Downtown Area Consolidated Plan

Accepted January 18, 2011

Developed through a collaboration of

GREENSBORO

COUNTY OF GUILFORD NORTH CAROLINA

ACTION GREENSBORO
building on our strengths

DOWNTOWN Greensboro INCORPORATED

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Section 1
Vision, Boundaries, Process

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Background and Purpose

Downtown Greensboro has historically and continues to be the center of the community; linking governmental, cultural, educational and economic institutions with diverse neighborhoods and significant commercial, entertainment and employment centers. Over the last 15 years, at least 11 separate plans and studies were prepared addressing various aspects and sections of Downtown. Only one of these plans, the 2002 Center City Master Plan, sought to establish an agreed upon boundary for Downtown and establish common priorities for downtown to be embraced by the broader community . The 2002 Center City Master Plan was accepted , but never formally adopted, by the City of Greensboro or Guilford County.

Authorized by the City of Greensboro and Guilford County via resolutions in February 2009, the Downtown Area Consolidated Plan is intended to provide a comprehensive framework to evaluate and build upon previously prepared downtown plans and studies ranging from neighborhood and corridor plans to market analyses and specific infrastructure plans. The Downtown Area Consolidated Plan consists of three sections outlining the process, framework and vision of the Plan; an economic strategy with key short and mid-term action items; and broader short and long-term policies and action steps. The Plan is intended to emphasize Downtown's benefit to the entire Greensboro economy and all its neighborhoods, its ability to protect and preserve the community's character and shared values and the opportunity to enhance the effectiveness of the public sector.

This Plan represents the Downtown portion and version of the City's adopted Greensboro Connections 2025 Comprehensive Plan. This is similar to the small area plans in other areas of the city, such as the Glenwood Neighborhood Plan and the High Point Road/West Lee Street Reinvestment Corridor Plan. To have ongoing influence and impact on Downtown development in the years to come, this Plan contains both short-term recommendations and longer-term policies. The City has prepared and adopted similar small area plans for other parts of the City.

Downtown Today

Downtown Greensboro has seen a resurgence in activity over the last 5-10 years with a number of large public and private investments including Center City Park, NewBridge Bank Ballpark, Center Pointe, Cityview Apartments, Elon Law School, the International Civil Rights Center and Museum, the renovated transportation Depot and numerous restaurants and entertainment venues.

As discussed in greater detail in the following *Downtown Greensboro Economic Development Strategy* (Section 2), Downtown contains tremendous value for the City, including higher assessed property values, significant existing infrastructure and the highest concentration of jobs within the city. Downtown's significant governmental and cultural institutions present additional strengths, offering common civic and cultural connections to all parts of the City and the larger region. Continued expansion in facilities and programs from nearby economic drivers such as UNCG, NC A&T and Moses Cone also support expanded interest in a vibrant and attractive Downtown.

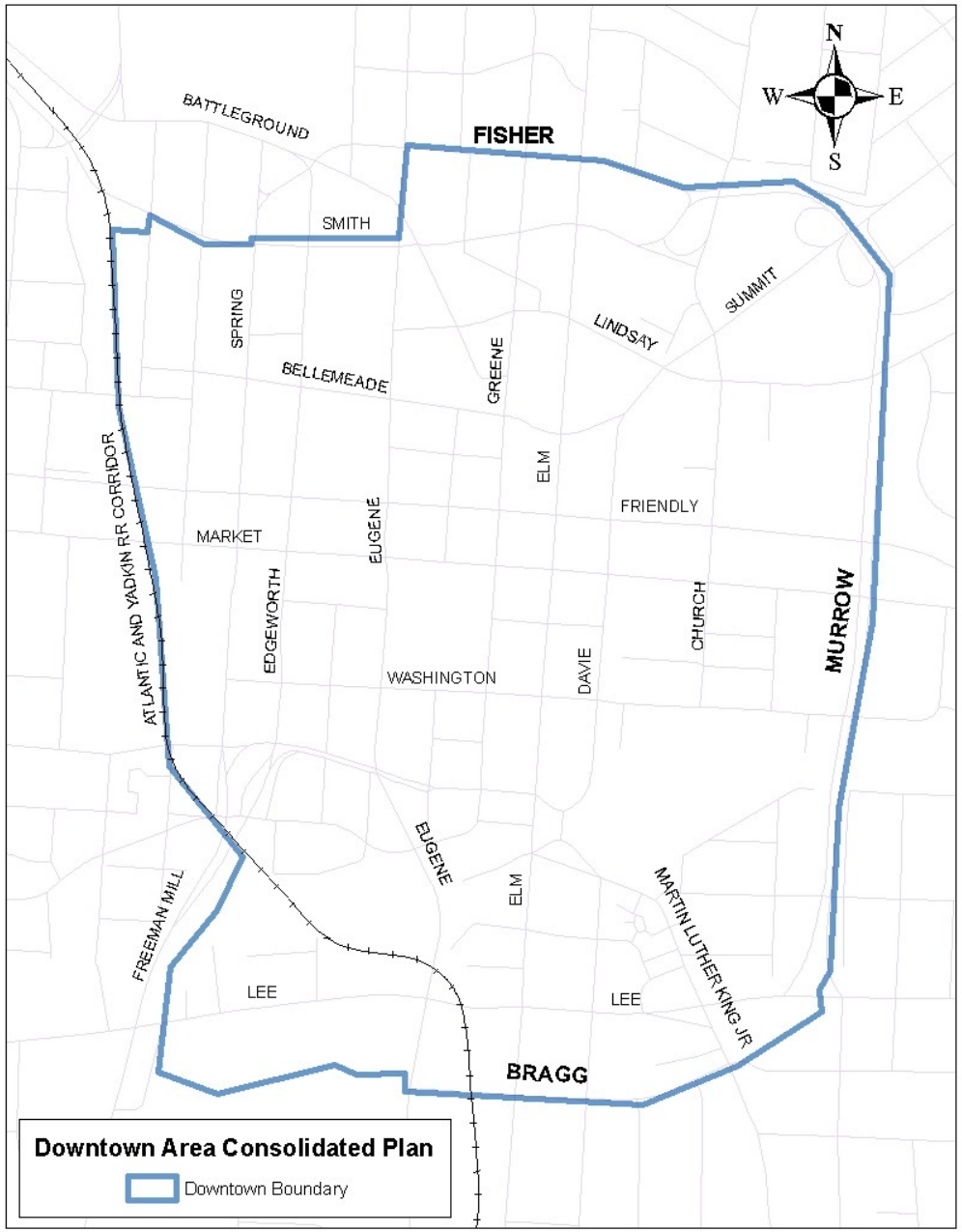
However, challenges remain in building upon past successes and expanding significant downtown investments, which have been focused primarily along the historic Elm Street Corridor. Expanding connections and removing barriers between downtown, adjacent neighborhoods and nearby economic drivers also present significant challenges and opportunities as each has not always worked together effectively with the others. The provision of appropriately scaled and designed infrastructure to encourage new public and private investments also presents unique challenges.

The need to address all of these factors calls for a coordinated plan that points to Downtown as a hub of a much larger core of activity where key public investments can help leverage a variety of private investments and provide significant benefits to Greensboro as a whole.

DACP Boundaries (Map 1)

In developing the framework and priorities for the Downtown Area Consolidated Plan a common vision and boundary for Downtown was needed to incorporate important aspects of previously adopted plans and studies while determining priorities for the future. Based on discussions with the DACP Core Team and other Downtown stakeholders it was agreed that the physical boundary of this Plan should follow the established boundary of the future Downtown Greenway (see Map 1).

This boundary provides an easily identifiable physical feature (being built using a variety of public and private funds) that creates an expanded Downtown beyond the historic emphasis along the Elm Street corridor and smaller individual sites or areas that were the focus of previous plans and studies.

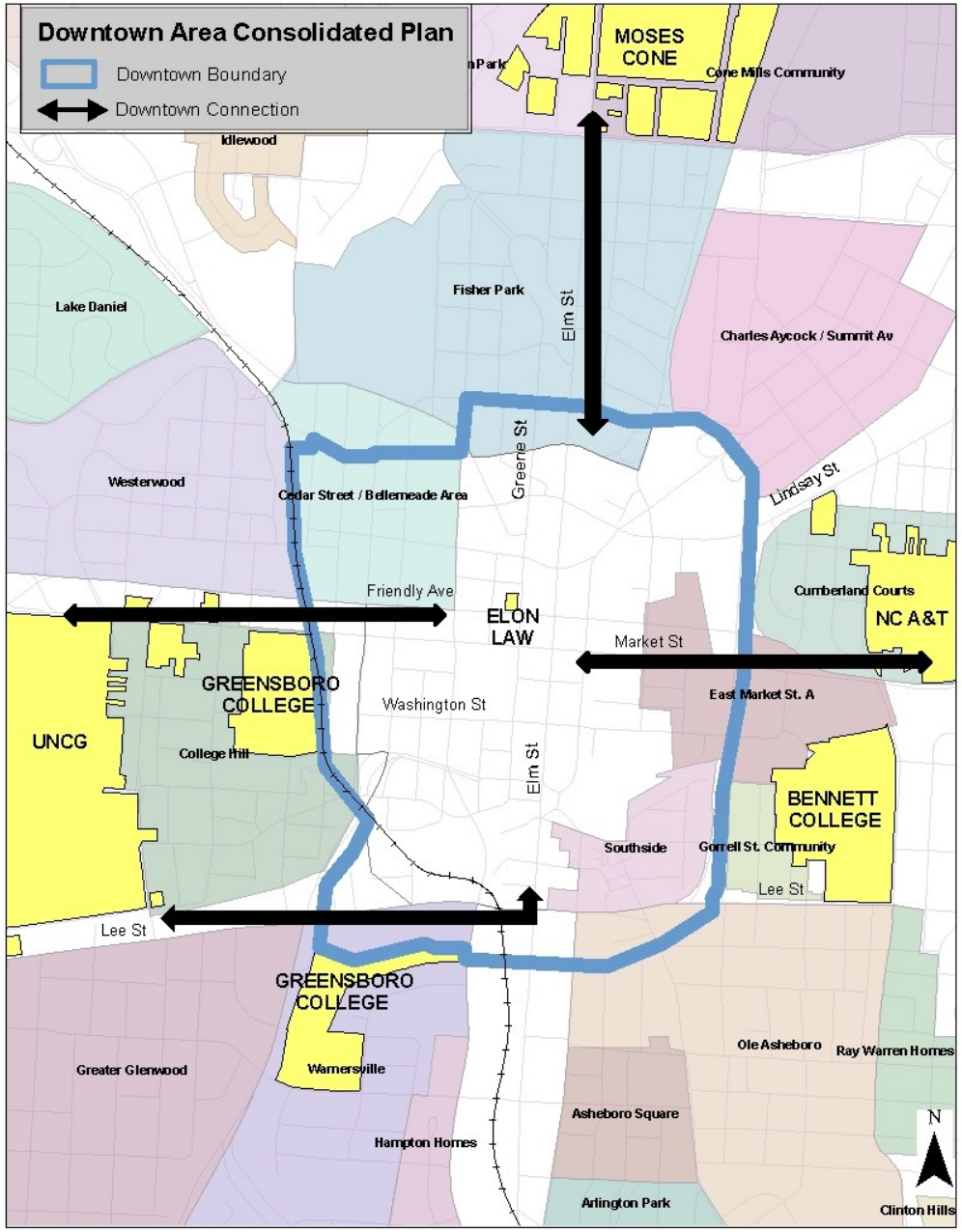


DACP Boundaries (Map 2)

Downtown Connections
Key Nearby Job/Economic Centers and Neighborhoods

As shown on Map 2, the Downtown Area Consolidated Plan's boundary is also designed to encourage more direct connections to adjacent Downtown area neighborhoods and more fully connect to nearby medical and educational employment centers and economic drivers. Map 2 also shows areas adjoining Downtown that have adopted similar small area plans.

Note: The main campuses of UNCG, NC A&T and Moses Cone Hospital are all within approximately one mile from Downtown, representing approximately 8,430 Jobs, 30,364 students and 282,300 annual visitors in addition to those of Downtown. Strengthening linkages and interaction between these areas and Downtown would support enhanced activity levels and investment both in and around Downtown.



DACP Vision

In determining a vision for Downtown, stakeholders initially identified concerns that greater emphasis was needed on expanded public investments and evaluating Downtown related programs and processes to encourage high quality private investment, while ensuring an appropriate return on these investments to the public sector. Additionally, an expanded perspective of Downtown was needed to better connect adjacent neighborhoods and nearby employment and economic centers. Stakeholders also felt expanded efforts were needed to foster successful longer term public-private partnerships linked to Downtown.

Based on these priorities a vision for downtown was created and approved by the DACP Core Team on October 13, 2009.

"In the end we want one vision and one action plan for a *vibrant, accessible, safe and diverse* downtown.

This is a plan that will be adopted and executed by the City of Greensboro and Guilford County, and led by the public sector to:

1) Outline strategies for public investment to create an inviting environment for quality private investment,
2) Address strategies to connect Downtown with adjacent neighborhoods, employment centers and higher education institutions,
3) Prioritize long term, viable Downtown development opportunities (public, private and partnerships), and
4) Clearly define the very best process to achieve this."

This vision will be used on an ongoing basis to evaluate the effectiveness of the Downtown Area Consolidated Plan and is directly reflected in the three major goals and six key priority projects identified in the *Greensboro Downtown Economic Development Strategy* in Section 2 and the policies and action steps outlined in Section 3 .

Public Process for Downtown Area Consolidated Plan

- The Downtown Area Consolidated Plan was developed over approximately a two year period beginning with the adoption of resolutions by the City of Greensboro and Guilford County in February, 2009 in support of a "Downtown Greensboro coordinated plan and implementation schedule." These resolutions supported a partnership between the City of Greensboro, Guilford County, Downtown Greensboro, Inc. and Action Greensboro to facilitate the development of this Plan.

- An expanded public engagement process officially kicked off on October 27, 2009 with a community meeting evaluating previous planning efforts in Downtown and discussion on priority projects remaining from these previously approved efforts. In conjunction with this initial kickoff, a Core Team and Advisory Team were formed from Downtown stakeholder to provide direct project oversight and insight on specific goals and priorities. Additionally project consultants HR&A Advisors, Inc. and Moser Mayer Phoenix Associates, PA, were contracted, using private contributions, to evaluate previous Downtown-related planning efforts and identify key projects and strategies based on agreed upon goals to link key public investments with expanded high quality private investment in Downtown.

- In addition to the Core and Advisory Teams, numerous stakeholder and one-on-one conversations were held over a number of months to examine major concerns and opportunities for Downtown, both those related to previous planning efforts and items not addressed previously. An all-day storefront workshop, with approximately 50 participants, was held on May 18, 2010 to review initial conclusions and recommendations for Downtown priorities. The full *Downtown Greensboro Economic Development Strategy,* outlining six key priority near-term projects for Downtown based on three major goals, was reviewed collectively by the Core and Advisory Teams and other downtown stakeholders on September 28, 2010. This associated *Downtown Vision, Policies, Connections* document was prepared to ensure the full Plan is in conformance with the City's *Connections 2025* Comprehensive Plan and provide additional policy guidance typical of other adopted plans. The *Downtown Vision, Policies, Connections* document was presented to the Greensboro Planning Board on November 17, 2010 and was unanimously recommended for approval. The full Downtown Area Consolidated Plan (encompassing both documents) was presented to and accepted by the Greensboro City Council on January 18, 2011.

Section 2
Downtown Economic Development Strategy

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Greensboro Downtown Economic Development Strategy

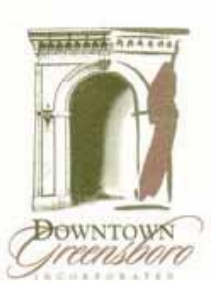
Briefing Book| August 2010

HR&A Analyze. Advise. Act.

MOSER MAYER PHOENIX ASSOCIATES, PA

Purpose: provide an implementation strategy for priority investments identified by previous planning efforts.

Project sponsors & leadership:



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Acknowledgements

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Executive Summary

WHY INVEST IN DOWNTOWN?

Downtown defines a city's "brand," which is central to its economic development. Downtown Greensboro hosts a greater number of businesses and jobs than other local business centers. Investing in downtown maximizes the public's return due to higher property assessments and the ability to leverage existing infrastructure. However, carefully targeted public assistance is needed to help downtown realize its full value and compete with peers.

PRIORITIZING INVESTMENTS

HR&A and MMPA reviewed 11 plans produced for downtown since 1995 and identified 100+ projects. From these, **six priority investments** were selected based on goals developed collaboratively with stakeholder groups:

1. Generating **returns** to the public sector, including sales & property taxes
2. Attracting providers of high-quality **jobs**
3. Strengthening Greensboro's **brand**

PHYSICAL APPROACH

The Economic Development Strategy builds upon the concept of **key corridors and connective sites** established in Cooper Carry's 2002 Master Plan. In Section V, the team has identified soft sites with the greatest potential to contribute to this vision.

SIX PRIORITY PROJECTS

1. ***Complete the Downtown Greenway.***

   Voters approved $7 million for a Downtown Greenway. City Council should authorize construction of the first phase and adopt a Downtown Greenway Design Overlay to guide adjacent developments.

2. ***Encourage connectivity through a comprehensive streetscaping program.***

   Streetscaping is a critical component of a successful downtown, and should be seen as an ongoing commitment. The City should establish a comprehensive streetscape plan, and finance it through regular bond issuances.

3. ***Incentivize quality new mixed-use development.***

   Despite strong demand for housing downtown, high land costs and small lot sizes create barriers to infill development. The public sector should utilize tools such as land, parking, and site cleanup to support projects that promote residential and mixed-use development.

4. ***Activate downtown's unique historic building stock.***

   Market rents for retail and residential uses cannot justify investment in rehabilitating older buildings. The City and downtown non-profits should provide financial incentives and technical assistance for both building owners and new retail tenants.

5. ***Create a signature Performing Arts Center.***

   PACs generate benefits for the public and private sectors. A volunteer committee should champion the project, lead fundraising and design efforts, and develop a financially sustainable structure for operations.

6. ***Support a knowledge community by incentivizing colleges and universities to locate programs and facilities downtown.***

   An increased presence of Colleges and Universities downtown would help brand Greensboro and drive economic development, while also addressing institutional space needs and marketing goals. However, multi-sector advocacy and support will be needed to build consensus and make a downtown project financially feasible.

section 1

Investing in **downtown** is critical to the economy of the City and metropolitan region.

