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# The Textile Corridor Master Plan and Development Strategy

The City of Rock Hill, South Carolina



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HUNTER INTERESTS INC.

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Allison Platt & Assoc. • Parsons Brinckerhoff Quade & Douglas, Inc. • Narmour Wright Assoc. • Susan M. Chase

# **Rock Hill Textile Corridor Master Plan and Development Strategy**

*Prepared for:*

**City of Rock Hill, SC**

*Prepared by:*

**Hunter Interests Inc.**

**Annapolis, MD • New York City • Clearwater, FL**

**In Association with:**

**Allison Platt & Assoc. • Narmour Wright Architects • Parsons Brinckerhoff • Susan M. Chase**  
**Baltimore, MD                      Charlotte, NC                      Columbia, SC                      Wilmington, DE**

**September 2003**

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## I. Executive Summary

The Rock Hill Textile Corridor Master Plan and Development Strategy represents the culmination of a planning process that began with the establishment of the concept in conjunction with the Old Town Renaissance Master Plan effort in 2001, and evolved into a project-oriented redevelopment plan that is now ready for implementation. The City of Rock Hill Old town roundtable and the Textile Corridor Master Plan Committee provided oversight and guidance throughout this process, and the contributions of all members were greatly valued. Members of the Old Town Roundtable included: Mr. Moe Bell, Mr. Eddie Boulware, Mr. Jerry Caughman, Mr. Harry Dalton, Mrs. Mildred Douglas, Dr. Ed Duffy, Ms. Sherry Easley, Mr. Fred Faircloth, Mr. Jimmy Freeman, Mr. Randy Graham, Mr. Carl Gullick, Mr. Herb Hamilton, Mr. Don Harper, Dr. Sarah Lynn Hayes, Mr. Ray Koterba, Mr. Glenn McFadden, Ms. Rebecca Masters, Mr. David Rawlinson, Mr. Dennis Stuber, Dr. Mark Verdery, and Mr. Terry Windell. Members of the Textile Corridor Master Plan Committee included: Ms. Susan Britt, Ms. Bennish Brown, Ms. Sharon Brown, Mr. Mike Bunce, Mr. Jim Edwards, Mr. Lee Gardner, Mr. Brown Gaulden, Mr. Paul Gettys, Mr. Randy Graham, Mr. Dennis Gribenas, Mr. Walter Hardin, Mr. John Hair, Ms. Debra Heintz, Mr. David Larson, Mr. Ted Matthews, Mr. Bill McGinnis, Mr. Cecil Stephenson, Mr. Bob Thompson, Mr. Tony Vaughn, and Ms. Betty Job Williams.

The Textile Corridor represents a critical linkage to the downtown, and to Rock Hill's history and its future. It offers opportunities for private capital investment, public sector support, and a wide array of living, working, and recreating options. In accomplishing this, the Master Plan and Development Strategy provides for the adaptive reuse of large industrial mill buildings and other structures, new construction of various elements, transportation and pedestrian access improvements, and cultural components that together will revitalize this area of the City.

The study area is comprised of approximately 250 acres within the City of Rock Hill, South Carolina, that includes the Bleachery complex (Rock Hill Printing and Finishing Company, Anderson Motor Company, Power Plant, Water Works, etc.), Springs Industries, the Cotton Factory, private residences, small businesses, portions of the Winthrop University Campus, the Laurel Wood Cemetery, churches, the Rock Hill School District 3 Stadium, major streets and roads, active railroad lines, the American Legion, City Operations Center, the Herald newspaper, and other components. Implementation of the Textile Corridor Master Plan and Development Strategy will add numerous new project elements that are designed to activate the area, strengthen neighborhoods, and create a destination attraction that can successfully draw visitors from the regional market.



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The City of Rock Hill retained a consulting team in April 2003 to work with the community at large, property owners, key stakeholders and others, to develop the plan and to create a strategy that is feasible to implement, and attains goals and objectives including economic and fiscal benefits, historic preservation and interpretation, and an increase in downtown residents. The team was comprised of Hunter Interests Inc., urban economics, Allison Platt & Associates, urban design and landscape architecture, Narmour Wright Architects, Parson Brinckerhoff, transportation and environmental engineering, and Susan Mulchahey Chase, historian.

The Scope of Work that led to the completion of the Textile Corridor Master Plan and Development Strategy included numerous tasks and sub-tasks executed by the team over a six-month period. In summary, they included the following:

***The team conducted approximately 100 individual stakeholder interviews, a public planning charrette and input forum, focus groups and workshops, and other aspects of a comprehensive community outreach process. Key themes that emerged from this process included:***

- A revitalized Textile Corridor should offer the flexibility to accommodate various uses and functions including private, public and civic elements, while incorporating a reflection of the history and heritage associated with the area.
- Housing, retail, restaurants, and entertainment were most often mentioned as desirable components, along with arts and educational uses, to comprise a mix that will attract and sustain development.
- The Rock Hill community would like to see stronger connections between downtown, the Textile Corridor, and surrounding areas including Winthrop University and proximal neighborhoods. A combination of improved pedestrian linkages, better streets, and a trolley system were frequently sighted as desirable solutions.

***A thorough building and site analysis was conducted through repeated physical inspections of the Bleachery complex and other structures, review of plans and drawings, driving and walking tours of the greater Rock Hill area, and evaluation of reports and other documents pertaining to the corridor. Key findings included:***

- The Bleachery complex can best be redeveloped using a combination of selective demolition and new construction designed to expose historic features and provide opportunities for additional supportable development.
- Downtown Rock Hill is poised for continuing resurgence, and new development in the Textile Corridor can both benefit, and benefit from, this renaissance.
- Mill housing and other residential elements within the Textile Corridor should be preserved and strengthened through various means.

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***The historic value of the Textile Corridor and its components were assessed through research and observations, and the case for designation of the Textile Corridor as a National Register Historic District was outlined. Historic issues and opportunities identified by the team included various elements used to enrich the Master Plan. These included:***

- Although it may not be possible to nominate the Bleachery for its architecture because of compromised integrity, there is still sufficient integrity in the size, configuration, and massing of the building to nominate it for its association with a pattern of events that made a significant contribution to the development of the community. The Power Plant and Water Works buildings both have strong architectural integrity that should enhance such a nomination. In addition, the district contains an extensive and varied collection of buildings associated with the city's cotton textile industry from 1880 to 1953.
- Important elements to be conserved include an extensive collection of fabric samples, wooden patterns that were used by the foundry and machine shop, at least four of the kiers, at least one of the gravure printing machines, all photographs, trophies, plaques and other awards, and all records that remain in the Engineering Office.
- The Anderson Motor Company and its products are a source of pride in the community, and the Master Plan incorporates this aspect of Rock Hill's history on several levels. The restoration and adaptive reuse of the building that housed the operation is planned, as is the showcasing of actual Anderson automobiles in museum areas within the complex.

***A demographic and economic analysis, and a sector-based market analysis were conducted that evaluated the potential for residential, restaurant and entertainment, retail, office, and other development opportunities within the Corridor. The findings of the market analysis were used to guide development recommendations, and in summary they included the following:***

- Due to the relative proximity of Charlotte and Gastonia to Rock Hill, and the increasingly populated counties of York and Mecklenburg, the regional market is very substantial, consisting of approximately 1.5 million people.
- The resident student population of Winthrop University (approximately 6,500), as well as the pool of alumni (estimated at 30,000 within South Carolina), faculty, etc. represents an important demand dynamic that should be served by development within the Textile Corridor.
- The upward trending growth in population, household income, commercial and residential property assessments, and other economic benchmarks reached over the last 10 to 15 years indicates significant market support for a variety of projects in the City of Rock Hill

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- The residential market is the single strongest sector, and one that can be cultivated through development of a number of different housing types and projects within the Textile Corridor. Significant demand is also in evidence for restaurants, entertainment, specialty retail, and other businesses, particularly when viewed in the context of the Textile Corridor as a regional destination. The office market offers somewhat less potential, at least in the near term, although executive suites type of office development and/or the attraction of anchor corporate tenants in a project are seen to be viable opportunities.
- The market for lodging and group meetings business can be grown in Rock Hill, and the overall mix of uses envisioned for the Textile Corridor can leverage the development of a downtown hotel, particularly if a conference center or other event facility is developed in concert.

***A financial feasibility assessment was conducted for six key catalyst projects including a signature residential project, urban entertainment complex, hotel and conference center, executive suite offices, and an Artisans and Trades Center. Important findings of these assessments included:***

- The Anderson Motor Company building can accommodate a mix of one, two, and three bedroom loft condominiums for a total of approximately 50 units. Based on the residential market analysis, comparable sales, and input from the local real estate community, projected sales prices range from \$95,000 to \$165,000. The project is demonstrated to be feasible, and able to provide a reasonable return on investment.
- The Artisans and Trade Center will occupy approximately 125,000 square feet in the Bleachery complex, and will host a variety of specialty item manufacturers and vendors, creating a destination/catalyst project with positive feasibility impacts on other plan elements by virtue of its ability to attract visitors. The project is demonstrated to be self-sustaining.
- The Rock Hill Hotel and Conference Center assessment suggests that an 80–100 room hotel property that is of high quality can be financially viable, particularly if it is developed in conjunction with a publicly funded conference facility. The assessment projects 70% occupancy at stabilization and ADR of \$130. The conference center as a stand-alone project is shown to operate at a slight profit, but even a break-even scenario is considered a positive outcome for these facilities.
- The Cotton Factory assessment utilized a residential/commercial mixed use approach, and resulted in a positive conclusion. A combination of 74 apartments and 50,000 square feet of leased commercial space combine to yield sufficient net operating income to warrant developer interest.

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- The Restaurant and Entertainment assessment showed a combination of development in the Power Plant and the Water Works to be financially viable, and indeed one of the best performers in the Bleachery complex in terms of revenues per square foot.

*Future plans of Winthrop University and other institutional, educational, civic, cultural, and governmental entities were assimilated into the Master Plan and Development Strategy pursuant to research, discussions, and mutual understanding. Key elements include:*

*All plan components were incorporated into a Master Illustrative Site Plan that covers the entire Textile Corridor, as well as its interface with downtown. The Master Illustrative Site Plan in turn yielded numerous site-level plans that are utilized in the discussion of plan components. Several key components were further illustrated in perspective sketches that convey a visual representation of revitalized buildings, future buildings, gateway treatments, and other features of the Master Plan and Development Strategy.*

*An analysis of railroad crossings and other transportation issues and opportunities was completed, and a feasibility assessment for a vintage trolley line was also completed. The following recommendations are presented in the form of a phasing plan for implementation of a vintage trolley system. The following briefly summarize each phase:*

- Phase 1 would be considered the “starter line” of the Rock Hill Trolley System, known in the industry as the Minimum Operational Segment (MOS). In Phase 1, trolley service would be provided from the former Rock Hill Cotton Factory to Cherry Road. Key to starting construction of the MOS would be rearranging Norfolk Southern (NS) trackage and associated operations so as to eliminate conflicts with the trolley line.
- Phase 2 would expand the system so as to serve the Piedmont Medical Center and possibly points beyond. Additional trolley cars would be purchased and a permanent trolley storage and maintenance facility would be constructed. No additional reconfigurations of NS tracks would be required for this phase.
- Under Phase 3, the trolley line would be extended into the heart of Downtown Rock Hill, thereby providing a very visible and functional transportation link between the central business district (CBD), Textile Corridor, Winthrop University, and Piedmont Medical Center. The suggested route for the streetcar line in the Rock Hill CBD is along Oakland Avenue beginning at the railroad crossings and extending to Black Street. Other routing possibilities exist within the CBD and several “off-the-cuff” suggestions are illustrated in Figure ES-3.

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***Rail crossings and their impact on development potential in the Textile Corridor were assessed by Parsons Brinckerhoff, and a detailed analysis provided. Key findings included:***

- As a concept solution for eliminating the automobile/train conflicts, it would appear there is an opportunity to close the Curtis Street and Mill Street crossings if a single new crossing was constructed at the point where the R Line tracks pass by the “T” intersection of Curtis Street with Quantz Street. Coupled with improvements to Church Street between Commerce Street and Bird Street, plus possible improvements to Quantz Street between the railroad track and North Park Drive, an entirely new transportation pattern could be created between the Aragon Mill Neighborhood and the Civitas Gateway on Dave Lyle Boulevard. These changes would also allow the NS Rock Hill Yard lead to be extended north approximately one-quarter mile, which would reduce the occurrence of, or possibly eliminate entirely, the current problem of trains blockading the White Street crossing.

***A capital investment and cost estimate was prepared that treats individual development projects, as well as necessary infrastructure, short and long term transportation and parking improvements, and other plan components. Key investment and capital cost elements include:***

- Hunter Interests Inc. estimates that total capital investment associated with complete redevelopment of the Textile Corridor to be approximately \$287 million to \$411 million, with a mid-point of about \$350 million representing the most likely investment level. Of this, approximately \$210 million is expected to come from the private sector, \$110 million from the public sector, and \$30 million from philanthropic and other sources.
- Economic and fiscal impacts that will result from this investment include: Between 300 and 500 new FTE jobs; \$15 million in wages and salaries annually; additional construction jobs; Approximately 1,000 new downtown residents, and \$12 million in spending by these residents in the local economy annually; At least 500,000 new visitors and tourists who will inject an additional \$17.5 million into the local economy; 40,000 to 50,000 conference delegates who will spend another \$10 to \$12.5 million; and new fiscal revenues anticipated to reach at least \$4 million annually in new property taxes, and significant sales and special use taxes as well.

***A funding and finance strategy was prepared that reflects a combination of public/private partnerships, public and private investment, formation of a tax increment finance district, and the application of philanthropic and other funds. Key elements of the strategy include:***

- The role of the private sector in contributing approximately \$210 million over time; the role of the public sector contributing approximately \$110 million over time; and, philanthropic sources contributing approximately \$30 million over time.

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- Forming the Textile Corridor into a Tax Increment Finance District (TIF) could results in a significant source of revenue for infrastructure and other public investment requirements. Preliminary estimates show the redevelopment at build-out could generate approximately \$4 million per year in incremental tax revenues.
- Designating the Textile Corridor as a National Register Historic District can have significant impacts on the funding and finance strategy for specific projects, and should be pursued vigorously.

***A marketing plan was prepared that suggests brand and theme treatments for individual projects and the Textile Corridor as a whole. The marketing plan also recommends a methodology for attracting significant private sector investment in real estate development opportunities. Key elements of the marketing plan include:***

- An approach that is designed to be practical effective, and immediate action oriented; positions the Textile Corridor as a regional destination; and, produces identifiable goals and benchmarks.
- The marketing strategy consists of four tiers: Marketing Development Opportunities; Marketing the Plan and the Process; Marketing Key Components; and, Creating Synergy with Other Marketing and Branding Efforts.

***A phased implementation will be prepared that recommends a combination of concurrent and sequential activities to be undertaken by public, private, and institutional entities beginning immediately and extending well out into the future.***

- An explanation of Phase 1 and Phase 2 timeframes and differences is included. Both phases essentially begin in the present, and Phase 1 is considered to include a three to seven year time frame extending out to 2007-2011. Phase 2 is considered to include a 5 to15 year completion time frame, also beginning in the present but extending out into the span of 2009 to 2019.
- Following adoption of the Textile Corridor Master Plan and Development Strategy by the City of Rock Hill, staff will prepare a detailed implementation plan based on next steps and recommendations provided by the consulting team. This plan will provide an organizational and leadership structure as one of its primary components.
- It is anticipated that the plan will be provided to the Mayor and City Council within approximately three months of adoption of the Textile Corridor Master Plan and Development Strategy.

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*The Textile Corridor Master Plan and Development Strategy Final Report includes a summary of all research, community input, technical analysis, planning and architectural drawings, and other work completed during the study process. Observations, findings, and recommendations that are included reflect the outcome of this work process, and are set forth with input from all government entities, organizations, institutions, associations, committees, groups, and entities referenced herein. Most importantly, the Textile Corridor Master Plan and Development Strategy has been prepared with significant and valued input from the people of Rock Hill. Special thanks to the following contributing entities:*

- *Mayor and City Council*
- *City of Rock Hill*
- *City of Rock Hill Economic Development Corporation*
- *Old Town Roundtable*
- *Community Builders*
- *The Textile Corridor Master Plan Steering Committee*
- *The Textile Corridor Master Plan Advisory Board*
- *The Education Task Force*
- *The Economic Development Task Force*
- *Winthrop University*
- *York County*
- *York County Chamber of Commerce*
- *The York Cultural Heritage Commission*
- *Downtown Board*
- *Arts Council of Rock Hill and York County*
- *York County Convention and Visitors Bureau*



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## II. Existing Conditions, Land Use Analysis and Design Concepts

The Textile Corridor is a very interesting and complex site shaped primarily by the Rock Hill Printing and Finishing Company (known locally as the Bleachery), a cloth printing industry that, when it closed in 1997, had a million square feet of space under roof on its site just north of the downtown in Rock Hill. The cemetery across the street, the houses nearby, all were shaped by this company, as was the town itself. The early goal of the team was to understand the history and meaning of the site and its history in an attempt to redevelop it in a way that was economically successful while retaining and preserving the physical history and intangible importance of the site.

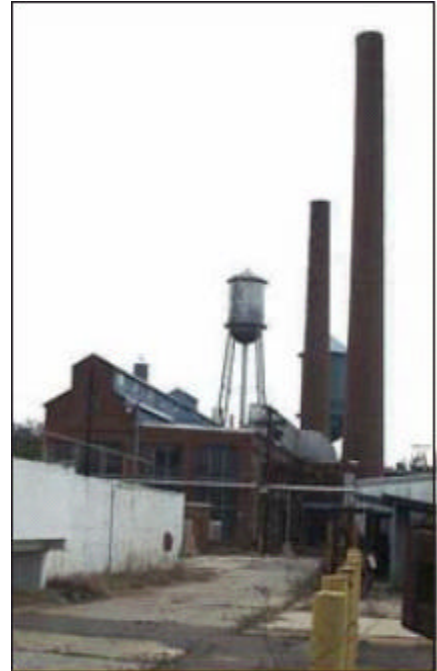
It was difficult, initially, to understand the significance of the complex because of its size and condition. But once the team toured the inside of the buildings with flashlights and knowledgeable guides we began to see the layers of history and architecture hidden under the seemingly impenetrable mass.

This section illustrates through analysis and concept drawings the existing conditions in the study area and the concept that emerged through site visits, public and client meetings, and research.

