



DOWNTOWN BURLINGTON MASTER PLAN
MAY 2008

City of Burlington
Burlington Downtown Corporation

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Introduction

The city of Burlington has a proud history as a bustling town. Located in Alamance County, the city began as the Company Shops for the Southern Railway. With its central location in the Piedmont of North Carolina, the city became a gathering place for the surrounding farmers. As the industrial revolution evolved in the area, Burlington prospered as a textile and hosiery manufacturing center. Burlington Industries, at one time a world leader in textiles, began in Burlington.

Like many downtowns in the Carolina Piedmont, downtown Burlington suffered the double blow of a loss of manufacturing as the textile mills and other manufacturers took their operations overseas, coupled with the migration of traditional retail trade from urban centers to suburban locations.

Burlington and Alamance County have been aggressively and successfully leveraging their position between the Triad and the Triangle to attract diverse economic development activity to take the place of the once dominant textile industry. Today downtown is the corporate headquarters for LabCorp, one of the world’s largest clinical laboratories and a Fortune 500 company. The Burlington Downtown Corporation has been working to ensure that downtown remains a viable center of activity for the county.

Burlington is well positioned to take advantage of national trends that have brought businesses and people back to downtowns across America. This Master Plan is the tool that the Burlington Downtown Corporation, the city of Burlington, and downtown businesses and property owners will use as their guide to reinvigorating downtown. This plan is not only a tool to generate renewed pride and vitality in downtown; it is an economic development tool that can be used to attract investors, entrepreneurs, and partnerships between the city of Burlington, the Burlington Downtown Corporation, and many other partners.



Burlington Downtown Master Plan

The Master Plan process for Downtown Burlington began in October of 2007. The plan was jointly funded by the Burlington Downtown Corporation and the city of Burlington. The process included three public meetings, an intensive design session called a charrette, and interviews with dozens of stakeholders. Public input was an invaluable part of the master planning process and many recommendations result directly from participants' input. The process was led by the Master Plan Steering Committee, a group of individuals with demonstrated interest in downtown Burlington.

This Master Plan is organized around the four following themes:

- Rediscovering the Opportunities: Branding
- The Regional Choice for Entrepreneurs: The Market
- It's in the Details: Physical Improvements
- An Energized Partnership: Organization

Each theme is a separate section in the report. The final section in the report presents the implementation strategy that consolidates all the recommendations in a user friendly strategy board listing: projects, responsible parties, and time frames for implementation.

This report is the product of a successful partnership led by Burlington Downtown Corporation with the support of many other partner organizations to engage the community in a process to examine the future success of downtown. It is only through this continued spirit of partnership that the plan can be successful.

Rediscovering the Opportunities: Branding

Introduction

Downtown Burlington has a great physical character and is already home to a collection of shops, restaurants, and activity centers, including the renovated Paramount Theatre. It is surrounded by strong neighborhoods and is easily accessible for many residents. Moreover, downtown is the home to one of the regions largest corporate headquarters campuses and a huge center of employment for Alamance County. In spite of these strengths, downtown is not thought of as the traditional “center” of community life for Burlington.

The Burlington Downtown Corporation and its partners desire to reconnect local residents and regional investors with the opportunities in downtown. As the community explores a variety of physical, economic development, and promotional techniques to encourage investment, so too should the marketing material for downtown be a reflection of the quality and variety offered in its businesses.

The goal for this theme:

The “Burlington Brand” will become a well-recognized promotional tool to publicize existing success stories, restore community pride in downtown, and attract investors from across the region to the opportunities for new investment.

Analysis

Consumers are used to the extensive branding that they experience with the products they purchase. Communities too can present a consistent image to attract investment, retain customers, and instill local pride. Over the years several images have been used to identify Burlington, these include the typical seals used by the City, the images from parks and recreation, and the typeface logo that the Burlington Downtown Corporation has used for a number of years. Each of these images find their way into a variety of publications used to promote the downtown.

Downtown Burlington, however, lacks a particular brand image that confidently conveys the economic potential of the district. This “consumer” brand should separate downtown’s development opportunities from the official functions of other organizations. The proposed “Burlington Brand” represents the uniqueness of Burlington’s downtown and portrays it in a clean and confident way. The brand is a stylized representation of the train depot superimposed over a solid square. The tagline

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“A Downtown that Works” conveys several messages. First, it is an employment center but perhaps more importantly it is a downtown that functions and is making progress.

Recommendations

Incorporate the brand into all existing promotional material: website, stationery, events, etc. Once the community adopts the brand image, it can be rolled out into a variety of uses. Perhaps the easiest change can be to incorporate the brand into the Burlington Downtown Corporation’s web site. The web has become one of the principal ways that people learn about the places they visit. Burlington’s downtown website is an excellent resource already and rich in content. The web can become a springboard to launch the brand in other areas because it is the easiest place to make changes and the fastest way for people to see the changes taking place.

- *Launch a Downtown Burlington image package (the downtown “brand”).*



Proposed logo



Sample of website incorporating the brand

Burlington’s downtown has a lot to offer local residents in its shops, restaurants, and activities. It also presents a great opportunity for potential investors and entrepreneurs. Burlington Downtown Corporation should launch a cooperative marketing campaign that works with downtown business owners, shopkeepers, residents, and other stakeholders to provide testimonials on why they have chosen downtown. These

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advertisements should be placed in local print media and regional economic development packages.

- *Create a co-op campaign with existing businesses/investors outlining stories about “Why Downtown Burlington Works.”*



A Downtown That Works.

Downtown Burlington is enjoying a remarkable renaissance, with the construction of LabCorp's new headquarters, new shops and restaurants opening, and a committed partnership between the Burlington Downtown Corporation and the City of Burlington, our downtown is one of the best places to invest in the region. To explore available properties, financial incentives, and support for investors in the community, please visit www.downtownburlington.com to find out more about Burlington, a downtown that works.



The Courtyard by Burlington



When Matt and Wellsley Robinson saw the potential for downtown Burlington, they were hooked. With its strategic location between Greensboro and the Triangle, its strong downtown workforce, and its charming historic buildings, the Robinsons knew they had discovered a hidden gem.

They renovated the 1910's Courtyard Apartments with modern amenities (including wi-fi service for all residents!) Matt and Wellsley are committed to downtown and they invite you to become a part of a downtown that is working to get better each day. For an investment package showcasing a variety of investment opportunities in downtown Burlington, visit

Picture the Paramount.

The Paramount Theatre in downtown Burlington is one of the jewels of the community. With a variety of performances throughout the year and a great location in the heart of our revitalizing downtown, the Paramount is Alamance County's location for the performing arts. To explore the Paramount and everything else downtown has to offer, please visit www.downtownburlington.com. Downtown Burlington, a downtown that works.



A Downtown That Works

Laboratory Corporation of America is a pioneer in genomic testing and one of the world's largest clinical laboratories. The company employs 26,000 and has annual revenues in excess of \$4 billion. It's headquarters is right here in downtown Burlington. LabCorp just re-affirmed its commitment to the heart of our downtown with a multi-million dollar investment in a new headquarters building. LabCorp is just one reason why Burlington has a downtown that works. To find out more information about opportunities in Burlington's downtown visit www.burlingtondowntown.com.



A wayfinding system using the brand is needed to direct motorists into downtown. Wayfinding is simply a sign program that directs motorists and pedestrians to key locations in the community. For Burlington, the wayfinding should be a communitywide initiative that directs people to downtown as well as the many other amenities of the community. The graphic **Wayfinding System** on the next page depicts what a potential wayfinding program might look like for Burlington using the proposed downtown brand together in a seamless format. Prior to implementing the sign system (which will take time since the NCDOT has been resistant to wayfinding) banners can be a very effective way of conveying information about special events and amenities downtown. The sign and banner concepts shown on the next page maintain the clean contemporary look of the downtown brand.

- *Develop a wayfinding system directing motorists into downtown using the brand.*

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- ❖ *Gateway Signs* announce the entrance to the community or district. For Burlington, primary gateways should occur at major entrances to the city limits and secondary gateways at the entrance to the downtown.
- ❖ *Primary Trailblazers* are signs that direct motorists to major districts or attractions within a city. These would be placed along major thoroughfares in the city and would have up to three major attractions listed. Downtown should be one of the listings on all trailblazers.
- ❖ *Downtown Trailblazers* would direct motorists to attractions within downtown including the courthouse, public parking, and other major facilities/amenities.
- ❖ *Parking Signs* would occur at the entrances to parking facilities.
- ❖ *Building Markers and Informational Kiosks* take the sign system from a vehicular system to one that pedestrians use.
- ❖ *Banners* allow the community to promote specific events, attractions, or historical figures or stories about the community. They can be changed frequently, but should always convey the overall brand even if they vary somewhat to add variety through the year.



Wayfinding System

The brand can be used to market special events in Burlington and partner organizations such as the Paramount Theatre.

- *Roll out brand expansion for all events.*

The Regional Choice for Entrepreneurs: The Market

Introduction

Burlington has long capitalized on its strategic location between the major population centers of the Triad and the Triangle. Downtown Burlington itself is well positioned in Alamance County and is already home to a number of small entrepreneurial businesses as well as major employers. Yet, downtown is regarded as a “sleeper” market in the region. The market information indicates that downtown can support new residential, office, and commercial development. Moreover, downtown enjoys a strategic advantage because there are several large sites that can be redeveloped. Most downtown districts require significant efforts to assemble sites large enough to have development opportunities that make an impact. Of course, Burlington is also rich in renovation opportunities with unique existing buildings. In order to jumpstart development, the community will need to explore incentives to recruit residents, entrepreneurs, and investors.

The goal for this theme:

Downtown Burlington will leverage its strategic regional position to become the location of choice for a variety of entrepreneurs creating a sustainable and diverse economic engine that will restore downtown as a vibrant part of the regional economy.

Analysis

The market analysis is organized into the following sections: demographic trends, residential development, office development, retail development and overall market conclusions and recommendations.

Demographic Trends

Burlington has enjoyed robust population growth. Between 1990 and 2000 the city grew by 11% to a population of 44,917. By 2007 the population had reached 46,809 and growth is expected to continue at a rate of about 3% until 2012 to 48,302. Alamance County has had even more robust growth with a 21% change between 1990 and 2000 where the population stood at 130,800. By 2007 the population was projected to be 143,337. This population is expected to grow by another 6% to 152,185.

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Population	Burlington	Alamance
1990	40,371	108,213
2000	44,917	130,800
2007 estimate	46,809	143,337
2012 projection	48,302	152,185

Population trends in Burlington and Alamance County

Source: Claritas

Obviously, population growth in the city and county is fundamentally good for downtown Burlington in that it is in a market that will continue to generate demand for housing, goods, and jobs.

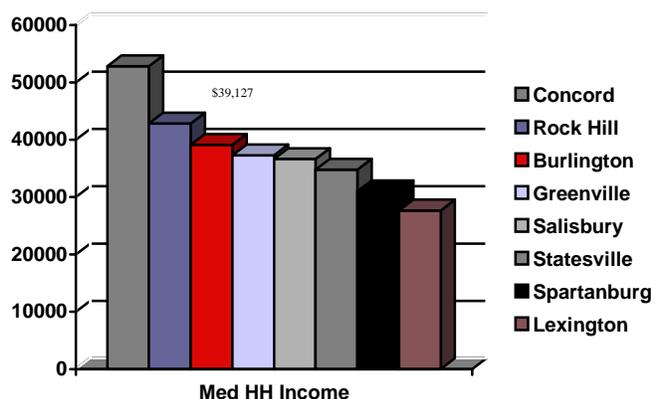
Income levels in the City of Burlington lag that of Alamance County as a whole and North Carolina as shown in the chart below. These income levels still represent rather robust levels. Nearly 40% of the households in Burlington itself earn over \$50,000 per year.

Income Levels	Burlington	Alamance	North Carolina
Per capita income	\$21,133	\$21,866	\$23,824
Median household income	\$39,127	\$43,584	\$45,222

Income levels in Burlington, Alamance County, and North Carolina

Source: Claritas

Burlington income levels also rank relatively high when compared with peer communities along the Piedmont corridor from South Carolina to Raleigh-Durham. The chart at right shows that Burlington’s median household income was very close to Rock Hill, South Carolina and slightly higher than Salisbury, Statesville, and Lexington, North Carolina.

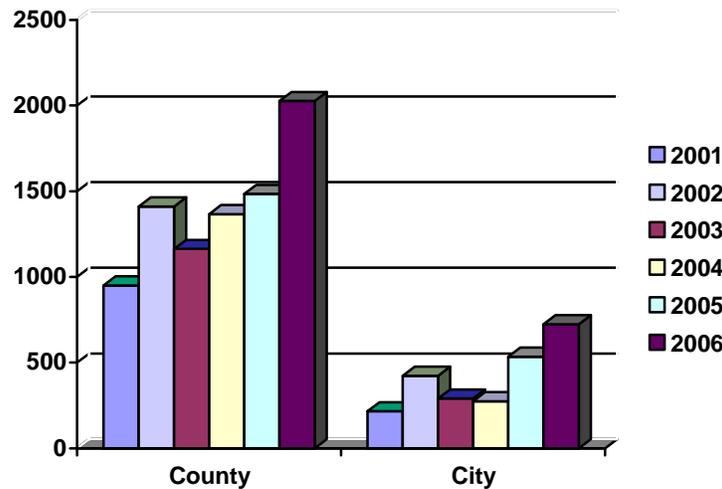


Median Household income in selected peer communities

Source: Claritas

Residential Development

Residential growth has been robust in Alamance County with close to 8,400 residential units constructed since 2001 in the county (Source: HUD user data building permit tracking). Burlington has kept pace with this growth with over 25% of the units being built inside the city limits (2,460 units since 2001). Overall, single family housing comprises about 70% of the housing stock in Burlington and about 68% of the housing stock in Alamance County. The average house value in Burlington is about \$122,551 and \$126,951 for Alamance County. Recent apartment construction in the area is responding to demands for varied housing types and these newer units are commanding rents over \$700 per month for some units. The chart below shows the steady trend of residential construction in both Burlington and Alamance County.



Despite the overall growth in housing in Burlington and Alamance County, downtown Burlington itself has not witnessed significant investment in new housing development. However, there is anecdotal evidence that there is demand for urban housing in the core of downtown. One local investor has recently renovated two older apartment units in downtown and has had success renting these units to professionals working in the area.

Furthermore, several factors work in downtown’s favor to encourage new housing. First, the overall growth occurring in the market from a housing standpoint, both in single and multi-family units, is a signal of market health. This growth has been steady each year for the past six years with a spike in 2006. This continued growth is expected

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to continue in order to meet the population growth in Alamance County and Burlington. This can only bode well for new housing product types.

Second, in spite of the recent housing “bust” that has been much touted in the media, the larger trends toward downtown housing has become nothing short of a phenomenon in cities large and small. The Brookings Institution has studied downtown housing trends in communities across the United States and found steady growth in this sector after many years of decline in urban housing (13% in the 1990’s, with some downtowns seeing the doubling and tripling of downtown residents). It is true that the next year or so may see a slowdown in all types of housing construction, but the larger trends are undeniable for downtown residential development. With these considerations in mind, a conservative estimate for the downtown market for housing would be the absorption of 100-200 rental units over five years. This represents only a 10% share of the expected demand for multi-family rental product that will be generated in Alamance County due to population growth between now and 2012. These units are likely to be rented at rates comparable to newly constructed “suburban” style rental product but could likely increase as the appeal of downtown living grows.

In addition to rental units, downtown Burlington could absorb some “for purchase” units as well. These would be “condo” or “loft” style product. There is very little of this product type in Alamance County but other communities are seeing interest in this product type from both the young professional market (the “double income no kids”) and the active empty nesters who want to maintain a downtown residence without the maintenance of a yard and large house. This type of housing product can slot in a sales per square foot costs significantly higher than “suburban” style housing. In Alamance County that number is ranging from \$60 to \$90 per square foot. We estimate that the downtown product could sell as high as \$150 per square foot after the market is established. This is significantly lower than more urban markets like Charlotte but higher than the suburbs in Alamance County. We also very conservatively estimated that ten to fifty units of this product type priced between \$175,000 and \$300,000 could be absorbed in downtown over the next five years. This is only about a 2% share of the expected demand for new for purchase housing in Alamance County during this time period.

