CITY OF HIGH POINT
AGENDA ITEM

Title: **Downtown Mixed-Use Area Plan**

From: Lee Burnette, Planning & Development Director

Meeting Date: September 18, 2017

Public Hearing: Yes

Advertising Date: September 6 & 13, 2017

Advertised By: Planning & Development

Attachments: Downtown Mixed-Use Area Plan

PURPOSE:
A request by the Planning and Development Department to adopt the Downtown Mixed-Use Area Plan.

BACKGROUND:
The purpose of the Downtown Mixed-Use Area Plan is to conduct a detailed study of the area around the proposed multi-use stadium and prepare recommendations to guide the growth and redevelopment of the area.

BUDGET IMPACT:
There is no budget impact.

RECOMMENDATION / ACTION REQUESTED:

A. Staff recommends ***approval*** of this request.

B. On August 22, 2017, a public hearing was held before the Planning and Zoning Commission regarding the Downtown Mixed-Use Area Plan. The Planning & Zoning Commission recommended ***approval*** of this request, by a vote of 9-0.

PLANNING AND ZONING COMMISSION RECOMMENDATION

City of High Point Downtown Mixed-Use Area Plan

At its August 22, 2017 public hearing, the Planning and Zoning Commission reviewed a request to recommend adoption of the Downtown Mixed-Use Area Plan. All members of the Commission were present. Ms. Heidi Galanti, Planning Services Administrator, presented the plan and answered questions from the Commission.

Speaking in favor of the request:
No one spoke in favor of this request.

Speaking in opposition of the request:
No one spoke in opposition to this request.

Planning & Zoning Commission Action

The Planning & Zoning Commission recommended ***approval*** of this request, as recommended by staff, by a vote of 9-0.

High Point Downtown Mixed-Use Area Plan

I. BACKGROUND

A. Plan Purpose

On April 3, 2017, City Council voted to support a multi-use stadium in the area around the intersection of Church Avenue and Pine Street. As a part of that proposal it was estimated that within a 10-year period the area immediately around the stadium could support approximately 350 residential units, 35,000 square feet of retail space, 30,000 square feet of restaurants, 300 hotel rooms, and 75,000 square feet of office space, totaling an estimated $99 million in new development.

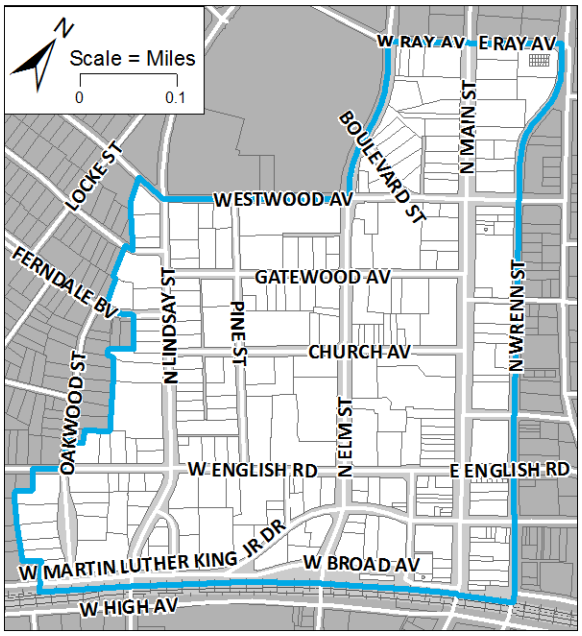
The purpose of the Downtown Mixed-Use Area Plan is to conduct a detailed study of the area around the proposed multi-use stadium and prepare recommendations to guide the growth and redevelopment of the area. Much of this area was identified as the Downtown Mixed Use District in the *Core City Plan* that was adopted in 2007, meaning that this is a good location for a mix of uses such as, retail, restaurants, services, offices, and housing, that are traditionally found in a downtown. The stadium initiative has acted as a catalyst to fulfilling the recommendation of creating this traditional downtown area.

It is anticipated that a Mixed-Use zoning district will be needed to accommodate the type and style of development that is desired for this area. Section 3.5.7 of the Development Ordinance requires the development and adoption of a mixed-use area plan prior to the establishment of a Mixed-Use (MX) zoning district for a specific area. After adoption of this plan, the City Council can initiate the process to establish a Mixed-Use zoning district.

B. Study Area

The study area consists of approximately 131 acres (including right-of-way). The area is generally bounded by Ray Avenue and Westwood Avenue to the north; Wrenn Street to the east; the railroad tracks to the south; and properties that front on Oakwood Street and Lindsay Street, and North Elm Street to the west.

Map 1: Study Area



C. History

A large portion of the study area dates to 1895 when High Point's first residential subdivision, Quaker Woods, was developed by Homer Wheeler. A few of

the homes remain today, but most the area has transformed over the years to other uses such as medical offices, the former High Point Enterprise and Market Showrooms. The former Piedmont Hosiery mill building located at 400 English Road was built in 1910. After merging with the Adams-Millis Hosiery Company, the building to the west of the mill was built between 1929 and 1931. The mill closed in the 1980's and was adapted for Market Showrooms in 2001-2004.

D. Planning Process

The plan was prepared by City staff in consultation with Forward High Point Inc., stakeholders, property owners, and interested citizens. The planning process included a physical analysis of the study area, drafting preliminary recommendations for public review, holding a public input meeting, drafting a plan based on feedback received, and taking the plan through the adoption process.

On July 31, 2017, the City held a public input meeting to give citizens the opportunity to review the plan recommendations and fill out comment sheets that asked: what they liked about the draft recommendations, what they didn't like, what was missing, and allowed them to add any other comments. Some of the common responses received were as follows:

- excitement for year-round activity;
- concern about noise control;
- concern about public safety;
- concern about limitations on Market Showrooms;
- want more retail and outdoor dining;
- want connections to the library and Uptowne area; and
- desire for energy efficient and ecologically sound businesses and development.

II. EXISTING CONDITIONS

A. Land Use

The study area consists of approximately 131 acres with right-of-way and 94 acres without right-of-way. The area has a variety of land uses ranging from residences to industrial services. The predominant uses fall under the vacant, undeveloped, and parking lot category which have been combined and are considered underutilized properties. The parking lots in this category do not include the surface parking lots that serve land uses on the same property. There are 101 underutilized properties totaling 36% of the developable land within the study area. When all surface parking lots are included (those that serve land uses on the same property and stand-alone parking lots), they total approximately 49% of the land within the study area, not including right-of-way. The second largest use is medical facilities totaling approximately 15% of area. Market Showrooms are the third largest use and utilize approximately 14% of the area.

There is approximately 1,930,892 heated square feet of buildings in the study area of which 252,679 square feet or 13% of the total building square footage is vacant.