### Existing Land Use

Existing land use is a baseline analysis diagram in the planning process. At the present time there is scattered development within the study area. Uses are as follows:

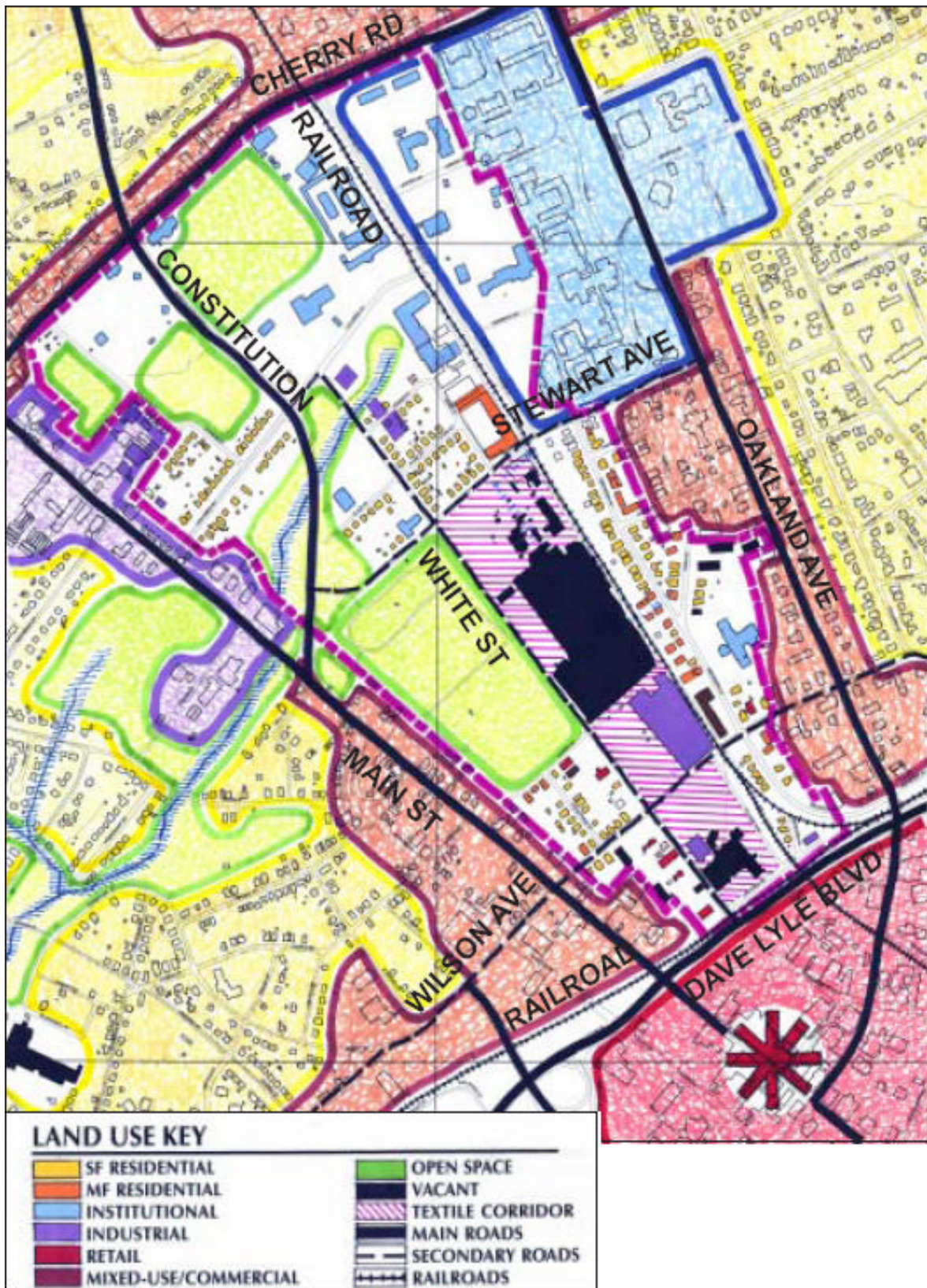
- There are two vacant mills shown in black (the Cotton Factory is to the south and the Bleachery complex to the north).
- Railroad tracks border the study area (outlined in red) to the east and to the south. There is one crossing at White from Dave Lyle Boulevard, and east-west crossings at Wilson, Stewart, and Cherry.
- The internal circulation system is poor. See existing circulation later in this section for more information



*The Power Plant in the Bleachery Complex (top) and the tower in the Cotton Factory are industrial remnants that help communicate the site's history. Even in poor condition, these elements are compelling.*

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***Existing Land Use. The corridor is dominated by the vacant mill buildings (shown in black). Winthrop University is to the northeast, and the downtown is to the south.***



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- Winthrop University borders the site on the northeast. The university is an excellent citizen of the city, with a very attractive historic campus. They are interested in expanding into the study area in the future, and have recently completed a dormitory immediately to the west of the tracks with a pedestrian crossing to the dorm from the main campus.
- Housing to the east of the railroad tracks is mostly historic, much of it built by workers and supervisors at the Bleachery. At the present time much of this housing is rental housing for students. Some of it has been demolished to make way for student apartments. These apartments are not complementary to the surrounding neighborhoods, causing some stress on this area.
- To the west there is one area immediately north of Stewart that consists entirely of housing built for mill workers. This housing is in very good condition considering its age and wood construction, and has a pleasing integrity. To the west of White there are a couple of scattered areas of housing, much of it relocated mill housing.
- The neighborhood to the southwest is now very small and in poor condition. The area in the northwest corner of the study area is in mostly fair condition, but was bisected and partially demolished by the construction of Constitution.
- There are scattered commercial uses along White, most of it in fair to poor condition with



*One of the distinguished historic buildings on the Winthrop University campus.*



*Housing east of the railroad tracks in the study area varies from historic larger homes (top) to Victorian cottages (above) to worker housing. Unfortunately, some houses have been torn down to build low-quality student apartments (left).*



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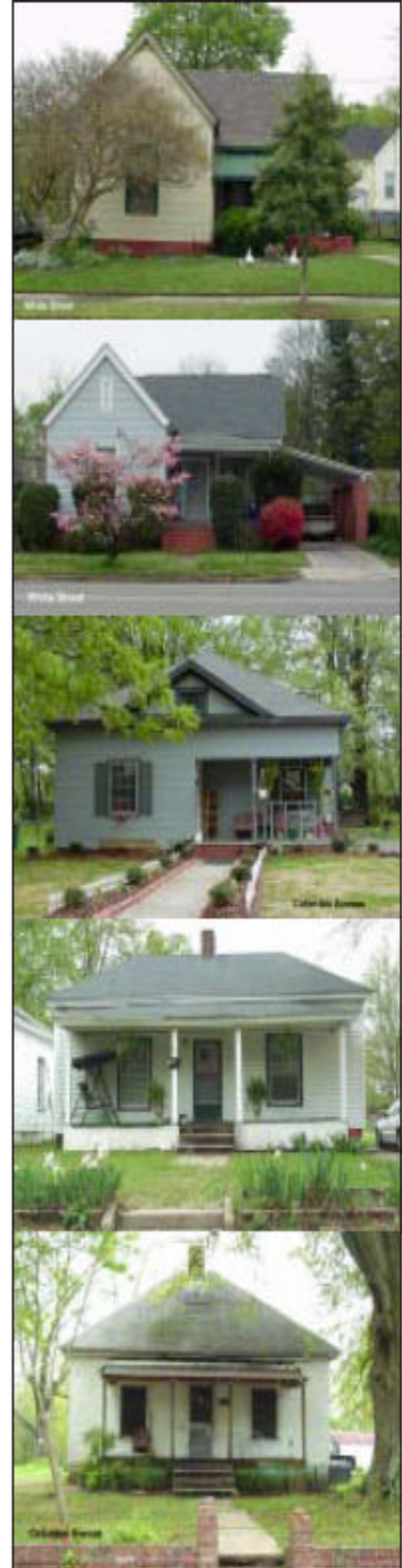
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a few exceptions. At the present time this “main street” of the Textile Corridor provides a run-down image for the area.

- The cemetery in the center of the corridor on the west side of White is very attractive but seldom used. The signs at the gates discourage pedestrian or vehicular traffic. This is the only open space of any size in the study area.
- On the east side of Constitution is the VFW building and the fairgrounds, also owned by the VFW. Most of the year there are no activities in the fairgrounds.
- To the west of White in this area is a football stadium owned by the school system. It also stands empty most of the year, but is heavily used when there are games scheduled.
- The uses around the study area include strip commercial on the north along Cherry; Winthrop and quality neighborhoods farther to the east; mixed use and industrial uses and distressed neighborhoods along Main Street and to the west; and the revitalized and historic downtown to the south.
- The northeast portion of the site is dominated by the city Public Works offices, storage areas, and maintenance facilities. The city is aware that these uses will probably move as the area redevelops. There have been discussions between the city and the university about the university acquiring this property for future expansion.



*The downtown is healthy and attractive. Both the Textile Corridor and the downtown should benefit from proximity.*



*Examples of several types of housing built for mill workers. Conditions vary, but these buildings should be preserved if possible.*



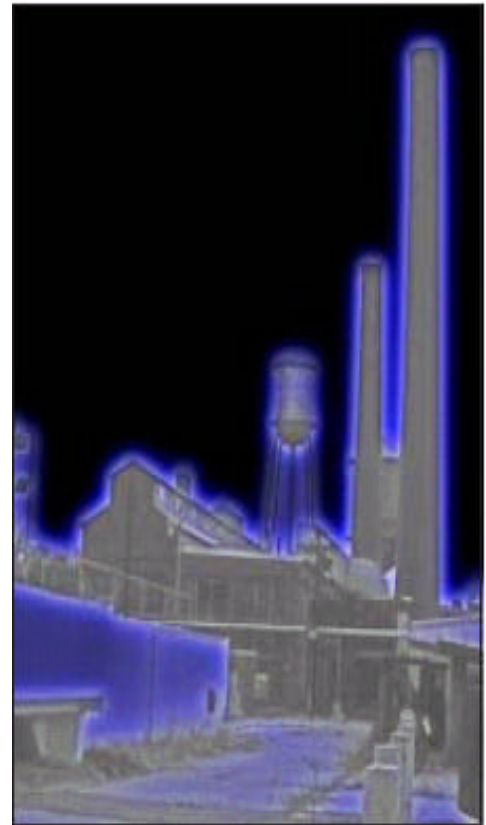
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## Building Condition

The drawing on the preceding page illustrates building conditions within the study area. Main observations are:

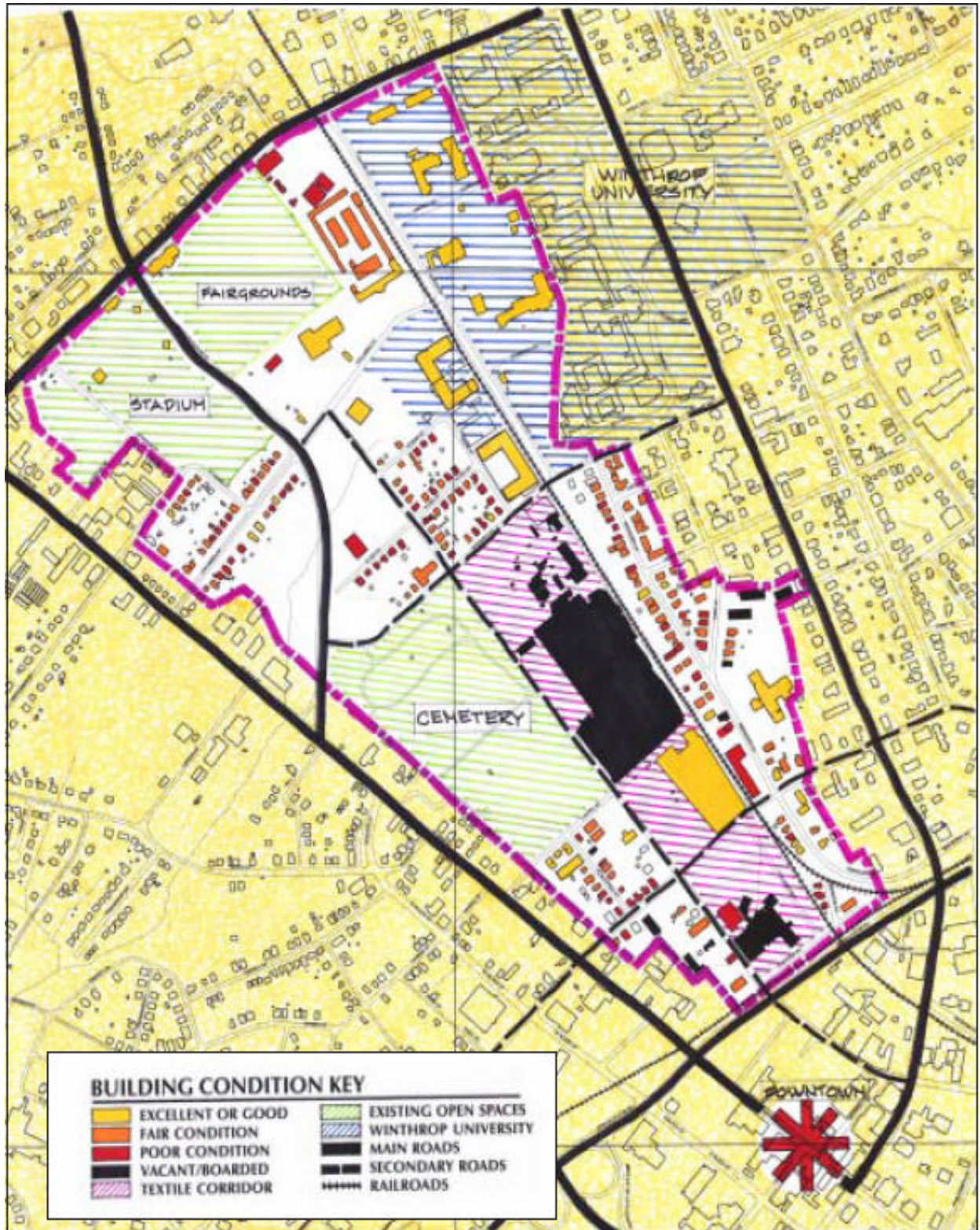
- Most of the buildings in good condition within the study area are owned by the city or by the university, or are related to the university. Springs Industries' building is also in excellent condition.
- The condition of all other uses in the study area are mixed. There are individual houses and businesses that are well maintained, but most are in only fair condition. On the other hand, unlike many communities and neighborhoods, there are few abandoned or boarded buildings.
- Although many of the mill houses are in only fair condition, efforts should be made to save as many as possible. If only a few houses remain in some areas slated for redevelopment, it may be possible to move these structures to a new site.
- The Bleachery complex varies widely in condition, but the sheer mass and height of some of the industrial remnants on the site is impressive. These elements, such as the smoke



*The photo left shows the water towers, stacks, and Kiers (large tanks for boiling fabric before printing) that are part of the history of the site. The photo at top right shows the Power Plant in silhouette, and the photo at right is an interior photo of the Power Plant. Such industrial character has tremendous creative redevelopment potential.*



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*The Building Condition drawing illustrates clearly the physical and visual dominance the Bleachery Complex has on the study area. Buildings in good condition include the Spring Industries building to the south of the Bleachery, a new elementary school, Winthrop-related buildings, and city buildings.*



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stacks, water towers, the Power Plant, and the reservoir should be preserved. In addition, there are fixtures and equipment within the buildings that are also of interest and may be preserved for display once the site is redeveloped.

## Existing Vehicular Circulation

Existing circulation within the site is constrained in quite a few ways, and these problems will need to be addressed if the site is to be redeveloped. The existing circulation diagram is shown on the next page. The list below indicates some of the issues relating to vehicular circulation:

- Constitution was built some years ago as a way to more efficiently move traffic to and from the downtown towards the neighborhoods to the north and east, and to the hospital. The connections between the downtown and Cherry Road were never completed, so that the pattern of traffic is now to go north from the downtown on Black or Main and cut over to Constitution and then north to Cherry Road. This road is not heavily used, even at peak hours. When that road was built, White Street, which had previously extended from the downtown to Cherry Road, was dead-ended at Columbia. In order to move north on White, it is necessary to take a left at Columbia and a right on Constitution.
- Movement from the site towards the west works well, with connections from White to Main at Wilson, Stewart, and Columbia.
- Movement from the site towards the east is constrained because of the railroad tracks to the east. Wilson runs through to Oakland and beyond, but this road is closed to Dave Lyle Boulevard to the east of the tracks, so it is not useful for dispersing traffic. The only other effective through crossing is at Stewart, and it runs through to Oakland, but ends there. Another crossing exists at Columbia, but this road ends on the campus of Winthrop and movement from there is very



*As the Bleachery Complex grew, roads providing access from the neighborhoods to the east were closed, and the tracks now block access, as well. The original location of Buena Vista Street can still be seen by studying the roofs (see arrow).*

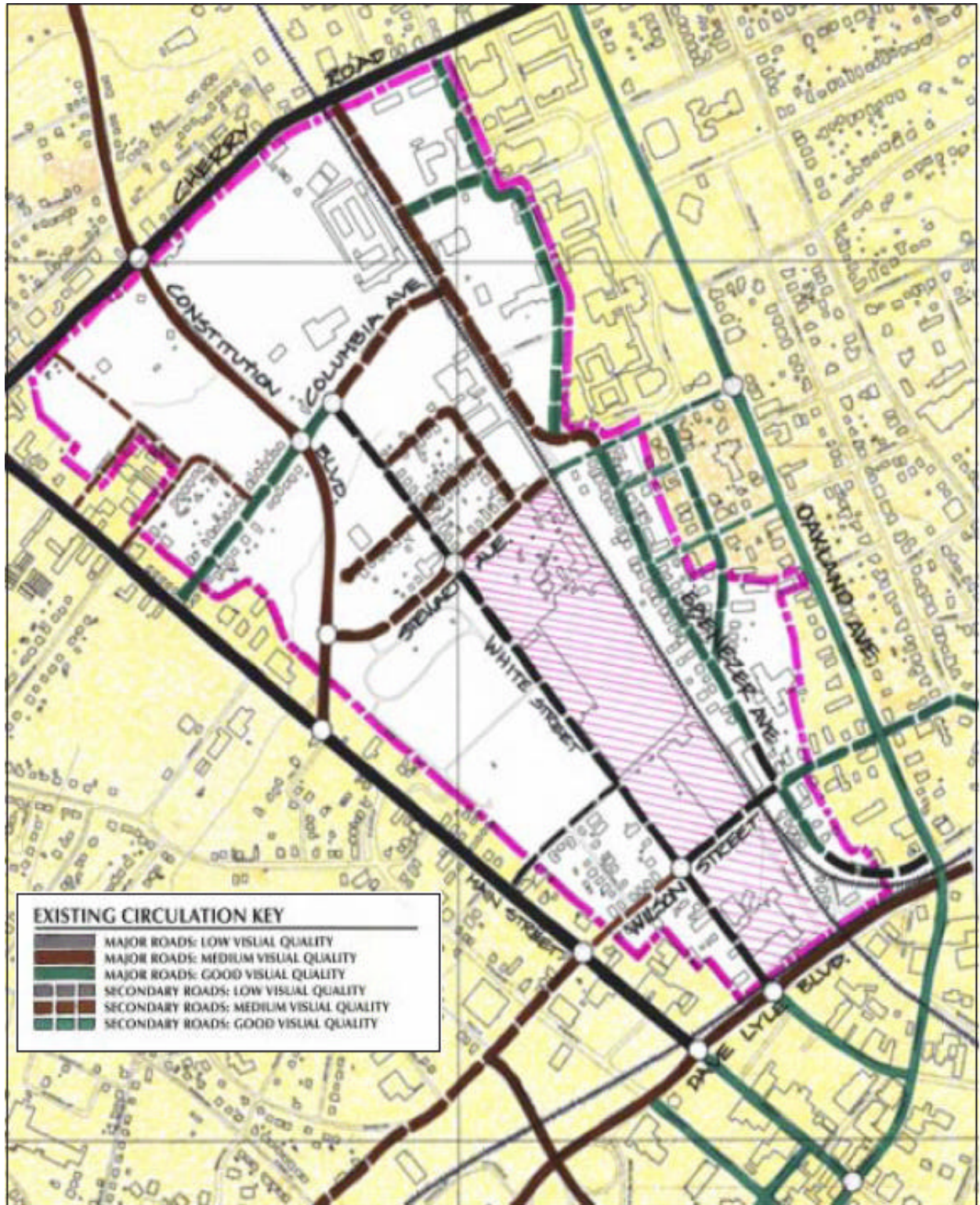


*The existing cross-section of White Street is quite narrow. In most locations there is room to create a median with turn lanes and wider walks, but this location near the south end of the Bleachery will be more difficult. The cemetery is on the right.*



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*Existing Circulation within, to, and from the study area is not optimal. The routing of Constitution Boulevard from Main Street to Cherry helps traffic move between the downtown and points north, but hinders efficient traffic flow within the site. The train tracks along the east side of the site also limit the number of road connections towards Oakland Avenue on the east.*

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constrained.

- Movement to the east is also constrained because of the size of the Bleachery complex itself. There were originally three additional east-west streets between Wilson and Stewart: Laurel, Buena Vista, and Ivey, and another street running up north-south in the middle of the street, named Adams Street. As the Bleacher complex grew, these streets were closed.
- Movement into the site from Dave Lyle Boulevard (DLB) is adequate, although not too attractive. But problems arise at this intersection when trains move through the at-grade crossing several times each day on the tracks that parallels DLB on its north edge. There is a rail yard farther to the east along these tracks, and often the trains are backed up into the intersection for long periods waiting to be switched or rerouted.
- White Street is a two-lane section along its entire length within the study area. This is adequate at the present time, but in the future as traffic increases it may become difficult to make left turns with this cross section.

## Design and Circulation Concepts

### Circulation/Transportation Concepts

Discussions with the client, public meetings, field work, and research was conducted by the team in order to appropriately address the constraints and opportunities presented by the study area. Parsons Brinckerhoff looked into ways to solve the problems related to trains blocking the intersection of White and DLB, and also investigated the feasibility of a trolley line that would run along the east side of the study area on or near the existing spur line. They also looked into the current status of plans to run commuter rail to Rock Hill from Charlotte in the future.

