

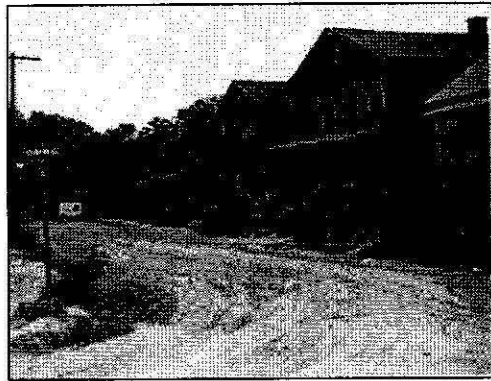


# EAST MARKET STREET CORRIDOR DEVELOPMENT PLAN

GREENSBORO  
NORTH CAROLINA



# EAST MARKET STREET CORRIDOR DEVELOPMENT PLAN



Adopted by Greensboro City Council  
June 2, 1998



**EAST MARKET STREET PROJECT STEERING COMMITTEE  
JULY 1995 - JULY 1996**

**Carolyn Allen**  
Mayor

**Eugene Backmon**  
NC A&T State University

**Harold Martin, PE**  
NC A&T State University

**Shirley Frye**  
WFMY-TV

**Paul Leonard**  
NationsBank

**Bill Massey**  
Bryan Family Foundation

**Michael Schifftan**  
DevCon Resources

**Tom Scott**  
Hayes Taylor YMCA

**MacArthur Sims**

**Skip Alston**  
Guilford County Board of  
Commissioners

**C. Edmund Fairly**  
Mutual Community Savings Bank

**Claudette Burroughs-White**  
Greensboro City Council

**John Obermeyer**  
United Carolina Bank

**Ralph Shelton**  
Southeast Fuels

**Cellestine Hunt**  
Bennett College

**Enola Mixon**  
U.S. Postal Service

**Will Parker**  
Wilpar Development Corp.

**Diane Munden**  
Resident

**EAST MARKET STREET PLANNING COMMITTEE**

MacArthur Sims, Committee Chair  
Steve Bowden  
Richard Bowling  
Edmund Fairley  
Jay Jung  
Enola Mixon  
Ellen Moore  
Gladys Robinson  
Richard Routh  
Dr. Robert Sampson  
Woodrow Winchester

**CITY OF GREENSBORO STAFF**

Sue Schwartz, AICP, Project Manager  
Andy Scott, Director, HCD  
Dan Curry, AICP, Community Development Administrator  
Jane MacKenzie, AICP, Redevelopment Planner

**AMERICAN PLANNING ASSOCIATION  
COMMUNITY PLANNING TEAM**

Dr. William Harris Sr., AICP, Team Leader  
Lee Brown, AICP  
Ellen Crain  
Dr. Emil Malizia, AICP  
James Shelby

**PROJECT CONSULTING TEAM  
DEVELOPMENT CONCEPTS, INC.**

Mike Higbee  
Chris Palladino  
Michael Twyman  
Jeff Ryan

*A special thank you goes out to all of the residents, business owners, and university students who participated in the various workshop sessions, and offered insights and feedback to their community.*

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## INTRODUCTION AND SUMMARY

The East Market Street Corridor Development Plan is a result of an intensive, four-year process undertaken by local leadership and residents, with the assistance of the Community Planning Team of the American Planning Association (APA). A significant amount of energy has been invested in this project by the City of Greensboro, the American Planning Association's Community Planning Team, the East Market Street Corridor (EMSC) Planning Committee, the East Market Street Development Corporation (EMSDC), North Carolina A&T State University, Bennett College, and numerous other institutions and residents committed to the corridor.

*This Development Plan is designed to recommend implementation strategies that take advantage of public and private investment opportunities that enhance the present physical and social condition of the EMSC.* The objectives presented are a direct reflection of the ideas and suggestions emanating from a series of community focus groups and workshops held over the past three years. The Redevelopment Plan serves as a vehicle for utilizing the \$1 million bond referendum approved in 1996 and allows the Greensboro City Council to authorize spending of these funds.

The development strategy focuses on three distinct sections of the East Market Street Corridor and proposes the following general uses:

### **Redevelopment Area A -- Business/Retail Development.**

Entertainment uses (movie theater), retail marketplace, light industrial/research and development facilities, and upper floor housing.

### **Development Sub-Area - University Development.**

Hotel, civic space, student support services, various housing types.

### **Redevelopment Area B -- Neighborhood Development.**

Neighborhood oriented retail and housing development.

This plan identifies several issues that may serve as impediments to successfully developing the East Market Street Corridor. They include *lack of available development sites, diverse markets, code enforcement, organizational capacity, and community potential.* The strategy also takes into account the need for physical enhancements, such as streetscaping, lighting, transportation improvements, infrastructure, and business development. This plan, the result of significant stakeholder input, will serve as the foundation for a community driven work program. This work program will include specific tasks, timelines, and responsible parties for each objective identified.

### **VISION STATEMENT:**

*The East Market Street Corridor shall be a vibrant community that is attractive, pedestrian-friendly, and safe for the residents and the businesses. Emphasis shall be on attracting new businesses, making a commitment to minority opportunities and helping existing business thrive while maintaining the area's unique role as a cultural center for the entire community.*

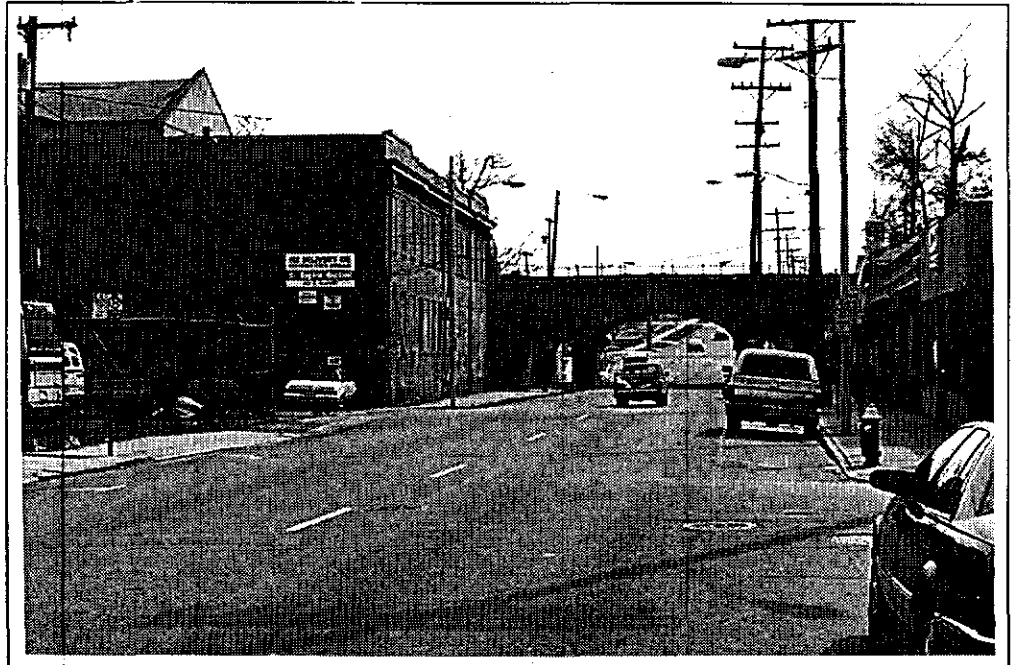
**East Market Street  
Corridor**

*East Market Street  
looking west toward  
downtown. The  
railroad bridge and  
viaduct historically has  
served as the "dividing  
line" between the white  
and black community.*



**East Market Street  
Corridor**

*East Market Street  
looking east.*



## PLANNING PROCESS

In June 1994 the American Planning Association resolved to take an active role in reshaping distressed urban communities. The APA announced the creation of a team of national planning experts representing public sector planners, private consultants, and university professors to study designated areas and provide planning recommendations to spur revitalization activities. The American Planning Association issued a nationwide request for proposals for communities to serve as pilot projects for its Community Planning Team Program (CPT). The pilot program would consist of a weeklong community workshop process, followed by a team report and a follow-up site visit.

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*The American Planning Association issued a nationwide request for proposals for communities to serve as pilot projects for its Community Planning Team Program in May 1994.*

---

The City of Greensboro assembled a proposal for the East Market Street area, and spent approximately nine months organizing around a team approach involving neighborhoods, universities, and public sector leadership. In June 1995 the APA designated Greensboro as the pilot project for the CPT. Throughout the summer and fall, members of the business community and the East Market Street area formed a Project Steering Committee and began planning for the CPT process.

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*In June 1995 the APA designated Greensboro as the pilot project for the CPT.*

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The CPT had its first visit in October 1995, which involved several focus group meetings and an all-day community workshop attended by 150-200 people. The Team presented their preliminary recommendations and findings live on local cable television with over 100 people attending the presentation. The CPT's recommendations included streetscape and design improvements to the corridor, establishing a "lead agent" to be responsible for development activity, completing a detailed market analysis, building partnerships amongst various community groups and institutions, and improving public safety. The Team began work on their expanded report, which was delivered several months later. Interim City Manager, Ed Kitchen, and the City staff evaluated the Team's recommendations. This process resulted in a lighting study of the corridor by the Greensboro Department of Transportation and the removal of landscaping materials near the intersection of Laurel and East Market Streets. The lighting study led to new lights being installed along Benbow Road between East Market Street and the railroad tracks and increased lighting levels along the corridor and around the railroad bridge.

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*The CPT had its first visit in October 1995, which involved several focus group meetings and an all-day community workshop attended by 150-200 people.*

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By January 1996 groups of university students further studied various aspects of the corridor. Third-year architecture students from University of North Carolina at Charlotte studied the corridor for redevelopment and design recommendations. Second-year graduate planning students from the University of North Carolina at Chapel Hill studied the surrounding

neighborhoods, economic development potential of the area, and background data. Three classes at North Carolina A&T State University also studied aspects of the corridor.

A second community workshop session was held in April 1996 to discuss and prioritize the Team's recommendations. The following priorities were determined:

- 1) Create a lead agent for the corridor.
- 2) Have a thorough market analysis of the corridor done to determine its potential.
- 3) Begin physical improvements to the corridor, including streetscape work and addressing the Cumberland Shopping Center.

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*A \$1 million dollar bond was designated for the East Market Street Corridor in November 1996 with the understanding that these funds would be used to leverage private investment.*

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In June 1996 three East Market Street projects (streetscaping and traffic calming, redevelopment of the Cumberland Shopping Center, and business funding) were submitted to the City Manager's office for a possible bond referendum. In August the City Council recommended a list of bond projects to be placed on the November ballot. One million dollars was designated for the East Market Street Corridor with the understanding that these funds would be used to leverage private investment. In September the final bond list was approved by the City Council. In November the voters approved the East Market Street bond item.

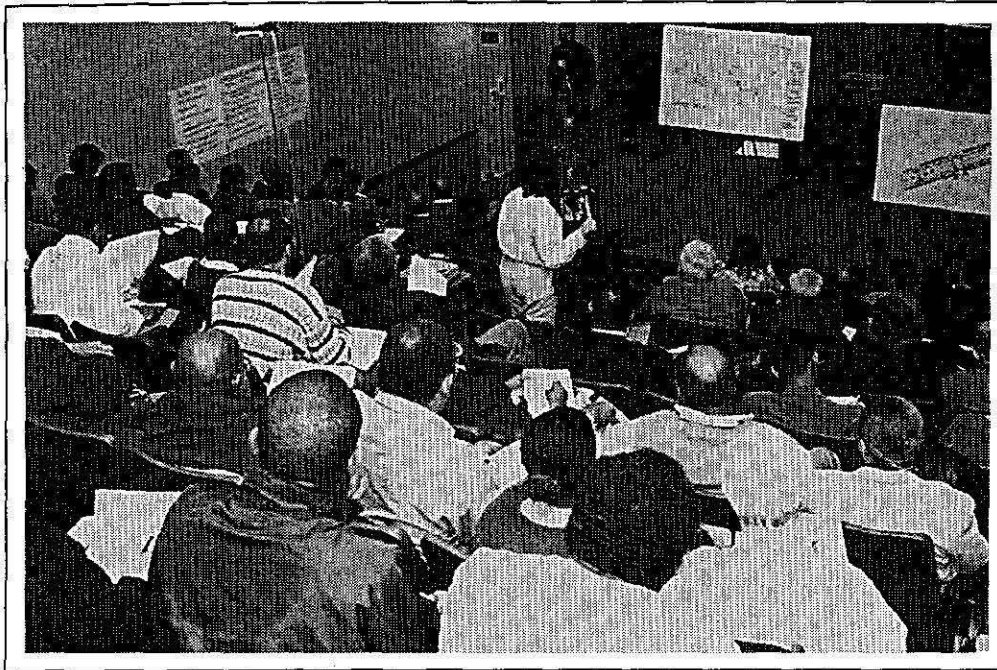
The community also began to address the issue of establishing a "lead agent" to be responsible for development activity along the corridor. A Steering Committee formed a development corporation for the area. The East Market Street Development Corporation was formed and established its first Board of Directors in early 1997. In June 1997 the City Council designated EMSDC as the lead agent charged to create a development plan for East Market. A part-time President, MacArthur Sims, came on board in October 1997, and the East Market Street Planning Committee was formed in November 1997.

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*In June 1997 the City Council designated EMSDC as the lead agent charged to create a development plan for East Market.*

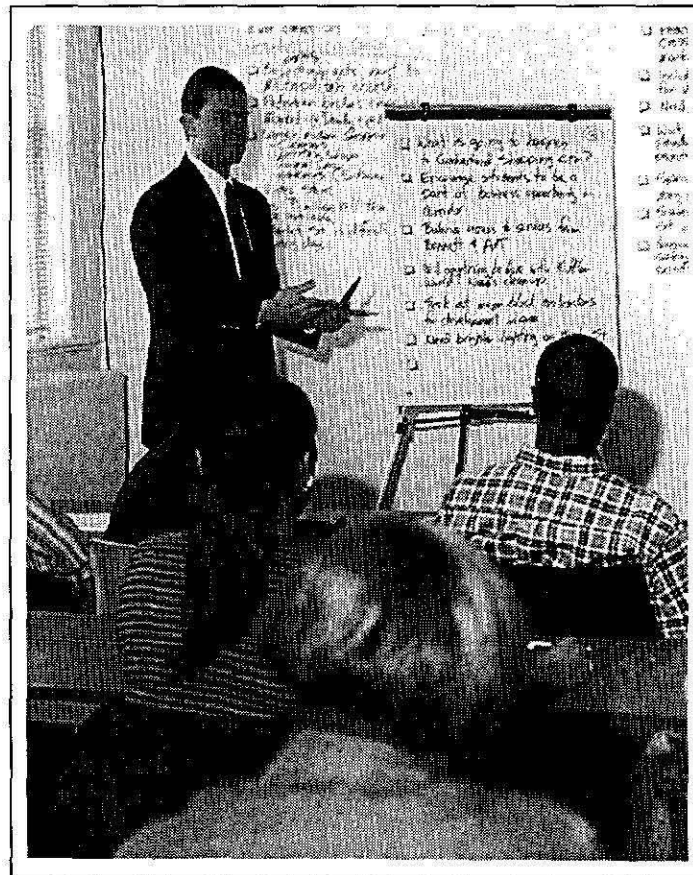
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In January 1998 the CPT members returned to Greensboro to assist in the formation of a development plan designed to serve as the implementation tool for East Market Street projects. Several focus groups were convened and a community workshop was held in late January to further clarify and refine goals for the corridor. The CPT made its final recommendations to the community on February 1, 1998. Development Concepts, Inc., a consulting firm from Indianapolis, is leading the development planning process and is responsible for submitting the required development plan for formal adoption in spring 1998.



### East Market Street Planning Process

Two public workshops were conducted during the American Planning Association's CPT process (1995-1996), and two additional public workshop sessions were held in 1998 as part of the preparation of the East Market Street Development Plan. Numerous residents, university students, and business owners attended the workshops to express their concerns and offer their feedback regarding the future development direction of the corridor.



## HISTORICAL PERSPECTIVE

The City of Greensboro has been enriched by the colorful and proud legacy of the East Market Street Corridor. For decades East Market Street has served as the hub of the African-American community, boasting many of the City's finest treasures. The East Market Street Corridor has also experienced a great deal of change over the years. A step back in time chronicles some of the significant events of the past as well as creates the context for the corridor's present status and its hopeful future.

Following the Civil War, a segregated community of African Americans settled in the East Market Street area as they were banished from living in the white neighborhoods of their former slave masters and from operating businesses downtown. Soon after the Agricultural and Mechanical College for the Colored Race (now North Carolina A&T State University) opened in 1891, a group of African-American men established a number of thriving businesses along East Market Street. The street was often thought to be the second downtown for the African-American community, particularly in those days preceding integration. The Southern Railway bridge has been the dividing line for distinguishing this community from downtown, and in many ways, white Greensboro.

At one time the corridor bustled with grocery stores, theaters, entertainment clubs, service stations, barbershops, beauty shops, billiard parlors, restaurants, churches, funeral homes, and medical offices-- all within essentially one mile. The businesses bore names like *Hill's Grocery*, *Piggly Wiggly*, *Hagan's Fish Market*, *Totten's Sweet Shop*, *Half Moon Restaurant*, *Busy Bee Café*, *Skyline Restaurant*, *Paramount Grill*, *Meares Tailor Shop*, *Palace Theatre*, *Ethel's Bake Shop*, *McNair's Drug Store*, and the list goes on and on. Nestled in this vibrant community were two of the nation's finest historically black institutions of higher learning: North Carolina A&T State University and Bennett College. These institutions not only served as places for pursuing a college education, but also contributed greatly to providing employment opportunities for local residents. In turn, students were employed at many of the local establishments, and certain businesses served as training sites for those learning trades. The presence of North Carolina A&T State University and Bennett College, as well as several local churches, have helped to stabilize the community in light of all the dramatic changes the area has weathered over the years.

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*East Market Street was often thought of as the second downtown for the African-American community, particularly in those days preceding integration.*

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*At one time the corridor bustled with grocery stores, theaters, entertainment clubs, service stations, barbershops, beauty shops, billiard parlors, restaurants, churches, funeral homes, and medical offices-- all within essentially one mile.*

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## East Market Street Historic Rendering

*Artist's rendering of the East Market Street Corridor during its peak period in the 1940s. The corridor was home to many locally-owned minority businesses.*



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*Records reveal that there were some 58 businesses on East Market and another 42 nearby on Washington Street when redevelopment discussions resurfaced in 1959.*

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*North Carolina's first forced relocation led to the uprooting of nearly 1,000 families and 80 businesses within the East Market Street Corridor Area in the early 1960s.*

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During World War II the Overseas Replacement Depot (ORD) provided a steady stream of G.I.s and a need for quick meals and valet service. Vines Cleaners established a pickup point near the ORD entrance where the black G.I.s passed. Vines would later open a black USO at the corner of Dudley and Market Streets.

Although the environmental health and safety of the neighborhood had been at-risk since the 1920s because of the nearby city incinerator and manufactured gas plant that discharged waste into Muddy Creek, the area's deterioration accelerated in the late 1940s and the 1950s. However, in 1960, a major redevelopment project uprooted much of east Greensboro's retail commerce and shops. "Urban renewal" was the name for removing blight in many urban neighborhoods scattered across the nation. The Cumberland Project and Washington Project I in Greensboro would become North Carolina's first forced relocation. Consequently, nearly 1,000 families and 80 businesses were uprooted -- most of the businesses would never see life again. The Cumberland Project had four major objectives: 1) remove substandard housing, 2) widen Market Street, 3) expand the North Carolina A&T State University campus, and 4) clear a site for the East Market Post Office. The hope at the time was the potential for creating hundreds of jobs, building the second engineering school in the state, reducing traffic levels, and eliminating "slum" dwelling.

Later the street near North Carolina A&T State University was widened to six lanes. This helped to create a thoroughfare versus a stopping place. The now defunct Cumberland Shopping Center (CSC), a 2.5-acre parcel of land, would replace the historically black-owned businesses that once saturated the area. These, along with other remnants, remain as constant reminders of a community that once was.



**East Market Street  
Historic Photo**

*Photo taken from the  
railroad tracks viaduct  
looking west toward  
downtown.*

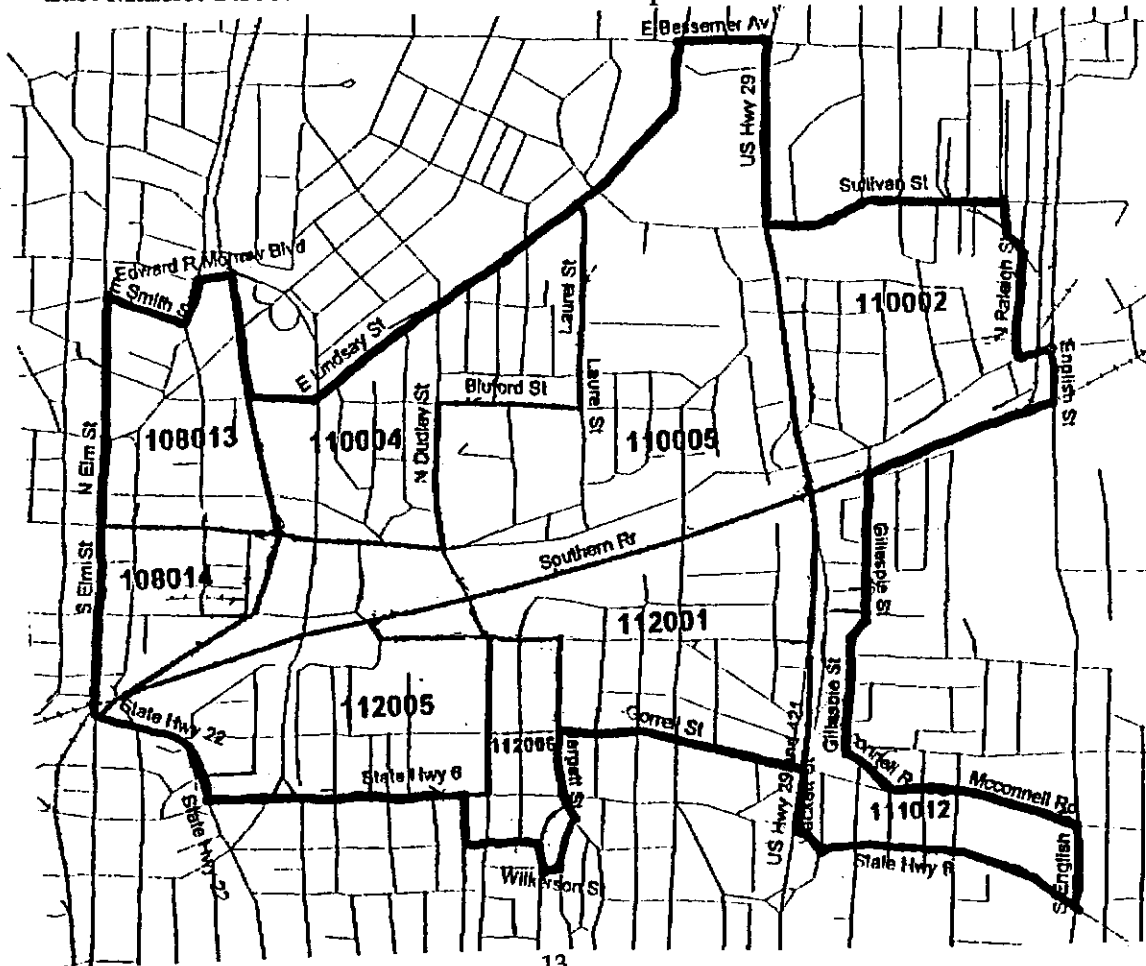
# AREA ANALYSIS

The East Market Street Corridor does not have exact boundaries. It is a general label of part of Greensboro, not an exact definition. With this in mind, the definition for the corridor as used in this plan is shown on the map on the following page. This is the approximate area for the corridor. It does not have any legal ramifications. The boundaries are shown so the reader can understand the meanings of the demographics and the market.

The boundaries used in this plan are the same boundaries used in the "City of Greensboro, NC East Market Street Revitalization: Existing Conditions" report. The corridor is defined as the following set of Census Block Groups:

- Census Tract 108.01 Block Groups 3 and 4
- Census Tract 110 Block Groups 2, 4, and 5
- Census Tract 111.01 Block Group 2
- Census Tract 112 Block Groups 1, 5, and 6

East Market Street Corridor Census Tract Map



**A) PHYSICAL DESCRIPTION**

Years ago the East Market Street Corridor was a thriving economic center for Greensboro's black business owners and customers. This changed with redevelopment and the widening of East Market Street. The "renewal" process meant the death of most of the businesses, and the street became a yawning landscape of large lots and discontinuous streetscape.

The street appears to be used by commuters going to and from downtown each day, weekly church-goers attending the numerous churches on the street, students attending North Carolina A&T State University and Bennett College, and neighborhood residents.

**Pedestrian movement**

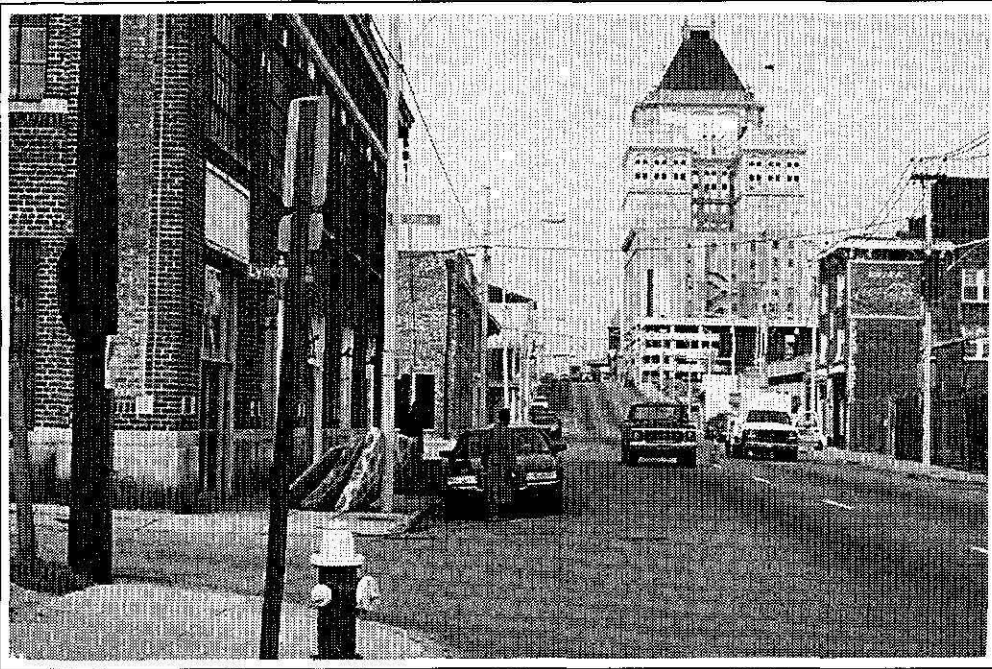
*Sidewalks:* There are discontinuous sidewalks along East Market Street, which limit linkages between businesses.

*The Street:* The street is unsafe for pedestrians due to its width, the speed of vehicular traffic, and the lack of barriers between the traffic lanes and the sidewalks. Crossing the street is an ordeal because of its width and lack of crosswalks. It is especially difficult for the older residents.

*The Railroad Tracks:* The tracks separate the residential areas in the southern portion of the neighborhood from East Market Street. There are no catwalks or convenient places to cross.

*The Railroad Bridge:* East Market Street narrows and passes under the foreboding Norfolk Southern Railroad Bridge that separates the East Market Street Corridor neighborhoods from downtown Greensboro.

There are very few vacant businesses along East Market Street. Although, a number of vacancies exist in the Cumberland Shopping Center, in the Lyndon Street Area, and in old residences along East Market Street at the eastern edge of the neighborhood.



### East Market Street Physical Conditions

*Looking west toward downtown. While heavily used by pedestrians, most of the corridor suffers from deteriorating sidewalk conditions.*

### Transportation

East Market Street, a six-lane thoroughfare between U.S. 29 and Murrow Blvd., forms an artery into the central business district. The average daily traffic on the busiest segments of East Market Street (the portions in front of the North Carolina A&T State University campus and just to the east of U.S. 29) is 20,000 cars.

### Cumberland Shopping Center

The CSC, which is situated at the northeast corner of Murrow Blvd. and East Market Street, contains approximately 30,500 square feet of leasable space divided between two buildings with 18,800 sq. ft. and 11,700 sq. ft. Until recently it had been operating at half-capacity since the A&P left the shopping center 20 years ago. Part of the vacant space was damaged by a fire a decade ago and not repaired. The estimated cost of repair to the building is \$150,000. A third building, located at the southwest corner of the site and owned by Mutual Community Savings Bank, is also vacant.

### The Lyndon Street Area

This is a mixed-use area. Commercial and residential uses are interspersed with warehouses, large vacant buildings, and lots used for vehicle storage. A number of businesses and storage lots are isolated from each other and the rest of the area by high chain link fences or brick and metal walls without windows. The 21 housing units are mostly apartments (only 1 single-family house) and in need of interior and exterior maintenance.

East Market Street, a two-lane, one-way street through this area, is a major thoroughfare in the area carrying traffic east away from downtown. Paralleling East Market Street on the north is East Friendly Avenue, another major one-way thoroughfare carrying traffic west into downtown. Access to the Lyndon Street Area is restricted by the one-way orientation of Market Street, which makes the approach difficult for westbound motorists and encourages other traffic to pass through the area without stopping.