Map 2: Existing Land Use

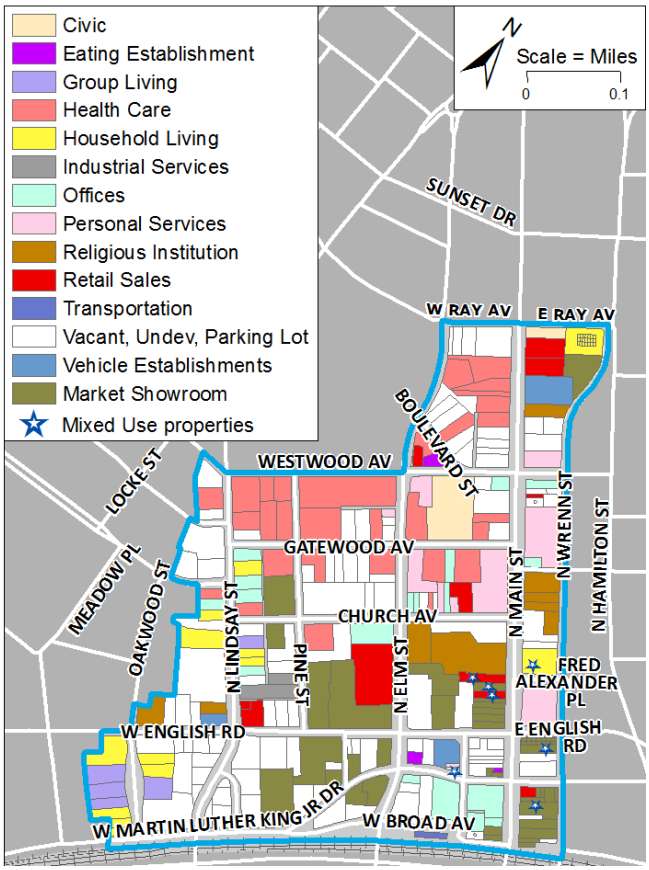


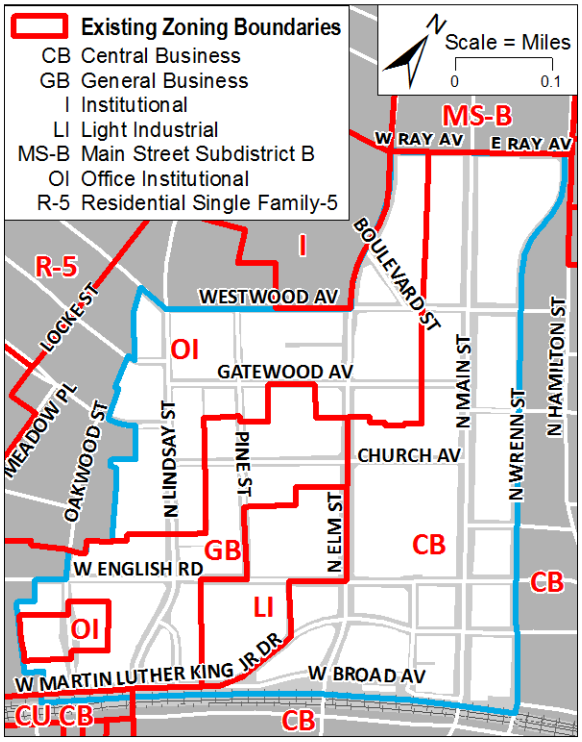
Table 1: Existing Land Uses

Existing Land Use	Number of properties	Percent of total properties	Acres	Percent of total area without r-o-w
Underutilized properties (vacant buildings 43, parking lots 35, undeveloped property 23)	101	41%	34	36%
Market showrooms	36	15%	13.2	14%
Medical facilities	30	12%	14.4	15%
Retail sales, personal services	20	8%	10.5	11%
Offices	20	8%	4.9	5%
Residential	18	7%	6.8	7%
Religious institutions	9	5%	5.0	5%
Restaurants	3	1%	.4	<1%
Vehicle establishments	3	1%	1.7	2%
Civic	3	1%	2.4	3%
Industrial	2	<1%	.9	1%
TOTAL	**245**		**94**	

B. Zoning

The existing zoning is a mixture of General Business (GB), Office Institutional (OI), Light Industrial (LI), and Central Business(CB) districts. OI and CB are the predominant zoning districts, with a small pocket of LI and a meandering small area of GB. These four zoning districts have differing permitted uses and dimensional standards.

Map 3: Existing Zoning



C. Public Infrastructure

1. <u>Stormwater</u>

   The stormwater facilities vary from 8 to 60 inches within the study area. The age is generally not recorded however, there is a 96-inch line just to the north of the study area near the hospital was installed in 2004 and the lines along Lindsay were installed in 2013 as part of the roadway improvement project. See Appendix A -Existing Stormwater Lines.

   There are three drainage basins within the project area. The flow generally goes from the southeast to the northwest with the largest portion of the study area draining towards the intersection of Lindsay Street and Quaker Lane. The area has approximately 104 acres (79%) built upon area (impervious surface), of which 46 acres (35%) is surface parking. Surface parking includes parking lots on individual properties and those on the same property with another use. Due to existing and proposed development, watershed regulations, and old stormwater facilities within the area; stormwater has been identified as an issue that needs to be addressed as a collaborative effort versus lot by lot.

2. <u>Water</u>

   The water lines within the study area range from 4 inches to 30 inches and range in age from 1902 to 2017. The newest lines are along portions of Main Street (2017), Lindsay Street (2013) and Westwood Avenue (2006). Other lines range in age from 1902 to 1970. See Appendix B - Existing Water Lines.

3. Sewer
   Sewer lines within the study area range in size from 6 to 12 inches and range in age from 1902 to 2017. The newest lines are along portions of Main Street (2017) and Lindsay (2013). The other lines range in age from 1902 to 1977. See Appendix C - Existing Sewer Lines.

4. Streets
   The streets within the study area range from 5 lane major thoroughfares to 2 lane local streets. English Road and Martin Luther King, Jr. Drive are each three lanes operating as a one-way pair running east-west through the southern portion of the study area. See Appendix D - Existing Lane Cross-Sections, Loading Zones and Courtesy Parking.

5. Parking
   Within the study area, there are 192 on-street public parking spaces including both sides of Wrenn Street. The majority of on-street spaces are located on the eastern side of the study area mostly along Main and Wrenn Streets. See Appendix D - Existing Lane Cross-Sections, Loading Zones and Courtesy Parking. Just outside the study area are three parking decks:
   - Broad Street - 256 spaces,
   - High Street Plaza - 690 spaces
   - Radisson Hotel - 252 spaces (of which 83 spaces are open to the public and 169 are marked for hotel guests).

   The Pit, located next to the High Street deck, has 36 spaces which provides a total of 1,234 public parking spaces within the parking decks and the Pit. These spaces are all within ½ mile of the proposed stadium.

6. Sidewalks and Streetscape
   Sidewalks cover most of the area with widths varying from approximately 10-12 feet along the major thoroughfares down to 4 feet on the local streets. See Appendix E - Existing Bus Routes, Stops and Sidewalks.

7. Bus and Rail
   The study area is well served by City of High Point Transit because all bus routes go in and out to the Broad Avenue Bus Terminal which is located on the southern edge of the study area. High Point Transit has 13 routes, Route 10 North Main Street which runs along portions of Elm Street and Main Street and Route 11 South Main Street provide weekday and Saturday service. There are approximately 10 bus stops within the study area. See Appendix E - Existing Bus Routes, Stops and Sidewalks.

Piedmont Authority for Regional Transportation (PART) also services High Point with 3 routes that have stops at the Broad Avenue Terminal. Through these services High Point has bus service connections to Winston-Salem and Greensboro.

The High Point Train Station is located on the south side of the railroad tracks across from the bus terminal and it is easily accessed via a walkway across the railroad tracks from the bus terminal. The train station is currently served daily by Amtrak passenger rail that runs within the state between Charlotte and Raleigh, and by long distance runs between New York and New Orleans.

8. Electric
   Electric Service is provided to the area by overhead lines in the western part and primarily by underground lines in the eastern part of the study area. Some of the older industrial buildings in the study area are served by Duke Energy. If the building is renovated they will stay with Duke Energy. If the building is demolished and rebuilt, then it is the owners' choice to stay with Duke Energy or to switch to the City of High Point. There are no transmission lines within the area. See Appendix F - Existing Electric Lines.

D. Brownfields

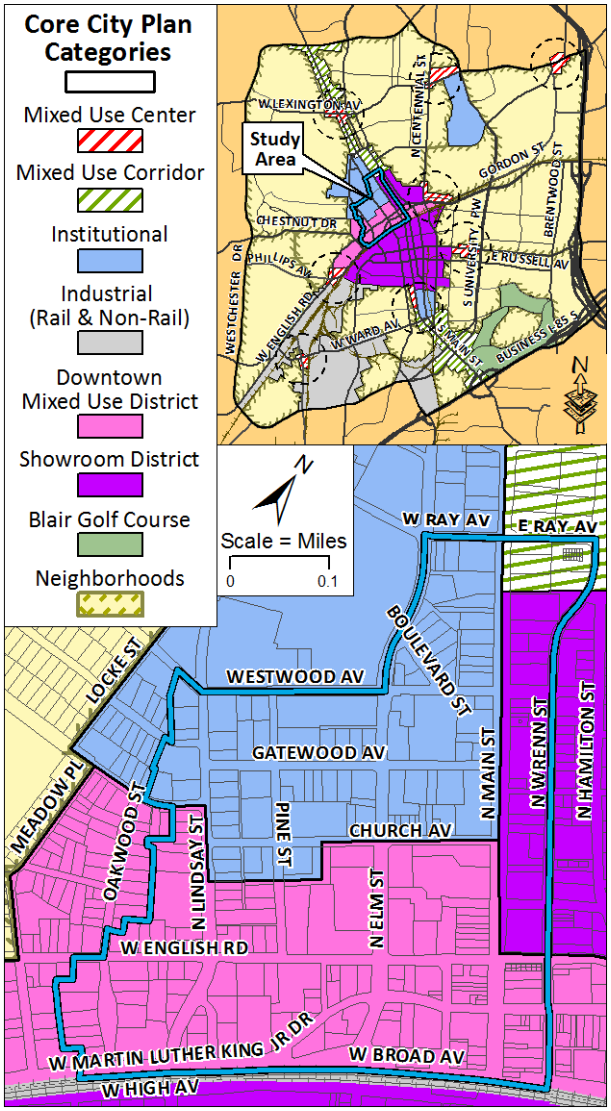
In 2014, the City received a $400,000 brownfield grant to assist in the revitalization effort of the 11-square mile Core City area. A "brownfield site" is an abandoned, idled or underused property where the threat of environmental contamination has hindered its redevelopment. The consultants hired to do the brownfield study looked at vacant and underutilized sites identified by staff, real estate professionals, and other individuals with local knowledge. Nine sites were chosen within the boundary of the Downtown Mixed-Use Area Plan. Phase I reports were prepared on all nine sites and Phase II reports have been prepared on some of the sites identified. Before properties are sold in areas where the potential for contamination is present, such as older urban areas like those within the study area boundary, banks require tests to be conducted to ensure the sites are clean. Therefore, the City has encouraged and incentivized development on these sites because they have taken these initial steps for perspective buyers.