Downtown defines a city's "**brand**," which is central to its economic development.

A city's brand, when successfully established, reflects its strengths. Effective branding is increasingly central to economic development efforts, and downtown is where outsiders look to determine what a city is "about." An effective brand attracts "creative class" individuals and businesses, particularly a younger workforce. The quality of the labor pool is usually the most important factor influencing business attraction.

> "Greensboro's wonderful downtown and its quality of life play a central role in attracting businesses to the region."
>
> *Dan Lynch, Greensboro Economic Development Alliance*

Successful civic brands build on strength.

ASHEVILLE any way you like it®

Strength Local crafts, music and performance

Brand Consistently ranked as a top place to live, a destination for art, and a progressive city, Asheville celebrates its live music, arts and crafts with thriving local music clubs and popular annual festivals. The City also provides business support assistance to local arts and crafts start-ups. Rolling Stone called Asheville the "new freak capital of the U.S."

Success A top world tourist destination, Frommer's 2007

University District Spokane Washington

Strength 5 higher education institutions, strong healthcare sector

Brand With an economy historically based in natural resources, Spokane has successfully diversified to encompass other industries, including the high-tech and biotech sectors. Much of this growth has been built on its 5 higher education institutions. A *Higher Education Leadership Group* provides a regional approach, curriculum linked with business clusters, and town-gown planning coordination. Spokane's *Riverpoint Campus*, which houses facilities of four of the institutions, provides a presence close to downtown, just across the Spokane River.

Success Forbes rated Spokane as 9th best metro area in U.S. for doing business

As in many cities, Greensboro's downtown is a center of high-value **commerce** and **jobs**.

Downtown Greensboro is a stronghold of the city economy, with a **greater number of businesses and jobs** than other local business centers. Downtown also provides **higher-quality jobs** than the city as a whole, with an average salary of $31,000, 24% higher than the Greensboro average.[1]

However, downtown's preeminent position is being challenged by outlying activity centers that enjoy access and mobility advantages and lower development costs. Greensboro is the 8th most decentralized small employment center out of 53 U.S cities. While maintaining 21% of its jobs within 3 miles of downtown –average when compared to the nation's 98 largest metro areas - 40% of Greensboro's jobs are more than 10 miles from downtown, compared to 35% nationally.[2]

1. Claritas, 2009 data.
2. Elizabeth Kneebone, *Job Sprawl Revisited: The Changing Demography of Metropolitan Employment.* Metropolitan Policy Program at Brookings, April 2009.

Business Centers, 2009 *1 mile radius*

STDB Online, 2009, American Community Survey, U.S. Census, 2009, Claritas, 2009.
Note there may be some overlap between radius around business centers.

Downtown maximizes the public's **return on investment;** it contains Greensboro's greatest concentration of value.

The greatest concentration of value exists downtown, reflected in high tax base and existing infrastructure investment.

Investment in downtown **maximizes the public's return on investment**, and spending downtown generates far higher returns to the public sector than in suburban areas, given higher property assessments. Public economic development efforts seek to site projects where benefit will be maximized, typically where a single project may catalyze development of other sites. Due to its density and activity, areas in or directly adjacent to downtowns hold some of the greatest potential for this cross-pollination.

Average Assessed Value Per Acre, 2010

Guilford County	$	87,948
City of Greensboro	$	235,912
Downtown	**$**	**704,396**

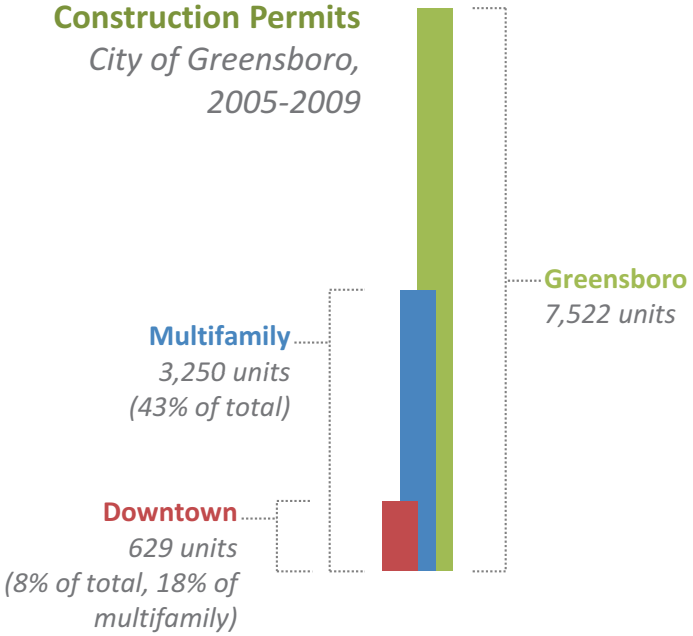
HR&A analysis of County real property tax data

Downtown also includes the city's greatest investment in infrastructure, which means **lower incremental costs to the public sector for new development**. Development in greenfield sites can require costly expansion of water, sewer, roads and utilities. In the past, the City and County paid a considerable percentage of the cost of the oversizing of utility lines, typically funded through general obligations bonds. The costs are borne by Greensboro and Guilford County taxpayers.

Despite being less than 1% of total city land mass, **downtown Greensboro accounted for 18% of all new multifamily units** and 8% of overall new residential units in the city between 2005 and 2009, suggesting that Greensboro has reaped some of the benefits of desirable infill development.

HR&A analysis of County residential construction permits.

Residential New Construction Permits
City of Greensboro, 2005-2009



A successful downtown requires **carefully targeted public assistance** in order to compete effectively with regional and national competitors.

If downtown is to continue to support Greensboro's brand, innovation and tax base, it will continue to need support from the City and County. Examining major capital expenditures between 2005 and 2011, the City of Greensboro has recognized the importance of downtown and provided significant funding to support it. Spending for downtown exceeds spending in other areas when considered per acre and per dollar of total assessed value. Nonetheless, the City has not always provided financial support to critical downtown projects; NewBridge Bank Ballpark, Center City Park, and Elon Law School were only made possible due to private foundation support. We encourage the City to continue to support downtown and become an active participant in all significant catalytic projects.

Major City Capital Expenditures, 2005-2011

DOWNTOWN

Project	*City Funding (millions)*
Depot Multi-Modal Transportation Terminal (last phase)	$ 1.5
Historical Museum Renovations	$ 4.4
Greene Street Streetscape Improvements	$ 3.1
S. Elm St Redevelopment Expenditures*	$ 5.0
Center Pointe	$ 1.0
Downtown Total	$ 15.0

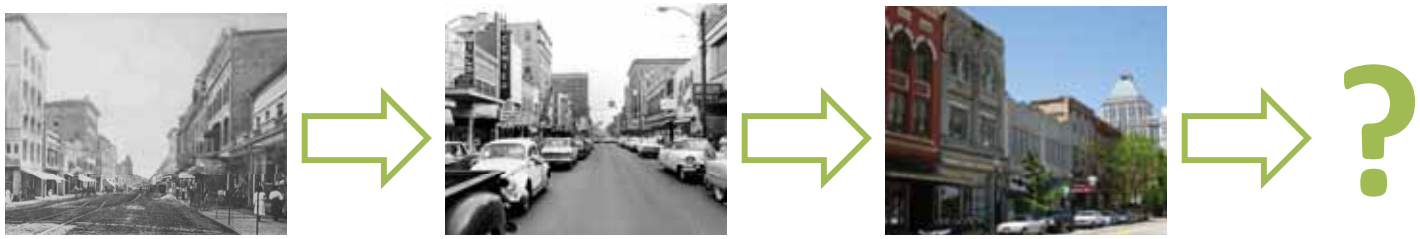
** Mostly federal funds*

TOTAL CITYWIDE EXPENDITURES, 2005-2011 **$444.0**

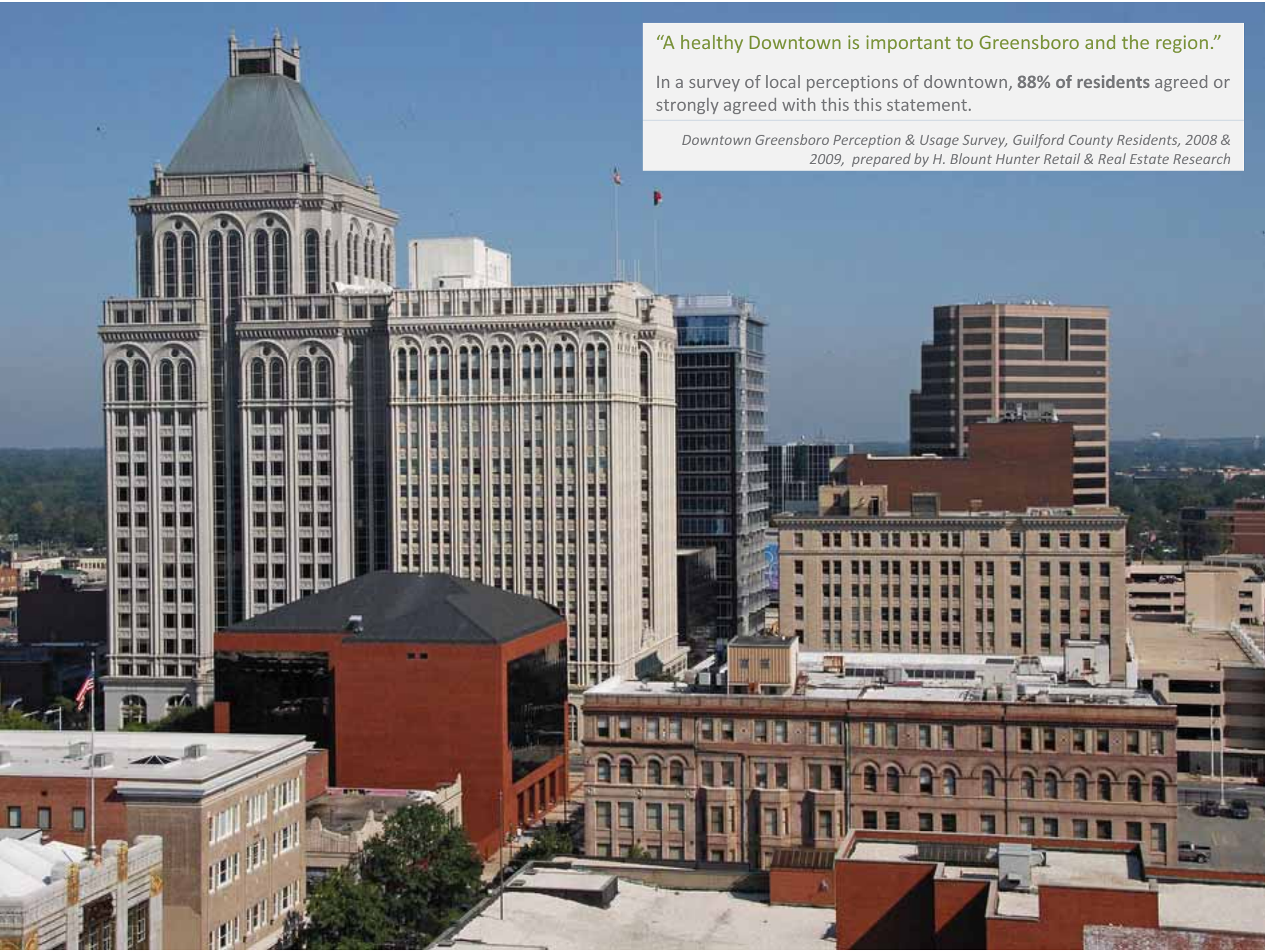
OTHER AREAS

Project	*City Funding (millions)*
Barber & Gateway Parks (partial)	$ 10.0
Greensboro Aquatic Center (complete, 2011)	$ 19.0
3 New Fire Stations (annexation areas)	$ 13.0
Lake Townsend Dam Replacement (underway)	$ 40.0
Randleman Dam Water Feeder Line	$ 10.0
Water Plant Updates (complete, 2011)	$ 13.0
Wastewater Plant Pump & Trunk Lines (No. Buffalo)	$ 38.0
Wastewater Plant Upgrade (Osborne)	$ 20.0
Road Widening (Friendly, Hornaday, Creek Ridge)	$ 14.0

Greensboro should continue to invest in downtown development ***now*** so that it emerges from the recession stronger than its peers.



Early 1900s *1965* *Today* *Tomorrow*



"A healthy Downtown is important to Greensboro and the region."

In a survey of local perceptions of downtown, **88% of residents** agreed or strongly agreed with this this statement.

Downtown Greensboro Perception & Usage Survey, Guilford County Residents, 2008 & 2009, prepared by H. Blount Hunter Retail & Real Estate Research

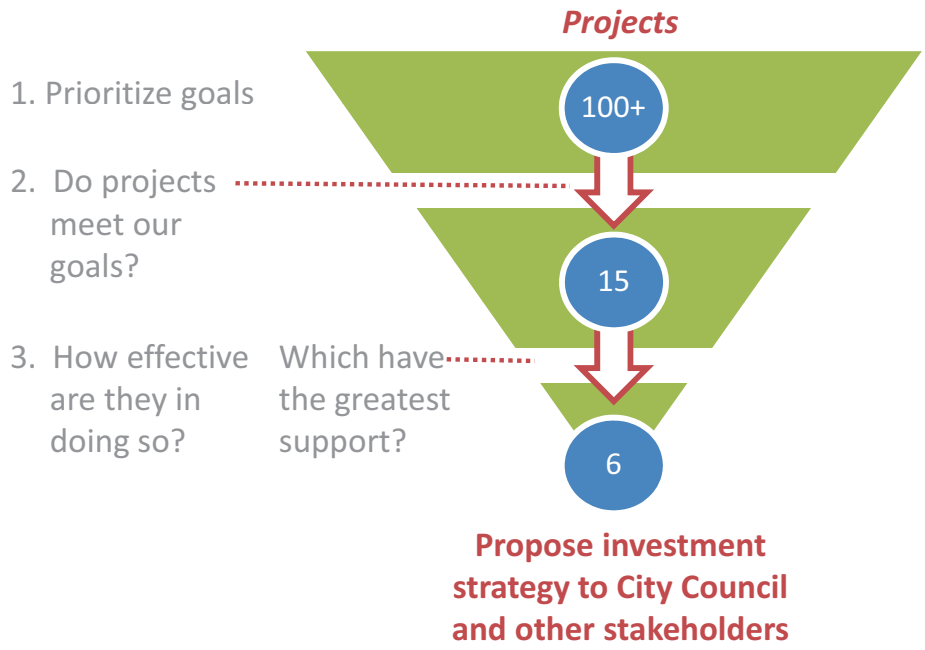
section 2

Our process fused **outreach** & **analysis** to identify 6 priority investments in downtown.

To **establish priorities**, we reviewed all major plans since 1995, conducted stakeholder outreach, & analyzed the economics of potential projects.

1. **Goal prioritization.** Downtown Greensboro, Inc. (DGI) organized a community meeting in October 2009 to begin to engage stakeholders in establishing priorities for Greensboro's future. HR&A and MMPA were hired to further this effort, and began by meeting with a project committee and advisory group set up by DGI, Action Greensboro and the City and County. Meeting participants prioritized a set of key goals for downtown, including high-quality jobs, improving downtown as a destination for activity, and supporting the whole of downtown – core and perimeter.

2. **Plan review.** HR&A and MMPA reviewed 11 plans produced for downtown since 1995, as well as other working group notes, and identified 100+ projects. We catalogued 15 specific projects that met the goals established by the core and advisory teams. These 15 are profiled in *Appendix A* of this report.



Plans Reviewed

Southside Area Development Plan	1995	South Elm Redevelopment Plan	2006
East Market Street Corridor Plan	1998	Church Street Investment Strategy	2008
Greensboro Center City Plan	2002	Establishing a Retail Strategy for Downtown Greensboro	2008
Concert Hall Planning Study	2003	High Point Rd./ West Lee St. Corridor Plan	2008
Downtown Multifamily Housing Analysis	2003	Downtown Streetscape Plan	2009
Cedar St./Bellemeade Area Strategic Plan	2005		

** Other initiatives and group discussion notes also reviewed*

3. **Stakeholder outreach and analysis.** The project team conducted 8 focus groups in early April 2010 and met with a wide variety of local elected officials , institutions, foundations and businesses. We solicited input on which of the 15 short-listed projects were priorities, focusing on their feasibility and relative positive economic impact for Greensboro. With the support of DGI, the City and County, HR&A undertook analysis of Greensboro's economy and real estate markets, and utilized experience of best practices to identify 6 projects with the greatest potential to align with Greensboro's strengths to promote economic development and community vision.

Stakeholders developed the following core goals for prioritizing downtown investment:

1. Generate **returns** to the public sector, including sales & property taxes

   Projects should create direct or indirect benefits that translate to enhanced public sector revenues.

2. Attract providers of high-quality **jobs**

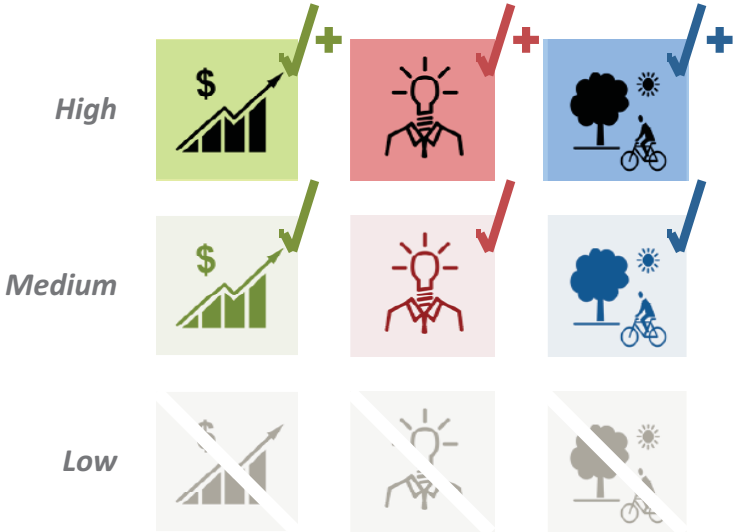
   Projects should create a downtown that is attractive to a creative class of workers and employers, and that supports entrepreneurship.

3. Strengthen Greensboro's **brand**

   Projects should improve perceptions of Greensboro as a pleasurable place to visit, work, live or invest, including bolstering the arts, entertainment, culture, and overall quality of life.