### Cumberland Shopping Center

*The vacant Cumberland Shopping Center located at East Market Street and Murrow Blvd. represents a prime site for redevelopment.*



## Neighborhoods

The East Market Street Corridor contains a variety of neighborhoods that abut the corridor's boundaries. In addition to the college campuses of North Carolina A&T State University and Bennett College, surrounding neighborhoods include Tolbert, Scott Park, Dudley, Eastside Park, Gorrell Street, and the Cumberland Apartments Community. Many of these neighborhoods contain an older housing stock, with some strong historical areas.

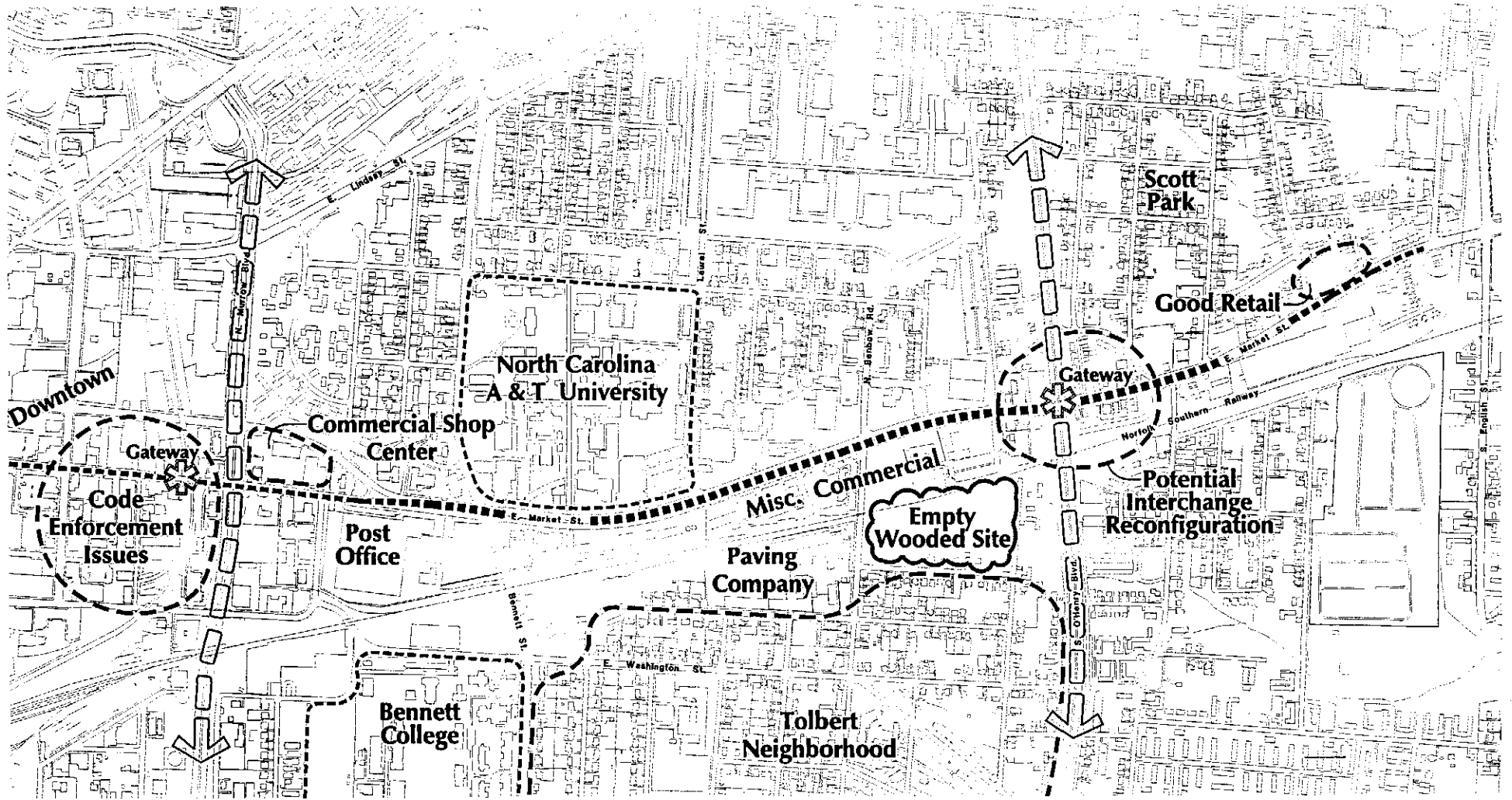
Many residents and area stakeholders have expressed a strong desire towards strengthening the existing neighborhood fabric. Residents within the various neighborhoods surrounding the East Market Street Corridor state that they are unable to find adequate housing stock that meets their needs, and therefore are more likely to move out of the area. With this in mind, it is critical that improving the quality and diversity of the housing stock surrounding East Market Street be given special attention.



### Neighborhood Conditions

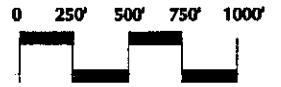
*Existing housing in nearby neighborhoods consists of a variety of one-story, bungalow-style homes. Neighborhoods contain a mix of single family homes, duplexes, and other rental units.*

# East Market Street Development Plan



## Site Analysis

Development Concepts Incorporated



## B) SUPPORT SERVICES

Greensboro, like every American city, is a city of neighborhoods. As in any neighborhood area, its viability is often predicated on its ability to provide for its most vulnerable and at-risk segments. The East Market Street Corridor (EMSC) has its unique set of demographics and composition that lend particular challenges as well as opportunities for service delivery. Moreover, strides in physical development can only be successful if there are provisions for a "support services infrastructure" that works effectively to achieve a healthy and productive quality of life for all residents. A demographic overview and brief inventory of existing resources, along with community identified needs and gaps in service, are provided below:

### Neighborhood Characteristics

- Greensboro's population has grown 12% between 1980 and 1990, and the EMSC population has declined 5.2% over the same time.
- African Americans comprise 30% of the City's population, they constitute 95.5% of the EMSC.
- Over half the homeowners in the EMSC area are 65 years or older.
- EMSC has a younger age composition than the City as a whole due mostly to the population aged 17-24 who are students at North Carolina A&T State University and Bennett College.
- Renter-occupied housing units are 73.1% of the total housing stock in the EMSC and only 40.7% in the City as a whole.
- The proportion of households with only one member is 11% higher in the EMSC than in the City of Greensboro average.
- Higher proportions of non-family and female-headed households are found in the EMSC area than in Greensboro.
- In 1990, 31% of the EMSC adult population had educational levels below the ninth grade, compared to 16% for the City as a whole.
- According to the 1990 Census, the unemployment rate was 13.6% for the EMSC, while the unemployment rate for the City was 4.2%.
- Thirty one percent of the area residents do not have access to an automobile.

## Community Resources

*Dorothy Bardolph Human Services Center.* Located in the EMSC area on East Washington Street, the center houses Family and Children Services, Alcohol and Drug Services East, Adult Center for Enrichment, Youth Focus, Family Life Council, and Consumer Credit Counseling and is open to Greensboro residents.

*Bennett College.* The purpose of Bennett College is to maintain its distinction as an institution of higher learning by offering women an education conducive to excellence in scholarly pursuits, preparation for leadership roles, and life-long learning in a contemporary society.

*North Carolina A&T State University.* Located north of Market Street, this historically black university has almost 10,000 students educating themselves in undergraduate, graduate, and post-graduate programs.

*East Market Street Development Corporation (EMSDC).* As lead agent, the EMSDC will be responsible for facilitating, promoting, and sponsoring new investment in the East Market Street Corridor.

*Hayes-Taylor Young Men's Christian Association (YMCA).* The facility offers day care, after school care, summer day camp, and youth sports and features exercise rooms, an indoor pool, weight training room, indoor track, meeting rooms, and banquet facilities.

*SouthEast Economic DevelopmentS (SEEDS).* SEEDS seeks to ensure the economic viability of minority businesses through programs, projects, and networking, and by publicizing these minority businesses through collaboration with key businesses and professional organizations throughout the Greensboro/Piedmont Triad area.

*Bennett College Empowerment and Enterprise Development Corporation (BCEEDC).* The BCEEDC was established to serve as a vehicle for the development of programs, services, and projects in partnership with the community. The BCEEDC focuses on enhancing the quality of life in the southeast sector of Greensboro and Sedalia, North Carolina. The programs, services, and projects implemented by the BCEEDC span workforce, economic, infrastructure, personal, and social development.

*COGIC Cathedral and Grace Lutheran Church.* These religious institutions provide day care services to many working parents in the local community.

*Vance-Chavis Branch Library.* Located on Benbow Road, the library houses a large collection of African-American resources geared toward the EMSC

community and offers programs on literacy, education, and computer technology.

*Windsor Recreational Center.* The center offers a number of programs and activities to the community, including after school karate, basketball, football, aerobics, swimming, and summer day camp for a nominal fee.

*United Services for Older Adults.* USOA seeks to serve older adults and their families in the community by providing case management, support, and advocacy services to insure a quality lifestyle for the senior citizen. Programs include mobile meals, home health care, information and referral, and employment training.

In addition to these listed, there are a number of churches of various denominations, as well as other agencies and groups that provide an array of programs and services to the EMSC. There are also other services provided throughout the greater metropolitan area of which EMSC residents can and do take advantage.

#### **Social Service Needs Identified by Community**

The following community needs appear in no particular order, but were identified as needs by residents through focus group discussions and community workshops during the planning process over the past two years:

- . More recreational services that are affordable and accessible
- . Services needed to handle crime, drugs, and loitering
- . A "community center" potentially in place of the Cumberland Shopping Center
- . A "micro-bus" transportation system to service the EMSC
- . A Family Life Center to be potentially sponsored by a church
- . A social space for youth to congregate safely
- . Information center to access community services (Electronic City Hall)
- . A satellite police station with a neighborhood community resource center
- . More housing and support services for the elderly population
- . Computer literacy and education programs, particularly for public school children
- . Employment training and placement services center/facility
- . A neighborhood library with a mobile unit
- . A 24-hour day care center

**C) DEMOGRAPHIC OVERVIEW**

**Population**

The East Market Street Corridor is not typical of the City of Greensboro as a whole. The corridor is losing population, while the City is growing. The corridor also has a larger young population than the City as a whole due to the dormitories of the two colleges in the area.

Table 1  
Population Growth/Decline

	<u>1990 Population</u>	<u>Growth/Decline since 1980</u>
East Market Street	7,632	-5%
Greensboro	183,521	+18%

Table 2  
Total Population

<u>Age</u>	<u>East Market Street</u>	<u>Greensboro</u>
16 and under	10%	20%
17 - 24	51%	16%
25 - 44	20%	34%
45 - 64	10%	18%
65 and over	9%	12%

**Education and Employment**

The educational attainment of the adult residents of the EMSC is much lower than Greensboro as a whole. Two-thirds have a high school diploma or less in the area, while more than half of the Greensboro population has some college or a degree. As expected with this lower educational attainment, unemployment is also higher.

Table 4  
Educational Attainment  
(persons 25 and older)

	<u>East Market Street</u>	<u>Greensboro</u>
Non-high school graduate	41%	21%
High school diploma	25%	23%
Some college or associate degree	21%	26%
Bachelor's degree and above	12%	30%

Table 5  
Employment

	<u>East Market Street</u>	<u>Greensboro</u>
Civilian: employed male	49%	76%
Civilian: employed female	45%	61%
Civilian: unemployed male	8%	3%
Civilian: unemployed female	7%	3%
Not in labor force male	43%	20%
Not in labor force female	48%	36%

#### Poverty and Public Assistance

The poverty rate in the EMSC is higher than the poverty rate for Greensboro as a whole, 13% and 9.7% respectively. As expected with this, public assistance rates are also higher than average.

Table 6  
Social Security and Public Assistance

	<u>East Market Street</u>	<u>Greensboro</u>
Households with Social Security income	585	21,745
Percent with Social Security income	32.0%	22.9%
Households with public assistance income	217	4,291
Percent with public assistance	11.9%	4.5%

## Housing

The housing units in the corridor are older, on average, than the housing units in the rest of Greensboro. The median gross rent paid is lower for the corridor than for the whole City. The median rent for Greensboro was \$437 in 1990. Only three of the 9 census block groups that make up the corridor were above this median. Census Tract 110 Block Group 5, surrounding North Carolina A&T State University, had the highest median gross rent at \$523. Census Tract 112 Block Group 1, approximately bounded by Bragg St., Bennett St., Washington St., and Hargett St. in the southern part of the corridor, had the lowest median gross rent at \$270.

Table 7  
Year housing units were built

<u>Years</u>	<u>Units</u>		<u>Percentage of total units</u>	
	<u>EMSC</u>	<u>Greensboro</u>	<u>EMSC</u>	<u>Greensboro</u>
1980 - 1990	178	19,008	9%	24%
1960 - 1979	661	33,629	32%	42%
1940 - 1959	751	20,712	37%	26%
1939 and earlier	457	7,062	22%	9%

The EMSC is also unique because it has many college students living in dormitories. Of the 7632 people who lived in the corridor in 1990, 3316 lived in college dormitories. This is 43% of the corridor's population.

## Crime

Many people in Greensboro hold an incorrect perception about the number of crimes in the EMSC. They believe the crime rates in the corridor to be higher than the average crime rates for Greensboro. This, in fact, is not the case. Most crime rates are lower in the EMSC than in the rest of Greensboro, and they continue to fall. The exception to this is violent crime, which dropped from 23 per 1,000 persons in 1990 to 13 per 1,000 persons in 1994, but then rose to 21 per 1,000 persons in 1995. The Greensboro average is about 11 violent crimes per 1,000 persons. Property crime rates dropped from 61 per 1,000 person in 1990 to 52 per 1,000 persons in 1995, while the Greensboro rate rose from 70 to 77 per 1,000 persons for the same time period. Burglaries dropped from 13 to 11 per 1,000 during this time period, although the drop was not steady. Greensboro rose from 15 to 16 burglaries per 1,000 persons over the same time period. Arrests dropped for both areas. The EMSC went from 134 to 105 per 1,000 persons, and Greensboro went from 185 to 176 per 1,000 persons.

Table 8  
Crimes per 1,000 population

<u>Crime</u>	1990 <u>Greensboro</u>	1995 <u>Greensboro</u>	1990 <u>EMSC</u>	1995 <u>EMSC</u>
Violent	10	11	23	21
Property	70	77	61	52
Burglaries	15	16	13	11
Arrests	185	176	134	105

### Traffic

The traffic levels on East Market Street are at or slightly below the average on similar entry routes into the downtown area. The traffic volume has increased from 17,500 trips in 1986 to 19,500 trips in 1994. In general, the area has seen an increase in traffic volume especially on north-south streets surrounding the North Carolina A&T State University campus.

## D) PRELIMINARY MARKET PROFILE

### Residential

The East Market Street Corridor is home to about 7,600 people. The EMSC has a much larger percentage of non-family households than Greensboro as a whole. As stated above, much of this is due to the educational institutions in the area. Also, two-thirds of the population live in one- or two-person households.

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*The population of the EMSC is much younger, on average, than the rest of Greensboro, due to the college students living in rental units in the surrounding neighborhoods.*

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The population of the EMSC is much younger, on average, than the rest of Greensboro. Much of this is due to the college students living in rental units in the neighborhoods. The student population is expected to continue to increase. North Carolina A&T State University enrollment has increased from 5,865 students for the 1986-87 academic year to 8,050 students for the 1994-95 academic year. The university projects a student enrollment of 10,000 during the 2000-01 academic year. To accommodate some of this projected increase, the university is planning to construct two new residence halls and a graduate student and family housing complex to accommodate some of the increased student population.

The magnitude of the student population does not decrease the importance of the elderly population in the corridor. The 1990 Census counted 866 residents over the age of 59. The number of elderly residents in the corridor is expected to increase as the baby boomers continue to age and life expectancies continue to increase. This may create a problem, since housing and support facilities for senior citizens are absent from the corridor.

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*According to the 1990 Census, 73% of the houses in the corridor are rental units, compared to 41% in Greensboro as a whole.*

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Rental units, many of which are rented to university students from NC A&T State University, dominate the EMSC residential market. According to the 1990 Census, 73% of the houses in the corridor are rental units. This compares to 41% in Greensboro as a whole. As expected in a redevelopment area, the housing and rental values are lower than the whole of the City average. Eighty-three percent of the houses in the corridor are valued between \$25,000 and \$75,000, while in the City of Greensboro 57% of the houses are valued above \$75,000. The rental prices in the EMSC are also lower than Greensboro as a whole. The average rent in the corridor is about \$90 less than the average rent in Greensboro.

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*The lack of new housing investment in the corridor has created a demand in two housing sectors: elderly housing and student housing.*

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The lack of new housing investment in the corridor has created a demand in two housing sectors: elderly housing and student housing. Some of the elderly population will need something other than a standard house or apartment, such as an independent/assisted living facility with on-site medical care and support services. As it is now they will be forced to leave the neighborhood if they need this type of housing, since it is not available in

the area. The increases in the student populations of NC A&T State University and Bennett College should increase the demand for rental housing in the corridor. While both universities have plans to construct additional dormitories on their respective campuses, many students elect to live off-campus, or in other housing facilities outside of student dormitories during their later years in school. With both universities experiencing a growth in student population, the increased student populations should fuel a demand for new rental units within the East Market Street Corridor.

From these two sectors, the most likely option for new housing development is new rental units. A variety of different types of rental housing could be supported in the area, including student dormitories, apartments, townhouses, assisted living facilities, or duplex style homes. It is also significant to note that the largest growing sector within Greensboro is the baby-boom cohort, or people in the 45 to 64 age category. As these people become empty nesters, many may consider an alternative housing option, with less maintenance and less space. An attached rental townhouse-style development could accommodate a portion of this market, as well as serve students and the elderly.

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*The best choice for new housing development within the EMSC is newly constructed rental units.*

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## Retail

The retail market for the corridor is supported mainly from 3 sources:

- 1) The student and faculty populations of NC A&T State University and Bennett College. These two institutions have a combined student population of over 9,000 and a combined faculty population of over 400.
- 2) The residential population of the corridor is about 7,600 persons. The average household income in the corridor was \$20,455 in 1990, or about half that of the City of Greensboro. This means the neighborhood household income totaled \$37,739,475 in 1990.
- 3) Thousands of commuters drive through the area daily. East Market Street is a major entry route into downtown. It averages 19,500 trips per day, an 11% increase between 1986 and 1994. The major north-south street, O'Henry Boulevard/U.S. 29, averages over 50,000 vehicles per day. And, Dudley Street's volume is also increasing, from 8,700 vehicles per day in 1986 to 11,500 per day in 1994.

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*The three primary segments driving the retail market include: university population, surrounding neighborhoods, and commuters.*

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*Many students and residents alike have expressed a strong desire to see new retail growth in this part of City.*

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Currently, there are six food stores, two general merchandise stores, eight apparel and accessory stores, six furniture/home furnishing stores, and nine miscellaneous retail stores in the EMSC. Within this category, auto dealers and gas service stations predominate (17).

The copy shops, bookstores, clothing stores, coffee shops, etc. that one would expect to see around a university or college are noticeably absent from the East Market Street Corridor. North Carolina A&T State University and Bennett College students patronize restaurants and other services in the proximity of the University of North Carolina at Greensboro on the west side of Greensboro. Many students and residents alike have expressed a strong desire to see new retail growth in this part of City. Given the large volume of potential patrons and sizeable aggregate income this should be feasible.

A sizeable portion of the East Market Street Corridor population does not have access to a private vehicle. Initial estimates indicate that more than half of the student population at NC A&T and Bennett College does not have a vehicle. Furthermore, a large number of local neighborhood households also do not have access to a car. Therefore, there appears to be a built-up demand for basic goods and services within close walking distance of the neighborhoods and universities.

The businesses that appear to have the strongest immediate demand, and would serve the local market, include:

- Grocery store
- Drug store
- Laundromat
- Barber/beauty salon
- Photocopy shop/printing facility
- Clothing/apparel shops
- Restaurants

### **Light Industrial**

The EMSC contains 22 buildings with manufacturing uses. Predominant manufacturing operations in the area are Stone, Clay, Glass, and Concrete Products (6) and Apparel, Fabric Goods, etc. (4). There are also Textile Mill Products (1), Lumber and Wood Products (1), Paper and Allied Products (1), Printing, Publishing, and Supplies (1), Rubber and Miscellaneous Plastic Products (2), Fabricated Metal Products (2), Machinery (1), Electrical and Electronic Machinery, Equipment, and Supplies (1), and Measuring, Analyzing, and Controlling Instruments, etc. (2).

From a national perspective, two of the strongest sectors of the economy are in the areas of wholesale trade and business services. These two sectors have seen large employment growth in cities across the country over the past ten years. Uses typically include warehousing, assembly, research and development, and distribution facilities. The growth of these sectors has led to many new "business parks" consisting of a combination of clean industrial users, warehousing, back-office space, and flexible space able to accommodate a combination of needs. These categories all fall under the general term of light industrial.

The Market Review for the Piedmont Triad Area, Fourth Quarter, 1997 is a study of all office buildings with more than 10,000 square feet and industrial buildings with more than 30,000 square feet. According to this report, "the Guilford County industrial market saw significant leasing during the fourth quarter as evidenced by the 430,438 square feet of net absorption." Almost half of this was unanticipated.

The vacancy rate for Guilford County ranges from under 3% near the Piedmont Triad Airport to over 48% on Greensboro's northeast submarket with an average vacancy rate of under 20%. Much of the vacant space in Guilford County is located in the Sears Logistics Building. This building originally contained 2.8 million square feet of industrial space, but over 1 million square feet are being demolished. This leaves about 1.7 million square feet of space that needs a few very large users to fill due to the layout of the building. Removing this space from the county's inventory adjusts the vacancy rate to 14% and lowers the northeast submarket to 31.6%. This vacancy rate should drop further in the First Quarter of 1998 with the pending lease of the 225,000 square foot South Atlantic Building.

According to Thomas Stapleton, Manager of Business Assistance and Development for the City of Greensboro, light industrial space in Guilford County is leasing for between \$2.50/sq. ft. for older, large spaces to \$4.25/sq. ft. for newer, small spaces. The new buildings with smaller areas are leasing quickly, and the speculative buildings are being leased successfully.

With emphasis on business development, entrepreneurship, job growth, and minority business opportunities, new light industrial facilities would be well suited for the corridor, if strategically located. These facilities probably are not best suited for direct frontage along East Market Street, and require a good buffer from adjacent uses. New light industrial facilities would benefit from the labor force generated by the two universities, and potential programs could be established through the universities for business development and entrepreneurship.

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*The strong emphasis on business development, entrepreneurship, job growth, and minority business opportunities in the EMSC makes new light industrial or R&D facilities well suited to the corridor.*

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**Hotel**

The hotel market in Greensboro is expanding rapidly. In 1995 there were 55 hotels with a total of 6147 rooms. Today there are 63 hotels with a total of 7136 rooms, and 9 more hotels are scheduled to open this year with an additional 1100 rooms. This is an increase of 34% between 1995 and 1999.

Table 9  
Hotel Growth in Greensboro

	<u>Number of Hotels</u>	<u>Number of Rooms</u>
July 1994	55	6147
July 1995	54	6088
July 1996	59	7028
February 1997	61	7261
April 1998	63	7136
January 1999 (projected)	72	8236

The two hotels closest to the East Market Street Corridor are the 25 room Biltmore Greensboro Hotel at 111 W. Washington Street and the 281 room Greensboro Hilton at 304 N. Greene Street. These hotels are 0.67 miles and 0.75 miles from the intersection of East Market Street and Dudley Street, respectively.

Additional market research needs to be completed to accurately assess the market demand in the area and at the two universities for a new hotel. The two changes that may fuel the local hotel market are a new convention center for North Carolina A&T State University and the upgrade of U.S. 29 to a limited-access highway with an interchange at Market Street.

## PLANNING AND DEVELOPMENT OBJECTIVES

The extensive planning process, which included three public workshop sessions, focus group meetings with key local stakeholders, and discussions among the East Market Street Development Corporation, the City of Greensboro, university representatives, and local neighborhood residents, led to the formation of a vision statement. From this vision emerged a series of overall objectives which the Development Plan should focus on. When taken separately, these objectives are not capable of producing significant change. However, when taken collectively, these objectives have the ability to create a viable, working community.

**Vision Statement:** The East Market Street Corridor shall be a vibrant community that is attractive, pedestrian-friendly, and safe for the residents and the businesses. Emphasis shall be on attracting new businesses, making a commitment to minority opportunities, and helping existing businesses thrive while maintaining the area's unique role as a cultural center for the entire community.

### Objectives:

The basic steps to reach the following broad objectives are presented in the next section, "Public/Private Investment Opportunities."

- 1) **Development and Redevelopment Activity.** Provide a balance of new development and redevelopment activity that serves the diverse local markets, including universities, neighborhoods, and downtown.
- 2) **Support Retail.** Provide additional support retail and service functions that serve the student population as well as the broader community.
- 3) **Transportation.** Provide enhanced transportation elements that will transform East Market Street into a "community street," and also provide alternative transportation options for new development activity.

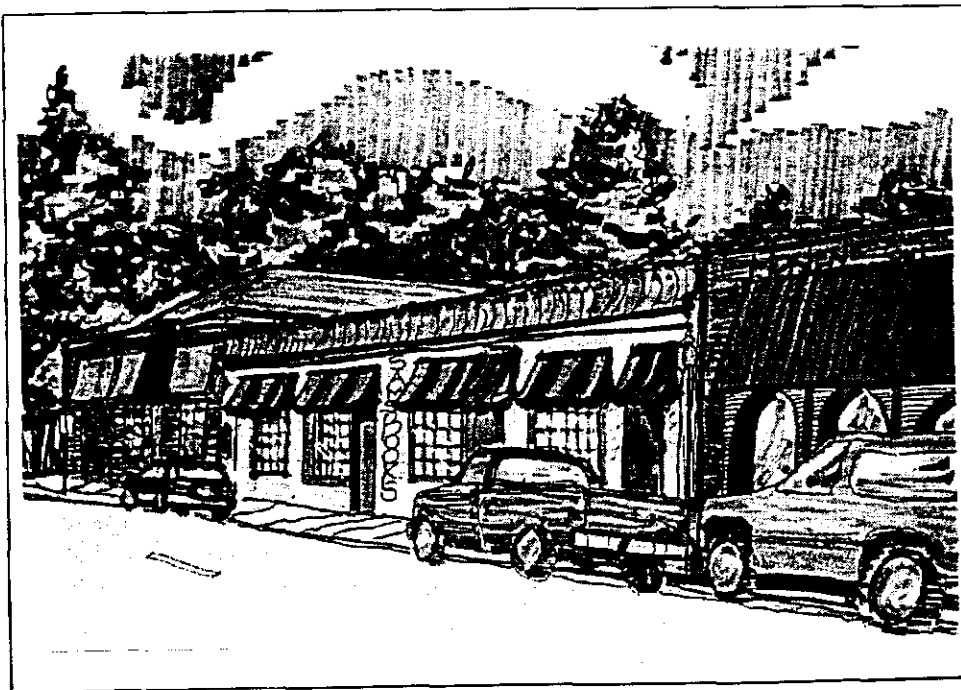
- 4) **Business Development.** Promote entrepreneurship and business development activities, with emphasis on creating minority business and education opportunities, while supporting and strengthening existing corridor area businesses.
- 5) **Physical Enhancements.** Create a more cohesive development environment, which minimizes existing physical barriers and enhances the overall aesthetic appearance of the corridor.
- 6) **Linkages.** Create stronger linkages among downtown, NC A&T State University, Bennett College, neighborhoods, and businesses along the corridor.
- 7) **Enhanced Land Use.** Remove undesirable land uses (including derelict properties such as the Cumberland Shopping Center) that are not consistent with the overall community vision and do not represent the highest and best economic use of the land.
- 8) **Support Services.** Provide essential community services that are needed within the area (childcare, elderly services, youth programs, job training, etc.), and provide an ongoing community process for identifying additional social service needs.
- 9) **Pedestrian Safety.** Enhance pedestrian safety along the entire East Market Street Corridor by enhancing pedestrian flows and calming the flow of vehicular traffic.
- 10) **Job Creation.** Create new job opportunities within the corridor for area residents.

# PUBLIC/PRIVATE INVESTMENT OPPORTUNITIES

## CORRIDOR PHYSICAL IMPROVEMENTS

During the planning process, especially during focus groups, the community expressed strong desires for the City to invest in physical improvements to the corridor. One type of investment opportunity would be general physical improvements to the corridor. These improvements would enhance the corridor's ability to attract new commercial and residential investment. As shown below, physical improvements can be general beautification enhancements, such as additional landscaping or signage, or could be more functional improvements, such as transportation enhancements, traffic management, or code enforcement changes. These physical improvements will assist in making the corridor more conducive to attracting private development, and they will help strengthen existing businesses by making the area more pleasant for shoppers.

- 1) **Traffic Lanes.** Reconfigure East Market Street between U.S. 29 and Murrow Boulevard from the existing six lanes to four lanes, and add parallel parking on each side of the street.
- 2) **Sidewalks.** Provide sidewalks on both sides of East Market Street for the length of the corridor.