III. EXISTING PLANS, POLICIES, DEVELOPMENT REGULATIONS, AND INCENTIVES

A. Core City Plan

The *Core City Plan* was adopted by City Council in 2007 and it recognized the need for two distinct downtown districts – one to accommodate market showrooms and one to encourage a mixture of more traditional downtown uses such as retail, restaurants, services, offices, housing and institutional uses that would promote more of an around-the-clock vitality. Because the *Core City Plan* covers an 11-square mile area, it did not make recommendations on a parcel specific basis, but instead divided the area into general districts that would need further refinement before they could be implemented. The study area includes large portions of the Core City Plan's Downtown Mixed Use District and Institutional District; and small portions of the Mixed-use Corridor and Showroom District. This Downtown Mixed-Use Area Plan represents the refinement needed to transform the area into the traditional downtown area referred to above.

Map 4: Core City Plan



B. Pedestrian Plan

The City of High Point Pedestrian Plan was adopted by City Council on May 1, 2017, and it identified Elm Street, Main Street, and Martin Luther King Jr. Drive as enhanced corridors. Enhanced corridors are major thoroughfares that can benefit from arterial-level traffic calming (such as refuge islands lane reductions, bicycle facilities, sidewalks, transit stop safety features and accommodations, etc.) and improvements of pedestrian amenities, such as pedestrian scale lighting and street trees. These corridors need improvements to accommodate multiple modes of traffic as they are primarily designed to accommodate high-volume through traffic by motor vehicles.

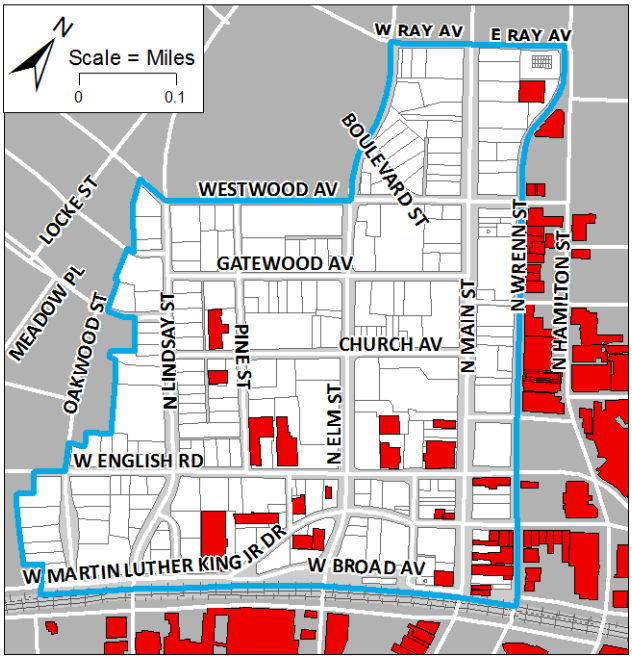
C. Downtown Multi-modal Vision plan

The *Downtown Multi-modal Vision Plan* was adopted on August 7, 2017, and it recommends investments in the public realm that are meant to spur private investment and create a more vibrant downtown High Point. The priority projects and other recommendations in the plan represent actionable steps the City and/or civic and private entities can spearhead. They include refined ideas from past planning efforts that remain relevant and new ideas that improve safety as well as address health, economic, transportation, and equity issues.

D. Market Showrooms

Market Showrooms are allowed as a principal use in the Central Business (CB) district and within the Light Industrial (LI) and General Business (GB) districts that are within 1,000 feet of the CB district. Existing Market Showrooms located outside these zoning districts, and that do not conform to the zoning requirements are allowed to continue, expand, or rebuild, if needed. However, if such a Market Showroom ceases operation for 2 years, then the property loses the development right to reestablish a Market Showroom. As of spring 2017, there were 26 active Market Showrooms within the study area.

Map 5: Market Showrooms



E. Watershed

Most of the study area is in the Yadkin Pee-Dee (non-water supply) watershed and is therefore subject to watershed regulations that require stormwater controls when over an acre or more of land is disturbed. Stormwater controls are required when new built upon area is 6% or greater.

F. Municipal Service District

In 2015, the City Council established a Downtown Municipal Service district (MSD) that covers most of the study area. MSDs have proven to be effective tools for enhancing and revitalizing districts and increasing their economic viability. MSD's create a mechanism through which enhanced programs and services are targeted to a geographically defined district's specific needs. The primary reason for establishing the district was to clearly define an area of specific redevelopment focus and attention for

additional City funding. The use of the City's Facade Improvement Program was offered to this area after adoption. The City chose not to levy an additional tax within the district.

G. Facade Improvement Program

This area within the MSD is eligible for a 50/50 matching grant up to $5,000 per building facade for exterior improvements that meet the Secretary of the Interior Standards for Rehabilitation.

IV. GOALS

The following is a list of goals that will be used to guide the growth and redevelopment of the study area.

A. Create a vision for the future growth and redevelopment of the area

B. Provide land use concepts that illustrate the desired mixed-use development style

C. Provide development standards for private property that protect existing and future investments and attract future investment that support and shape desired development

D. Provide a design for the public realm that creates a sense of place and a destination for residents and visitors to live, work and play

E. Conduct advanced infrastructure planning to prepare the area for redevelopment

F. Provide incentives and opportunities for private investment

V. RECOMMENDATIONS

A. Land Use

The study area currently has 46 acres of surface parking (meaning stand-alone parking lots and parking lots that are on the same property with another use), and many vacant and underutilized buildings. This gives this area great potential for reinvestment opportunities. As spin-off from the multi-use stadium, the area could support 3 to 5-story buildings that might be mixed-use or single use for residences, offices, retail, restaurants, hotels and other civic uses such as a museum, park and a convention center. Parking decks are encouraged to maximize the use of the land, and should to be incorporated in with the use(s) they serve whenever possible. See Appendix G - Land Use Concepts, for potential future land uses. The land uses shown on the Land Use Concepts map are conceptual and should be seen as suggested potential reuses of land within the study area. The uses shown are not meant to indicate that properties that are in use will need to cease or relocate. The recommendations are meant to convey a

vision and paint the picture of what "could be" to help revitalize the urban core into a destination place with a mix of uses in a pedestrian-oriented setting that is inviting for people to live, to work, to play, or to do all three. The land use concepts are also to be used to assist the City's infrastructure departments in preparing infrastructure plans for potential future growth. The recommendations are not prescriptive and they will change over time.

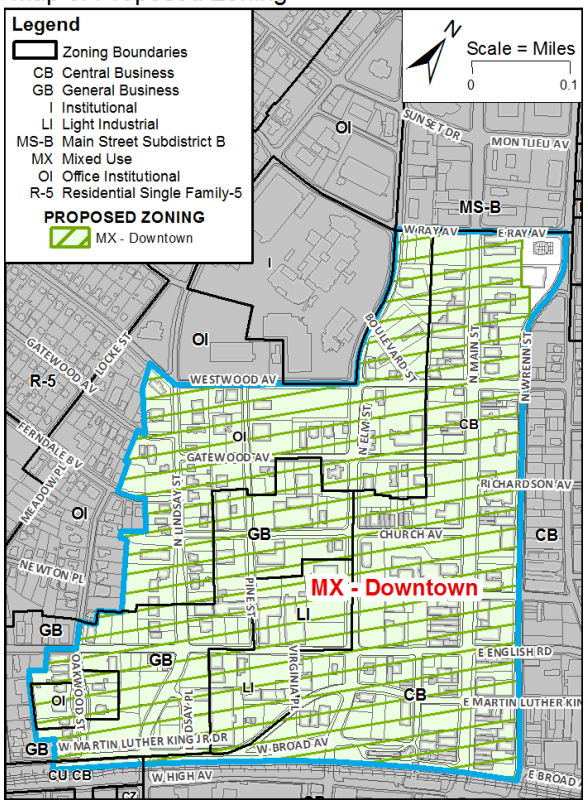
B. Zoning

1. <u>Establish a Mixed-Use Downtown (MX-D) District</u>

   The study area currently has four different zoning districts with different dimensional standards and permitted uses. To create a cohesive downtown area that encourages the desired development style and mix of uses, the establishment of a Mixed-Use (MX) District is needed. The City's *Development Ordinance* includes a Mixed-Use District that can be applied to areas to encourage a mix of urban-scale uses in close proximity to one another. The district has general standards that apply to all mixed-use districts and it allows for the creation of specific dimensional standards and other standards to be added to encourage new development that fits the desired character of the area. As stated in Section 3.5.7 of the *Development Ordinance*,

   > "The Mixed-Use (MX) district is intended to establish compact, pedestrian-oriented, mixed-use development and redevelopment at key locations in the Core City in accordance with the City's adopted plans. It seeks to revitalize existing neighborhoods by enabling the development of higher intensity neighborhood centers with new housing, shopping, working, and recreational options in close proximity to one another. The proximity of these uses allows nearby residents to meet some of their daily needs without use of an automobile. The district standards address a variety of design elements including building location, off-street parking, access, land use, and visual quality."