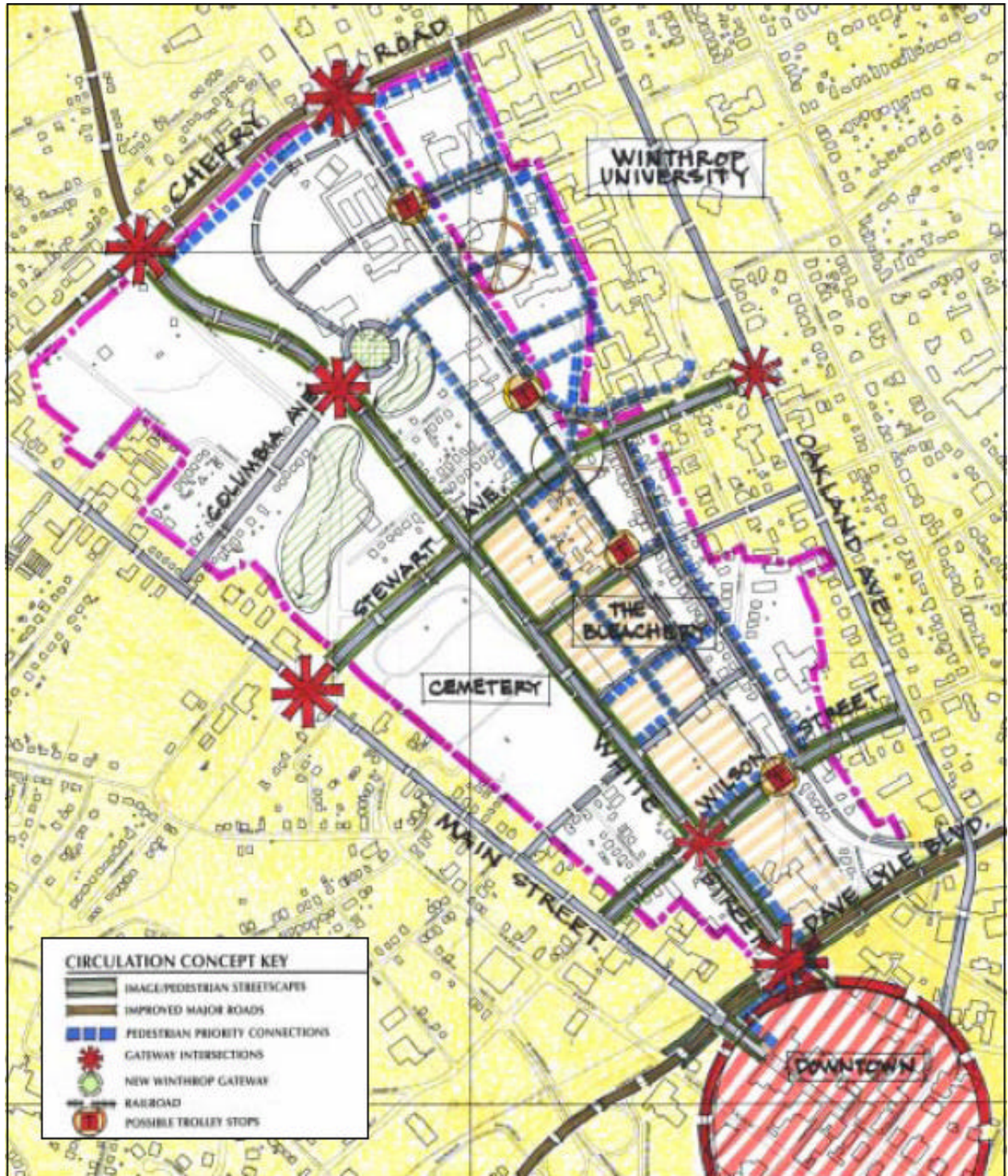
At the same time, Kimley-Horn, transportation consultants on retainer with the city, conducted traffic counts and peak hour numbers on the existing road system on and near the study area. The data were used to prepare a model to test the development program when it was complete to ensure the road system would be adequate for the traffic the revitalization would create.

This work allowed the team to begin formulating strategies and concepts for redevelopment. The transportation concept is shown on the following page.



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*The Circulation Concept seeks to reestablish the grid within and near the study area, primarily by removing the section of Constitution within the study area and reestablishing the connection of White Street from Dave Lyle Boulevard to Cherry Road. Other improvements shown include a new east-west connection on Union Street from White to Oakland, road enhancements, and restoration of the historic grid of roads within the Bleachery Complex. Red asterisks show potential gateways into the Textile Corridor. Potential trolley stops within the corridor are shown with red squares. Pedestrian priority areas are indicated with a blue dashed line.*

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Once the development program was developed and refined, this conceptual circulation system was tested by Kimley-Horn and found to be more than adequate for the program. Features of the concept include the following changes to the existing circulation:

- The section of Constitution within the corridor has been removed in this concept. This allows the reestablishment of the grid of street interrupted in the surrounding neighborhood, and coincidentally offers the possibility of restoring a portion of the creek that runs through this section of the corridor.
- Discussions with historians, the property owners, and the city and issues of access led the team to the conclusion that the mass of the Bleachery complex must be selectively demolished. Decisions on what portions were to be removed were based on a variety of considerations, including historic significance, adaptability, and building condition. Once these issues were considered, it became possible to restore the historic grid of streets within the complex, and this is shown in the Transportation Concept.
- Pedestrian connections were felt to be important for many reasons, including the proximity of Winthrop on the north and the downtown on the south, and the desired character and uses of the redeveloped site. The Transportation Concept shows a variety of pedestrian pathways within the site. The design implication for this concept is that these pedestrian streets will be paved and enhanced to a higher degree to make them inviting for walking and leisure activities.
- The trolley and potential stops are also shown on the plan. This will enhance pedestrian access to and from the corridor.
- Gateways into the corridor are shown on the plan. During formulation of the master plan, gateways will be shown in a variety of ways, from simple signage to enhanced streetscapes to major entryways with planting and signage. It also implies consideration for signage to guide people to their destination.
- The mill housing in the northwest corner of the corridor is shown being reunified. Existing portions are shown in solid orange and new housing is shown in stripes.
- As planned, Winthrop University would eventually expand into the area bordered by the railroad tracks, Columbia, White/Constitution, and Cherry.
- Enhancement of key streets into and through the corridor will be important in creating a quality image for the area. It may also be desirable to distinguish the area with distinctive lights, banners, and other means. Streets recommended for enhancement include White, Wilson, and Stewart. Dave



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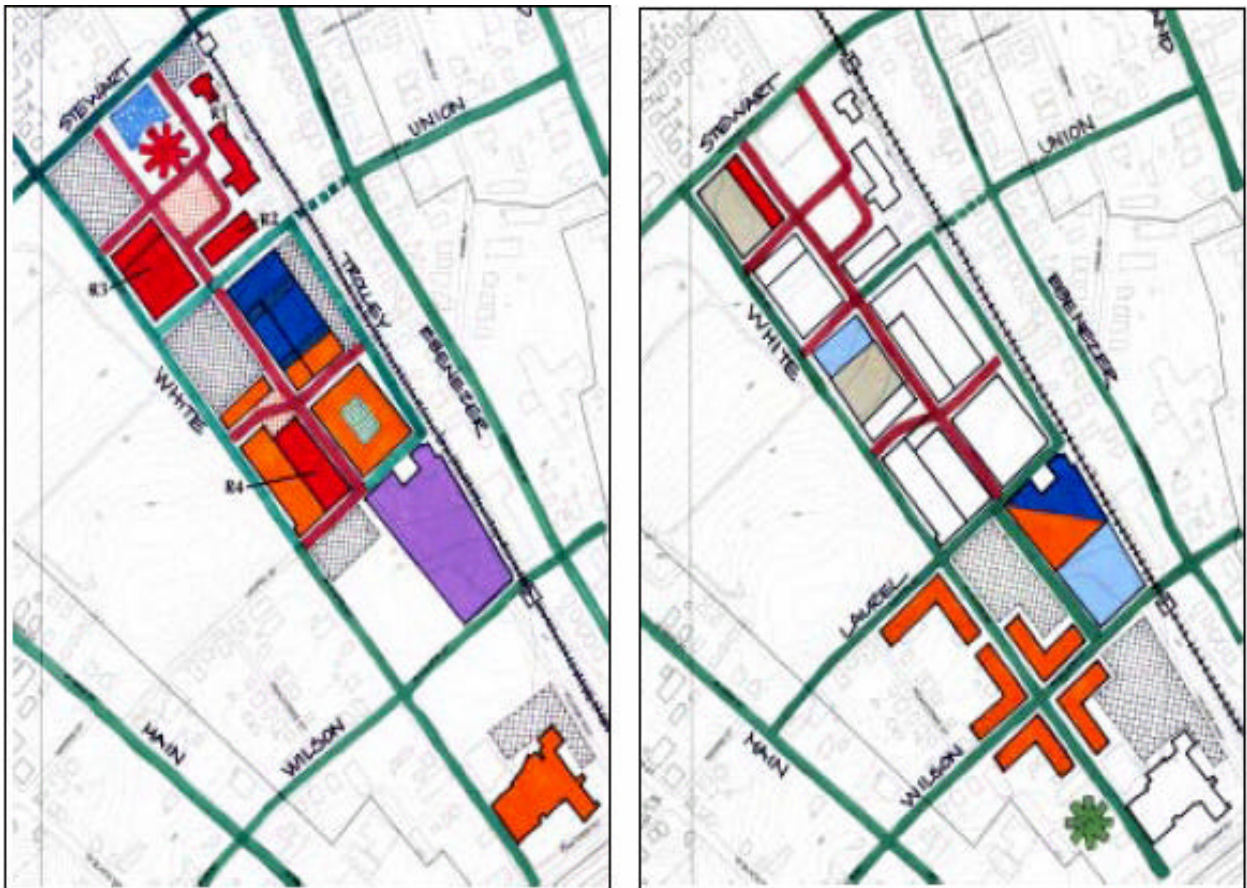
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Lyle Boulevard is also shown with enhancements meant to provide a sense of arrival into both the downtown and the Textile Corridor. Once the plan was more refined, Columbia Street was also included in the list of streets that should be enhanced.

## Proposed Land Uses

The map on the preceding page shows recommended land uses for the Textile Corridor. These uses were in most cases simply a reinforcement or expansion of existing uses. One change shows medium density housing in the southern end of the Bleachery complex and the blocks between there and Dave Lyle Boulevard. This use makes sense if the commuter rail and trolley are implemented. It will also support the uses in the Bleachery, as will the current and future expanded student community immediately to the north at Winthrop. More detailed views of the Bleachery complex with proposed land uses are shown below. Bleachery land uses include the following:

- In the first phase, retail, restaurant, and entertainment venues (including a small hotel and conference center) would be built in the northern third of



*The two diagrams above show Phase 1 (left) land use recommendations and Phase 2 land use additions or changes for the Bleachery Complex. Proposed uses are discussed in the accompanying text.*

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the complex (shown in red). It was felt this portion of the complex was most appropriate for entertainment uses because of the interesting buildings, the reservoir, and the proximity to Winthrop.

- An artisans and trade center (as a regional draw) would occupy the middle portion (shown in blue). This use emerged as a popular favorite as the team and the clients thought about other successful mill conversions such as The Torpedo Factory in Alexandria, VA and Savage Mill in Savage, MD.
- Residential loft-type apartments would occupy the bottom third (shown in orange). The Cotton Factory would also be residential. All parking would be surface parking, and the Springs Industries building would remain in use as is.
- In Phase 2 two of the parking lots would be converted to parking decks with retail on the first level facing towards the pedestrian street. The Springs Industries building would be converted to mixed use, and medium density housing would be constructed between the Bleachery and Dave Lyle Boulevard.
- The green asterisk opposite the Cotton Factory is meant to indicate a civic or other “special” building located there. Because the Cotton Factory has interesting architecture and the shape of the building brackets the corner, the team recommended that another building of resonant architecture and mirror-image shape would create a powerful gateway into the Textile Corridor.
- Although this is not clear on the plan, this preliminary layout of the complex yielded a little over 1,000 parking spaces, including parking underneath the five-story building and the adjacent building in the southwest corner of the complex. This was felt to be adequate for initial development.

## Design Framework

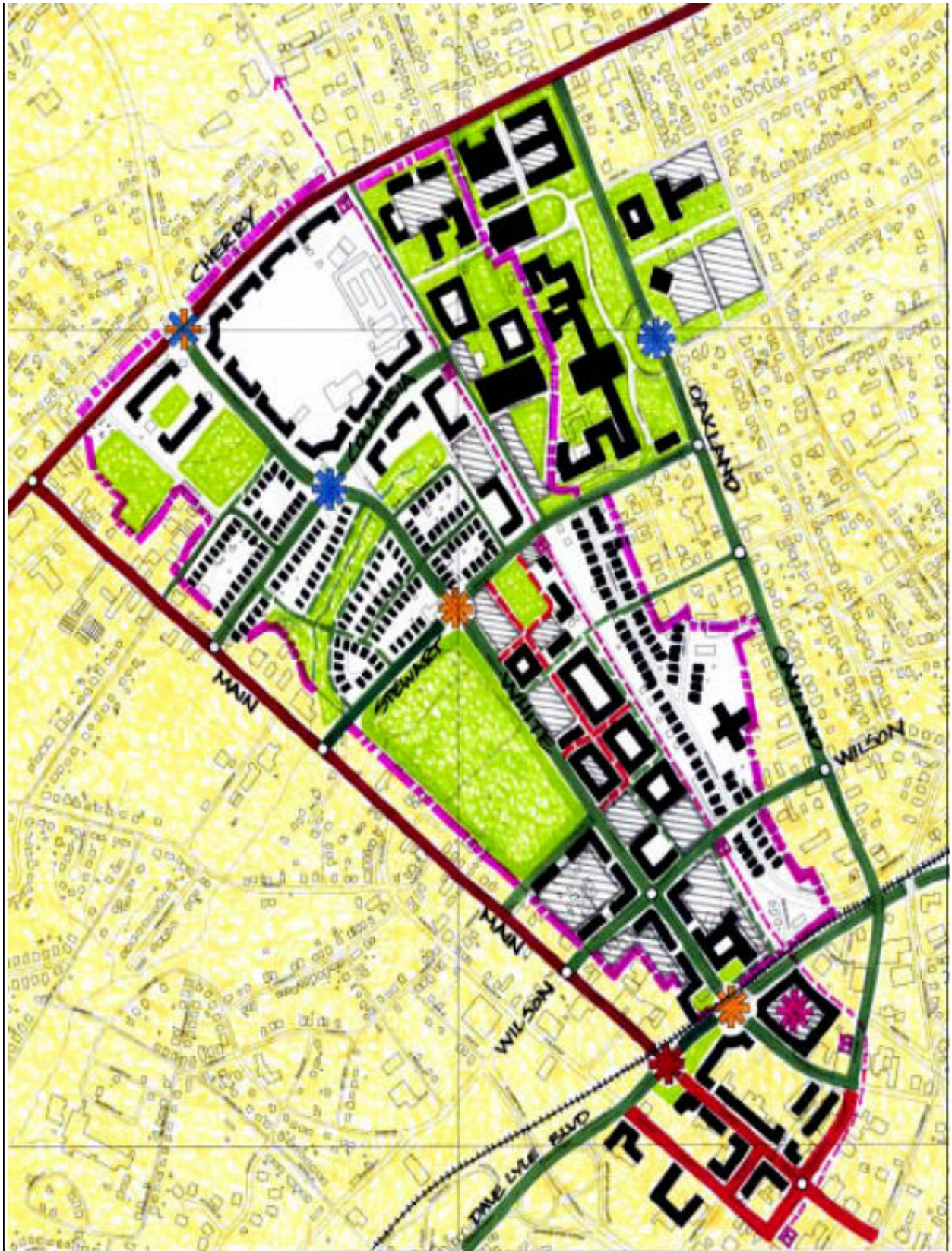
This diagram, shown on the next page, is intended to add to the land use diagrams by adding concepts about how and where new buildings should be massed on the corridor to achieve a set of pleasing urban design spaces, large and small.

Features of the Framework plan include:

- Existing “form-giving” buildings such as the downtown buildings, Winthrop buildings, and some of the buildings likely to remain in the Bleachery complex are shown to provide a sense of scale of the existing buildings.
- Locations for parking are also suggested through the use of grey stripes. Generally parking should be located on the interior of blocks when possible. When this is not possible, parking should be screened with a hedge or wall, and parking decks should be detailed in such a way that they blend into the surrounding architecture.



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*The Design Framework diagram.*

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- At the present time all the large and imposing buildings on the corridor are located on the east side of White. This gives a feeling of imbalance. To counteract this, it is recommended that higher-density buildings be infilled on the west side of White, especially in the area from Dave Lyle Boulevard to Laurel Street. North of Laurel, the cemetery precludes any construction on the west side of the street.
- Above Stewart, there are attractive mill houses on the east side for two blocks. In this area the proposed land use plan shows that the existing low density neighborhood should be completed. This will balance the development here, as well. If medium density was to be built in this area, it would be most appropriate next to the existing church (but set back in lawn farther than the existing church) or facing the cemetery, also on Stewart. Creek restoration is recommended within this neighborhood, and it is suggested in the plan that a linear park be constructed around it (with housing along the edges) and that this park should cross over to the east side of White in order to “borrow” this landscape for visitors.
- In the north section of White the stadium on the west and the future campus on the right make a pleasing symmetry of a campus-like environment including large buildings amidst landscaped areas.
- The progression of spaces thus becomes urban medium density buildings from the gateway to Laurel, then open views to the cemetery on the west and open views on the east through landscaped parking areas to historic buildings set on the road that runs down the middle of the site. (It will probably be a positive element to have parking lots rather than parking decks on the Bleachery Complex site in the early years, because they will provide views to the facades of the more interesting and historic buildings on the site from White Street.)
- An intermodal transportation center is shown south of Dave Lyle Boulevard and between White and the railroad/trolley tracks. The mass of this building (from the inclusion of a parking deck), and a new building along the south side of DLB between White and Main, combined with the Cotton Factory and proposed additional gateway building, will enclose this intersection with architecture and create a much more pleasing sense of place and arrival. It will also direct attention towards the downtown, where another gateway treatment will help to establish a stronger visual and physical link between the two areas.



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## III. Textile Corridor Development Program

The plan at build out is shown on the preceding fold out pages. Because the site is so large and complex, the areas discussed in this section have been identified with numbers or letters and the key for this identification system is shown on the next page. For reference, small icons appear throughout this section illustrating which section of the Textile Corridor is being discussed.

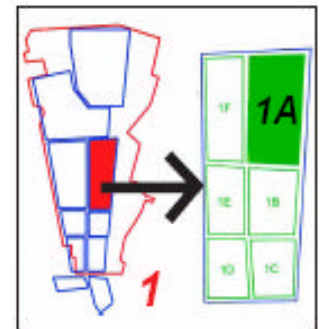
### The Bleachery Complex (Area 1)

#### Restaurant and Entertainment Facilities (Area A)

Supportable development in these business sectors allows for at least two, and possibly three restaurants and/or entertainment venues, employing the Power Plant and the Water Works, and a portion of another existing building. Clustering, phasing, and adjacencies are important feasibility requirements, as well as brand orientation and direct access to other site amenities. There will be strong support for the restaurant and entertainment facilities from the University students, and thus at least some of the businesses will be oriented toward capturing this market.

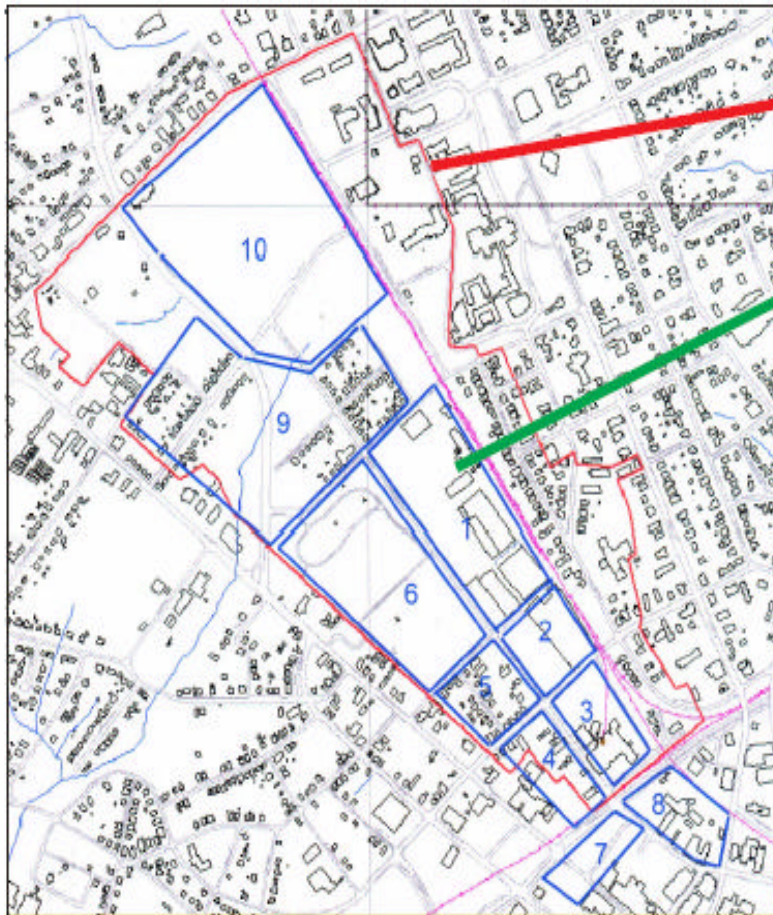
A developer/operator may choose to heavily theme a restaurant with Winthrop University trappings such as Eagle insignias, sports memorabilia from University athletes, old photographs, etc. Alternatively, a developer/operator may choose to locate a branch of a regionally popular restaurant or club here. The team's view is that a chain restaurant would not be particularly desirable; however, for financial reasons, and if properly developed, this could also be a possibility.

With regard to entertainment, the supportable development opportunities as expressed herein are confined to live entertainment (music, comedy, etc.) within a restaurant/club environment. There may be potential for a larger performance venue that would attract sizable professional acts, but additional analysis and project implementation will have to occur in order for the dimension and depth of this potential to be fully evaluated.



