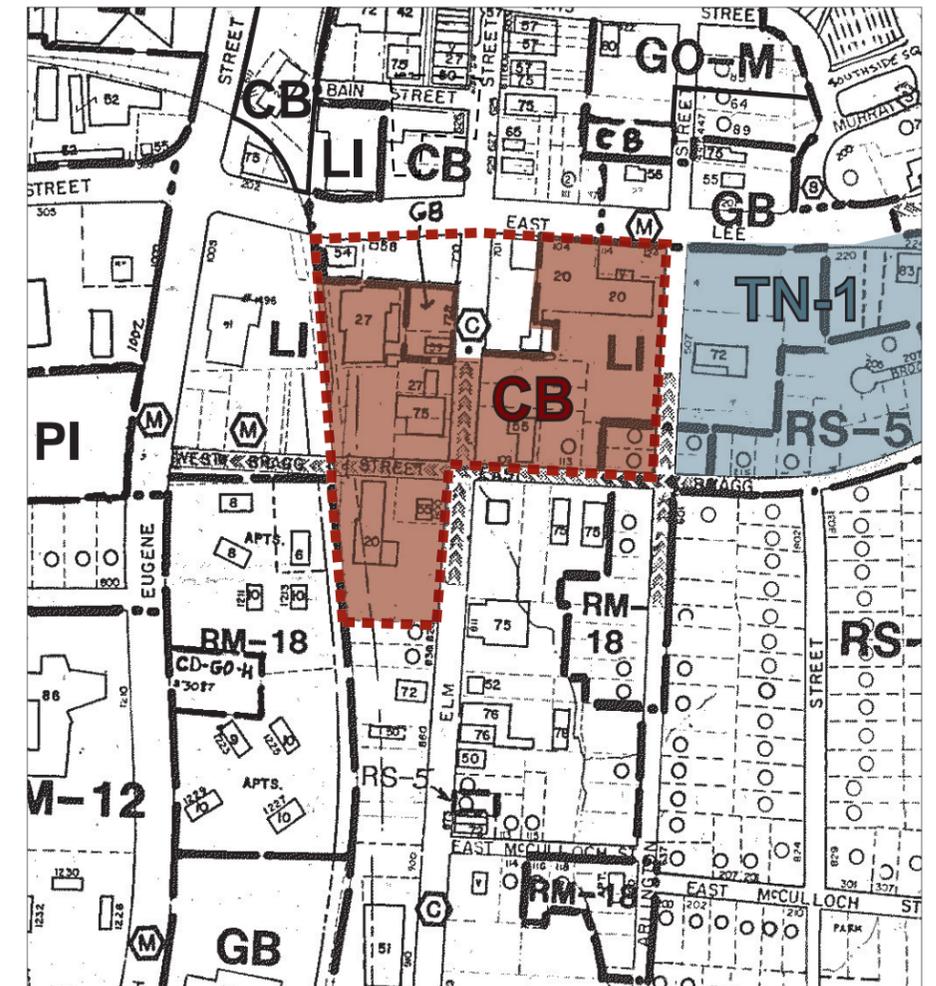
Specific controls on height, massing, and architectural character should be in conformance with this redevelopment plan and would be enforced by the Redevelopment Commission through specific provisions in development agreements. Any new zoning classifications adopted by the City that would specifically allow for mixed uses (excluding heavy industrial uses) in moderate to high densities could also be considered for this redevelopment site without the need to amend the Proposed Zoning map in this Plan.

LAND ACQUISITION

Land acquisition will be necessary to remove blighted conditions, ensure sufficient parcel sizes and configurations for new development, realize shared development resources such as parking structures, and achieve the desired density and land development patterns. All parcels within the redevelopment area as shown on the existing land use map on page 3.2 are identified for possible acquisition by the Redevelopment Commission. Once the properties are purchased, the Commission will relocate occupants and remove all structures scheduled for demolition (see map of existing land uses on page 3.2 for parcel descriptions in the redevelopment area).



EXISTING ZONING



PROPOSED ZONING

CONVERSION OF LIGHT INDUSTRIAL (LI) TO A CENTRAL BUSINESS DISTRICT ZONE (CB) AND THE RESIDENTIAL SINGLE FAMILY ZONE (RS-5) TO A TRADITIONAL NEIGHBORHOOD (TN-1).

REDEVELOPMENT PROCESS

RELOCATION PROCEDURES

All businesses and residents within the redevelopment area that are eligible for relocation will be provided with assistance in locating suitable replacement dwellings and business locations. Financial and other assistance will be provided in accordance with the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended (URA) and Section 104(d) of the Housing and Community Development Act of 1974, as amended. Relocation services will be provided by the City of Greensboro Department of Housing and Community Development staff or by contract with outside firms or organizations.