Map 6: Proposed Zoning



The Downtown Mixed-Use District identified in the Core City Plan, fits the intent of the Mixed-Use (MX) zoning district and therefore, it is recommended for most of the study area. The goal of establishing this district for this area is to create a traditional downtown area that the whole community can enjoy. By consolidating this area under one zoning district, the City will establish one set of allowed uses and dimensional standards that promote an environment with an increased density and intensity of mixed uses. Because this area is intended for around-the-clock vitality, new Market Showrooms will not be allowed in this district. It is also recommended that this district be exempt from the minimum off-street parking space requirements. This will allow the developer to determine the number and location of the parking that they need to support the use that is being built.

Table 2. Zoning District Changes Mixed-Use Area

District Name	Existing Acreage	Proposed Acreage
Central Business (CB)	59	2
Office Institutional (OI)	36	-
General Business (GB)	25	-
Light Industrial (LI)	11	-
Mixed Use-Downtown (MX-D)	-	129
Total	**131**	**131**

2. <u>Expand the boundaries of the Central Business (CB) District</u>
   Because new Market Showrooms will not be allowed in the Mixed-Use-Downtown (MX-D) District, it is recommended that the Central Business (CB) District be expanded. There are some areas south of MLK Drive and adjacent to the eastern boundary of the Central Business District down to Grimes Avenue that are currently zoned Light Industrial (LI). This area was originally developed with manufacturing uses, but now it contains several Market Showrooms, in addition to vacant buildings and undeveloped parcels. Rezoning this area to CB would allow for a better utilization of the land area because the CB district has zero lot line setbacks and it is exempt from parking space requirements. These LI areas consist of approximately 57 acres and they are within a few blocks of the Mendenhall Transportation Center, which is considered the epicenter of the High Point Market. Therefore, it is recommended that the areas currently zoned LI in this area, should be rezoned to CB to encourage the continued growth of Market Showrooms in this area. Additionally, there may need to be some streetscape improvements in this area to make it more pedestrian-friendly for Market visitors. See Appendix H - Existing and Proposed Zoning for the expansion area recommendations.

Table 3. Zoning District Changes CB Expansion area

District Name	Existing Acreage	Proposed Acreage
Central Business (CB)	-	57
Light Industrial (LI)	57	-
Total	**57**	**57**

C. Text Amendments

1. Central Business District
   With the expansion of the CB district, most of the existing principal use Market Showrooms will be within the CB district boundary. Therefore, consideration should be given to designating the CB district as the district for new Market Showrooms.

2. Nonconforming Uses
   Currently, the nonconforming standards that apply to cessation of Market Showrooms allow them to be reestablished after ceasing operation for up to two years. If the area that is proposed for mixed-use development is to become a vibrant downtown, then two years may be too long if the City wants to encourage redevelopment for other uses. Therefore, it is recommended that the time-period for ceasing operation be reduced from two years to one year.

D. Public Infrastructure

A comprehensive study of the public infrastructure based on the desired new uses and development style is needed. Many of the water lines, sewer lines, stormwater controls, and in some cases, streets have not changed or been upgraded since the area originally developed in the early 1900's. Due to the size of the area and the timing of development, the comprehensive studies for stormwater, water, and sewer need to be divided into two phases. The first phase should consist of the 5 acres for the stadium and the 6 ½ acre private development that will be controlled by a master developer, for a total of approximately 11½ acres. The second phase should consist of the remainder of the study area. Below are specific recommendations for the individual public infrastructure components.

1. Stormwater
   Because watershed requirements may be a barrier to development within the study area, it is recommended that a study be conducted to investigate creating regional stormwater control(s) that new development could use rather than providing their own device when required. If City owned, then the devices could be used to encourage development in the area.

2. Water and Sewer
   Conduct a study of the water and sewer in the area and determine what type of upgrades may be needed to support the proposed land use recommendations. Consider making the improvements ahead of time or offer to fund the improvements as development occurs to encourage development.

3. Public Realm
   Streets, sidewalks, trees, outdoor furniture, on-street parking, lighting, signal poles, bike lanes, etc. make-up what is called the "public realm". The public realm needs to be used to identify this area as a unique gathering place for the citizens of High Point.

   A coordinated design covering all aspects of the public realm needs to be created for the study area to establish the character and to brand this area as "the downtown destination place". The following are recommendations for the different aspects of the public realm:

   a. Streetscape Plan
      Prepare a streetscape plan for the entire study area that establishes the character and design for the area. This plan would incorporate the results of the traffic analysis discussed below and include: different street cross-sections, bike lanes, sidewalk widths, street furnishings, street trees, light poles, signal poles, etc. Installation could be done in phases as development occurs.

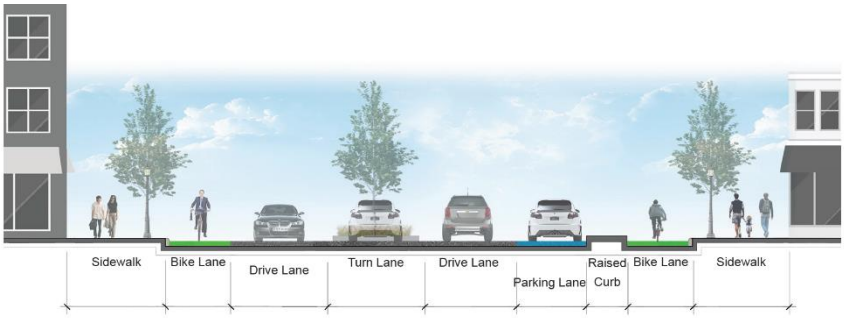
   b. Streets
      A traffic analysis of the study area needs to be conducted based on the proposed land use concepts to assess the street cross-sections that will be needed to support the area. The following are some of the ideas that have been discussed:
      i. On-Street Parking
         Conduct a study of the area to determine where additional on-street parking can be provided.
      ii. Sidewalks
         Sidewalks should be a minimum of 10 feet wide. Wider sidewalks are needed where outdoor dining is desired. An analysis should be conducted to determine where wider sidewalks should be provided.
      iii. One-Way Conversion of English and MLK to Two-way Traffic
         The Core City Plan recommended that a study be conducted to see if these streets could be converted to two-way traffic. In 2009, a preliminary traffic operations study was conducted that showed that the conversion was possible, but it could be expensive due to the numerous traffic signals that would need to be modified for two-way traffic. Due to

the time that has passed and the proposed changes to the area, this study should be updated. The study should consider the Land Use Concepts shown on Appendix G, and provide specific cost estimates. The City should consider making the recommended changes to these corridors prior to the redevelopment of the properties that are adjacent to these corridors because the changes to the corridors could impact where new buildings could be placed.

iv. Elm Street

Consider converting Elm Street to three-lanes and providing on-street parking and other streetscape improvements. See the 2017 Downtown Multi-modal Vision Plan for detailed recommendations of the proposed upgraded street.

Figure 1: Elm Street Cross-Section from the *Downtown Multi-modal Vision Plan*



4. <u>Bus</u>

If this area grows in intensity and density, there could be a need for additional mass transit. Therefore, the City should investigate the potential need to expand the Broad Avenue Bus Terminal. If an expansion of the terminal is needed it would need to be on the north side of the terminal to allow multiple buses to come in on both sides of the terminal. The expansion including a shelter with additional bus bays, could be placed on the north side of Broad Avenue. The impacts on these properties would need to be assessed.

5. <u>Greenway</u>
   Continue to explore the feasibility of extending the greenway from Armstrong Park to downtown and to the Southside Neighborhood. *The High Point Bikeway, Greenway, and Trails Master Plan* includes a proposed north-south greenway that runs east of the study area through Oakwood Cemetery and parallel to Hamilton Street. The *Downtown Multi-modal Vision Plan* adds a fresh look at former greenway plans and adds new ones that include connecting to the proposed String and Splinter Heritage Trail that runs through the Southside neighborhood to the High Point Train Station Railroad Esplanade. The Railroad Esplanade is a greenway that runs east-west along the top of the railroad bank and connects to the proposed north-south greenway. See the *Downtown Multi-modal Vision Plan* for details.

Figure 2: Proposed Greenways from the *Downtown Multi-modal Vision Plan*

6. <u>Electric</u>
   To maximize the use of the public realm and to provide an aesthetically pleasing place for High Point citizens, the City should place all overhead lines underground. This would include telephone, cable, and other overhead lines. Cost estimates should be prepared to place electric lines underground. The underground installation could be phased-in and should be done in conjunction with other infrastructure improvements within the street rights-of-way. There are private utilities in the study area such as, but not limited to: Duke Energy, North State, Spectrum, and Piedmont Natural Gas. All private utility providers will need to be consulted as development and infrastructure improvement plans are created.