*Area 1A: Restaurant and Entertainment.*

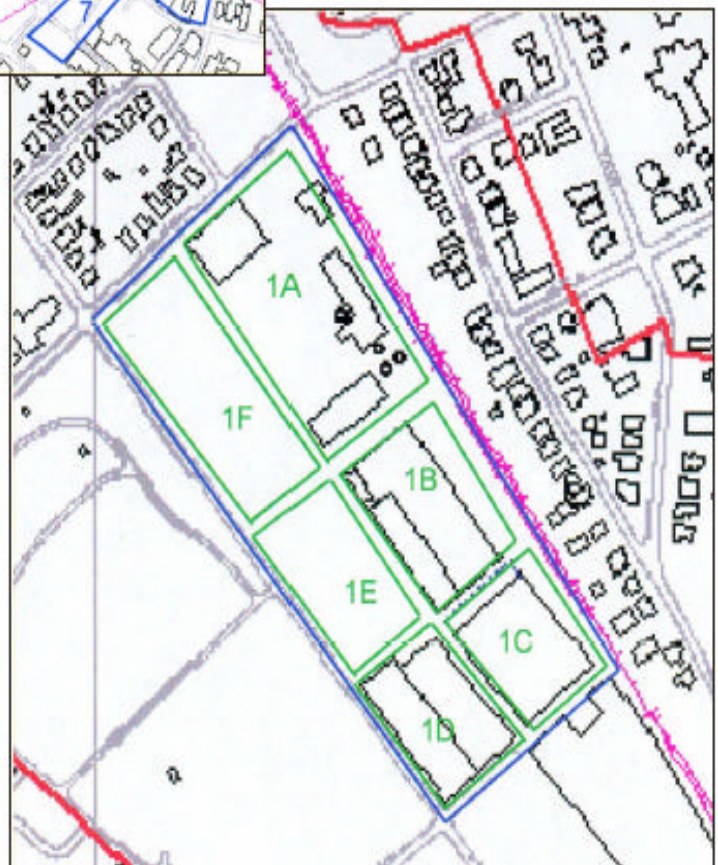
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**STUDY AREA  
BOUNDARY**

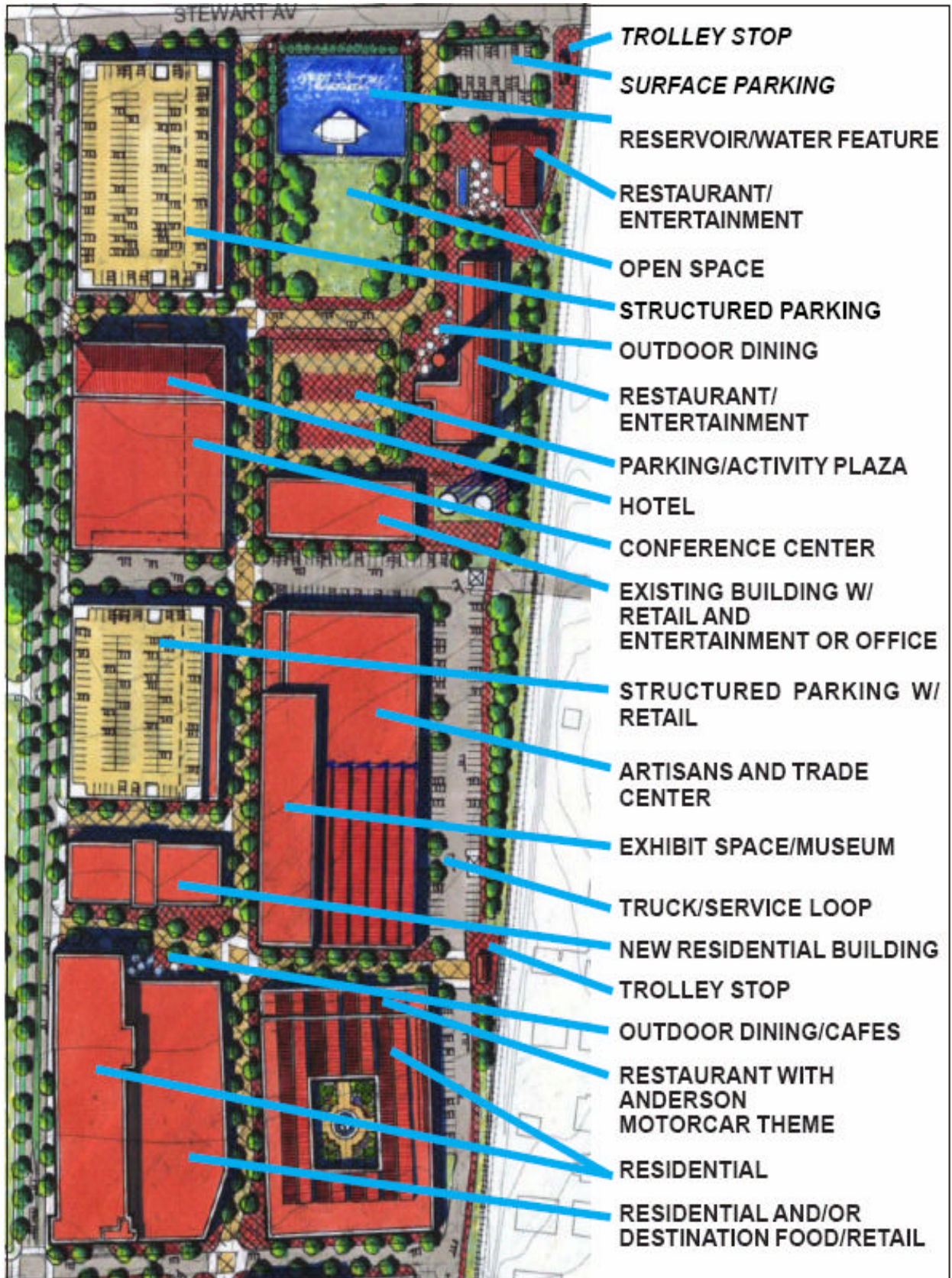
**BLEACHERY COMPLEX**

*The plan on the left shows the numbering system for referring to the program elements in the following section. The plan below shows the identification system for the Bleachery complex.*





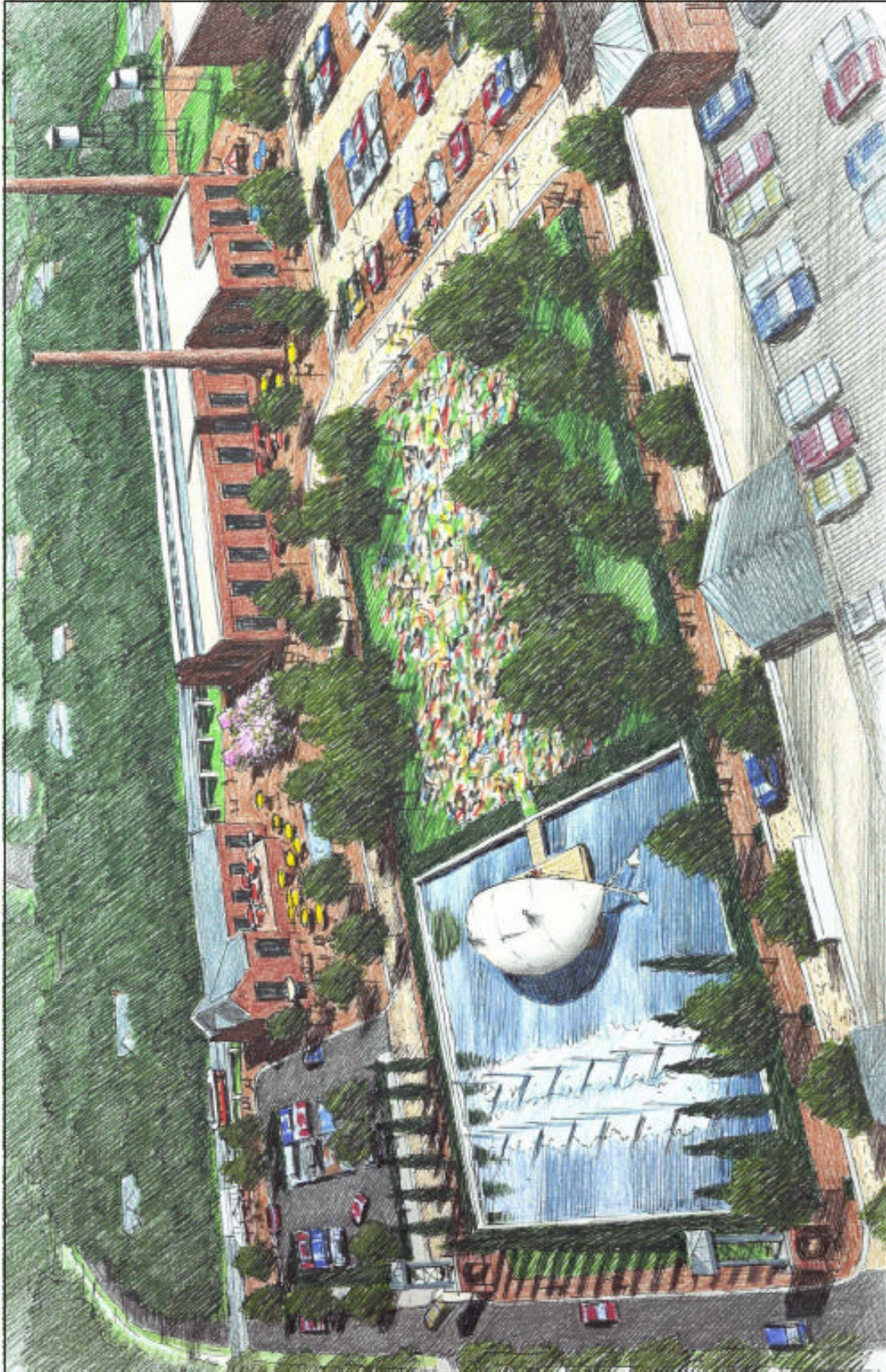
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*Bleachery Complex components at build-out.*



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*This sketch shows the restaurant and entertainment portion of the Bleachery site (LA on the location map), including the amphitheater and reservoir with fountains; open space; brick paved parking area convertible to a plaza; the Power Plant on the upper right, programmed for dining and entertainment; and the Water Works on the upper left, programmed as a restaurant.*





*This sketch illustrates the Power Plant transformed into a microbrewery, restaurant, and entertainment venue. The sketch shows the level of detail desired in the pedestrian spaces, and shows the trolley in the background.*



# HUNTER INTERESTS

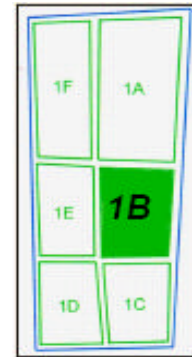
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Located within Area 1A is the primary open space within the Bleachery complex. This consists of the existing reservoir, renovated to become a water feature, fountain, and stage for outdoor performances. To the south of the reservoir is a grassy open space for passive recreation and for concert seating. The areas to the south of the open space is an area paved in two colors of brick that will serve primarily as parking lot. When concerts, outdoor displays, or festivals take place, however, this space can be converted into additional open space that could be used for concessions, seating, and activities. Recessed electrical outlets should be located where they will be convenient to such activities.

## The Artisans and Trade Center (Area B)

The large spaces in Building Area B (approximately 125,000 square feet) can accommodate a mix of uses that together will comprise both a destination attraction, and a viable tenancy that will also generate job and business opportunities. The concept entails the availability of large, medium, or small spaces for working trades people, artisans, and artists to create, make, and sell goods of all kinds. Specifically, it is envisioned that trades people specializing in such things as furniture and cabinet making, collectible items, musical instruments, antique refinishing, etc., could be coupled with artisans making textiles, jewelry, pottery, etc.,

and artists with paintings, sculptures, stained glass, and other mediums. There are several good models for this type of enterprise including the Torpedo Factory in Alexandria, Virginia, the Sawtooth Center in Winston-Salem, North Carolina, and Savage Mill, in Savage, Maryland. Williamsburg, Virginia, and Sturbridge, Connecticut, are entire towns built on this premise. These facilities are major tourism generators, fill a need within the trades and arts community, and are financially successful. They also frequently serve as venue for special events, and this use could also be pursued as part of the final development strategy for the Bleachery. Depending on final space allocation, individual needs of tenants, and interior space programming and design, it may be possible to attract 100 to 200 individual trades people, artisans, and artists to this portion of the project. In addition, this space and the anticipated programming would be very compatible with educational uses and could afford partnering opportunities for Winthrop University, York Technical College, and the Rock Hill Public School System.



*Area 1B: The Artisans and Trade Center.*

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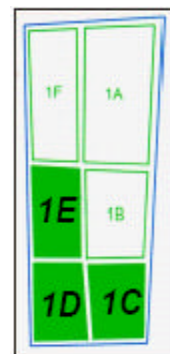
In order to display and sell the products of this complex, it is recommended that a showroom/gallery be located in the two-story portion of the Lowenstein Building along the interior street. People interested in the services of the artisans within the Center would be able to see examples of artists'/artisans' work and make arrangements to meet with them. Tours of the studio/workshop facilities a few times a year would also help to generate interest in the services offered. The showroom/gallery might be paired with a central museum outlining the history of the Bleachery complex through displays and artifacts. A visitors' center for the Bleachery and the community could also be located here. See *Museum and Historical Components*, below.

## Museum and Historical Components

Partly as a natural reflection of the historical nature of the Bleachery, Anderson Motor Company, and other Textile Corridor components, and partly as a contributor to the project's destination drawing power, the team suggests that museum space be incorporated into the overall development program. In some aspects, the entire project will have an historical flavor, and "pocket museums" could be interspersed throughout the project by using machinery, artifacts, photographs, and other items in display areas, or as part of space themeing and street or hardscaping. In addition, the large Artisans/Trade Center could host dedicated space for a museum component (approximately 3,000 square feet), and this would add to the visitor attraction potential associated with the restaurant/ retail complex that incorporates the Power Plant and Water Works. These structures can serve to convey a view into Rock Hill's history through the use of the buildings' unique nature, use of artifacts, photos, etc., in themeing. In terms of content for the main museum component, the history of the Bleachery itself would be an obvious element, as would that of the Anderson Motor Company, but Winthrop University, the lives of mill workers and Rock Hill's prominent historical figures, railroad history, etc., could all be excellent subject matter. This component of the Textile Corridor could also be used to market other museums in Rock Hill and York County.

## Residential Project Components (Areas C, D, and E)

Building Area C (Anderson Motor Company) would also be appropriate for loft type apartments/condominiums, and the team envisions creating a large light well/courtyard in the center to enhance the residential conversion potential of this 93,000 square foot building. After reductions to the building area by incorporation of the light well, and anticipated demolition of the 1953 addition that fronts on the railroad tracks, the team estimates that there will be approximately 60,000 square feet of net-usable space remaining for conversion. This would allow for approximately 50 to 60 additional market rate apartments and/or condominiums.







*This sketch shows a view looking from the new residential building (Area C, the Residences at Anderson Place. The front of this building has been converted to a glassed-in atrium/restaurant that will also display several of the original Anderson motorcars.*



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The five-story office section in Area D1 offers approximately 200,000 square feet of space for conversion, and could accommodate approximately 250 smaller market rate apartments that would have a market orientation similar to those in Building Area C, but would probably be more suited to the young professional segment of that group. It is possible that Building Area D1 could be reconfigured as live/work space that would be specially designed to allow residents to maintain offices, studios, or other income generating spaces along with their living quarters. If this development approach were taken, the unit count would probably be in the 100 to 150 range as the space requirements for this type of product is significantly larger than basic apartments.



*Area D: The Artisans and Trade Center.*

Building Area E is shown on the plan with a new residential building of approximately 85,000 square feet. This building would include approximately 75 to 80 loft-type residential units that would take advantage of the historic building character, historic ambience, etc. being created by the master plan. These units would have weather controlled parking and a market orientation toward affluent seniors, empty nesters, and young professionals seeking an urban lifestyle with high amenities and adjacent services/support facilities. These units could be multistory, offer substantial storage areas, and incorporate hardwood flooring and other attractive characteristics of this complex.

## **Destination Food/Specialty Store and Service Businesses (Area D2)**

Given the anticipated increase in the local/downtown residential population, the desirability of incorporating another destination attraction in the project, and the absence of this particular product in the local/regional market, HII suggests a specialty food store such as Whole Foods Market, Fresh Market, Hay Day Farm Market, or Dean & DeLuca products. Regionally known Harris Teeter stores are a related product type. The team envisions Building Area D2 (shown above) as the best location for this use, which affords approximately 125,000 square feet of gross space. This building area is large enough to accommodate additional service businesses that could serve local residents as well as visitors. Tenants could include cafes and/or small restaurants, salons, pharmacy, travel agency, etc.

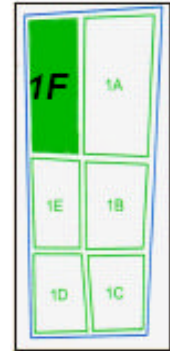


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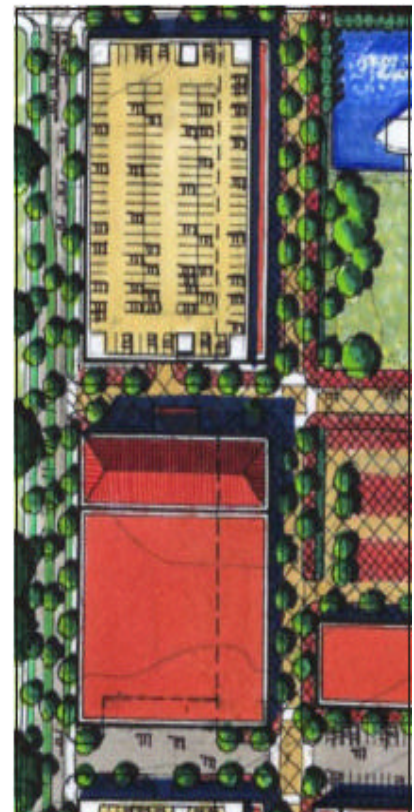
## The Rock Hill Hotel and Conference/Event Center (Area F)

While the market analysis does not suggest current support for a new hotel in Rock Hill, the “bottom up” approach to assessing development potential yields a scenario in which a “boutique” or European-style hotel property may in fact be feasible. As the Textile Corridor is redeveloped, the entire market dynamic associated with Rock Hill will be altered. As overall visitation rises and attention is focused in and around the downtown, support for a hotel will grow. Cultivating programs with Winthrop University and development of residential, restaurant, entertainment, and other elements that will attract their alumni will also contribute to support for a hotel on this site.



Development of a new conference/event center on the site would contribute significantly to the success of a hotel project. In terms of product type and size, it is anticipated that a relatively small (80–100 rooms) hotel that affords a high level of quality and finish, a high level of services, but not necessarily full-service food and beverage, would be the most appropriate model. This facility is located in Area F. In this location it takes advantage of the nearby entertainment and open space amenities in Area A.

A facility of approximately 50,000 to 60,000 gross square feet with a large divisible ballroom, meeting, and lecture facilities is considered supportable within the market, particularly in the context of a project that is leveraged by other development nearby. Such a facility is shown in Area F, attached to the hotel. In turn, the center would be used to leverage hotel development. The facility could be built in two phases with flexible exterior exhibit areas capable of temporary or eventual permanent enclosure, adjacent to a functionally integrated hotel, combined weather protected parking, and a prominent entrance with vehicular drop-off immediately accessible from White Street. It would be the intent of the development strategy to pursue a facility that would be complementary to, not competitive with, the Baxter M. Hood Center at the York Technical College. That facility is positioned to attract technology-oriented meetings, training sessions, and so forth, and has both educational and corporate market orientation. The Rock Hill Center could be positioned for small conventions, large special events and banquets, and consumer and tradeshows. Some type of public/private partnership would most likely be required, but a private-only approach would not necessarily preclude further development planning. Alternative to new construction as reflected in the Plan, Building Area D1 (1953 five-story office structure) could be adaptively reused for this purpose. The team has programmed that building area with residential units to increase the overall



*Hotel and Conference/Event Center*





*This view depicts the Rock Hill Hotel and Conference Center, with first floor retail on a parking structure to the right. The perspective of the viewer would be from the activity plaza and entertainment area, and encompasses the intersection of newly created pedestrian and vehicular access ways. The Rock Hill Hotel and Conference Center is envisioned as an 80- to 100-room upscale property, with 50,000 to 60,000 square feet of complementary meeting, event, and banquet space.*



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financial viability of the privately owned portion of the Bleachery complex, but the alternative conference/event center conversion remains a possibility.

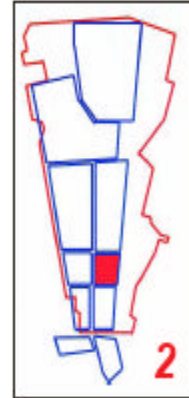
## Other Uses in the Textile Corridor

### The Springs Industries Building (Area 2)

Springs Industries is a commercial operation of long standing in Rock Hill and their continued presence at this location is presumed. However, for planning purposes, alternative futures for the building complex have been evaluated and incorporated into the Textile Corridor Master Plan and Development Strategy. These future scenarios assume that the existing uses are no longer in place.