RESPONSIBLE PARTIES

The Redevelopment Commission of Greensboro is responsible for preparing and adopting the Redevelopment Plan and any amendments to the Plan, purchasing properties, and offering sites to private developers through a competitive bid process (see following pages). The City Council must approve all property sales by the Commission. The City's Department of Housing and Community Development (HCD) will provide the primary staff support for implementation activities. Upgrades to public infrastructure will be coordinated by HCD through the City's Water Resources, Transportation, and Engineering and Inspections Departments. Depending on negotiations with selected developers, some infrastructure and site preparation activities may be assigned as a responsibility of the private developer.

OWNER REDEVELOPERS

Because of the blighted conditions of the current properties and the fragmented ownership patterns, it is the intent of the Redevelopment Commission to acquire all of the properties within the redevelopment area boundary. However, if a current property owner has a large enough land holding that they could and would be interested in redeveloping the

property according to the Redevelopment Plan, then the Commission may elect to negotiate with the property owner to determine if an Owner Redeveloper Agreement can be reached. Owner Redeveloper Agreements will include, but are not limited to, the following elements:

1. Agreement to follow the development goals and objectives of the Redevelopment Plan.
2. Agreement and timeline to remove all blighted conditions on the property, including subsurface contamination.
3. Agreement to submit all building and site plans to the Redevelopment Commission for review and approval.
4. Submittal of evidentiary materials to document the sufficiency of financing to complete the proposed development project.
5. Agreement to participate in legal relationships with adjoining developers for common areas, parking facilities and owner associations.
6. Timeline for completion of all components of the development project.
7. Agreement to a sale price for the property should the owner not complete the development project and the Redevelopment Commission need to move forward with purchase of the property.

CODE ENFORCEMENT

To meet the community's goals of transforming this district in a dramatic way, the new development actions in the redevelopment area must be supported with directed code enforcement in the surrounding corridor areas. This will include partnering with social service providers and Police and Local Ordinance Enforcement staff to ameliorate any code, loitering, and crime issues as quickly and consistently as possible. Assisting the formation of a South Elm Street owners/merchants association may be an important early action step to ensure these issues are kept in the forefront.

DEVELOPER SELECTION PROCESS

To ensure a consistently high quality development project, the preferred development strategy involves the selection of a master developer to oversee the entire development process. This strategy is preferred because of the relatively small size of the site (10 acres or less) and because of the need to adhere to the parameters envisioned in the redevelopment plan. The master developer, in addition to their role overseeing and being responsible for the entire development project, may choose to also be a site developer for specific components. The master developer may solicit other component developers for specific sites and uses, such as the supermarket or residential sites. All development requirements, as outlined in the redevelopment plan, are the responsibility of the master developer through development agreements with the Redevelopment Commission. The master developer will be responsible for ensuring that all requirements are passed through to any component developers.

The solicitation and selection of the master developer will follow the requirements and procedures set out in NCGS 160A-269 for the disposition of real property. The steps in this process will be as follows:

1. Issue "Request for Qualifications" to solicit interested developers;
2. Select best qualified responding developer teams for "short list";
3. Invite short list teams to respond to a "Request for Proposals" (RFP) with a detailed submittal;
4. Select development proposals and teams for interviews;
5. Recommend preferred master development proposal and team to Redevelopment Commission;
6. Approval of master developer by Redevelopment Commission;
7. Advertise master development proposal for upset bids

REDEVELOPMENT PROCESS

8. Redevelopment Commission reviews acceptability of any upset bids received and recommends approval of master developer to City Council;
9. City Council approves master developer; and
10. Negotiation and execution of Master Development Agreement.

DEVELOPER SELECTION CRITERIA

The Redevelopment Commission will be looking for development proposals that further the goals and development objectives outlined in this Redevelopment Plan. Criteria that will be used in the review of proposals will include, but will not necessarily be limited to, the following:

- The team's experience and qualifications with similar mixed-use urban development efforts;
- The team's professional background, project responsibilities, resumes, and availability of key personnel;
- The team's understanding of this project;
- The team's ability to meet the scope of work;
- Description of the team's strategy and approach to the project, including any applicable timelines;
- Adherence to and consideration of the City's South Elm Street Redevelopment Plan for the area, including affordable housing and job-creation objectives;
- The level of creativity shown in the development proposal;
- The level of participation of minority- and women-owned development entities and contractors; and
- The ability to arrange financing and the ability to make projects successful financially for the City as well as the development entity.

THE MASTER DEVELOPMENT AGREEMENT (MDA)

The Redevelopment Commission will enter into a Master Development Agreement (MDA) with the selected developer. The MDA will govern the transfer of land, demolition of any remaining improvements not to be reused, on-site infrastructure, building and occupancy requirements, sales to component developers, and adherence to all Federal, State, and local regulations and requirements.