Third, the trend toward downtown residential growth matches well with Burlington in three significant ways: the city’s downtown neighborhoods are healthy by and large which means that downtown living would not be viewed as a compromise in safety, the demographics of the typical downtown resident (either a young, educated professional

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or an empty-nester, active adult) are a great match to the demographics of a key segment of the population in Burlington, and finally downtown offers location advantages both in a micro view (easy distance to downtown jobs) and a macro view (the ability to commute to larger markets nearby and still have a downtown lifestyle).

Moreover, downtown residents tend to spend their money locally, further enhancing the ability to attract retail development, they offer “eyes on the street” and bring a “round the clock” presence to downtown that makes other visitors feel safer.

Office Development

Downtown Burlington is a strong employment center. Within a two-minute drive of Main Street and Front Street there are an estimated 8,310 jobs. This represents a 21% share of all jobs in Burlington and an 11% share of all jobs in Alamance County. Downtown benefits from being the location of LabCorp, one of Alamance County’s leading employers and a nationally recognized company. LabCorp estimates that about one in every eight of the 8,310 jobs in downtown is a LabCorp employee. The newly built corporate headquarters building reinforces LabCorp’s pivotal role in establishing downtown Burlington as an employment center.

Like many Piedmont Carolina communities, Alamance County has watched as the employment base has shifted away from the manufacturing sector to the professional and service industry. In fact, the service, professional, and retail trade account for nearly three quarters of the jobs in Alamance County while manufacturing has dwindled to only 22%.

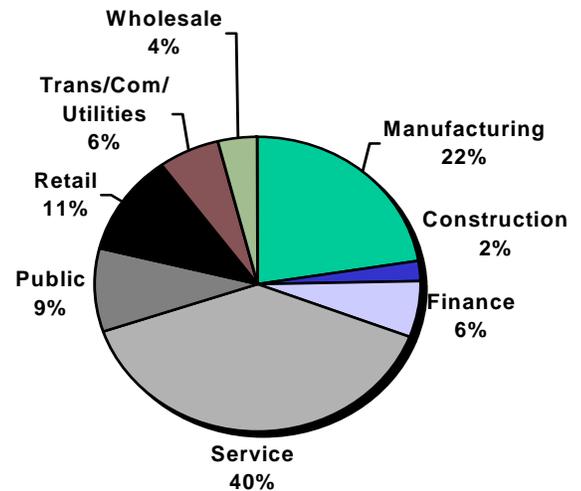


Two minute drive of Front and Main Street in downtown

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With that shift, has come a shift in the nature of the employers. Alamance County saw a drop of 19.9% in employment of companies with 100 or more employees between 1990 and 2000. During the same time period, the number of new establishments with no employees rose 12.2% showing the shift from a large company based economy to one of entrepreneurs and small business.

While downtown Burlington is indeed an employment center for the city and the county with a large base of employees, there is little to no speculative office space on the market and no class “A” space in the downtown (in fact there is no class “A” speculative office space in Alamance County). This lack of space forces small business people to explore options outside of downtown or in other markets. With the population growth of the county, it becomes imperative that Burlington retain jobs within the city to stabilize its tax base and downtown. Its base of employment, central location, vacant land, and underutilized buildings can become a place that can take on additional employment uses.



Employment sectors, Burlington
Source: Claritas

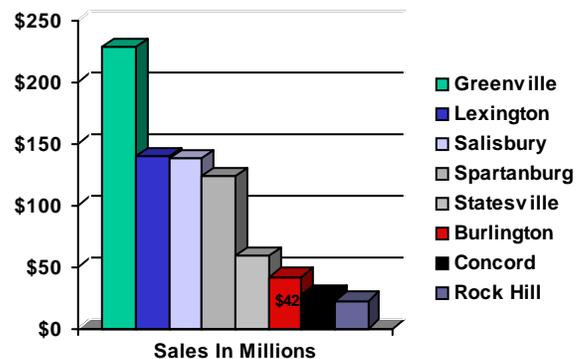
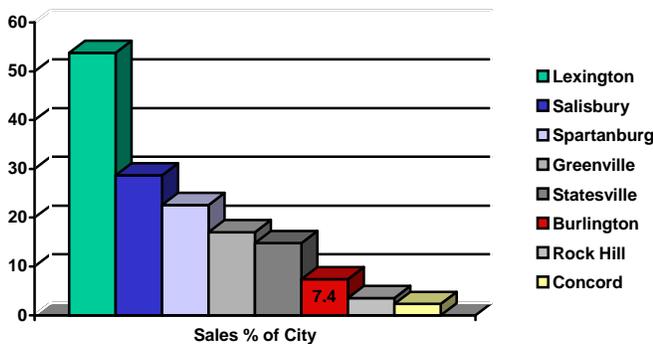
The most likely uses for downtown in the early stages will be small owner occupied office spaces in existing buildings scattered throughout downtown. There is likely potential for speculative small office spaces that would be developed co-op style. These spaces might include shared administrative functions and conference facilities. It is likely that the office market will need a boost from either the public sector or a public private partnership. This may be an “anchor” use that can occupy a portion of a developed property that allows a private developer a chance to get a credit tenant and help the pro forma work for the development. It is unlikely that downtown Burlington will “catch” a large office user in downtown or a typical speculative office space since the overall office market in the region is soft and suburban locations and other downtowns currently have an advantage for large office space users.

Retail Development

On the whole Alamance County and Burlington’s retail supply outstrips demand based simply on looking at the political boundaries of the county and city. Alamance County is a \$2.4 billion dollar retail market. Residents of Alamance County spend about \$2.24 billion annually on retail goods. Thus the county sales are about \$161 million over demand. Of course, retail sales trends rarely follow political boundaries but this gain in sales is an indicator that Alamance County is attracting sales from pass through traffic along the interstate, and trade from areas outside of the county itself.

Burlington itself is a \$1.2 billion dollar retail market, which is \$544 million over the retail demand of city residents. This result is not an indicator that Burlington is “over-retailed,” but that it is an obvious center of retail trade for the county. However, the retail dynamic of Alamance County is likely to change with the opening of Alamance Crossing, a major power center anchored by Belk, Dillard, and JC Penney. It is likely that a good deal of the retail trade will cannibalize outdated retail offerings in other centers, such as Burlington Square Mall, but it will also serve to retain and attract retail dollars into Alamance County. This “shake up” in the retail scene is unlikely to have much bearing on downtown Burlington since much of the retail base of downtown evaporated with the suburban growth of the 1960’s and 1970’s.

When compared with peer downtowns, Burlington is a weak retail market. Within the same two minute drive time of Main Street and Front Street that generated such robust employment numbers for Burlington, a scant \$42 million dollars in retail sales is generated. This is just a 7.2% share of the retail trade for the city. Lexington, Salisbury, and Spartanburg each have downtown sales over \$100 million per year and Greenville, South Carolina enjoys downtown sales of \$225 million per year. The charts below show these peer community comparisons.



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In spite of this weakness, there are opportunities for downtown Burlington in several key retail categories. The first opportunity is full service dining. This category is already a “cluster” for Alamance County, meaning that sales exceed county demand in this classification. Macro trends point toward continued growth in this sector particularly in the independent restaurant category. Downtown Burlington has the added benefit as an employment center to have restaurants succeed with a quick service lunch menu and a more detailed dinner menu for destination dining.

The county currently has retail leakage of \$13 million in the specialty clothing categories. This means that consumers are spending more in this category than county stores are selling. While Alamance Crossing will pick up some of this leakage, specialty retailers can succeed in this category in downtown. Home furnishing (accessories for the home) has \$8.8 million in leakage. This too is a growing category that can succeed in downtown. Office, stationers, and gift related stores also have \$13.5 million in leakage. Stationers and gift shops can work in a downtown setting. Perhaps the most interesting category that could work in downtown is food related retailers. The county has massive leakage in food related sales at \$86 million annually with \$5 million in specialty food alone, downtown could support an interesting category of food retailer that does not directly compete with mainline grocery stores, but could be a destination for “higher-end” or value-added food.

Running a base line capture of only 10% of each of the leakage categories above and calculating a minimal \$200 sales per square foot would yield approximately 19,500 square feet of retail space downtown while still allowing 90% of the retail growth to be absorbed in suburban locations. With 19,000 square feet of supportable space at a minimal 10% capture scenario, a critical mass of retail could emerge.

Overall Market Conclusions

Downtown Burlington has the opportunity to expand its residential, office, and retail success. From the residential standpoint, if Burlington’s downtown had captured just one percent of the annual growth in residential development in Alamance County for the past six years, it would have benefited from an additional 84 units of residential development. This report is calling for an additional 110 to 250 units over the next five years that accounts for only 2-3% of the growth in the county. Furthermore, these residents frequently demand the least amount of public service because they are unlikely to have school age children, share garbage pick-up, and are located in a fairly compact centralized location.

Employment uses in downtown are likely to center on entrepreneurial activity capitalizing on the area's central location, relative affordability when contrasted with the Triad and the Triangle, and the ability of partners in downtown to mobilize to attract investment.

Retail development in Burlington is enjoying some renewed interest with several new stores opening or being proposed in downtown that will surely anchor the existing stores already there. One retail challenge to downtown Burlington is that there is no critical mass of retail located in one or two "power blocks" of downtown. It is unlikely that downtown will emerge as a huge specialty retail destination in the near future but it can have significant growth in the retail sector particularly if residential and office development occur at the same time.

Recommendations

Burlington will need to explore creating a package of incentives to recruit investors in the initial phases of the master plan implementation. It can include some or all of the following:

The city of Burlington owns several significant properties in downtown. These properties, currently used for parking, are doing little to generate income for the city. Due to federal dollars used to improve those parking lots they would not be available for redevelopment prior to 2012. Given the complexity of assembling a downtown infill project that timeframe is workable. The city should consider issuing requests for proposals to develop sites in downtown. The city could participate in these developments through writing down the cost of the land or participating in developing the parking for mixed-use projects.

- *Use property write-downs of city owned property as a development catalyst.*

Develop special financing for purchase and rehabilitation of an existing structure or the building of a brand new structure. Frequently it is difficult for an investor to get financing for a building that needs significant renovation. A fixed rate loan with values that exceed appraised value allows for more flexibility for investors while a loan pool can provide dedicated funds for renovations and new construction. Another option is for the Burlington Downtown Corporation to have loan guarantees that secure funding for venture businesses in downtown.

- *Develop special financing for purchase and rehabilitation of structures.*

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Grants could be used to help with the renovation of existing buildings, business start-ups, or rent subsidies. Burlington should implement a one time grant program that allocates a set amount of funding to be a 25% match for private investment in buildings. Funding the program with a set amount (\$50,000 to \$100,000) would motivate property owners to renovate buildings. Each renovation would need to adhere to quality standards.

- *Develop a grant program.*

When a property is listed individually on the National Register, or when it is a contributing structure within a National Register District, it is eligible for certain incentives for rehabilitation. The most used form of incentives, and one that has been widely successful in the State of North Carolina, is tax credits for rehabilitation of privately owned property. Currently, the federal tax code allows for a 20% tax credit for qualifying rehabilitations on income producing properties (such as commercial or residential buildings that are rented for profit). Therefore, an owner could recoup 20% of the total cost of a rehabilitation project in the form of tax credits. In North Carolina, there is an additional 20% state tax credit creating the potential for the property owner to recoup a total of 40% (state and federal) of the total cost of rehabilitation. Owners of non-income producing properties (single-family residences) are eligible for a 30% state tax-credit in North Carolina. All three tax-credit programs apply to substantial rehabilitations and must meet the ten Secretary of Interior Standards for Rehabilitation. The North Carolina State Historic Preservation Office administers both the state and federal tax credit programs.

- *Inform potential investors and property owners about potential for receiving tax credits.*

Information sheets should be developed to profile both the potential to renovate existing buildings, particularly if they have historic value; and opportunities for new building construction (in place of surface parking). The information sheets would include data such as building ownership, potential uses, images of the plan drawings from the master plan, and resources for gathering more information about downtown Burlington. These sheets could be easily assembled (and partnered with real estate broker information if available) to promote opportunities in downtown Burlington. The sheets should be assembled into a marketing package similar to the information provided by regional and county economic development agencies.

- *Develop information sheets for each vacant and underutilized property in downtown.*

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A proposed Burlington Entrepreneurial Center would be an office incubator space that would be available to entrepreneurs offering support services such as administrative and clerical help, technical advice through partner groups such as Alamance Community College and the Small Business Development Center, and common use facilities like boardroom space and break rooms. It would be located in a prominent place in downtown and have commercial space on the ground floor and upper floor office space.

- *Invest in the Burlington Entrepreneurial Center.*

The city of Burlington controls several key properties that, over time could be considered for redevelopment into mixed-use projects. As a private non-profit corporation, Burlington Downtown Corporation is an ideal partner to market these properties and help assemble incentive packages to recruit investors.

- *Consider partnerships with the city of Burlington for site control and marketing of key opportunity properties in downtown Burlington.*

A well executed incentive package is an important tool to spur investment. The incentive package should be capitalized over a five year period at an amount ranging from \$500,000 to \$1,000,000 (\$100,000 to \$200,000 per year). This amount is over and above any operational costs for the Burlington Downtown Corporation. Twenty percent of the capital budget (\$20,000-\$40,000) should be dedicated to the grant program and the remaining should be dedicated to other funding incentives. The most efficient way for the Burlington Downtown Corporation to capitalize the funding is through a capital campaign for downtown. Additional strategic ways to fund the capital fund would be through a strategic partnership with the city of Burlington to aid in the dispensation of city owned property in downtown. Some communities have allowed the sale of property to accrue to a local development corporation for the express purposes of continuing the economic development function of the organization.

- *Develop a fully funded incentive package.*

Burlington Downtown Corporation may want to consider becoming a development corporation that would hold property, partner with developers in projects, and invest itself in downtown. Even if that level of commitment does not occur, the Burlington Downtown Corporation should recommit as the partnership organization that is the first point of contact for investments taking place in downtown. As it has in the past Burlington Downtown Corporation should play the lead role in the continued

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transformation of downtown Burlington into a place with broad based appeal for residents and visitors and as a destination for quality investment in mixed-use projects. The Burlington Downtown Corporation should be the point organization for the following:

- Marketing retail and office spaces to appropriate tenants.
- Facilitating the development of physical improvements to the downtown.
- Administer a downtown incentive package for qualified businesses locating or expanding within the downtown.
- Identifying new opportunities and facilitating conversion of existing buildings and development of downtown real estate.
 - *Consider “Development Corporation” status as formal partner with the city of Burlington on redevelopment activities downtown.*
 - *To administer that activity hire a full time director for the Burlington Downtown Corporation with development experience and provide adequate staff.*

It's in the Details: Physical Improvements

Introduction

The physical conditions of Downtown Burlington create a positive first impression. Due to this favorable first impression, and investment by the city of Burlington and individual property owners, the master plan recommendations are composed of many specific items. When combined these items will result in significant improvements in downtown, thus the physical improvements are “in the details”. This section of the Master Plan begins with the physical conditions analysis, a snapshot of the existing conditions and their impact on downtown. Following the physical conditions analysis are the analysis and recommendations for specific components that comprise the downtown.