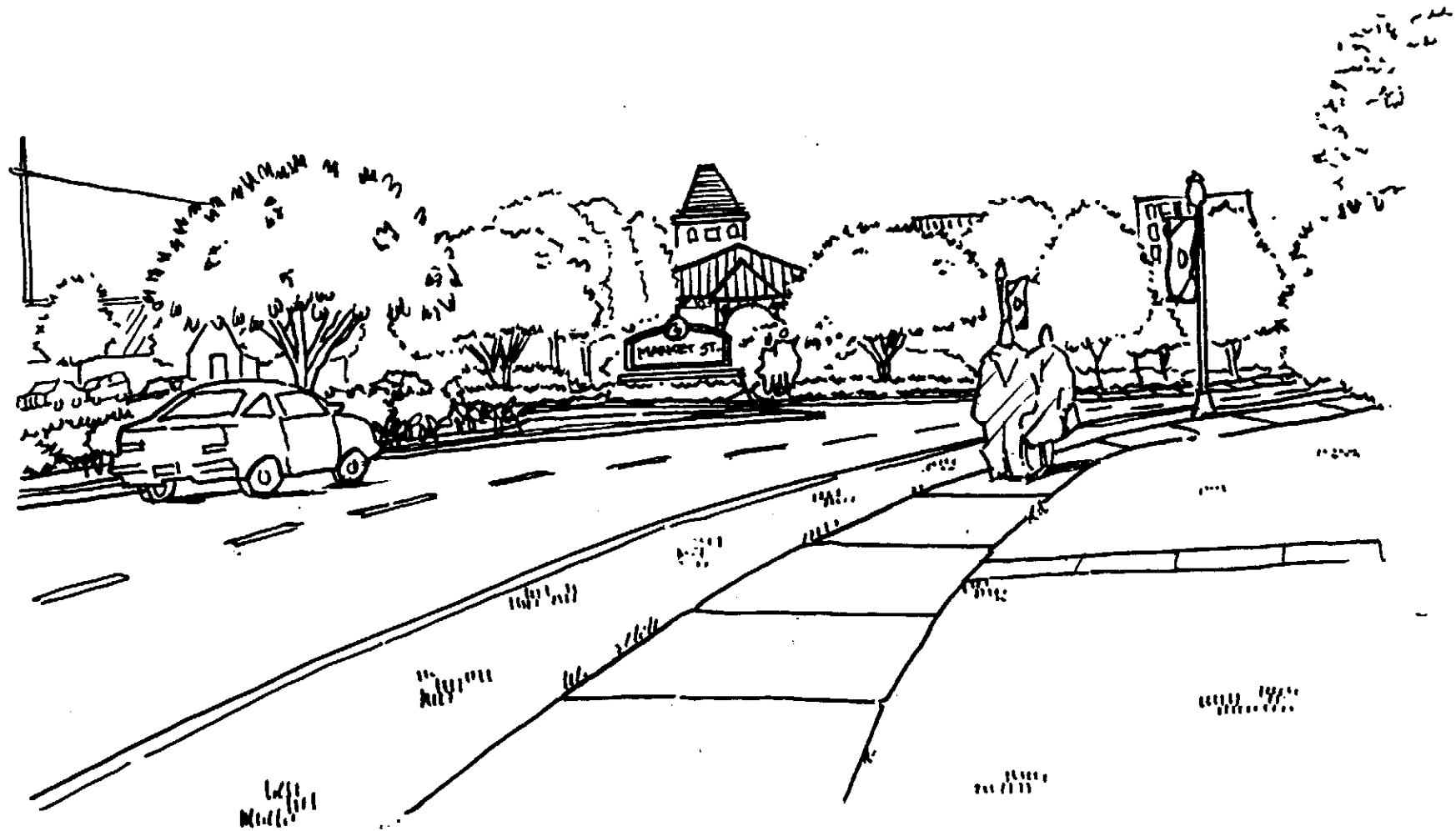


### Corridor Enhancements

*New streetscape improvements would emphasize façade enhancements, landscaping, and improvements to on-street parking.*

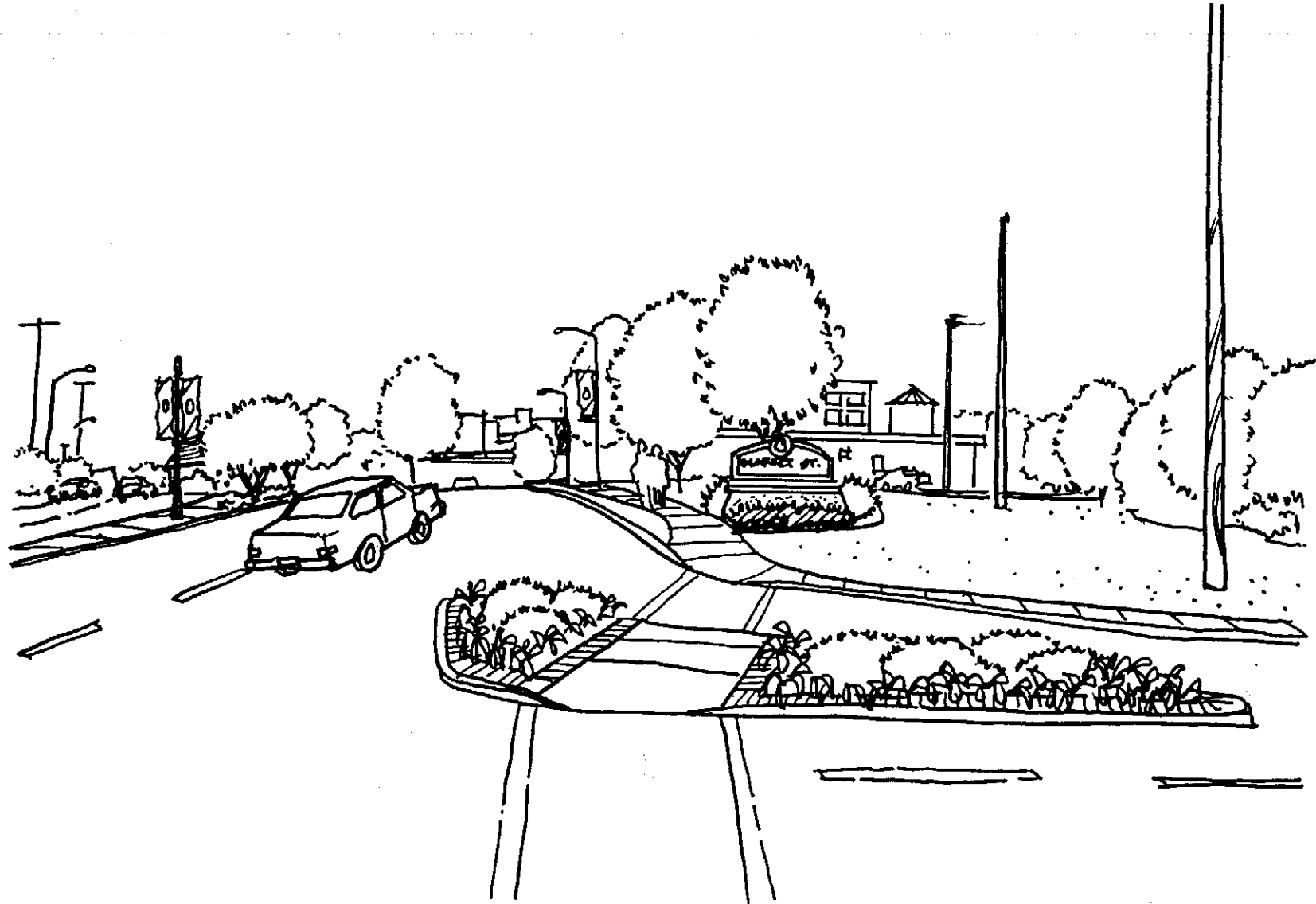
- 3) **On-Street Parking.** Add parallel parking along East Market Street.
- 4) **Lighting.** Provide enhanced street lighting throughout the corridor, extending into the college campuses and neighborhoods.
- 5) **Median.** Enhance the East Market Street median with appropriate landscaping that does not interfere with vehicular line of sight.
- 6) **Landscaping.** Provide enhanced landscaped buffers along the corridor between the sidewalks and commercial parking lots along the street.
- 7) **Streetscaping.** Provide enhanced, uniform, pedestrian-friendly streetscape improvements with a strong focus between Church Street and the post office.
- 8) **Gateways.** Design new gateways into the corridor at appropriate locations, including the Norfolk Southern Railroad Bridge and the U.S. 29 interchange.
- 9) **Code Enforcement.** Improve code enforcement throughout the corridor to assist with debris removal, screening, and standards for outdoor storage areas.
- 10) **Encourage Retail and Commercial Development.** Open opportunities for retail and commercial development. Transition industrial activity off of East Market Street frontage, and enhance buffering between retail and commercial and industrial uses.

# East Market Street Development Plan



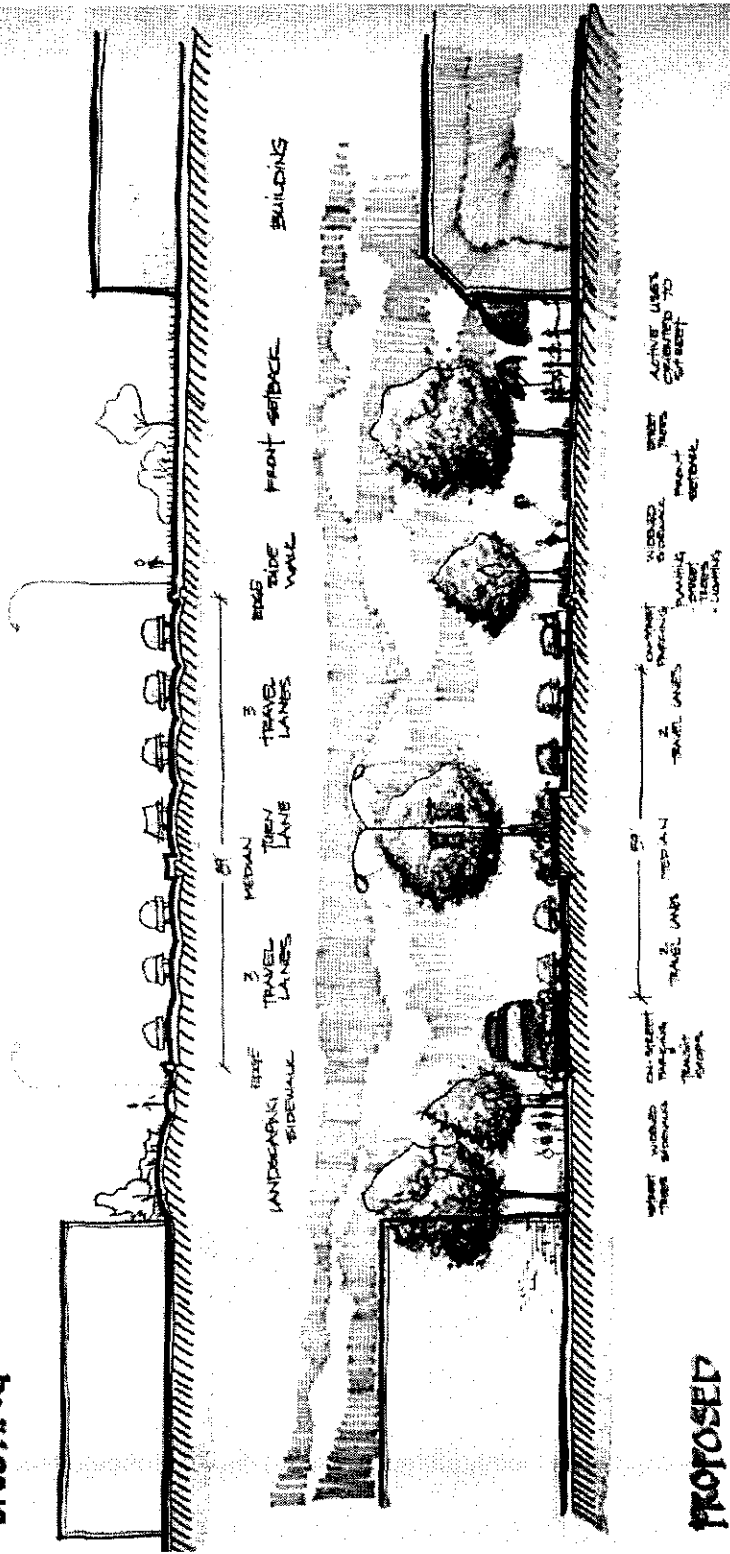
**Gateway Concept  
E. Friendly Ave. & Market St.**

# East Market Street Development Plan



**Gateway Concept  
S. O'Henry Blvd. & Market St.**

EXISTING



PROPOSED

### Streetscape Improvements

Primary improvements to the East Market Street Corridor include reducing the travel lanes from six to four, adding on-street parking along the corridor, enhancing the median, enhancing the landscaping, and adding additional street lighting.

## DEVELOPMENT OPPORTUNITIES

### 1) Retail

Throughout the entire planning process, all parties agreed that there was a need for new retail and personal service establishments within the corridor. New retail opportunities fall under three specific categories:

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*One of the potential reuses for the Cumberland Shopping Center is an old-fashioned marketplace that would celebrate the area's history. The area residents have embraced this idea.*

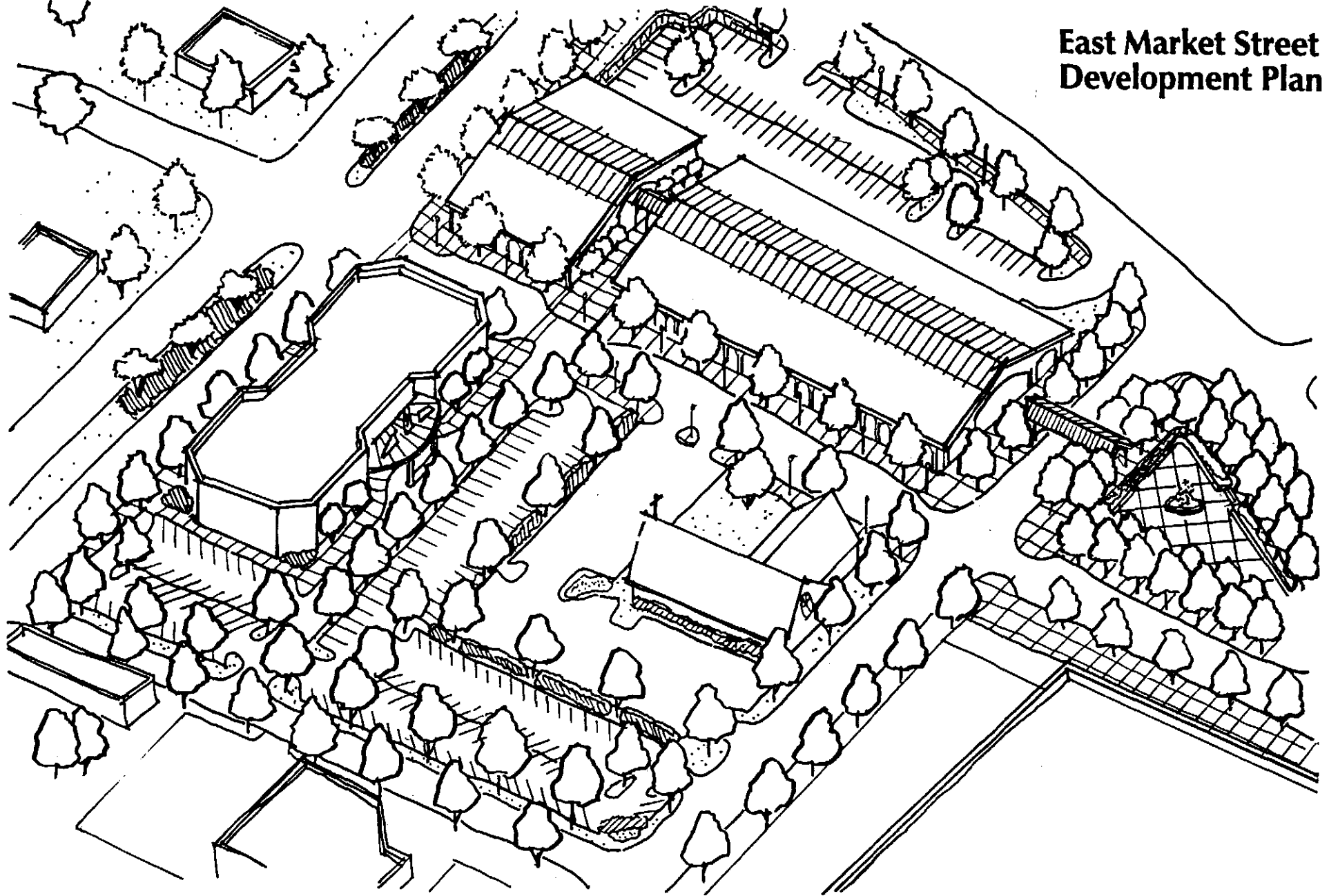
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**Marketplace.** Many local stakeholders discussed the opportunity for providing an old-fashioned marketplace reminiscent of the area's history. Such a facility would provide a variety of goods, including produce, foods, crafts, clothing, and general household goods. The facility would serve many of the diverse local populations and provide opportunities for local entrepreneurship. Furthermore, a marketplace would serve as a prominent historical marker for the area's glory days and provide a unique Greensboro retail element for the community. This type of development could make a marketplace a destination for "Heritage Tourism." Greensboro could incorporate heritage tourism into the marketplace plan to create a larger draw for the businesses and a larger market for the local hotels.

**Student and Business Services.** Despite two universities with a combined student population of over 7,000, the East Market Street Corridor has minimal retail and service establishments targeted at this significant market. Many students participating in the planning process indicated a need for local photocopying and printing facilities. In addition, neither university has any type of "student village" with retail elements typically found on college campuses, such as restaurants, fast food establishments, cleaners, bookstores, and grocery stores. Support facilities such as printers, film processing, restaurants, and retail stores are also needed for many of the area businesses and industries.

**Neighborhood Retail.** The East Market Street Corridor is surrounded by several neighborhoods, including Tolbert, Scott Park, and Lyndon Street. Despite a local neighborhood population of over 2,000 people, very limited commercial resources are available to these residents. Further complicating the problem is the high concentration of households with no access to a private vehicle and minimal public transportation available. A new 10,000 square foot commercial shopping center on the east end of the corridor (East Market Plaza) has been at capacity since its completion. Neighborhood residents have expressed a strong need for services, such as grocery stores, drug stores, restaurants, and laundromats.

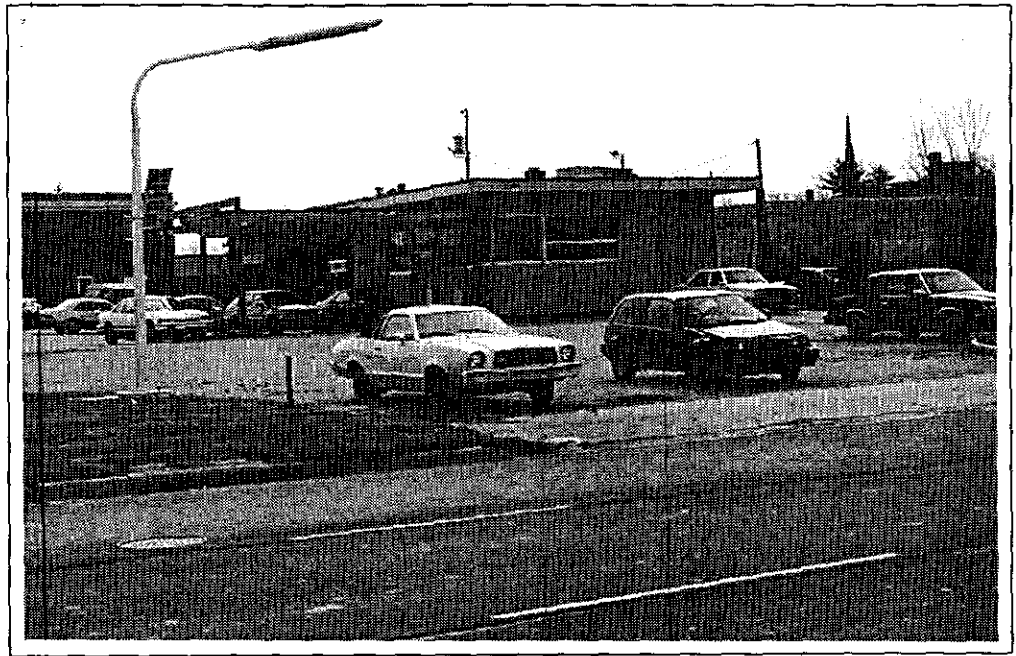
# East Market Street Development Plan



**Conceptual Cinema/Community  
Marketplace Development**

## Muffler Shop

*The muffler shop located on the southeast corner of Murrow and E. Market Street could become the site for retail and entertainment uses, such as a movie theater.*



### 2) Entertainment

All the local groups involved in the planning process, including college students, local businesses, downtown businesses, neighborhood residents, and public officials, expressed a need to provide more entertainment-oriented facilities in this part of the City. College students in particular expressed a strong need for this use and mentioned that many students need to travel to the other side of town for entertainment-oriented facilities. An estimated 50% of college students from NC A&T State University and Bennett College do not have vehicles, which severely limits their entertainment opportunities. Facilities such as a movie theater, restaurants, and traditional, active recreational amenities were cited as primary needs for the corridor.

### 3) Housing

Throughout community focus groups and workshops, nearly every stakeholder expressed a need for a broader range of housing stock. People expressed a general concern for increasing both the quality and variety of housing types, with emphasis on student housing, elderly housing, and a variety of owner and rental housing types. People also raised the issue of adding housing with specific design features that reinforce and enhance the neighborhood's character.

*Student Housing.* Both universities in close proximity expressed a shortage of student housing. Student housing does not necessarily mean "dormitory" type facilities, but could simply indicate rental apartments within walking distance of each university with special features targeted towards students (i.e. on-site laundry, recreational amenities, shuttle service to the university, nearby retail functions, etc.). Another type of student housing could include upper-floor apartments above commercial uses along East Market Street.

*Elderly Housing.* With a strong concentration of elderly residents in the area, the opportunity exists for a special needs housing project, which provides unique facilities for the elderly population. This would include on-site care and medical support functions.

*Single Family Housing.* Local neighborhoods are attempting to rebuild and provide additional homeownership opportunities.

*Attached Rental Townhouses.* Only minimal new rental housing exists within proximity of the corridor. This housing type might appeal to students, faculty, empty-nest households who desire a smaller housing unit with less maintenance, and a segment of the growing, elderly population.

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*The neighborhood residents expressed a desire for a broader range of housing options. This could be another lead project and make a noticeable change in the area within one to three years.*

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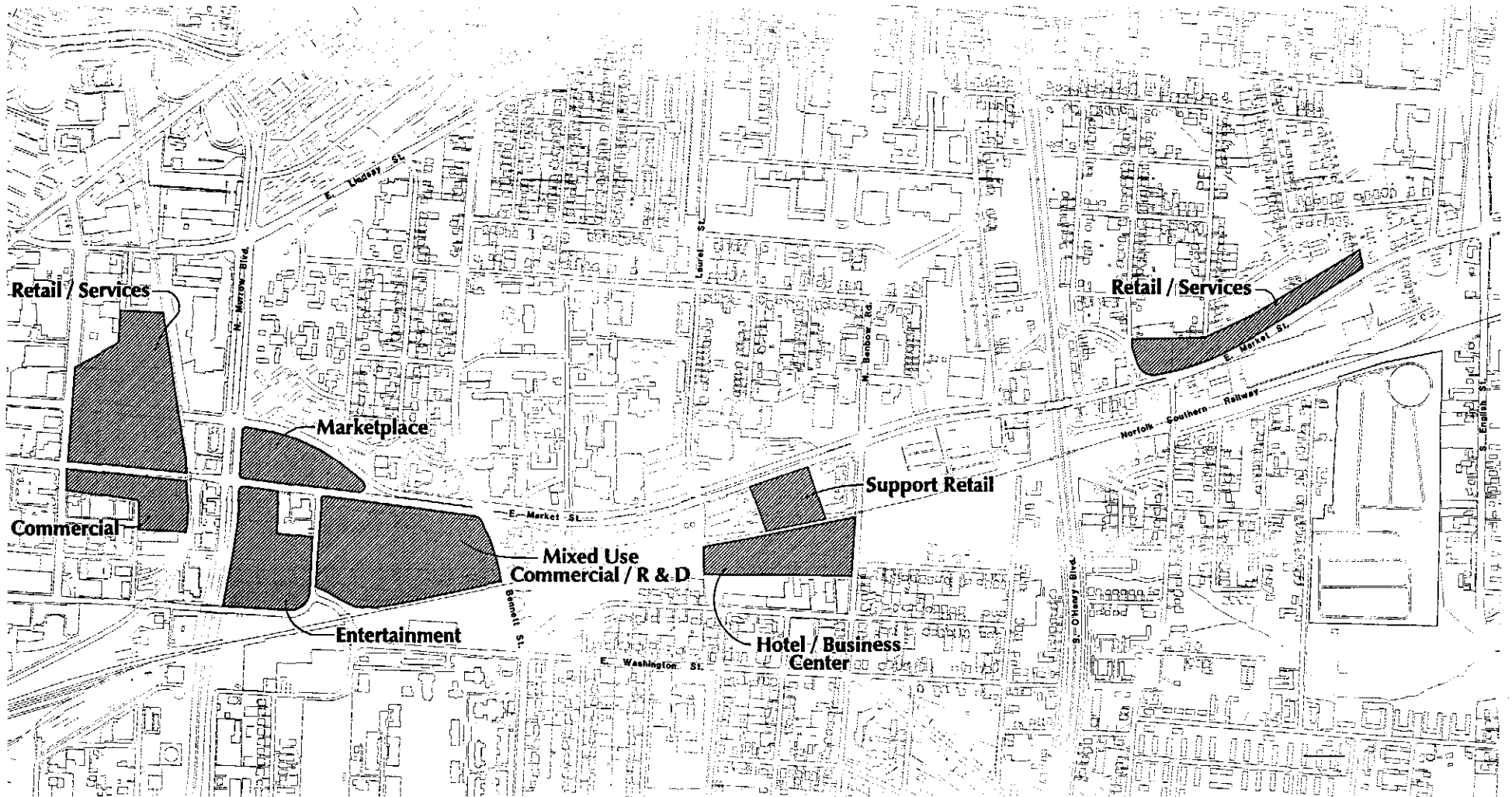
#### 4) Business Enterprises/Research & Development

The presence of inexpensive space and two local universities may greatly benefit local entrepreneurs in setting up new light industrial operations. However, such uses are not particularly well suited to sites directly on the corridor. Space between the railroad tracks and Church Street, south of East Market Street, would be ideal for research and development, technology-oriented types of facilities. New business development activities would be generated in this area, with primary recruitment activities coming from the colleges. Additionally, both universities could use this type of development for their own research and development facilities.

#### 5) Hotel/Meeting Facilities

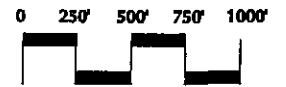
Despite two universities and close proximity to downtown no hotel exists along East Market Street. Both universities would benefit from a new hotel and meeting space along East Market Street. Hotel and meeting facilities would also be able to serve downtown and neighborhood needs.