Once the MDA is signed, the master developer will coordinate all site planning and design processes, preparation and monitoring of site infrastructure construction contracts (including streets and parking areas/structures), solicitation and review of component developer proposals, execution of component development agreements, and monitoring of all construction activities through completion and receipt of a Certificate of Completion from the Redevelopment Commission. The Master Developer will also be responsible for following the requirements of any Brownfield Agreements in place for the property, including ensuring that required levels of remediation are achieved for each development site along with recording of all required property covenants and restrictions.

While the Master Developer process is preferred, the Redevelopment Commission reserves the right to modify this process for whatever reason it deems appropriate, to achieve the desired development objectives.

CONFORMITY TO PLAN & CONTINUING CONTROLS

The Master Developer, and all subsequent developers and owners of property purchased and sold by the Redevelopment Commission as part of this Redevelopment Plan, shall abide by the land use, development controls, and restrictions put in place to ensure conformance to the Plan, including:

- Ensuring purchased land is developed in a manner consistent with the land use and zoning recommendations in the Plan.
- Engaging in construction of agreed upon improvements in a timely manner.
- Making no changes in improvements after completion of construction that are not in conformity with this Plan without the approval of the Redevelopment Commission.
- Not assigning a contract right, resell, or otherwise transfer the land prior to completion of the improvements without the approval of the Redevelopment Commission.

Conformity to the Plan will be enforced through the provisions of the MDA and all subsequent development agreements, deeds, covenants, and restrictions.

PROCEDURE FOR CHANGES TO APPROVED PLAN

The Redevelopment Commission may modify the Redevelopment Plan at any time. In instances when the proposed modification will substantially change the Redevelopment Plan, the modification will be acted on by the Redevelopment Commission, reviewed by the Planning Board, and approved by the City Council, following the same process and time frames as for the original plan approval. If the Plan is modified after the sale or lease of property affected by the change, the modification must be consented to in writing by the owner of such property.

PROJECT FUNDING

SOURCES OF SECURED FUNDS

The following grants and loans are already secured for the process of redeveloping South Elm Street:

Environmental Protection Agency (EPA) Grant: \$200,000

HUD/BEDI Grant: \$2,000,000

CD Section 108 Loan: \$3,000,000

Community Development Block Grant: \$398,500

City of Greensboro: \$1,050,000

Funding Source	EPA Assessment Grant (Federal)	HUD BEDI Grant (Federal)	HUD Section 108 Loan (Federal)	HUD CDBG Grant ¹ (Federal)	HUD HOME Program ² (Federal)	General Fund/ Water Resources Fund (City)	Powell Bill (City)	Certificates of Participation ³ (City)	Total
<i>Acquisition</i>		800,000	1,275,000	218,000					2,293,000
<i>Relocation</i>		160,000	240,000						400,000
<i>Demolition</i>		184,000	276,000	78,000					538,000
<i>Environmental Assessment</i>	200,000	100,000							300,000
<i>Environmental Remediation</i>		280,000	600,000						880,000
<i>Infrastructure</i>									
Water Lines								100,000 ⁴	100,000
Sanitary Sewer						200,000		100,000 ⁴	300,000
Storm Sewer						100,000		100,000 ⁴	200,000
Streets & Streetscape						250,000	500,000	500,000 ⁴	1,250,000
Parking Decks								2,000,000 ⁴	2,000,000
<i>Engineering/Site Prep</i>		32,000	48,000						80,000
<i>Disposition/Property Mgmt.</i>		38,000	57,000	102,500					197,500
<i>Affordable Housing Subsidy</i>					790,000 ⁴				790,000
<i>Consultant Services</i>		140,000	360,000						500,000
<i>Project Delivery Expenses</i>		96,000	144,000					175,000 ⁴	415,000
<i>Financing Costs</i>									
Interim Loan Interest		170,000		300,000 ⁴					470,000
Issuance Cost								300,000 ⁴	300,000
TOTAL	200,000	2,000,000	3,000,000	698,500	790,000	550,000	500,000	3,275,000	11,013,500

¹ Includes \$398,500 allocated for the purchase of St. James Homes II, demolition of buildings and disposition of the property.

² 32 workforce rental units @ \$15,000 / unit subsidy and 31 workforce ownership units @ \$10,000 / unit subsidy.

³ At buildout, the project will generate approximately \$600,000 in additional city and county property tax revenues which would be used to cover Certificates of Participation issued for the project.

⁴ These funding allocations require future approvals by the Greensboro City Council.