These future uses may include, but not necessarily be limited to the following:

- **Future use as signature office/headquarters building** – As redevelopment of the Bleachery complex occurs, and other enhancements to the Textile Corridor are implemented, the market dynamic in downtown will change and there may be an opportunity to attract an anchor corporate office or large business tenant to this building. The older portion of the Springs Industries Building is seen as the most desirable element for adaptive reuse.



*Two alternate uses for the Springs site: on the left, re-use as an office or tradeshow/civic event facility. On the right, the building with the most interesting architecture remains as residential or an educational/training facility and the remainder of the building is demolished to allow more room for medium-density housing.*



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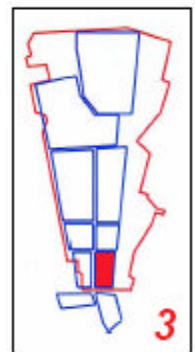
- **Future use as tradeshow and civic event facility** – At nearly one million square feet, the building affords a great deal of space that could be put to a variety of uses including conversion to exhibit or tradeshow space to augment the meeting and event space programmed for the proposed Rock Hill Hotel and Conference Center.
- **Future use as educational/training center** – Alternative uses could be the establishment of new or expanded educational and training facilities that include such projects as the Phoenix Academy, magnet schools, or annex facilities for York Technical College, Clinton Community College, or Winthrop University.

Two possible configurations of these uses are shown in the plan. One is shown in the Phase 1 drawing, and the other in the Phase 2 drawing. The first possible use is as tradeshow and civic event facility. In this scenario, the entire set of two joined buildings would be utilized. Parking is shown along the front of the block to partially accommodate this use. Additional parking would need to be designated off site for peak usage and/or large events.

In the Phase 2 drawing, the northern portion of the building could be adapted for any of the uses mentioned above (except possibly the tradeshow, because it wouldn't be large enough), and the southern end has been removed and replaced by medium density housing to complement that planned on the adjacent blocks. The building on the north side of the site is more adaptable to reuse because it has larger windows and more distinguished architecture. However, the southern building could remain and be adapted for back office or other uses if desired.

## The Cotton Factory (Area 3)

This iconic property represents another adaptive reuse opportunity that can incorporate additional residential units, as well as other potential uses that may be retail, arts, or entertainment oriented. Portions of the Cotton Factory could also accommodate office space, although the market support for this use is less well demonstrated than for other development opportunities. At approximately 125,000 square feet, the Cotton factory could accommodate a range of use mix, unit size, and floor plan configurations. For example, a developer could choose to program half of the space with residential units allowing for approximately 50 apartments/condominiums, a quarter of the space (31,250 square feet) with retail (including restaurant, service retail, specialty retail, etc.), and a quarter of the space (another 31,250 square feet) with office.



Parsons Brinckerhoff recommends that in the first phase, the trolley run from an area near the Cotton Factory to Cherry Road. An end point and trolley barn will be needed for this phase, and such a structure is shown in white attached to the Cotton Factory. This is the location of a (now unused) railroad siding, so



*This sketch illustrates the renovated Cotton Factory, and shows a part of the gateway into the Textile Corridor.*



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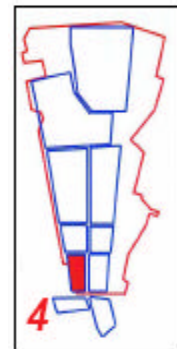


*The plan above shows the Cotton Factory (Area 3) on the right, and the new civic building (Area 4) on the left. The new building is meant to complement the Cotton Factory and frame the gateway into the Textile Corridor.*

adaptation would be fairly straightforward. The roof structure could be of the type of stretched fabric often used in stages and pavilions, making it less expensive. When a permanent trolley barn is built, this structure can be used for another purpose or removed.

## New Civic Buildings and Facilities (Area 4)

The Textile Corridor Master Plan and Development Strategy includes a conceptualization of a new civic facility at the corner of White and Dave Lyle Boulevard. This is shown on the plan in Area 4. As an urban design component, the facility can help to create a sense of arrival to the downtown and the Textile Corridor and provide balance to the intersection. The concept is also included in response to several different development needs/potentials that were identified in the planning process. These included the prospects for a new or expanded York County Library, demand for additional performance space, and future development of county government facilities.





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*This sketch illustrates what a new civic building such as a library might look like when paired with the Cotton Factory to form a gateway. Medium-density housing is shown in the background.*



# HUNTER INTERESTS

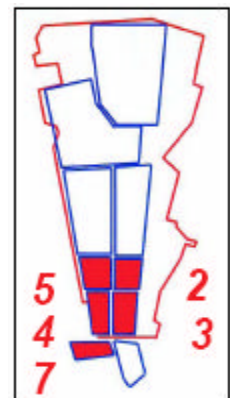
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*Medium-Density housing is located between the gateway and the Bleachery site, on all or portions of Areas 2, 3, 4, and 5. This location is ideal for easy access to the downtown, the Textile Corridor, and the planned trolley and commuter rail.*

## Medium Density Infill Residential Development Projects (Areas 2–5 and 7)

Various locations in and around the Textile Corridor are suitable for this type of residential development. In Phase One, buildings are shown immediately south of the Springs Industries building on the west side of Area 3, and across the street on the northern portion of Area 4. Possible locations for additional housing are shown adjacent to the downtown near Dave Lyle Boulevard, although these are not built into the program because they are not in the Textile Corridor study area. In Phase 2, additional housing can be added in Area 3, on the east side of the block, once the temporary trolley tracks are removed, and perhaps on the south side of Area 2 if the south half of the Springs Industries building is removed. This type of housing will be most suitable if a commuter rail line from Charlotte becomes a reality, since this housing would be within walking distance of both the trolley and rail lines. The approximate size and mass of the buildings envisioned is shown in the background of the sketch illustrating the civic building on the previous page.



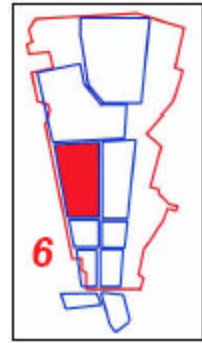


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## *Laurelwood Cemetery (Area 6)*

The historic Laurelwood Cemetery offers a welcome open space in the midst of a densely developed area. Many prominent figures in the history of the community are buried there, and in addition, the form and character of the cemetery makes it an attraction in its own right. It is hoped that in the future there might be organized historic walking tours of the cemetery or other ways to enjoy it such as walking or bird watching.



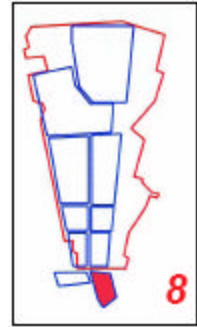
*The Laurelwood cemetery is an attractive open space and an important site in the history of Rock Hill. In the future, guided tours or other uses may be*

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## The Inter-modal Transportation Center (Area 8)

Area 8 in the plan illustrates a new inter-modal transportation center. This is an excellent location for such a facility because it is at the intersection of several main roads, including Dave Lyle Boulevard, Oakland Avenue, and White Street. A large parking deck extends the full length of the block near the railroad tracks. The first level of the deck can be partly below grade and should be able to accommodate loading and waiting areas for buses. The deck will also be large enough to accommodate overflow parking for the textile corridor on evenings and weekends. To expand the possible range of uses for the facility, a secure facility for storing bikes and accommodating for bringing bikes onto the train could be added.



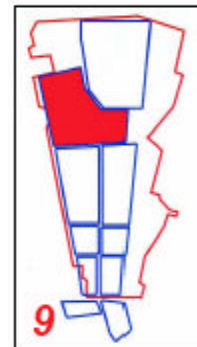
The configuration of the block allows existing historic buildings to remain. A new office building is shown between the parking deck and White Street, although other uses might be possible. On the north end of the site is the transportation center itself. This would include a large lobby and waiting area, ticket sales, information, and concessions. From there, passengers could directly access the trolley on the upper level, or walk across Dave Lyle Boulevard on a covered walkway to the planned commuter rail tracks on the north side of Dave Lyle Boulevard. On this side there could be another, smaller drop-off area with a ticket office and platforms for boarding the train. Under the small train overpass nearby there is an area that could be used for handicapped parking and access to the commuter rail facilities on the north side.



*The Transportation Center shown at right includes parking, drop-off, covered bus waiting/loading areas, lobby, ticket sales, and entry to platforms for the trolley and commuter rail.*

## Low Density Residential Neighborhoods (Area 9)

Area 9 currently consists of older single-family mill houses. Moving older mill housing from other locations, or constructing new houses that have the architectural scale and flavor of this historic building stock would strengthen and re-knit the neighborhood around Stewart Avenue and Columbia Avenue near White Street. Depending on locations, site size (some assembly opportunities may exist), changing market dynamics, and other considerations, infill housing could accommodate affordable housing opportunities, special needs housing, rent-to-own programs and other opportunities. Adhering to the Textile Corridor Master Plan and Development Strategy, and the Design Guidelines that will be prepared in conjunction with its finalization, will enable infill residential projects to contribute to the visual continuity of the corridor area, and otherwise contribute to an attractive and cohesive urban environment.







*This sketch is taken immediately off White Street to the west, along the southern edge of the restored creek and open space. Two-story infill housing with a Victorian flavor will fit in well with the historic mill houses and should attract many new residents to this area.*



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*If the section of Constitution within the study area is removed it will be possible to re-knit this historic neighborhood. Houses shown in flat red are existing mill housing; those shown with rooflines are proposed. In the center is a restored creek/open space with hike/bike paths.*

The lower part of the above plan shows two areas bordering the north edge of the cemetery outlined in red. Recently, the Freedom Temple Ministries purchased the church at the corner of White Street and Stewart Avenue. They have plans to expand their ministry, and the two parcels shown will provide attractive property with a view to the open space and street frontage for that purpose. In addition, they may be able to arrange to use the nearby Bleachery complex parking facilities for large events or services.

The Ebenezer Road area will also need attention to ensure its protection as a low-density neighborhood. The area from the railroad tracks to Oakland Avenue below the Winthrop campus contains many historic houses that housed mill workers and management. Lately the area has been overtaken with conversions of and additions to historic homes for use as student housing. These additions and conversions have not been sensitive to the existing architecture. Quite a few houses have also demolished in recent years to make way for modern brick or wood apartment buildings with little or no sensitivity to the architectural context. The recommendation for this area is to change the zoning and/or add



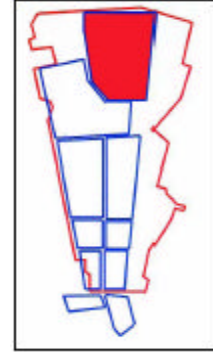
# HUNTER INTERESTS

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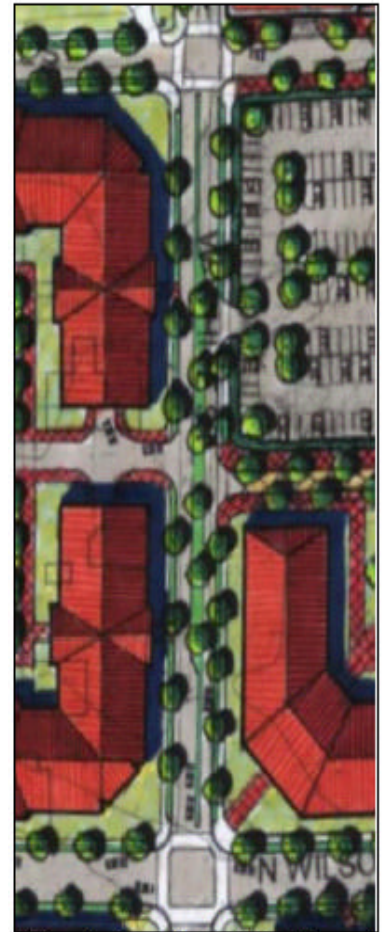
an overlay and create design guidelines that will require both the protection of historic structures and, if new buildings are constructed, architectural review to ensure harmonious buildings styles and site plans.

## Area 10: Winthrop University Expansion

Winthrop University is a respected and valuable member of the Rock Hill community. Their original campus extends from Cherry Road on the north to Stewart on the south, and from the railroad tracks on the west to Oakland Road and in some cases beyond it on the east. As the university has grown, buildings have filled the campus and some auxiliary functions are now located in nearby buildings. In recent years Winthrop has begun to consider their long-term plans for expansion.



The land between the railroad tracks and Constitution has long been underutilized, and so preliminary planning for ways in which they might expand into this area in the next 25 years have been considered. Winthrop recently completed plans to move core functions such as the library and student center to a new location near the railroad tracks in anticipation of eventual expansion to the west. As a part of the Textile Corridor study, the consultants looked at possible ways the campus could expand westward. This concept shows a new west edge to the campus along White Street in addition to its other important entrances on the east and north. It includes a major landscaped gateway and boulevard on Columbia moving into the heart of the campus where a parking deck is planned near the library and student center. Residential buildings are shown along the periphery of the expansion area, with academic buildings located in the center. Trolley stops are located within the campus on the south edge near Stewart, in the center near the planned library, and on the north edge near Cherry.



*This typical section of White between Wilson and Laurel shows one lane each way, a planted median and turn lanes. Tree strips and sidewalks line the curbs.*

## Circulation/Transportation Recommendations

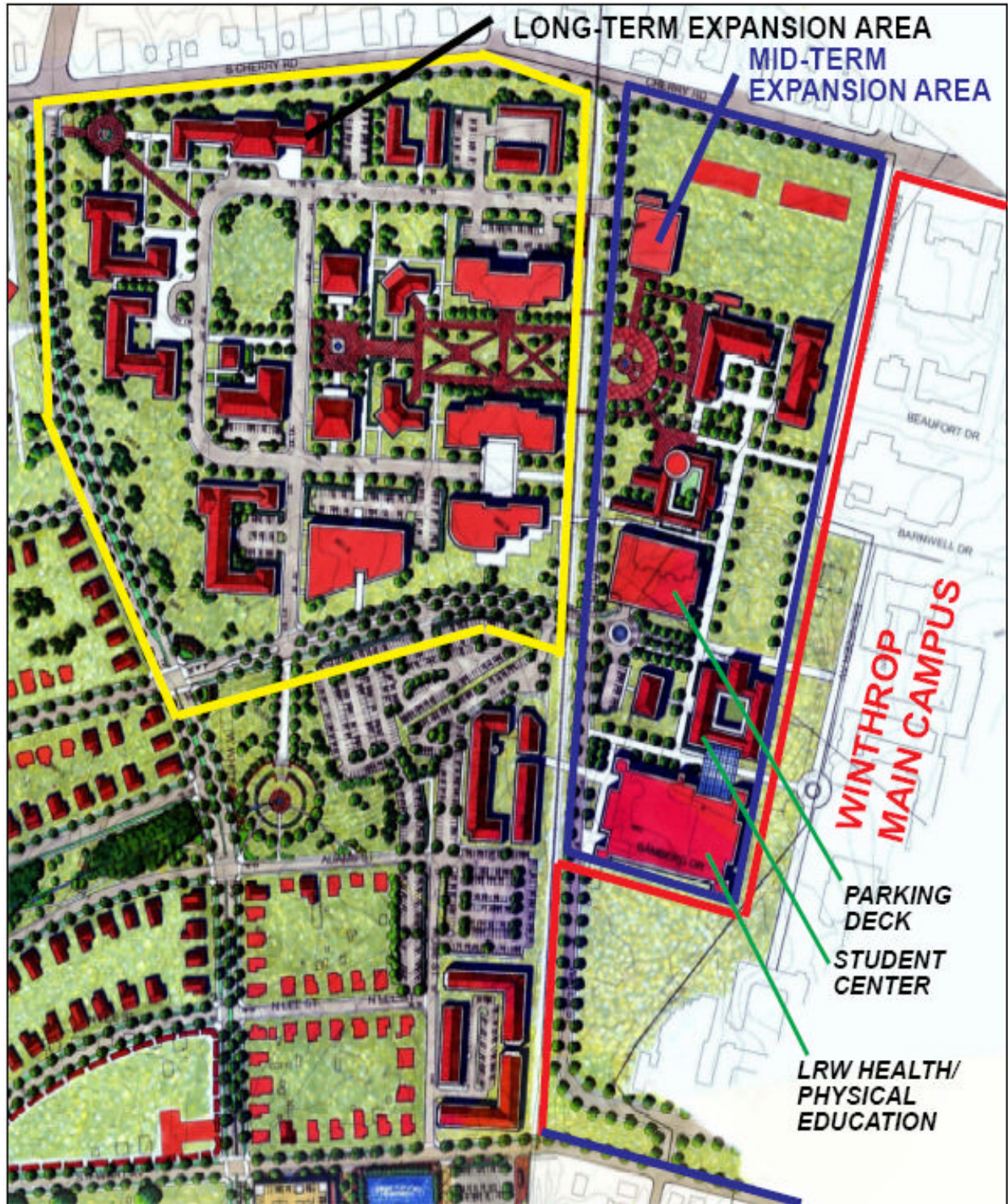
### White Street

White Street should be the central artery of the Textile Corridor, but the construction of Constitution Road some years ago caused White Street to be terminated at Columbia, resulting in a very inefficient circulation pattern. In addition, there are limited crossings between White and the neighborhoods to the east because of the railroad tracks. Crossings exist at Dave Lyle, Wilson, Stewart, and Columbia. These crossings are sufficient now, but they will be insufficient when the corridor is fully developed.



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*This is the conceptual plan for Winthrop University expansion in the next 10-25 years. It shows a new entrance/gateway to the campus on Columbia Street (lower part of the yellow area). The formal grid layout of the historic campus is extended to the west, with academic buildings in the central portion and residences on the periphery. This will allow the academic core to remain within walking distance for all students. The proximity of the entertainment portion of the Bleachery property and the campus (the reservoir is visible at the bottom of the plan) is mutually advantageous.*



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The recommendations for White Street include a widened right-of-way from 50-65 feet. This will allow one lane of traffic in each direction, a planted median transitioning to turn lanes at intersections, and a 5-foot tree planting strip and a 5-foot sidewalk on each side of the street. Some accommodations will have to be made at a couple of locations along the corridor where buildings encroach on this proposed 65-foot width, but otherwise the improvements will work, and this cross section will provide a much more attractive image for the Textile Corridor.

## Circulation Within the Bleachery Complex

Within the Bleachery complex itself, selective demolition of buildings is



*This close-up of the north end of the Bleachery site illustrates how the pedestrian spaces are meant to be of the highest quality and finish. The design should complement and evoke the industrial past of the site. One end of the truck/service loop is shown near the bottom. This loop will not have entrances to retail or restaurants on it, so it should not intrude on the image of the site.*

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recommended to provide views and access within the site. Many of the streets originally present on the site were covered over as the facility grew, so this proposal in essence restores that system of streets. A very high level of finish is recommended for the public spaces on the interior of the Bleachery complex because it is assumed that people will travel here by some means of transportation, park, and then walk within the site. Recommendations include narrow streets with pavers reminiscent of cobblestones, wide brick sidewalks, industrial “flavor” pedestrian level lighting, and amenities such as benches, planters, and abundant street trees and other landscaping. In addition, it is proposed that bollards and a change in color of the pavement be used to indicate the transition from sidewalk to street, so that cars are encouraged to travel more slowly and so that the streets can be closed for festivals and other events that would bring large crowds to the area (access to parking would not be blocked since parking is on the periphery).

Because truck access will be necessary to the everyday function of the complex, there is one loop road shown that would be designated for service access. The loop directs trucks to the back of the complex where a road provides access to more areas of the site. This street should still be attractive, since people walking from the trolleys into the site will cross it, but the street bed might be asphalt instead of pavers, and the curb diameters and street widths would be slightly larger to accommodate larger vehicles.

## Constitution

The proposed circulation system redirects White Street all the way to Cherry. To accomplish this, it is proposed that the section of Constitution that falls within the textile corridor be removed. This road is not heavily used, and the removal of this section will accomplish several goals:

- It will restore a more efficient grid patterns of streets within and near the study area;
- It will provide the opportunity to re-knit the single-family neighborhoods that were disturbed by the construction of Constitution;
- It will allow the restoration of a natural waterway as a new central open space within the restored/enhanced neighborhood.



*A median with trees will improve the appearance of Dave Lyle Boulevard, White Street, and other streets as shown on the plan. Key points and gateways could receive special planting as above.*



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## **Improvements to Dave Lyle Boulevard**

Dave Lyle Boulevard is an attractive entry into the downtown from the east, and includes a notable gateway treatment with classical themes. However, the character of the road as it moves from Interstate 77 into the downtown and the Textile Corridor is more that of a highway than a downtown boulevard. Because it will be important to encourage pedestrians to move between the downtown and the textile corridor, and to signal the motorist that they have arrived at their destination, the plan illustrates improvements to Dave Lyle Boulevard with these objectives in mind. The current curb-to-curb cross section of the road in the downtown is approximately 70-foot, and includes two lanes in each direction plus turn lanes. Because the uses on the south side of the road allow some flexibility, it is possible to widen the right-of-way slightly to create tree planting strips and sidewalks on each side (plus hedges where the walks abut parking and the railroad). The number of through and turning lanes will not change, but the lane width will be slightly narrower, allowing the creation of a continuous 20-foot planted median and slowing traffic at the same time. Instead of the median narrowing at turns, the entire median will move, providing long turn lanes without losing the effect of a planted median. This will provide “safe islands” for pedestrians crossing the street, as well. Walk lights and well marked crosswalks will also help to make crossing safer. Gateway treatments will be added at the intersections of Dave Lyle Boulevard with both White Street and Main Street, thus tying the two areas together.