# East Market Street Development Plan

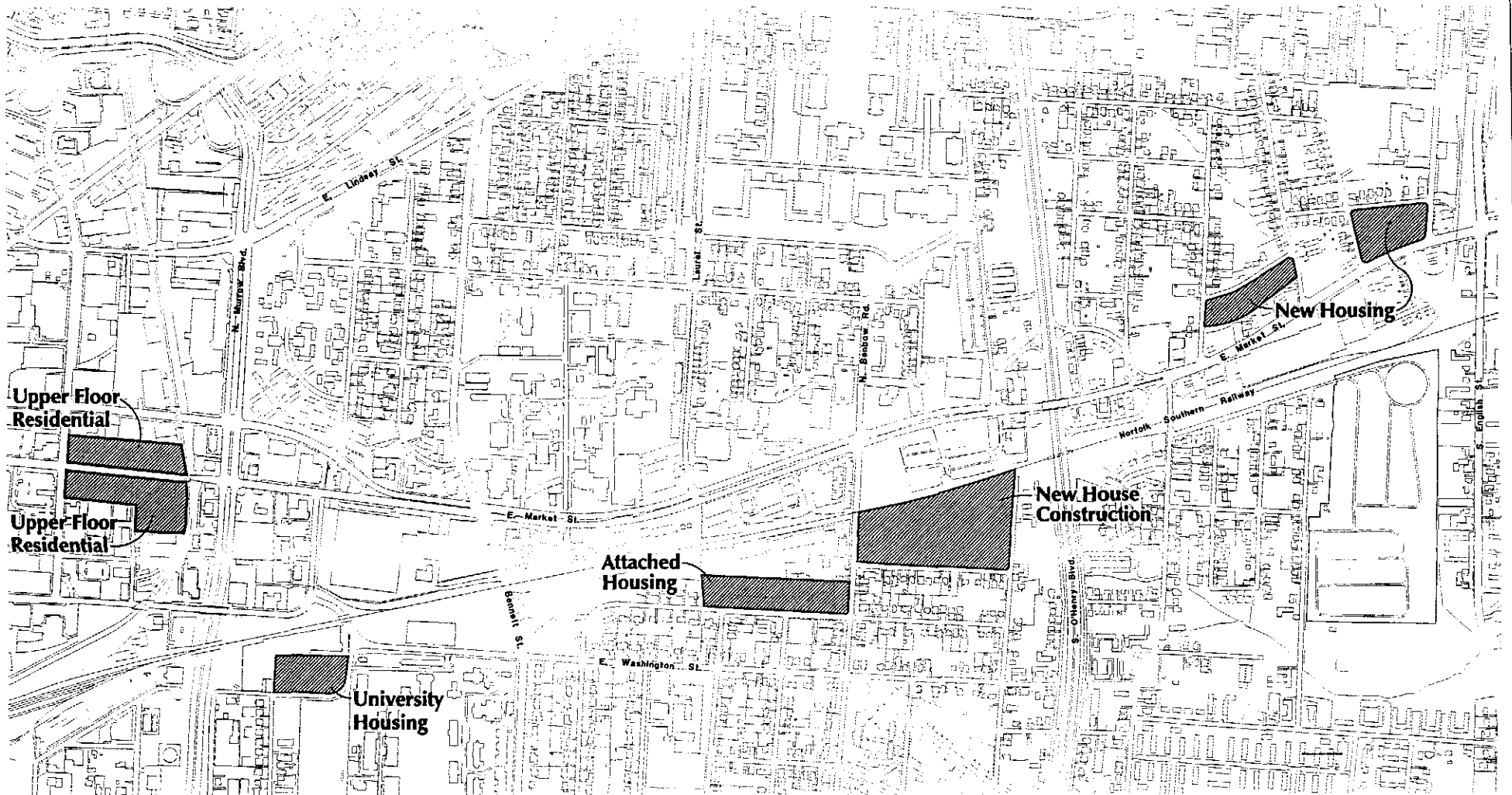


## Commercial Development Opportunities

Development Concepts  
Incorporated



# East Market Street Development Plan



Upper Floor  
Residential

Upper Floor  
Residential

University  
Housing

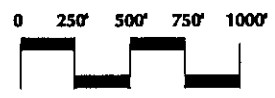
Attached  
Housing

New House  
Construction

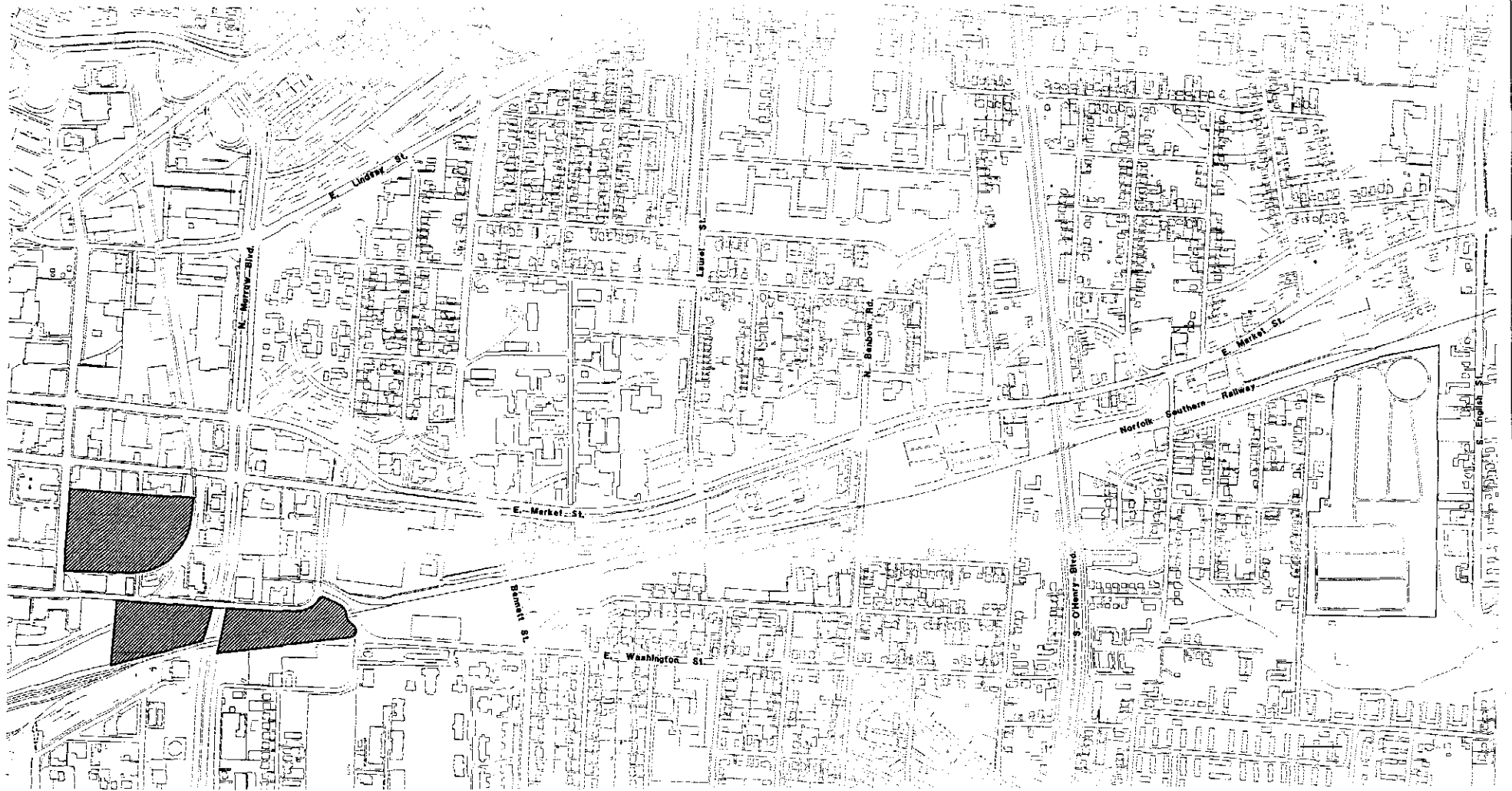
New Housing

## Housing Development Opportunities

Development Concepts  
Incorporated



# East Market Street Development Plan



## Light Industrial / R & D Development Opportunities

Development Concepts  
Incorporated



# IMPLEMENTATION

## ISSUES

The developments discussed in the previous section, if implemented, will go a long way toward revitalizing the East Market Street Corridor (EMSC). Several key issues must be addressed if these developments are to be successfully implemented within a reasonable time frame. This section identifies the major development issues that warrant attention and the strategies that will encourage their resolution.

A description of each of the key issues affecting development is provided below. *These issues are the primary impediments to successfully developing the East Market Street Corridor.*

### Issue 1: Development-Ready Sites

A number of development opportunities discussed in the previous section require available development sites in order to be implemented. The current land configuration in the East Market Street Corridor is such that "development pads" are not readily available.

Much of the land within the corridor is in the form of small parcels with diverse ownership. Assembling the parcels will require negotiating with multiple owners. Additionally, there is a significant amount of "institutional" ownership within the area. North Carolina A&T State University and Bennett College, along with the many churches within the area, have assembled property. Much of this property is being held in reserve for future expansion, or it is used for the churches' parking needs, especially on Sunday. Some of the land owned by the major institutions demonstrates strong commercial potential.

The combination of the diverse ownership along with the institutional land holdings makes land assembly for any significant development a major, if not impossible, undertaking. Readily accessible development pads for new investment are extremely limited. Only through careful planning and long-term discussions with current landowners will implementation of a development plan be successful.

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*Current land configuration within the EMSC does not allow for readily available development pads.*

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## Issue 2: Diverse Markets

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*The diverse market elements provide an opportunity for strengthening market demand to support a higher level of retail and service investment. However, the types of services demanded by each of the market elements varies, and finding common ground for each will become a challenge.*

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The East Market Street Corridor contains a variety of markets, including university students and faculty, neighborhood residents, church memberships, downtown workers and visitors, and a substantial regional marketplace. The diversity of the corridor's market elements is both a blessing and a dilemma. These many market elements provide the opportunity for strengthening market demand to support a higher level of retail and service investment. On the other hand, the types of services demanded by each of the market elements vary, and establishing a development program that finds common ground for each becomes a challenge. For example, a downtown office worker's service requirements are likely to be substantially different from that of a neighborhood resident. Members of a church congregation visiting the area on a weekly basis will most likely have different service needs than university students. Finding what services the different groups have in common is difficult, but possible. The development plan must find a way to attract all of the market elements to the area by creating a retail and commercial mix that the largest majority will find relevant.

## Issue 3: Land Use Conflicts and Overall Appearance

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*The mix of uses, the physical appearance of both the land and buildings, and the absence of street landscape amenities present a picture that is not conducive to attracting new development investment.*

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Over time, land use compatibility has become a problem within the East Market Street Corridor. Single-family housing is built along the corridor adjacent to traffic-oriented commercial uses. Multi-family complexes have been inserted into primarily single-family housing areas. Industrial uses, built several decades ago, are now adjacent to recently completed retail areas. The lack of a citywide land use plan in Greensboro has unfortunately led to such examples of land use conflicts. The corridor, as well as adjacent neighborhoods, consists of areas in which building standards and outdoor maintenance issues appear to be receiving minimal attention. The physical image of the area is a strong concern, reflected in both a visual survey and input from community forums. The mix of uses, the physical appearance of both the land and buildings, and the absence of street landscape amenities present a picture that is not conducive to attracting new development investment. The lack of a land use plan guiding future development standards, combined with existing health and safety issues, presents a major barrier to new development.

#### Issue 4: Physical Barriers

Several physical barriers exist that interrupt the development patterns of the East Market Street Corridor. Most notable are railroad tracks and spurs. The rail line that runs north and south between Murrow Boulevard and Church Street serves as both a physical and psychological barrier between downtown and the rest of the East Market Street Corridor. Both the grade separation and the rail line that extends to the south of East Market Street create development challenges in connecting residents to the services along the corridor. Both East Market Street and Murrow Boulevard, with their width and appearance as major thoroughfares, serve as significant man-made barriers as pedestrian and vehicular traffic move around the area. The grade separation and presence of U.S. 29 creates a distinct barrier both to the east and west. Recent discussions about an expansion of the interchange for U.S. 29 on Market Street may create another physical barrier that will have to be overcome.

All of these physical barriers serve both as assets and impediments to new development. The rail line is an essential support service to a variety of industries within the area, and is able to stimulate new investment and create jobs for the surrounding neighborhoods. Both East Market Street and Murrow Boulevard serve as major thoroughfares allowing people easy access to and from the area. These important roadways will continue to provide a benefit to consumers from the regional marketplace, as long as their physical presence does not become too intimidating for visitors and residents. The grade separations should be viewed as another way to encourage unique development and design. Currently, no attempt is being made to take advantage of this feature.

#### Issue 5: Organizational Capacity

A well-coordinated approach is essential if a development plan is to be successfully implemented in the East Market Street Corridor. The issues in this section cannot successfully be addressed without a well-orchestrated and ongoing effort that involves several community organizations. The City of Greensboro, the East Market Street Development Corporation, local institutional leadership, and other specialized agencies must work together on the "game plan." Prior to the APA Community Planning Team effort, no organizational capacity focused on developing the corridor was apparent. The community has successfully supported the planning team effort, and now must engage a similar effort to address the issues identified in this section that impede the ability to implement both a short-term and a long-term implementation strategy. Only by engaging those organizations that provide the necessary human and financial resources will a development program move forward successfully.

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*Physical barriers include the railroad tracks, grade separations from the rail lines, and the sheer size of major roads such as Murrow Blvd. and U.S. 29.*

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*The City of Greensboro, the East Market Street Development Corporation, local institutional leadership, and other specialized agencies must work together on the "game plan."*

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## Issue 6: Community History and Culture

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*The legacy of the corridor has left a largely untapped market of African-American residents and college students in the corridor*

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East Market Street has historically served as the hub of the African-American community, boasting many locally-owned African-American businesses during the 1940s and 1950s. Many people believed that the EMSC served as the City's second downtown for the African-American community. The Norfolk Southern Railway bridge served as the unofficial dividing line separating this community from downtown. Furthermore, two historically black universities, North Carolina A&T State University and Bennett College, were also located within the East Market Street Corridor. The universities created a unique synergy with the area businesses. These institutions contributed greatly to providing employment opportunities for local residents. In turn, students were employed at many of the local establishments, and certain businesses served as training sites for those learning trades.

Even with the disruption of many residents and local minority-owned businesses within the corridor when East Market Street was widened, it has remained the center of African-American culture and education in Greensboro. This disruption and the lack of new investment have left a largely untapped market of African-American residents and college students in the corridor.

## Issue 7: Community Potential

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*The stakeholders and, more importantly, the residents of the area must feel that the development plan belongs to them... a development program that addresses their values and their desires for the area is critical.*

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Perhaps the most critical element of the development plan is "local buy-in." The stakeholders and, more importantly, the residents of the area must feel that the development plan belongs to them. A development program that addresses their values and their desires for the area is critical. Community forums, which were held during the planning team effort, have identified the need for creating opportunities for local businesses and residents. This is not to say that there is no room for new businesses and outside investment. On the contrary, both of these elements are essential if the area is to prosper. Equally important, however, is creating neighborhood worth and value as prioritized by local stakeholders and residents. Historically, there is a lack of trust in programs that appear to be redeveloping the area. While redevelopment initiatives in many instances can produce positive results, due to the "urban renewal" experiences of the 1960s, any change within the area will be viewed skeptically if it does not have significant community input and control. If not addressed successfully, this issue, perhaps more than any other, will guarantee failure of this initiative.

## STRATEGIES/RESPONSES

As mentioned earlier, the issues identified above must be addressed if the development potential of the East Market Street Corridor is to be realized. Too often, development strategies fail to take a holistic approach in removing development impediments. The following strategies respond to the primary issues present within the East Market Street Corridor. If these strategies are implemented, and the community as a whole is accountable for them, successful development will be realized.

### **Strategy 1: Creating Accessible Development Sites**

The creation of development areas needs to be a primary focus of any development effort. There are not enough obvious development sites available within the East Market Street Corridor to make the changes desired by the residents and stakeholders. Given this fact, it follows that significant new development can not be anticipated until this issue is addressed.

The City of Greensboro has no desire to be a long-term owner of real estate within the East Market Street Corridor. Furthermore, the concept of utilizing eminent domain to acquire property for revitalization purposes is likely to draw criticism from the public, who would view this type of action as a repeat of the urban renewal efforts of the 1950s and 1960s. However, the ability to acquire land and open up new development sites is important for achieving the development objectives in this plan. Public acquisition of land in the corridor should be a last resort and occur when there is a high likelihood of a development project meeting community needs to follow. It is hoped that public funds would be used primarily to provide incentives for acquisition (i.e. testing, permits, demolition, relocation, and other site enhancement activities) and not for the actual acquisition itself.

The East Market Street Development Corporation and the City of Greensboro, through its Redevelopment Commission, need to work closely together to target potential development sites. The EMSDC should initiate contacts with property owners and local businesses to begin the arduous process of freeing up land for significant new development. This process must be viewed as a long-term program, and must be administered on an ongoing and persistent basis. Only over time, as land becomes available and/or negotiations are successful with the property owners, can a number of development pads be created.

Perhaps the most important element of a development site creation program is the ongoing contact and building of relationships with local property owners. Property owners are likely to respond positively to becoming involved in this program if they are not pressured and believe that there is a

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*There are not enough obvious development sites available within the East Market Street Corridor to make the changes desired by the residents and stakeholders.*

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*The East Market Street Development Corporation and the City of Greensboro, through its Redevelopment Commission, need to work closely together to target potential development sites.*

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win-win opportunity both for the East Market Street Corridor development effort and them personally. Under-utilized or under-developed land, if programmed for a more productive use, will generate economics that will benefit both the community and the property owners. A systematic program for working with property owners along the corridor is needed.

Discussions with the institutional owners of land should be given priority. These significant institutions should become integral parts of the development process. Discussions should be held regarding how their land can play a role in meeting the needs of their constituents and the entire community. Bi-annual planning sessions in a group setting are recommended with these institutions. The EMSDC can sponsor such sessions. Information should be shared regarding current progress in implementing the development plan and opportunities that are available for new development.

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*Efforts should be made to involve institutional owners of land (i.e. churches, schools, universities, etc.) to determine how their land can play a role in implementing the concepts presenting within this plan.*

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Finally, the City, through its Redevelopment Commission, should be involved in working with the EMSDC. In those cases where property is currently not being used or is under-utilized and a significant development opportunity consistent with the development plan is present, a strategy for moving the opportunity forward should be given full attention. Both the EMSDC and the City's Redevelopment Commission should jointly develop the strategy. Eminent domain will be utilized in the most exceptional of cases to: first, eliminate a blighting influence and, second, assure that a public purpose is fulfilled with a redevelopment activity. This process must include the input and support of the area's community leadership.

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*The creation of available development sites will be a long-term objective accomplished through many tools... the most important one being the ongoing discussions with property owners and community leaders.*

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The creation of available development sites will be a long-term objective accomplished utilizing a variety of tools. The most important tool will be ongoing discussions with property owners and community leaders. This dialogue will keep everybody informed and will result in all stakeholders benefiting from the ultimate outcome.

## **Strategy 2: Realizing Market Potential and Addressing Cultural Issues**

The market dynamics of the East Market Street Corridor are both complex and multi-faceted. Opportunities appear to exist for retail, other commercial, and residential investment within the corridor. Light industrial and research and development investment opportunities demonstrate potential. Understanding the depth of each of these market segments is critical in assuring long-term success. A more in-depth market analysis should be performed for the corridor. This analysis should take into account the level of demand in each of the market areas, which include both North Carolina A&T State University and Bennett College, other institutional stakeholders, downtown, and neighborhood markets. Additionally, the potential for the

area to become a regional draw (extending to a 10 to 20 mile radius) should be considered. A market analysis will determine what synergies exist between these various market elements. A comprehensive market analysis should also address the potential for African-American themes to be developed, which builds on the area's historic place in the Greensboro area.

The community has identified as one of its primary objectives the creation of jobs, local wealth, and economic value. Entrepreneurs within the area who are willing to invest both their own resources and a significant amount of sweat equity should find doors open to them to pursue viable business opportunities. An initiative needs to be developed which encourages ready access to the full spectrum of services that are currently being offered to businesses from state and local sources. One-stop shopping for existing businesses and entrepreneurs should be considered. The easier it is for businesses and entrepreneurs to access these services and programs, the better the result in encouraging business expansion and start-ups.

Businesses should be identified which represent the best potential for encouraging spin-off development. For example, a hotel investing in the area might increase the opportunities for restaurants to follow. Additional housing would stimulate new retail service investment. A new grocery store might encourage a drug store to follow. These types of anchors within the corridor will then result in supplemental development opportunities with little additional effort.

### Strategy 3: Physical Enhancements

The image of the East Market Street Corridor is one that sends mixed messages to those in the community and those visiting the area for the first time. The presence of a dynamic university in North Carolina A&T State University, along with the historic presence of Bennett College, symbolizes the strength and promise of bright futures. On the other hand, there are dilapidated buildings, industrial uses next to retail establishments, and potential health and safety problems with outdoor storage and poor property upkeep. Development in most instances has taken place without an overall plan or development standards. The lack of land use planning, development standards, and code enforcement significantly impedes the area's ability to attract major new investment.

The East Market Street Development Corporation should work closely with the area stakeholders as well as the City to adopt a standard for new development and ongoing property maintenance that reflects the values and the vision for those that live and conduct business within the area. An East Market Street Planning Committee jointly sponsored by the City and the EMSDC could take on the assignment for a neighborhood land use plan,

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*The community has identified business development opportunities as a top priority, along with the creation of jobs, local wealth, and economic value.*

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*Development in most instances has taken place without an overall plan or development standards.*

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*Flexible development standards must be put into place that will encourage quality investment, yet not over-regulate potential investment. An overlay zone might be the most appropriate tool for accomplishing this.*

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*The City and the EMSDC should work together towards identifying "hot spots" that need immediate attention due to their overall physical appearance, which deters new investment.*

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*Several code enforcement issues are present, particularly with outside storage, property maintenance, and buffering. Not only do they present a negative image, but they also are a serious health and safety hazard.*

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along with specific development standards and updated zoning ordinances, to be adopted by the City. New development standards should give special attention to setback requirements, landscaping requirements, screening of outdoor storage areas, and buffering between different land uses. New development standards, however, must be careful not to "over-regulate" to the point of deterring new investment. It is recommended that flexible standards be put into place, which would encourage quality investment while not over-regulating any potential new investment. The creation of a special overlay zone might accomplish this objective.

Additionally, the same planning committee can prioritize those areas that are considered "hot spots." These "hot spots" would be defined as areas in which significant code enforcement or land use incompatibility issues exist. Recommendations should be made by the committee to the City and the EMSDC regarding action steps to resolve these issues over a designated period of time. The community and the City should work together on this effort, utilizing the legal remedies available to the local jurisdiction. Such an approach will also take advantage of peer pressure from businesses and residents on the affected property owner. In some instances where the property owner needs assistance in addressing the problem, the EMSDC and City can determine what resources are needed to achieve a positive outcome. The planning committee must clearly understand its mission and designate a period of time in which to accomplish it. A committee which represents a cross section of community stakeholders is likely to provide a strong and much needed voice as to where the community wishes to go as it moves forward with its development plan. This partnership among the community, the EMSDC, and the City is likely to reinforce a message to property owners that may not have understood the impact they were having in deterring investment in the area.

The East Market Street Development Corporation should work closely with the City of Greensboro through their Engineering and Inspections Department to enforce development standards and applicable codes. Several code enforcement issues are present within the corridor, particularly with outside storage and property maintenance. Several buildings appear to be in need of repair to comply with health and safety standards. Not only should the "hot spots" be identified, but also an ongoing effort to bring all properties to an acceptable level of compliance should be considered. The City and EMSDC should determine if an inspector can be assigned part-time to the neighborhood to work with the community on these issues. Consideration should be given to assigning the inspector to the EMSDC in order to coordinate ongoing activities of this person with the priorities of the neighborhood. Additionally, the direct link to the EMSDC should encourage improved communication and a timely response to neighborhood concerns.

Special attention should also be devoted to the creation of a site and façade enhancement program. The EMSDC has labeled this initiative a short-term priority, with the intention of producing immediate impacts. One option would be to consider retaining an architect, or design professional, to provide advice and consultation with property owners on an as-needed basis. The design expert would work with designated property owners to determine the best site improvements and building improvements needed to make them more attractive. Special attention would be given towards issues such as signage, landscaping, paint improvements, and overall façade conditions. The formation of an overlay zone, as mentioned earlier, could assist with providing matching grants and funds towards implementation of this program. A façade enhancement program, if implemented correctly, could provide a significant catalyst towards attracting new private investment.

Finally, the community must make a determination regarding any physical changes to East Market Street. Considerable discussion has occurred regarding the narrowing of East Market Street between U.S. 29 and Murrow Blvd. from six traffic lanes to four. In addition, significant streetscape amenities have also been under consideration. These physical enhancements have been a dynamic issue within the community, and must be resolved and the outcomes implemented. The City along with key leadership from the area should confer on these two primary issues (reduced travel lanes and streetscape) for a designated period of time, with the result being a final recommendation and a plan of action for implementing it. Either reducing the number of travel lanes, or maintaining the status quo, will require significant streetscape amenities. A budget that designates funding sources other than the \$1 million bond will need to be established. This issue should be given top priority once the redevelopment plan has been adopted. A six-month study effort to determine the course of action, the specific steps needed for implementation, and the financial resources needed should be addressed in this effort. At the conclusion of the six-month effort, a final recommendation should be given to the City with timetables for implementation.

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*A site and façade enhancement program could be implemented by the EMSDC through the retention of a design expert to provide technical assistance to area businesses.*

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*Immediate short-term resources should be devoted towards addressing the reduction of travel lanes along with adding significant streetscape improvements along East Market Street.*

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#### Strategy 4: Organizational Capacity

The East Market Street Development Corporation hired an executive director with significant experience in real estate development. The executive director is also familiar with the area and has been an integral part of the planning team process. This is an excellent first step in building neighborhood capacity to accomplish the objectives of the development plan.

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*Three areas requiring an immediate focus for capacity building are real estate development, community building, and business development.*

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Working committees within the EMSDC should be established and develop funding capacity for three specific areas. It is believed that the three areas in most need of focus for capacity building are: (1) *real estate development*, (2) *community building*, and (3) *business development*. The specific tasks involved with the development plan require a strong resource base with local expertise if the plan is to be successfully implemented.

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*The EMSDC will need to take a lead role on some development projects...a reliance on external market forces will not yield the type of development outlined within this plan.*

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With the formation of the East Market Street Development Corporation and the hiring of an executive director, the real estate capacity has increased dramatically. The EMSDC Board of Directors possesses expertise that supplements the executive director's real estate development abilities. The EMSDC will need to network with both private and public sector entities that can assist with implementing an ambitious development program. The EMSDC must have credibility with both the private and public sector to facilitate significant new development. The ability of the EMSDC to package strong, viable development opportunities that support debt and equity investment will build the needed credibility in the community. The EMSDC Board of Directors needs to carefully define its real estate development role. The types of development projects that the community desires are not occurring through normal market forces. The EMSDC may have to serve as a co-developer or take the lead role on some projects in order to attract the private sector. A simple reliance on external market forces will not deliver the type of investment desired by the community, and thus the development plan's objectives will not be met. Therefore, the EMSDC must be prepared to be a significant player in initial real estate development projects within the East Market Street Corridor.

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*Ongoing community involvement, along with a sense of ownership of the plan, are both critical dynamics to the overall success of the development process.*

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There are several critical community stakeholders that should be involved with implementation of the development plan. Several neighborhoods surround the East Market Street Corridor, along with several important institutions. Many businesses have taken an interest in working on the development plan and have expressed a desire to be involved in its implementation. Attention needs to be given to how these entities in the development process can best be involved. Ongoing involvement and a sense of ownership of the plan are critical dynamics to the overall success of the development process. The more the neighborhoods and institutions are linked to the revitalization of the corridor, the more likely they will support the activities and businesses as they develop.

Neighborhood associations should be encouraged to bring residents together to discuss their concerns, not only in their respective neighborhoods, but also regarding East Market Street Corridor issues. The neighborhood associations should not only solicit input of its resident membership, but also determine how the residents can support the development program. Supporting local businesses, participating in corridor activities, and providing reinforcement for planning and code enforcement activity are all potential areas for resident involvement. The institutions within the neighborhood can also play the same role. In addition, they are likely to possess both financial and human resources critical to supporting the ongoing initiatives of the development program. Too often, this neighborhood involvement component is overlooked. *If the East Market Street Corridor is to once again become a dynamic market area, initial support must start with those most affected by new development in the area.*

The community has expressed a strong desire for local business development along the East Market Street Corridor. Business start-ups that have a high degree of local ownership are clearly desired. The EMSDC should work with both Bennett College and North Carolina A&T State University to explore methods which are most likely to support business development activity, with particular emphasis on minority business development. If a market analysis is performed for the area, as suggested earlier in this section, its results can be used to define the business development approach. Many city and state organizations offer small business assistance to entrepreneurs and existing businesses. Working with these organizations and utilizing their services on an ongoing basis is an obvious final step to be taken. Churches within the area should be solicited for their participation in business development activities. They may want to sponsor business development seminars and help recruit volunteers who would oversee the hard work of a business start-up.

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*The EMSDC should work with both Bennett College and North Carolina A&T State University to explore methods that are most likely to support business development activity, with particular emphasis on minority business development.*

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### Strategy 5: Neighborhood/Stakeholder Buy-In

As mentioned in Strategy 4, neighborhood involvement is critical to the successful implementation of the development program. Typically, when a publicly sponsored development program is announced it receives a significant amount of skepticism. In many developing communities, similar initiatives are started and then abandoned within a relatively short period of time. The East Market Street process has been well thought out with commitment from the City and a mandate from the community. It would be naïve however, to think this skepticism is not present.

Perhaps the most effective method for overcoming the skepticism and to solicit neighborhood and stakeholder support is to create a task-specific work program for the community. The work program should reflect the development objectives outlined in the development plan. The program must define specific tasks to be carried out within a specified timetable. For example, it is one thing to say that redevelopment of the Cumberland Shopping Center is a critical objective in the development plan, it is another to make it a reality. Identifying specific steps that must be taken to make this event a reality should be detailed in a work program. Equally as important, those responsible for carrying out specific assignments related to the objective need to be identified. A work program with specific tasks assigning accountability for the work to be performed will result in an agenda that the community can use to monitor projects. As the community sees progress the credibility of the effort improves and more support, both tangible and intangible, should be made available by the community. The community support should not be taken for granted. The development effort will pick up momentum as yearly successes are realized and the community embraces the more ambitious elements of the program.

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*A work program must reflect the objectives within this development plan, determine specific tasks to be carried out within a specific timeframe, and assign accountability for the work to be performed.*

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**EAST MARKET STREET CORRIDOR  
STRATEGY SUMMARY**

Issue	Response	Action	Timeframe	Responsibility
<p><b>Few available development sites</b> Development pads are not readily available.</p>	<p>Build trust between the City and the residents and landowners to create development sites.</p>	<p>City and the EMSDC need to work together to contact landowners and assemble land. Encourage private sector involvement.</p>	<p>Short-term and Long-term objective.</p>	<p>The City of Greensboro and the East Market Street Development Corporation.</p>
<p><b>Diverse Markets</b> The development must be targeted at many groups with varying needs.</p>	<p>Encourage local entrepreneurs, and identify specific business opportunities.</p>	<p>Perform a market analysis and develop a one-stop shop for new and existing businesses looking for help.</p>	<p>Short-term and Long-term objective.</p>	<p>The City, the EMSDC, Downtown Greensboro Inc., and local businesses and institutions.</p>
<p><b>Land Use Conflicts</b> There are land use incompatibilities and property maintenance problems in the corridor.</p>	<p>Strengthen development and code enforcement standards.</p>	<p>Assign inspector to EMSDC, and establish planning committee.</p>	<p>Short-term and Long-term objective.</p>	<p>The City, the EMSDC, residents, and local businesses and institutions.</p>
<p><b>Physical Appearance</b> The physical appearance of the corridor present a picture that is not conducive to attracting new development investment.</p>	<p>Begin to identify "hot spots," enact development standards, and begin to implement new site improvements.</p>	<p>Implement a site and façade enhancement program; assign an inspector to EMSDC; enact an overlay district</p>	<p>Short-term and Long-term objective.</p>	<p>The City, the EMSDC, and local businesses.</p>
<p><b>Physical Barriers</b> The railroad and streets create barriers to pedestrian movement.</p>	<p>Study the possibilities for landscaping and narrowing the streets.</p>	<p>Dependent upon the results of the study.</p>	<p>Six month study and implementation</p>	<p>The City and community leadership.</p>
<p><b>Organizational Capacity</b> The EMSDC, the City, and the neighborhoods need to organize and stay involved to accomplish goals.</p>	<p>Identify expertise needed to accomplish desired development.</p>	<p>Neighborhood associations sponsor specific development initiatives.</p>	<p>Short-term objective.</p>	<p>The EMSDC, City, and neighborhood residents.</p>
<p><b>Community History and Culture</b> Racial and cultural differences have historically impacted the corridor.</p>	<p>Use the corridor's diversity as a positive marketing tool.</p>	<p>Have a special segment of the area market analysis address these concerns.</p>	<p>Short-term objective.</p>	<p>The EMSDC and local businesses and institutions.</p>
<p><b>Community Potential</b> The residents of the corridor must feel that they own the plan.</p>	<p>Establish community agenda through neighborhood involvement.</p>	<p>Create a specific work program for the community.</p>	<p>Short-term objective.</p>	<p>The City, the EMSDC, residents, and local businesses and institutions.</p>

## DEVELOPMENT AREAS

During the study process it became clear to the neighborhood leadership that there were areas in need for further study and attention. These areas have an impact on the corridor, but may be in better condition or require additional evaluation. These "Target Areas" need their own studies, evaluations, and targeted initiatives. The "Redevelopment Areas" also impact the corridor, but are in more need of immediate assistance.