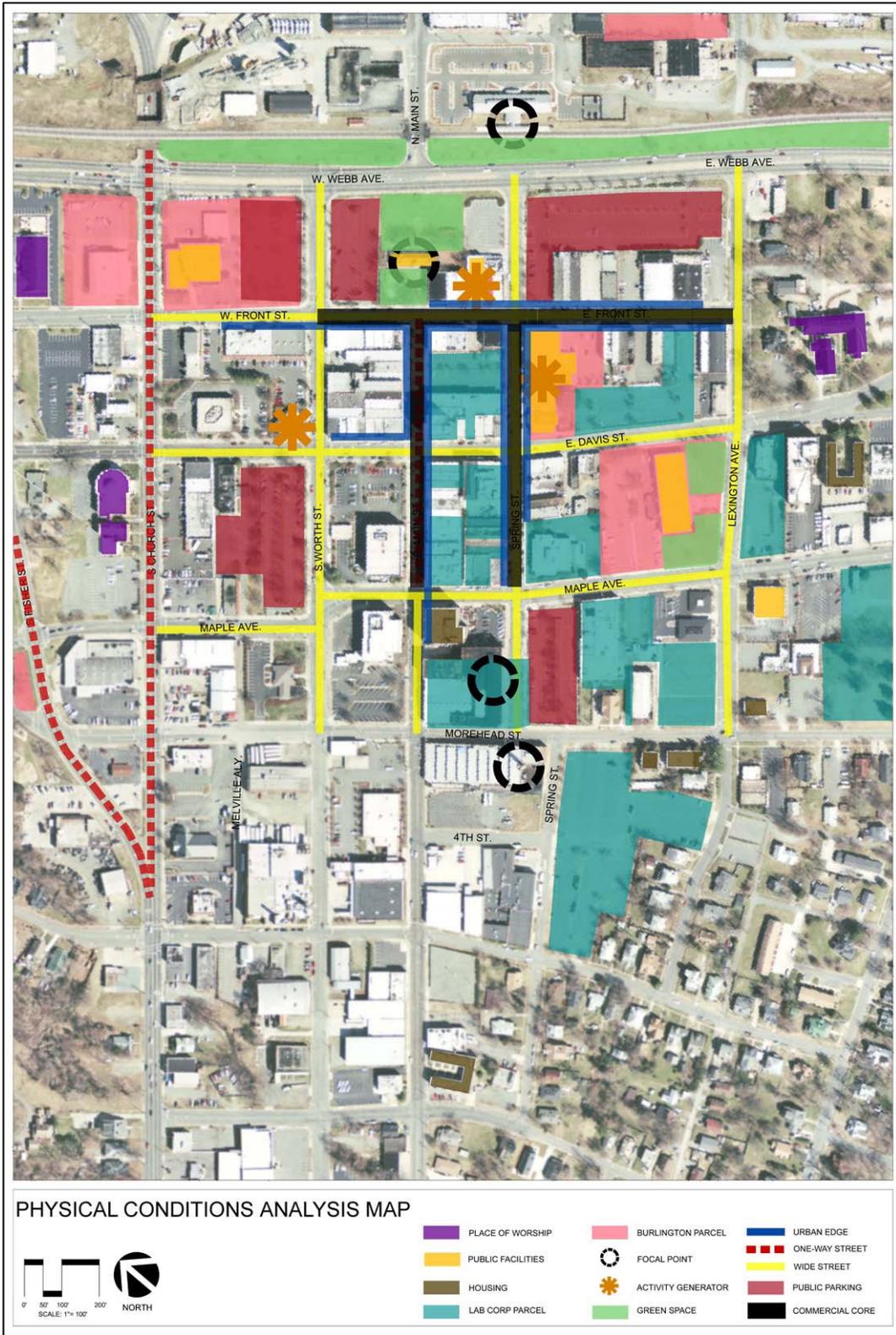
The goal for this theme:

Burlington’s physical environment will be a signal to investors that the community is ready for revitalization and positioned for long term investment, while showing immediate improvements for existing downtown stakeholders and visitors.

Physical Conditions Analysis

The study area for the Master Plan is the area bordered by Webb Avenue, Lexington Avenue, Morehead Street, and Church Street. The analysis encompasses a greater area to include the surrounding context. The physical conditions depicted on the map and described on the following page, are the key elements that make Burlington unique. Some of the physical conditions are positive attributes while others are conditions that are addressed in the recommendations. The **Physical Conditions Analysis Map** illustrates key physical conditions and a description of each element follows the map.

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- Places of worship are centers of activity and some are notable for their architecture, the First Baptist Church and the First Christian Church are National Register Landmarks.
- The police station, May Memorial Library, City Hall, the Chamber of Commerce, the Southern Railway Depot, and the Paramount Theater are all important public facilities.
- Some multi-family housing is located downtown.
- LabCorp is a major property owner in downtown. They have restored many historic buildings such as the National Register Landmarks: Atlantic Bank and Trust Company building and the former post office.
- The city of Burlington owns and maintains key municipal parking lots. The lots are well maintained and planted with street trees and shrubs.
- The historic Southern Railway Depot, the new train station, the LabCorp headquarters building and the May Hosiery smokestacks create interesting focal points at the end of important streets.
- The Paramount Theater, Zack's and the May Memorial Library are places that generate a great amount of activity and tend to be destinations in downtown.
- There is limited green space in downtown; it is located along Webb Avenue, in front of City Hall and around the Southern Railway Depot.
- The area around the Southern Railroad Depot is the only public space in downtown. It is well situated at the terminus of Main Street and is used for festivals and other gatherings. The grounds and amphitheater are well maintained.
- A two block portion of Main Street is a one-way street which can cause confusion.
- The majority of the streets in downtown are very wide.
- Together Main Street, Front Street, and Spring Street create consistent urban edges with multiple commercial uses. These streets can be the foundation for creating critical mass for commercial uses in downtown.



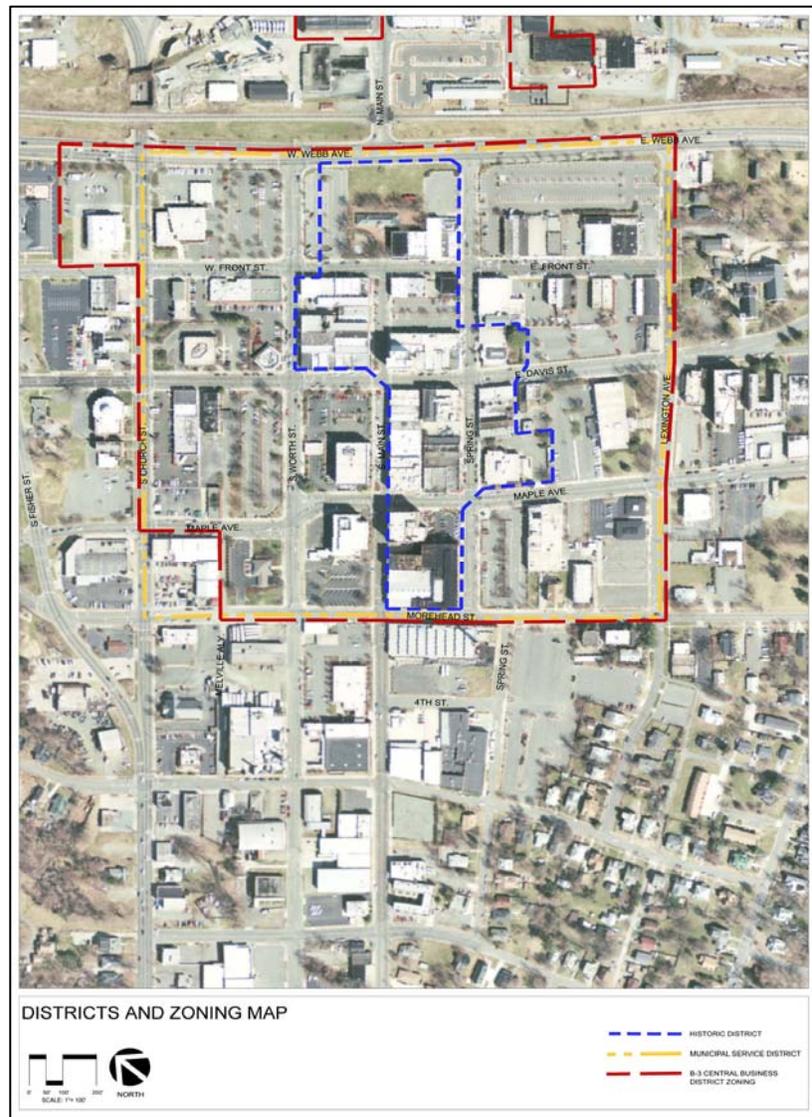
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Other existing components of downtown that are not depicted on the Physical Analysis Map:

- Utilities in downtown are located below ground.
- There are adequate sidewalks throughout downtown.
- There are well maintained historic residential neighborhoods located on the perimeter of downtown.
- There is a lack of consistent street tree plantings and signage.
- There is no clear directional signage or gateways on the entrances into downtown.



The downtown is affected by two important designations: the Municipal Service District (MSD) and its designation as a National Register District. The MSD designation allows the city of Burlington to levy additional taxes to properties in the MSD to provide specific services for the downtown. The National Register District designation is recognition of the architectural and historic quality of the properties within the district. The downtown is presently zoned B-3 Central Business District. See the **Districts and Zoning Map** for the location of those designations.



The Master Plan

The recommendations for all the elements are compiled and illustrated on the following **Master Plan** map.

Following the Master Plan map is detailed analysis and recommendations for the key elements that comprise downtown Burlington:

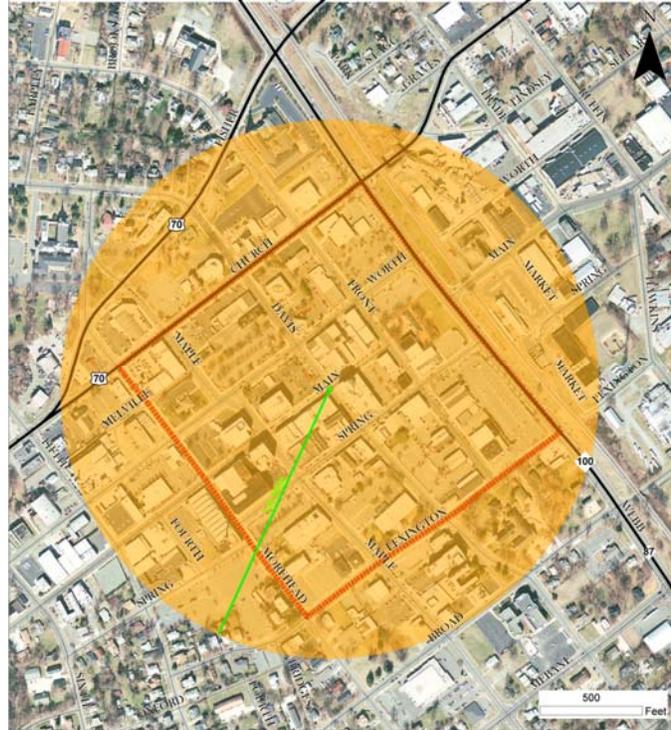
- Roads
- Parking
- Infill opportunities
- Public spaces
- Buildings
- Sidewalks, street trees, and site furnishings
- Gateways
- Other recommendations



Roads and Parking

Study Area

During the master planning process, stakeholders identified their desire to enhance walkability, tame the streets, and increase parking. Hence, the area analyzed for parking and roads was within a quarter mile of the intersection of Main Street and Davis Street, the center of the study area (see the **¼ Mile Radius Map**). This walking radius corresponds with the typical distance that a person is willing to walk, and is used around the country for walkability audits. The study area is bounded by Church Street (US-70 one-way pair) to the north, Lexington Avenue to the south, Webb Avenue (NC-87) to the east, and Morehead Street to the west.



¼ Mile Radius Map

Data Collection

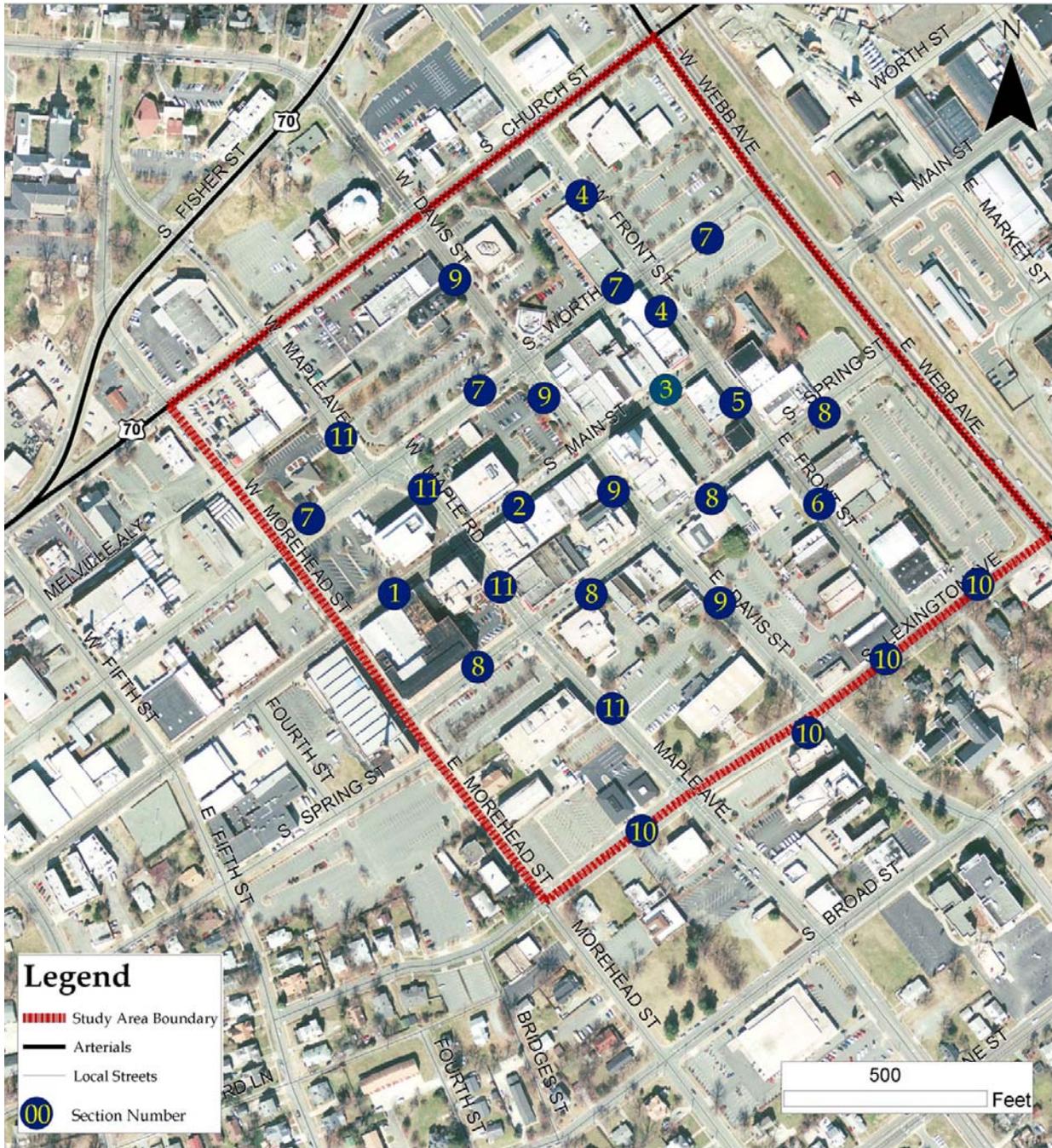
A walking audit was conducted to determine current barriers or deterrents to pedestrian activity within the downtown area. Traffic volume data was also collected for the downtown streets where information was available from NCDOT. From the analysis of traffic volume data, it was ascertained that the downtown grid adequately disperses traffic volumes throughout the network, resulting in excess capacity on all of the downtown streets. Parking supply data in the downtown area was mapped (using Geographic Information Systems, GIS) and supplemented by information received by the city.

Road Inventory and Analysis

An inventory of roadway cross sections was collected for the streets throughout the study area to determine the feasibility of “right-sizing” the streets. The inventory was conducted by measuring the sidewalks, travel lanes, parking lanes, and the total right-of-way with a measuring wheel for each street throughout downtown. The following

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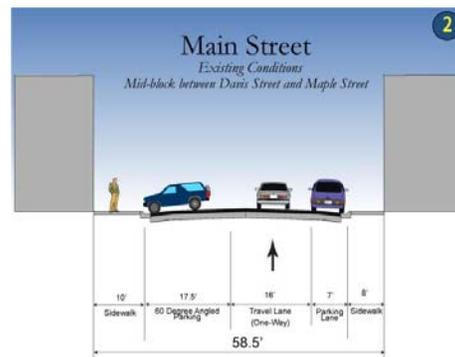
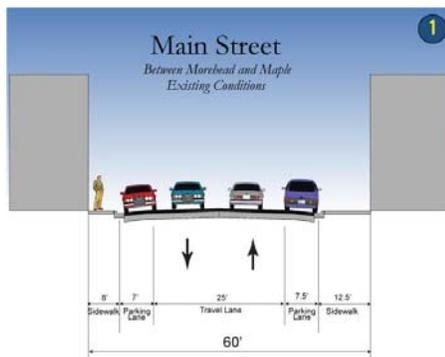
eleven cross sections were considered in this study (see **Section Improvements Key Map** and **Road Sections** for corresponding numbers).