## **Pedestrian and Bike Circulation**

The street cross sections accommodate pedestrians and bikes throughout. Sidewalks are included in all public areas within the Textile Corridor, with a minimum 5-foot width recommended. The lane width of White Street allows enough space for bikes to travel safely. Streets and sidewalks within the Bleachery are also wide enough to accommodate bikes. Direct and attractive connections from the proposed trolley stops into the neighborhoods and the Bleachery complex are also shown in the plan. Pathways along the east side of the trolley tracks are shown where room permits. If the southern section of the Springs Industries building is removed, it will be possible to create a continuous hiking and biking trail from the southern edge of the Cotton Mill through the Bleachery complex to Stewart Avenue. From that point there are several possible routes for continuing the pathways, including the proposed hike/bike trails along the restored creek to the west.

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## Trolley and Commuter Rail

Trolley service along the rail line running along the east side of the site is recommended in the plan. Detailed recommendations and specifications are included in the Technical Memos produced by Parsons Brinckerhoff. In the first phase, the trolley line would begin at the Cotton Factory and end at Cherry Road. In the second phase, the trolley could extend into the downtown on the south, and all the way to the regional hospital on the north.

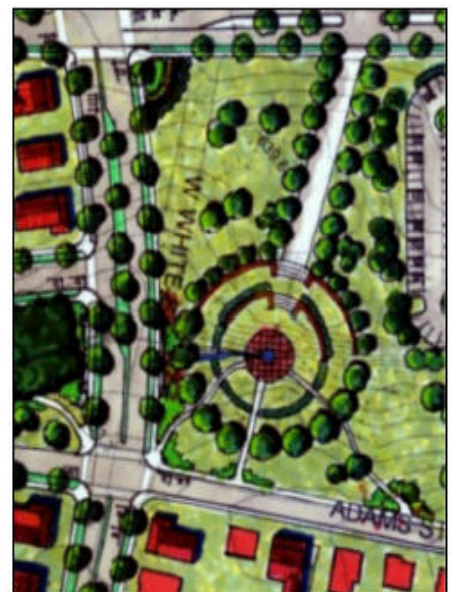
If commuter rail becomes a reality in Rock Hill, this would greatly enhance Rock Hill as a residential location and the Textile Corridor in particular as a destination. It is not anticipated that commuter rail would be a reality in the first phases of the Textile Corridor, but it is shown in the second phase. Linkages between the commuter rail, trolley, and parking facilities are shown in the Inter-Modal Transportation Center, described earlier in this section (Area 8).

## Open Space and Gateways

The open space within and near the study area was shaped in large measure by the constraints and opportunities presented by existing uses and buildings. The spaces range from a creek restoration in the reconstituted neighborhood (Area9), to urban open spaces near the reservoir on the north end of the Bleachery site, to formal gateways to the Textile Corridor and the downtown, to an informal gathering area near the source of the creek. In addition, the streetscapes have been planned to be much more green and inviting with the addition of trees and in some cases planted medians.

## Bleachery Entertainment Area

The center of the entertainment area is an open space that takes advantage of the million-gallon reservoir on the north end of the site by turning it into a major fountain and stage for outdoor performances. Because the reservoir is so close to the road, the plan shows closely planted upright evergreen trees planted along the north edge of the reservoir to create a backdrop for the fountain and stage and screen the road. The lawn to the south of the reservoir is informally planted and has 30-36-inch hedges on the east and west sides to screen the roads and parking areas from view. The character and finish of these areas is discussed further under Area 1A and in Circulation.



*Park at the corner of White and Adams.*



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## Creek Restoration and Park

Removal of a section of Constitution provides the opportunity to restore the creek bed that runs from behind the new dorms at Winthrop west towards the intersection of Stewart and Main Streets and beyond. The beginning of this linear open space is the park immediately to the east of White between Adams and Columbia. The park creates a meeting point between the neighborhood and the university, and offers a takeoff point for hike/bike paths along the stream. The park has direct access from the expanded Winthrop campus and nearby residential area, and visual access from the road. The land gently falls from the surrounding roads to the center of the park, where an informal paved gathering space is located. A water feature that becomes the symbolic source of the creek would add to the attraction. The drawing shows a treatment along White Street that creates a symbolic (or actual) bridge across White into the linear park. Bridge-type railing or flags might draw attention to the area and make motorists aware of the crosswalks.

Much of the land around the creek to the west of White is now wooded, and the plan preserves as much of these wooded areas as possible.



*The linear park will form the centerpiece of neighborhood restoration.*

Underbrush should be cleared to ensure visual surveillance and safety. Even if the creek is not always running, appropriate grading and landscaping of the slopes will make this area a welcome addition. Walking paths and bike paths (separated if possible) along the edges will provide leisure activities and encourage further expansion of the linear park in the future by allowing people to see its potential.

The linear park will form an attractive centerpiece for restoration of this historic neighborhood. New houses will face onto a road along each side

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of the park, increasing surveillance and making the park more accessible. In order to create the park, the road system within the area will need to be altered to follow the creek.

## *Gateways*

When moving along Dave Lyle Boulevard into the downtown from the east, the intersections for the Textile Corridor and the downtown appear quickly after driving under the train overpass. Approaches to slowing traffic are discussed in the Circulation section, but comments from citizens suggested that they would also like to see formal gateway treatments at the intersections of Dave Lyle Boulevard with White Street (the Textile Corridor) and Main Street (the downtown). The plan below and the sketch on the following page illustrate one possible treatment of these gateways. To make the visual link stronger between the two areas, the plan also shows new building along the south side of Dave Lyle Boulevard that are perpendicular to downtown buildings rather than running along the street edge. This opens the view both to the downtown from Dave Lyle Boulevard heading west, and from both intersections (White and Main) to the adjacent gateways.



*Roadway improvements to Dave Lyle Boulevard and possible gateway treatments at the entrances to the Textile Corridor and the downtown. To strengthen the visual and physical connection between the two, the plan shows a new building immediately east of Main pulled back from Dave Lyle Boulevard.*



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*The above sketch shows a possible treatment of the gateway into the downtown. The sketch and plan also show new residential buildings along Dave Lyle Boulevard and on White Street to provide an urban edge to the downtown and to screen parking within the downtown blocks.*

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## Potential Educational Components in the Textile Corridor

The Rock Hill Textile Corridor Education Task Force recognized the potential for incorporation of educational elements in a revitalized Textile Corridor at the earliest stages of the master planning process. Indeed, the Task Force, which consists of representatives of Winthrop University, the Rock Hill School District, and York Technical College, remained engaged throughout the course of the planning work. The products of their efforts were concepts for educational programs that could not only benefit themselves from a downtown location, but could also complement and enhance other uses proposed for the corridor. The concepts discussed below were those recommended by the Task Force, and represent ideas that merit more thorough examination as the project moves forward into its various development phases.

- The Learning and Technology Gallery — This concept is envisioned as a visible symbol of the significance that Rock Hill places on education, and is designed to enhance the public's engagement with learning and encourage collaboration and innovation among all educators. It would provide a window into the educational resources of the community through exhibitions developed by the major institutions. In addition, the Gallery could include a technology exhibit related to the history of the city including railway, textiles, automobile, manufacturing, and communication industries. The exhibit would demonstrate how learning is linked to technological innovation and ultimately the economic development of the community. As a multipurpose room, this space could also be used for community meetings, seminars, and training sessions.
- The Phoenix Academy — The Rock Hill School District is in the process of developing a “virtual” learning school for secondary education. The Phoenix Academy as it is called, will offer virtual learning and other non-traditional opportunities to high school students who want more flexibility in completing their high school diploma and adult learners seeking a GED. Although the Phoenix Academy will be located in a renovated Castle Heights Middle School, future potential exists for expansion of the program to a highly visible downtown location such as the Textile Corridor, giving the revitalized urban center a progressive identity.
- The York County Library Link — If the Phoenix Academy and the Learning and Technology Gallery were linked to a new York County library facility in the downtown, a critical mass would be created that would impact the landscape and identity of downtown. With the emphasis on virtual learning, these spaces could be utilized in new ways by the partner institutions as well as the general population. Both physically and mentally the information resources of the community would be linked, and from this many new collaborative learning opportunities would arise.



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**Freedom Temple Ministries** — The 2,000-member Freedom Temple Ministries is planning an expansion of their newly renovated church facilities at White and Stewart Streets to include a new school. In addition to the school, plans call for a new domed sanctuary and recreational facilities that will include a park with fountains and a playground.

The inclusion of educational components is wholly compatible with the notion of the Textile Corridor as a community-serving place. Lecture halls, auditoriums, and virtual learning centers are natural draws for people on days and evenings, weekdays and weekends, and can provide steady customer bases for restaurants and retail establishments. The potential also exists for these spaces to be tied in with revenue-generating meeting and conference spaces, as a means of offsetting capital and operating expenses.

## Potential Arts Components in the Textile Corridor

An almost infinite number of opportunities exist for incorporation of arts-related elements into a revitalized Textile Corridor. Indoor and outdoor public and private gathering places all represent potential exhibit spaces for visual and graphic art, and, by its very nature, the proposed Artisans and Trade Center will be a showcase for arts and crafts. Strong support within the Rock Hill community for new performing arts space opens the possibilities for inclusion in a redeveloped Textile Corridor, perhaps in existing space that is less practical for other uses.

As strong advocates of arts-related elements in the Textile Corridor, the Arts Council of Rock Hill and the Winthrop University College of Visual and Performing Arts both contributed ideas for consideration in programming the arts components. For instance, exhibitions of visual art could include works of distinguished faculty and alumni of Winthrop University, as well as other artists whose works celebrate Rock Hill's heritage, such as Edmund Lewandowski. Works produced by Ripple Effect, which creates sculptures and crafts from recycled materials and is a project of the Rock Hill Arts Council, could be showcased at the Artisan's Center.



*Milling Machines, Edmund Lewandowski (1914–1998)*

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Based on the Master Plan concepts and recommendations from the Arts Council, a new performing arts venue could be incorporated into a hybrid civic facility that includes a new library and auditorium space. A discussion of this approach is contained in Section III. Alternatively, plans could center on a 150- to 200somewhere in the Textile Corridor. Other spaces could include a set design and construction area, a costume shop, storage for sets and props, and dance and musician studios.

Development of a performing arts center would provide another demand generator on the site that can help bolster daytime and evening visitation and function as an attraction and natural linkage to other elements of the Textile Corridor and downtown Rock Hill. A theater can be made available for more frequent and public uses beyond performing arts, and can double as a public assembly area for presentations, lectures, seminars, town meetings, etc.

## **Potential Cultural and Historic Components in the Textile Corridor**

A wealth of artifacts reminiscent of Rock Hill's industrial heritage exist in the form of old equipment and machinery on the Bleachery site, and photographs and images of the plant and the people who worked there. These artifacts could be displayed in such a way as to convey the City's history to visitors through interpretive materials, either in a central location, or dispersed, so as to create various points of interest or "interpretive stations" throughout the Textile Corridor. As previously suggested, some of the artifacts could be exhibited in a multi-dimensional Learning and Technology Gallery, as part of a showcase of Rock Hill's technological history.

A number of significant relics were identified during research conducted for the Master Plan, including fabric samples, gravure printing machines, kiers (large metal vessels used for bleaching fabric), and highly attractive wooden patterns used to manufacture replacement parts for production machinery. There are also several restored Anderson automobiles in Rock Hill, whose owners have expressed interest in having the car recognized for its part in local history.

The strategic placement of interpretive stations could create a framework for a heritage walking tour, as a means of attracting visitors and encouraging pedestrian flow through different areas within the Corridor. These stations can be located both inside and outdoors, and should include relevant artifacts accompanied by informative signage, perhaps in a chronological sequence that parallels the evolution of technology. Surplus artifacts, such as kiers, can be used as "industrial sculpture," contributing interesting unique design elements and reinforcing the overall heritage theme of the Corridor. Even objects as innocuous as the lightning rod tower structures at the electrical substation could be re-used to create a dramatic gateway to an entertainment venue or other attraction on the site.



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*Relics of Rock Hill's industrial and technological history take many forms.*

## **Potential Technological Components in the Textile Corridor**

While celebrating Rock Hill's industrial heritage and the technological advances that have brought it into the 21<sup>st</sup> century, the Textile Corridor should also showcase its embrace of the technology that will carry it into the future. Much of this could be accomplished through development of a Learning and Technology Gallery that will provide a central, highly visible and accessible space that demonstrates the contribution of technology to the learning environment. For example, the Gallery could spotlight the Institute for Manufacturing Productivity on the Campus of York Technical College, a state-of-the-art facility developed for hands-on training in the newest machining technology. In addition, high technology businesses in York County should be introduced to the manifold development opportunities in the textile Corridor as part of the Marketing Plan described in Section VIII.

## **IV. Transportation**

### **A. Vintage Trolley Study**

In support of the Rock Hill Textile Corridor Master Plan, the purpose of the Vintage Trolley Study was to make a concept-level determination as to the feasibility of establishing a vintage trolley line along an existing rail right-of-way to connect the core of Downtown Rock Hill with the Textile Corridor, Winthrop University, and ultimately Piedmont Medical Center. The intended goal of the trolley service is to provide a nostalgic transit option that will act as a connector between and redevelopment catalyst for both the Textile Corridor and Downtown Rock Hill.

The Corridor Limit for the Vintage Trolley Study is defined as the area within 200 feet of the centerline of the right-of-way of Norfolk Southern Railway Company's SB Line for its length from roughly Oakland Avenue to the south to Dr. Frank Gaston Boulevard to the north. The Trolley Corridor Limit, and its relationship to the Textile Corridor, is depicted graphically in Figure ES-1.

#### **1. Existing Conditions**

To gain a complete understanding of the corridor, existing conditions data was collected. This information was derived through the use of secondary data, contacts with the City of Rock Hill and Norfolk Southern Railway Company (NS), and in-field data collection and observation. Existing conditions data was collected, examined, and compiled to determine the following:

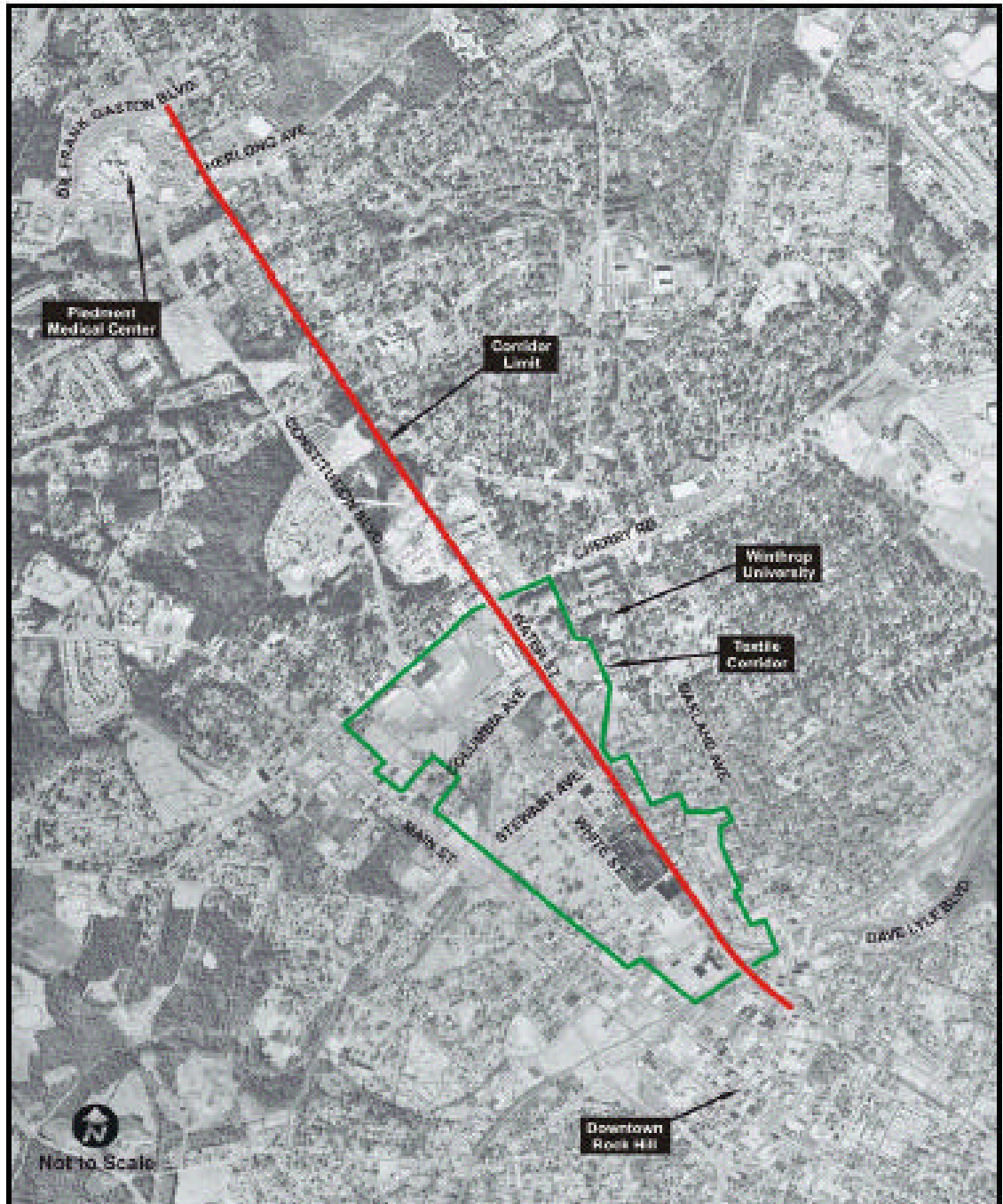
- NS operates rail freight service through Rock Hill, South Carolina along the northeast/southwest running R Line (i.e., main line) and the northwest/southeast running SB Line. The two lines intersect in an "X" pattern with the SB Line carried over the R Line.
- NS has applied to the Surface Transportation Board (STB) for permission to abandon the SB Line beyond milepost SB 102.0. A portion of the line is to remain intact and be leased to Duke Energy (Duke), so as to maintain limited railroad access to Duke's Catawba nuclear power plant on Lake Wylie in Concord, South Carolina.
- NS's "valuation maps" indicate that NS either has or had a minimum of 60 feet of right-of-way (ROW) through the Textile Corridor. The maps do not indicate whether the ROW is only an easement or if NS possesses fee simple title to the property.
- NS operations along the SB Line within the Textile Corridor are almost exclusively related to NS's service to a major customer southeast of Rock Hill, a paper mill in Catawba, South Carolina owned by Bowater, Inc. NS services Bowater with two trains daily, one leaving at approximately 6:00



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p.m. and arriving back about midnight, while the second leaves about 6:00 a.m. and returns around noon. The track arrangement at Rock Hill is such that NS trains traveling from the Rock Hill Yard to the Bowater plant must utilize track within the Textile Corridor.



**Figure ES-1**  
Corridor Limit

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- A vintage trolley line can serve as a catalyst for redevelopment by contributing to the destination attraction appeal of the Textile Corridor. It can contribute to the historic flavor of the visitor experience in the short run, and be linked to more comprehensive intermodal transportation lines including light rail in the long run.