Key

We evaluate each priority projects' ability to meet these core goals.



ONE WAY
F. W. WOOLWORTH CO.
GRAND OPENING
INTERNATIONAL CIVIL RIGHTS
CENTER & MUSEUM
FREEDOM

As Greensboro considers investing in downtown, we recommend a focus on **specific anchors** & nodes of **connectivity**.

Focus on key **corridors** and **connective** sites.

Cooper Carry's 2002 master plan advocated for two main corridors of activity anchored by nodes of strength, identifying key vacant sites for signature developments in four downtown "neighborhoods."

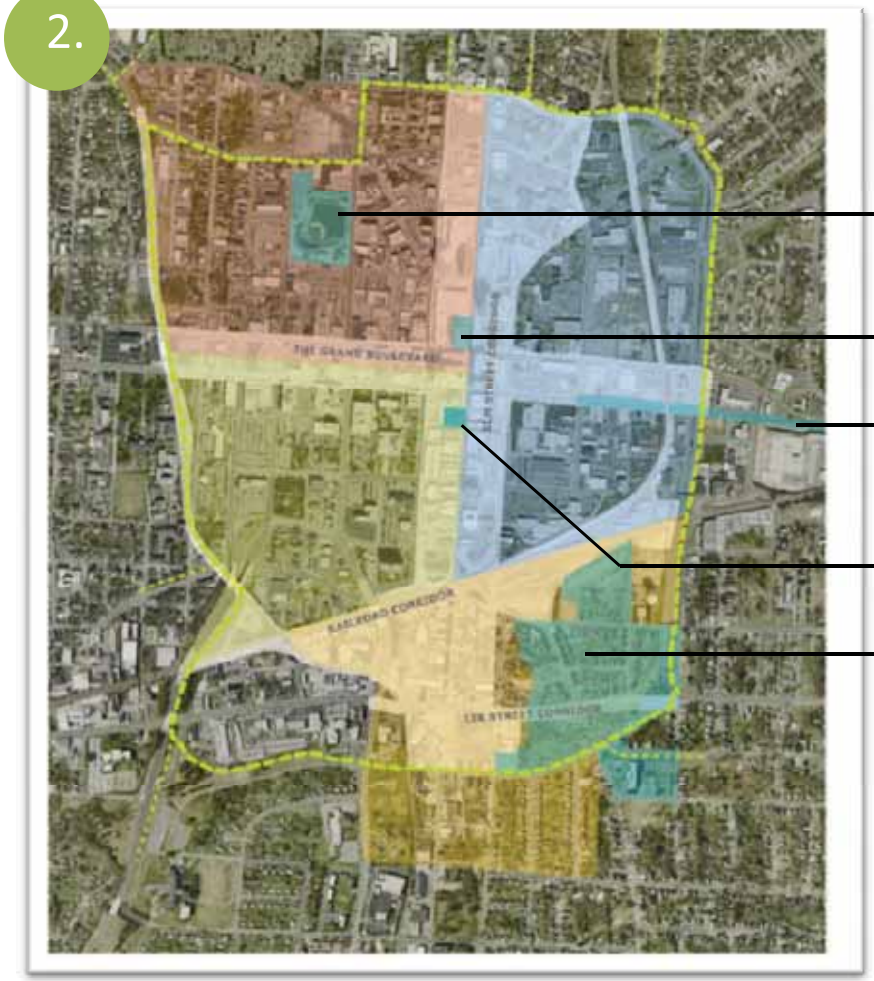
A number of these priority projects have been completed since the 2002 master plan.

1.

LEGEND:

- Downtown Greenway / Study Area
- Bellemeade
- Church Street
- Morehead
- Southside

2.

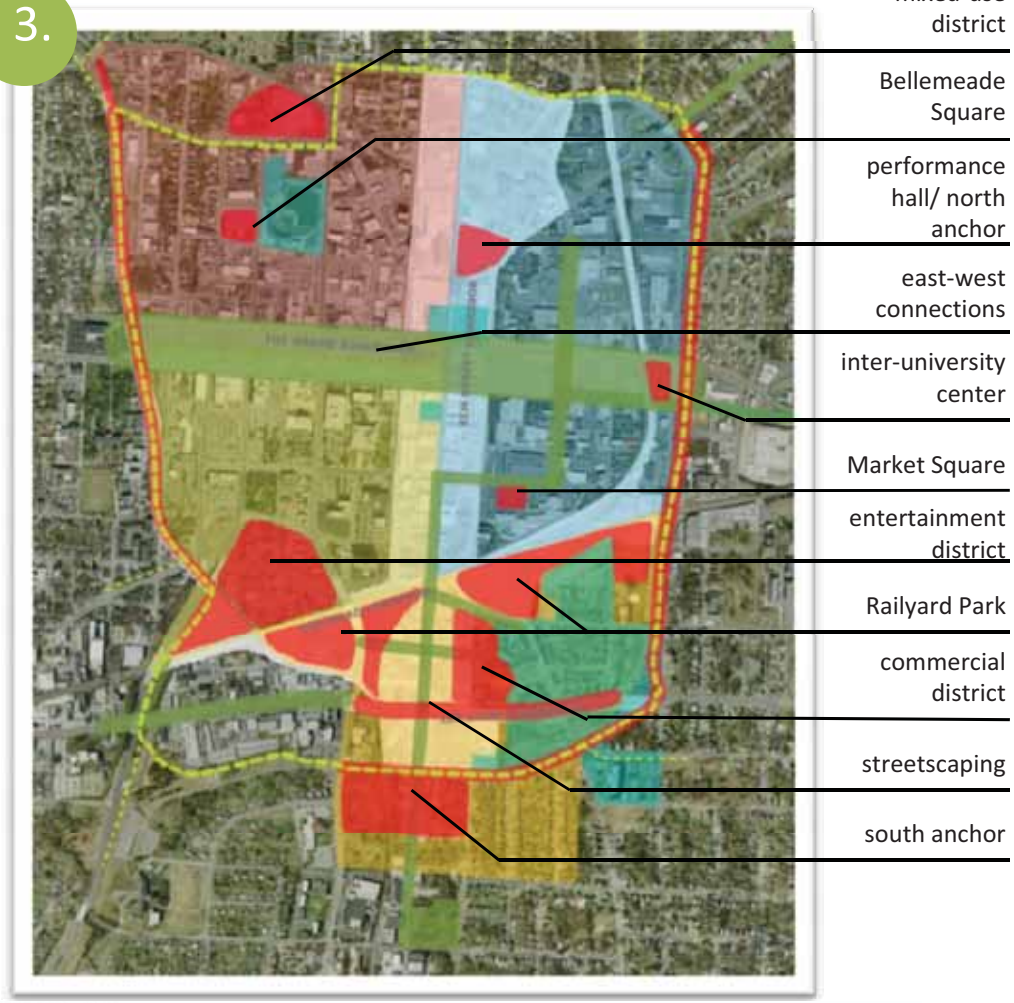


LEGEND:

- Downtown Greenway / Study Area
- Completed Projects

Nonetheless, a significant number of key downtown corridors and connective sites identified by Cooper Carry[1] have yet to improved.

3.



LEGEND:

- Downtown Greenway / Study Area
- Completed Projects
- Streetscaping Projects
- Missing Connections

Greensboro should prioritize:

- **Establishment of strong north-south anchors.** While Greensboro has developed a strong north-south axis with Elm Street, it lacks the important north-south anchors described in the Cooper Carry plan. Greensboro should continue to focus on the South Elm development site at Lee Street and also identify a northern counterpart site to strengthen the street.

- **Strengthening of east-west connections.** The north-south Elm Street axis is strong, and the Greenway shows much promise in strengthening the perimeter of downtown, but east-west connections remain weak. Greensboro has recognized the importance of connectivity through its efforts to improve the East Market Street and West Lee Street/ High Point Road corridors, but connections remain to be made to the core of downtown.

Downtown Area Consolidated Plan

Updating the master plan for Downtown

Currently under development, the City of Greensboro Planning Department's *Downtown Area Consolidated Plan* will provide an organizing framework for many of the ideas presented in this document, as well as a host of others including land use and infrastructure. These efforts are meant to support one another to increase the vitality, economic activity and quality of life in downtown Greensboro. The executive summary of the *Downtown Area Consolidated Plan* will be included as an appendix to this document.

1. Note that the recommendations identified in the maps above reflect Cooper Carry's 2002 Master Plan. These may or may not be the best locations and uses given new developments over the past decade as well as current economic conditions.

section 4

We recommend **6 priority** downtown projects.

We recommend that the City and County focus on **six priority downtown projects** that have the ability to catalyze economic development.

We recommend a set of projects that strike a balance by:

- demonstrating to the public and sources of funding that projects can realistically be initiated and completed,
- employing low-cost tools for near-term results, and
- taking first steps toward long-term projects of aspiration.

Pedestrian Infrastructure

1. Complete the **Downtown Greenway**.
2. Encourage connectivity through a comprehensive downtown **streetscaping program**.

Near-Term, Low-Cost Projects

2. Incentivize quality **mixed-use development** to bring increased activity to downtown.
3. Strengthen downtown's core by fully **activating its unique, historic building stock** as a live-play community.

Longer-Term Projects

5. Create a signature **arts and culture destination** to anchor existing strengths, increase visitation, and bolster downtown's brand.
6. Develop **shared college/university facilities** that will bring the knowledge community downtown and encourage collaborations among institutions.

1.Complete the **Downtown Greenway.**

Complete the **Downtown Greenway**.

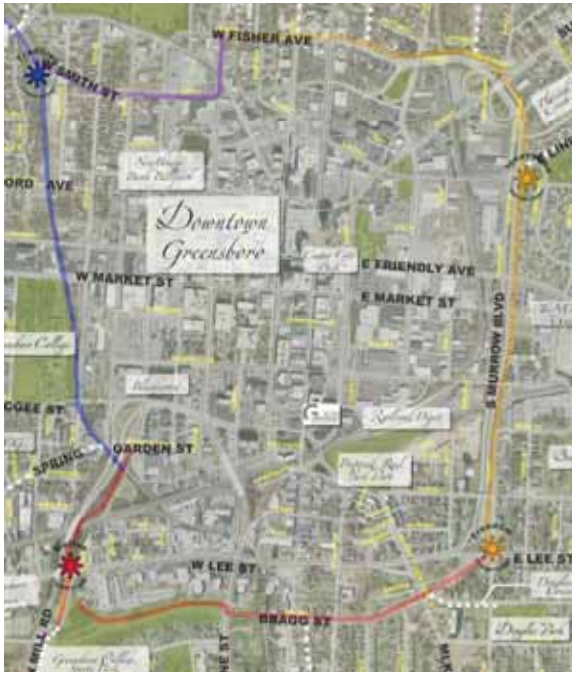
CONTEXT

In 2006, the City adopted the **Greensboro Urban Area Bicycle, Pedestrian & Greenway Master Plan** developed by City staff and funded by the Moses Cone Wesley Long Community Health Foundation. The Downtown Greenway was proposed as the hub of the trails plan.

In 2007, the Greensboro Bicentennial Commission, which was appointed by City Council, adopted the Downtown Greenway as the **signature project for the Bicentennial commemoration**.

In 2008, voters approved $7 million in bonds for the design and development of the Downtown Greenway. This helped secure $4.5 million in private funds, in addition to the $1 million already raised from the private sector. In 2009, Senator Kay Hagan secured a $487,000 federal transportation grant. In 2010 the City of Greensboro authorized spending of $1.5 million of the previously approved bond.

Additional State and Federal funding sources are available, which the City and Greenway supporters are pursuing.



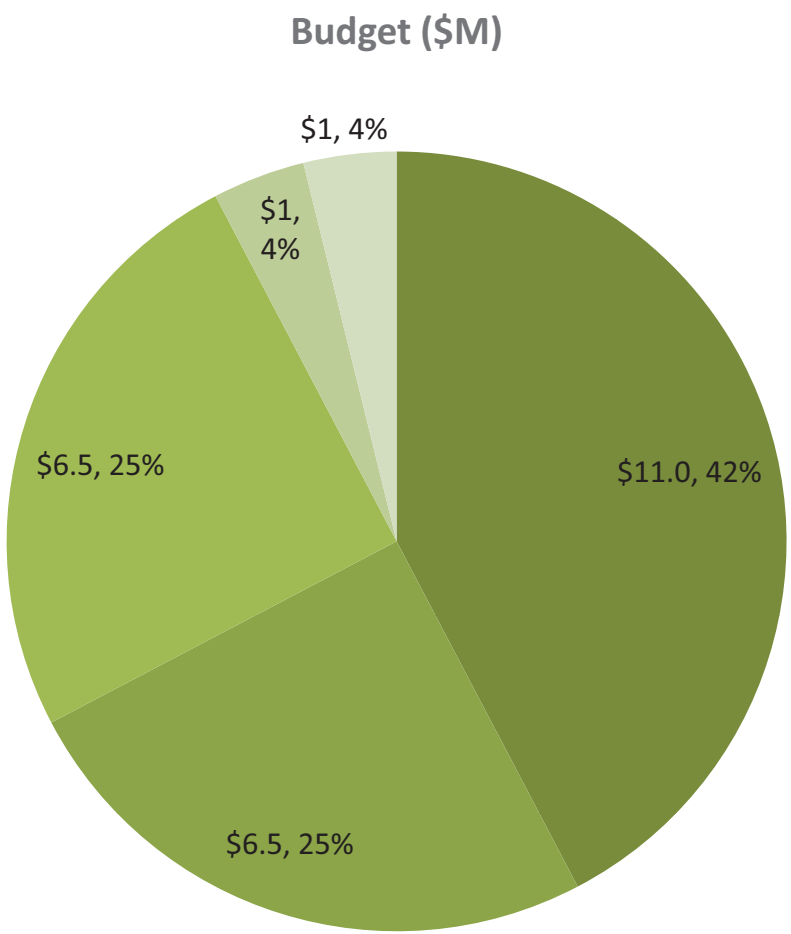
RECOMMENDATIONS & NEXT STEPS

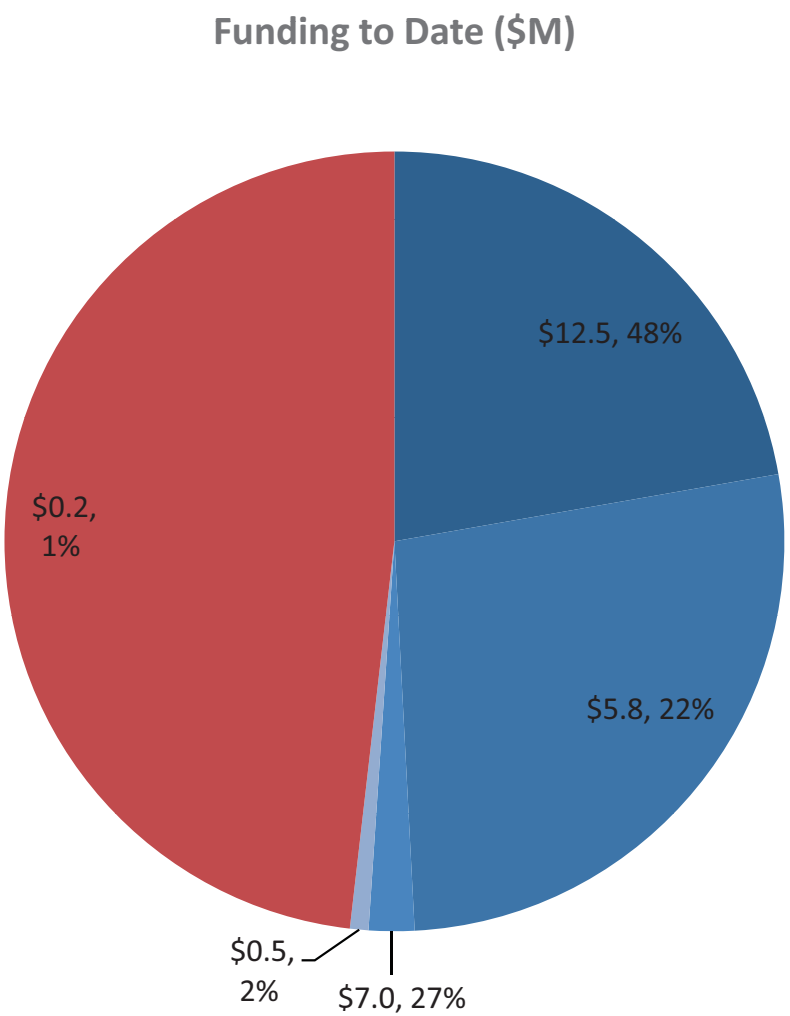
The City should prioritize the completion of Phase 1 of the Downtown Greenway and design for the remainder of the trail, including authorizing the spending of voter-approved funds as needed.

Pursue new funding opportunities at the State and Federal levels, utilizing City and private funding as a means to express Greensboro's commitment to the project.

The City should adopt a Downtown Greenway Design Overlay and associated benefits to incentivize Greenway-friendly design for adjacent developments.

COST





- Street, Walkway and Stream Improvements
- Greenway and Site Furnishings
- Parks, Plazas and Public Art
- Admin, Education & Communications
- Endowment

- Action Greensboro Foundations
- 2008 City of Greensboro Street Improvement Bonds
- Federal Transpotation Funds
- Grants & Donations
- Remaining Funds Needed

BENEFIT

Trails and greenways have a well-established record of positively influencing community and economic development. J. Crompton reviewed 25 studies examining the economic benefits of parks and open space. Twenty of the 25 concluded that open space contributed to increasing property values; in the remaining 5, evidence was inconclusive. Park land and open space is likely to have a substantial impact on **property values** within 500 feet, extending to 2,000 feet for community parks.[1] Studies in Colorado and Ohio found that properties adjacent to a local greenway and trail were valued 22 percent and 12 percent higher, respectively, than properties farther away from those trails.

Several North Carolina cities have seen economic growth for their greenway investment. An economic impact study of Charlotte's Carolina Thread Trail, conducted in 2007, projected housing value increases of 4% across 305,000 housing units, translating to an increase of $17M in annual tax revenues, as well as additional tourism, spending and construction impacts.[2] The study concluded that each $1 spent on trail development will produce an additional $10 in economic impact.

In addition to property values, Greenways also increase real estate absorption rates. In Apex, NC, the Shepherd's Vineyard housing development added $5,000 to the price of 40 homes adjacent to the regional greenway, and these homes were the first to sell.[3] Trails in downtown Winter Garden, Fla., and Dunedin, Fla., are credited with helping drive up occupancy rates and revitalize the downtown areas.