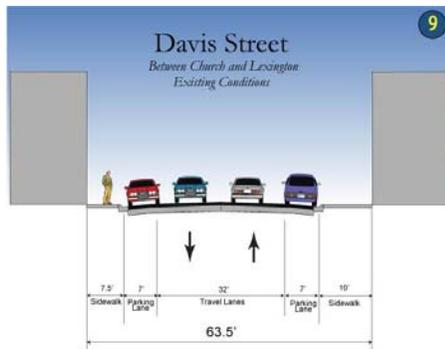
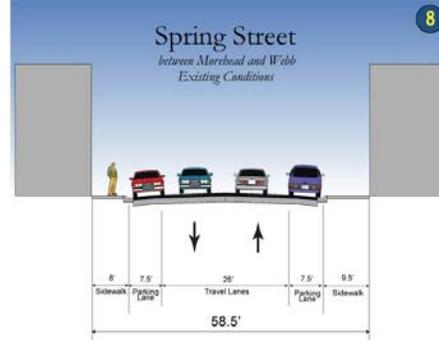
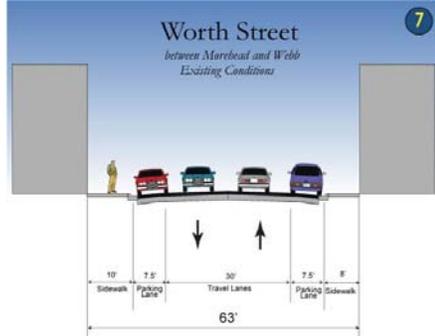
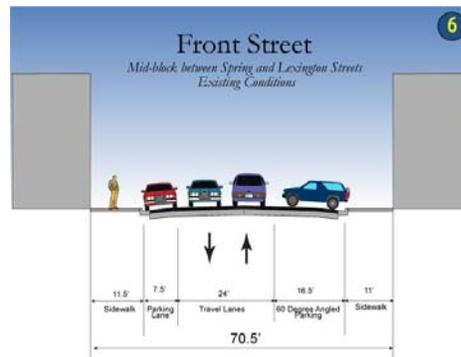
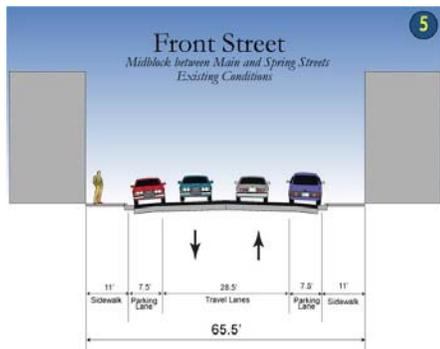
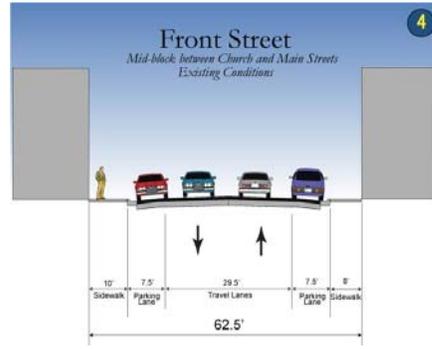
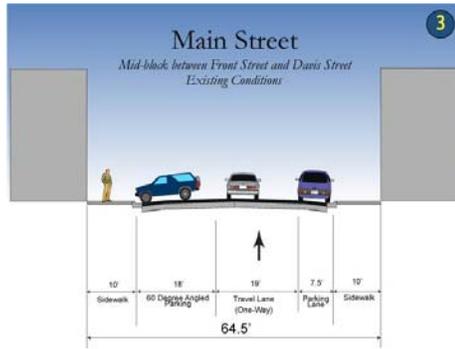
Section Improvement Key Map

- 1 Main Street from Morehead Street to Maple Avenue
- 2 Main Street from Maple Avenue to Davis Street
- 3 Main Street from Davis Street to Front Street
- 4 Front Street from Church Street to Main Street
- 5 Front Street from Main Street to Spring Street
- 6 Front Street from Spring Street to Lexington Avenue
- 7 Worth Street from Morehead Street to Webb Avenue
- 8 Spring Street from Morehead Street to Webb Avenue
- 9 Davis Street from Church Street to Lexington Avenue
- 10 Lexington Avenue from Morehead Street to Webb Avenue
- 11 Maple Avenue from Worth Street to Lexington Avenue

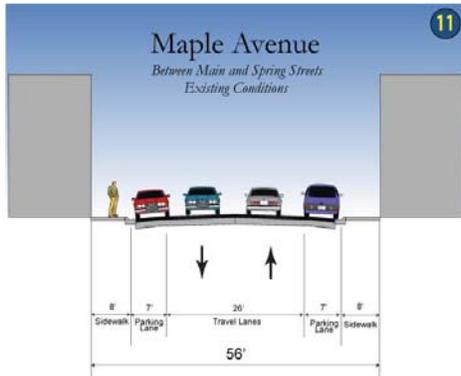
Road Sections – Existing Conditions



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The issue of street size and character has a strong relationship in the perceived walkability of the surrounding environment. Narrower streets with lower vehicle speeds offer a more tranquil environment to pedestrians and bicyclists; in addition, people prefer to live and work along streets with lower vehicle speeds and enhanced walkability features. A pedestrian struck by a vehicle at 20 miles per hour has a survival rate of 95%; at a speed of 40 miles per hour, that survival rate drops to 10%. In

addition to the safety and comfort factors, wide multi-lane thoroughfares encourage higher speeds and evoke an environment where residents and business owners feel that they must drive to their destinations within the neighborhood.

Because residents and city leaders have recognized that traditional slower streets offer enhanced safety benefits and emphasize a responsive environment for pedestrians, a movement is underway nationally to retrofit existing downtown conventional streets to traditional streets, or to design new streets that possess these characteristics. The implementation of traffic calming measures has been the central theme involved in the retrofitting of existing streets. Traffic calming consists of the implementation of mostly physical improvements to a roadway segment to manage the flow of traffic while requiring motorists to operate in a responsible manner because they will be sharing the road with pedestrians and cyclists. Amenities such as on-street parking add to the perceived narrowing of the cross section, encouraging slower speeds while providing much-needed parking. The addition of street trees and furnishings visually narrow the corridor by providing vertical elements, while the highlighting of pedestrian crossings through textured or high-visibility markings alert the motorist to the increased probability of pedestrians within the area. By narrowing the streets, we can rebalance movement within downtown Burlington to foster both vehicles and people, creating a more vibrant environment for all patrons and residents.

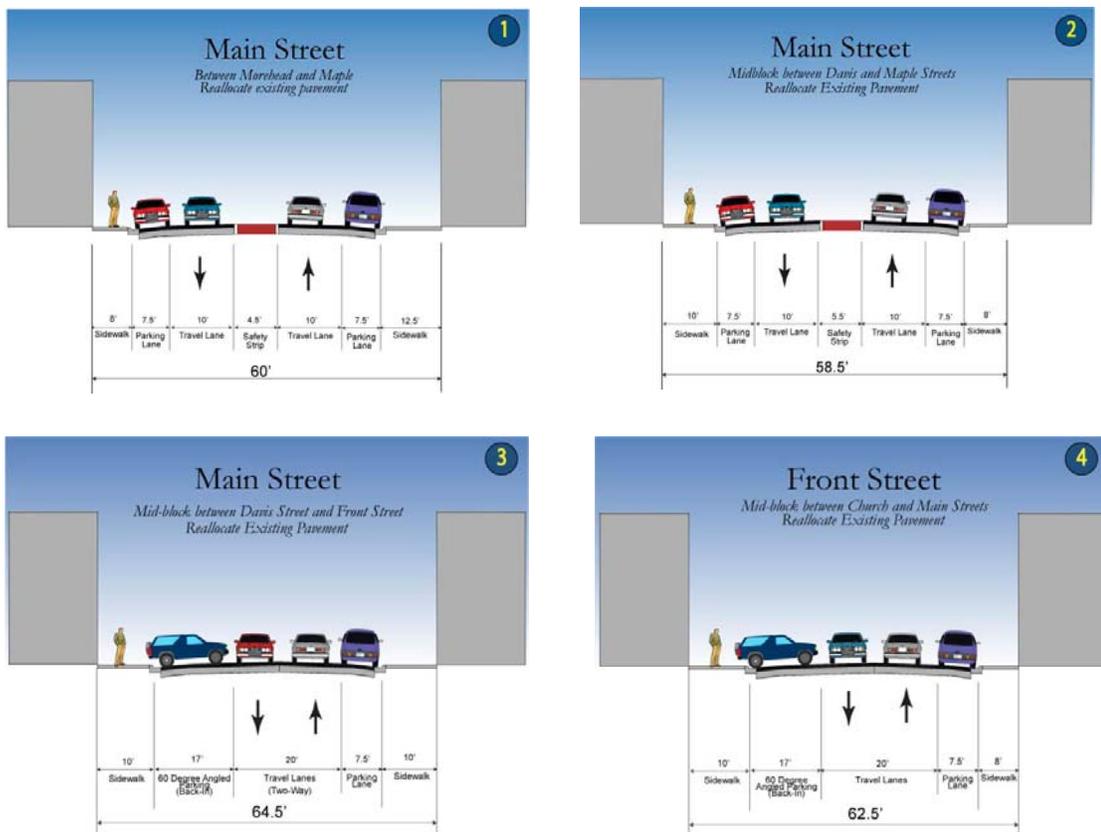
It was evident from the analysis that there was ample opportunity to reduce lane widths in the interest of enhancing walkability along the streets. In some cases, downtown roadways included travel lane widths in excess of 14 feet; for comparison, most interstate highways have lanes that are 12 feet wide. A net result of excess lane width is increased vehicle speeds, coupled with a cross section that is wider than necessary will inherently degrade the walking environment. As width reductions were

developed to “right-size” the streets for walkability, the goal of achieving cost-effective and implementable options was kept in mind.

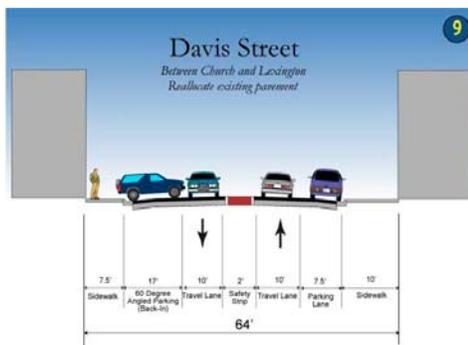
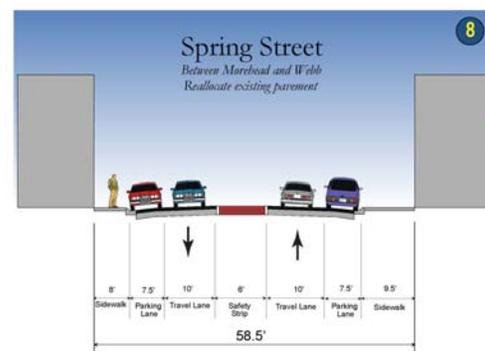
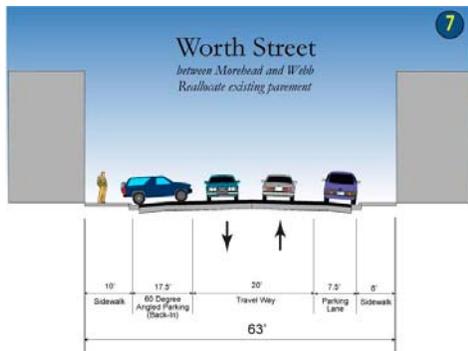
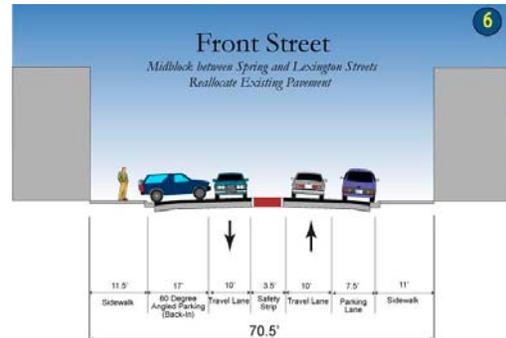
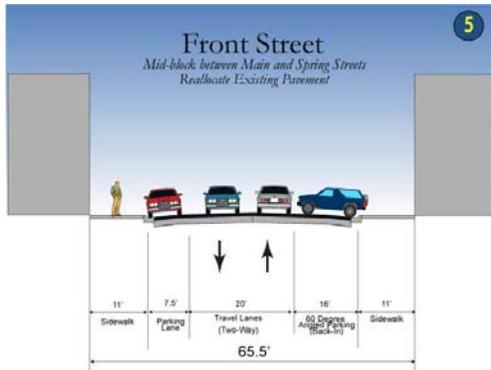
Proposed Road Improvements

The inherent goal of the improving cross sections throughout the study area involved the reallocation of pavement to “right-size” the streets; in many cases, this rebalancing allowed for an increase in the amount of on-street parking. Several key improvements are recommended in the study area and are illustrated in the Master Plan. The following sections illustrate the recommended improvements:

Road Sections – Proposed Improvements



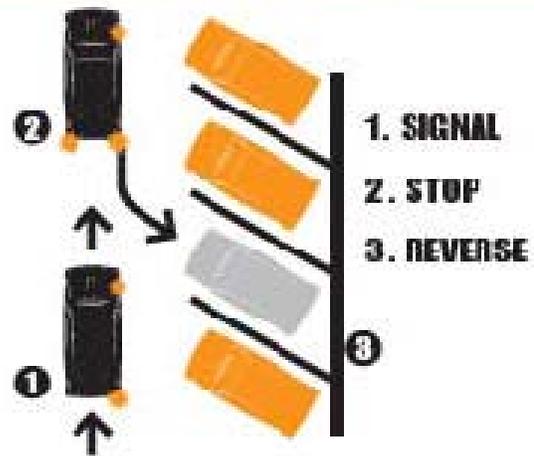
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Back-in Angle Parking allows for a greater parking supply than with the traditional parallel parking alignment. While this method of parking takes up more road width than parallel parking, back-in angle parking offers better sight lines when exiting the space. On many of the downtown streets, sufficient width currently exists to support the conversion of at least one side of parallel parking to the back-in angle configuration. With back-in angle parking, the loading of goods is conducted from the curb as opposed to the space adjacent to the travel lane. In addition, children are channeled toward the sidewalk rather than into the travel lane. A back-in angle parking alignment is perceived to be an easier maneuver than parallel parking with the vehicle spending a shorter amount of time in the travel lane, causing less delay for through traffic. The angle-parking configuration also results in a higher number of spaces per block of the premium on-street parking spaces. U.S. cities such as Arlington, Virginia; Everett, Washington; Knoxville, Tennessee; Charlotte, North Carolina; and Washington, D.C. have planned or implemented back-in angle parking. An education program will need to be developed to explain the process to residents of Burlington. The **Back-in Only Angle Parking Diagram** is an example from the Des Moines, Iowa education program.



**BACK-IN ONLY
ANGLE PARKING**



➤ *Back-in angled parking has been recommended for the following sections of the study area:*

- 3 *Main Street from Davis Street to Front Street*
- 4 *Front Street from Church Street to Main Street*

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- 5 *Front Street from Main Street to Spring Street*
- 6 *Front Street from Spring Street to Lexington Avenue*
- 7 *Worth Street from Morehead Street to Webb Avenue*
- 9 *Davis Street from Church Street to Lexington Avenue*
- 10 *Lexington Avenue from Morehead Street to Webb Avenue*

Centerline Safety Strips provide a heightened measure of traffic calming by further channeling the travel way to reduce speeds and provide refuge for pedestrians wishing to safely cross the street. These strips are often 2' to 6' in width and are distinguished from the travel way by the application of a stained street print to imitate red brick. A major advantage to be gained by installing the safety strips is the ability to “right-size” a street while maintaining the existing curb line. By retaining the existing curb line and installing safety strips the cost of right-sizing the streets is significantly reduced and is able to be implemented with current funding available for the resurfacing of downtown streets. This improvement also adds aesthetics and visual narrowing to the streets resulting in lower vehicle travel speeds along the corridor.