## 2. Conceptual Rock Hill Trolley Operation

Interest in the reestablishment of a vintage trolley line in Rock Hill has stemmed from a variety of sources including the desire to recapture the history and character of Rock Hill, need for a direct transportation linkage between various land uses, and recent trolley system operations and expansions in nearby Charlotte, North Carolina. The vision for the trolley is currently in a dynamic state, but, in concept, the working vision generally includes: operation of the trolley line from the Rock Hill Central Business District (CBD) through the length of the Textile Corridor, terminating no farther south than Cherry Road; use of either the SB Line's tracks or ROW; linking of the trolley from the SB Line into the CBD proper; ultimate operation of the trolley beyond Cherry Road to the vicinity of Piedmont Medical Center; and trolley operation for 18 or more hours daily. If all elements were realized, Rock Hill would have a trolley line approximately 2.75 miles in length. Additional elements and considerations of the system are as follows:

- Safety regulations of the Federal Railroad Administration (FRA) set minimum criteria for "buff strength" (i.e., a railcar's ability to absorb the impact of a head-on collision) that will not allow trolley cars to run on the same tracks *at the same time* as compliant rail vehicles, such as locomotives and freight cars. Sharing of tracks is allowed, however the operations must be strictly time separated. Because of NS's current schedule to the Bowater facility, restricting freight trains to certain times of day is not likely. Accordingly, it would be necessary for the proposed trolley line to have its own track(s) in the portion of the Textile Corridor that might be in use by freight trains at any given time.
- The range of possible vehicles for the Rock Hill Trolley is quite broad, with corresponding costs varying as well. Based on the understanding that the Charlotte Trolley has provided much of the inspiration for the Rock Hill project, it is suggested that the proposed Rock Hill Trolley should follow Charlotte's lead and look toward the use of replica cars rather than vintage equipment. The use of equipment that is either identical or very similar to Charlotte's system could substantially reduce capital costs for both the vehicles and for the requisite vehicle maintenance infrastructure. A three-car fleet is most likely more than adequate to provide a fifteen-minute headway.
- With the imminent presence of a light rail system only a few miles away in Charlotte, there exists a possibility of contracting out "heavy" maintenance work to the Charlotte Area Transit System (CATS). It is expected that CATS replica trolley cars will be maintained at the same facility as light rail vehicles. That facility could also perform any heavy repairs that might be required on the Rock Hill streetcars. Trolleys requiring any major repair work, such as wreck repair, could be placed on a flatbed trailer and transported to Charlotte. Components requiring significant repair work,



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such as trucks and motor reconstruction, wheels and axles, could likewise be done in Charlotte and the parts exchanged in the Rock Hill mini shop. The Rock Hill Trolley maintenance facility would thus become a greatly simplified facility. It is expected that the optimal location for the storage and maintenance facility is beyond NS milepost SB 102.0.

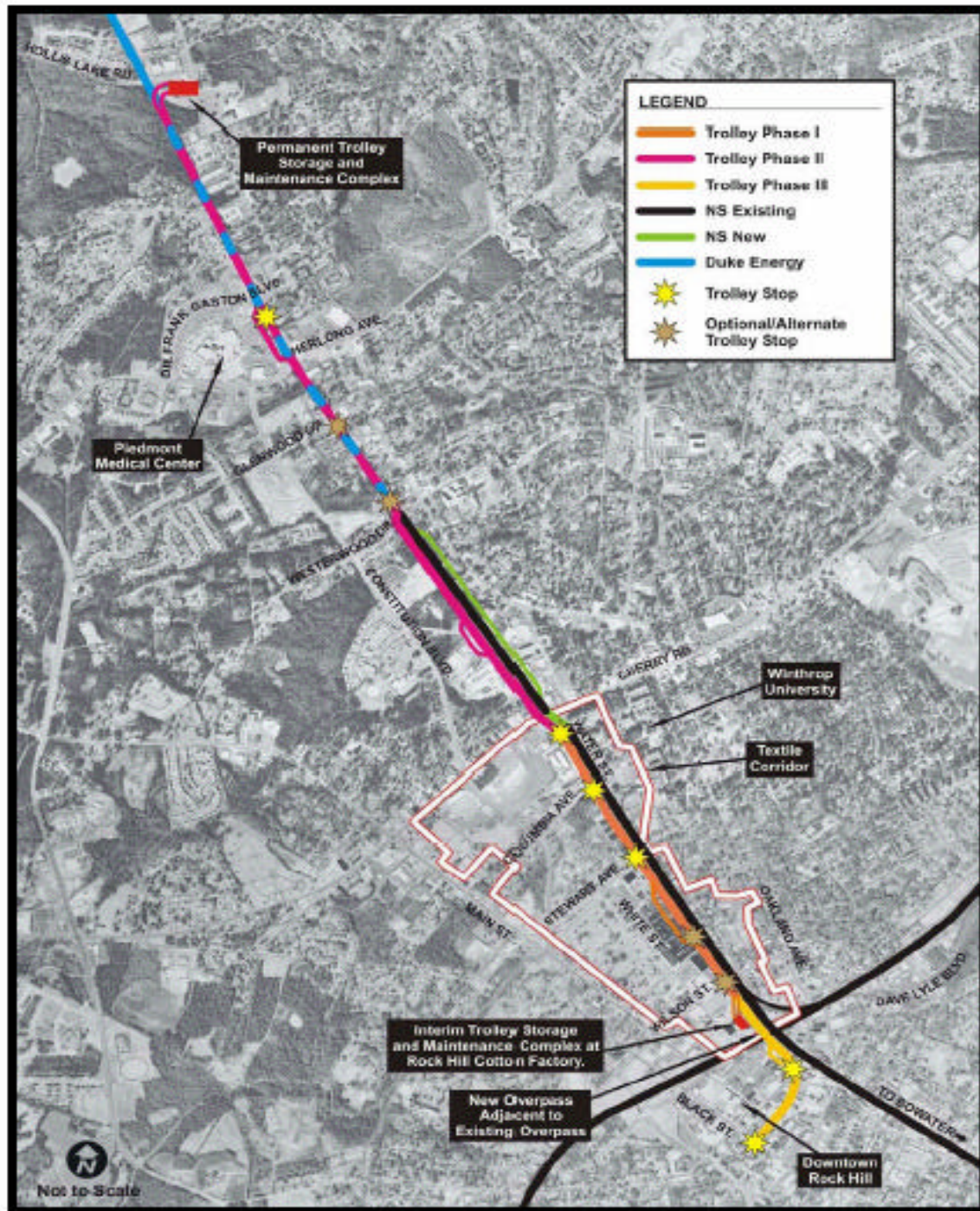
### **3. Potential Funding Sources**

A variety of potential sources for funding a vintage trolley line in Rock Hill, South Carolina exist. It is important to note, most agencies will require a more detailed analysis of the proposed project in order to allocate funding. Potential funding sources include the following: Federal Transit Administration New Starts; York County Pennies for Progress; Safe, Accountable, Flexible, and Efficient Transportation Equity Act of 2003; tax increment financing; and private donations.

### **4. Recommendations**

The following recommendations are presented in the form of a phasing plan for implementation of a vintage trolley system. Figure ES-2 graphically depicts the phasing plan. The following briefly summarize each phase:

- Phase 1 would be considered the “starter line” of the Rock Hill Trolley System, known in the industry as the Minimum Operational Segment (MOS). In Phase 1, trolley service would be provided from the former Rock Hill Cotton Factory to Cherry Road. Key to starting construction of the MOS would be rearranging Norfolk Southern (NS) trackage and associated operations so as to eliminate conflicts with the trolley line.
- Phase 2 would expand the system so as to serve the Piedmont Medical Center and possibly points beyond. Additional trolley cars would be purchased and a permanent trolley storage and maintenance facility would be constructed. No additional reconfigurations of NS tracks would be required for this phase.
- Under Phase 3, the trolley line would be extended into the heart of Downtown Rock Hill, thereby providing a very visible and functional transportation link between the central business district (CBD), Textile Corridor, Winthrop University, and Piedmont Medical Center. The suggested route for the streetcar line in the Rock Hill CBD is along Oakland Avenue beginning at the railroad crossings and extending to Black Street. Other routing possibilities exist within the CBD and several “off-the-cuff” suggestions are illustrated in Figure ES-3.



**Figure ES-2**  
Rock Hill Trolley Phasing Plan





**Figure ES-3**  
Rock Hill Trolley Central Business District Routing

### 5. Order-of-Magnitude Cost Estimates

The conceptual order-of-magnitude cost estimates presented in Tables 1, 2, and 3 are based on the conceptual system phasing plan outlined in Section ES.4 of this report. It is important to note that at this level of study, a 40% contingency has been applied to the construction total. With additional detailed study of the proposed trolley line (i.e., preliminary engineering), the actual construction cost could be more closely approximated.

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**Table 1: Phase 1 Order-of-Magnitude Cost Estimate**

Item	Description	Unit	Unit Cost	Quantity	Total Cost
1	General Civil/Sitework/Landscaping	route-foot	\$250	7000	\$1,750,000
2	Utility Relocations	route-foot	\$200	7000	\$1,400,000
3	New NS runaround track between Cherry Rd. & Westerwood Dr.	track-foot	\$175	3000	\$525,000
4	Existing NS runaround track between Stewart Ave. and Cherry Rd. rehabilitated/converted to become NS main track.	track-foot	\$75	2500	\$187,500
5	South end connection switch to main track relocated to immediately north of Stevens Ave.	track-foot	\$150	300	\$45,000
6	New trolley track constructed to connect Cotton Factory siding track to the south end of the former storage/runaround tracks in the vicinity of Laurel St.	track-foot	\$175	1000	\$175,000
7	New trolley track to connect north end of former storage sidings (above) to remnant of the side track immediately south of Stewart Ave.	track-foot	\$175	500	\$87,500
8	Abandoned railroad sidetrack at Columbia Ave. removed.	track-foot	\$25	200	\$5,000
9	New trolley track built from new switch in former NS main track about 700 feet southeast of Cherry Rd. to a new trolley terminal on the south quadrant of the intersection of NS with Cherry Rd.	track-foot	\$175	700	\$122,500
	Abandoned NS tracks rehabilitated for trolley use:				
10	Cotton Mill Siding between Cotton Mill and Wilson St.	track-foot	\$90	700	\$63,000
11	Storage/runaround tracks between Laurel St. and just north of Stewart Ave.	track-foot	\$90	2600	\$234,000
12	Former NS main track from Stewart St. and Cherry Rd.	track-foot	\$90	2500	\$225,000
13	New trolley crossings built/rebuilt at Village Way, Wilson Ave., Stewart St., Columbia Ave.	track-foot	\$225	300	\$67,500
14	Grade Crossing Warning Systems	each	\$125,000	3	\$375,000
15	Vest-pocket substation installed at Cotton Factory.	each	\$35,000	1	\$35,000
16	Trolley wire/parallel feeder from Cotton Factory to Cherry Rd.	track-foot	\$150	7000	\$1,050,000
17	Trolley Signal/Communications System	lump sum	\$ 25,000	1	\$25,000
18	Micro-carbarn and interim trolley terminal stop at the Cotton Factory	lump sum	\$75,000	1	\$75,000
19	Trolley stops built at Stewart Ave., Columbia Ave., and Cherry Rd.	each	\$25,000	3	\$75,000
20	Trolley stop built at either Wilson St. or Laurel St (but not both) depending on the nature of development opportunities. (Note that a Wilson Stop would be rather close to the Cotton Factory terminal.)	each	\$25,000	1	\$25,000
21	Ancillary Equipment	lump sum	\$125,000	1	\$125,000
22	Two double-end trolley replicars obtained from some other transit property or as an add-on to another agency's replicar order.	each	\$850,000	2	\$1,700,000
Construction Subtotal					\$8,372,000
Contingency			40%		\$3,348,800
Construction Subtotal with Contingency					\$11,720,800
Engineering, Construction Mgt, and Project Mgt			25%		\$2,930,200
Grand Total					\$14,651,000

**SAY: \$15,000,000**



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**Table 2: Phase 2 Order-of-Magnitude Cost Estimate**

Item	Description	Unit	Unit Cost	Quantity	Total Cost
1	General Civil/Sitework/Landscaping	route-foot	\$125	11500	\$1,437,500
2	Utility Relocations	route-foot	\$200	11500	\$2,300,000
3	New trolley track built along south side of NS tracks from Cherry Rd. to west of Westerwood Dr.	track-foot	\$175	3800	\$665,000
4	Existing NS track rehabilitated for trolley use between Westerwood Dr. and Hollis Lake Rd.	track-foot	\$110	7700	\$847,000
5	Trolley passing siding constructed opposite Murrah Dr.	track-foot	\$175	500	\$87,500
6	Trolley passing siding constructed between Herlong Ave. and Dr. Frank Gaston Blvd.	track-foot	\$175	600	\$105,000
7	New trolley crossings built/rebuilt at Cherry Rd., Westerwood Dr., Glenwood Dr., Herlong Ave., Dr. Frank Gaston Blvd., and Hillcrest Ave.	track-foot	\$225	400	\$90,000
8	Grade Crossing Warning Systems	each	\$125,000	6	\$750,000
9	Trolley wire and parallel feeder installed between Cherry Rd. and Hollis Lake Rd.	track-foot	\$150	12600	\$1,890,000
10	Substation built on site TBD in the zone between Westerwood Dr. and Dr. Frank Gaston Blvd.	lump sum	\$175,000	1	\$175,000
11	Trolley Signal/Communications System	lump sum	\$100,000	1	\$100,000
12	Trolley terminal station built at Dr. Frank Gaston Blvd.	lump sum	\$75,000	1	\$75,000
13	Possible trolley stop built at Westerwood Dr. and/or Glenwood Dr.	lump sum	\$25,000	1	\$25,000
14	Possible trolley terminal station built at Hollis Lake Rd.	lump sum	\$50,000	1	\$50,000
15	Trolley storage and maintenance shop built at Hollis Lake Rd.	lump sum	\$1,500,000	1	\$1,500,000
16	Two additional replicars obtained.	each	\$850,000	2	\$1,700,000
17	Cotton Factory micro car barn abandoned/space converted to other uses.	n/a		-	
Construction Subtotal					\$11,797,000
Contingency			40%		\$4,718,800
Construction Subtotal with Contingency					\$16,515,800
Engineering, Construction Mgt, and Project Mgt			25%		\$4,128,950
Grand Total					\$20,644,750

**SAY: \$21,000,000**

**Table 3: Phase 3 Order-of-Magnitude Cost Estimate**

Item	Description	Unit	Unit Cost	Quantity	Total Cost
1	General Civil/Sitework/Landscaping	route-foot	\$250	2950	\$737,500
2	Utility Relocations	route-foot	\$200	2950	\$590,000
3	Separate trolley bridge constructed over Dave Lyle Blvd.	lump sum	\$5,000,000	1	\$5,000,000
4	Open trolley track built from Wilson St. to Oakland Ave.	track-foot	\$175	1400	\$245,000
5	Trolley passing siding built alongside of SB Line between Dave Lyle Blvd. and Oakland Ave.	track-foot	\$175	500	\$87,500
6	Paved single trolley track built along Oakland Ave. from SB Line to Black St.	track-foot	\$225	1550	\$348,750
7	Trolley terminal built at Oakland Ave. and Black St.	lump sum	\$50,000	1	\$50,000
8	Trolley stop built at SB Line and Oakland Ave.	lump sum	\$35,000	1	\$35,000
9	Traffic signal system changes at Oakland Ave. and White St. and Oakland Ave. and Main St.	each	\$50,000	2	\$100,000
10	Trolley wire and feeders extended from Wilson St. to Black St.	route-foot	\$150	2950	\$442,500
11	One additional replicar obtained	lump sum	\$850,000	1	\$850,000
12	Cotton Factory trolley terminal discontinued. [removal of terminal and track to it from Wilson is optional.]	n/a		-	
Construction Subtotal					\$8,486,250
Contingency			40%		\$3,394,500
Construction Subtotal with Contingency					\$11,880,750
Engineering, Construction Mgt and Project Management			25%		\$2,970,188
Grand Total					\$14,850,938

**SAY: \$15,000,000**

## **B. Norfolk Southern R Line Crossing Closures**

In support of the Rock Hill Textile Corridor Master Plan, the purpose of this technical memorandum is to make a concept-level determination as to the feasibility of eliminating automobile/train conflicts at the intersections of Norfolk Southern's "main line" with White and Main Streets. The intended goal of such conflict removal would be to allow unfettered automobile access between the Textile Corridor and Downtown Rock Hill so as to assist with redevelopment in both of these areas.

### **1. Existing Conditions**

To gain a complete understanding of the corridor, existing conditions data was collected. This information was derived through the use of secondary data, contacts with the City of Rock Hill and Norfolk Southern Railway Company (NS), and in-field data collection and observation. Existing conditions data was collected, examined, and compiled to determine the following:

- NS operates rail freight service through Rock Hill, South Carolina along the northeast/southwest running R Line (i.e., main line) and the northwest/southeast running SB Line. The two lines intersect in an "X" pattern with the SB Line carried over the R Line.



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- The R Line intersects several streets as it passes through Rock Hill. Some crossings are grade-separated, but in most cases the track(s) and the roadway pavement intersect at the same level in a “grade crossing.”
- The R Line carries a large volume of freight traffic. Some freight trains stop at NS’s Rock Hill Yard to drop off and/or pick up freight cars. Often, the trains involved are quite long and the rear end of the train ends up blocking grade crossings distant from the yard. The intersection of White Street and Dave Lyle Boulevard is blocked most often. In most instances, this blockade is a direct result of the correlation between train length and the available length of track between the White Street crossing and the switch at the north end of the Rock Hill Yard.
- The Curtis Street crossing of the R Line is superimposed on top of the intersection of five streets and is generally considered a hazardous location by railroaders and motorists alike.
- The R Line crossing at Mill Street serves as a local connector between Church Street and Curtis Street. Mill Street continues south of the tracks through a residential neighborhood to an indirect connection with Dave Lyle Boulevard via Sirrine Street and Iredell Street. The Mill Street crossing is a “humpback” railroad crossing (i.e., extreme grade change between the level of the crossing street and the level of the railroad, resulting in a “hump” effect for vehicles crossing the intersection) that is generally unsuitable for truck traffic.

## 2. Concept Solution

As a concept solution for eliminating the above outlined automobile/train conflicts, it would appear there is an opportunity to close the Curtis Street and Mill Street crossings if a single new crossing was constructed at the point where the R Line tracks pass by the “T” intersection of Curtis Street with Quantz Street. Coupled with improvements to Church Street between Commerce Street and Bird Street, plus possible improvements to Quantz Street between the railroad track and North Park Drive, an entirely new transportation pattern could be created between the Aragon Mill Neighborhood and the Civitas Gateway on Dave Lyle Boulevard. These changes would also allow the NS Rock Hill Yard lead to be extended north approximately one-quarter mile, which would reduce the occurrence of, or possibly eliminate entirely, the current problem of trains blockading the White Street crossing. Key elements of this proposal are shown in Figure ES-1.

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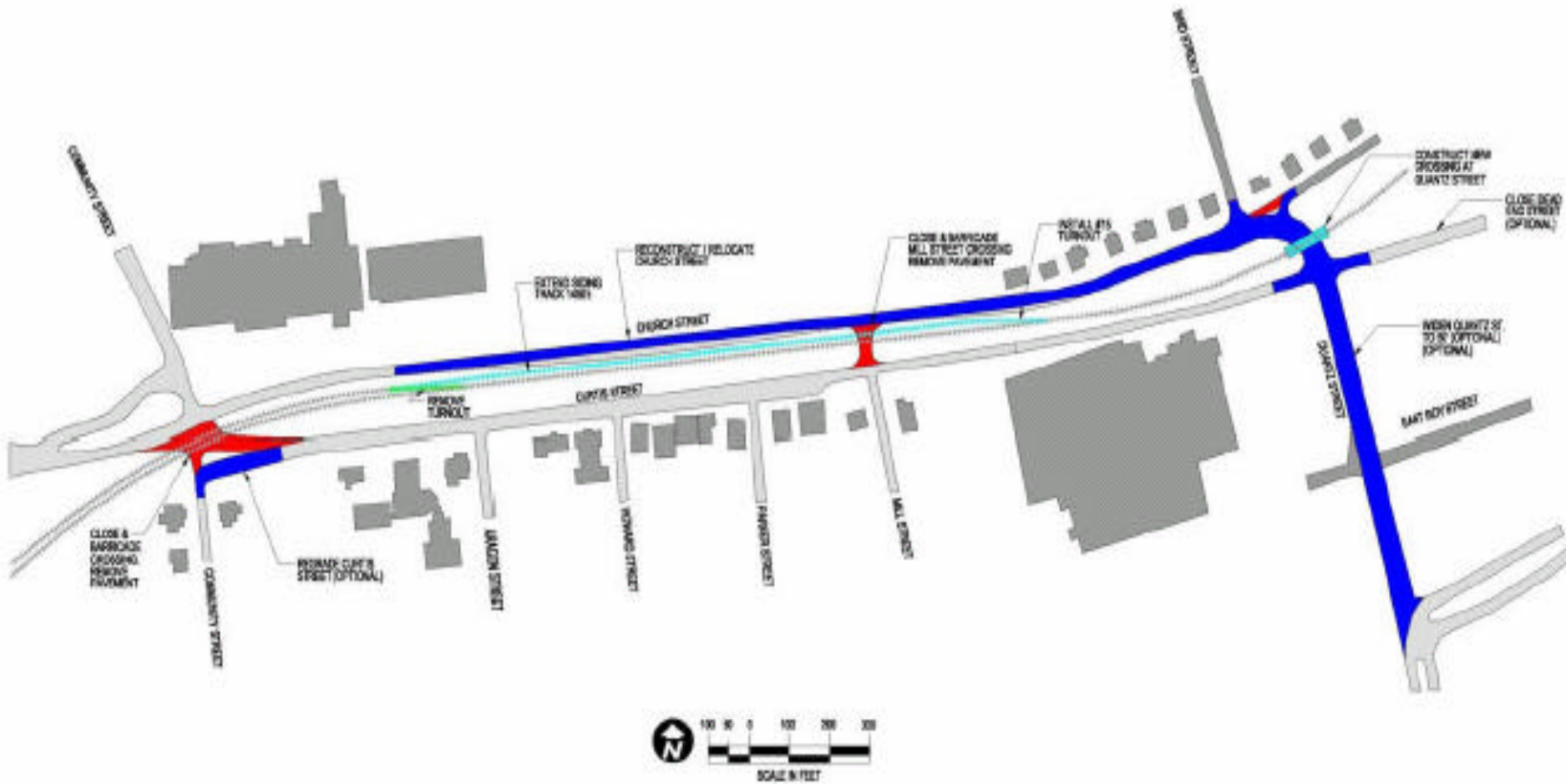
## 3. Environmental Impacts

Creation of the new crossing and the extension of the Rock Hill Yard lead track, together with the resultant changes in both roadway and highway traffic, would have multiple effects on the environment. These would have to be investigated in accordance with established procedures (i.e., required environmental documentation). A brief review identified the following noteworthy effects:

- The frequency and duration of crossing blockades at the White Street railroad crossing would decrease.
- The closure of the Curtis and Mill Streets crossings will reduce train horn noise in the vicinity of those streets (i.e., within the Aragon Mill Neighborhood).
- Train shifting movements in the vicinity of the relocated eastern end of the Rock Hill Yard lead track may result in periodic blockades of the new Quantz Street crossing.
- The possible closure of the Curtis Street and Mill Street crossings may leave the Aragon Mill Neighborhood with only one means of ingress/egress (i.e., Curtis Street to Quantz Street) although other alternatives and options will be evaluated.
- The widening/relocation of Church Street would have some effect on wooded green space along the north side of the street opposite Mill Street.
- Property taking(s) and roadway profile adjustments in the vicinity of the proposed Quantz Street crossing would adversely affect residential properties, industrial properties, or both.
- Redistribution of roadway traffic as a result of the railroad crossing changes would reduce the amount of traffic at the intersection of Dave Lyle Boulevard and Aragon Street.
- Rock Hill railroad crossing safety in general should be enhanced, although FRA records indicate that statistically there have been relatively few crossing accidents.