Increased use and activity also has economic value. Multiple studies illustrate the benefits of recreational resources by assessing the monetary value of open space to local residents[4], as well as valuing the travel and time costs associated with park recreation, essentially valuing park usage.[5] Furthermore, enhanced visitation can generate additional economic activity; Leadville, CO witnessed a 19% increase in sales tax revenues following the opening of its Mineral Bell Trail.[6]

In addition to its economic benefits, there are other reasons to build the Greenway. It will be a powerful way to differentiate Greensboro, and provide a great amenity for residents, downtown workers and visitors to exercise and play. Given the experience of other communities with trails and greenways, it seems likely that the Downtown Greenway will also increase property values, be a draw for businesses and residents to downtown Greensboro, and potentially boost retail sales.

Please see page 30 for analysis of the potential *economic benefits* of a Downtown Greenway and comprehensive streetscaping program.

1. *Crompton J. "The Impact of Parks on Property Values." Parks & Recreation, 36(1): 62, January 2001.*
2. *Econsult Corp., "The Potential Economic Impacts of the Proposed Carolina Thread Trail," Final Report, March 2007.*
3. *Arapahoe County, Colorado. "Open Space Benefits." Open Space Master Plan, April 2010.*
4. *Breffle W, Morey E and Lodder T. "Using Contingent Valuation to Estimate a Neighborhood's Willingness to Pay to Preserve Undeveloped Urban Land." Urban Studies, 35(4): 715–727, April 1998.*
5. *Lindsey G, Man J, Payton S, et al. "Property Values, Recreation Values, and Urban Greenways." Journal of Park and Recreation Administration, 22(3): 69–90, 2004.*
6. *Arapahoe County, 2010.*

Downtown Greenway Design Overlay

Create design guidelines and associated benefits to incentivize Greenway-friendly design for adjacent developments

In most cases, the Greenway will be constructed on public property but will be adjacent to private property. To ensure development occurs in a manner supportive of the Greenway, we recommend creation of a Downtown Greenway Design Overlay for adjacent development. The Overlay would provide guidelines to address building and on-site parking area setbacks, open space dedications, cross-access easements, fencing, screening, landscaping, land use, security, safety, driveway location, and on-street parking requirements, among other elements. Incentives could be delivered in the form of a step-back in property taxes, as points towards meeting the City's new downtown development guidelines, or through relaxed development requirements (e.g. height or density restrictions, reduced parking requirements, reduced building setback or landscape buffer requirements, etc.).

Key development **opportunity sites** surrounding the Greenway

City of Greensboro

HOPE
STRENGTH
FAITH

2. Implement a **comprehensive downtown streetscaping** program.

Encourage connectivity through a comprehensive downtown **streetscaping** program.

CONTEXT

Streetscaping can serve as critical infrastructure to improve downtown. Almost *every* plan completed for downtown since 1995 has recommended streetscaping, recognizing that the most important open spaces in cities are their streets and that Greensboro's streetscape is relatively weak. Just as a front yard serves as the entry to and frame for a suburban home, so does the street in an urban neighborhood. Streetscaping can:

- Increase connectivity between disjointed nodes, as well as connecting the proposed Greenway to downtown;
- Improve the pedestrian experience, encouraging people to walk around downtown and spend more time there;
- Reinvigorate districts and encourage private investment;
- Reduce speeding traffic, and encourage more walking and biking.

RECOMMENDATIONS & NEXT STEPS

Finance regular streetscape upgrades throughout downtown. Many cities place priority on streetscaping just like any other infrastructure maintenance project, such as road resurfacing. In Greensboro, streetscaping should be treated as an ongoing priority, with a focus on key corridors downtown.

Undertake a downtown streetscape planning process to prioritize key corridors. Streetscaping should be implemented along all primary and secondary corridors, as well as disconnected areas that have potential for development, in coordination with some of the other tools recommended herein to incentivize development.

Returns ***Jobs*** ***Brand***

La Crosse, WI

Investment (1993 – 2007)

- Created downtown TIF as part of City Vision 2000 Master Plan
- 65 blocks of streetscaping and wayfinding
- 100 façade and building restorations through loan pool
- 96 buildings designated historic
- Riverside Park Riverwalk and Levee reconstruction

Benefit

- $125M in pubic and private investment
- 170 new residential units
- Property values increased $26M within TIF district and $40M throughout downtown

PLACEMENT

A streetscape project is best applied to locations where:

- There are adjacent sites for new development/ redevelopment
- A large number of scattered sites require connectivity to each other
- Existing "street infrastructure" is lacking

FINANCING

The downtown streetscaping plan would identify key corridors, and designate milestones for completion of streetscape upgrades. For instance, the City might designate completing 2,000 linear feet of streetscaping every four years.

The City would then finance the following four years of project work through a general obligation or two-thirds bond issue.

Please note that the City has allocated $7.5 million in bond funds for Summit Avenue and the High Point/ West Lee Reinvestment Corridor, which should be a focus of the effort.

Design Considerations

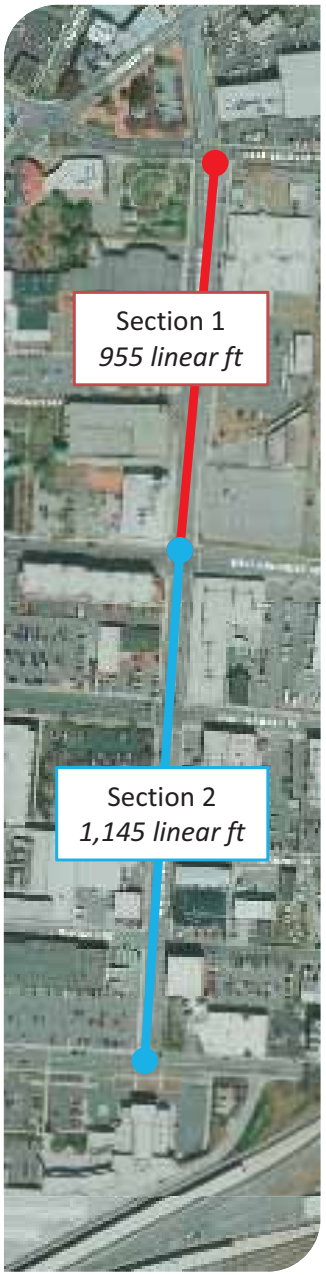
A ***great streetscape*** focuses on the sidewalk, and typically includes:

- Wide sidewalks
- Shade from regularly planted street trees
- A consistent street wall made primarily of transparent doors and windows on the ground floor
- Street furniture
- Visual richness through paving materials, greenery, or perhaps local art
- Screened parking, loading and dumpster areas
- Pedestrian signals and crosswalks
- Low or pedestrian level lighting
- Consideration of converting one-way streets back to two-way (e.g Greene St.) to create a safer environment
- Bike lanes

Optional adjustments include:

- *On-street parking.* Parallel parking is the ideal along a pedestrian friendly streetscape because it better balances the amount of asphalt for cars to sidewalks for pedestrians. Angled parking is an acceptable alternative if tree islands are inserted every 5 or 6 parking spaces, and these areas are treated as widened areas along the sidewalk, diminishing the visual impact of the parking. However, angled parking is incompatible with bike lanes as cyclists are particularly hard to see by drivers backing out of angled spaces.
- *Medians.* While planted center islands are aesthetically pleasing and may have traffic mitigation effects, they should be used with care. People are less likely to walk down medians than sidewalks and they limit the view from across the street or from the travel lane in the opposite direction.

Church Street Streetscape Recommendation



BENEFIT

Examining the benefits of a comprehensive streetscaping & greenway program

As many studies makes clear [1], it is difficult to estimate the value of open space in advance of its deployment: much depends on the culture of the locality in which it is developed, as well as the nature and quality of its design, execution and long term maintenance. Well-executed, strong urban statements have been shown to translate to value. For instance, New York City's Bryant Park increased asking rents in surrounding commercial buildings, ranging from 115% to 225% between 1990 and 2002, versus 41% to 73% for surrounding submarkets. Single-family homes in close proximity to well improved parks, like Brooklyn's Prospect Park and the Bronx's Crotona Park, were shown to exceed sale prices further from the park, ranging from 8% to 30%.[2]

For purposes of estimation in Greensboro, however, we observe that Charlotte's Carolina Thread Trails offer a close parallel to the in-town system of streetscaping and Greenway that has long been discussed for downtown Greensboro and that is recommended in this study. Those trails are projected to increase existing property values by 4%[3], suggesting the low end of the range for economic impacts.

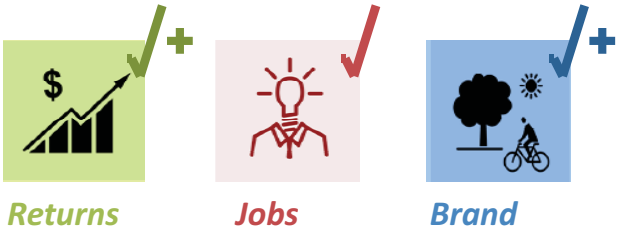
For purpose of this analysis, we assuming issuance of the full $7M in bonds for the Greenway over the next 5 years. We also assume that the comprehensive streetscaping program, broadly beneficial to all of downtown Greensboro, is undertaken in four phases of 2,000 linear feet each, with each portion financed as part of a general obligation bond every four years. We estimate that these combined investments would pay for themselves in City and County tax revenues over the life of this debt (44 years), assuming that they influenced assessed values to increase by 16% over existing valuation trends.

1. *Crompton J. "The Impact of Parks on Property Values." Parks & Recreation, 36(1): 62, January 2001.*
2. *Ernst & Young, "How Smart Park Investment Pays its Ways," for New Yorkers for Parks, 2003.*
3. *Econsult Corp., "The Potential Economic Impacts of the Proposed Carolina Thread Trail," Final Report, March 2007.*

3. Incentivize quality new **mixed-use development**.

Incentivize quality new **mixed-use development**.

CONTEXT



A financial gap often exists for downtown development, relative to suburban development. High land costs are a primary driver. HR&A's review of raw land sales from 2005-2009 showed that downtown land prices were on average more than $980,000 per acre, **13% higher** than land sales throughout the City of Greensboro as a whole. HR&A also undertook a financial analysis of a generic residential condo development, which suggested that land costs must be in the $433,000-$725,000 per acre range (or less) to produce the internal rate of return (IRR) of 15%-20%[1] expected by developers and investors.

Small lot size, and the need to accommodate parking onsite, also add challenges to developing infill sites. Due to the small size of many potential development sites in downtown's core, residential developers face the challenge of accommodating parking needs while ensuring a development project large enough to be worthwhile. HR&A's 2008 *Church Street Investment Strategy* found that, In the case of rental properties, every parking space that can be removed from the footprint enables 0.9 more apartments, equivalent to $40,000 in net present value to the developer and $170,000 in additional assessed value to the City for a condo development.

Demand for downtown housing remains strong. City View at Southside has been one of the most successful multifamily residential developments in downtown in recent years. Now at 272 total apartments, following the completion of a recent new phase of development, the building remains at 95% occupancy, essentially full occupancy.

Despite this demand, sales prices and rents are not high enough to make most projects financially feasible. Recent developments have showed that sales of upscale residential space, with prices to match, haven't performed as expected.

Southside is a prime example of where local government support improved a community and produced significant fiscal benefits. The new urbanist revitalization of the Southside neighborhood has been a huge financial success for the City of Greensboro. In addition to a host of social benefits (e.g. reduced crime, improved health, etc.), Southside's assessed values have climbed 800% since 1995, or over $13 million. Based on property tax revenues alone, the City will recover its $6.3 million investment in less than 25 years.

1. A 20% IRR is typical in a healthy market, whereas a 15% return has been suitable for some investors given the economic recession's impact on real estate.

RECOMMENDATIONS

Utilize lower-cost, readily available tools to reduce the costs of developing downtown projects that meet program criteria and design guidelines. These incentives may be used in coordination with the Urban Development Investment Guidelines *and the* Downtown Job Creation Parking & Transit Assistance Program*, profiled on pages 64-66.*

Excess land

The government and private foundations should make excess land available for projects of interest.

Parking

The City should maximize the utilization of parking by providing free or reduced-price parking in underutilized decks or lots, or providing financial support for the construction of a new parking deck to incentivize new development.

Site cleanup

The City should serve as a steward to facilitate cleanup of key contaminated sites.

Other tools may be of use, as well. As utilized in the case of Southside, the City may guarantee the interest payments for unsold units following development.

CRITERIA FOR APPLICATION

Eligible projects should be multi-use, anchored by a significant residential, commercial or cultural component, and should be developed in a manner consistent with the City's design guidelines. Projects should be evaluated based on their ability to maximize (a) financial returns to the public sector, (b) job creation, and/or (c) strengthening of Greensboro's brand, including promoting more activity downtown.

Excess land

- Excess or underutilized government or foundation owned sites

Parking

- Existing decks: Target multi-use development sites adjacent to underutilized decks (e.g. Church Street)
- New decks: Target areas for large, dense multi-use developments; can be utilized across multiple development projects, as applicable

Site cleanup

- Contaminated sites with long-term multi-use development potential

LOCATION

Excess land

- South Elm redevelopment area (PFO 6-8)
- Guilford County Schools site (PFO 9, 10)
- Weaver lot (PFO 4)
- Greensboro Transit Facility (PFO 5)

Parking

- Church Street parking deck
- South Elm redevelopment area (PFO 6-8)
- Bellemeade/Ballpark neighborhood (PFO 2, PO 2-7)

Site cleanup

- Greensboro Transit Facility (PFO 5)

See section V, Potential Development Sites*, for a catalogue of opportunity development sites by number.*
*Note that **PFO** refers to public and foundation owned sites, while **PO** refers to privately owned sites.*

	Excess land	Parking	Site cleanup
NEXT STEPS	1. **Identify candidate sites** and options for relocating existing uses. This should include outreach to the market to understand which sites hold value. 2. **Analyze redevelopment feasibility** to estimate the reuse potential of sites and identify the order of magnitude value of the land for target uses. 3. **Solicit development proposals** through an RFP process to select uses that meet the proposed Criteria for Application, on the previous page.	1. **Identify underutilized public decks** and respective adjacent development sites. 2. **Identify target development sites** that meet the proposed Criteria for Application. 3. **Work with developers** at these sites to support funding for a new parking deck that will serve multiple properties.	1. **Rezone** the Transit Facility site from Light Industrial to Central Business to allow for residential uses. 2. **Obtain legal counsel** on Duke Energy 's responsibility for cleanup. 3. **Relocate** Transit operations. Consider relocation of the adjacent Lincoln Financial office. 4. **Coordinate remediation** and ready the site for development. 5. **Issue an RFP** for redevelopment.
COST	• Cost of redevelopment feasibility study, if outsourced • Relocation costs for government uses • No additional cost to government	• No cost for leasing of existing spaces • Construction cost of approximately $18,000 per space for new parking deck, funded through a Certificate of Participation	• Demolition: $288,000 • Legal & consulting costs: $150,000 • Additional relocation costs • Responsible party would pay for cleanup

BENEFIT

Excess land. To illustrate the impact of new development on property tax collection, HR&A examined historical property tax data for all downtown residential multifamily units. Assuming historical escalations in assessed value, new residential units offer the following fiscal value to the public sector over a 20-year time horizon, calculated as a net present value (NPV):

	Condo		Rental	
	Per unit	*50-unit building (~1 acre)*	*Per unit*	*50-unit building (~1 acre)*
City	$ 13,500	$ 674,000	$ 4,800	$ 240,000
County	$ 1,500	$ 78,000	$ 600	$ 28,000
Total	$ 15,000	$ 752,000	$ 5,400	$ 268,000

Given an average cost of land of $980,000 per acre, the public sector could contribute between 27% and 77% of the cost of the land to support development, based on the end use. This is provided for illustrative purposes; we do not recommend directly subsidizing the cost of land, but public funds could be used to ensure the purposes and kinds of development described above.

Assumptions based on 1,000 GSF per unit and 6% discount rate. Note that the practice for assessing the value of rental units results in a significant decrease in tax revenues versus condo units.

BENEFIT (cont'd)

Parking. The City and County could provide financial support to a developer to construct a parking deck, and finance it through a Certificate of Participation, to be turned over to the developer at completion. Not only does this save money for the developer, but it creates more value on their land, as they can build a greater number of units. Assuming the construction of a new 400-space parking deck to incentivize residential condo development on adjacent sites totaling two acres, the public sector could break even on their investment over the 20-year term of the Certificate if they funded as much as 47% of the cost of the deck (or 17% if the development product are rental apartments), recouped through the property taxes of these incremental new units. We recognize the level of contribution as a sliding scale, and in the case of a 25% cost share of the deck's construction, the public sector could recognize more than $800,000 in net present value over the term of the debt. Please note that the public sector would also benefit from the property tax revenues generated by the units that would have been built regardless of the parking deck.

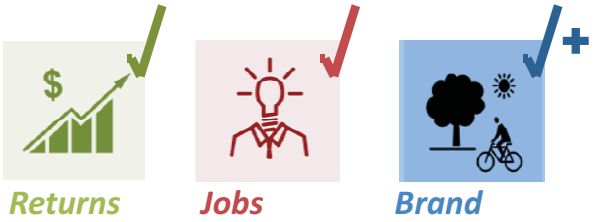
Site cleanup. As an example of the benefits of site cleanup, the City and County could break even on an investment of $438,000 in legal and site preparation costs on a downtown site of 2.2 acres within a 8-10 year timeframe, assuming the development of a residential condominium complex ranging in size from 110 to 200 units. This translates to a net present value of $580,000 to $1.4 million over a 20-year period.

4. Fully activate downtown's unique, **historic building stock**.

Activate downtown's unique **historic building stock**.

CONTEXT

Downtown is a destination for culture and entertainment. In a recent poll, 70% of Guilford County residents agreed that "Downtown Greensboro is a vibrant place that is steadily improving." Almost three quarters of respondents visit downtown at least once per year, and half of these go downtown more than twice a month. Young professionals and upper-middle class households go downtown the most. This is reflected in downtown's retail and dining sales of $120M in 2009[1].