The redevelopment plan that follows emphasizes two areas along the East Market Street Corridor for redevelopment and makes recommendations for improving these areas. The redevelopment plans provide the blueprint for achieving the goals and objectives highlighted throughout the East Market Street Corridor Development Plan, and it complies with all legal requirements as required by the North Carolina General Statute.

There are two redevelopment areas featured in the following redevelopment plans. The redevelopment areas are the areas within the East Market Street Corridor that are in the most urgent need of redevelopment and the redevelopment done in these areas will benefit the most people in the planning area. These areas are as follows:

**Redevelopment Area A** is located near the western boundary of the EMSC. The vacant Cumberland Shopping Center and the post office are the two primary current occupants within this area. Numerous older industrial facilities are also in the area. Suggested uses include a new retail center anchored by an old-time marketplace, entertainment venues, light industrial and R&D uses, and some rental housing.

**Redevelopment Area B** is located near the eastern boundary of the EMSC adjacent to the Scott Park neighborhood. Various housing types currently occupy much of this area with retail establishments along East Market Street. Suggested uses include new housing and additional retail opportunities.

Three "target areas" have also been identified through the planning process. These areas may be in better condition than the redevelopment areas, but require focused initiatives to promote development or are in need of further study that will lead to future actions. These areas are as follows:

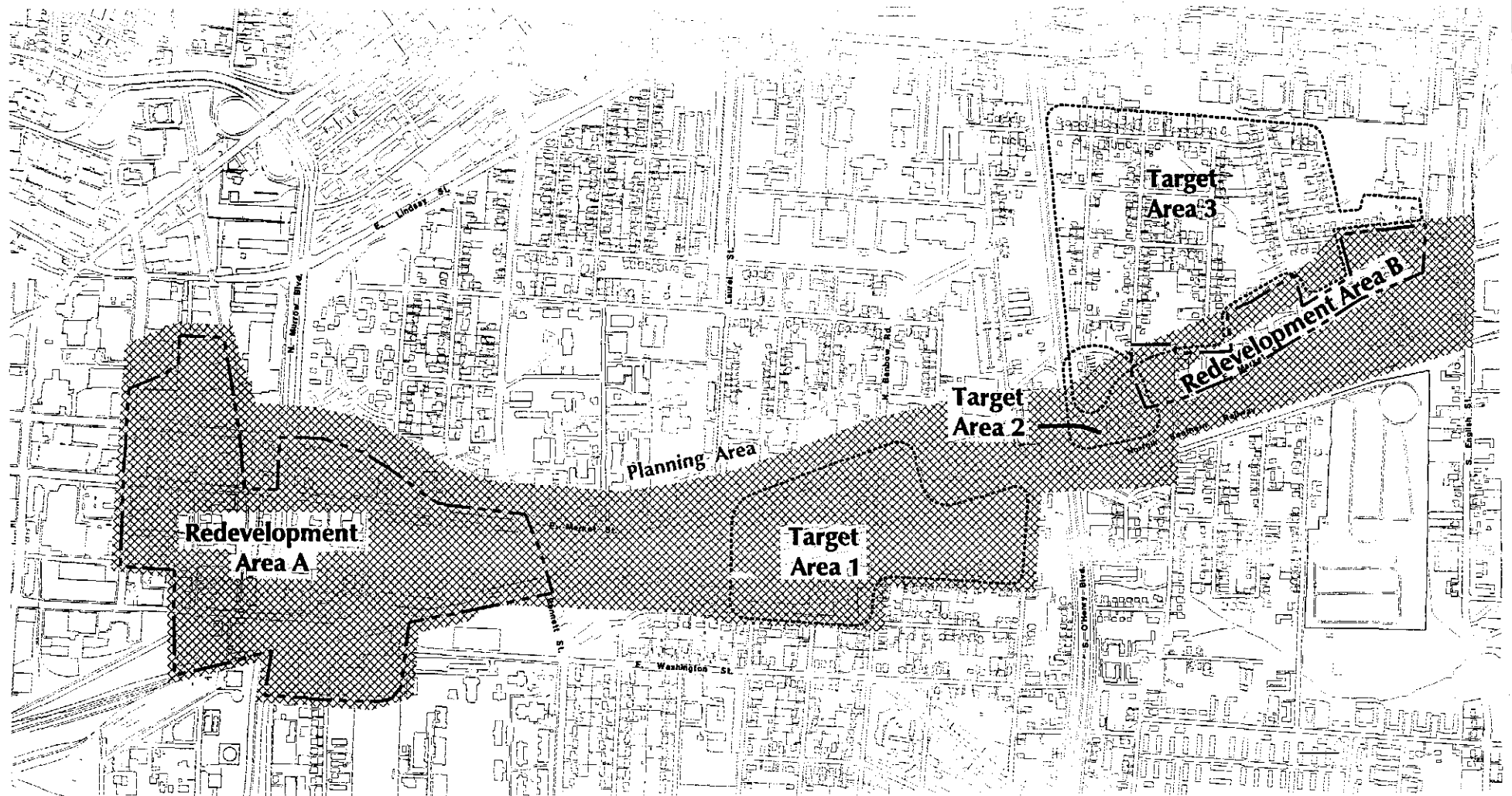
- **Target Area 1** is located directly across from NC A&T State University along the south side of East Market Street. This area, while not qualifying as a redevelopment area, is key to the revitalization of the EMSC. It offers development opportunities for future university-related improvements, such as new housing, student-related retail/services, a hotel and business center, or new civic space.

- *Target Area 2* is bounded by the Ivy Street ramp east of U.S. 29 and has been designated as an official redevelopment area to be featured in greater detail in a future amendment or supplement to this document. This primarily residential area would be impacted by any proposed reconfiguration of the U.S. 29/East Market Street intersection.
- *Target Area 3* is the Scott Park neighborhood. The boundaries of this neighborhood will be determined when it is studied more in-depth. This area is mainly residential and a plan would focus on residential rehabilitation and neighborhood association strengthening. The City of Greensboro's Department of Housing and Community Development will initiate a neighborhood planning process in the near future. The EMSDC will assist the City with these planning efforts.

While target areas 1 and 3 do not qualify as designated redevelopment areas, they are critical to the corridor and require careful attention. All three target areas will be studied. This will lead to implementation activities through future planning initiatives. All recommendations and future development decisions within these three areas will complement and coordinate with the overall findings and recommendations featured within the East Market Street Corridor Development Plan.

The redevelopment areas and target areas have a common link. Both will impact the long-term viability of the EMSC. Actions taken within the designated redevelopment areas are believed to have an immediate effect on the viability of the corridor. The target areas have been recognized as critical components to the EMSC and are in need of further study and evaluation to determine what actions are most appropriate within these areas. Actions taken within both the redevelopment areas and the target areas will have important impacts on long-range planning and development initiatives in the corridor.

# East Market Street Development Plan



## Development Areas

Development Concepts  
Incorporated



# EAST MARKET STREET AREA A REDEVELOPMENT PLAN

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### AUTHORITY FOR PLAN

The Redevelopment Commission of Greensboro has prepared this redevelopment plan for the East Market Street Corridor for approval, in consultation with the Planning Committee for the East Market Street Development Corporation. The redevelopment plan is pursuant to the North Carolina Urban Redevelopment Law, General Statutes of North Carolina. All activities are to be carried out by the Redevelopment Commission of Greensboro under contract with the City of Greensboro. In addition, the EMSDC will work closely with the Redevelopment Commission of Greensboro and the City of Greensboro to oversee and implement specific activities outlined in the remainder of this plan.

### BOUNDARY DESCRIPTIONS

On April 15, 1998 the Greensboro Planning Board established the planning boundaries for this area and found it met the requirements for a nonresidential redevelopment area.

*Note: All boundaries referenced by streets shall include both sides of the street, unless otherwise noted.*

#### **Redevelopment Area A - Nonresidential**

Beginning at the intersection of S. Church St. and Hughes St., extending north along S. Church St. to the northern boundary of parcel 15-1-43 at 216 N. Church Street. Extending east approximately 300 feet. Extending north approximately 350 feet to a point where Isley Street ends. Extending east from Isley St. to the Norfolk Southern Railroad Tracks. Extending south along the railroad tracks to E. Market St. Extending east along E. Market St. to S. Murrow Blvd. Extending north along S. Murrow Blvd. to E. Friendly Ave. Extending east along E. Friendly Ave. until it adjoins with E. Market St. (two-way traffic). Extending east along E. Market St. to the eastern boundary of the Post Office parking lot. Extending south along the parking lot boundary to the Norfolk Southern Railroad Tracks. Extending west along the railroad tracks to E. Washington St. Extending south along E. Washington St. to the curve at which point it becomes Medley St. Extending west along Medley St. beyond its intersection with Plott St. through to a point where it would intersect with S. Murrow Blvd. Extending north along S. Murrow Blvd. to the Norfolk Southern Railroad Tracks. Extending west along the railroad tracks to a point approximately 400 feet west of Sergeant St. Extending north from this point, beyond the intersection of the railroad tracks, beyond the intersection of E. Washington St. to Hughes St. Extending west along Hughes St. to S. Church St., hence the point of beginning.

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Total Structures in  
Area A: 44

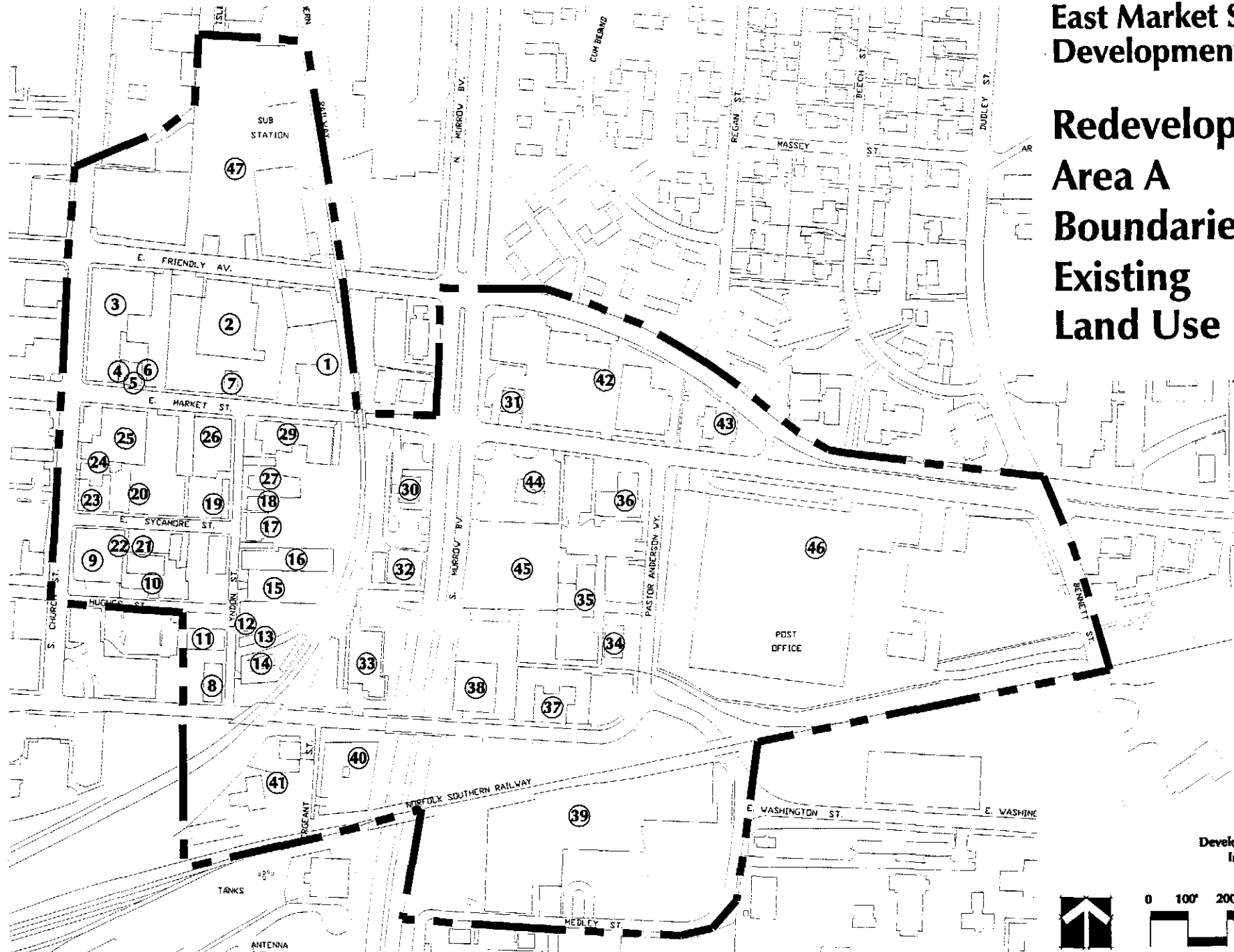
Total Structures in  
Blighted Condition: 31

Percentage of Structures  
in Blighted Condition:  
70%

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# East Market Street Development Plan

## Redevelopment Area A Boundaries & Existing Land Use



**Key to Redevelopment Area A Boundaries & Existing Land Use Map**

- 1) Old Icehouse Building. 401 E. Market
- 2) Transit Authority. Outside storage and dumpsters.
- 3) Jefferson Pilot.
- 4) Mitchells. 311 E. Market.
- 5) Construction Staff. 313 E. Market.
- 6) Hair Design. 315 E. Market.
- 7) Church/Flower Shop. 329-331 E. Market.
- 8) Vacant 4 Story Building. NW corner of Lyndon and E. Washington.
- 9) Auto Supply. Outside Storage.
- 10) Small Garage. Hughes Street. Outside Storage.
- 11) Truck Storage Area. SW corner of Lyndon and Hughes.
- 12) Mini Storage Area. Lyndon St. along RR Tracks
- 13) Mini Storage Area. Lyndon St. along RR Tracks
- 14) Mini Storage Area. Lyndon St. along RR Tracks
- 15) Outside Storage Area. Lyndon St.
- 16) Plumbing/Heating. 205 Lyndon.
- 17) Rowhouses. 95-201 Lyndon.
- 18) Office/Storage Area/Vacant Lot. 320-324 Sycamore.
- 19) Outdoor Storage/Junkyard. NW corner of Sycamore and Lyndon.
- 20) Parking Area. Sycamore St.
- 21) Outdoor Storage/Scrap. Sycamore St.
- 22) Storage/2<sup>nd</sup> Building to Auto Supply.

- 23) Auto Body. 117 Church.
- 24) Beauty Supply. Church St.
- 25) a) Vacant commercial. 304 E. Market.  
b) Printer. 306 E. Market
- 26) 328 E. Market.
- 27) Multi-family. 109 Lyndon.
- 28) S.F. home. 193 Lyndon.
- 29) Commercial buildings. 404-424 E. Market.
- 30) Bank.
- 31) Vacant Bank. 701 E. Market.
- 32) Office Building. 106 Murrow.
- 33) Glass Company. Murrow.
- 34) Southeast Fabrics. Pastor Anderson Way.
- 35) Thermal Controls. Pastor Anderson Way.
- 36) New Baptist Church.
- 37) Old Southern Wastepaper Company. E. Washington.
- 38) Greensboro Plumbing Supply.
- 39) Warehouses. E. Washington/RR Tracks
- 40) Recycling Salvage/Sherwin Williams.
- 41) 320-322 E. Washington
- 42) Cumberland Shopping Center. All buildings.
- 43) BP Gas Station.
- 44) Muffler Shop. Murrow and E. Market St.

- 45) Vacant lot south of muffler shop
- 46) Post office
- 47) Vacant Industrial Area

## REDEVELOPMENT PLAN OBJECTIVES

The redevelopment plan shall accomplish the following primary objectives:

- 1) Eliminate blighting factors and conditions.
- 2) Revise existing land uses.
- 3) Provide new retail, housing, and business opportunities.
- 4) Provide needed physical improvements.



**East Market Street  
Blighted Conditions**

*Vacant, abandoned structures such as the Cumberland Shopping Center, combined with outdoor storage areas with improper screening and buffering provide an overall aesthetic appearance that is not conducive to attracting new investment to the corridor.*



## PROPOSED ACTIONS

The overriding goal of the East Market Street Redevelopment Plan is to create public/private partnerships needed to stimulate new investment along the East Market Street Corridor. In order to accomplish this goal, the following proposed actions are recommended:

- 1) **Physical improvements.** Throughout the planning process, residents and businesses expressed a strong need to improve the overall physical appearance of the corridor. With respect to physical improvements, actions may involve the following activities:
  - *Transportation enhancements.* Potential activities include the reduction of East Market Street's traffic lanes between Murrow Boulevard and U.S. 29, the addition of on-street parking, enhancing sidewalks and pedestrian crossing areas, and providing alternative transportation systems throughout the area.
  - *Streetscape enhancements.* Activities include enhancing street lighting, improving the general landscaping and signage along East Market Street, providing street furniture in designated segments of the corridor, and providing funding for site and façade improvements for businesses.
  - *Code enforcement.* Enhanced code enforcement activities to ensure that properties are able to maintain specific standards, with particular emphasis on elements such as outdoor storage, screening, and buffering.
  - *Infrastructure.* Funding to upgrade and enhance existing infrastructure, where needed to help stimulate new private investment. Infrastructure activities could include road realignment, sidewalk improvements, water and sewer line extensions, and new road construction.
  
- 2) **Business Development.** Efforts will be made to provide business development activities and programs. This will be done through the provision of new light industrial and research and development facilities and the formation of new partnerships between existing businesses, the EMSDC, and the universities. Efforts will also be made to assist new retail and commercial enterprises. Emphasis will be placed on encouraging the creation and coordination of support activities targeted toward minority business development.

3) **Leveraging Private Sector Investment.** Funding will be used to leverage significant private investment consistent with the goals and objectives of this redevelopment plan. In order to reduce a developer's risk and increase the opportunities for new development, funding may be utilized for miscellaneous expenses related to a specific development project. Eligible development costs would NOT include basic, hard construction costs, but funding may be provided for the following:

- . Environmental testing and remediation
- . Building demolition
- . Utility improvements
- . Sitework (i.e. grading, clearance, etc.)
- . Site preparation and clean up
- . Permit or hook-up fees
- . Surveying or recording costs
- . Interest rate write downs
- . Gap financing
- . Low interest loans

4) **Land acquisition.** Acquisition of blighted structures, or conflicting land use areas, is an important part of the redevelopment strategy. While some people may be reminded of the urban renewal effort of the 1960s, which negatively impacted the rich history of commerce along East Market Street, land acquisition is necessary to achieve the objectives with respect to encouraging new investment and development activity. Public acquisition will be used as a last resort and in specific instances where there is a strong likelihood a development project that meets a community need will follow. In such cases, affected property owners will be worked with closely. It will be the goal of the City and the community to either integrate an existing business or resident into the development, if appropriate, or identify another suitable site. The Property Acquisition section describes specific properties and acquisition proceedings.

**EAST MARKET STREET CORRIDOR  
SHORT-TERM STRATEGIES**

	Strategy	Benchmark	Timeframe
1	Narrowing East Market Street from six lanes to four lanes between Murrow Street and U.S. 29.	<ol style="list-style-type: none"> <li>1) Initiate 6-month study effort</li> <li>2) Validate conclusions w/ technical support</li> <li>3) Final recommendations from GDOT</li> <li>4) Design construction</li> <li>5) Begin construction</li> </ol>	<ol style="list-style-type: none"> <li>1) Summer 1998</li> <li>2) Fall 1998</li> <li>3) Fall 1998</li> <li>4) Spring 1999</li> <li>5) Fall 1999</li> </ol>
2	Forge partnerships among Bennett College, NC A&T State University, and the EMSDC for an entrepreneurship and minority business-development co-operative program.	<ol style="list-style-type: none"> <li>1) Program definition</li> <li>2) Identify targeted site(s)</li> <li>3) Develop resource base</li> <li>4) Implementation</li> </ol>	<ol style="list-style-type: none"> <li>1) Fall/Winter 1999</li> <li>2) Spring 2000</li> <li>3) Summer/Fall 2000</li> <li>4) Winter 2000/Spring 2001</li> </ol>
3	Beautification and streetscape enhancements to designated portions of the corridor.	<ol style="list-style-type: none"> <li>1) Secure architecture firm</li> <li>2) Define program</li> <li>3) Cost estimates for first phase</li> <li>4) Assemble preliminary designs</li> <li>5) Implementation</li> </ol>	<ol style="list-style-type: none"> <li>1) Summer 1998</li> <li>2) Fall 1998</li> <li>3) Fall 1998</li> <li>4) Spring 1999</li> <li>5) Spring 1999</li> </ol>
4	Façade and site improvements program to upgrade specific areas within the corridor.	<ol style="list-style-type: none"> <li>1) Define program</li> <li>2) Solicit community input</li> <li>3) Establish support and participation from financial institutions.</li> <li>4) Target initial sites</li> <li>5) Implementation of first phase</li> </ol>	<ol style="list-style-type: none"> <li>1) Fall 1998</li> <li>2) Winter 1998/Spring 1999</li> <li>3) Summer 1999</li> <li>4) Fall 1999</li> <li>5) Winter 1999/Spring 2000</li> </ol>

	Strategy	Benchmark	Timeframe
5	Target selected parcels within study area for new development opportunities.	<ol style="list-style-type: none"> <li>1) Consensus reached by the EMSDC Board</li> <li>2) Identify method of opening up available development sites</li> <li>3) Initiate development process</li> </ol>	<ol style="list-style-type: none"> <li>1) Summer 1998</li> <li>2) Summer/Fall 1998</li> <li>3) Fall/Winter 1998</li> </ol>
6	Create viable development programs for following five projects: <ol style="list-style-type: none"> <li>1) Movie Theater</li> <li>2) Marketplace</li> <li>3) E. Market Street commercial projects</li> <li>4) Light Industrial/R &amp; D facility</li> <li>5) Housing project on 10-acre site</li> </ol>	<ol style="list-style-type: none"> <li>1) Initiate contact with lending institutions and private developers</li> <li>2) Establish a public/private partnership needed to make projects a reality</li> <li>3) Begin implementation of first project</li> <li>4) Begin implementation of second project</li> </ol>	<ol style="list-style-type: none"> <li>1) Fall 1998</li> <li>2) Winter 1998/1999</li> <li>3) Spring 1999</li> <li>4) Spring 2000</li> </ol>
7	Establish a partnership with NC A&T on a master plan for a hotel, business center, civic facility, and student services area on E. Market Street across from campus.	<ol style="list-style-type: none"> <li>1) Contact with NC A&amp;T</li> <li>2) Defining program roles</li> <li>3) Implementation</li> </ol>	<ol style="list-style-type: none"> <li>1) Summer/Fall 2000</li> <li>2) Winter 2000/Spring 2001</li> <li>3) Summer/Fall 2001</li> </ol>
8	Enact programs for business development.	<ol style="list-style-type: none"> <li>1) Identify needs for existing businesses</li> <li>2) Identify needs for new business opportunities</li> <li>3) Identify resource base</li> <li>4) Implementation</li> </ol>	<ol style="list-style-type: none"> <li>1) Summer 1999</li> <li>2) Summer 1999</li> <li>3) Fall/Winter 1999</li> <li>4) Winter 1999/Spring 2000</li> </ol>

## LAND USE RECOMMENDATIONS

*Retail/Services/Entertainment.* The land currently occupied by the Cumberland Shopping Center shall be designated as a primary hub for retail activity through the provision of a "marketplace" style retail center. Retail development would also be included further west along E. Market Street approaching downtown, with high density commercial uses fronting the street. Long term retail growth is also designated for both the north and south sides of E. Friendly Ave., between Church St. and Murrow Blvd.

The southeast corner of Murrow Blvd. and E. Market St. has been designated as an entertainment area, which could include a movie theater use. A large entertainment anchor would lead to additional on-site support establishments in the form of additional restaurants, retail, or smaller entertainment venues. The entertainment concept for this area would also be linked to the marketplace concept across East Market St.

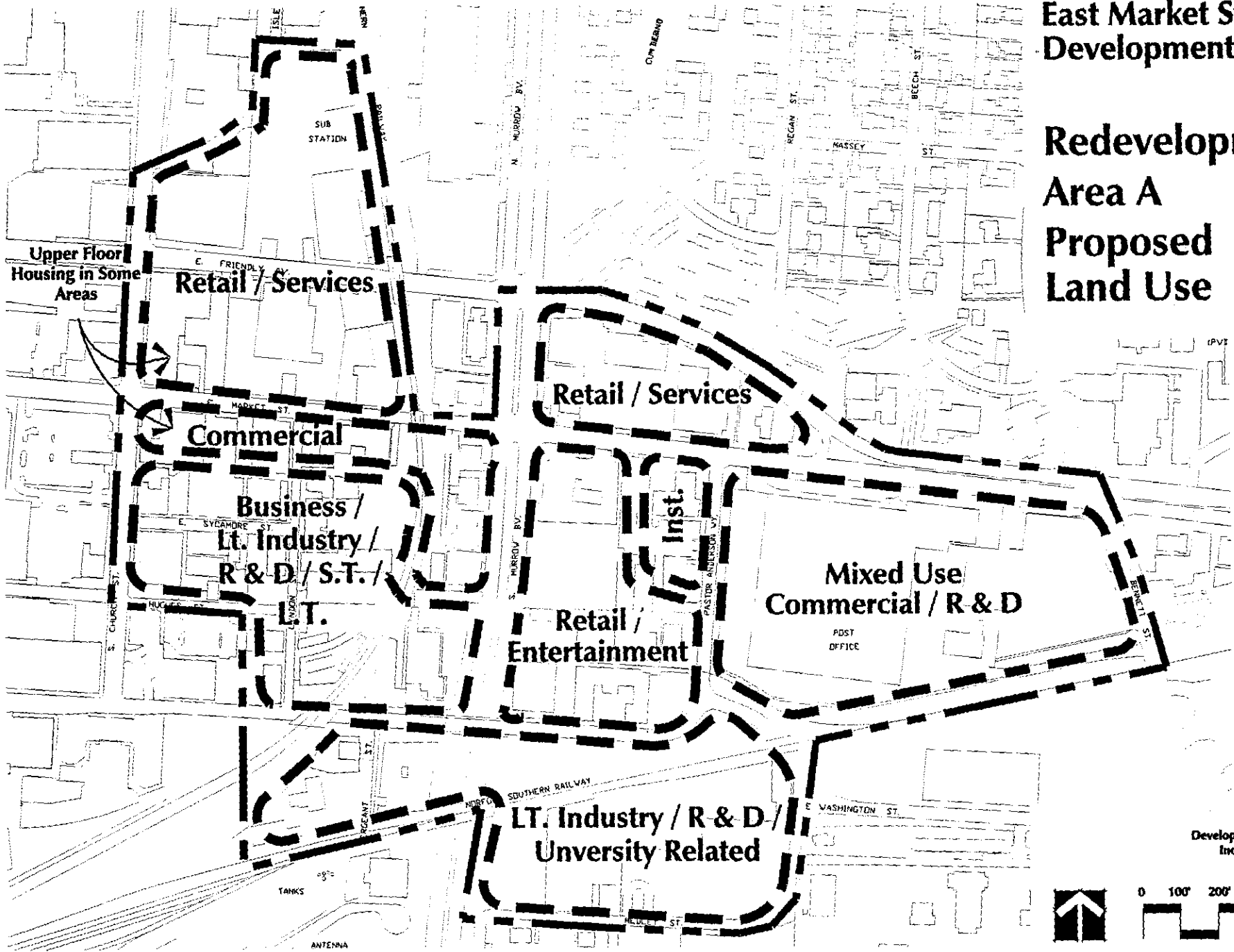
Current land uses cannot be left out of the plan. The churches are major stakeholders in the corridor. The needs of the churches must be addressed. This may include shared parking arrangements with the new commercial uses in the area.

*Light Industrial/Research and Development.* Three distinct parts of Area A have been targeted for light industrial/R&D uses. The existing post office facility on East Market Street is a prime target for future research and development activity, given its proximity to the railroad tracks, universities, and downtown. Also, all of the property south of E. Washington Street in the area is well suited for light industrial and research facilities. This area would also be linked to Bennett College, as they are currently considering university housing in a portion of this area. Finally, a majority of the space bounded by Church Street, Washington Street, E. Market Street, and the railroad tracks would be utilized by light industrial/research and development space. This area probably has the strongest potential for immediate short-term light industrial projects.

*Housing.* While not a dominant use in this area, there are several opportunities for additional housing activities that should not be overlooked. As mentioned above, land along Medley Street is being considered for Bennett College student housing. It is possible to devote the entire frontage of Medley to university-related housing, with research and development facilities behind it. Also, most of the commercial frontage along E. Market Street can contain upper-floor apartment uses. Other streets in this light industrial area may contain less intense uses (i.e. office related), which are conducive to upper-floor residential. However, upper-floor residential areas should be concentrated in limited areas, such as along E. Market Street and along Lyndon Street.