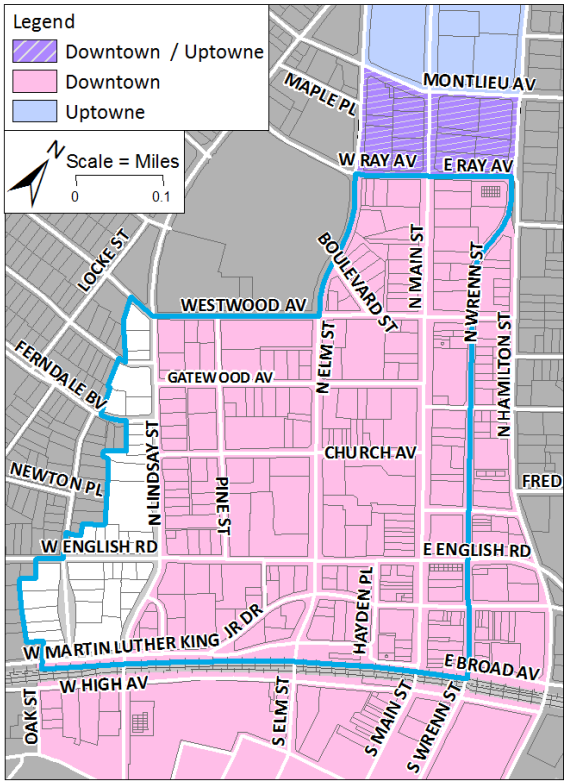
E. Municipal Service Districts/ Incentives

In 2015, the City established four Municipal Service Districts within the Core City to help revitalize the area and to enable the City to offer additional needed services. To encourage the type of development that is desired, it may be necessary to offer incentives. Currently the City offers incentives for industrial and office projects, but not for retail. Most of the study area is currently eligible for the Façade Improvement Program and the Development Incentive Grant. The following are recommendations for the City's Municipal Service Districts and incentives:

1. Expand the Downtown Municipal Service District (MSD) to cover the entire area that is recommended to be zoned to the Mixed-Use Downtown (MX-D) District.

2. Remove the overlap between the Downtown and Uptowne Municipal Service Districts between Ray Avenue and Montlieu Avenue so that this area is within only one MSD. It is recommended that the division line between the two MSD's should match the zoning division line between the Main Street Sub-District B (MS-B) and the new Mixed-Use-Downtown (MX-D) District along Ray Avenue.
3. Repeal the Development Incentive Grant for this area because it would prevent the City from getting increased revenue generated from this area and it has not been used since it was adopted in 2015.
4. Explore an incentives policy for this area for retail projects (including restaurants) and smaller projects than the current incentives policy covers.

Map 7: Municipal Service District



VI. IMPLEMENTATION

This section of the plan summarizes the recommendations, identifies the primary responsible party for the task, and provides a recommended timeframe for completion. Immediate means that the task should already be underway or start as soon as the plan is adopted.

Section V.	Recommendation	Page #	Responsible Party	Timeframe
A	**Land Use**			
A.	Meet with developers to encourage them to invest in the area and build uses that are compatible with the suggested Land Use Concepts	9-10	Forward High Point, Econ. Devel. Corp. (EDC)	Immediate
B	**Zoning**			
B.1.	Establish a Mixed-Use Downtown (MX-D) District to cover most of the study area	10-11	Planning and Development (P&D)	Immediate
B.2.	Expand the boundaries of the Central Business (CB) District near MLK and Centennial Street and East Russell Avenue and Centennial Street	11-12	P&D	Immediate

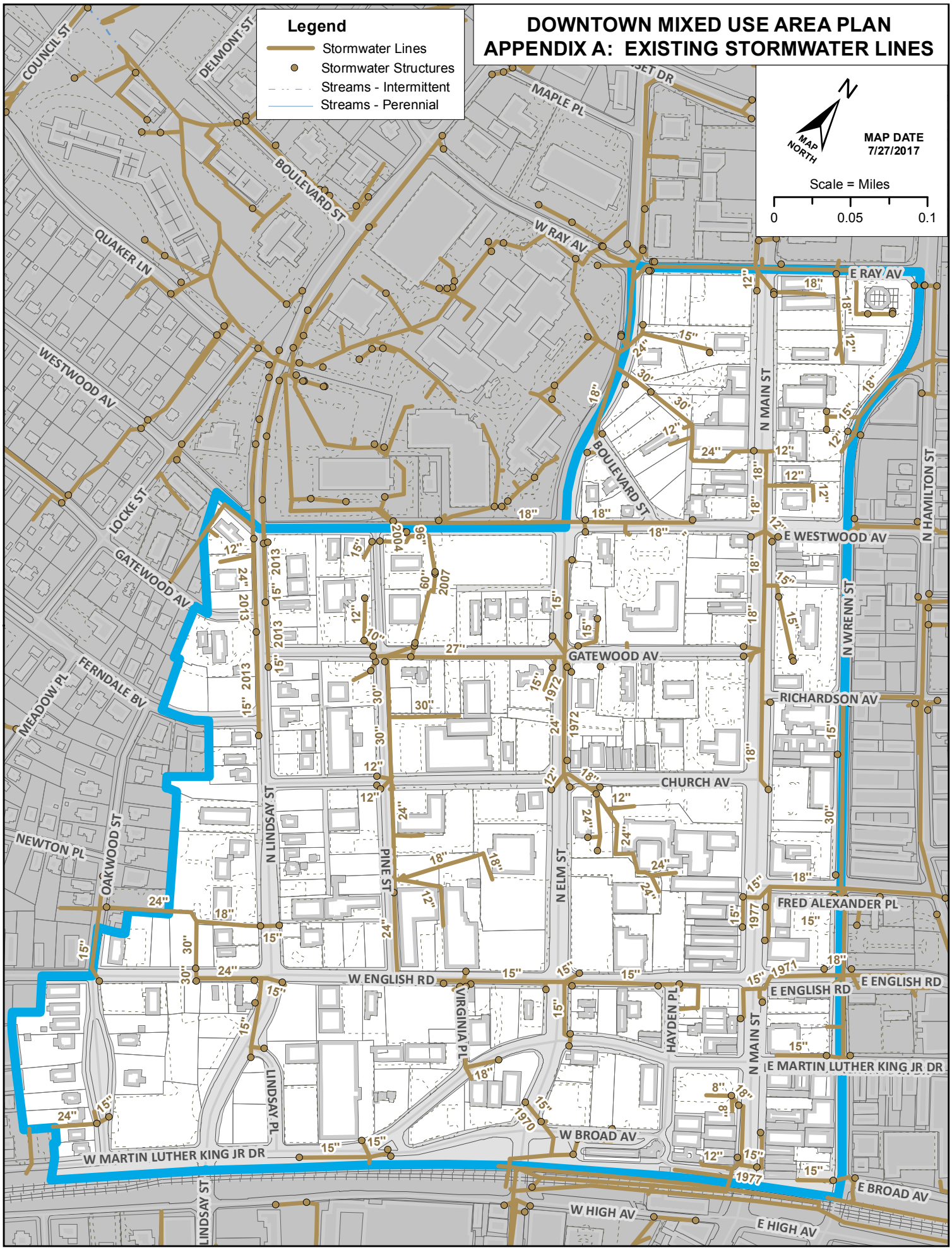
C	**Text Amendments**			
C.1.	Establish CB as the district for new Market Showrooms	12	P&D	Immediate
C.2.	Amend nonconforming standards for Market Showrooms – two years to one year	12	P&D	Immediate
D	**Public Infrastructure**			
D.1.	Conduct a stormwater study	12	Public Services	
	Phase 1 – 11 ½ acres			Immediate
	Phase 2 – remainder of 131-acre study area			1-2 years
D.2.	Conduct a study of the water and sewer in the area and determine what type of upgrades may be needed to support the proposed land use recommendations.	12-13	Public Services	
	Phase 1 – 11 ½ acres			Immediate
	Phase 2 – remainder of 131-acre study area			1-2 years
D.3.	Create a name and branding for the area	13	Master Developer, City	6 months
D.3.	Create a streetscape plan covering all aspects of the public realm	13	Transportation, Master Developer	6 months
D.3.	Conduct a traffic analysis of the study area to assess traffic patterns and street cross-sections based on the proposed land use concepts	13-14	Transportation	6 months
D.4.	Investigate the potential need to expand the Broad Avenue Bus Terminal and the impacts that it will have on property on the north side of Broad Street.	14	Transportation	1-2 years
D.5.	Explore the feasibility of implementing the greenway recommendations of the *Downtown Multi-modal Vision Plan.*	15	Transportation, Parks and Recreation	1-2 years
D.6.	Prepare cost estimates to place electric lines underground.	15	Electric	6 months
D.6.	Consult with private utilities as infrastructure projects are planned and constructed	15	Public Services, Transportation, Electric, and Engineering	As needed
E	**Municipal Service Districts/ Incentives**			
E.1.	Expand the MSD boundary to match the Mixed-use zoning boundary	15	Forward High Point	12 months
E.2.	Remove the overlap between the Uptowne and the Downton MSD's	16	Forward High Point	12 months
E.3.	Repeal the Development Incentive Grant	16	Manager's Office	6 months

E.4.	Explore incentives for small businesses, retail and restaurants	16	EDC	6 months