Downtown's unique building stock is at the core of its retail culture. Downtown's mid-rise historic buildings are among its greatest assets. The buildings' architectural features, small floor-plates, and proximity to cultural and employment anchors provide the physical and economic framework for a dense, mixed-use district with an authentic identity. Unlike regional shopping centers that offer comparison goods such as clothing, downtown is a destination for leisurely shopping for specialty goods, such as art, antiques, jewelry, furniture and home decor. Downtown is home to more than 160 retail and restaurant businesses, more than 90% of which employ less than 15 people.

Despite demand, retail growth has been slow. Despite the fact that downtown is attracting significant spending from visitors and a growing residential base, businesses have trouble staying open. Assuming an industry standard of 10% rent-to-sales ratio for successful retail, a business would need to generate $420,000 in annual sales in a typical downtown space of 3,000 SF with $14/SF rent. Local market data suggests that retailers in downtown Greensboro are achieving a lower sales volume, and spending closer to 25% of sales on rent. High start-up costs compound already tight operating margins and impede the success of many storefront retail businesses. Downtown's retail is currently approximately 15% vacant along Elm St, and anecdotal evidence suggests that many businesses do not survive the first year of operation.

Poor building conditions are the greatest economic barrier to the success of new retail. Many buildings in Greensboro were constructed in the early/mid-1900s and are in need of major renovations. The cost of rehabilitating ground floor spaces and creating a "vanilla box" for retail use will range from $40-$80 per square foot depending on the building's condition and original design. This either drives rents higher or creates an extra upfront burden for the tenant. Many buildings have likely remained vacant because owners are unwilling to undertake the upgrade cost on a speculative basis.

Untapped Spending Potential

H. Blount Hunters' 2008 Retail Strategy for Downtown Greensboro found that there was $75M of untapped spending potential along the 100 to 600 blocks of Elm Street, primarily because:

"Retail rents cannot fully support the cost of rehabilitating blighted buildings… Absent financial intervention, storefronts will remain vacant or will attract tenants of marginal quality and with a high probability of failure."

1. Claritas 2009 data for all retail sales within the downtown study area. Note that H. Blount Hunter estimated that the 100-600 blocks of Elm Street alone generated $43 million in retail sales in 2007.

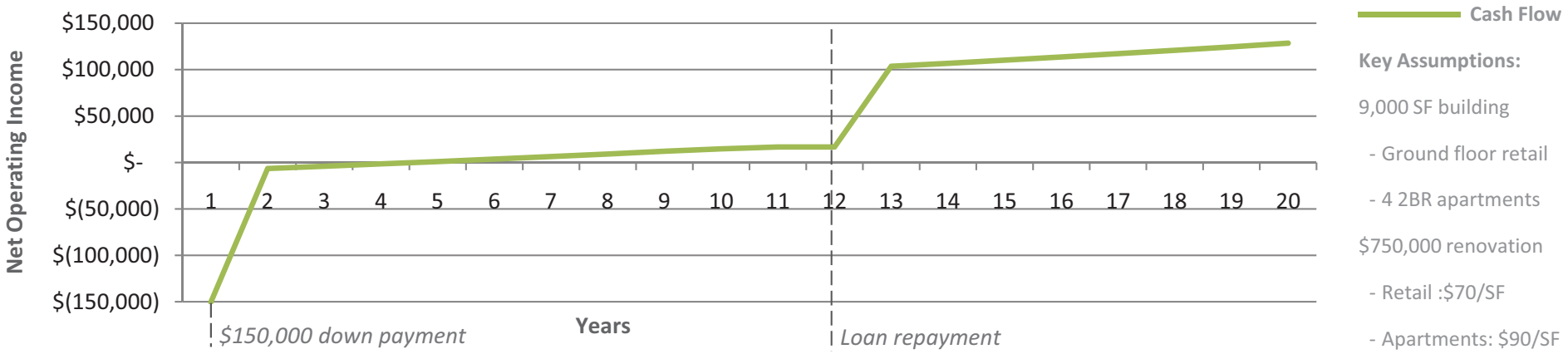
CONTEXT (Continued)

Downtown also has a nascent residential constituency. As in other cities around the country, increased activity in downtown is driving an increase in downtown residents. Almost 600 new multifamily residential units have been constructed downtown over the past 5 years. This activity represents a 50% increase in downtown residents, bringing the total to approximately 2,000. Residents are an essential component in ensuring an active, safe downtown. Like retailers, residents are committed stakeholders who help ensure a safe and well-maintained downtown through their advocacy, participation, and physical presence.

Upper-floor residential uses face economic challenges similar to those of lower floor retail. The upper floors of mid-rise historic buildings are opportunities for residential rental and ownership. Demand from young professionals can more than support rental uses within buildings after renovation costs are paid off. However, converting a building to residential uses entails changing its permitted use and therefore complying with a new set of codes, which include requirements for additional plumbing and the like. Renovation costs as high as $80-100/SF cannot be justified by current market rents of $1,200 for a two-bedroom unit.

Market forces preclude investments in building rehabilitation. In recent years, many owners of vacant buildings have considered either investing in their buildings or selling them, but have ultimately decided to do neither. Rehabilitation projects achieve acceptable returns on investment in 10-15 year timeframes. However, lenders typically require a 20% down payment and almost all revenue in the early years must be dedicated to debt service. The resulting cash flow is therefore so small that it cannot justify the upfront capital investment or risk of undertaking a project in a building with unknown capital needs. This is particularly true for owners who are not in the real estate business and therefore may not have the required expertise or access to low-cost capital that developers do. Potential purchasers will be willing to pay very little for properties as acquisition costs make profits margins even thinner. An outside catalyst is therefore needed to help realize the buildings' full potential.

Rehabilitation of building with significant capital needs



RECOMMENDATIONS & NEXT STEPS

2011

- **Strengthen building and fire codes.** Minimum building standards have been drafted by City staff and should be revisited, enacted and enforced. The International Code Council (ICC) has also developed international property maintenance codes for commercial buildings. Greensboro should consider adopting provisions addressing exterior conditions and fire codes in particular. In fact, some downtown buildings pose real safety hazards, as evidenced by several fires in the last decade. Fees for violations could be increased from the current $50. Accumulating fees would reduce owners' incentive to defer investment and will generate City revenue.

- **Expand programs targeted to new businesses.** Financial and business planning support is needed to ensure that new retail stores can open and survive the critical first year of operations.

  - **Increase financial assistance.** DGI's current matching grant program provides 50% of the cost of facade renovation up to $5,000. Expanding applicable expenses to include **all** fit-out activities, and increasing the cap to $20,000 would free up dollars to be used on other start up costs, and encourage a high quality of storefront design and maintenance along Elm St. The City could also consider a start-up loan fund to further reduce businesses' up-front financial burden. Any program should be structured so that existing businesses are also able to utilize the program for capital improvements.

  - **Provide business planning support.** It is a national best practice for small business incentive programs to include business planning assistance as part of incentive programs. This ensures that stores have viable and sustainable models before opening or reinvesting.

2013

- **Establish incentives for building renovation projects.** Programs for building rehabilitation should target owners' up-front cost burden as well as the risk associated with undertaking project planning and oversight.

  - **Facilitate access to capital.** A financial subsidy could be delivered through some combination of a revolving loan fund, interest rate buy-down or matching equity grant. It should seek to reduce the effective total project cost by up to 15%.

  - **Provide technical support.** In addition, owners' perceived risk can be ameliorated through establishing a one-stop resource for physical design, project planning, and construction management assistance, led by a public or non-profit entity. Downtown Greensboro Inc. has already set a precedent though its recent work assisting owners in obtaining historic tax credits for projects.

South Elm District Renovation

Raleigh-based Momentum Development is investing heavily in the renovation of historic buildings along S. Elm Street, and offering tenant improvement funds far in excess of local owners, who typically offer little. Based on its vision for the district, it has recruited two restaurateurs from other NC markets. As a result, it has able to attain much higher rents than surrounding spaces. This suggests that significant value exists if building owners can be motivated to improve the conditions of their properties as part of a greater vision for their neighborhood.

LOCATION

New incentives should be designed for and piloted in the core of historic downtown, approximately the **100 to 600 blocks of Elm St**. These buildings have the greatest market potential and the greatest influence on the character of downtown. The incentive programs can then be expanded outwards to secondary streets.

CRITERIA FOR APPLICATION

Buildings should be **up to code for the current use** in order to be eligible for incentives. Consider requirements that all rentable spaces in the building, including ground and upper floors, be renovated to occupant-ready condition. In addition, the owner should commit to charging current market rents for a set period of time, as retailers likely cannot accommodate any increase in rents until the district is better established.

COST

Financial incentives may be delivered through a variety of mechanisms, but would likely require the following level of funding:

One-time Incentive	For owner		For tenant		One Building	20 Buildings
Financial Assistance	$100,000	+	$20,000	=	$120,000	$2,400,000

Technical assistance in the form of business planning assistance for tenants and project design and planning for owners, could be provided through creation of dedicated staff positions at local non-profits or through arrangements with selected consulting partners.

BENEFIT

Anecdotal evidence suggests that buildings pay up to thee times higher taxes after renovation, from an average of $1,500 today. Each new 3,000 SF retail store also generates approximately $17,000 per year in sales taxes. Assuming that financial incentives are disbursed over 5 years, the City would **break-even in approximately 15 years** on a net present value basis.

Annual Benefits	Property Taxes		Sales Taxes		One Building	20 Buildings
Net New Public returns	$3,000	+	$17,000	=	$20,000	$400,000

The cost of inaction

Investments are unlikely to occur in the medium-term without intervention. Vacancy will continue to increase and building values decrease, creating diminishing returns to the public sector. By contrast, the first set of projects will increase activity and strengthen the character of downtown. This will likely create sufficient value that the market can drive additional renovations without public support.

THE BOOK TRADER

5. Create a signature **Performing Arts Center**.

Create a signature **Performing Arts Center**.

CONTEXT

Arts and culture is a key component of the local economy and generates returns to the public sector. Guilford County's cultural institutions host more than 1 million visitors annually, resulting in more than $30M in economic activity and $1.3M in local tax revenue. On average, Guilford County residents come downtown four times per year to visit cultural institutions, and four times to browse local arts.

A performing arts center (PAC) has been under consideration for downtown some time. Recommendations regarding a concert hall were made in Cooper Carry's 2002 *Center City Plan,* Artec's 2003 *Concert Hall Planning Study* , and HR&A Advisors' 2008 *Church Street Investment Strategy*.

Local Venues	Seats
War Memorial Auditorium	2,400
Aycock Auditorium	2,300
Dana Auditorium	1,100
Carolina Theater	1,075
UNCG Concert Hall	350
Triad Stage	300
Broach Theater	80

While PACs generate net benefits, they often require financial support. The Durham PAC hosted more than 300,000 visitors and generated more than $11M in economic activity in its first year of operations. However, its $48M construction was funded entirely by public dollars. The same is true for Charlotte's Blumenthal PAC, which generates $52M in economic activity annually, while its $62M construction budget came from public and philanthropic sources, and it continues to receive an operating subsidy.

PACs must meet unmet demand based on size and programming. Any new performance space must be carefully designed to provide spaces that will encourage new activity without cannibalizing from existing facilities. Several locations currently offer mid-size venues, with 1,000 to 2,400 seats, where locally-based music and performing arts organizations are resident. However, the Aycock Auditorium is at capacity and the War Memorial Auditorium is in need of significant renovation. Additional demand exists for a large format venue, with 2,800-3,600 seats, to attract high-profile music and theater events. Touring shows evaluate locations based on potential gross revenue assuming sold out shows. Therefore, a larger theater will be more effective in competing for acts and will have greater revenue potential.

A downtown PAC will be best positioned for success. Most cities locate PACs downtown because they are high profile symbols of the city's prestige and commitment to the arts. In addition, PACs drive spending at local businesses; visitors to Greensboro's arts events typically spend $17 (in addition to ticket cost) on dining, shopping and transportation. This compares to $30 per visitor nationally, indicating untapped potential for event-related spending in Greensboro. This is particularly important because non-local visitors typically spend twice as much as local visitors, and these are net new dollars to the economy. (The War Memorial Auditorium is in need of significant renovations. It could be successfully repositioned as an amateur sporting destination because these events require more space and parking, draw a primarily local crowd, and drive less ancillary demand.)

CASE STUDIES

DPAC

Blumenthal PAC

Kimmel Center

Project	Uses	Capital Funding	Operations	Benefits (annual)
Durham PAC *(opened in 2008)*	• 30,000 SF • 2,800-seat theater • 175 shows/year	**$48 million bond with certificate of participation**	**$8M operating budget** • Managed by private operator • City receives 40% of net income for debt service. PAC income allocation covered $400,000 of City's total $2.4M debt service in 2009	• Hosts >300,000 visitors • Generates $11M in economic activity
Blumenthal PAC, Charlotte	• 6 performance spaces, seating: •2,100 • 444 •1,200 • 182 • 730 • 150 • Office tower above	**$62 million** • $15M State allocation • $15M local bond • $32M philanthropic donations • Land donated by Belk Brothers Company	**Sources of operating funds:** • Ticket sales • Funding from City of Charlotte, Mecklenburg County, & Arts & Science Council of Charlotte/Mecklenburg, Inc. • Corporate donors and other philanthropy	• Hosts >600,000 visitors • Generates $52 million in economic activity
Kimmel Center, Philadelphia	• 450,000 SF building • 2.3 acres • 2,547 and 651 seat theaters; black box • Designed by Viñoly Architects	**$235 million (including land)** • More than $150M from private donors • $63M state funds, including $27M bond	**$30M operating budget, $28M endowment** • $11M tickets and programming • $9M outside rentals • $3M contributions • $4M endowment proceeds • $3M other	• Hosts >480,00 visitors • Generates $45 million in economic activity

RECOMMENDATIONS & NEXT STEPS

2011

- **Form volunteer committee**. PAC projects require significant public support in order to overcome political and financial barriers to feasibility. A volunteer committee should include stakeholders from all sectors. It should also draw upon the knowledge and resources of non-profits and cultural organizations such as Action Greensboro, the Carolina Theater and Greensboro Coliseum. Once the committee is formed, it should:
  - **Identify champions.** A campaign should be led by private citizens who can effectively coordinate with the public sector as well as solicit sponsorships from private businesses and foundations. These champions provide project leadership and visibility from the beginning.
  - **Fund preliminary efforts.** The committee members should pool funds to support preliminary planning efforts.
  - **Investigate PAC best practices.** "Field trips" are useful ways to give public leaders and potential donors a tangible sense of potential scale and mix of uses, as well as to learn about creative strategies for multi-sector collaboration.

2012

- **Conduct project planning study.** The volunteer committee should develop a comprehensive plan for the new PAC, including:
  - **Demand analysis.** Many PACs have several venues. In Greensboro, demand likely exists for a large-format venue as well as for spaces with less than 150 seats which could be used by local groups. A detailed economic analysis is needed to determine the ideal programming mix.
  - **Program development and cost estimation.** The demand analysis can be used to develop a preliminary physical program, design concept, project timeline and development pro forma, including total capital cost.
  - **Operations and management plan**. Several existing cultural organizations have the capacity and interest to manage a new PAC. This would facilitate synergy among organizations, ensure a qualified operator and enable administrative economies of scale. Nevertheless, income from events will likely be insufficient, therefore any potential operating gap should also be identified and planned for at the outset.

New Jersey Performing Arts Center (NJPAC)

HR&A developed a long-term financial plan and economic impact study for the creation of a half-billion dollar performing arts center in downtown Newark. HR&A projected development, visitation and spending impacts. The study was integral in securing $187 million in federal, state, city, and private funds including grants, bond financing, and special assessments. More than a decade later, NJPAC is considered a pioneering project that remains a cornerstone of nearly $2 billion in new development completed or underway in and around Downtown Newark.

RECOMMENDATIONS & NEXT STEPS (continued)

2013-2015

- **Obtain capital funding.** Almost all PACs draw upon a mix of public, private and philanthropic sources. The public sector can issue a bond or set up innovative structures such as Performance Development Financing. The volunteer committee should also conduct a capital campaign to solicit small donations from the community through events or memberships, and large donations from prominent local businesses, institutions and foundations. Large donations are often effectively encouraged through opportunities to name the PAC or key features therein.
  - **Conduct fundraising study.** Large capital campaigns are organized around clear targets and methods for reaching funding goals through a mix of public funds, major donations and community fundraising efforts. The effort will also require significant administrative and staff support; the most successful non-profits spend 15-25% of funds raised for further development efforts.
- **Establish operating funding sources.** In order to ensure long-term operating viability, an ongoing subsidy should be in place before the PAC opens. This could take several forms, such an operating endowment, funding from a prepared food tax, or income from revenue-generating uses such as on-site restaurants or mixed-use development constructed above the PAC. Any operating sources should *not* require regular renewal through public approval.
- **Design building.** Unique, high-quality design is essential to attracting visitors to the PAC, and branding and marketing Greensboro itself.

Naming Rights Policies

Naming rights provide an opportunity to generate additional capital contributions. Pricing ranges, but is typically tied to the cost of the item and how many visitors it will receive:

- The Harris Theater, adjacent to Chicago's Millennium Park received a $15M gift and $24M construction loan for the $53M project;
- The Long Center for Performing Arts in Austin received $20M towards a $110M project cost;
- Philadelphia's PAC was named the Kimmel Center after its largest donor, who contributed $30M towards the $235M cost. The PAC's Verizon Hall was named following a $15M donation, and Perelman Hall following a $5M donation.

LOCATION

A PAC typically requires a multi-acre site. It should be located to maximize connections between arts and retail uses, and generate spinoff investment.

Potential assemblages exist at these **public- or foundation- owned sites**:

- The Weaver and Greensboro Transit Authority parcels (PFO 4 and 5)
- City-owned sites on Eugene and Lee (PFO 6, 7 and 8)
- School Board-owned sites on Washington between Spring and Edgeworth (PFO 9 and 10)
- City-owned sites at Washington and Eugene (PFO 11)

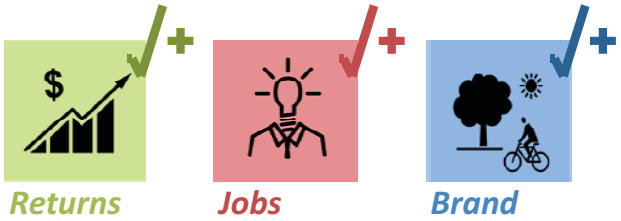
While a land donation would significantly reduce project cost, the following **privately-owned sites** would also meet physical criteria:

- The triangular area between N. Elm, Summit and Lindsay, which was originally recommended in the Cooper Carry Master Plan (PO 8)
- The News and Record Parking lot (PO 12)

6. Support a **knowledge community** by encouraging colleges and universities to locate programs and facilities downtown.