- *Centerline safety strips have been recommended for the following sections of the study area:*

- 1 *Main Street from Morehead Street to Maple Avenue*
- 2 *Main Street from Maple Avenue to Davis Street*
- 6 *Front Street from Spring Street to Lexington Avenue*
- 8 *Spring Street from Morehead Street to Webb Avenue*

- 9 Davis Street from Church Street to Lexington Avenue
- 10 Lexington Avenue from Morehead Street to Webb Avenue
- 11 Maple Avenue from Worth Street to Lexington Avenue

Conversion of Main Street from one-way to two-way operation will allow for motorists to access the businesses from both directions, either via Front Street or Maple Avenue. In addition, other cities that have enacted one-way conversions have seen increased traffic and occupancy for businesses located along converted facilities. In downtown two-way streets bring lower travel speeds as well as an inviting environment for pedestrians and bicyclists.

A small number of parking spaces will be lost in the conversion due to the constrained cross section between Davis and Maple Avenues (angle parking must be converted to parallel), but there will be a net gain in the number of on-street spaces since angle parking can be provided on other streets where it currently does not exist.

- *Convert Main Street to two-way operation.*

Construction of Intersection Curb Extensions within the Front Street, Spring Street, and Main Street corridors will allow for shorter pedestrian crossing distances and visual narrowing of the corridor, both characteristics that will slow vehicle speeds and enhance the walkability of the corridors. The curb extensions also highlight these streets as the primary commercial streets within the downtown.



- *Construct intersection curb extensions.*

Evaluation of the Current Signal Cycle Lengths is recommended. City staff estimated that the current cycle length is approximately 120 seconds at most signals. Most walkable downtowns have cycle lengths of 60 seconds or less, resulting in more pedestrian crossing opportunities per hour. Installation of “ped heads” at the signalized intersections (preferably with countdown clocks) and higher visibility marking of the crosswalks is also recommended throughout the downtown area.

- *Evaluate current signal cycle lengths.*

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Other Road Issues

The US-70 one-way pair of Fisher and Church Streets is perceived and functions as a physical barrier for pedestrians walking into downtown from the residential areas to the north (see **US-70 One-Way Pair** map). The conversion of Church and Fisher Streets to two-way operation is expected to reduce corridor travel speeds while creating an appealing environment for pedestrians and additional investment. This change will require coordination with NCDOT and is likely a longer term initiative; it is not considered crucial to the initial success of the Downtown Master Plan, but rather as a next logical step in the expansion of downtown's renewed success.



US-70 One-Way Pair

- *Convert Fisher and Church Streets to two-way traffic and right size the streets.*

Parking Analysis

An on-street and lot parking inventory was conducted. It was determined that there are 2,344 parking spaces located on-street and within lots in the study area (see **Study Area Parking Map**). Based on the existing building densities throughout the study area, and number of parking spaces it was determined that the number of parking spaces is adequate to serve the demands of existing land uses throughout downtown Burlington.

Although the total number of spaces is adequate, the on-street spaces are in constant demand and those spaces are often filled throughout the day. This was an issue articulated by multiple merchants. The heavy use of handicapped spaces throughout the study area was also identified as an issue in the public meetings. Given the large number of cars with handicapped placards (up to 65% on Main Street) it appears that

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- *Enforcement of on-street parking spaces should begin before 8 AM on weekdays.*
- *Enforcement of disabled parking permits should be enhanced.*
- *Reassess the rental programs, to retain rentals where they are effective and eliminate them in lots where they are not being utilized.*
- *Consider installation of metered parking on Main Street, Front Street and Spring Street. If a car displays a disabled placard, then North Carolina statutes do not allow that car to be ticketed if it has been parked in a space longer than the permitted time. The statutes do allow municipalities to ticket a car if they are parked at an expired meter even if the car has a handicapped placard.*

Infill Opportunities

Infill opportunities are those sites in the study area that have significant potential to be redeveloped with a different use. Development of the infill sites will contribute to the vitality of downtown; more people working, shopping, eating and sleeping in downtown and adds to the tax base by transforming properties into uses that will make a greater contribution to the tax base. For example, the municipal parking lots serve an important function but contribute no tax dollars.



Infill Mixed Use Example

Infill Opportunities Analysis

Infill opportunities are those sites that are currently performing below potential and are well located for access and visibility. The sites can be either privately or publicly owned. If they are publicly owned then the city has the opportunity to assist development by leveraging their ownership to reduce the base cost of the project and very importantly to control the uses and the design of the project. Due to federal dollars invested in the municipal parking lots they will not be available for development until 2012.



Infill Mixed Use Example

As identified in the Physical Analysis Map, the city of Burlington owns three municipal parking lots that are not directly associated with a specific facility and are located on the edges of downtown and thus have great potential. Two of the lots are located along Webb Avenue, one of them is adjacent to the depot and the other is bound by Spring

Street and Lexington Avenue. There is a large parking adjacent to Zack's and bordered by E. Davis Street, Worth Street and Maple Avenue. A privately owned lot that has been identified as a potential infill site is the parking lot beside the Capital Bank building on Main Street. That site was identified because it is important to reinforce an architectural edge on Main Street and there are limited opportunities for that to occur.

Infill Opportunities Recommendations

Though each identified site has significant potential; some sites are better suited for a particular use. All but one of the identified sites are municipal parking lots, any redevelopment that occurs will need to address replacing surface parking with structured parking. Any sites with structured parking, a portion of the spaces would need to be designated as public parking.



Infill Mixed Use Example



Infill Housing Example

The following are the specific recommendations for each site.

- *On the Front Street site adjacent to the historic depot an infill building on could be located and still retain a portion of the existing parking. Given its location adjacent to the depot this would be a suitable location for a catalyst project such as a museum or an entrepreneurial center. Other uses in this building, with or without the catalyst project, could be residential on the upper floors, office, and retail on the ground floor. A key aspect of this site is to position the building abutting the sidewalk, similar to the other buildings on Front Street. This building should be a three to four stories; the footprint of the building illustrated is 15,000 sq. ft. Any building adjacent to the depot should have an attractive*



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façade facing the depot. Service functions such as garbage collection should not be located between the depot and a new building. This building could also utilize the municipal parking lot located across Worth Street.

- *The Worth Street site between Davis Street and Maple Avenue is well suited for infill development that is primarily residential due to its location just beyond the central core of downtown. The municipal parking lot, when combined with the former bank building, creates a significant lot of approximately 1.7 acres. There is adequate room to wrap the units around a two bay wide parking structure. In this location even the bottom floors could be residential units with a townhome type scenario and the opportunities for commercial uses at the corners of the building. If the structure is three stories it is anticipated that 75 residential units and 6,000 square feet of commercial could be accommodated on the site.*



- *The Webb Avenue site between Spring Street and Lexington Avenue is a very large site, 1.9 acres, which can accommodate many different site arrangements. The site is large enough for a two bay parking structure. The illustrated scenario includes 55,000 square feet (three floors) of mixed use development positioned as book ends at Spring Street and Lexington Avenue. It is recommended that this infill be developed after other sites. Due to its size there are many options for this site (though residential development might not be as suitable as other uses given the proximity to the railroad).*



- *The parking lot adjacent to the Capital Bank on Main Street is a prime location for infill building. The infill building could be three to four stories and include residential on the upper floors and commercial uses on the lower floors. The building illustrated in the master plan contains a total of 36,500 square feet on three floors.*



Public Spaces

Public spaces are an important component to any downtown. For a downtown public space it is preferable to have both paved areas and grassed areas, be located so that the space is highly visible, and it is very advantageous to have a building nearby or in the space. If those criteria are contained in a public space then the space affords flexibility to be able to serve many different functions. The most successful public spaces are not isolated; they are surrounded by uses that generate activity throughout the day and into the evening.

Public Space Analysis

Downtown Burlington has one public space, the area around the historic Southern Railroad Depot at the end of Main Street. It contains a plaza area, an amphitheater, and a lawn area behind the depot. The space is covered by a canopy of large willow oaks and a variety of under-story plantings. Unfortunately, the low limbs of the oaks, the poor quality crape myrtles and shrubs hide the beautiful historic landmark Southern Railroad Depot and the sculpture in front of the building. The trellises throughout the site, although well maintained, do not enhance the space or serve a significant function. Some of the planters, such as those behind the Mexican restaurant and behind the depot, are barriers to being able to fully utilize the space. The lawn area behind the depot is under-utilized and is disconnected from the other spaces around the depot. The close proximity of the theater and the Mexican restaurant are very positive, if the vacant building adjacent to the plaza or if the parking lot adjacent to the depot area were developed with a building it could generate more daily traffic in and through the space.

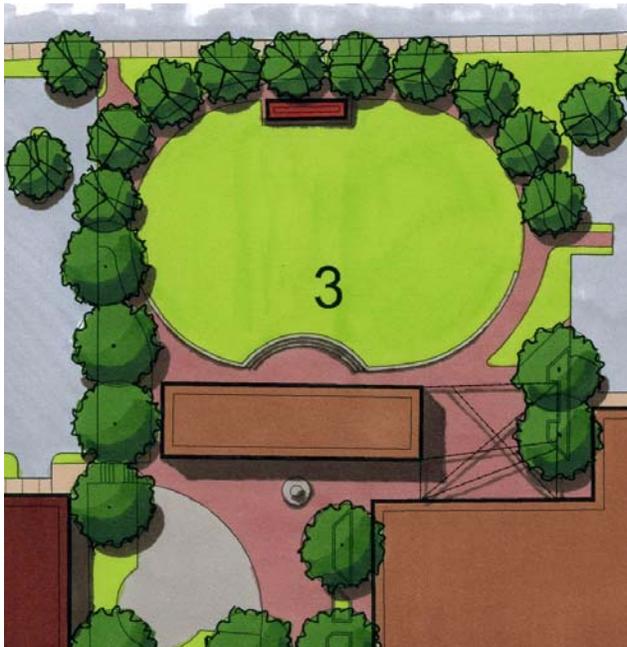


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Public Space Recommendations

Giving a public space a name helps brand the space. The name is used in advertisements for festivals and programs.

- Give the public space in and around the depot the name “Depot Square” to help the public understand that the public space includes the whole area.
- Create greater visibility for the depot from Main Street by:
 - ❖ Limb up the willow oak trees.
 - ❖ Remove the crape myrtles (this should help the willow oaks by reducing competition for water).
 - ❖ Relocating the historic marker.
 - ❖ Removing the shrubs and replace with a groundcover such as vinca minor.
 - ❖ Removing the curving trellis behind the amphitheater and replace with three to five flagpoles to be used for banners and for equipment for performances.



- Create a dining plaza on the east side of the depot by:
 - Removing the planters immediately behind the Mexican restaurant.
 - Installing café lights to help define the space.
 - Reworking paths at the entrance to the parking lot.



- *Create a festival lawn between the depot and Webb Avenue by:*
 - Removing the planters and trellises that are a barrier between the lawn and the depot.
 - Relocating the caboose in the center of the lawn near Webb Avenue to serve as a functional art piece and focal point.
 - Planting trees and install a sidewalk around the space.
 - Starting a program to fund art pieces as either temporary or permanent pieces and place them along the outside of the path.



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Buildings

The buildings, the spaces defined by the buildings, and the height of the building together define the character of a downtown.

Buildings Analysis

The buildings in downtown Burlington are a marvelous collection of styles and building types. There are seven National Register Landmarks in downtown and the downtown is designated a National Register District attesting to the quality and integrity of the building stock, see the **District and Zoning Map** for the district boundaries.

A significant number of the buildings have been restored by LabCorp and used for offices. LabCorp and other individual building owner's preservation efforts have combined to create an overall positive impression of the building quality in downtown.

There is one building that is severely deteriorated (the Jewelers building at the corner of Main Street and Front Street). The building is at one of the most important intersections in downtown Burlington, if the building is demolished it will create a permanent void in the urban fabric that would be very hard to replace with another structure given the small size of the site. Other buildings are underutilized or vacant such as the Doggett Construction building, the Style Craft building adjacent to the depot plaza and the May Hosiery building. There are several buildings where the first floors are utilized and upper floors are vacant or being used for storage.



Buildings Recommendations

- *Presently there are no regulations or ordinances that restrict demolition of buildings in the National Register District. The community might consider adopting regulations to restrict demolitions to protect this important community asset.*

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- *Urge the owner of the Jewelers building to contact Preservation NC about marketing or possibly buying the building.*
- *Code officials should be trained in the rehab code and also be aware of the challenges of redeveloping old buildings and work together with developers and owners to find creative solutions that meet the codes and ensure public safety. Code officials and their supervisor should take a field trip to small cities such as Salisbury or Concord to gain a greater understanding of applying the codes in old buildings.*
- *The city should review its permit process to ensure there is a single point of contact that can aid a developer/owner through the permitting and building process.*

Sidewalks, Street Trees, Site Furnishings, and Public Art

The sidewalks, street trees, site furnishings, and public art are the details that demonstrate to a visitor and resident that a downtown is well cared for and important to the community. Well maintained and shaded sidewalks invite strolling and walking between destinations.

Street trees help to reduce the solar gain in an urban environment, they define the pedestrian space by separating the road from the sidewalk and they animate the street through movement and color.

Site furnishings include benches, garbage receptacles, bike racks, light poles, and mast arms. Site furnishings that are coordinated and consistent can help to unify a downtown. Public art can be functional art that includes benches or other site furnishings or art that enriches the experience of a location.

Sidewalks, Street Trees, Site Furnishings, and Public Art Analysis

Sidewalks in downtown Burlington are a relatively consistent width that range between 7.5' to 9'. That width is very adequate for walking and can also accommodate street trees. Given the width of sidewalks in Burlington outdoor dining can not be accommodated on the sidewalks, but rather will need to be located in open spaces adjacent to buildings such as the plaza areas around the depot. Given the wide streets in downtown the crosswalks are not comfortable for a pedestrian.