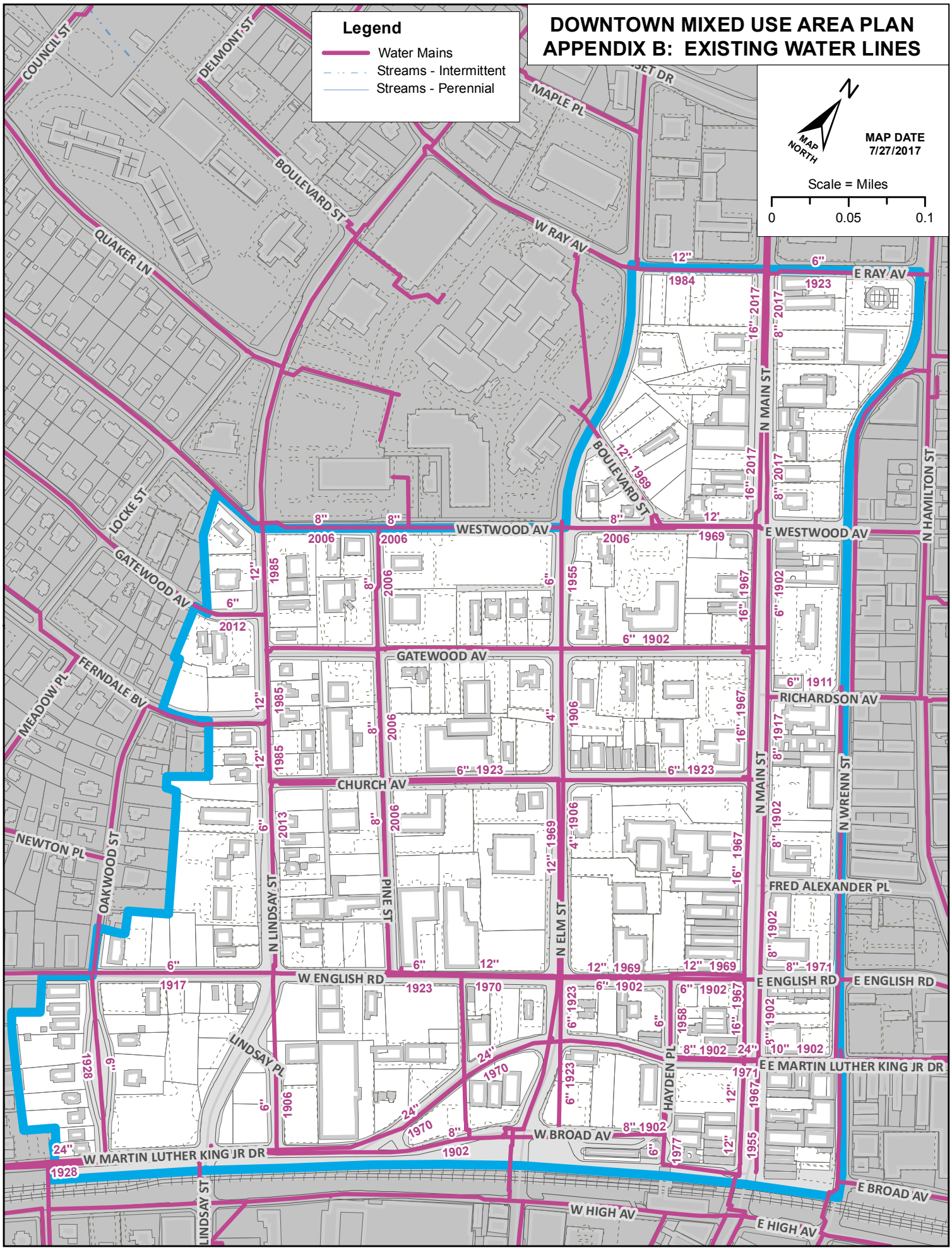
VII. APPENDIX

A. Existing Stormwater Lines
B. Existing Water Lines
C. Existing Sewer lines
D. Existing Lane Cross-Sections, Loading Zones and Courtesy Parking
E. Existing Sidewalks, Bus Stops and Bus Routes
F. Existing Electrical Lines
G. Land Use Concepts
H. Existing and Proposed Zoning
I. 2014 Aerial