Support a **knowledge community** by incentivizing colleges and universities to locate programs downtown.

CONTEXT



Greensboro's knowledge community is an economic driver. Greensboro's seven colleges and universities host more than 40,000 students each year, and all are projecting significant growth. Seven percent of Greensboro's population works in educational occupations, which have an average salary of $35,000, approximately 25% higher than the city median. Students, faculty and staff contribute to the local economy by generating demand for other products and services. Yet when visiting downtown, Elon's law school is the only physical evidence of the knowledge community's presence.

A downtown presence would benefit universities. A high-profile university presence downtown could meet both campus space constraints and branding goals. UNCG, A&T and others will all need new buildings in the medium-term. In addition, the universities are increasingly seeking to co-brand Greensboro as a knowledge community in order to attract students and professors alike. A downtown location can achieve these goals. University facilities downtown were proposed in Cooper Carry's 2002 *Center City Plan* and the 2008 *High Point Road and West Lee St Plan*, and have been discussed in forums including the Higher Education Working Group and the EPA University Roundtable.

Selection of programs for downtown location should be based on capacity to generate economic growth. Programs should be prioritized for downtown locations based on their potential to attract outside funding, generate spin-off companies, and/or support related businesses. Programs should also have a critical mass of students that spend most of their academic time in the building. Potential subject areas that meet these criteria include pharmacy and health, design and architecture, business and entrepreneurship, and teaching.

Public sector commitment will be key to success. Universities identify growth needs far in advance, take time to make decisions, and have many priorities competing for budget dollars. Collaborative projects can become priorities only if public leaders present a solution to an existing need, galvanize community support and coordinate multi-sector stakeholders. UNCG's collaborative long-term plan for the West Lee Street and High Point Road area can be seen as a model. As shown earlier, downtown locations in particular have high land costs, often making a financial incentive necessary for the project to be economically rational.

UNC Asheville Pharmacy School

Financial feasibility and multi-sector commitment were key to the UNC Board of Governors' recent decision to locate a UNC-CH satellite Pharmacy School in Asheville. The school's start-up costs are being covered by contributions of $100,000 from the City, $600,000 from the County, and $2.5 million from the local Chamber of Commerce. The school is also projected to be financially self-sufficient within 4 years. The UNC system is thus able to achieve maximum leverage on minimal financial and in-kind contributions.

Funding contributions from public and community groups, and partnerships with health organizations such as Mission Hospital, were also important to demonstrate that the community is committed to the project's success. These organizations recognized the existing strength of UNCA's science programs, the need for additional health care practitioners in the area, and the potential for a pharmacy program to drive economic growth.

CASE STUDIES

Spokane University District Biomedical and Health Sciences Building

Challenges Underutilized historic industrial buildings and undeveloped land along river in CBD; pedestrian safety and circulation issues.

Strengths Riverpoint campus (housing satellite programs for four public universities) and Gonzaga University both located adjacent to downtown; $420 million healthcare sector with two major hospitals downtown; existing physical infrastructure for new development.

Project $50 million, 115,000 SF, state-of-the-art biomedical health-sciences facility on infill site, including lab and research space, teaching facilities, allied health program, offices and conference space.

Benefits 100-120 new medical school graduates per year; $1 billion annual economic impact for the State, including both new programs and continuation of existing teaching and research.

UNC Charlotte Center City Building

Challenges Growing campus with increasing space needs; campus disconnected from City.

Strengths Project will anchor First Ward revitalization efforts. City investing in new 4-acre park, with 600-space underground garage, adjacent to site. Levine Properties developing 22-acre mixed-use urban village with 2 million SF of retail, office and residential space.

Project $50 million, 143,000 SF, LEED building designed to serve the urban center. Will host College of Business, College of Arts and Architecture, Urban Design Studio, and other graduate classes. State contributed $45.8 million, City providing 300 garage spaces, and UNC Charlotte Foundation supporting project.

Benefits Establishes physical presence for UNCC uptown. UNCC project will anchor revitalized First Ward. The buildings' 300-seat auditorium, gallery and café will be open to the public.

University of Pennsylvania PennConnect Project

Challenges 24-acre vacant industrial site in CBD formerly occupied by the USPS; 14 acres currently used for surface parking. UPenn facing significant space needs.

Strengths UPenn currently has 20,000 students and contributes $9.6 billion to the State's economy annually, resulting in $370 million State and local taxes. Project site is ideally located between UPenn, Schuylkill River, and CBD .

Project New teaching, office, residential and retail buildings; open spaces and promenades; recreational facilities and playing fields; and pedestrian and bicycle connections, to be developed over 25 years. Commitment to sustainable development.

Benefits Project dovetails with downtown plan, particularly as relates to enhanced connectivity, increased street-level activity, and new open spaces.

NEXT STEPS

Now

- **Continue meetings of Higher Education Working group.** Action Greensboro has been facilitating bi-monthly meetings with the chancellors and presidents of each of the seven colleges and universities, as well as key business leaders. The group is already discussing joint marketing efforts and creation of an "education district" for downtown. The group is well-positioned to serve as a facilitator for an increased physical presence of universities. The group should make this a stated goal, and should formally endorse proposals for programs downtown. As specific opportunities arise, the group can provide planning support and advocacy to the public sector.

2011

- **Support downtown siting of higher education facilities in the near term.** The public sector should support these efforts through assisting with selection and procurement of either low-cost land or an existing building, and facilitating the planning and approvals process.
- **Incorporate downtown locations into planning for future space needs.** Public universities typically develop physical master plans on 20-25 year timeframes in order to best anticipate long term growth needs. The UNC system has decided to focus on expanding its existing schools rather than establishing new ones, so UNCG and A&T's space needs will only continue to increase. The public schools should begin planning now in order to obtain downtown sites for future projects, even if the project is not defined yet. Potential programs for consideration are a UNCG doctorate of nursing or clinical services program, or a joint social work program with A&T.

2035

- **Leverage all potential funding sources.** As a public institution, the UNC system will always seek to use its funds most effectively. The potential to leverage outside resources via land, parking spaces or forms of capital from the public sector, foundations of businesses, will help a downtown site be prioritized for development.

LOCATION

A facility should be located to maximize connectivity between the campuses that surround downtown, catalyze the development of nearby soft sites, and/or drive activity at retail centers. Projects undertaken by UNC schools will also be able to take advantage of the expanded fiber optic loop. Assuming that a new building requires more than 100,000 SF, potential sites include:

Public/Foundation-owned sites:

- Weaver parcel (PFO 4)
- Greensboro Transit Authority (PFO 5)
- School Board-owned site on Washington between Spring and Edgeworth (PFO 9)

Privately-owned sites (map p.54):

- Southern Railway tract (PO 9)
- Potential assemblage at S. Elm and MLK (PO 10)
- The News and Record Parking lot (PO 12)

Fiber optic loop
Government / Foundation Owned Development Sites
Privately Owned Development Sites

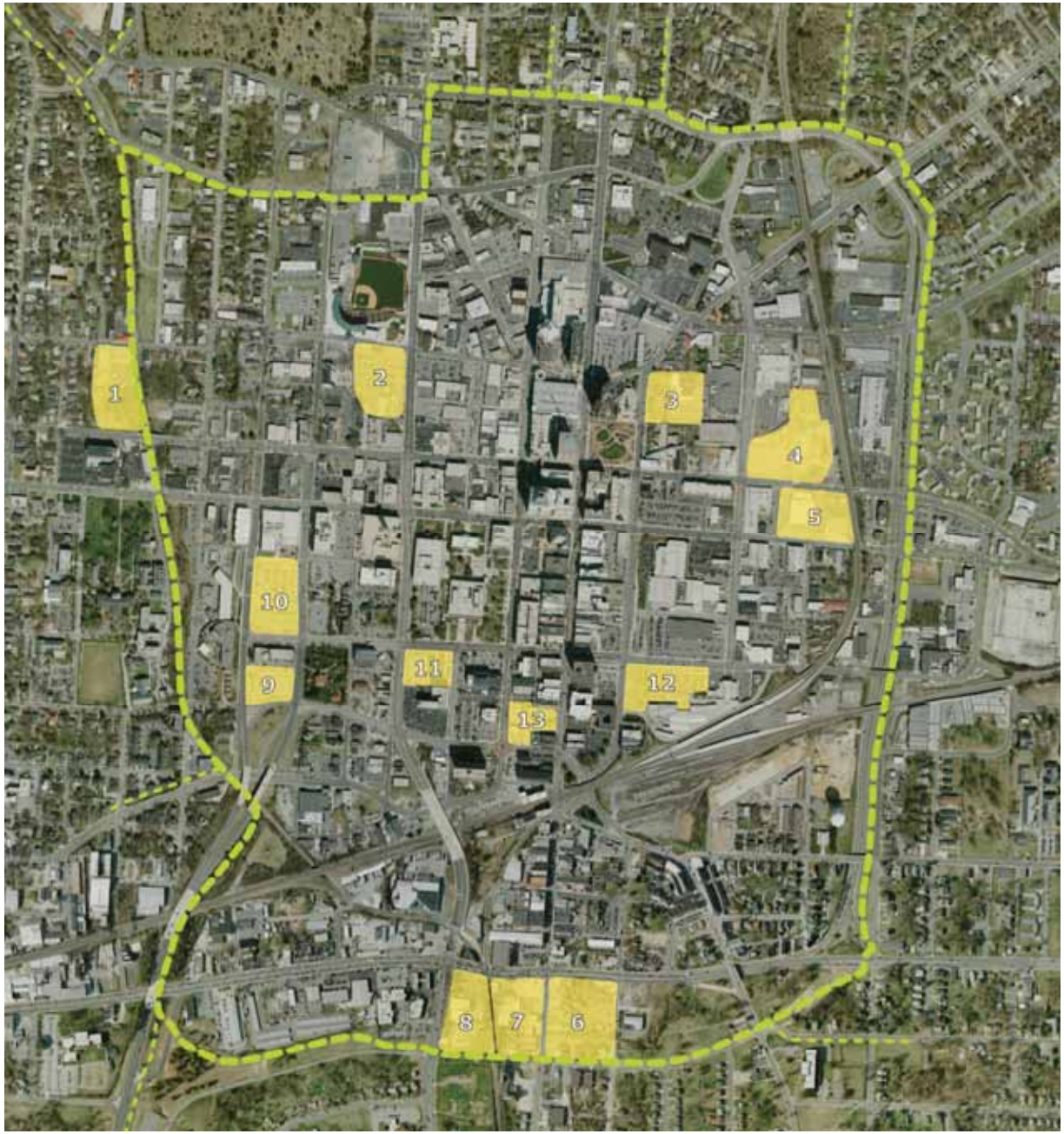
section 5

What **sites** present development opportunities?

Opportunity Sites

Public & foundation owned

Opportunities exist with select **government and foundation-owned sites** that may be considered for redevelopment.



LEGEND:

Downtown Greenway / Study Area

Government / Foundation Owned Development Sites

Opportunity Sites

Public & foundation owned

Site #	Address	Owner(s)	Acreage	Parcel ID
1	501 GUILFORD AVE. (W. FRIENDLY AVE) (SOUTHERN HALF OF TRACT)	MICHAEL W. HALEY FOUNDATION	**1.75**	00-00-0038-0-0009-00-011
2	201 N. EUGENE (@ BELLEMEADE) (4 TRACTS)	GUILFORD COUNTY, EDGEWORTH LAW PROPERTIES II	**2.70**	00-00-0021-0-0007-00-006, 017, 001 & 002
3	314 DAVIE ST (OLD YWCA) (4 TRACTS)	CITY OF GREENSBORO	**1.77**	00-00-0014-0-0008-00-018, 015, 014, & 013
4	321 E. FRIENDLY (N CHURCH @ E FRIENDLY) (2 TRACTS)	WEAVER FOUNDATION INC	**4.19**	00-00-0015-0-0001-00-042. & 43
5	320 E. FRIENDLY (GTA) (3 TRACTS)	CITY OF GREENSBORO	**3.15**	00-00-0015-0-0001-00-052, 027 & 024
6	104 E LEE ST LEE / ELM / ARLINGTON / BRAGG (11 TRACTS)	REDEVELOPMENT COMM OF GREENSBORO	**4.71**	00-00-0017-0-0001-00-002 THRU 014
7	700 W. LEE ST LEE / ELM / BRAGG / TRACKS (9 TRACTS)	REDEVELOPMENT COMM OF GREENSBORO	**2.99**	00-00-0008-0003-00-003, OO4, 013, 014, 001, 005, 006, 007 & 008
8	1005 S EUGENE LEE / EUGENE / BRAGG (2 TRACTS)	CITY OF GREENSBORO	**4.02**	00-00-0008-0-0002-00-002 & 001
9	519 W WASHINGTON SPRING / WASHINGTON/ EDGEWORTH / MCGEE (2 TRACTS)	GUILFORD COUNTY BOARD OF EDUCATION	**2.05**	00-00-0020-0-0007-00-001 & 003
10	502 S. WASHINGTON SPRING / WASHINGTON / EDGEWORTH (2 TRACTS)	GUILFORD COUNTY BOARD OF EDUCATION	**2.86**	00-00-0020-0-0004-0-003 & 009
11	305-315 W WASHINGTON W WASHINGTON / S EUGENE (5 TRACTS)	CITY OF GREENSBORO	**1.21**	00-00-0010-0-0001-00-002-004, 011 & 033

Opportunity Sites

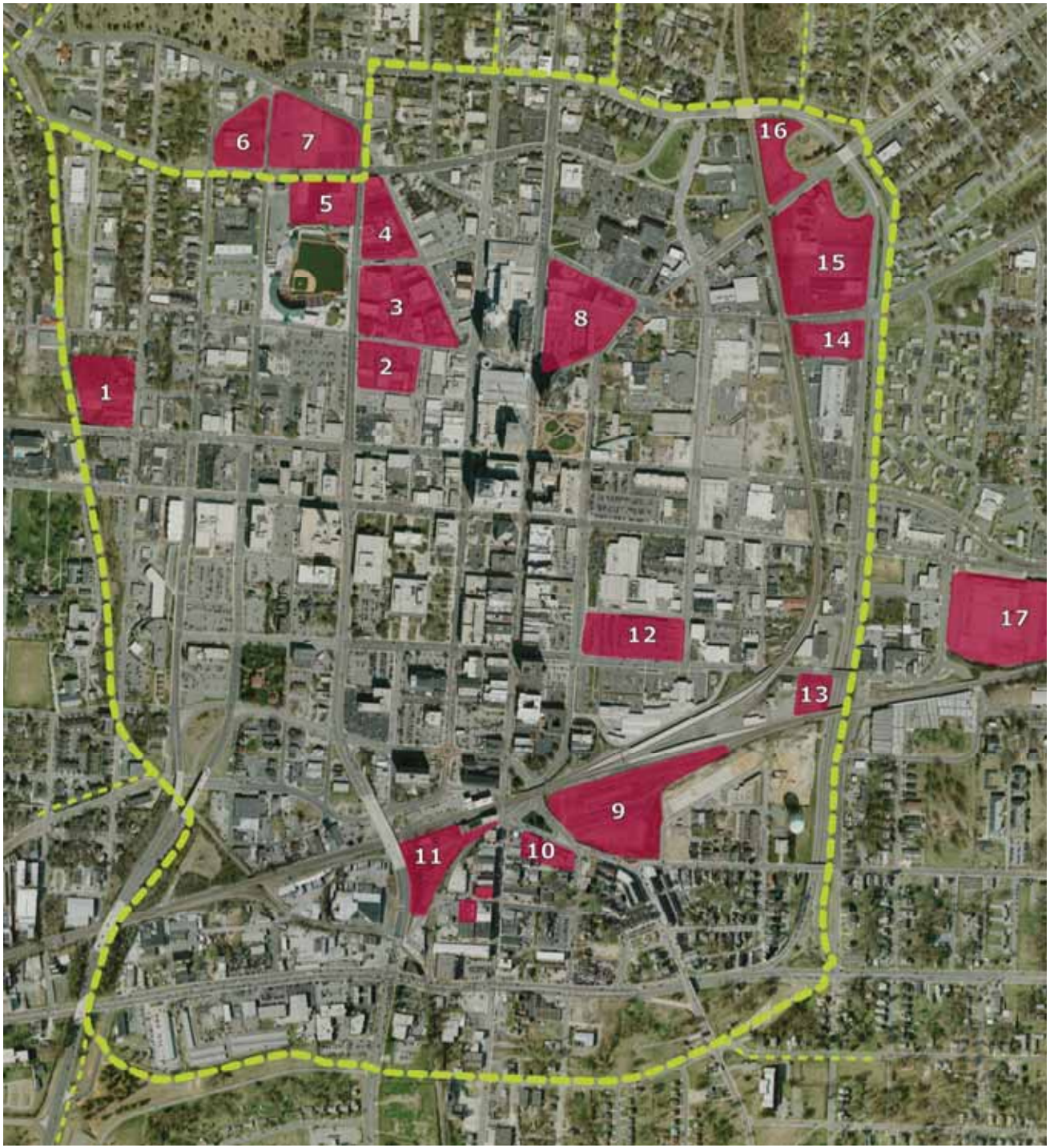
Public & foundation owned (continued)

Site #	Address	Owner(s)	Acreage	Parcel ID
12	236 E WASHINGTON - THE DEPOT (PARTIAL TRACT)	CITY OF GREENSBORO	1+/-	00-00-0016-0-0001-00-022
13	ELM / MCGEE / GREENE (12 TRACTS)	CITY OF GREENSBORO	1.39	00-00-0006-0-0001-00-016-19, 021, 024, 025, 027-029, 038-

Opportunity Sites

Privately owned

There are also a variety of additional **privately-owned soft sites** throughout downtown, either currently for sale of underutilized.