# East Market Street Development Plan

## Redevelopment Area A Proposed Land Use



Development Concepts  
Incorporated



### **Provisions and Requirements**

Any property acquired and sold by the Redevelopment Commission of Greensboro must be reused as indicated on the enclosed land use maps. All provisions of the City of Greensboro Zoning Ordinance (with any amended changes) will control new development.

### **Land Use Restrictions**

No covenant, agreement, lease, conveyance, or other instruments shall be effected or executed by the Redevelopment Commission of Greensboro or the purchasers of lessees from it (or any successors in interest or such purchasers or lessees), which restrict land in the area on the basis of creed, race, or color in the sale, lease, or occupancy thereof.



## ZONING CHANGES

Overall zoning changes should be made to reflect the proposed land uses within this redevelopment plan. Zoning should be flexible enough to allow a variety of opportunities without over-regulation. The following zoning changes are recommended as part of the redevelopment plan:

- 1) **Changing the zone classification in Redevelopment Area A in the portion bounded by Church Street, Lindsay Street, the railroad tracks, and E. Washington Street to a Conditional Use-Planned Unit Development Mixed District (CU-PDM) or a special overlay district.**

This classification should allow maximum flexibility to allow for a variety of uses, including commercial, retail, light industrial, research and development, and upper-floor residential providing that an overall site plan for the area is provided.

- 2) **Changing the zone classification in Redevelopment Area A in the portion bounded by E. Market Street, Murrow Blvd., E. Washington Street, and Pastor Anderson Way to a general business district (GB).**

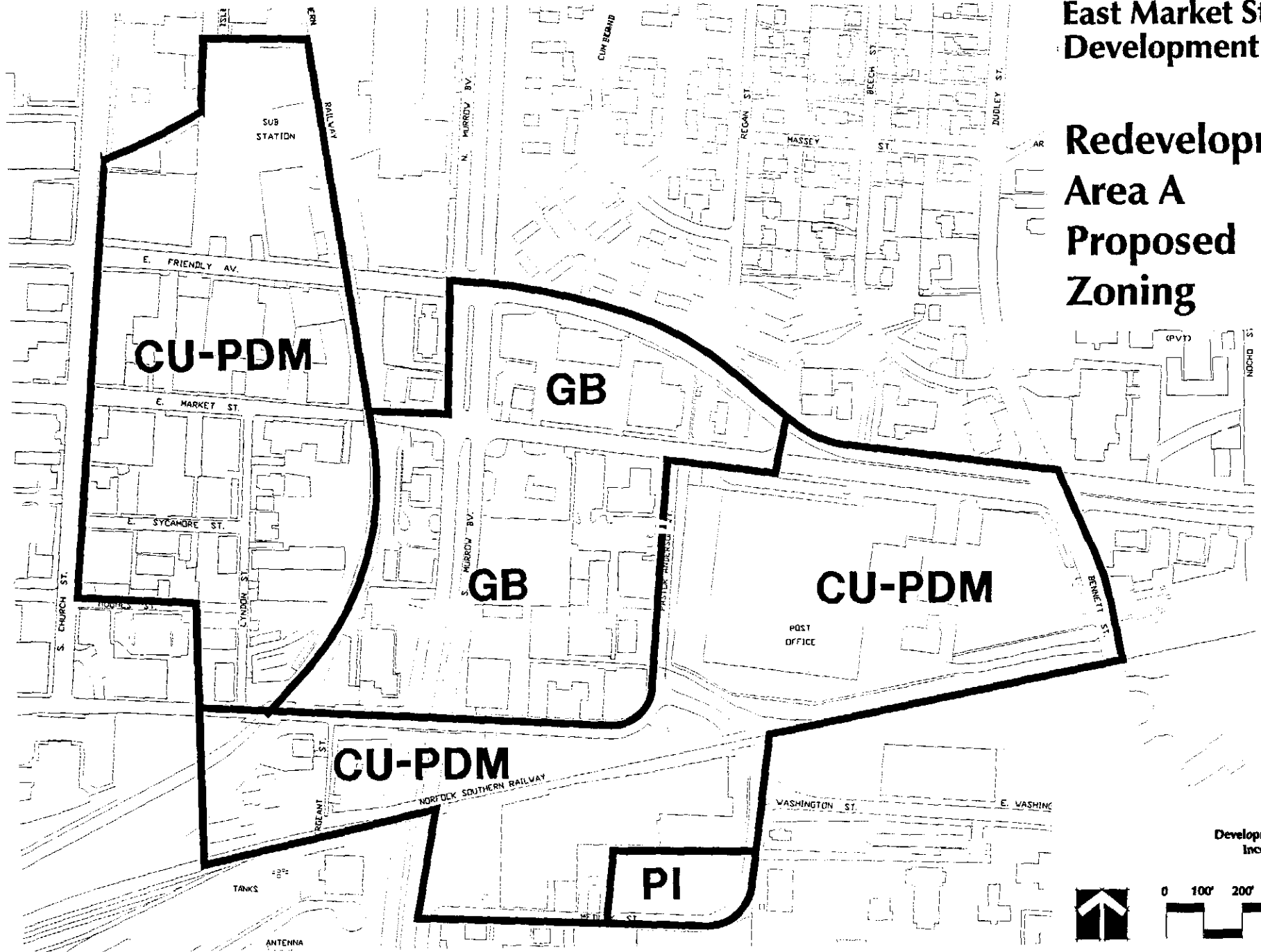
This classification will provide for a mix of retail, service, and entertainment uses. While E. Market Street's entire frontage is currently zoned GB, this classification should extend south to E. Washington, to allow for future retail, service, and entertainment uses.

- 3) **Changing the zone classification in the remainder of Redevelopment Area A (the post office site and everything south of E. Washington Street) to a Conditional Use - Planned Unit Development Mixed District (CU-PDM) or a special overlay district.**

This classification should allow for flexibility in terms of uses, including commercial, light industrial, research and development, and university-related housing.

# East Market Street Development Plan

## Redevelopment Area A Proposed Zoning



Development Concepts  
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**PROJECT FINANCING**

	Use	EMS Bond	Other Public Funding*	Private Funding**	Total
1	Site and Façade Enhancement	\$150,000	\$150,000	\$100,000	\$400,000
2	Site Acquisition	\$300,000	\$500,000	\$250,000	\$1,050,000
3	Development Leveraging	\$500,000	\$500,000	\$500,000	\$1,500,000
4	Business Development	\$0	\$200,000	\$200,000	\$400,000
5	EMSC - Street Infrastructure	\$50,000 (Study)	\$5,000,000	\$250,000	\$5,300,000
6	Neighborhood Support Activities	\$0	\$150,000	\$150,000	\$300,000
7	Market Analysis	\$0	\$60,000	\$0	\$60,000
8	Environmental Analysis/Remediation	\$0	\$500,000	\$500,000	\$1,000,000
	Total	\$1,000,000	\$7,060,000	\$1,950,000	\$10,010,000

\* Local, State, and Federal funding

\*\* Private foundations and corporate donations

This is the assumed budget for the next 3 to 5 years

## PROPERTY ACQUISITION

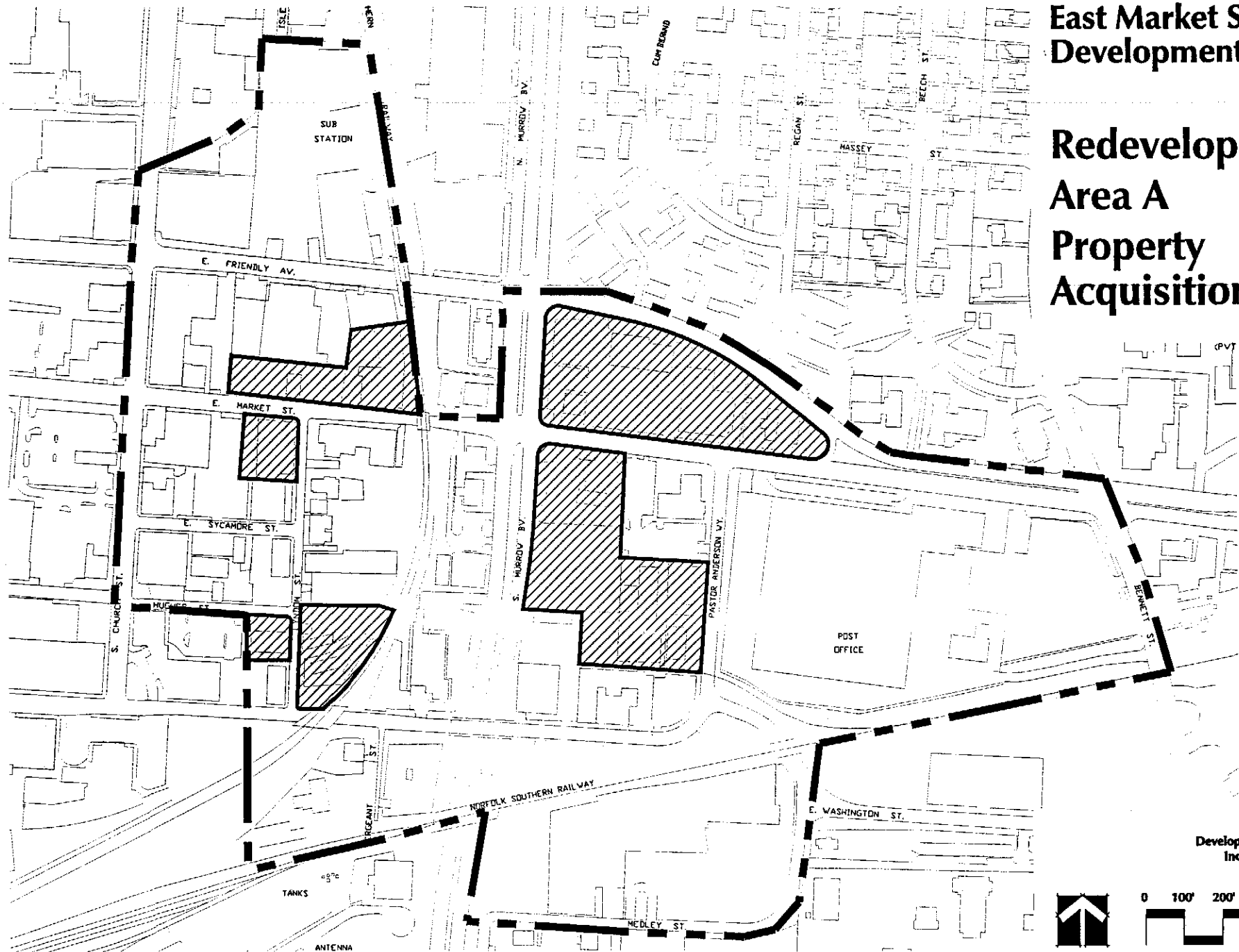
In isolated instances the City will acquire land, either under contract or option, and offer it for sale to developers through an RFP process. In cases where the City will purchase land, they will hold the land for as short of time as possible and capture the majority of the original purchase price upon disposition of the land to the private sector. The City will only purchase property when the prospect of a development project that serves a strong community need will follow. The parcels highlighted on the next map are those earmarked for acquisition.

### Relocation Procedures

Any necessary relocations resulting from the purchase of private property by the Redevelopment Commission of Greensboro in accordance with this plan shall be carried out in accordance with the "City Relocation Policy." Copies of this policy document are available from the Department of Housing & Community Development.

# East Market Street Development Plan

## Redevelopment Area A Property Acquisition



Development Concepts  
Incorporated



0 100' 200' 300' 400'



## REDEVELOPMENT PROCESS

The East Market Street development and redevelopment plans designate the EMSC as a development priority for the City and affected neighborhoods. Such a designation sends a message to potential investors and developers that the area is preparing for positive change. The City's attention to the EMSC signals that public improvements and infrastructure upgrades are forthcoming. The discussion in the plans regarding specific commercial, light industrial, and housing developments sets a development tone that is both defined and predictable. These are all positive outcomes resulting from a planning process. Equally as important, by reading these plans the development community can better understand the roles of the City of Greensboro, the East Market Street Development Corporation, and other key entities in the development process. Each of these elements equates to an improved environment for development in the East Market Street Corridor.

This improved development environment will make it easier to attract both local and national developers interest to the area. As developers consider potential investments in the East Market Street Corridor, a clearly defined and workable process for handling them must be in place. Developers wishing to utilize community resources or in need of City and neighborhood approvals will need to know the best method for securing information. Every workable community development process has a well-defined front door, and the East Market Street Corridor development program should not be an exception. A process that has been designed with forethought in the developer's mind will allow desired projects to move forward as smoothly as possible. This process will make the necessary information accessible to all parties and encourage strong private/public partnerships. Rather than simply talking about projects, this process will assure that viable projects are moved forward to implementation and completion with the City and neighborhood support.

Throughout the East Market Street Corridor development program, the East Market Street Development Corporation shall serve as the "lead agent" responsible for primary contact with interested parties and plan implementation. Development inquiries and responses should be handled directly by the EMSDC. The City of Greensboro, through the Department of Housing and Community Development, will serve a support function and will inevitably field some inquiries. The HCD staff should forward those inquiries to the EMSDC. The EMSDC and city staff will meet regularly to discuss development inquiries and their progress. Standard procedures for providing critical information and encouragement should be in place for responding to inquiring developers and citizens. If the proposed project appears merit-worthy, the developer will be provided information needed to move that project forward. Determination will be made on potential resources needed to assist with the project and the approvals needed from

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*As developers consider potential investments in the East Market Street Corridor area, a clearly defined and workable process for handling them must be in place.*

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*The East Market Street Development Corporation shall serve as the "lead agent" responsible for primary contact with interested parties and plan implementation.*

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*It is recommended that the City of Greensboro's Housing and Community Development Department and the East Market Street Development Corporation designate monthly meetings to discuss the status of development opportunities.*

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*A process with well-defined steps establishes a predictable development environment that often is the difference between successful development initiatives and simply talking about what development is desired.*

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both the EMSDC and the City. The appropriate roles for both the East Market Street Development Corporation and the City that best represent the neighborhoods will be determined through these discussions. Monthly meetings between the EMSDC and City should be used to share information about potential developments. A common list of development inquiries and their statuses should be kept in each office. As inquiries move forward to actual opportunities, the roles of each entity should be defined, and follow-up activities should be delegated for presentation at the monthly meetings.

In addition to defining needed approvals, resources, and roles for the two organizations, a timetable for implementation should be established as potential projects move from the "inquiry stage" to viable development prospects. This timetable should make it clear to all involved that the specific development opportunity has become a neighborhood and city priority. The establishment of the timetable should indicate that both the East Market Street Development Corporation and the City now have an action plan with the developer that all parties can follow. This plan of action will identify key steps that must be completed in order to move the project to implementation.

It is believed a process that designates the East Market Street Development Corporation as the lead agent, with the City of Greensboro's Department of Housing and Community Development playing a supporting role, will send a positive message to the development community. It will indicate that both parties are working in partnership to encourage significant new development in the East Market Street Corridor. A process with well-defined steps establishes a predictable development environment that often is the difference between successful development initiatives and simply talking about what development is desired. Coordination between the East Market Street Development Corporation and the City is critical if any major new development is to occur any time soon. The process as defined above will help assure that success will occur.

## EAST MARKET STREET DEVELOPMENT CORPORATION ROLES

The East Market Street Development Corporation (EMSDC) has been designated by the City of Greensboro as the "lead agent" for the revitalization of the East Market Street Corridor. Given the public improvements and development objectives for the corridor, the lead agent role encompasses a number of responsibilities. The EMSDC will be responsible for **facilitating, promoting, and sponsoring** new investment in the East Market Street Corridor. It is important that the EMSDC actively pursues each of these functions. A summary of each activity is provided below.

**Promote Investment** - The EMSDC will pursue new investment by identifying/defining priority opportunities in the corridor. An effort will be made to match these opportunities with individuals who are able and willing to take advantage of them. Marketing the corridor to business people and entrepreneurs will be a critical role for the EMSDC.

**Facilitate New Investment** - The EMSDC will solicit developers and coordinate development activity in the area. The EMSDC and the City of Greensboro will develop criteria for the use of bond funds in developer projects. The EMSDC will assist developers that meet the community's objectives in securing needed development approvals and, where appropriate, provide resources to move developments to the implementation stage.

**Sponsor New Investment** - When necessary, the EMSDC will consider becoming directly involved in investing in the corridor. In most instances, this will entail partnering with a private sector entity to move a new investment forward.

The EMSDC, as lead agent, will also be responsible for partnering with the City of Greensboro to implement public improvements and to develop specific community programs. The partnership will work on the following initiatives:

- Reconfiguration of East Market Street
- Streetscape and beautification
- Stepped-up code enforcement
- Developing land acquisition strategy
- Minority/entrepreneurial business development
- Development leveraging
- Site and facade improvement program

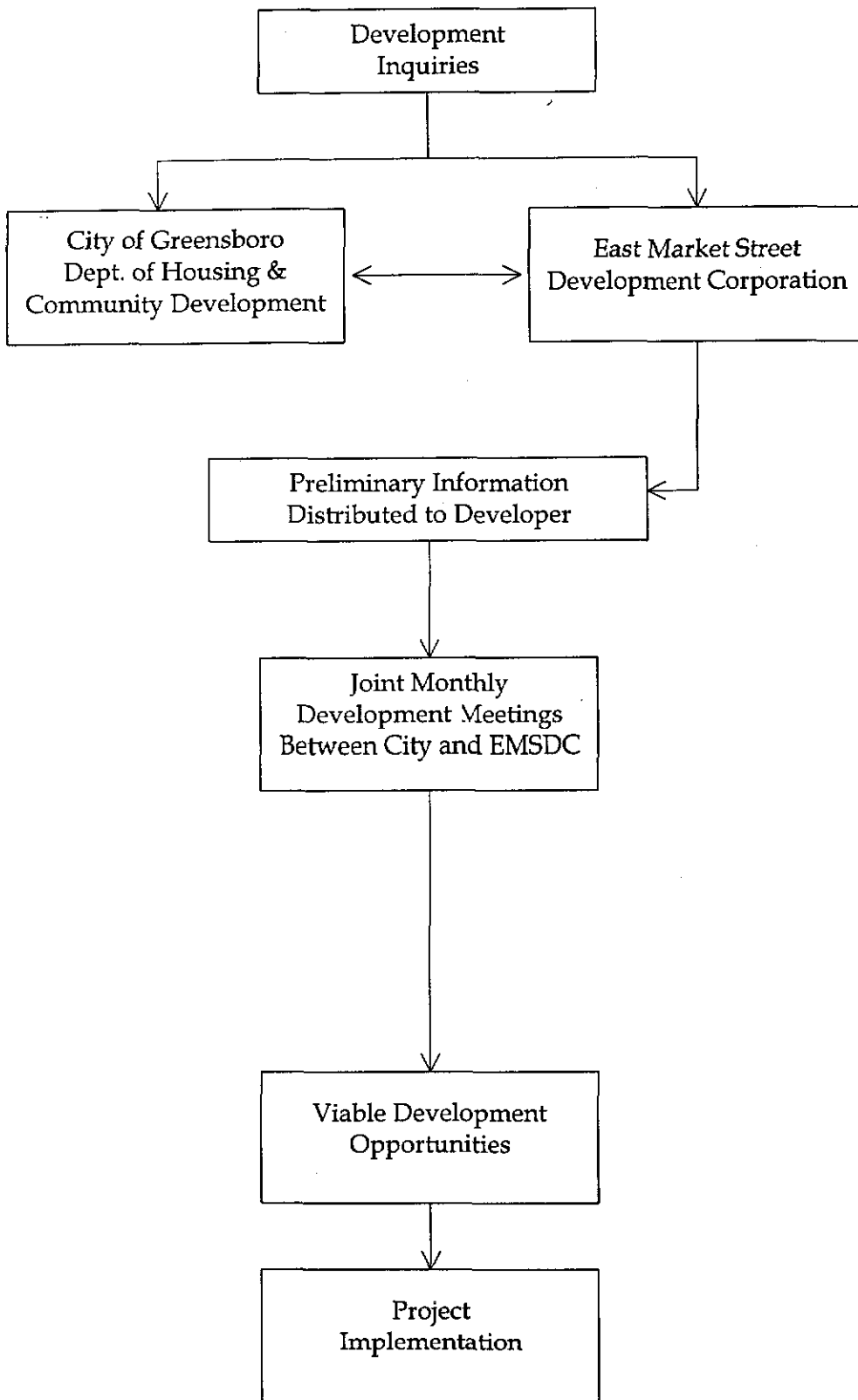
It is anticipated to carry out many of the goals of the plan, the City of Greensboro will contract with the EMSDC for specific programs and services. In the scope of these contacts the specific roles and responsibilities for the City of Greensboro, the Redevelopment Commission, and the EMSDC will be identified. These contracts will also include performance measures to ensure the goals of the plan are being addressed.

Additional funds over and above the \$1,000,000 bond issue will be needed to pursue the goals of this plan. As the lead agent, the EMSDC will be responsible for investigating and pursuing additional funding options. As a community development corporation, the EMSDC is in a unique position of pursuing funding options through a variety of sources, including private foundations and lending institutions as part of the Community Reinvestment Act (CRA). *It will be the EMSDC's role to pursue and secure additional funding needed to meet the goals and objectives of this development and redevelopment plan.*

The EMSDC will help to organize the community. Stakeholder involvement in program development and public improvement initiatives is essential. The EMSDC will work with corridor institutions, businesses, and residents to inform them of activities and to seek their support in assisting with their implementation.

The EMSDC will provide an annual report that documents progress on the planning objectives for the corridor. Development and corridor improvement accomplishments will be highlighted. The annual report will inform the community of major achievements and also outline upcoming activities.

It is anticipated that the role of the development corporation will expand with increased experience, increased resources, and assistance from the City of Greensboro.



**Lead Agent**

*The East Market Street Development Corporation has been designated as the "lead agent" for the corridor.*

### REDEVELOPMENT PROJECT SELECTION CRITERIA

The following design criteria are intended to provide guidance and objectivity in deciding upon the eligibility of development proposals within the East Market Street Corridor:

- 1) Does the proposal demonstrate design qualities that will make the project harmonize with existing and future construction and architecture in the EMSC?
- 2) Do the proposal's plans and specifications indicate what the construction quality will be equal to or greater than the standards expected in the EMSC?
- 3) Does the developer have a strong track record with developing similar projects and working in this market successfully?
- 4) How well does the entire proposal package (marketing & sales, shelter product, amenities, etc.) target the sought-after buyer?
- 5) Will this project make a special contribution to the corridor's neighborhood revitalization efforts overall? Will it stimulate more activity and investment from the private sector?
- 6) Is this developer likely to maintain an ongoing involvement in the EMSC by doing more projects and making more investment in the area? Does this developer have an existing investment in the EMSC?
- 7) Can this developer be expected to take on a leadership role in bringing about a revitalized area?
- 8) What is the financial wherewithal of this developer? Is it sufficient for this project?
- 9) Has the developer prepared an adequate market study and assessment and made adequate financial projections to improve chances of success?
- 10) Has the developer submitted commitment letter(s) from financial institutions for construction financing? What are the terms? What is the ratio of private to public dollars in the project?
- 11) Will the developer have an adequate long-term investment in the project?

- 12) Has the project received any special support or endorsement from the EMSC community or, conversely, has it received an unfavorable reaction from the community?
- 13) Does the developer have a strong reputation for the type of development they are proposing?

These thirteen evaluation criteria are listed as tentative items that both the East Market Street Development Corporation and the City of Greensboro can utilize in determining the viability of proposed projects within the EMSC area. Through a joint effort between the EMSDC and the City, additional criteria can and should be outlined and added to this initial list. All criteria factors must be agreed upon by the East Market Street Development Corporation and the City of Greensboro's Department of Housing and Community Development and be submitted for approval by the Redevelopment Commission of Greensboro. No funds will be designated for joint projects until these criteria are developed and approved.

#### PROCEDURE FOR CHANGES TO APPROVED PLAN

The Redevelopment Commission of Greensboro may modify the Redevelopment Plan at any time, provided that if it is modified after the lease and sale of property affected by the change, the modification must be consented to in writing by the owner of such property.

In the instances where the proposed modification would substantially change the Redevelopment Plan as approved by City Council, the modification must similarly be approved by the City Council of Greensboro.

Where the proposed modification would alter the plan of acquisition, or specific parcels within the designated or modified areas, in any manner not currently permitted under the provisions of this document, the modification must also be approved by the City Council of Greensboro.

# EAST MARKET STREET AREA B REDEVELOPMENT PLAN

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### AUTHORITY FOR PLAN

The Redevelopment Commission of Greensboro has prepared this redevelopment plan for the East Market Street Corridor for approval, in consultation with the Planning Committee for the East Market Street Development Corporation. The redevelopment plan is pursuant to the North Carolina Urban Redevelopment Law, General Statutes of North Carolina. All activities are to be carried out by the Redevelopment Commission of Greensboro under contract with the City of Greensboro. In addition, the EMSDC will work closely with the Redevelopment Commission of Greensboro and the City of Greensboro to oversee and implement specific activities outlined in the remainder of this plan.

### BOUNDARY DESCRIPTIONS

On April 15, 1998 the Greensboro Planning Board established the planning boundaries for this area and found it met the requirements for a nonresidential redevelopment area.

*Note: All boundaries referenced by streets shall include both sides of the street, unless otherwise noted.*

#### **Redevelopment Area B - Nonresidential**

Beginning at the intersection of E. Market St. and Ivy St. Rp., extending north along Ivy St. Rp. to the point where it curves into Huffman St. Extending north along Huffman St. approximately 100 feet to the northern property line of a single family residence. Extending east along this property line approximately 250 feet, at which point the property line extends south approximately 50 feet. Continuing along this property line, extending east approximately 150 feet beyond the intersection with Shaw St. Extending north along the eastern boundaries of single family homes property lines to the intersection with Stanley St. Extending east along Stanley St. to the intersection with Winston St. Extending south along Winston St. approximately 100 feet to the northern property line of East Market Plaza. Extending east along the fenced property line to Durham St. Extending north along Durham St. to the intersection of Charlotte St. Extending east along Charlotte St. to the intersection of Raleigh St. Extending south along Raleigh St. to the intersection of E. Market St. Extending west along E. Market St. to the intersection of Ivy St. Rp., hence the point of beginning.