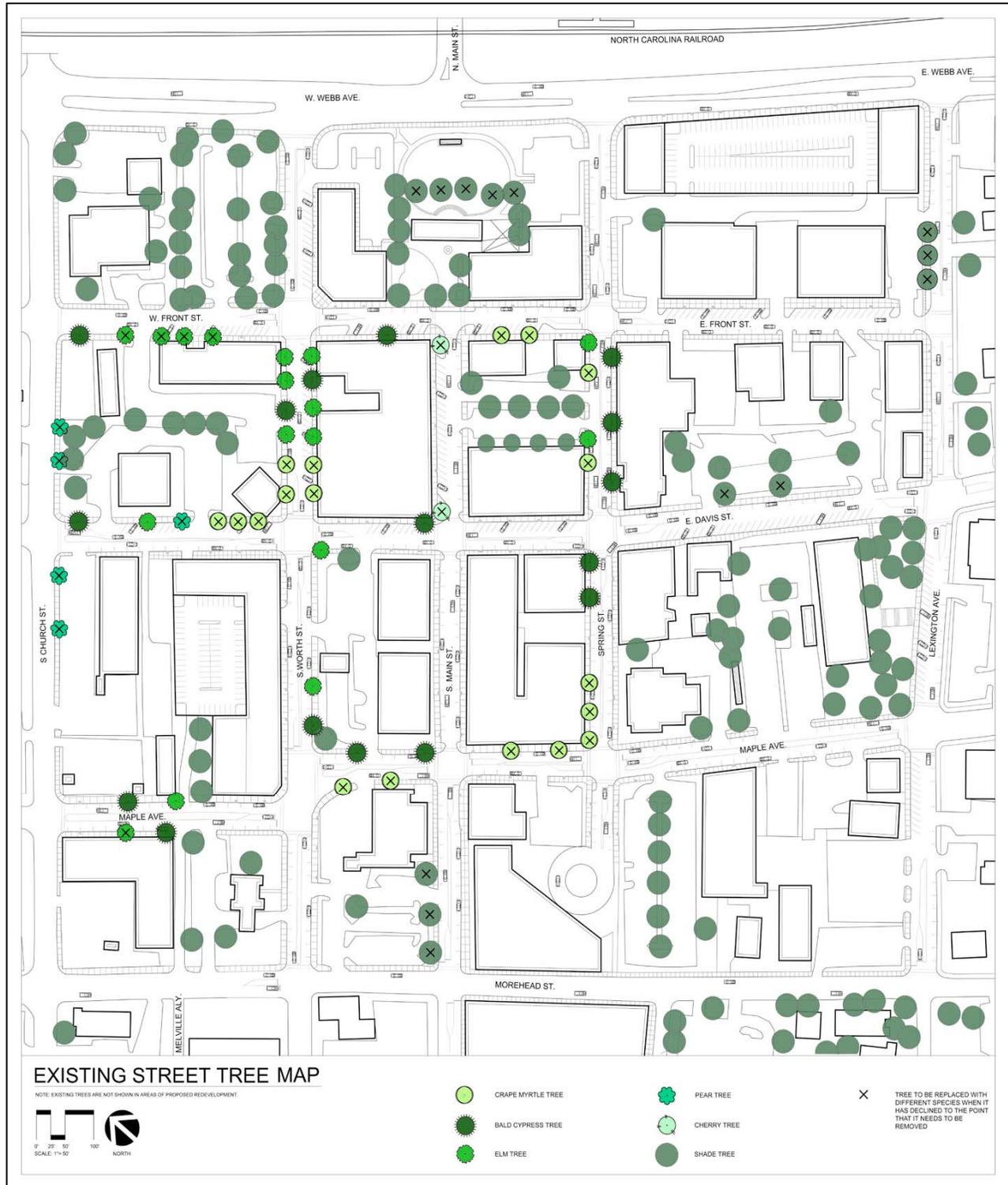
Burlington Downtown Master Plan

There are a variety of different species of street trees in downtown (see the **Existing Street Tree Map**). The largest trees are the willow oaks in the depot plaza and in the municipal parking lots. Other tree species include bald cypress, crape myrtles, elms, cherry trees and Bradford pear trees. A variety of the street tree species guards against a catastrophic illness decimating a single species of trees but it can create a disjointed appearance. Each of the species used, except for the cherry trees and Bradford pears, are recommended as street trees. The cherry trees on Main Street and the Bradford pears on Church Street are not recommended species because



they are relatively short lived. The pears have a tendency to split and cherry trees have significant pest problems. The other tree species have favorable characteristics, the bald cypress has an upright form and it very tolerant of tough urban conditions, the Natchez variety of crape myrtles are very tolerant of difficult conditions and resistant to many problems such as powdery mildew, unfortunately their form is broad spreading and tends to block the view of buildings. The elms are also very tolerant of tough urban conditions. Many of the trees have outgrown the tree grates around them. The grates are also very small 4' by 4' or 3' by 5'. A new organization, the New Leaf Society has formed to promote and fund beautification projects. Downtown planting and other beautification efforts could be appropriate projects for the society.





Burlington Downtown Master Plan

The existing site furnishings are limited to garbage receptacles and streetlights. The garbage receptacles in the depot plaza are an attractive steel receptacle. There are two types of lights used in downtown Burlington, light gray poles with cobraheads that light both the street and the sidewalk; they also hold the mast arms for the signalization; and pedestrian poles with lantern style lights. There are no bike racks or benches in downtown.



The only public art in downtown is the sculpture in front of the depot and the carousel horse in front to the library

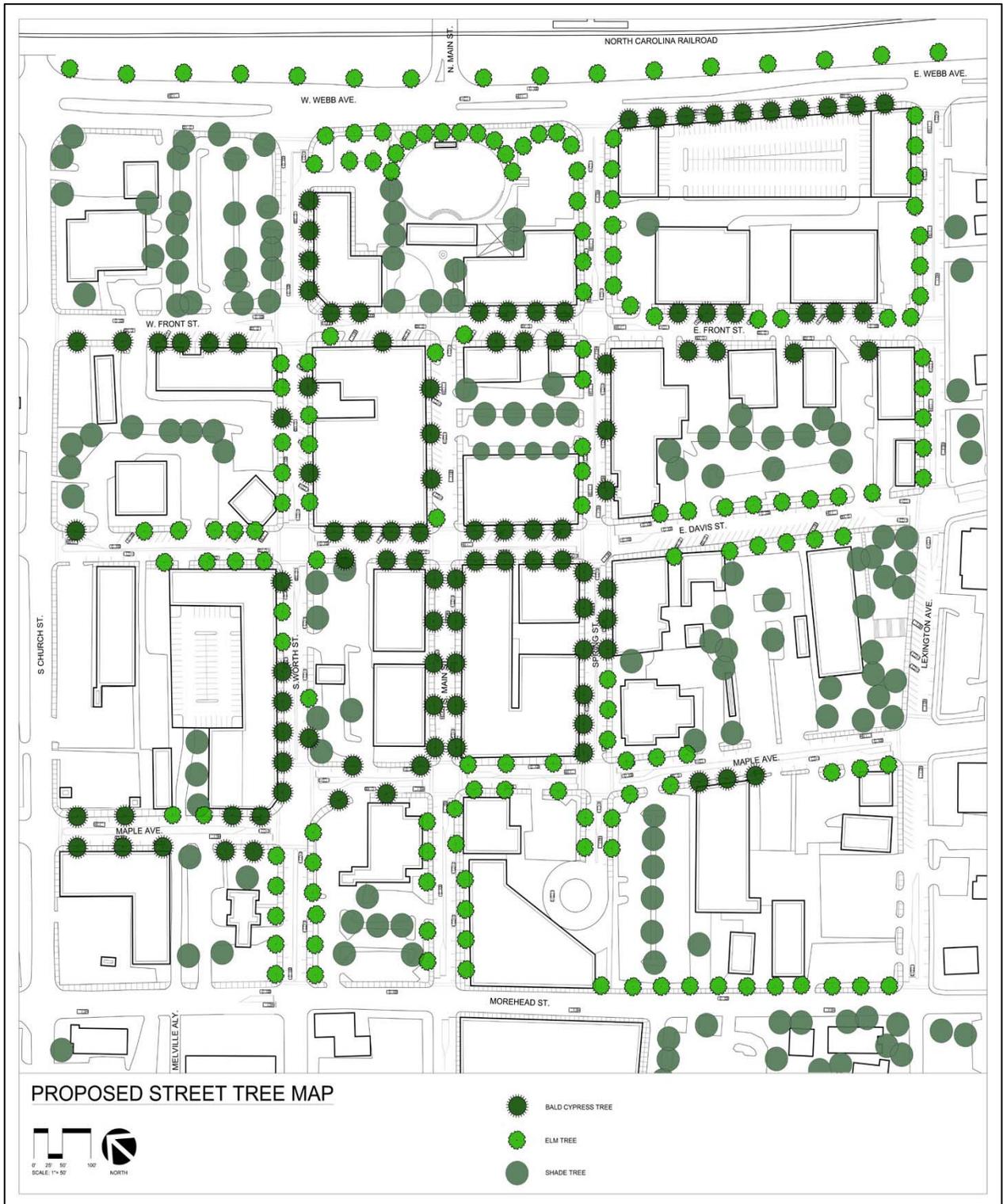


Sidewalks, Street Trees, Site Furnishings, and Public Art Recommendations

The following are the recommendations that will improve the quality of the downtown environment particularly for pedestrians.

Sidewalks:

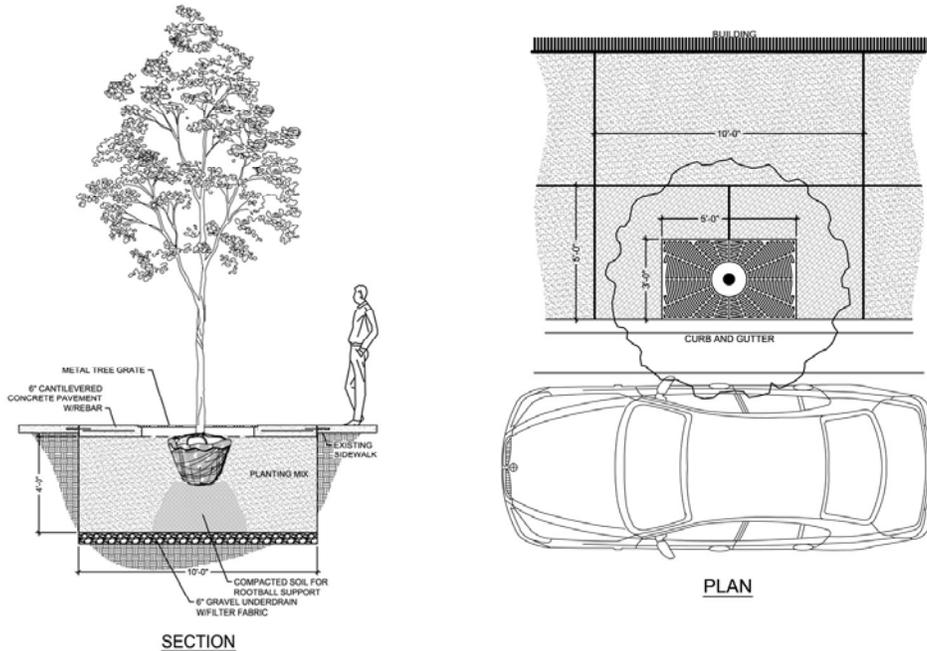
- *Install bump outs on Main Street, Spring Street, and Front Street to improve pedestrian crossing on these key core streets.*
- *Improve connectivity to the train station by adding crosswalks on Webb Avenue at Worth Street and Spring Street.*
- *Improve the Davis Street sidewalks to create a stronger pedestrian connector to the neighborhoods located west of downtown.*



Burlington Downtown Master Plan

Street Trees

- Expand tree grates or remove them for trees that have out-grown the existing grate opening. If the grate is removed, mulch the area around the tree.
- Apply for grants (see implementation section) and work with the New Leaf Society to fund planting in downtown.
- Plant street trees as shown on the **Street Tree Planting Map** using the planting detail for planting in an existing sidewalk.



Site Furnishings

- Purchase and install trash receptacles that match or coordinate with the design of the receptacles at the depot. Side access for trash removal is recommended since top loading receptacles are often damaged when the lid (attached to the receptacle by a cable) falls and hits the receptacle.
- Purchase and install bike racks at each municipal parking lot. See photo of the recommended type.
- Benches should be located at gathering spots. All the benches should be from one manufacturer and be 4' in length, see the photo for the recommended type.
- Evaluate the existing light levels provided by the existing lights. Upgrade existing lights if necessary.
- Paint the existing cobra head light poles and brackets black to match the lantern style pedestrian lights.



Public Art

- *Select a community leader to spearhead the implementation of the recommendations developed in the Burlington Downtown Public Art Plan and Implementation Recommendations for Burlington Downtown Corporation. The recommendation in that plan are in concert with the recommendation in this Master Plan.*

Gateways

Gateways are the paths used to enter the city. Gateways should be clearly marked to guide a visitor into downtown. In addition to being clearly marked, gateways should also create a good first impression for someone entering the community. That first impression can be created by the quality of buildings, or consistent planting of a particular type of trees or a well designed street without overhead utilities cluttering the view. Usually gateways are on state highways or thoroughfares. Gateways are important to downtowns and the entire community.



Gateways Analysis

Entrance from the south from I85/I40 - There are two possible exits from downtown to downtown Burlington. Exit 143 has the following attributes:

- On I85 /I40 signage directs drivers to use exit 143 for downtown Burlington
- To get to downtown from the interstate exit onto Alamance Road, State Route 62, and then at the confusing intersection of Church Street, Alamance Road and Chapel Hill Road proceed on Church Street and proceed into downtown.
- The route is 3+ miles to downtown
- This route is the most direct route from the airport to downtown.
- Generally the route is visually attractive, it passes by City Park
- Mebane Street from Alamance Road to Chapel Hill Road is being improved by the state with construction anticipated to be completed in 2011.

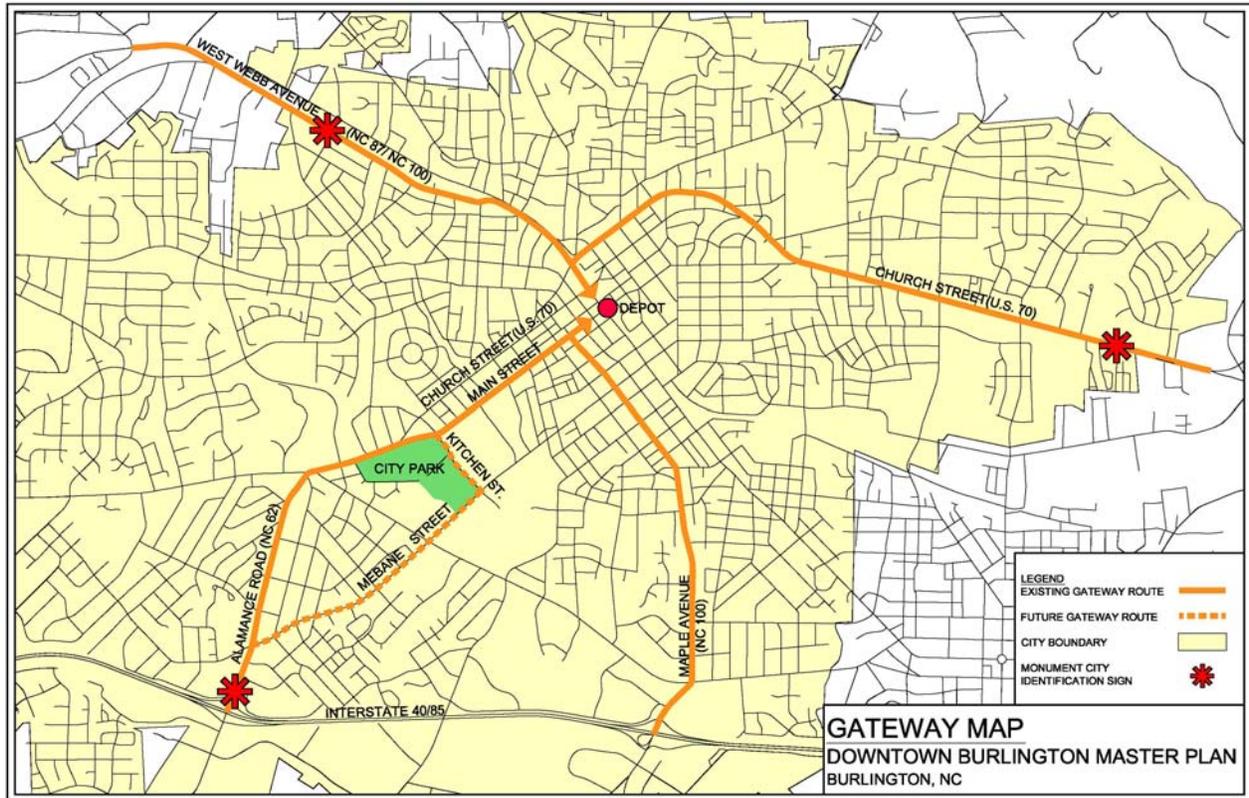
Exit 145 from I85/I40 has the following attributes:

- There is no signage for downtown Burlington on the interstate.
- The route is 2+ miles to downtown

To enter downtown from the west and Elon University the gateway route is State Route 87/100 or W. Webb Avenue.

Burlington Downtown Master Plan

To enter downtown from the east the gateway route is State Route 70 or Church Street, at the one way split of Fisher Street and Church Street the route switches to Fisher Street.



Gateways Recommendations

- *Establish the primary gateway from I85/I40 as exit 143. Erect a monument gateway sign for the city of Burlington at the interstate exit. Erect directional signs for downtown along the route. The route should change to follow Mebane Street, turn left on to Kitchin Street and right onto Main Street into downtown when construction on Mebane Street is complete.*



- *Work with NCDOT to plant consistent street trees on Mebane Street into downtown.*
- *Review zoning along the Alamance Road, Mebane Street gateway. If present zoning does not foster a consistent high quality development consider revising the zoning ordinance to foster high quality consistent development to prepare for the private investment that will follow the public investment.*
- *Sign all gateway routes as illustrated on the Gateway Routes Map (use NCDOT approved signage until NCDOT has modified their regulations regarding wayfinding signage).*

Other Recommendations

There are other recommendations that are not specific physical improvements but rather impact the physical environment. Those issues are zoning, garbage collection, and additional master planning efforts.