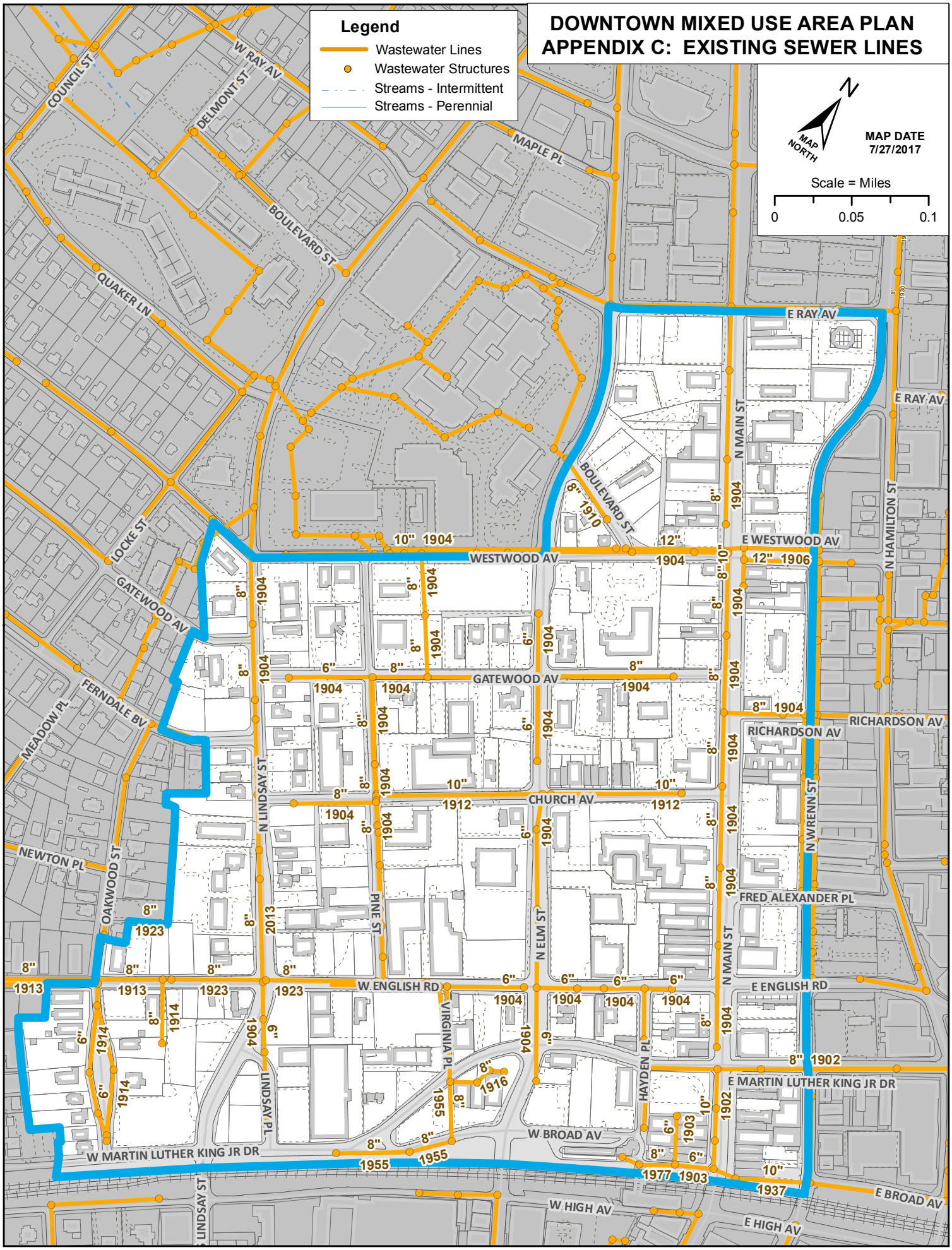
DOWNTOWN MIXED USE AREA PLAN
APPENDIX A: EXISTING STORMWATER LINES



DOWNTOWN MIXED USE AREA PLAN
APPENDIX B: EXISTING WATER LINES

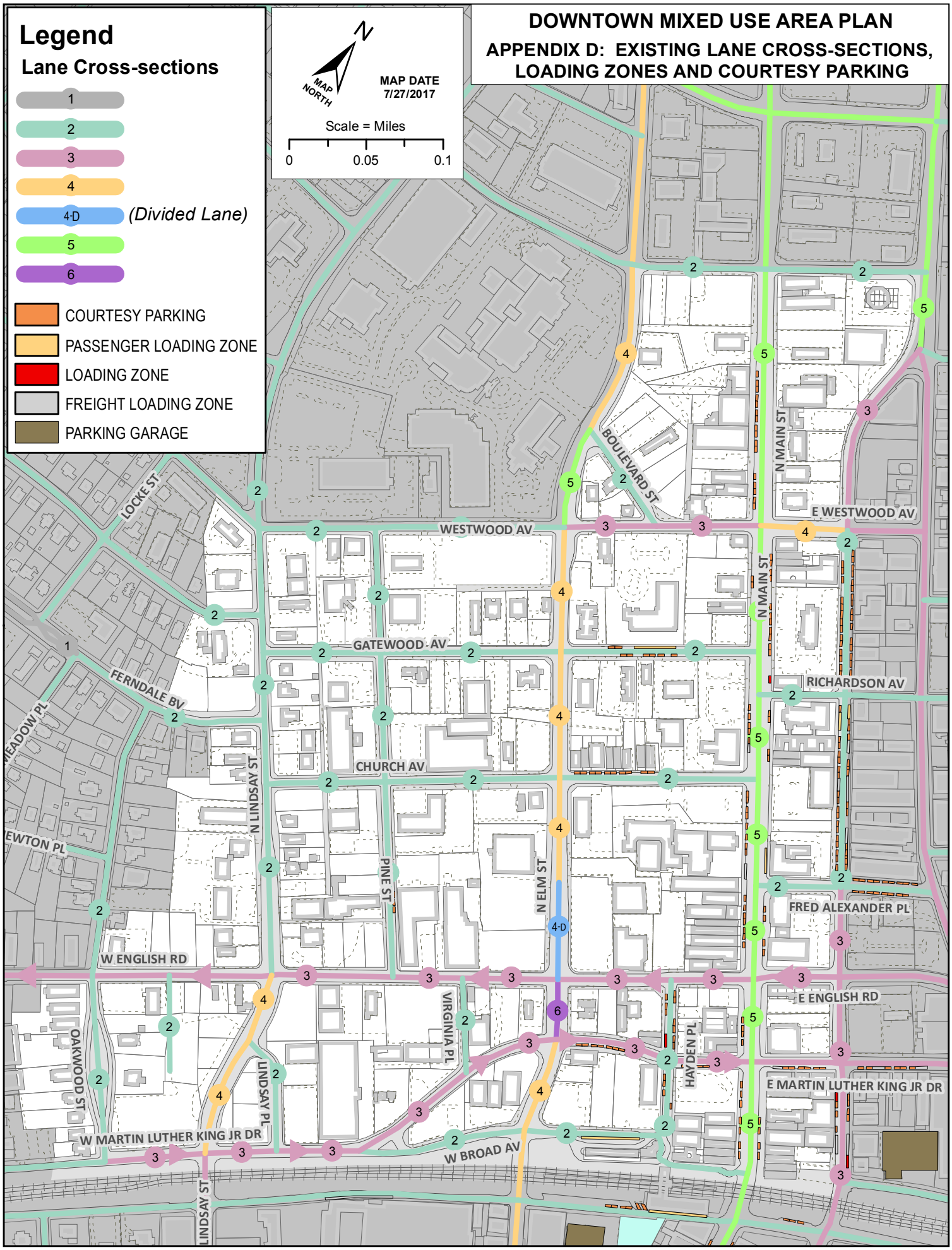


DOWNTOWN MIXED USE AREA PLAN
APPENDIX C: EXISTING SEWER LINES



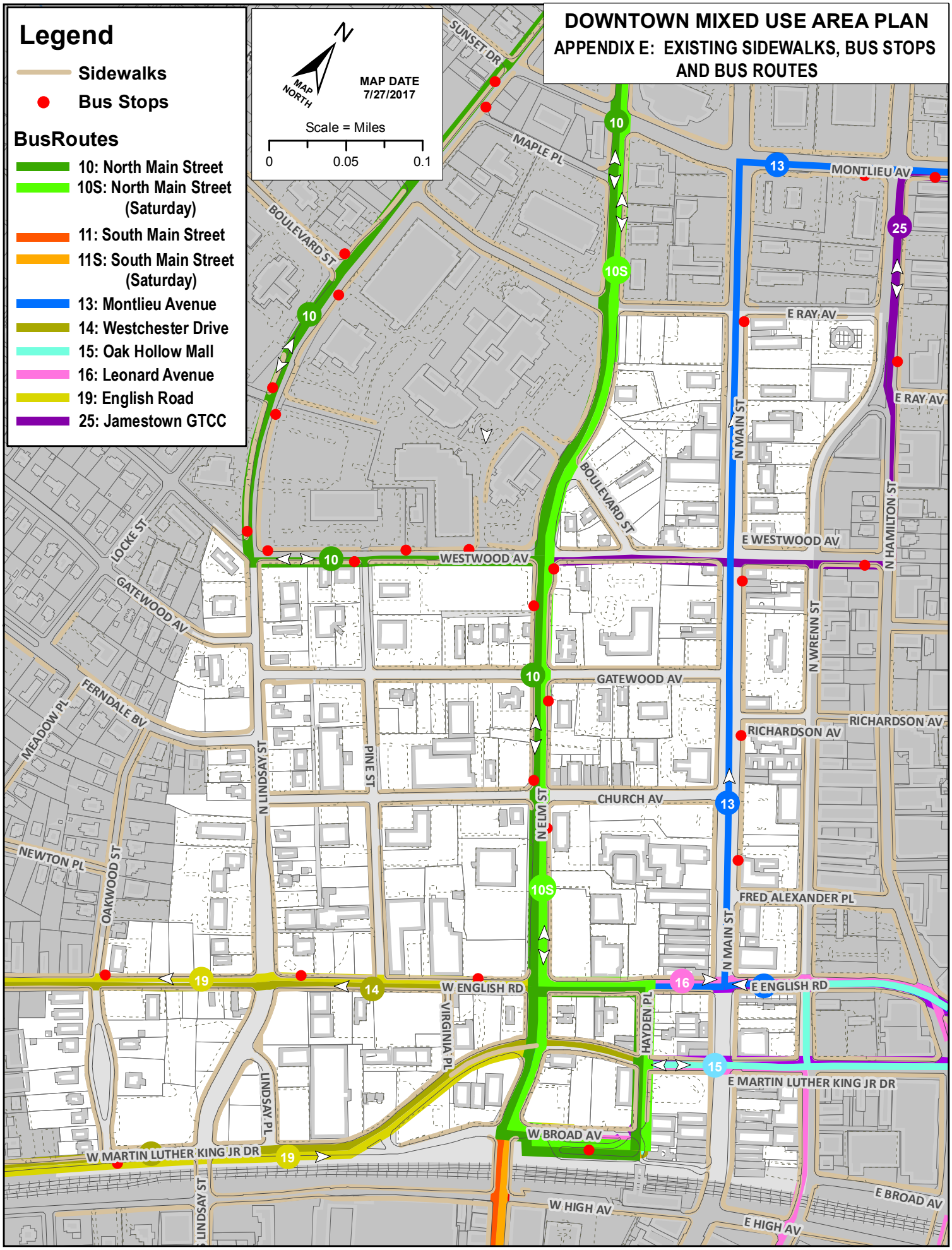
DOWNTOWN MIXED USE AREA PLAN

APPENDIX D: EXISTING LANE CROSS-SECTIONS, LOADING ZONES AND COURTESY PARKING