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*Total Structures in  
Area B: 15*

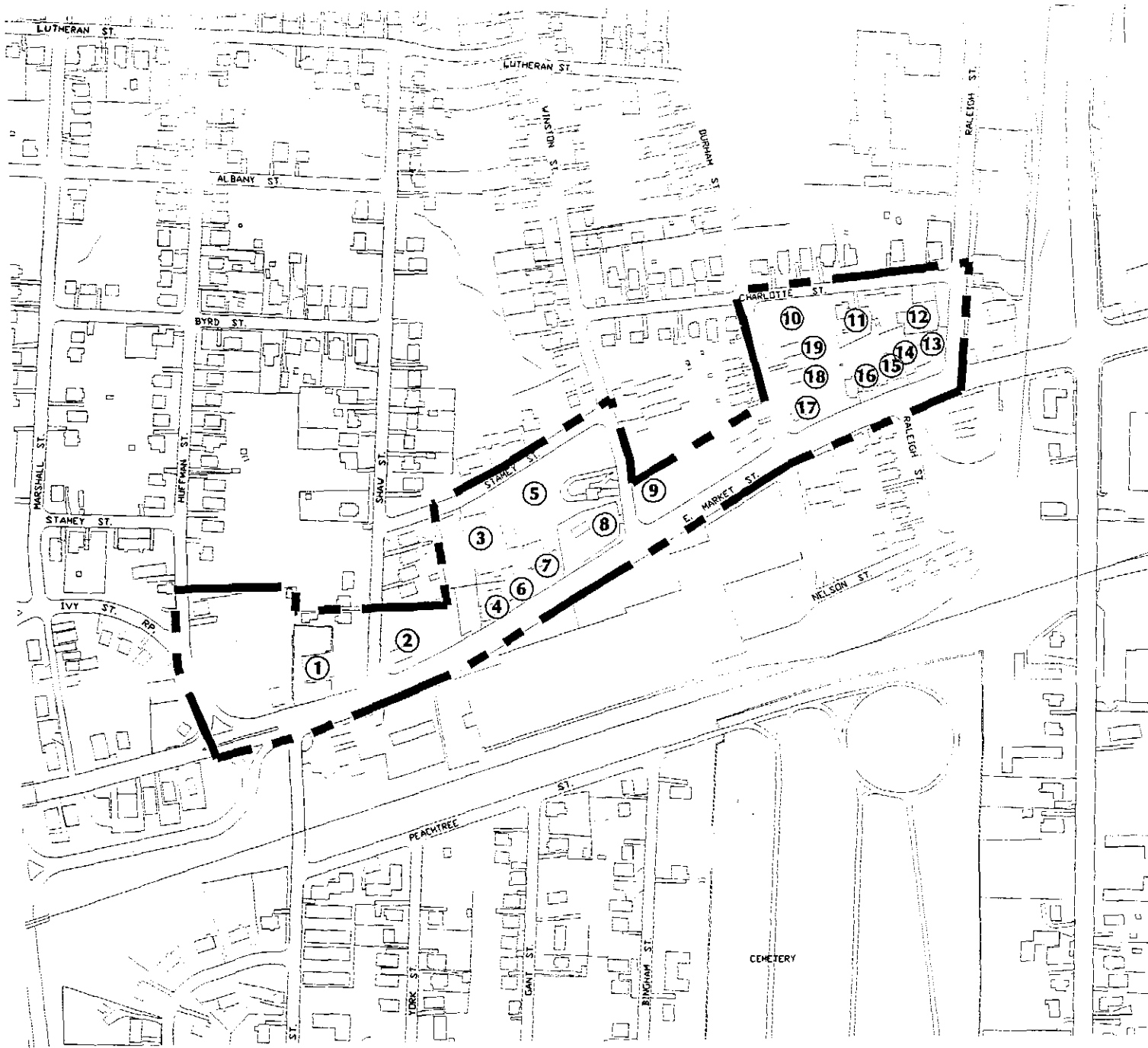
*Total Structures in  
Blighted Condition: 12*

*Percentage of Structures  
in Blighted Condition:  
80%*

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# East Market Street Development Plan

## Redevelopment Area B Boundaries & Existing Land Use



Development Concepts  
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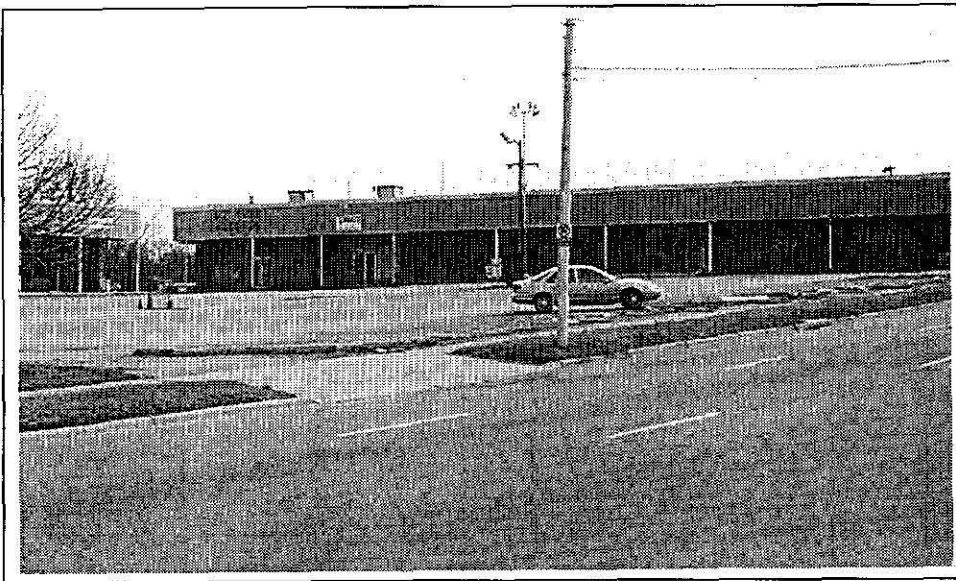
**Key to Redevelopment Area A Boundaries & Existing Land Use Map**

- 1) Red Hanger Formal Wear/Barber Shop/Funeral Home. E. Market St.
- 2) Car Repair/Outside Storage. 2011 E. Market.
- 3) Armed Forces Lodge. Staney St.
- 4) Lumber yard/storage area. 2025 E. Market.
- 5) Vacant land.
- 6) Thrifty Market. 2029 E. Market.
- 7) Church/Barber Shop. 2033 E. Market.
- 8) Auto sales.
- 9) Commercial center (9 stores, 10,000 s.f.).
- 10) Vacant lots. 4 or 5 total. Durham and Charlotte.
- 11) S.F. home for sale. Charlotte.
- 12) Pool hall/empty construction place/outside storage. 103-107 Raleigh.
- 13) Church. 2219 E. Market St.
- 14) Vacant lot next to church.
- 15) S.F. house. 2211 E. Market.
- 16) Vacant land.
- 17) S.F. house. 2201 E. Market.
- 18) Duplex. 106 A-B Durham.
- 19) Duplex. 108 A-B Durham.

## REDEVELOPMENT PLAN OBJECTIVES

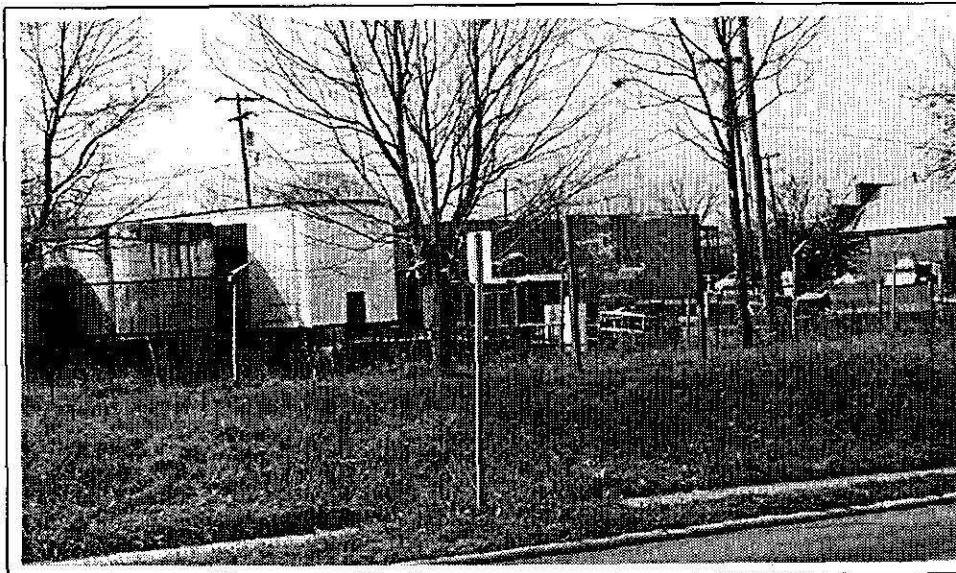
The redevelopment plan shall accomplish the following primary objectives:

- 1) Eliminate blighting factors and conditions.
- 2) Revise existing land uses.
- 3) Provide new retail, housing, and business opportunities.
- 4) Provide needed physical improvements.



545  
**East Market Street  
Blighted Conditions**

*Vacant, abandoned structures such as the Cumberland Shopping Center, combined with outdoor storage areas with improper screening and buffering provide an overall aesthetic appearance that is not conducive to attracting new investment to the corridor.*



## PROPOSED ACTIONS

The overriding goal of the East Market Street Redevelopment Plan is to create public/private partnerships needed to stimulate new investment along the East Market Street Corridor. In order to accomplish this goal, the following proposed actions are recommended:

- 1) **Physical improvements.** Throughout the planning process, residents and businesses expressed a strong need to improve the overall physical appearance of the corridor. With respect to physical improvements, actions may involve the following activities:
  - *Transportation enhancements.* Potential activities include the reduction of East Market Street's traffic lanes between Murrow Boulevard and U.S.29, the addition of on-street parking, enhancing sidewalks and pedestrian crossing areas, and providing alternative transportation systems throughout the area.
  - *Streetscape enhancements.* Activities include enhancing street lighting, improving the general landscaping and signage along East Market Street, providing street furniture in designated segments of the corridor, and providing funding for site and façade improvements for businesses.
  - *Code enforcement.* Enhanced code enforcement activities to ensure that properties are able to maintain specific standards, with particular emphasis on elements such as outdoor storage, screening, and buffering.
  - *Infrastructure.* Funding to upgrade and enhance existing infrastructure, where needed to help stimulate new private investment. Infrastructure activities could include road realignment, sidewalk improvements, water and sewer line extensions, and new road construction.
  
- 2) **Business Development.** Efforts will be made to provide business development activities and programs. This will be done through the provision of new light industrial and research and development facilities and through the formation of new partnerships between existing businesses, the EMSDC, and the universities. Efforts will also be made to assist new retail and commercial enterprises. Emphasis will be placed on encouraging the creation and coordination of support activities targeted toward minority business development.

3) **Leveraging Private Sector Investment.** Funding will be used to leverage significant private investment consistent with the goals and objectives of this redevelopment plan. In order to reduce developer's risk and increase the opportunities for new development, funding may be utilized for miscellaneous expenses related to a specific development project. Eligible development costs would NOT include basic, hard construction costs, but funding may be provided for the following:

- . Environmental testing and remediation
- . Building demolition
- . Utility improvements
- . Sitework (i.e. grading, clearance, etc.)
- . Site preparation and clean up
- . Permit or hook-up fees
- . Surveying or recording costs
- . Interest rate write downs
- . Gap financing
- . Low interest loans

4) **Land acquisition.** Acquisition of blighted structures, or conflicting land use areas, is an important part of the redevelopment strategy. While some people are reminded of the urban renewal effort of the 1960s, which negatively impacted the rich history of commerce along East Market Street, land acquisition is necessary to achieve the objectives with respect to encouraging new investment and development activity. Public acquisition will be used as a last resort and in specific instances where there is a strong likelihood a development project that meets a community need will follow. In such cases, affected property owners will be worked with closely. It will be the goal of the City and the community to either integrate an existing business or resident into the development, if appropriate, or identify another suitable site. The Property Acquisition section describes specific properties and acquisition proceedings.

**EAST MARKET STREET CORRIDOR  
SHORT-TERM STRATEGIES**

	<b>Strategy</b>	<b>Benchmark</b>	<b>Timeframe</b>
<b>1</b>	Narrowing East Market Street from six lanes to four lanes between Murrow Street and U.S. 29.	<ol style="list-style-type: none"> <li>1) Initiate 6-month study effort</li> <li>2) Validate conclusions w/ technical support</li> <li>3) Final recommendations from GDOT</li> <li>4) Design construction</li> <li>5) Begin construction</li> </ol>	<ol style="list-style-type: none"> <li>1) Summer 1998</li> <li>2) Fall 1998</li> <li>3) Fall 1998</li> <li>4) Spring 1999</li> <li>5) Fall 1999</li> </ol>
<b>2</b>	Forge partnerships among Bennett College, NC A&T State University, and the EMSDC for an entrepreneurship and minority business-development co-operative program.	<ol style="list-style-type: none"> <li>1) Program definition</li> <li>2) Identify targeted site(s)</li> <li>3) Develop resource base</li> <li>4) Implementation</li> </ol>	<ol style="list-style-type: none"> <li>1) Fall/Winter 1999</li> <li>2) Spring 2000</li> <li>3) Summer/Fall 2000</li> <li>4) Winter 2000/Spring 2001</li> </ol>
<b>3</b>	Beautification and streetscape enhancements to designated portions of the corridor.	<ol style="list-style-type: none"> <li>1) Secure architecture firm</li> <li>2) Define program</li> <li>3) Cost estimates for first phase</li> <li>4) Assemble preliminary designs</li> <li>5) Implementation</li> </ol>	<ol style="list-style-type: none"> <li>1) Summer 1998</li> <li>2) Fall 1998</li> <li>3) Fall 1998</li> <li>4) Spring 1999</li> <li>5) Spring 1999</li> </ol>
<b>4</b>	Façade and site improvements program to upgrade specific areas within the corridor.	<ol style="list-style-type: none"> <li>1) Define program</li> <li>2) Solicit community input</li> <li>3) Establish support and participation from financial institutions.</li> <li>4) Target initial sites</li> <li>5) Implementation of first phase</li> </ol>	<ol style="list-style-type: none"> <li>1) Fall 1998</li> <li>2) Winter 1998/Spring 1999</li> <li>3) Summer 1999</li> <li>4) Fall 1999</li> <li>5) Winter 1999/Spring 2000</li> </ol>

	Strategy	Benchmark	Timeframe
5	Target selected parcels within study area for new development opportunities.	<ol style="list-style-type: none"> <li>1) Consensus reached by the EMSDC Board</li> <li>2) Identify method of opening up available development sites</li> <li>3) Initiate development process</li> </ol>	<ol style="list-style-type: none"> <li>1) Summer 1998</li> <li>2) Summer/Fall 1998</li> <li>3) Fall/Winter 1998</li> </ol>
6	<p>Create viable development programs for following four projects:</p> <ol style="list-style-type: none"> <li>1) Housing project on far east side</li> <li>2) E. Market Street commercial projects</li> <li>3) Light Industrial/R &amp; D facility</li> <li>4) Housing project on 10-acre site</li> </ol>	<ol style="list-style-type: none"> <li>1) Initiate contact with lending institutions and private developers</li> <li>2) Establish a public/private partnership needed to make projects a reality</li> <li>3) Begin implementation of first project</li> <li>4) Begin implementation of second project</li> </ol>	<ol style="list-style-type: none"> <li>1) Fall 1998</li> <li>2) Winter 1998/1999</li> <li>3) Spring 1999</li> <li>4) Spring 2000</li> </ol>
7	Establish a partnership with NC A&T on a master plan for a hotel, business center, civic facility, and student services area on E. Market Street across from campus.	<ol style="list-style-type: none"> <li>1) Contact with NC A&amp;T</li> <li>2) Defining program roles</li> <li>3) Implementation</li> </ol>	<ol style="list-style-type: none"> <li>1) Summer/Fall 2000</li> <li>2) Winter 2000/Spring 2001</li> <li>3) Summer/Fall 2001</li> </ol>
8	Enact programs for business development.	<ol style="list-style-type: none"> <li>1) Identify needs for existing businesses</li> <li>2) Identify needs for new business opportunities</li> <li>3) Identify resource base</li> <li>4) Implementation</li> </ol>	<ol style="list-style-type: none"> <li>1) Summer 1999</li> <li>2) Summer 1999</li> <li>3) Fall/Winter 1999</li> <li>4) Winter 1999/Spring 2000</li> </ol>

## LAND USE RECOMMENDATIONS

*Housing.* Additional housing development would be provided throughout Redevelopment Area B, with particular emphasis along Stamey Street, Durham Street, and Charlotte Street. Pockets of new housing development might also be appropriate directly off of East Market Street. New housing in this area could consist of apartments, townhouses, and new single-family homes. Housing should be able to appeal to both owners and renters.

*Retail/Services.* While major retail development is more appropriate in segments of Area A there are opportunities for additional "neighborhood-oriented" retail and personal services along the north side of East Market Street. The 10,000 square foot East Market Plaza shopping area between Durham and Winston enjoys considerable success, and similar retail uses could be viable on either side of this existing center, particularly if new housing is constructed in the area.

### **Provisions and Requirements**

Any property acquired and sold by the Redevelopment Commission of Greensboro must be reused as indicated on the enclosed land use maps. All provisions of the City of Greensboro Zoning Ordinance (with any amended changes) will control new development.

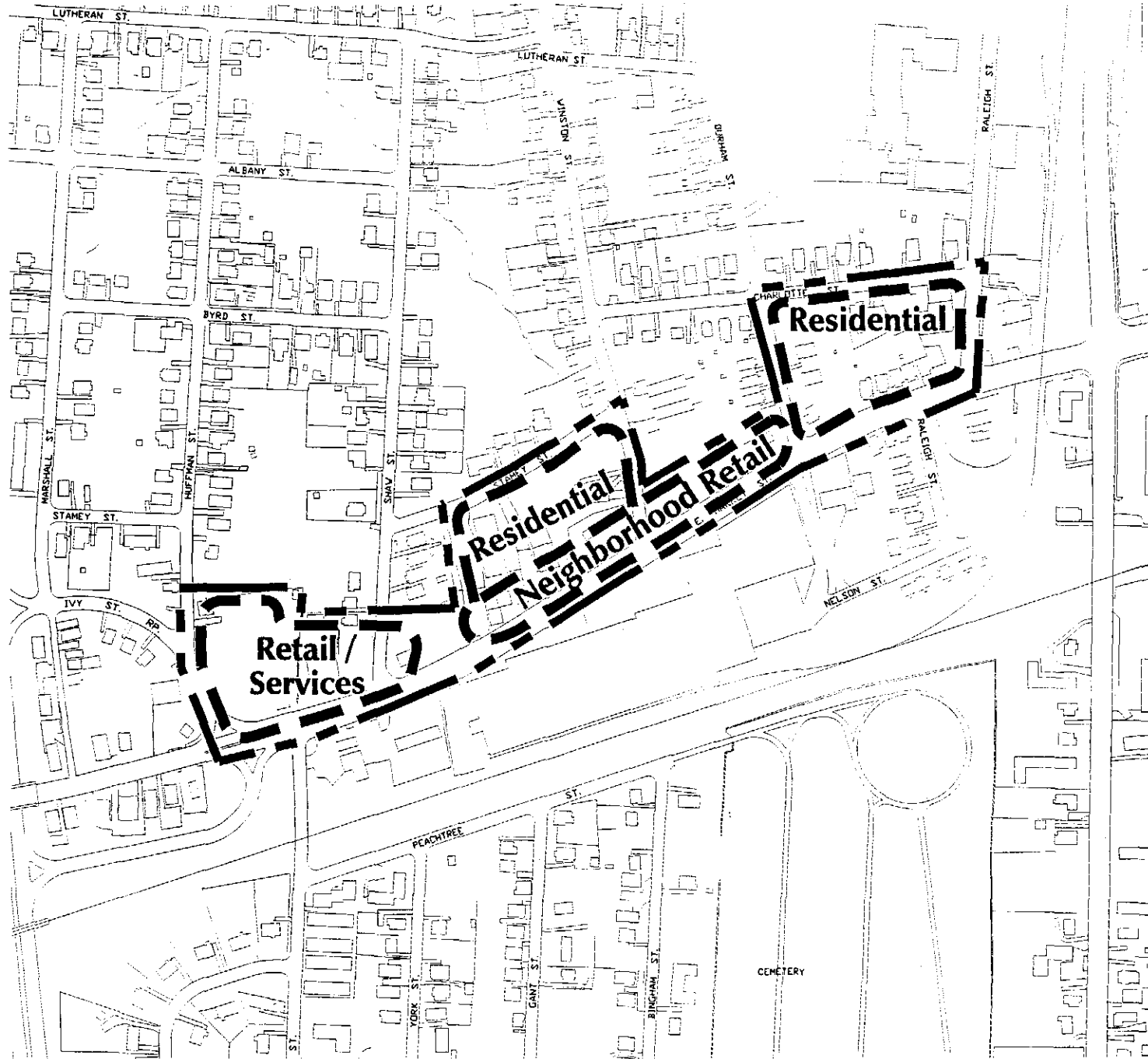
### **Land Use Restrictions**

No covenant, agreement, lease, conveyance, or other instruments shall be effected or executed by the Redevelopment Commission of Greensboro or the purchasers of lessees from it (or any successors in interest or such purchasers or lessees), which restrict land in the area on the basis of creed, race, or color in the sale, lease, or occupancy thereof.

# East Market Street Development Plan

## Redevelopment Area B

### Proposed Land Use



Development Concepts  
Incorporated

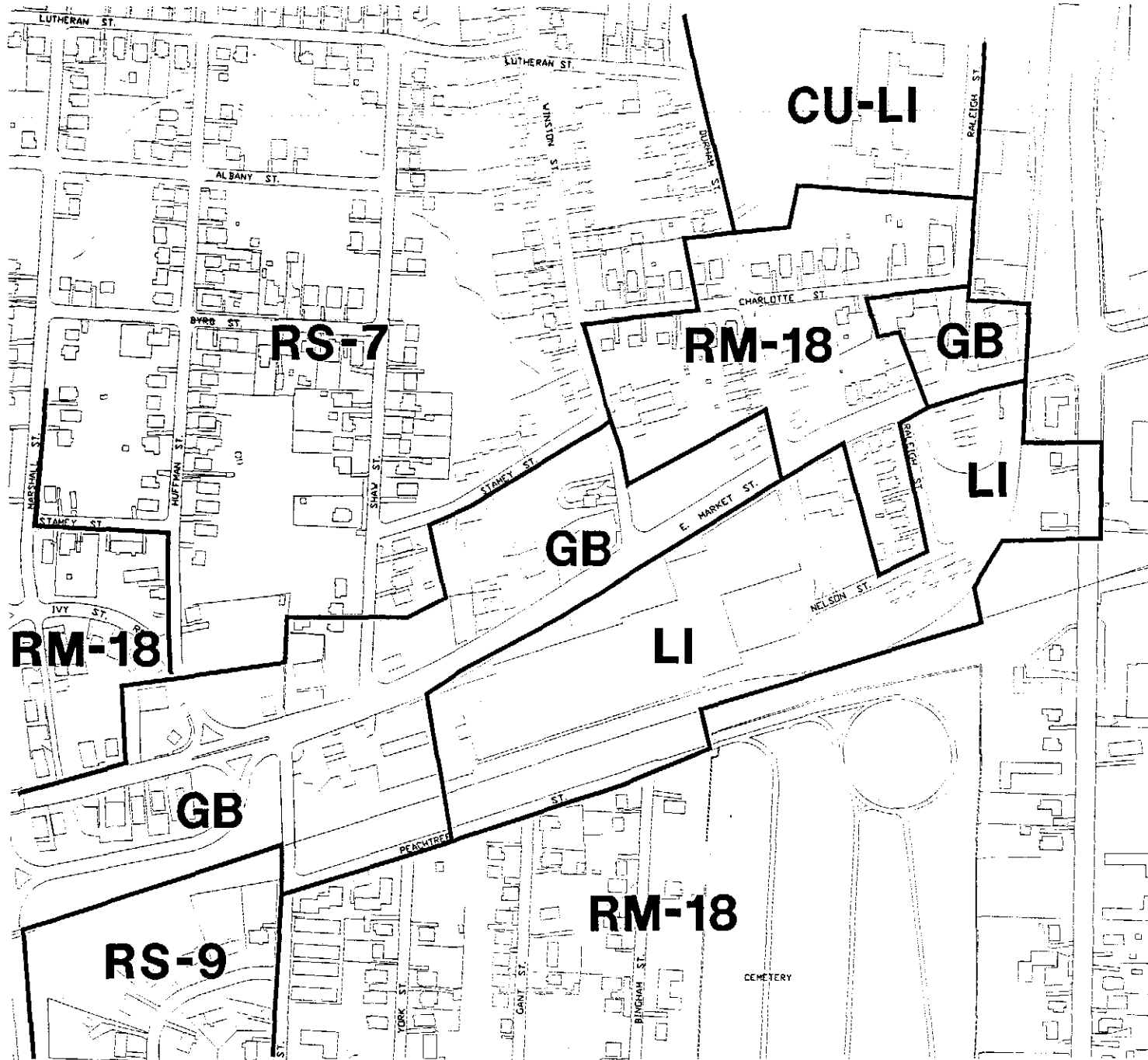


0 100' 200' 300' 400'



# East Market Street Development Plan

## Redevelopment Area B Existing Zoning



Development Concepts  
Incorporated



0 100' 200' 300' 400'



## ZONING CHANGES

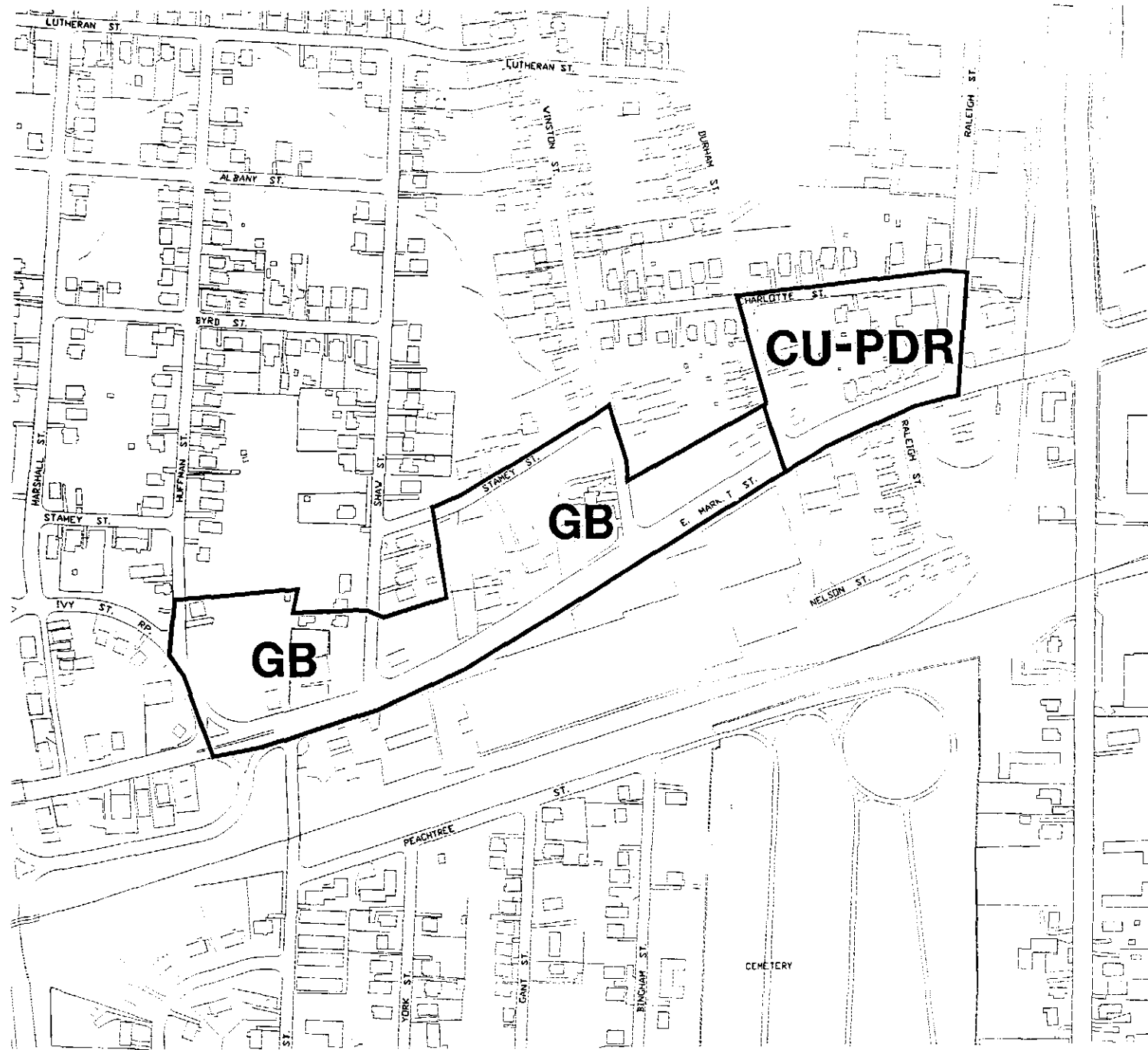
Overall zoning changes should be made to reflect the proposed land uses within this redevelopment plan. Zoning should be flexible enough to allow a variety of opportunities without over-regulation. The following zoning changes are recommended as part of the redevelopment plan:

- **Changing the zone classification for the portion of Redevelopment Area B bounded by Durham Street, Raleigh Street, Charlotte Street, and E. Market Street to a Conditional Use-Planned Unit Development Residential District (CU-PDR).**

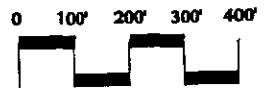
This classification would allow for a mix of housing types and neighborhood commercial uses with maximum flexibility.

# East Market Street Development Plan

## Redevelopment Area B Proposed Zoning



Development Concepts  
Incorporated



**PROJECT FINANCING**

	Use	EMS Bond	Other Public Funding*	Private Funding**	Total
1	Site and Façade Enhancement	\$150,000	\$150,000	\$100,000	\$400,000
2	Site Acquisition	\$300,000	\$500,000	\$250,000	\$1,050,000
3	Development Leveraging	\$500,000	\$500,000	\$500,000	\$1,500,000
4	Business Development	\$0	\$200,000	\$200,000	\$400,000
5	EMSC - Street Infrastructure	\$50,000 (Study)	\$5,000,000	\$250,000	\$5,300,000
6	Neighborhood Support Activities	\$0	\$150,000	\$150,000	\$300,000
7	Market Analysis	\$0	\$60,000	\$0	\$60,000
8	Environmental Analysis/Remediation	\$0	\$500,000	\$500,000	\$1,000,000
	Total	\$1,000,000	\$7,060,000	\$1,950,000	\$10,010,000

\* Local, State, and Federal funding

\*\* Private foundations and corporate donations

This is the assumed budget for the next 3 to 5 years

### **PROPERTY ACQUISITION**

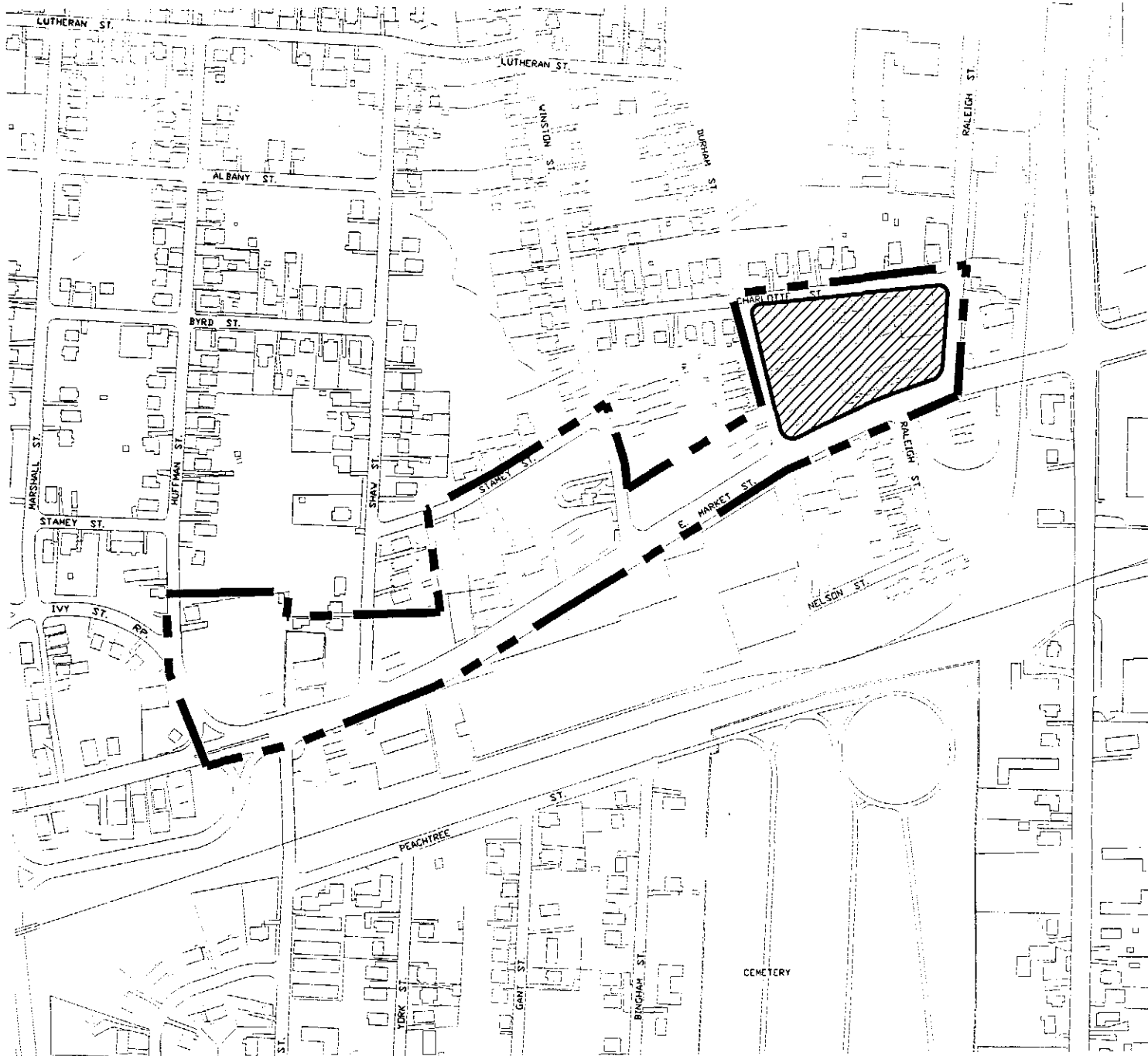
In isolated instances the City will acquire land, either under contract or option, and offer it for sale to developers through an RFP process. In cases where the City will purchase land, they will hold the land for as short of time as possible and capture the majority of the original purchase price upon disposition of the land to the private sector. The City will only purchase property when the prospect of a development project that serves a strong community need will follow. The parcels highlighted on the next map are those earmarked for acquisition.