Burlington Downtown Master Plan

Zoning

The existing B-3 Central Business Districts zoning classification is a very flexible zoning classification that allows a wide variety of uses. B-3 contains no setbacks requirements and no required on-street parking. The designation of downtown as a National Register District does not provide guidance for building alteration or protection from demolition (unless the owner is seeking tax credits and then any building alterations have to be reviewed by the National Park Service to receive a Certificate of Appropriateness).

The flexibility afforded by the existing regulatory framework is intended to foster redevelopment efforts. There is a concern that the flexibility also leaves the downtown vulnerable to development that is a visual detriment to the urban fabric that makes downtown Burlington a unique place.

- *Add additional quantifiable standards to retain flexibility but ensure that buildings will contribute to the urban fabric. The standards could include: setbacks, building materials, and parking locations.*

Garbage

Garbage collection in downtown creates an unsightly situation with garbage on the sidewalks.

- *Create central garbage collection areas, particularly for recyclable garbage.*



Additional Master Planning Efforts

The study area for the downtown master plan is a limited area that includes only the core of downtown. There are other areas that should be part of a master planning effort, particularly the area to the north of the railroad which also has a more urban infrastructure.

- *Execute a master plan for the area surrounding the study area for this master plan with particular focus on the area to the north of the railroad tracks.*

An Energized Partnership: Organization

Analysis

Downtown Burlington benefits from a variety of stakeholders in its success, including the public sector, major investors in downtown, and a collection of stakeholders in small businesses. Through discussions with stakeholders the following questions have been raised: what is the appropriate role of the Burlington Downtown Corporation, what kind of commitment does the city have to downtown and how does a major employer fit into downtown? Raising these types of questions is an important part of the master planning process.

During the master planning process it became clear that it is a pivotal time in the history of downtown. With a new commitment from LabCorp with its corporate headquarters, the city committing to streetscape improvements, potential catalyst projects considering a downtown location and the Burlington Downtown Corporation leading this master plan effort, there is a significant opportunity for a renewed partnership to emerge to take advantage of this exciting time. Only by working together can the stakeholders ensure these opportunities are the foundation for long term economic vitality.

The goal of this theme:

The Burlington Downtown Corporation and a host of partners will unite to support the many facets of this master plan. The result will be a more vibrant economy, not only for downtown, but for Burlington and Alamance County as well.

Recommendations

This data and recommendations are only valuable if residents of the community and region are aware of them. The Burlington Downtown Corporation should present this information to civic groups, regional partnerships, developers, and property owners in Burlington to ensure that the maximum number of residents are aware of the master planning process and the resulting recommendations. Some Main Street programs have formed speakers' bureaus to share this information.

- *Present the findings of the Master Plan to groups in the community and region.*

Burlington Downtown Master Plan

Presently the Burlington Downtown Corporation is orchestrating events and serving as a cheerleader for downtown. Although those roles are important there are other roles that should be the primary mission of the organization. Cities and towns across the Carolinas have been very successful in increasing investment and developing infill projects when the organization overseeing their downtown has had a lead role in fostering development/redevelopment.

The Burlington Downtown Corporation should consider a funding model that includes both operational costs and programmatic costs for its incentive program. The organization should consider operational funding of a minimum of \$200,000 per year primarily funded through the Municipal Service District and fundraising efforts. The organization should be staffed with a full time dedicated director and support staff and might consider creative partnerships with existing entities to share resources. As mentioned before the programmatic costs should be between \$500,000 to \$1,000,000 over five years using primarily private sector direct funding through contributions of cash or assets with some assistance from the public sector through the contribution of land to be developed or development fees to manage projects in downtown. Of the programmatic budget, the 20% should be dedicated to immediate grant programs with the remainder dedicated to revolving funds, loan guarantees, and equity partnership arrangements in projects. Both the grant programs and the loan guarantees allow the organization to exercise a degree of control over the design of projects in downtown.

- *Refocus the Burlington Downtown Corporation mission to include a leadership role in recruiting and fostering redevelopment efforts. Develop an ongoing funding strategy for the Burlington Downtown Corporation to support this new leadership role and hire a full time director to lead the effort.*

Burlington is fortunate to be positioned within a major market with significant development activity. Burlington should “court” selected developers and invite them to the community to share expertise and engage interest in downtown.

- *Host familiarization tours with regional developers to acquaint them with Burlington.*

It is important to see what other communities have accomplished and learn from the challenges they have faced and the lessons they have learned. The Burlington Downtown Corporation might also consider visiting with organizations such as the Destination Cleveland County group in Shelby, the Blacksburg Partnership in

Burlington Downtown Master Plan

Blacksburg, Virginia, and North Augusta 2000 in South Carolina to explore how these organizations have capitalized programs for economic development.

- *The Burlington Downtown Corporation Board and local developers should take biannual field trips to other cities with vibrant downtowns, such as Salisbury or Durham, to observe completed projects and meet with their downtown agencies to gain an understanding of the effort required to complete representative redevelopment projects.*

Burlington is surrounded by communities big and small with many interesting and entrepreneurial business owners. Burlington Downtown Corporation should create an ambassador program to visit these business owners and explore whether they have an interest in expanding to downtown Burlington. The ambassadors can be equipped with data from the market study and would be an excellent first step in recruiting new retail and restaurants to the community.

- *Create a Burlington Ambassador program to recruit destination retailers for expansion to downtown Burlington.*

Tracking progress among partner groups and sharing information among these groups is critical to success. Burlington Downtown Corporation should host a twice yearly summit to share progress, recognize volunteers and businesses, and inform partner organizations on the progress downtown.

- *Host a biannual Downtown Burlington Summit.*

Burlington Downtown Master Plan

Implementation Strategy and Action Plan

The implementation of the Downtown Burlington Master Plan will require the combined efforts of the city of Burlington, the Burlington Downtown Corporation, the Chamber of Commerce and property and business owners such as LabCorp, the banks, and the small business owners and investors. By working together to implement the plan the city of Burlington will see renewed investment and pride in the downtown. As the plan is implemented it will be important to continue to tell the story of downtown and celebrate each positive development.

This plan will serve as a flexible blueprint for the future. It will be a way to channel investment, build community pride and focus, and help organizations understand how their role in the community relates to others.

Projects and Initiatives

The following **Strategy Board** summarizes all of the projects and recommendations included in the Downtown Master Plan. The board is designed as a working document

Strategies	First Steps Year 1-2	Next Steps Years 2-5	Long Term Years 5-10	Visions
Rediscovering the Opportunities: Branding	<ul style="list-style-type: none"> ● Launch a downtown image/brand ● Incorporate the brand into all promotional material ● Redesign web site with brand ● Launch brand extension for other organizations, activities, etc ● Develop demonstration project for co-operative advertising ■ Initiate first phase of wayfinding 	<ul style="list-style-type: none"> ● Continue co-op ad campaign for downtown targeted to the greater triad and triangle region ● Host a "downtown event summit" to evaluate all events and solicit new volunteers ■ Continue implementation of wayfinding 	<ul style="list-style-type: none"> ■ Complete wayfinding plan. ● Continue to expand co-operative ad effort as successes continue. 	<i>The Burlington Brand will become a well recognized tool to promote existing success stories, restore community pride in downtown, and attract investors from across the region.</i>
The Regional Choice for Entrepreneurs: The Market	<ul style="list-style-type: none"> ● Develop an economic development marketing piece ● Pursue partnerships to implement an entrepreneurial center and other catalyst projects ▲ Host a familiarization tour with developers. ■ Issue RFP to pursue private development for City parking lots 	<ul style="list-style-type: none"> ● Develop special financing for purchase and rehabilitation of structures ■ Invest in the Burlington Entrepreneurial Center ■ Create a two year grant program 	<ul style="list-style-type: none"> ● Continue to market City parking lots as infill parcels 	<i>Downtown Burlington will leverage its strategic regional position to become the location of choice for a variety of entrepreneurs creating a sustainable and diverse economic engine that will restore downtown as a vibrant part of the regional economy.</i>
It's in the Details: Physical Improvements	<ul style="list-style-type: none"> ■ Develop construction plans for Front, Main, Spring and other "right sized" streets ■ Begin improvements at the front of Depot Square ■ Install new street furnishings ■ Revise zoning ordinance ■ Work with NCDOT to plan gateway plantings on Mebane Road 	<ul style="list-style-type: none"> ■ Install new street trees ■ Install gateway signage at Alamance Rd Exit off I85/140. ■ Complete "rightsizing" street improvements ■ Begin the festival lawn and the dining plaza at Depot Square ■ Improve Sidewalks on Davis Street ■ Contact NCDOT about converting Fisher and Church Streets to two-way 	<ul style="list-style-type: none"> ■ Complete installation of street trees ● Begin master plan of area around the Downtown Master Plan ■ Convert Fisher and Church Streets to two-way ■ Install gateway signs and improvements to all city gateways 	<i>Burlington's physical environment will signal investors that the community is ready for revitalization and positioned for long term investment while showing immediate improvements for existing stakeholders and visitors to downtown.</i>
An Energized Partnership: Organization	<ul style="list-style-type: none"> ■ Fund full time development oriented position for downtown ● Host familiarization tours with regional developers. ● Present the findings of the market study to the community. 	<ul style="list-style-type: none"> ● Host biannual Burlington Downtown Summit. ● Create a Burlington Ambassador program 	<ul style="list-style-type: none"> ● Consider alliance between various stakeholder organizations. ● Continue to host biannual Downtown Summit to discuss progress on this plan. 	<i>BDC, City of Burlington, LabCorp and a host of other partners will write to support the many facets of this master plan. The result will be a more vibrant economy not only for downtown but for Burlington and Alamance County.</i>

■ City of Burlington
 ● Burlington Downtown Corporation (BDC)
 ▲ Chamber of Commerce
 ○ All
 ◆ Private Sector

for benchmarking and ongoing evaluation of the implementation process. Each recommendation that is presented in brief on the strategy board is supported in this report.

Strategies and Visions

Each of the plan strategies and visions are outlined in the strategy board. It is important to remember the ultimate marketing and development strategy that each project supports. Of course, each of these strategies is linked with one another, but failure to achieve any one goal does not negate the ability to achieve others.

Time Frames

The projects are divided into three time frames. The first series of projects are demonstration projects that should begin immediately. For the most part, these are simple projects that will be highly visible, have significant impact and should be completed within the “first years” after the plan is adopted (1-2 years). The second set of projects is labeled “next steps.” Some of these are more advanced projects while others are continuations of projects that began during the demonstration period. The next step projects should be completed within the second to fifth year of the plan. The final series of projects are long-term or plan completion projects. In this category many of the projects begun in the next steps phase will not be completed until later and will be completed in the 5-10 year timeframe. Over time this category will continue to fill up as priorities evolve.

The strategy board and its recommendations represent a “living document”. As time goes by and implementation proceeds, some priorities will shift while other ones will arise. The implementation strategy board should be evaluated periodically, no less than annually. This evaluation process will allow for finished tasks to be indicated on the board, for responsibilities to be shifted between parties, and for time frames to be adjusted for individual projects.

Funding Sources

The ability to implement particular parts of the master plan is dependent upon successfully pursuing funding sources for the recommendations. Existing funding sources for downtown include the city’s general fund, the Municipal Service District (MSD), and bonds that have been approved by the city’s residents. In addition to specific funding, downtown investment and infill opportunities can be accomplished by: leveraging municipal property as a project site, investing in infrastructure improvements, reducing fees, and or creating property tax incentives through rebates.

Burlington Downtown Master Plan

Another relatively new funding source which has been effectively used in other states for many years is project development financing (Amendment One General Statute 159-s.101). This method of financing allows debt from public investments in infrastructure to be secured by the anticipated tax revenue that the new private development is anticipated to generate.

There are state and federal funding sources and grants that can be used to realize the master plan. The following are potential funding sources.

State Programs

NCDOT Enhancement Funds (SAFETEA-LU). These funds are from the federal government and are passed through the state. They are used for construction projects that “serve to strengthen the cultural, aesthetic, and environmental aspects of the nation's intermodal transportation system”. Projects must be related to surface transportation and be one of twelve qualifying activities. This has been a funding source for streetscape projects throughout the state. It requires a 20% match by the city. It is a competitive process; see the NCDOT web site www.ncdot.org/financial/fiscal/Enhancement/ for the timeframe for the next round of submissions and submission requirements.

NCDOT Small Construction Funds

These are discretionary funds distributed to each division. The maximum grant is \$250,000.00. To apply a written request must be made to the division engineer. Applications are accepted on a rolling basis.

NCDOT Bicycle and Pedestrian Planning Grant

This is a program to encourage cities and towns to develop bicycle and pedestrian plans. It only funds the planning effort and it is administered by NCDOT. It requires a local match that varies depending upon the size of the community. Calls for entries are typically posted in September. The web site for the program is:

http://www.ncdot.org/transit/bicycle/safety/programs_initiatives/planninggrant.html

Urban and Community Forestry Grants

These grants are administered by the NC Division of Forest Resources. They are grants designed to encourage involvement in creating urban forestry grants in communities. Funding is primarily for planning with limited funding for tree purchases. Some of the projects that have been funded include: establishing tree commissions and developing tree ordinances, master plans and temporary pocket parks. See the web site at:

http://www.dfr.state.nc.us/urban/urban_grantprogram.htm

North Carolina Arts Council

This is a grant program from the North Carolina Arts Council, a state agency under the Department of Cultural Resources. The grants include funding for both planning for the arts, installation and creation of public art and renovation of facilities for arts groups. Funding levels vary by project type and must be matched dollar for dollar. The web site is: http://ncarts.net/grants_resources.cfm?menu_sel=4

North Carolina Parks and Recreation Trust Fund (PARTF)

This is a funding source from the North Carolina Division of Parks and Recreation it is available for the renovation of existing parks. To be eligible for funding the park or greenway must contain three different types of facilities. A 50% match by the municipality is required. Calls for applications occur in September and the applications are due in January. The maximum grant is \$500,000. The web site is: http://www.ncparks.gov/About/grants/partf_main.php

Mill Rehabilitation Tax Credits

This is a state tax credit, a dollar for dollar reduction in the amount of taxes owed for up to 30% of the investment in a certified historic mills and manufacturing structures. The minimum investment is three million dollars. The property has to have been 80% vacant for three years. These tax credits are in lieu of the 20% North Carolina Historic Preservation tax credits but can be added to federal historic preservation tax credits. Requirements for eligibility are stringent and should be considered in the initial planning for the project. A web site that provides a series of case studies is: [http://www.presnc.org/Mill Reuse Website/home.htm](http://www.presnc.org/Mill_Reuse_Website/home.htm) .

North Carolina Historic Preservation Tax Credits

This is a program that provides dollar for dollar reduction in the amount of taxes owed. There are two types of eligible properties: a 30% state income tax credit for properties with certified rehabilitations on non-income producing property on certified historic structures and a 20% state income tax credit for properties with certified rehabilitations on income producing property on certified historic structures, those structures must also qualify for the federal tax credits. Requirements for eligibility are stringent and should be considered in the initial planning for the project.

Federal Programs

Federal Historic Preservation Tax Credits

There are two federal tax credit programs: a 20% federal income tax credit for properties with certified rehabilitations on income producing property on certified historic structures and a 10% federal income tax credit for properties with certified rehabilitations on income producing property on certified historic structures built before 1936. Requirements for eligibility are stringent and should be considered in the initial planning for the project

Community Development Block Grants (CDBG)

A Housing and Urban Development (HUD) program traditionally aimed primarily at housing provisions but has increasingly been utilized for economic development projects that benefit low to moderate income populations in the community. See the web site:

<http://www.nccommerce.com/en/CommunityServices/CommunityDevelopmentGrants/CommunityDevelopmentBlockGrants/EconomicDevelopment/>

New Market Tax Credits

The New Markets Tax Credit (NMTC) Program enables taxpayers to receive credits against federal income taxes for making up to \$15 billion in investments in designated Community Development Entities (CDEs). NMTCs are allocated annually to CDEs under a competitive process. The CDEs sell the tax credits to investors in exchange for stock or a capital interest in the CDEs. To qualify as a CDE, an organization must have a mission of serving, or providing investment capital for, low-income persons or low-income communities. The rules for how the CDE serves low income populations have several parameters and the NMTC needs to be explored on a case-by-case basis.