PUBLIC FUNDING REQUIREMENTS

The Funding Source chart above summarizes Federal and City funding that has already been committed to the project, as well as additional funding that will be needed to complete the public expenditure requirements. Secured funds totaling \$6,648,500 are listed to the right of the chart. Additional funding will be needed to complete the project, and an explanation of those funding sources and how they will be used are included on the next page.

PROJECT FUNDING

HUD CDBG Grant Funds (\$300,000)
This additional CDBG funding will be used to cover the interim loan interest on the Section 108 loan.

HUD HOME Program Funds (\$790,000)

The HUD requirements regarding the provision of affordable housing units within all of the residential development components of the project make it unlikely a private developer will undertake the project without some level of public assistance. An average subsidy of \$15,000 per affordable rental housing unit and \$10,000 per affordable owner-occupied unit is projected as a reasonable subsidy level. With 63 affordable housing units projected in the development, a HOME Program funding allocation of \$790,000 is estimated to be needed.

Certificates of Participation (\$3,275,000)

The City has recently adopted Urban Development Incentive Guidelines to evaluate the public benefit of private development projects within the inner city and reinvestment corridors and areas. The South Elm Street project is an excellent example of the type of development project these guidelines are meant to encourage. At buildout, the total development value is expected to be between \$45 and \$50 million. With a current taxable value of \$1.97 million, the development project will generate approximately \$600,000 of additional City and County tax revenues per year. This annual tax increment would offset the cost of the City's issuance of \$3,525,000 of Certificates of Participation which would be used to fund street and streetscape improvements, parking structure construction, and some project delivery costs.

Land Sales (\$3,000,000)

Revenues from the sale of assembled development sites are projected to be used to pay off the \$3 million Section 108 Loan to HUD. If the revenue from land sales is less than \$3 million, other future funding

sources—such as the Community Development Block Grant Program or other City revenues—will have to make up the difference. While HUD allows the City to extend the payback of this loan up to 20 years, it is intended that revenues received from the land sales (and other sources, if necessary) will allow this loan to be retired within 3 to 5 years.

OTHER POTENTIAL SOURCES OF PRIVATE DEVELOPMENT FINANCING

Historic Rehabilitation Tax Credits

The “20% credit” historic preservation tax incentives program is jointly administered by the US Department of the Interior and the Department of the Treasury. The 20% rehabilitation tax credit applies to any project that the Secretary of the Interior designates a certified rehabilitation of a certified historic structure. The 20% credit is available for properties rehabilitated for commercial, industrial, agricultural, or rental residential purposes, but is not available for properties used exclusively as the owner's private residence. The 10% rehabilitation tax credit is available for the rehabilitation of non-historic buildings placed in service before 1936. North Carolina also authorizes a 20% credit for those taxpayers who receive the federal credit, providing investors with a combined 40% credit against eligible project costs. In addition, the state provides a 30% credit for the rehabilitation of non-income-producing historic properties, including private residences.

New Markets Tax Credits (NMTC)

The NMTC Program permits taxpayers to claim a credit against Federal income taxes for Qualified Equity Investments (QEIs) made to acquire stock or a capital interest in designated Community Development Entities (CDEs). These designated CDEs must use substantially all (defined as 85 percent) of these proceeds to make Qualified Low-Income Community

Investments (QLICs). The investor, or a subsequent purchaser, is provided with a tax credit claimed over seven years. The Community Development Financial Institutions Fund (CDFI Fund) certifies CDEs on an ongoing basis, and allocates NMTC Allocations annually to select CDEs through a competitive application process. A qualified CDE with an available allocation may invest in the Redevelopment Plan in order to lower the effective interest rate of project financing or inject equity into the project.

Economic Development and Growth Enhancement Program (EDGE)

The Federal Home Loan Bank Atlanta EDGE Program is a selective, below-market advance program available only to financial institutions that are members of FHL Bank Atlanta. EDGE provides subsidized-rate advances to Bank members to fund community economic development projects that meet the program's eligibility requirements. EDGE funds are provided as an advance (loan) to a FHL Bank Atlanta member at a subsidized rate, and the member, in turn, makes a subsidized-rate loan to the borrower. The rate and term for the loan should be based on the combination that will provide adequate cash flow to service the debt.

Home Ownership Assistance Programs

There are numerous sources of first-time homebuyer assistance—including the City's Affordable Home Loan Initiative, the NC Housing Finance Agency, and Self Help Credit Union homebuyer programs—as well as programs through many private banks and mortgage companies. These programs provide assistance directly to homebuyers, while the HOME program funding listed previously (in the Public Funding section) would provide assistance directly to developers of affordable housing.

The additional HUD CDBG, HUD HOME Program, and City of Greensboro Certificates of Participation funding described to the right require future approvals of those specific appropriations by the Greensboro City Council.