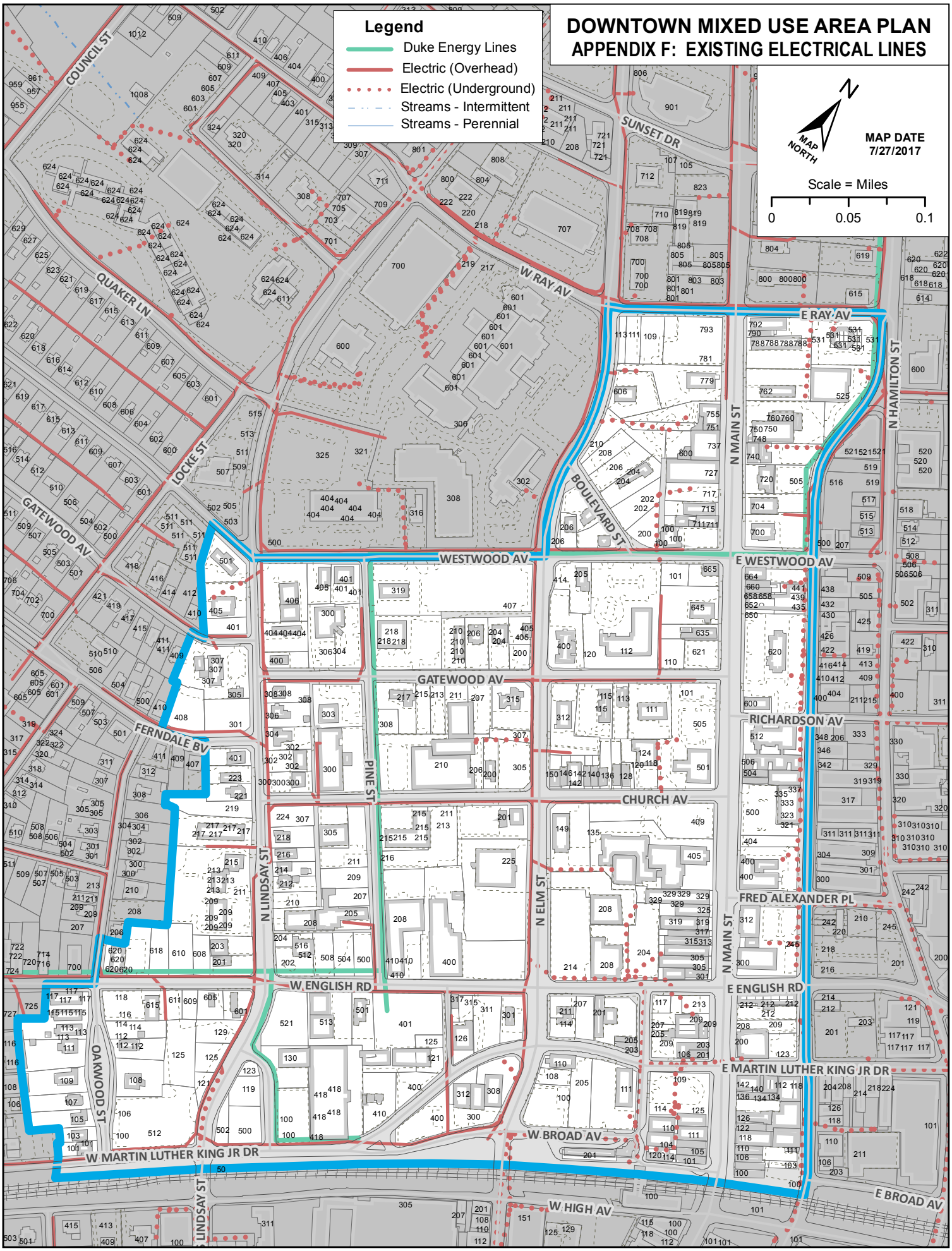


DOWNTOWN MIXED USE AREA PLAN

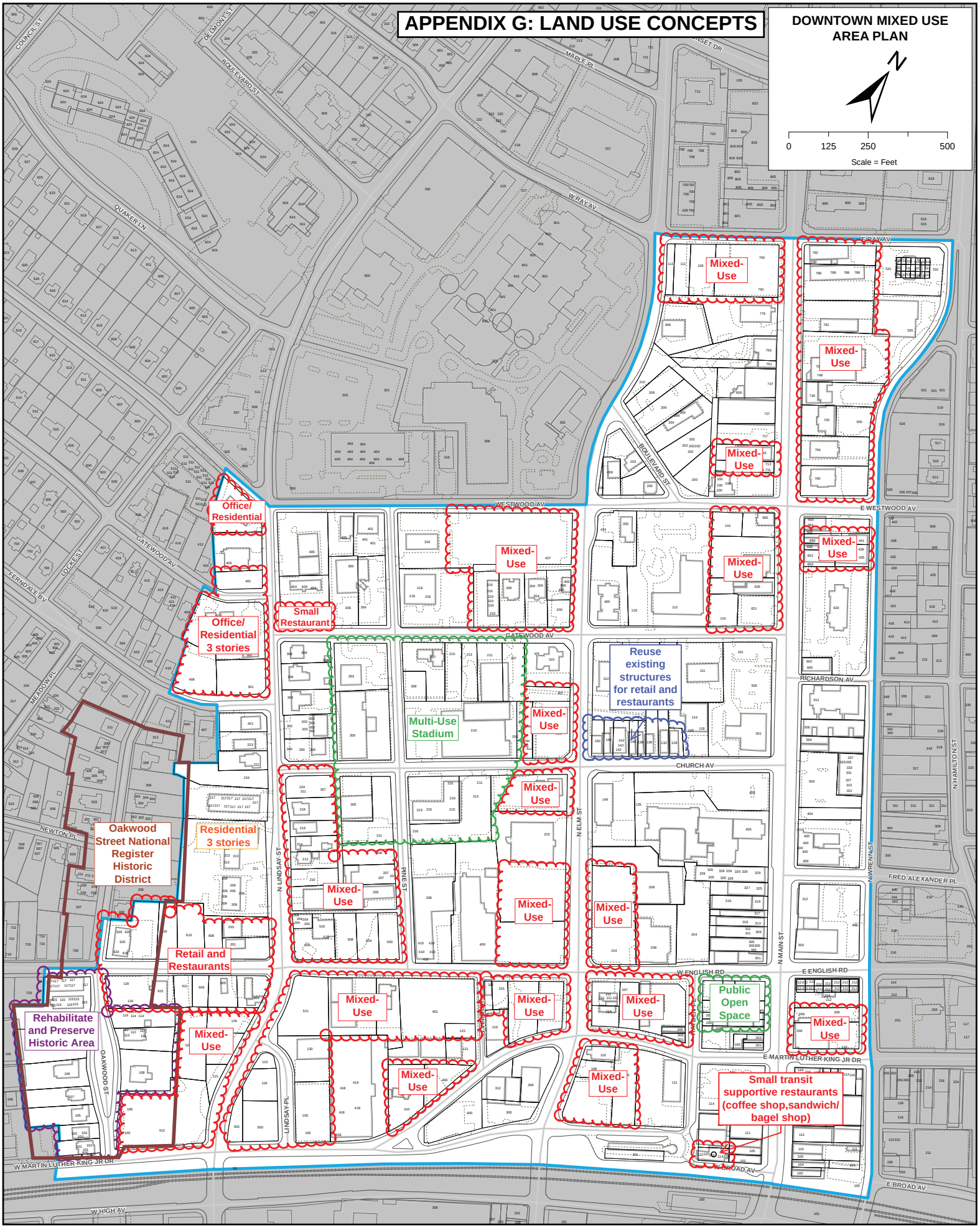
APPENDIX E: EXISTING SIDEWALKS, BUS STOPS AND BUS ROUTES



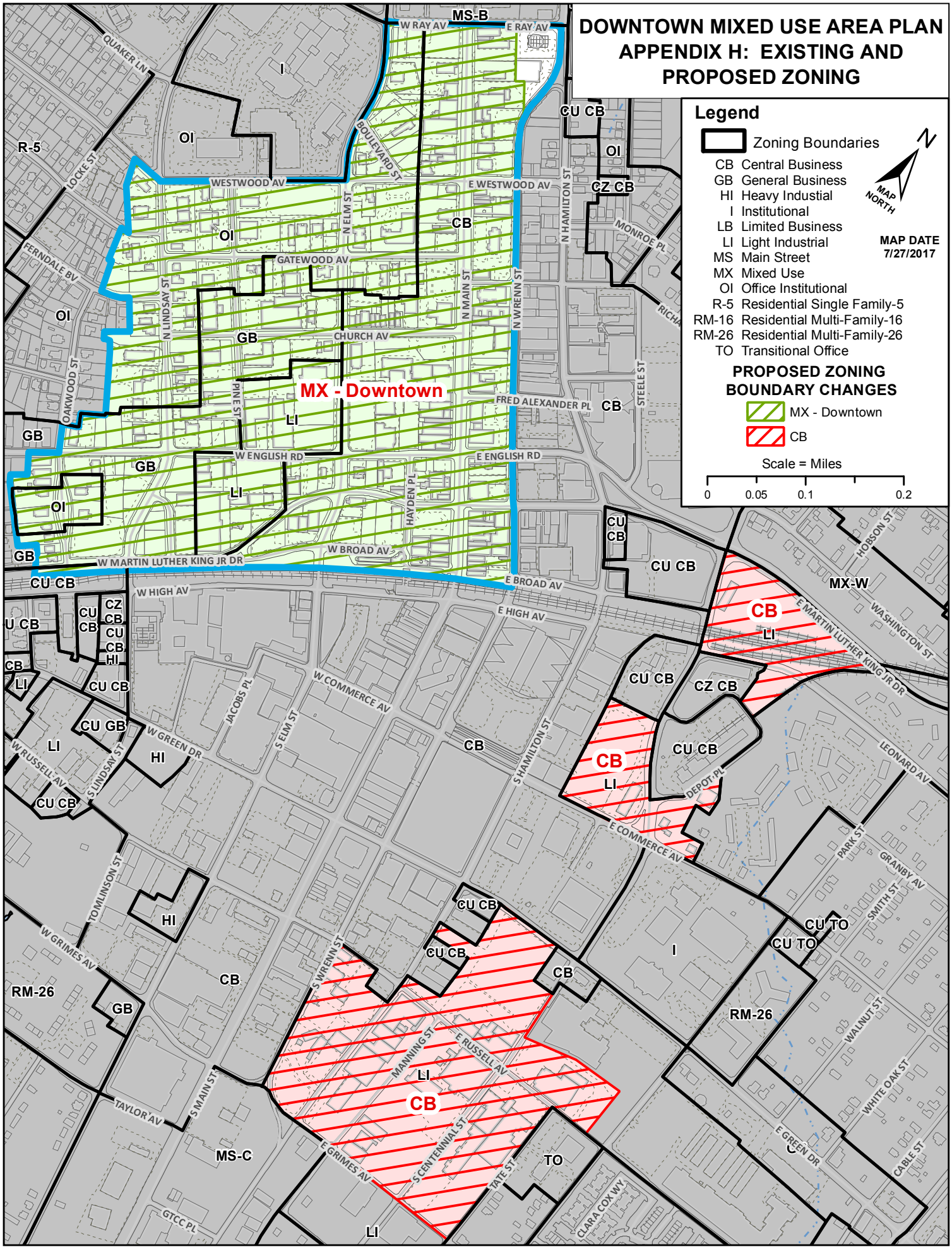
DOWNTOWN MIXED USE AREA PLAN
APPENDIX F: EXISTING ELECTRICAL LINES



APPENDIX G: LAND USE CONCEPTS



DOWNTOWN MIXED USE AREA PLAN
APPENDIX H: EXISTING AND PROPOSED ZONING



DOWNTOWN MIXED USE AREA PLAN
APPENDIX I: 2014 AERIAL