LEGEND:

Downtown Greenway / Study Area

Privately Owned Development Sites

Opportunity Sites

Privately owned

Site #	Address	Owner(s)	Acreage	Parcel ID
1	700-750 W. FRIENDLY AVE (7 TRACTS)	AGAPION, WS; MEYN, TADD W; STRADER, ZI & CITY OF GREENSBORO	**3.20**	00-00-0038-0-0009-00-019, 018, 026, 028, 013 & 016
2	214 N EUGENE EUGENE / BELLEMEADE / STERNBERGER (8 TRACTS)	CREDIT BUREAU OF GREATER GREENSBORO, STOUT, RALPH, BESSEMER IMPROVEMENT, MKW PROPERTIES LLC,	**2.15**	00-00-0012-0-0001-00-011, 002, 001, 020, 004, 009, 006 & 005
3	N EUGENE @ BELLEMEADE & LINDSAY ST (14 TRACTS)	LINDSAY STREET HOLDINGS; ALLEN, SIDNEY; LAROSE PROPERTIES INC; UNDERWOOD, GEORGE;GALLINS, ATHENA;BUENA VISTA LODGE, & JOHNSTON PROPERTIES INC	**5.08**	00-00-0013-0-0010-00-001, 016, 015, 014, 013, 012, 011, 010, 003, 007, 008, 006, 009, 004, & 005
4	N EUGENE @LINDSAY & W SMITH ST (7 TRACTS)	CARROLL INVESTMENT PROPERTIES INC; HILL, JOHN;CONTOGIANNIS, ELLEN; LAROSE PROPERTIES INC; STEC-STANLEY & ROACH	**2.26**	00-00-0013-0-0007-00-006, 002, 010, 011. 001, 004, & 005
5	SMITH @ EUGENE (451 N EUGENE) (3 TRACTS)	BELLEMEADE DEVELOPMENT LLC, ROSELAND INVESTMENTS LLC	**1.89**	00-00-0021-0-0003-00-021 018 & 0029
6	N EDGEWIORTH @ FISHER AVE (7 TRACTS)	MORRIS JADE FAMILY LTD PARTNERSHIP,	**1.94**	00-00-0022-0-0003-00-008, 021, 020, 016, 014, 012 & 011
7	502 N EUGENE (@ SMITH ST) (2 TRACTS)	BELLEMEADE DEVELOPMENT LLC	**4.22**	00-00-0022-0-0004-00-016 & 015
8	338 N. ELM N ELM / SUMMIT / E LINDSAY (9 TRACTS)	JOHNSTON PROPERTIES, GREENSBORO; GREENSBORO INVESTMENTS LLC; CHANDGIE , BETTIE; NSPC-ELM LLC; EQV PROPERTIES LLC; FINN, RONALD & KHAN AND KHAN INC	**4.25**	00-00-0014-0-0009-00-017, 010, 014, 015, 019, 001, 002, 005 & 022
9	215 MARTIN LUTHER KING JR DR	SOUTHERN RAILWAY CO	**15.82**	00-00-0018-0-0001-00-020

Opportunity Sites

Privately owned
(continued)

Site #	Address	Owner(s)	Acreage	Parcel ID
10	S ELM @ MLK (5 TRACTS)	KINDLY, CLYDE W JR	**0.95**	00-00-0007-0-0001-00-002, ,004, 005, 006, & 025
11	120 BARNHARDT ST, 532 S ELM ST & 109 W LEWIS ST (3 TRACTS)	MOMENTUM PROJECT	**2.75**	00-00-0009-0-0002-00-002, 00-00-0009-0-0003-00-012, 00-00-0008-0-0001-00-002,
12	218 S CHURCH DAVIE / WASHINGTON / CHURCH / HUGHES	GREENSBORO NEWS & RECORD	**3.22**	00-00-0004-0-0003-0-001 & 002
13	404 E WASHINGTON	SPL PROPERTIES LLC	**1.01**	00-00-0029-0-0001-0-001
14	330 LINDSAY	GATE CITY MOTOR COMPANY INC	**2.08**	00-00-0015-0-0002-00-003
15	405 N MURROW BLVD (2 TRACTS)	FLOW 401 NORTH MURROW LLC & SUMMIT LAND EXPLORATION LLC	**8.39**	00-00-0027-0-0004-00-017 & 002
16	351 SUMMIT AVE (2 TRACTS)	HUGH SARVIS FAMILY LLC	**1.70**	00-00-0014-0-0003-00-005 & 010
17	900 E.WASHINGTON STREET (1 TRACT)	UNITED HOUSE OF PRAYER	**13.70**	00-00-0028-0-0018-00-001

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section 6

Summary & Conclusions

SUMMARY OF COST-BENEFIT ANALYSES

Project & Sample Investments		Breakeven	20-year Net Present Value of Public Investment	Info
1 & 2. Encourage connectivity through a comprehensive downtown streetscaping program, and complete the Greenway.				
Completion of Greenway by using $7M City bond to leverage other funding sources. Comprehensive streetscaping strategy, undertaken in four phases. Each phase would target 2,000 linear feet over a four-year period, funded through four general obligation bonds over a 16-year period.		We estimate that these combined investments would pay for themselves in City and County tax revenues over the life of this debt (44 years), assuming that they influenced assessed values to increase by 16% over existing valuation trends.		p. 30
3. Incentivize quality new mixed-use development.				
(a) Excess land	Public and foundation-owned land made available for private development.	Immediately	Per Unit / 50 Units Condo $15,000 / $ 752,000 Rental $ 5,400 / $ 268,000	p. 34
(b) Parking	Financial contribution towards the construction of a 400-car deck to incentivize additional development on an adjacent two-acre parcel, financed through a Certificate of Participation.	In the case of a new condo development, the public sector could fund up to 47% of the deck's cost to break even in 20 years, the typical term of a Certificate of Participation. In the case of a rental apartment development, the public sector could invest 17% of the total deck cost to break even.		p. 35
(c) Site cleanup	Public sector to serve as liaison in site preparation of Greensboro Transit Facility, with remediation to be paid for by responsible party.	8-10 years, assuming condo development ranging in size from 110-200 units	$ 580,000 to $ 1.4 million	p. 35
4. Create incentives to help activate downtown's unique, historic building stock with retail and residential uses.				
Provide financial and technical assistance for rehab of an average of four buildings each year, funded for a five year period.		15 years	$ 950,000	p. 41

TIMELINE OF ACTIONS

		2011-2012		2013-2014		2015+
Downtown Greenway		Authorize funds for Phase I		Adopt a zoning overlay district		
Downtown Streetscaping Program		Create annual GDOT line item for streetscaping	Implement streetscaping based on prioritization of corridors			
Mixed-use Dev't	*Land*	Identify candidate sites	Analyze redevelopment feasibility	Solicit development proposals through RFP		
	Parking	Identify underutilized public decks	Identify nearby development sites	Work with developers on strategy to share parking		
	Cleanup	Rezone Transit Facility to CBD	Obtain legal counsel regarding cleanup	Relocate transit operations	Coordinate remediation	Issue RFP for development
Historic Building Rehabilitation		Strengthen building and fire codes	Expand programs targeted to new businesses	Establish incentives for renovation projects		
Performing Arts Center		Form volunteer committee	Conduct planning study	Obtain capital funding	Establish operating structure	Design building
Knowledge Community		Continue Higher Education Working Group	Support downtown siting of higher education facilities	Incorporate downtown locations into University planning		Leverage all potential funding sources

SUMMARY ANALYSES OF EXISTING ECONOMIC INCENTIVES

Throughout this document, we touch upon existing incentive programs and financial tools currently used by Greensboro and Guilford County, as well as recommend new resources that may be pursued. Below, we provide a summary of those programs and our recommendations for them. The City of Greensboro Planning Department's *Downtown Area Consolidated Plan* will recommend undertaking a review of Greensboro's economic incentive programs, which will provide an opportunity to consider the ideas presented below.

Incentives: As-of-Right or Discretionary?

In considering the design of economic incentive programs, the transparency and predictability of such funds are critical to their overall utility and effectiveness. When clearly communicated, **as-of-right** incentives can be far more effective than one-off **discretionary** incentives. These programs can be designed so that they maximize achievement of public policy goals. For instance, transparent as-of-right incentives allow a developer to calculate the cost and benefit of meeting program criteria, leverage other financial resources with confidence that the incentive will be delivered, and avoid costly delays in negotiating project elements with the public sector. In contrast, developers and their investors cannot piece together financing dependent on discretionary incentives to fill the gap, and oftentimes view the risks associated with applying as greatly overshadowing the potential benefits.

Program	Description	Recommendation	Info
Urban Development Investment Guidelines (UDIG)	Guidelines for the City's evaluation of development and redevelopment projects that have requested City participation. Focused on downtown, reinvestment areas, reinvestment corridors, and corporate parks.	The UDIGC provides a very comprehensive and commendable set of evaluation criteria for projects applying for City support. However, the discretionary aspect of the program – requiring City Council's approval on a project by project basis – introduces considerable challenges to developers. We recommend adapting the UDIG into an as-of-right development incentive program for target areas.	Supporting development incentives listed on pages 33-36, which may be used as, or in addition to, incentives provided under the UDIG.

continued

Program	Description	Recommendation	Info
Downtown Job Creation Parking & Transit Assistance Program (DJCP)	For every new job created, the DJCP provides a free parking space in one of the City's downtown parking decks for one year. Alternatively, the program also provides free transit for one year to employees who switch from driving to mass transit. The DJCP only applies to businesses in the City's Downtown Redevelopment Area.	Despite being available for several years, the DJCP has not had any participants. The program's benefits are limited in many cases where public parking decks currently operate at capacity, and it may be that a new parking deck is required to make DJCP more attractive. The City should consider the overall utility of DJCP, and if determined that it can be of benefit, redesign the program to increase the length of benefit, more actively promote the program in conjunction with other state and local economic incentives, expand its use to include new residential development, and streamline the review process, which currently requires City Council approval.	Pages 33-35 propose the City's provision of free or reduced-price parking in underutilized decks, and supporting the construction of a new parking deck to incentivize targeted development projects.
Façade Grants	Downtown Greensboro, Inc. provides a matching grant that covers 50% of façade design and installation costs, up to $5,000.	Façade improvement costs are only a small portion of start-up costs for retailers. By expanding applicable expenses to include all fit-out activities, covering 50% of costs, and increasing the cap to $20,000, the program would meaningfully reduce start up costs and encourage a high quality store design and maintenance along Elm St.	Pages 38-39 outline the financial barriers and propose a program that combines financial and business planning assistance.
Historic Designation Grants	Downtown Greensboro, Inc. provides education and technical support to assist owners in obtaining a 20% Federal Historic Preservation Tax Credit.	Downtown Greensboro, Inc's tax credit assistance should be integrated into any new financial and technical assistance program for building rehabilitations.	Pages 38-41 propose a comprehensive program for building rehabilitations.

continued

Program	Description	Recommendation	Info
Downtown Design Manual and Overlay	Presents a set of Design Guidelines for downtown development which, when achieved, provide a developer with a streamlined approvals process. Currently pending review of the Planning Board and Zoning commission, to be followed by City Council review.	Adopt the proposed Downtown Design Manual, and consider incorporating expanded Downtown Greenway Design Guidelines in a future iteration, to ensure that new adjacent development occurs in a fashion that supports the Greenway.	Page 25 proposes the development of Downtown Greenway Design Guidelines.
City of Greensboro Targeted Loan Pool	The City of Greensboro provides low-cost loans for construction and renovation projects that result in new jobs. The City covers 40% of the loan amount at 5% interest, and a group of partner banks provide the remaining 60% at prime. To date, the program has provided $1.1 million in loans for eight projects that resulted in 132 new jobs. Half of these projects were downtown, including Cheesecakes by Alex and KinderMusic.	The current economic downturn has made it more challenging for projects to meet credit and collateral requirements. In addition, many business owners in Greensboro are leasing their space and therefore cannot use the building as collateral. More projects might be feasible if the collateral requirement were reduced from the current 60%. In addition, some building owners are interested in improving their ground floor retail spaces on a speculative basis; this should also be allowed.	The program could be combined with new construction recommendations discussed on pp. 33-36 and building rehabilitation recommendations discussed on pp. 38-41.
Guilford County Commercial Investment Program	Guilford County offers investment grants for commercial and industrial projects that create new jobs and encourage economic growth. The grant is provided for three years, and is equivalent to 74% of the increase in the County property tax base that results from capital investments.	The Commercial Investment Program should be leveraged as part of an overall package of incentives which local economic development organizations can identify and facilitate for developers. As discussed at the beginning of this section, developers prefer incentives that are as transparent and easily accessible as possible. The County can facilitate this by better marketing the program, and establishing a clear methodology for calculating grant amounts.	The program could be combined with new construction recommendations discussed on pp. 33-36 and building rehabilitation recommendations discussed on pp. 38-41.

section 7

Appendices

APPENDIX A: 15 PROJECTS FOR DOWNTOWN

HR&A and MMPA began by reviewing the 11 plans produced for downtown since 1995. We identified 100+ projects, which we catalogued into 15 specific types that met the goals for downtown. Several of these became the priority projects discussed earlier, and the rest should be taken into consideration in the medium-term. Projects should be adapted as needed to address contemporary goals and conditions.

	Potential project	Source	Original concept
1	Adaptive Reuse. Incentivize the renovation of existing underutilized buildings for arts, culture, retail, dining and entertainment uses.	Center City Plan High Point/ W. Lee St Plan	Convert existing buildings into mixed-use hubs with a focus on restaurants, bars, shops and other entertainment (as well as residential uses).
2	Arts Anchor. Create a multi-purpose arts and culture destination to serve as an anchor for existing strengths.	Center City Plan Church St. Plan E. Market St. Plan High Point/W. Lee St Plan PAC Study Retail Study	Build a concert hall, IMAX theater or visual arts museum.
3	Gateways. Design new gateways at key entry points, particularly railroad crossings.	E. Market Street Plan	Design new gateways at key entry points, particularly railroad crossings.
4	Grand Boulevard. Strengthen east-west access corridors as active thoroughfares with a dense mix of uses and an inviting public realm.	Center City Plan	Establish a boulevard between Market St and Friendly Ave, including a trolley system, water gardens, open space, and an inter-University center.
5	Land Subsidy. Create a financial tool to offset the cost of land downtown for desirable development in key locations.	Church St Plan Lee Street Plan E. Market Street Plan Bellemeade Plan Southside Plan	Provide financial incentives for (mixed-use) development at key locations.
6	Light Rail. Implement a light rail system to connect strengths along key corridors.	Center City Plan	Implement a light rail system to connect areas of activity such as Moses Cone, Koury Convention Center, UNCG, NC A&T and the Coliseum complex.
7	Parking Strategy. Develop a strategy to consolidate and maximize parking, while ensuring sufficient supply for a variety of existing uses as well as potential new developments.	Church St Plan Housing Study South Elm St Plan	Maximize available parking by implementing joint marketing, scaling prices based on location, dedicating underutilized spaces to new developments, allowing shared parking between uses, and/or subsidizing decks in target locations.

15 PROJECTS FOR DOWNTOWN (continued)

	Potential project	Source	Original concept
8	Public Art. Undertake public art project to promote the character and vitality of downtown in key hub and gateway locations.	Church St. Plan Streetscape Plan	Create process for encouraging and approving public art; commission project to connect streets under railroad tracks.
9	Railyard Site Development. Build a new mixed-use development that will generate activity; include streetscaping and open space improvements	Center City Plan Retail Study	Build a new destination park including water features, sport fields, and retail opportunities.
10	Retail Incentives. Encourage new and expanded downtown retail opportunities through incentives such as grants, loans, and fit-out assistance.	Center City Plan E. Market St. Plan Retail Study	Encourage new downtown retail opportunities through incentives such as grants, loans, and fit-out assistance.
11	Shared College/ University Facility. Develop a shared college/ university facility that provides student activity space, academic space, or research and business incubation space.	Center City Plan EPA University Roundtable Higher Ed Working Group High Point W. Lee St Plan	Develop a shared facility that will link the colleges/ universities and support key industry growth.
12	Site Preparation. Undertake land banking and site preparation activities in areas that will be critical to long-term growth.	Church St Plan E. Market St Plan Elm St Plan	(Acquire sites and) undertake demolition, environmental clean-up, utility improvements to prepare sites for development.
13	Small Business Support. Provide low-cost space for new businesses, through incentives or a new facility.	Center City Plan E. Market St. Plan	Convert industrial spaces into facilities for new (technology) businesses.
14	Street Vendors. Establish strategy for local street vendors, including locations, permitting, and type of physical structure.	Center City Plan Streetscape Plan	Establish locations for local street vendors; build temporary structures for special events and markets.
15	Streetscaping. Implement streetscaping to provide a unified look and feel and enhance the pedestrian and vehicular experience along key corridors.	Cedar/Bellemeade Plan Center City Plan Church St Plan E Market St Plan High Point/ W. Lee St Plan South Elm St Plan Southside Plan Streetscape Plan	Make improvements to lane widths, sidewalks, crossings, underpasses, landscaping, lighting, street furniture and signage in various locations.

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Section 3
Connections, Policies and Action Steps

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Downtown Area Consolidated Plan and the City of Greensboro *Connections 2025* Comprehensive Plan

Downtown Greensboro is specifically identified in the City of Greensboro's adopted Comprehensive Plan, *Connections 2025*, as the "heart of Greensboro's civic life, a source of community pride, a focus of citizens' identity, and a reflection of our historic character."
The Comprehensive Plan addresses Downtown specifically in Section 4.5.2 of the Land Use Chapter, establishing the Goal to:

"Promote reinvestment, preservation, diversification, and selective intensification of activity in Downtown Greensboro, to reinforce its importance as the economic, cultural and civic center of the City, while protecting its heritage and historic resources and enhancing its urban character."

Downtown Area Consolidated Plan - Policies and Action Steps

The Downtown Area Consolidated Plan can be most effective in addressing its overall vision and goals through five major policy areas:

1. **Promote higher intensity, quality mixed use development in Downtown, with particular emphasis on pedestrian oriented development that includes the renovation and redevelopment of historic properties.**
2. **Enhance transportation connections and corridors, with emphasis on linking pedestrian, bicycle, transit and roadway facilities to enhance economic investment, housing and key Downtown destinations.**
3. **Develop comprehensive strategies and commitments for public capital investments and development incentive programs to encourage quality private investment.**
4. **Strengthen and expand connections between Downtown, adjacent neighborhoods, colleges/universities and other nearby economic drivers.**
5. **Ensure effective implementation and administration of this plan through specified program and process enhancements, and continued engagement of key stakeholders within and around Downtown and public officials.**

Each major policy area is further refined in the DACP Action Plan through near, medium and long-term action steps.