### **Relocation Procedures**

Any necessary relocations resulting from the purchase of private property by the Redevelopment Commission of Greensboro in accordance with this plan shall be carried out in accordance with the "City Relocation Policy." Copies of this policy document are available from the Department of Housing & Community Development.

# East Market Street Development Plan

## Redevelopment Area B Property Acquisition



Development Concepts  
Incorporated



## REDEVELOPMENT PROCESS

The East Market Street development and redevelopment plans designate the EMSC as a development priority for the City and affected neighborhoods. Such a designation sends a message to potential investors and developers that the area is preparing for positive change. The City's attention to the EMSC signals that public improvements and infrastructure upgrades are forthcoming. The discussion in the plans regarding specific commercial, light industrial, and housing developments sets a development tone that is both defined and predictable. These are all positive outcomes resulting from a planning process. Equally as important, by reading these plans the development community can better understand the roles of the City of Greensboro, the East Market Street Development Corporation, and other key entities in the development process. Each of these elements equates to an improved environment for development in the East Market Street Corridor.

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*As developers consider potential investments in the East Market Street Corridor area, a clearly defined and workable process for handling them must be in place.*

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This improved development environment will make it easier to attract both local and national developers interest to the area. As developers consider potential investments in the East Market Street Corridor, a clearly defined and workable process for handling them must be in place. Developers wishing to utilize community resources or in need of City and neighborhood approvals will need to know the best method for securing information. Every workable community development process has a well-defined front door, and the East Market Street Corridor development program should not be an exception. A process that has been designed with forethought in the developer's mind will allow desired projects to move forward as smoothly as possible. This process will make the necessary information accessible to all parties and encourage strong private/public partnerships. Rather than simply talking about projects, this process will assure that viable projects are moved forward to implementation and completion with the City and neighborhood support.

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*The East Market Street Development Corporation shall serve as the "lead agent" responsible for primary contact with interested parties and plan implementation.*

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Throughout the East Market Street Corridor development program, the East Market Street Development Corporation shall serve as the "lead agent" responsible for primary contact with interested parties and plan implementation. Development inquiries and responses should be handled directly by the EMSDC. The City of Greensboro, through the Department of Housing and Community Development, will serve a support function and will inevitably field some inquiries. The HCD staff should forward those inquiries to the EMSDC. The EMSDC and city staff will meet regularly to discuss development inquiries and their progress. Standard procedures for providing critical information and encouragement should be in place for responding to inquiring developers and citizens. If the proposed project appears merit-worthy, the developer will be provided information needed to move that project forward. Determination will be made on potential resources needed to assist with the project and the approvals needed from

both the EMSDC and the City. The appropriate roles for both the East Market Street Development Corporation and the City that best represent the neighborhoods will be determined through these discussions. Monthly meetings between the EMSDC and City should be used to share information about potential developments. A common list of development inquiries and their statuses should be kept in each office. As inquiries move forward to actual opportunities, the roles of each entity should be defined, and follow-up activities should be delegated for presentation at the monthly meetings.

In addition to defining needed approvals, resources, and roles for the two organizations, a timetable for implementation should be established as potential projects move from the "inquiry stage" to viable development prospects. This timetable should make it clear to all involved that the specific development opportunity has become a neighborhood and city priority. The establishment of the timetable should indicate that both the East Market Street Development Corporation and the City now have an action plan with the developer that all parties can follow. This plan of action will identify key steps that must be completed in order to move the project to implementation.

It is believed a process that designates the East Market Street Development Corporation as the lead agent, with the City of Greensboro's Department of Housing and Community Development playing a supporting role, will send a positive message to the development community. It will indicate that both parties are working in partnership to encourage significant new development in the East Market Street Corridor. A process with well-defined steps establishes a predictable development environment that often is the difference between successful development initiatives and simply talking about what development is desired. Coordination between the East Market Street Development Corporation and the City is critical if any major new development is to occur any time soon. The process as defined above will help assure that success will occur.

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*It is recommended that the City of Greensboro's Housing and Community Development Department and the East Market Street Development Corporation designate monthly meetings to discuss the status of development opportunities.*

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*A process with well-defined steps establishes a predictable development environment that often is the difference between successful development initiatives and simply talking about what development is desired.*

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## EAST MARKET STREET DEVELOPMENT CORPORATION ROLES

The East Market Street Development Corporation (EMSDC) has been designated by the City of Greensboro as the "lead agent" for the revitalization of the East Market Street Corridor. Given the public improvements and development objectives for the corridor, the lead agent role encompasses a number of responsibilities. The EMSDC will be responsible for **facilitating, promoting, and sponsoring** new investment in the East Market Street Corridor. It is important that the EMSDC actively pursues each of these functions. A summary of each activity is provided below.

**Promote Investment** - The EMSDC will pursue new investment by identifying/defining priority opportunities in the corridor. An effort will be made to match these opportunities with individuals who are able and willing to take advantage of them. Marketing the corridor to business people and entrepreneurs will be a critical role for the EMSDC.

**Facilitate New Investment** - The EMSDC will solicit developers and coordinate development activity in the area. The EMSDC and the City of Greensboro will develop criteria for the use of bond funds in developer projects. The EMSDC will assist developers that meet the community's objectives in securing needed development approvals and, where appropriate, provide resources to move developments to the implementation stage.

**Sponsor New Investment** - When necessary, the EMSDC will consider becoming directly involved in investing in the corridor. In most instances, this will entail partnering with a private sector entity to move a new investment forward.

The EMSDC, as lead agent, will also be responsible for partnering with the City of Greensboro to implement public improvements and to develop specific community programs. The partnership will work on the following initiatives:

- Reconfiguration of East Market Street
- Streetscape and beautification
- Stepped-up code enforcement
- Developing land acquisition strategy
- Minority/entrepreneurial business development
- Development leveraging
- Site and facade improvement program

It is anticipated to carry out many of the goals of the plan, the City of Greensboro will contract with the EMSDC for specific programs and services. In the scope of these contacts the specific roles and responsibilities for the City of Greensboro, the Redevelopment Commission, and the EMSDC will be identified. These contracts will also include performance measures to ensure the goals of the plan are being addressed.

Additional funds over and above the \$1,000,000 bond issue will be needed to pursue the goals of this plan. As the lead agent, the EMSDC will be responsible for investigating and pursuing additional funding options. As a community development corporation, the EMSDC is in a unique position of pursuing funding options through a variety of sources, including private foundations and lending institutions as part of the Community Reinvestment Act (CRA). *It will be the EMSDC's role to pursue and secure additional funding needed to meet the goals and objectives of this development and redevelopment plan.*

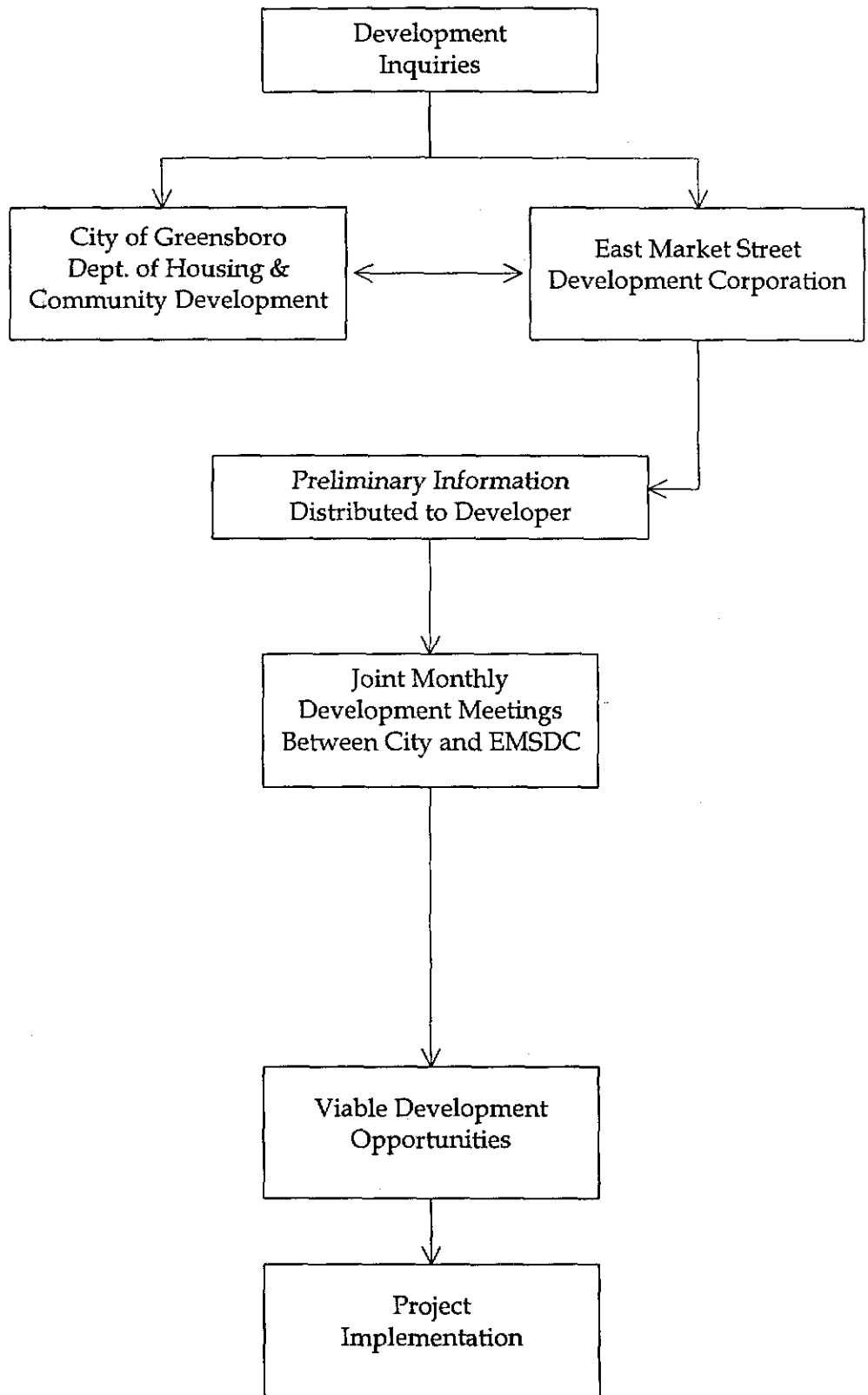
The EMSDC will help to organize the community. Stakeholder involvement in program development and public improvement initiatives is essential. The EMSDC will work with corridor institutions, businesses, and residents to inform them of activities and to seek their support in assisting with their implementation.

The EMSDC will provide an annual report that documents progress on the planning objectives for the corridor. Development and corridor improvement accomplishments will be highlighted. The annual report will inform the community of major achievements and also outline upcoming activities.

It is anticipated that the role of the development corporation will expand with increased experience, increased resources, and assistance from the City of Greensboro.

**Lead Agent**

*The East Market Street Development Corporation has been designated as the "lead agent" for the corridor.*



## REDEVELOPMENT PROJECT SELECTION CRITERIA

The following design criteria are intended to provide guidance and objectivity in deciding upon the eligibility of development proposals within the East Market Street Corridor:

- 1) Does the proposal demonstrate design qualities that will make the project harmonize with existing and future construction and architecture in the EMSC?
- 2) Do the proposal's plans and specifications indicate what the construction quality will be equal to or greater than the standards expected in the EMSC?
- 3) Does the developer have a strong track record with developing similar projects and working in this market successfully?
- 4) How well does the entire proposal package (marketing & sales, shelter product, amenities, etc.) target the sought-after buyer?
- 5) Will this project make a special contribution to the corridor's neighborhood revitalization efforts overall? Will it stimulate more activity and investment from the private sector?
- 6) Is this developer likely to maintain an ongoing involvement in the EMSC by doing more projects and making more investment in the area? Does this developer have an existing investment in the EMSC?
- 7) Can this developer be expected to take on a leadership role in bringing about a revitalized area?
- 8) What is the financial wherewithal of this developer? Is it sufficient for this project?
- 9) Has the developer prepared an adequate market study and assessment and made adequate financial projections to improve chances of success?
- 10) Has the developer submitted commitment letter(s) from financial institutions for construction financing? What are the terms? What is the ratio of private to public dollars in the project?
- 11) Will the developer have an adequate long-term investment in the project?

- 12) Has the project received any special support or endorsement from the EMSC community or, conversely, has it received an unfavorable reaction from the community?
- 13) Does the developer have a strong reputation for the type of development they are proposing?

These thirteen evaluation criteria are listed as tentative items that both the East Market Street Development Corporation and the City of Greensboro can utilize in determining the viability of proposed projects within the EMSC area. Through a joint effort between the EMSDC and the City, additional criteria can and should be outlined and added to this initial list. All criteria factors must be agreed upon by the East Market Street Development Corporation and the City of Greensboro's Department of Housing and Community Development and be submitted for approval by the Redevelopment Commission of Greensboro. No funds will be designated for joint projects until these criteria are developed and approved.

#### PROCEDURE FOR CHANGES TO APPROVED PLAN

The Redevelopment Commission of Greensboro may modify the Redevelopment Plan at any time, provided that if it is modified after the lease and sale of property affected by the change, the modification must be consented to in writing by the owner of such property.

In the instances where the proposed modification would substantially change the Redevelopment Plan as approved by City Council, the modification must similarly be approved by the City Council of Greensboro.

Where the proposed modification would alter the plan of acquisition, or specific parcels within the designated or modified areas, in any manner not currently permitted under the provisions of this document, the modification must also be approved by the City Council of Greensboro.

# EAST MARKET STREET DEVELOPMENT CORPORATION

## *Project Selection Criteria*

Adopted by the Greensboro Redevelopment Commission 7/21/98

The following project criteria are intended to provide guidance to developers by establishing development standards for the East Market Street Corridor. The criteria are set in three priority groupings, which will be utilized by the East Market Street Development Corporation in objectively evaluating all development proposals.

### 1<sup>st</sup> Priority

1. Does the proposal demonstrate design qualities that will make the project harmonize with existing and future construction and architecture in the EMSC?
2. Do the proposal's plans and specifications indicate that the construction quality will be equal to or greater than the standards expected in the EMSC?
3. Will this project make a special contribution to the corridor's neighborhood revitalization efforts overall? Will it stimulate more activity and investment from the private sector?
4. What is the financial wherewithal of this developer? Is it sufficient for this project?
5. Has the developer prepared an adequate market study and assessment and made adequate financial projections to improve the chance of success?
6. What is the participation of minorities and women?
7. What is the economic benefit to the community?

### 2<sup>nd</sup> Priority

1. Does the developer have a strong track record with developing similar projects and working in this market successfully?
2. How well does the entire proposal package (marketing & sales, shelter product, amenities, etc.) target the sought-after buyer?
3. Has the developer submitted commitment letter(s) from financial institutions for construction financing? What are the terms? What is the ratio of private to public dollars in the project?
4. Does the developer have a strong reputation for the type of development they are proposing?
5. Is the project related to Cumberland Shopping Center?
6. What identified community need is the project addressing?
7. Does the project have permanent job creation? How many jobs? What are the jobs?
8. Is the project located on the corridor?

### 3<sup>rd</sup> Priority

1. Is this developer likely to maintain an ongoing involvement in the EMSC by doing more projects and making more investment in the area? Does the developer have an existing investment in the EMSC?
2. Can this developer be expected to take on a leadership role in the bringing about a revitalized area?
3. Will the developer have an adequate long-term investment in the project?
4. Has the project received any special support or endorsement from the EMSC community or, conversely, has it received an unfavorable reaction from the community?
5. What is the developer's property management plan?
6. Is a blighted property involved?

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117-90  
69-67

**RESOLUTION OF CITY COUNCIL OF THE CITY OF GREENSBORO APPROVING THE  
REDEVELOPMENT PLAN AND THE FEASIBILITY OF RELOCATION FOR EAST MARKET STREET  
AREA A**

WHEREAS, the Redevelopment Commission of Greensboro has made detailed studies of the location, physical condition of structures, land use, environmental influences, and social, cultural and economic conditions of for East Market Street Area A and has determined that the area is a non residential redevelopment area under the provisions of G. S. 160A-503(16) and the members of the City Council of the City of Greensboro are aware of these facts and conditions; and

WHEREAS, there has been prepared and referred to the City Council of the City of Greensboro for review and approval a Redevelopment Plan for East Market Street Area A consisting of 22 pages and 5 maps supported by supplementary data which are on file in the offices of the Redevelopment Commission of Greensboro; and

WHEREAS, the Redevelopment Plan for East Market Street Area A has been approved by the Redevelopment Commission of Greensboro at their May 18, 1998 meeting; and

WHEREAS, the Greensboro Planning Board has recommended the Redevelopment Plan for East Market Street Area; and

WHEREAS, the Redevelopment Plan for East Market Street Area A prescribes certain land uses and will require, among other things, changes in zoning, the construction or reconstruction of streets, public utilities and other public action; and

WHEREAS, the Redevelopment Commission of Greensboro has prepared and submitted a program for the relocation of families and businesses that may be displaced as a result of carrying out activities in accordance with the Redevelopment Plan; and

WHEREAS, there has been presented to the City Council of the City of Greensboro information respecting the relocation program which has been prepared by the Redevelopment Commission of Greensboro as a result of studies in the area; and

WHEREAS, it is necessary that the City Council of the City of Greensboro take appropriate official action respecting the Redevelopment Plan for East Market Street Area A and the relocation program for East Market Street Area A:

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF GREENSBORO:

1. That it has hereby been found and determined that East Market Street Area A: is a nonresidential redevelopment area and qualifies as an eligible area under Article 22, Chapter 160A, General Statutes of North Carolina.
2. That the Redevelopment Plan for East Market Street Area A having been duly reviewed and considered, is hereby approved, and the City Clerk be and is hereby directed to file said copy of the Redevelopment Plan with the minutes of this meeting.
3. That it is hereby found and determined that the objectives of the Redevelopment Plan cannot be achieved through more extensive rehabilitation of the area.

*Claudette Burroughs - White*

4. That the amended plan of redevelopment of land uses and building requirements in the redevelopment area are necessary for the proper development of the community and the prevention of a recurrence or expansion of unsafe, unsanitary or blighted conditions.

5. That it is hereby found and determined that the Redevelopment Plan conforms to the general plan.

6. That it is hereby found and determined that the program for the proper relocation of individuals, families and businesses displaced in carrying out the project into decent, safe, and sanitary dwellings in conformity with acceptable standards is feasible and can be reasonably and timely effected to permit the proper prosecution and completion of the project.

7. That in order to implement and facilitate the effectuation of the Redevelopment Plan hereby approved, it is found and determined that certain official action must be taken with reference, among other things, to changes in zoning, the construction or reconstruction of streets, sidewalks and public utilities, and other public action, and accordingly, the City Council of the City of Greensboro hereby (a) pledges its cooperation in helping to carry out the Redevelopment Plan; (b) requests the various officials, departments, boards, and agencies of the City of Greensboro having administrative responsibilities in the premises likewise to cooperate to such end and to exercise their respective functions and powers in a manner consistent with the amended Redevelopment Plan; and (c) stands ready to consider and take appropriate action upon proposals and measures designed to effectuate the amended Redevelopment Plan.

The foregoing resolution was adopted  
by the City Council of the City of  
Greensboro, N. C. on

June 2, 1998  
Juanita J. Cooper  
City Clerk

APPROVED AS TO  
FORM AND LEGALITY

J. L. W.  
City Attorney

16. 118-98  
69-63

**RESOLUTION OF CITY COUNCIL OF THE CITY OF GREENSBORO APPROVING THE  
REDEVELOPMENT PLAN AND THE FEASIBILITY OF RELOCATION FOR EAST MARKET STREET  
AREA B**

WHEREAS, the Redevelopment Commission of Greensboro has made detailed studies of the location, physical condition of structures, land use, environmental influences, and social, cultural and economic conditions of the for East Market Street Area B and has determined that the area is a non residential redevelopment area under the provisions of G. S. 160A-503(16) and the members of the City Council of the City of Greensboro are aware of these facts and conditions; and

WHEREAS, there has been prepared and referred to the City Council of the City of Greensboro for review and approval a Redevelopment Plan for East Market Street Area B consisting of 22 pages and 5 maps supported by supplementary data which are on file in the offices of the Redevelopment Commission of Greensboro; and

WHEREAS, the Redevelopment Plan for East Market Street Area B has been approved by the Redevelopment Commission of Greensboro at their May 18, 1998 meeting; and

WHEREAS, the Greensboro Planning Board has recommended the Redevelopment Plan for East Market Street Area; and

WHEREAS, the Redevelopment Plan for East Market Street Area B prescribes certain land uses and will require, among other things, changes in zoning, the construction or reconstruction of streets, public utilities and other public action; and

WHEREAS, the Redevelopment Commission of Greensboro has prepared and submitted a program for the relocation of families and businesses that may be displaced as a result of carrying out activities in accordance with the Redevelopment Plan; and

WHEREAS, there has been presented to the City Council of the City of Greensboro information respecting the relocation program which has been prepared by the Redevelopment Commission of Greensboro as a result of studies in the area; and

WHEREAS, it is necessary that the City Council of the City of Greensboro take appropriate official action respecting the Redevelopment Plan for East Market Street Area B and the relocation program for East Market Street Area B:

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF GREENSBORO:

1. That it has hereby been found and determined that East Market Street Area B: is a nonresidential redevelopment area and qualifies as an eligible area under Article 22, Chapter 160A, General Statutes of North Carolina.
2. That the Redevelopment Plan for East Market Street Area B having been duly reviewed and considered, is hereby approved, and the City Clerk be and is hereby directed to file said copy of the Redevelopment Plan with the minutes of this meeting.
3. That it is hereby found and determined that the objectives of the Redevelopment Plan cannot be achieved through more extensive rehabilitation of the area.

*Kearif H. [Signature]*

4. That the amended plan of redevelopment of land uses and building requirements in the redevelopment area are necessary for the proper development of the community and the prevention of a recurrence or expansion of unsafe, unsanitary or blighted conditions.
5. That it is hereby found and determined that the Redevelopment Plan conforms to the general plan.
6. That it is hereby found and determined that the program for the proper relocation of individuals, families and businesses displaced in carrying out the project into decent, safe, and sanitary dwellings in conformity with acceptable standards is feasible and can be reasonably and timely effected to permit the proper prosecution and completion of the project.
7. That in order to implement and facilitate the effectuation of the Redevelopment Plan hereby approved, it is found and determined that certain official action must be taken with reference, among other things, to changes in zoning, the construction or reconstruction of streets, sidewalks and public utilities, and other public action, and accordingly, the City Council of the City of Greensboro hereby (a) pledges its cooperation in helping to carry out the Redevelopment Plan; (b) requests the various officials, departments, boards, and agencies of the City of Greensboro having administrative responsibilities in the premises likewise to cooperate to such end and to exercise their respective functions and powers in a manner consistent with the amended Redevelopment Plan; and (c) stands ready to consider and take appropriate action upon proposals and measures designed to effectuate the amended Redevelopment Plan.

The foregoing resolution was adopted  
by the City Council of the City of  
Greensboro, N. C. on

June 2, 1998  
Grant J. Cooper  
City Clerk

APPROVED AS TO  
FORM AND LEGALITY  
J. L. W.  
City Attorney

17. 119-9  
69-

**RESOLUTION ADOPTING THE EAST MARKET STREET CORRIDOR DEVELOPMENT PLAN and AFFIRMING THE EAST MARKET STREET DEVELOPMENT CORPORATION AS THE LEAD AGENT FOR TH E CORRIDOR**

WHEREAS, there has been a community wide discussion concerning the issues and future of the East Market Street corridor for the last three years initiated by the first visit of the American Planning Association's Community Planing Team and

WHEREAS, this discussion has involved hundreds of citizens through workshops focus groups and neighborhood meetings in the East Market Street Corridor and throughout Greensboro; and

WHEREAS, a development plan has been prepared in a joint effort between the East Market Street Development Corporation, City Staff, the Community Planning Team and the Community and reflects the goals and desires of the community for the future of the corridor; and.

WHEREAS, the Greensboro City Council has previously designated the East Market Street Development Corporation as the "lead agent" for the corridor and has established a partnership with EMSDC for the implementation of this plan and subsequent supporting actions.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF GREENSBORO:

1. That the "East Market Street Corridor Development Plan" is hereby adopted.
2. That the City affirms the designation of the East Market Street Development Corporation as the "lead agent" for the area identified along E. Market Street from N. Church Street east to E. Wendover Avenue.
3. That as the lead agent, EMSDC's role will be to promote, facilitate and sponsor new investment in the corridor and the City of Greensboro will support this role by referring public and private development initiatives in the corridor to EMSDC.
4. That EMSDC will work cooperatively with the City of Greensboro, it' Boards and Commissions to implement the recommendations contained in the development and subsequent redevelopment plans for the corridor.
5. That EMSDC and the City of Greensboro will establish a joint work program to address the cooperative implementation of the development and redevelopment plans for the corridor and establish regularly scheduled meetings to ensure communication and coordination of these efforts.
6. That EMSDC will coordinate community involvement in the implementation of the plan.
7. That EMSDC will report annually to the City Council its progress.

The foregoing resolution was adopted by the City Council of the City of Greensboro, N. C. on

June 2, 1998  
Quanita J. Cooper  
City Clerk

APPROVED AS TO  
FORM AND LEGALITY  
J. L. W.  
City Attorney

YJ  
to sign

36. 113-97  
68-16

RESOLUTION DESIGNATING THE EAST MARKET STREET DEVELOPMENT CORPORATION AS THE "LEAD AGENT" FOR THE EAST MARKET STREET CORRIDOR

WHEREAS, in October, 1995 the City of Greensboro hosted the first American Planning Association Community Planning Team who studied the conditions and issues involved with the East Market Street Corridor;

WHEREAS, the Community Planning Team's study involved hundreds of Greensboro's citizens through partnerships with NC A&T State University, Bennett College, neighborhood groups, area businesses, and other organizations;

WHEREAS, the major issues identified through this effort are the physical improvements to the corridor, enhancement of existing businesses, economic development and the creation of an independent agent to implement change;

WHEREAS, hundreds of hours of time and thoughtful work has already been invested by the citizens of Greensboro in the East Market Street project in meetings, workshops and through the efforts of the Project Steering Committee, the East Market Street Development Corporation, and the bond committee;

WHEREAS, the East Market Street Development Corporation has been formed to address the issues identified and is a partnership between the City of Greensboro, NC A&T State University, Bennett College, the business community, area residents, and representative institutions;

WHEREAS, the citizens of Greensboro further underscored their desire for the revitalization and enhancement of East Market Street by passing a \$1 million bond referendum in November 1996 to leverage private investment for the area.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF GREENSBORO:

1. That the City of Greensboro recognizes the East Market Street Development Corporation (EMSDC) as the "lead agent" for the area identified along E. Market Street from N. Church Street east to E. Wendover Avenue.

2. That, as the lead agent, the City of Greensboro shall refer City program, projects, plans etc. that involve the issues identified and/or the East Market Street Corridor to EMSDC for review and input.

3. That, as the lead agent, the City of Greensboro recognizes EMSDC as the coordinator of improvements in the East Market Street Corridor.

*Claudette Burroughs White*

4. That the City of Greensboro charges EMSDC with the preparation of the plan and recommendations for allocation, at a minimum per North Carolina redevelopment law, for the bond funds designated for the East Market Street area.

5. That the EMSDC shall annually report to the City Council on their progress in these matters.

APPROVED AS TO  
FORM AND LEGALITY

*L.M.*  
City Attorney.

The foregoing resolution was adopted  
by the City Council of the City of  
Greensboro, N. C. on

June 3, 1997  
Juanita F. Cooper  
City Clerk  
*Rep.*