Burlington Downtown Master Plan

- Poinsett Hotel. Greenville, South Carolina. The city completed infrastructure improvements around a 1924 hotel including parking for it and a mixed-use office project. The hotel required gap financing and the city gave a loan through the Greenville Local Development Corporation to fill the gap. Once repaid, the loan was dedicated to a revolving fund for reinvestment in downtown projects that required creative financing.



- The Prizery. South Boston, Virginia. The town of South Boston leveraged TEA enhancement funds (used for a visitors center), historic preservation tax credits, and tobacco fund money to create an arts center with a theatre and public gathering spot in an historic tobacco warehouse in downtown.



Request for Proposals

For

**Purchase and Development of Property Owned by
City of Greenville, South Carolina**



October 2001
City of Greenville
Post Office Box 2207
Greenville, South Carolina 29602
(864) 467-4401



**CITY OF GREENVILLE
STATE OF SOUTH CAROLINA
REQUEST FOR PROPOSALS**

RFP NO. 0002-2906

Submittal: One (1) original and (8) copies (black and white acceptable) of the proposal must be received to the City of Greenville Legal Department on or before 4:00 p.m. ET, December 17, 2001

Addressed to: City of Greenville
Legal Department

Mailing address: Post Office Box 2207, Greenville, SC, 29602

Office address: 206 South Main Street, 9th floor, Greenville, SC, 29601

Mark envelope: **RFP NO. 0002-2906**
"PROPOSAL - "PURCHASE & DEVELOPMENT OF PROPERTY"

Proposals received after the time and date set for receipt of proposals shall be returned unopened to the offeror. It shall be the offeror's responsibility to ensure timely receipt by the City of their proposals. **Telegraphic, telephone or facsimile proposals will not be accepted.**

Any offer submitted as a result of this RFP shall be binding on the offeror for **NINETY (90)** calendar days following the specified opening date. Any proposal for which the offeror specifies a shorter acceptance period may be rejected.

OFFERORS ARE CAUTIONED that any statements made by the contact of City staff persons that materially change any portion of the proposal document shall not be relied upon unless subsequently ratified by a formal written amendment to the proposal document.

The City accepts no responsibility for any expenses incurred by the offeror in the preparation and presentation of a proposal. Such expenses shall be borne exclusively by the offeror.

If the Offeror discovers any ambiguity, conflict, discrepancy, omission or other error in the RFP, offeror shall immediately notify the City of such error in writing and request modification or clarification of the document. The Offeror is responsible for clarifying any ambiguity, conflict, discrepancy, omission or other error in the RFP or it shall be deemed waived.

This RFP is being issued by the City of Greenville. Unless otherwise directed, all communications regarding this RFP should be directed to Nancy Whitworth, Director of Economic and Community Development.

The City hereby affirmatively ensures that all business enterprises will be afforded full opportunity to submit proposals in response to this notice and will not be discriminated against on the basis of race, color, national origin, ancestry, disability, gender, religion or political affiliation.

The right is reserved by the City of Greenville to reject any or all proposals; to waive any informality or irregularity not affected by law; to evaluate, in its absolute discretion, the proposals submitted.

The City of Greenville, to further recycling efforts, requests that submissions be submitted on recycled paper.

The words "Offeror," and "Developer" are used interchangeably throughout this proposal, and are used in place of the person, firm, or corporation submitting a proposal, or any part hereof.

Dated at Greenville, South Carolina, this _____ day of October, 2001.

By: _____
David Novack, Fiscal Support Administrator
City of Greenville, South Carolina

Burlington Downtown Master Plan

REVIEWED BY:

Charles R. Oliver, City Manager

Date

Nancy Whitworth, Economic Development Director

Date

Ron McKinney, City Attorney

Date

Stephen Keef, Finance Director

Date

REQUEST FOR PROPOSALS

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Attachments:

- B. Map - City of Greenville, South Carolina**
- C. Map - Development Site and the Surrounding Area**
- D. Survey- Development Site**
- E. Zoning Information**
- F. Legal Documents**

**REQUEST FOR PROPOSALS FOR
PURCHASE & DEVELOPMENT OF
PROPERTY OWNED BY
CITY OF GREENVILLE, SOUTH CAROLINA**

I. STATEMENT OF PURPOSE

The City of Greenville is requesting proposals for the acquisition and development of approximately 1.3 acres of property currently owned by the City and located on Broad and River Streets, in downtown Greenville, South Carolina. The site is adjacent to both residential and commercial development and is located one block off South Main Street in the Central Business District. **The City intends to sell the land under a development agreement to a developer who can design and develop the property for residential use that is compatible with the surrounding area. Final execution of a sale and development agreement are contingent on City Council approval.**

The City will impose certain special considerations for any developer for this property. The manner in which this property develops must be consistent with city development planning and must be compatible with surrounding properties.

This RFP contains a description of the property, a description of the goals set by the City of Greenville for this project, and additional information about the site.

II. GREENVILLE AND THE SITE

Greenville is located in northwestern South Carolina along the I-85 corridor between Atlanta and Charlotte.

The Site:

1. Is 1.340 acres (58,369 square feet) and currently has three separate parking lots with a total of 135 parking spaces
2. Is located near the Reedy River, the Peace Center, 100 Court Street (a 42 unit residential building), several office buildings and the newly renovated Court Square and Poinsett Hotel.
3. Is Zoned C-4, Central Business District, which allows considerable flexibility in design as there are no set-back requirements or density restrictions in this zoning district. This district does fall under design guidelines and all plans must be approved by the Design & Preservation Commission.

III. GOALS FOR DEVELOPING THE SITE

The City of Greenville has established the following goals for this project to accomplish:

1. Design Quality - The site is located adjacent to the newly renovated Court Square and surrounding developments. Appropriate urban design techniques and materials should be employed to ensure that the development is compatible with existing buildings. Once constructed, the project should be enhanced by landscaping and lighting.
2. Residential/Mixed Use Project - It is the desire of the City to see a residential development; however, mixed use projects will also be entertained.
3. Provide Parking - The project will need to provide parking on site for the 135 existing spaces that are currently on the parcel, as well as provide sufficient parking for the development.

IV. PROPOSAL REQUIREMENTS

Qualified Developers with an interest in developing this property should submit a proposal according to the guidelines provided in this RFP. All proposals should at a minimum contain the following:

2. Identify the primary members of the development team and their roles for this project. Provide an overview of their previous experience. Include developer staff as well as any consultants having key roles in the designing or marketing of this project.
3. Present a brief list of previously completed projects which are comparable.
4. Provide a list of financial and project references. Include name, address, position, telephone number, and a brief description of relationship.
5. Describe or explain with text and graphics your concept of the ideal project for the site, its surrounding context and the market it will serve. This should include an estimate of the number of units, the estimated price range for these units, and your plan for parking on-site to include both the replacement of the 135 existing spaces and the spaces needed for the development.
6. Present a purchase proposal. Include the land price and the assumptions made to justify the price, the time needed for closings, and "take-down" schedules or option periods if other than an outright purchase. Identify any expenses expected to be the City's responsibility. Identify any proposed public-private partnership arrangements and the expected role of the City of Greenville.

7. Identify with clarity the time frame within which the proposed project would be started and completed and demonstrate the capacity to provide full performance in the time frame.
8. Provide any supporting material such as brochures which may be helpful in illustrating the firm's capabilities relative to this project.
9. Describe formal assurances to be provided to the City for full performance by the developer in the design, construction, and implementation of the project plans, such as direct contractual obligations, insurance policies, performance bonds and the like. Although the city intends to transfer title to a developer, the City has a public purpose interest in securing the timely commencement and completion of the project as represented by the final development agreement.

V. SELECTION CRITERIA

Proposals for the purchase and development of this site will be evaluated according to the following criteria:

2. The success in creating an innovative development that utilizes good design elements, assures compatibility with surrounding properties and provides a quality environment for future residents.
3. The Developer's previous experience regarding quality of developments and demonstrated history of developing successful projects of similar scope.
4. The demonstrated capacity of the developer to finance, market, manage and package this project.
5. The overall financial considerations such as:
 - The value of the investment in the project and the commitment to ensure an acceptable and feasible project.
 - The value that the City will realize in the development project.
 - The amount of time necessary for the City to realize this value.
 - The availability of financing on behalf of the developer.
6. The developer's readiness and ability to proceed on the project with times schedules reasonably described.

VI GENERAL TERMS AND CONDITIONS

Proprietary/Confidential Information

The offerors are asked for any restrictions on the use of data contained in their responses and told that proprietary information will be handled in accordance with applicable law, regulations and policy of the City. All proprietary/confidential information must be clearly marked as "Proprietary/Confidential".

Background Check

The City reserves the right to conduct a background inquiry of each developer which may include the collection of appropriate criminal history information, contractual business associates and practices, employment histories and reputation in the business community. By submitting a proposal to the City, the developer consents to such an inquiry and agrees to make available to the City such books and records as the City deems necessary to conduct the inquiry.

Determination of Responsibility

The City may make such investigation as it deems necessary to determine the ability of a developer to provide full performance as outlined in the proposal. The developer will furnish to the City all such information and data for this purpose as the City may request. The City reserves the right to reject any developer if the evidence submitted by or investigation of such developer fails to satisfy the City that such developer is properly qualified to carry out the obligations of a Contract.

Rights Reserved by City

The City reserves the right to amend its evaluation criteria as the City, in its sole discretion, shall determine appropriate and to utilize an independent review team. A review and evaluation of the responses contained in the previous section will serve as a basis of selection of the Developer judged best suited to meet the City's goals for the site.

The City reserves the right to reject any or all proposals; to waive any informality or irregularity not affected by law; to evaluate, in its absolute discretion, the proposals submitted. The City may, at its option, interview Developers as part of this selection process. However, selection may take place without such interviews. Therefore, proposals should be complete as initially submitted. Final execution of sale and a development agreement is contingent on formal approval by City Council.

Noncollusion Affidavit

As part of the Developer's proposal, the Developer shall include the attached Noncollusion Affidavit duly signed by the principal of the firm certifying that it is not a party to any collusive action or any action that may be in violation of the Sherman

Burlington Downtown Master Plan

Antitrust Act. Any or all proposals shall be rejected if there is any reason for believing that collusion exists among the developers. The City may or may not, at its discretion, accept future proposals from participants in such collusion.

Ethics in Public Contracting

To comply with the provision of Section 8-13-100 at seq., the developer shall certify in writing and include with its proposal that its offer was made without fraud; that it has not offered or received any kickbacks or inducements from any other developer, supplier, manufacturer, or subcontractor in connection with the offer; and that it has not conferred on any public employee, public member, or public official having official responsibility for this procurement transaction any payment, loan, subscription, advance, deposit of money, services, or anything of more than nominal value.

The developer shall certify further that no relationship exists between itself and the City, another person, or organization that constitutes a conflict of interest with respect to a contract with the City.

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**REQUEST FOR PROPOSALS FOR
PURCHASE & DEVELOPMENT OF
PROPERTY OWNED BY
CITY OF GREENVILLE, SOUTH CAROLINA**

I. STATEMENT OF PURPOSE

In order to promote pedestrian-oriented commercial activity at street level in the Central Business District (CBD), the City will sell two parcels of land on opposite sides of a new parking garage which will be constructed in the near future. The land will be sold to a developer who will construct mixed use developments including retail, restaurant, residential or office.

The developer must design and develop the property in a manner that is compatible with the new parking facility that enhances the surrounding CBD area. Final execution of a sale and development agreement is contingent on City Council approval of a development agreement specifying characteristics of uses, minimum investments and design.

This RFP contains a description of the property, a description of the goals set by the City of Greenville for this project, and additional information about the site.

II. THE SITES

The City is planning a new parking garage at the current location of the Municipal Garage and the Wachovia Deck. Both of these existing structures will be removed and a new facility will be constructed. As part of this project, the City will “carve out” approximately the first forty feet on both ends of the new structure along both East McBee Avenue and East Washington Street (see Attachment A). Each road frontage is approximately 180 feet long, which allows for a footprint of approximately 7,200 square feet.

At present, the new garage is expected to have approximately 1,000 parking spaces which will support the office and retail businesses already located in the area, as well as the new NBSC office building under construction across Spring Street, the new building that will be constructed on the former Kress Building site, and the project developed under this RFP.

III. GOALS FOR DEVELOPING THE SITE

The City of Greenville has established the following goals for this project to accomplish:

1. Create Street Level Activity- The project should enhance the retail base of the Central Business District (CDB) in a way which generates activity for surrounding properties.
2. Minimize the Visual Impact of the Parking Structure- The Design Guidelines for the CBD (AP.10) state that “when feasible, a parking structure in the area should be wrapped with retail, commercial or an active use along the street edge to shield the facility from the street and to add activity to the street.” To accomplish this goal, the two buildings should be minimum of 3 stories or otherwise be designed so that pedestrians and motorists on McBee Avenue and Washington Street are primarily conscious of the project and not the parking structure.
3. Ensure Design Quality and Compatibility - Appropriate urban design techniques and materials should be employed to ensure that the development is compatible with the CBD Design Guidelines and the pedestrian oriented urban environment they are intended to promote. Applicants should remember that final design approval is required from the City’s Design and Preservation Commission. In addition, the project must be compatible in appearance and function with the new parking structure. For that purpose, final design approval is also required from Craig, Gaulden and Davis, the lead architect for the design team on the new parking structure, who will also coordinate with the selected developer on access from the project to the garage.
4. Coordinated Completion of the Projects- The project should be completed at roughly the same time as the completion of the garage. The selected developer will have to anticipate overlapping construction schedules and be prepared to cooperate on scheduling issues.

IV. PROPOSAL REQUIREMENTS

Qualified Developers with an interest in developing this property should submit a proposal according to the guidelines provided in this RFP. All proposals should at a minimum contain the following:

1. Identify the primary members of the development team and their roles for this project. Provide an overview of their previous experience. Include developer staff as well as any consultants having key roles in the designing or marketing of this project.
2. Present a brief list of previously completed projects which are comparable.

3. Provide a list of financial and project references. Include name, address, position, telephone number, and a brief description of relationship.
4. Describe or explain with text and graphics your concept of the ideal project for the site, its surrounding context and the market it will serve. This should include the tenant and use mix.
5. Present plan for securing retail tenants. Include previous experience with this as well as plan for ensuring occupancy within a reasonable time frame.
6. Present a purchase proposal. Include the land price and the assumptions made to justify the price, the time needed for closings, and “take-down” schedules or option periods if other than an outright purchase. Identify any expenses expected to be the City’s responsibility. Identify any proposed public-private partnership arrangements and the expected role of the City of Greenville.
7. Identify with clarity the time frame within which the proposed project would be started and completed and demonstrate the capacity to provide full performance in the time frame. The City reserves the option to require a performance bond to ensure that the projected is completed within the agreed upon time frame.
8. Provide any supporting material such as brochures which may be helpful in illustrating the firm’s capabilities relative to this project.
9. Describe formal assurances to be provided to the City for full performance by the developer in the design, construction, and implementation of the project plans, such as direct contractual obligations, insurance policies, performance bonds and the like. Although the city intends to transfer title to a developer, the City has a public purpose interest in securing the timely commencement and completion of the project as represented by the final development agreement.

V. SELECTION CRITERIA

Proposals for the purchase and development of this site will be evaluated according to the following criteria:

1. The success in creating an innovative development that utilizes good design elements, assures compatibility with surrounding properties and enhances the pedestrian atmosphere of the area.
2. The Developer’s previous experience regarding quality of developments and demonstrated history of developing successful projects of similar scope.
3. The demonstrated capacity of the developer to finance, market, manage and package this project including the ability to secure tenants.

4. The overall financial considerations such as:
 - The value of the investment in the project and its enhancement to the City's tax base.
 - The increased economic activity to be provided by the project to the CBD.
 - The amount of time needed for the City to realize the increased tax base and additional activity.
 - The availability of financing available to the developer.
5. The developer's demonstrated readiness and ability to proceed on the project with time schedules reasonably described.