Downtown Area Consolidated Plan (DACP) Action Plan

The DACP Action Plan expands and builds upon the three major goals and six key near-term priorities highlighted in the *Downtown Greensboro Economic Development Strategy*, outlining both immediate action steps and longer term policies and noting additional priorities to achieve the stated vision of the full Downtown Area Consolidated Plan. Related policies noted from the Comprehensive Plan have been adjusted to directly address Downtown Greensboro.

Policy Area: Promote Quality Mixed Development	***Promote higher intensity, quality mixed use development in Downtown, with particular emphasis on pedestrian oriented development that includes the renovation and redevelopment of historic properties***		
Comprehensive Plan Policies: Policy 4A.2 – Identify and remove impediments to infill, adaptive reuse, historic preservation and reinvestment in Downtown and connected areas Policy 4A.3 – Adjust schedule of development fees to lessen financial burdens on investments in Downtown Policy 4C.2 - Establish performance-based guidelines and incentives for Downtown infill locations Policy 4D.4 – Encourage use of financial incentives for reinvestment in historic and/or abandoned properties in Downtown. Policy 4E.2 - Create incentives for mixed use, Downtown housing and creation of new centers of activity in Downtown (employment, retail, entertainment, sports, etc.) Policy 4G.1 - Promote compact development in Downtown (Mixed-Use and Pedestrian Scale Development) by applying creative zoning/development standards. Policy 5D.2 - Support the protection of historic resources in Downtown Policy 5E.2 - Develop Downtown design standards for public buildings and spaces. Policy 7A.4 – Provide incentives (public infrastructure, expedited review process, more flexible code requirements for infill, etc.) to support priority economic development projects within and connected to Downtown			
Economic Development Strategy Priorities: Mixed Development, Activate Historic Building Stock, Develop Shared College/University Facilities, Performing Arts Center			
	Short Term Actions (1-2 Years) [2011-2012]	**Medium Term Actions (3-5 Years) [2013-2015]**	**Long Term Actions (5+ Years) [2015+]**
Identify and prioritize underutilized sites and strategies for redevelopment	Identify and prioritize underutilized sites (private, public and non-profit) in Downtown and outline initial strategies to promote redevelopment **(DGI, City, County)**	Evaluate further means for redevelopment of previously identified underutilized Downtown sites, including funding for acquisitions and renovations **(DGI, City, County)**	Establish/expand long term funding sources for property acquisition, renovation and upfit to encourage expanded Downtown investment **(DGI,**

			City, County)
Further evaluate and address impediments to new Downtown investment	Identify impediments to new quality Downtown investment including items like infrastructure, review process and up front development costs. Adjust policies, processes and programs to address these impediments **(City, DGI, County)**	Continue to address identified Downtown development impediments and evaluate effectiveness of initial strategies. Make adjustments as needed. **(City, DGI, County)**	Continue efforts to address identified impediments to new Downtown investment **(City, DGI, County)**
Adopt/implement design overlay for Downtown	Adopt and implement design overlay to encourage quality Downtown development, with particular emphasis on walkable, mixed development that actively engages the public realm **(City)**	Evaluate use of Downtown overlay and adjust as necessary to achieve agreed upon goals for quality mixed development and renovation of historic structures **(City)**	Continue evaluation of Downtown overlay and adjust as needed to achieve Downtown priorities **(City)**
Expand education and access to financing for renovation of historic Downtown buildings	Review current financing tools for historic property renovations and expand education efforts and assistance as needed **(City, County, DGI)**	Continue to promote financing tools for historic property renovations **(City, County, DGI)**	Continue to promote current financing tools for historic property renovations **(City, County, DGI)**

Policy Area: Transportation	***Enhance transportation connections and corridors, with emphasis on linking pedestrian, bicycle, transit and roadway facilities to enhance economic investment, housing and key Downtown destinations***		
Comprehensive Plan Policies: Policy 8B.2 – Promote walkability and bicycling within and connected to Downtown, including prioritization of City-funded pedestrian and bicycle improvements and modifications of development standards Policy 8B.3 – Coordinate Downtown related pedestrian and bicycle improvements with roadway and transit plans and projects Policy 8C.1 – Support long-range transit planning for Downtown and nearby areas Policy 8C.3 – Promote Downtown transit use by encouraging or requiring transit-supportive design features and emphasizing the need for transit-supportive (higher-density, mixed-use) development. Policy 8C.4 – Investigate feasibility of establishing secondary transit centers connected to Downtown supported by pedestrian/bicycle connections and appropriate land uses (e.g. NC A&T, UNCG, Cone Hospital) Policy 8E.4 – Implement improvements to Downtown parking, including parking supply/location, long and short term parking, on and off street parking, rates/fines, free parking after hours			
Economic Development Strategy Priorities: Downtown Greenway, Downtown Streetscaping Program, Mixed Development			
	Short Term Actions (1-2 Years) [2011-2012]	**Medium Term Actions (3-5 Years) [2013-2015]**	**Long Term Actions (5+ Years) [2015+]**
Complete Downtown Greenway and associated links	Complete construction of Phase 1 of Downtown Greenway, complete design for additional sections and pursue funding opportunities for their construction **(City, Action Greensboro)**	Begin construction of additional phases of Downtown Greenway (Phases 2 & 3) as funding allows and complete final design work on Phase 4 **(City, Action Greensboro)**	Complete Downtown Greenway and any associated connections to areas within and surrounding Downtown **(City, Action Greensboro)**
Evaluate/implement Downtown area transit circulator	Evaluate potential for expanded transit (Downtown circulator) within Downtown and connecting to nearby employment centers (colleges/universities, medical complex) **(City, MPO, DGI)**	Implement any initial recommendations on expanded Downtown area transit enhancements **(City, MPO)**	Fully implement any recommended Downtown area transit enhancements as feasible **(City, MPO)**
Expand transportation options in Downtown	Provide multiple transportation options within Downtown and to adjacent neighborhoods and major destinations. Identify opportunities such as Downtown overlay, streetscape	Continue integrating multiple transportation options with new higher intensity, mixed development. Evaluate level of vehicular and non-vehicular trips	Continue integrating multiple transportation options with new higher intensity, mixed

	enhancements and other processes to encourage expansion of pedestrian, bike and transit facilities with new investment **(City, MPO, County, DGI)**	to evaluate key routes and identify any gaps **(City, MPO)**	development and expanding pedestrian, bike and transit facilities **(City)**

Policy Area: Capital Investments/ Development Incentives	***Develop comprehensive strategies and commitments for public capital investments and development incentive programs to encourage quality private investment***		
Comprehensive Plan Policies: Policy 4B.2 - Through the City's Capital Improvement Program (CIP), prioritize short and long-range capital investments in Downtown and nearby areas Policy 4D.3 – Provide direct action to initiate and support private investment in Downtown, including land assembly and clearance and construction of capital improvements Policy 4E.1 – Promote Downtown development through capital investments (streetscapes, infrastructure, parking), establishment of site-specific Downtown redevelopment and reinvestment areas, and use of existing City powers to execute designated reinvestment projects Policy 4E.2 – Actively support private initiatives to promote Downtown investments Policy 8C.3 - Promote transit use within and connected to Downtown by encouraging or requiring transit-supportive design features in development plans. Policy 9E.1 – Where feasible, integrate community facilities within and connected to Downtown			
Economic Development Strategy Priorities: Downtown Greenway, Downtown Streetscaping Program, Promote Mixed Development			
	Short Term Actions (1-2 Years) [2011-2012]	**Medium Term Actions (3-5 Years) [2013-2015]**	**Long Term Actions (5+ Years) [2015+]**
Evaluate/adjust Downtown capital investment expenditures	Evaluate current and planned capital expenditures and schedules for Downtown. Evaluate gaps relative to Downtown priorities and outline strategies for completing near term and longer term investments. **(City, County)**	Implement capital investment priorities in Downtown, identify expanded needs (based on previous analysis) and identify additional funding sources as needed. **(City, County)**	Continue implementing capital investment priorities in Downtown **(City, County)**
Adopt and Implement Downtown Streetscape Plan	Evaluate streetscape improvements for Downtown corridors and set initial priorities and potential funding strategies. Establish general timeframe to complete initial streetscaping priorities **(City, DGI, Action Greensboro, County)**	Implement agreed upon plan for Downtown streetscaping, adjusting timeframe and funding as needed **(City)**	Complete long-term Downtown streetscaping priorities (20+ year timeframe) **(City)**

Leverage Downtown Greenway for new investment	Identify and prioritize sites along Downtown Greenway for redevelopment in conjunction with greenway construction. Assist with redevelopment as needed through land banking, infrastructure enhancements or other incentives. **(City, DGI, County, Action Greensboro)**	Continue assisting redevelopment of priority sites along Downtown Greenway **(City, DGI, Action Greensboro, County)**	Continue assisting redevelopment of priority sites along Downtown Greenway **(City, DGI, Action Greensboro, County)**
Evaluate/enhance Downtown infrastructure	Evaluate other public Downtown infrastructure regarding needs for repair, expansion or upfits **(City, DGI)**	Implement other infrastructure investments as funding is available **(City, DGI)**	Continue implementing other infrastructure investments as funding is available **(City, DGI)**

Policy Area: Enhance Connections	***Strengthen and expand connections between Downtown, adjacent neighborhoods, colleges/universities and other nearby economic drivers***		
Comprehensive Plan Policies: Policy 4A - Remove present impediments to infill and investment in Downtown and connected areas Policy 4D.2 -Based upon Downtown and related neighborhood and corridor planning initiatives, identify site-specific development target areas and sites. Policy 4D.3 – Provide direct action to initiate and support private investment in Downtown, including land assembly and clearance and construction of capital improvements Policy 4E.2 - Actively support private initiatives consistent with the City's policies to promote Downtown investment. Policy 6A.4 - Implement measures to protect Greensboro's neighborhoods from potential negative impacts of Downtown related development, redevelopment, and/or public projects Policy 8B.2 – Promote walkability and bicycling in Downtown and connected areas, including prioritization of city funded pedestrian and bicycle improvements and modifications of development standards Policy 8C.4 – Investigate feasibility of establishing secondary transit centers connected to Downtown supported by pedestrian/bicycle connections and appropriate land uses (e.g. NC A&T, UNCG, Cone Hospital) Policy 9E.1 **-** Where feasible, integrate community facilities within and connected to Downtown			
Economic Development Strategy Priorities: Shared College/University Facilities, Downtown Greenway, Downtown Streetscaping Program			
	Short Term Actions (1-2 Years) [2011-2012]	**Medium Term Actions (3-5 Years) [2013-2015]**	**Long Term Actions (5+ Years) [2015+]**
Remove barriers between Downtown, adjacent neighborhoods and nearby economic drivers	Evaluate physical barriers to direct access to Downtown from adjacent neighborhoods and nearby employment centers and outline priorities and strategies to address **(City, DGI, Downtown area neighborhoods and economic drivers)**	Continue strategies to reduce or eliminate physical barriers between Downtown and adjacent neighborhoods, colleges/universities and other nearby economic drivers **(City, DGI, Downtown area neighborhoods and economic drivers)**	Complete strategies to reduce or eliminate physical barriers between Downtown and adjacent neighborhoods, colleges/universities and other nearby economic drivers **(City, DGI, Downtown area neighborhoods and**

			economic drivers)
Identify/enhance key Downtown gateways	Identify key gateways into Downtown to better connect adjacent neighborhoods, colleges/universities and other nearby economic drivers. Evaluate potential for physical improvements and redevelopment opportunities linked to key gateway investments **(City, County, DGI, Downtown neighborhoods and economic drivers)**	Continue initiatives to improve key Downtown gateways through infrastructure improvements and redevelopment. Encourage appropriate redevelopment in conjunction with gateway enhancements **(City, County, DGI, Downtown neighborhoods and economic drivers)**	Continue initiatives to improve key Downtown gateways through infrastructure improvements and redevelopment **(City, County, DGI, Downtown neighborhoods and economic drivers)**
Link Downtown to future college/university facility planning	Evaluate opportunities to include Downtown in future facilities planning for adjacent colleges/universities and other nearby economic drivers. Includes identification of potential Downtown sites for university related facilities and programs **(Colleges/Universities, City, DGI, Action Greensboro)**	Continue efforts to integrate Downtown into future facilities planning for adjacent colleges/universities and other nearby economic drivers **(Colleges/Universities, City, DGI, Action Greensboro)**	Continue efforts to integrate Downtown into future facilities planning for adjacent colleges/universities and other nearby economic drivers **(Colleges/Universities, City, DGI, Action Greensboro)**
Enhance public safety and appearance between Downtown, adjacent neighborhoods and nearby economic drivers	Identify opportunities to work with adjacent neighborhoods, colleges/universities and other nearby economic drivers to enhance public safety and appearance of Downtown and surrounding areas **(City, Downtown neighborhoods and economic drivers, DGI, Action Greensboro)**	Continue efforts to coordinate public safety and appearance initiatives with adjacent neighborhoods, colleges/universities and other nearby economic drivers **(City, Downtown neighborhoods and economic drivers, DGI, Action Greensboro)**	Continue efforts to coordinate public safety and appearance initiatives with adjacent neighborhoods, colleges/universities and other nearby economic drivers **(City, Downtown neighborhoods and economic drivers, DGI, Action Greensboro)**
Cross promote Downtown, adjacent	Examine strategies to cross promote events and initiatives between Downtown, adjacent	Continue efforts to cross promote events and initiatives between	Continue efforts to cross promote events and

neighborhoods and nearby economic drivers	neighborhoods, colleges/universities and other nearby economic drivers **(City, Downtown neighborhoods and economic drivers, DGI, Action Greensboro)**	Downtown, adjacent neighborhoods, colleges/universities and other nearby economic drivers **(City, Downtown neighborhoods and economic drivers, DGI, Action Greensboro)**	initiatives between Downtown, adjacent neighborhoods, colleges/universities and other nearby economic drivers **(City, Downtown neighborhoods and economic drivers, DGI, Action Greensboro)**

Policy Area: Implementation/ Administration	***Ensure effective implementation and administration of this plan through specified program and process enhancements, and continued engagement of key stakeholders within and around Downtown and public officials***		
Comp Plan Policies: Policy 4A.2 – Identify and remove impediments to infill, adaptive reuse, historic preservation and reinvestment in Downtown and connected areas Policy 4D.3 – Provide direct action to initiate and support private investment in Downtown, including land assembly and clearance and construction of capital improvements Policy 4E.2 - Actively support private initiatives consistent with the City's policies to promote Downtown investment. Policy 7A.4 – Provide incentives (public infrastructure, expedited review process, more flexible code requirements for infill, etc.) to support priority economic development projects within and connected to Downtown Policy 7A.5 - Revise the City's incentive guidelines for Downtown and connected areas so that they are consistent with economic development objectives. Policy 7D.3 - Promote economic development in Downtown and connected areas through public/private partnerships to include government, economic development agencies, educational and health care institutions, and businesses. Policy 8B.3 – Coordinate Downtown related pedestrian and bicycle improvements with roadway and transit plans and projects Policy 8C.4 – Investigate feasibility of establishing secondary transit centers connected to Downtown supported by pedestrian/bicycle connections and appropriate land uses (e.g. NC A&T, UNCG, Cone Hospital)			
Economic Development Strategy Priorities: Implementation for all priority projects outlined in Strategy			
	Short Term Actions (1-2 Years) [2011-2012]	**Medium Term Actions (3-5 Years) [2013-2015]**	**Long Term Actions (5+ Years) [2015+]**
Review/update existing economic development tools for Downtown	Review existing economic development tools (ex. Urban Development Investment Guidelines) to determine gaps for encouraging Downtown investment and adjust as needed **(City, County, DGI)**	Continue refinements of economic development programs for Downtown **(City, County, DGI)**	Continue refinements of economic development programs for Downtown **(City, County, DGI)**
Enhance Downtown marketing/ promotion	Examine marketing efforts for Downtown, adjacent neighborhoods and nearby economic drivers to note any adjustments needed for marketing underutilized property for redevelopment	Continue to evaluate marketing/promotional efforts for Downtown investments and adjust as needed **(DGI, City, County)**	Continue to evaluate marketing/promotional efforts for Downtown investments and adjust as needed **(DGI, City, County)**

	(DGI, City, County)		
Identify key staff, citizens and groups for major Downtown priorities and specific projects	Identify specific "project champions" (individuals or groups) to address Downtown priorities from Economic Development Strategy **(City, County, Downtown neighborhoods and economic drivers, DGI, Action Greensboro)** Convene staff and citizens to specifically address Downtown streetscaping prioritization, and economic development policies and programs for Downtown, and further discussion on transportation integration and barriers to development **(City, Downtown neighborhoods and economic drivers, DGI, Action Greensboro, County)**	Implement recommendations from groups examining specific topics such as streetscaping priorities and economic development programs **(City, County, DGI)**	Continue implementing recommendations from groups examining specific topics such as streetscaping priorities and economic development programs **(City, County, DGI)**
Evaluate success of Downtown Area Consolidated Plan through specific benchmarks	Evaluate and establish benchmarks for success in Downtown (ex. number of large projects approved, public infrastructure projects completed, increased Downtown tax values, etc.) **(City, County, Downtown neighborhoods and economic drivers, DGI, Action Greensboro)**	Evaluate progress towards established benchmarks and adjust as needed **(City, County, DGI)**	Continue evaluating progress for established benchmarks and adjust as needed **(City, County, DGI)**
Coordinate Downtown Area Consolidated Plan recommendations with other adopted plans and studies	Incorporate major Downtown Plan priorities and policies in City and County plans and documents, including updates, and identified Downtown related priorities from previously adopted plans. **(City, County, DGI)**	Continue to incorporate major Downtown Plan priorities and policies in related City, County and regional documents and updates (ex. Long Range Transportation Plan, Comprehensive Plan, Consolidated Plan, Local and Regional Transit Plans, etc.) **(City, County, DGI)**	Continue incorporating major Downtown Plan priorities and policies in related City, County and regional documents and updates **(City, County, DGI)**
Evaluate/establish specialized districts in Downtown and/or	Evaluate creation of specialized districts (and/or future land use map) for both land development guidance and overall Downtown promotion	Establish and/or monitor specialized districts and future land use map for Downtown for needed adjustments	Continue to monitor specialized districts and future land use map for

future land use map for downtown	**(City, County, DGI, Action Greensboro, Downtown neighborhoods and economic drivers)**	**(City, County, DGI, Action Greensboro, Downtown neighborhoods and economic drivers)**	Downtown for needed adjustments **(City, County, DGI, Action Greensboro, Downtown neighborhoods and economic drivers)**