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**Figure ES-1**  
Concept Solution

## V. Rock Hill Textile Corridor Capital Investment Discussion

In this section, the estimated capital investment associated with developing all major components of the Textile Corridor Master Plan and Development Strategy is provided. The estimates are on an order-of-magnitude basis and may vary significantly from actual costs depending on final development decisions, unforeseen obstacles, or facilitating factors. The estimates span development that will be undertaken in all phases (with the exception of Phase 2 trolley development and Winthrop University expansion beyond Alumni Drive, formerly Water Street), and thus should be viewed in the context of investment occurring from the present day through the next 10-15 years.

The basic methodology employed for capital estimates is a function of establishing a range of unit costs for different types of development, and applying them to gross building square footages. For example, a newly constructed 100,000 square foot building with a unit cost of \$150 per square foot would cost \$15 million. Unit costs vary from a low of \$30 per square foot for the adaptive reuse of buildings requiring minimal or limited remodeling, to a high of \$200 per square foot for new hotel development.

Unit costs are generally considered to include both hard costs of construction and soft costs associated with design, etc., except where broken out separately as shown in Table 4. Overall capital requirements for the Textile Corridor include funds for new streets and roads, demolition and environmental remediation, landscaping, streetscaping, lighting, etc. These are estimated using a similar methodology, employing appropriate industry standards for different elements. A midpoint of the range of total costs is provided, and represents the most likely actual cost of development, and a summary of development factors affecting the estimates is provided for each major development component within the Textile Corridor.

An allocation of costs is also provided to suggest sources of investment including the private sector (developers and real estate investors), public sector (city, county, state, federal), and philanthropic (foundations, trusts, sponsorships, educational, arts, historic, civic, and other organizations). It should be clear that public investment includes a substantial contribution from the state in conjunction with the Winthrop University expansion, and that the City of Rock Hill will only be required to invest a portion of the overall public sector funds. Redeveloping the Textile Corridor is in many ways a massive, multi-faceted public/private partnership that will require cooperation and support from all sectors. Therefore, Table 4 reflects the *potential* for some level of investment from each sector in each component.



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Hunter Interests Inc. estimates that total capital investment associated with complete redevelopment of the Textile Corridor to be approximately \$287 million to \$411 million with a midpoint of about \$350 million representing the most likely investment level. Of this approximately \$210 million is expected to come from the private sector, \$30 coming from the philanthropic/institutional sector, and \$110 from the public sector. This equates with a 2-1 return on public investment in terms of private and other investment capital alone. It should be clear that only a portion of public sector investment may need to come from the City of Rock Hill. The return on investment by the public sector is further enhanced by the economic and fiscal impacts associated with new development, increased visitation and spending in the local economy, tax revenues, etc. These impacts are summarized below.

## **Economic and Fiscal Impact Summary**

The implementation of the Textile Corridor Master Plan and Development Strategy will result in significant economic and fiscal impacts. This section conveys a summary of preliminary forecasts for various anticipated impacts. The projections assume the mid-range of new development and capital investment as set forth herein.

**Employment** — It is anticipated that redevelopment of the Textile Corridor will create between 300 and 500 FTE jobs. This is based on the ability of the Artisans and Trade Center to foster the development up to 100 small businesses, as well as development of the Rock Hill Hotel and Conference Center, restaurants and entertainment facilities, and specialty retail shops. This equates with approximately \$15 million in wages and salaries paid to workers, much of which will be spent in the local economy. In addition, construction jobs will be created, and support for jobs in other trades and businesses will be provided.

**New Residents** — Approximately 1,000 additional downtown residents are expected to inhabit the variety of residential projects proposed by the Textile Corridor Master Plan and Development Strategy, including single family homes, loft condominiums, apartments, and live/work dwellings. These new city dwellers are expected to contribute between \$8 million and \$12 million to the immediate Rock Hill economy annually.

**New Visitation and Tourism** — The Textile Corridor as a regional destination is expected to attract at least 500,000 visitors from outside of Rock Hill each year. Based on per capita spending of \$35, these visitors will inject approximately \$17.5 million into the local economy. Accounted for separately, the Rock Hill Conference Center would be expected to attract between 40,000 and 50,000 delegates who, based on industry statistics, would spend an average of \$250 during their stay in Rock Hill — not counting hotel. This amounts to an additional \$10 million to \$12.5 million in “net new” visitor spending. Much of this spending will generate sales tax revenues, and special tax revenues that can be used for funding of Textile Corridor projects.

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**Fiscal Revenues** — Based on preliminary projections, new development in the Textile Corridor is expected to increase the overall taxable value of the area by approximately \$200 million. This equates with approximately a \$10 million to \$12 million increase in tax base, and about \$4 million per year in incremental tax gains. This potential is reflected in recommendations for establishing a Tax Increment Finance District, as delineated in Section VI, Funding and Finance Discussion.



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<b>Table 4</b> <b>Capital Investment Summary</b> <b>(\$000)</b>				
<b>Master Plan Component</b>	<b>Private Investment</b>	<b>Public Investment</b>	<b>Philanthropic</b>	<b>Total Project Range</b>
Residential Development (All)	\$125,000 - \$140,000	\$0 - \$1,000	\$0 - \$1,000	\$125,000 - \$142,000
The Artisans and Trade Center	7,000 - 9,000	0 - 1,000	0 - 1,000	7,000 - 11,000
Restaurants and Entertainment	5,000 - 10,000	0 - 1,000	0 - 1,000	5,000 - 12,000
Rock Hill Hotel and Conference Center	10,000 - 12,000	10,000 - 12,000	0 - 1,000	20,000 - 25,000
Destination Specialty Retail	3,000 - 4,000	0 - 1,000	0 - 1,000	3,000 - 6,000
The Cotton Factory	10,000 - 12,000	0 - 1,000	0 - 1,000	10,000 - 14,000
Civic Facility	0 - 1,000	10,000 - 15,000	5,000 - 10,000	15,000 - 26,000
Springs Building Reuse	5,000 - 15,000	0 - 2,000	0 - 1,000	5,000 - 18,000
Office/Commercial	10,000 - 20,000	0 - 1,000	0 - 1,000	10,000 - 22,000
Winthrop University Expansion	0 - 1,000	45,000 - 49,000	10,000 - 15,000	55,000 - 65,000
Museum and Historical Components	0 - 1,000	1,000 - 2,000	1,000 - 2,000	2,000 - 5,000
Infrastructure Improvements	1,000 - 3,000	6,000 - 10,000	0 - 1,000	7,000 - 14,000
Demolition/Site Preparation	1,000 - 5,000	1,000 - 3,000	0 - 1,000	2,000 - 9,000
Structured Parking	0 - 1,000	10,000 - 13,000	0 - 1,000	10,000 - 15,000
Phase I Trolley/Rail Projects	0 - 1,000	5,000 - 13,000	0 - 1,000	5,000 - 15,000
Environmental Remediation	1,000 - 2,000	2,000 - 3,000	0 - 1,000	3,000 - 6,000
Landscape/Hardscape	1,000 - 2,000	1,000 - 2,000	1,000 - 2,000	3,000 - 6,000
	179,000 - 239,000	91,000 - 130,000	17,000 - 42,000	287,000 - 411,000
<b>Midpoint*</b>	<b>\$210,000</b>	<b>\$110,000</b>	<b>\$30,000</b>	<b>\$350,000</b>

\* Rounded to nearest \$1 million.

Source: Hunter Interests Inc.

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## Textile Master Plan Component Investment and Cost Discussion

**Residential Development (All)** — Total investment in residential projects of all types depicted in the Master Plan and Development Strategy is expected to reach between \$125 million and \$142 million over the next 10 years. This includes the proposed Residences at Anderson Place, conversion of the five-story building in the Bleachery complex, various new mid-density residential projects, and low density and single-family housing interspersed in the surrounding neighborhoods. The great majority of this investment is expected to come from the private sector, although the public sector may participate in certain aspects of project facilitation, and the philanthropic sector could participate in affordable housing, first-time home buying programs, student housing, etc.

**The Artisans and Trade Center** — Total investment in the Artisans and Trade Center is expected at between \$7 million and \$11 million depending on the final development approach, level of up-fitting, etc. The Center is conceptualized as occupying 125,000 square feet of the Bleachery complex, and is envisioned as a private development component that would ultimately be managed by a private or public non-profit corporation. Therefore, public and philanthropic partners may be expected to contribute up to \$2 million of the capital costs.

**Restaurants and Entertainment** — Based on the adaptive reuse of the Power Plant, Water Works, and associated buildings, investment in creating an urban entertainment center within the Textile Corridor will likely be between \$5 million and \$12 million depending on contingent costs associated with stabilizing or utilizing the stacks, level of finish, level of technology and equipment associated with entertainment programming, and final amount of space created for this use. Between \$5 million and \$10 million of capital investment could be expected from the private sector, with up to \$2 million coming from some combination of public and philanthropic support. These latter contributors may participate in developing “pocket museums” in the entertainment area, or participate in developing or enhancing the activity plaza that is anticipated to host concerts and other public/civic events.

**Rock Hill Hotel and Conference Center** — Total investment in this public/private partnership is expected in the \$20 million to \$25 million range based on the introduction of a privately developed 80-100 room upscale hotel, and a 40,000 to 50,000 square foot publicly funded conference center. Each of the major components is expected to cost between \$10 million and \$12 million, with a functionally integrated approach providing savings for each element. Philanthropic/institutional investment could be targeted for creating unique public spaces that contribute to the historic character of the project, or come in the form of key partnerships as anchor users or tenants.



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**Destination Specialty Retail/Health and Wellness Center** — The portion of the Bleachery complex conceptualized for either a destination specialty retail store, or a health and wellness facility, is an adaptive reuse project that will require varying levels of investment depending on its final disposition. However, the building appears readily adaptable to either development scenario, and thus total investment is expected to range between \$3 million and \$6 million.

**The Cotton Factory** — The Cotton Factory represents a mixed use development opportunity that is likely to attract between \$10 million and \$12 million in private investment, and may also attract or require an additional \$2 million in public or other investment. The Textile Corridor Master Plan and Development Strategy depicts the building being redeveloped as a combination of residential units and executive suite office space. Other potentials include arts programming, or some type of retail use.

**Civic Facility** — The civic facility conceptualized for the corner of White St. and Dave Lyle Boulevard could be a hybrid that incorporates new library facilities with new performing arts or auditorium space. Depending on final size, configuration, programming, etc., this facility would likely require between \$15 million and \$26 million to construct and outfit. Of this, it is anticipated that the public sector would bear the greatest cost at between \$10 million and \$15 million, with the philanthropic sector contributing perhaps \$5 million to \$10 million depending on whether or not performance space was incorporated, and to what degree. The private sector could also participate in this project through corporate sponsorships, or in-kind donations that may reach \$1 million.

**Springs Building Reuse** — The massive Springs Industries complex is subject to an array of ultimate reuse scenarios in the Master Plan, understanding that no immediate change in use is expected or recommended. Depending on various redevelopment scenarios described in this report, total investment in the future of this portion of the Textile Corridor could range between \$5 million and \$18 million, with the majority of those funds anticipated to come from the private sector.

**Office/Commercial** — The Textile Corridor Master Plan and Development Strategy suggests the potential for new office development to occur both within existing structures, and as part of new, mixed use projects that are conceptualized for the interface area between the Corridor and downtown Rock Hill. Taken together, these projects may attract between \$10 and \$20 million in private investment as the market matures and the Textile Corridor revitalizes. Again, some public and other monies could find their way into the development process, and may account for an additional \$2 million in capital investment.

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**Winthrop University Expansion** — Winthrop University has near-term and mid-term plans for expansion that have been included in the capital estimates, and longer term plans reflected in the Master Plan west of Alumni Drive (formerly Water Street) that are not. Capital funding for Winthrop University expansion is essential for the overall revitalization of the Textile Corridor, both in terms of physical change its new facilities will create, and its role as a key market demand force. Development components included in the range of investment include the health/wellness center, library, student center, and parking garage. These elements of Winthrop University are expected to require between \$56 million and \$65 million, with the majority of these funds (\$45 million to \$49 million) required from the State of South Carolina. Some funding is anticipated from philanthropic sources (\$10 million to \$15 million), and a small portion could come from the private sector in the form of corporate sponsorships and/or provision of equipment, technology, etc. (\$0 to \$1 million). Development components not included in the range of costs are considered too conceptual and subject to change for estimation at this time, but the Master Plan does reflect additional academic buildings and student housing being introduced at some point in the future.

**Museum and Historical Components** — At this time, no single, major museum is planned for the Textile Corridor. Rather, small “pocket museums” are suggested throughout the Bleachery complex, and other elements of the Textile Corridor can be enhanced and showcased to provide both the unique characteristics desired to make the area a regional destination, as well as the basis for designation as a National Register Historic District. As the Textile Corridor is in essence a “living” museum, and it is anticipated that developers will recognize the value in investing private dollars to bring forth historic elements, total cost of developing actual museum components may be kept to a relatively conservative level of between \$2 million and \$5 million. Citizens have already come forward with offers to provide collections of Anderson Automobiles, and other important artifacts. The effort to develop museum components is supported by the York County Cultural and Heritage Commission, which is building the Museum of Life and the Environment. While this organization may not be able to contribute significant funding, their involvement in programming, curatorial efforts, interpretation, etc. can contribute to a savings for the overall museum and historical component development effort.

**Infrastructure Improvements** — The Textile Corridor Master Plan and Development Strategy includes recommendations for improvements to White Street, changes to Constitution, new rail crossings, and other infrastructure enhancements. In addition, there will be an undetermined amount of additional utility infrastructure required. For purposes of these order-of-magnitude cost estimates, a unit cost range of between \$30,000 and \$60,000 an acre is applied to the entire study area based on comparative redevelopment scenarios, equating with approximately \$7 million to \$14 million in total.



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**Demolition/Site Preparation** — Various portions of the Bleachery complex will be selectively demolished to reveal the more historic buildings elements, and to make way for new streets and pathways that will open up the site to both vehicular and pedestrian access. As redevelopment of the Textile Corridor continues, other buildings and structures may also be demolished, although the Master Plan suggests that this will be kept to a minimum. Preparing sites for new development also carries a cost that must be generally accounted for. As with infrastructure improvements, a range of costs per acre is applied to the study area based on comparative redevelopment scenarios, resulting in an estimated combined cost range of between \$2 million and \$9 million.

**Structured Parking** — Estimated costs for this category are based on development of parking structures that would contain an aggregate of between 1,000 and of 1,500 spaces, and equal \$10 million to \$15 million.

**Phase 1 Trolley Project** — Based on analysis performed by Parsons Brinckerhoff, a vintage trolley line could be established in a first phase of a wider intermodal transportation system servicing the downtown. Costs will vary depending on number of stops, use of existing or new track, number of required utility relocations, and various other contingent factors. Introduction of some type/level of trolley system within the Textile Corridor is anticipated to cost between \$5 million and \$15 million.

**Environmental Remediation** — An environmental analysis of the Textile Corridor will be undertaken as an early implementation step of the Master Plan and Development Strategy from which detailed cost estimates for remediation will be determined. Certain costs of remediation are covered under existing agreements and are considered pass-throughs in terms of future capital development costs. Other costs associated with asbestos removal, etc. are estimated at between \$3 million and \$6 million based on input received from the local development community and the City of Rock Hill.

**Landscape/Hardscape** — Investment in landscaping throughout the Textile Corridor, as well as in gateway treatments, lighting, paving, street furniture, etc., can easily cover a wide range based on availability of funds, public interest, and desire to create a beautiful destination that compliments the restored downtown. For purposes of this order-of-magnitude estimate, a unit cost of between \$12,000 and \$24,000 per acre has been employed. This equates with a total cost of between \$3 million and \$6 million.

## **VI. Funding and Finance Discussion**

### **Introduction**

The funding and finance strategy for the Rock Hill Textile Corridor redevelopment will be a combination of public and private investments in a wide range of infrastructure, adaptive reuse, new construction, and other aspects of development. There will be a combination of overarching policy and programmatic elements such as the potential for designating the Textile Corridor as a National Register Historic District and as a Tax Increment Finance District. There will be a combination of private equity investment and serviceable debt in various forms, and there will be contributions from philanthropic sources to cover certain costs associated primarily with cultural and/or historic components. In this section an overview of the roles of public, private and philanthropic sectors is provided, along with a description of potential incentives and other programs that may beneficially influence the funding and finance environment in the Textile Corridor.

### **The Role of Private Investment**

Based on the capital investment and cost estimates summarized in Section V, it is projected that the private sector will contribute more than \$200 million to the redevelopment of the Textile Corridor. This investment will accrue over time as individual projects are developed, and a combination of equity and debt are acquired for development funding. The Financial Feasibility Assessment provides suggestions as to supportable levels of debt and equity for certain key catalyst projects, but the ultimate funding and finance mechanisms for these and other projects will be determined in the more focused context of real time development.

Private investment, in one form or another, is expected to cover approximately two-thirds of the overall cost of redevelopment in the Textile Corridor. This is a significant element of the Textile Corridor Master Plan and Development Strategy, and one that bears fostering as implementation of the Plan continues. The Capital Investment Summary suggests some private sector participation in all development components, but this will only occur if public/private partnerships are well planned and executed. Conversely, public dollars should be invested with the intent of leveraging private dollars whenever possible.

### **The Role of Public Sector Investment**

It is projected that the public sector will invest approximately \$110 million over time in the redevelopment of the Textile Corridor. As with the private sector, the

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Capital Investment Summary suggests some public contribution for each of the development components in the Master Plan. Some projects will however be predominantly funded by the public sector. A summary of these costs and a brief description of funding and finance approach for each of these components are as follows:

- **Winthrop University Expansion** — The next phase of Winthrop University is anticipated to require between \$55 million and \$65 million. The majority of these funds (approximately \$45 million to \$50 million) will be obtained through an established process for state institutions to pursue in capital improvement projects. Over time an additional \$10 million to \$15 million may be raised through philanthropic donations, bequeaths, grants, etc. The private sector could also participate in the funding for expansion through corporate sponsorships, non-cash contributions such as technology and equipment, and grants.
- **Rock Hill Hotel and Conference Center** — The hotel portion of this project will be privately financed, or possibly through tax-exempt bond financing that would require a public non-profit. The \$10 to \$12 million cost of a publicly funded conference center component would typically be funded through some type of bond. Tax Increment Bond financing may be a distinct possibility if the Textile Corridor can be successfully designated a TIF District.
- **Civic Facility** — The civic facility that is conceptualized as combination of library and performance auditorium would ostensibly be financed through a combination of dedicated public funds and philanthropic/institutional funds.
- **Infrastructure Improvements** — Potential funding sources include: York County Pennies for Progress; tax increment financing.
- **Structured Parking** — New parking structures developed over time could be funded in part through the current management system in which property owners pay fees in lieu of space provision. The establishment of a parking authority and/or other financing entity will be further evaluated for suitability during implementation and development.
- **Trolley and Rail Projects** — Potential funding sources include the following: Federal Transit Administration New Starts; York County Pennies for Progress; Safe, Accountable, Flexible and Efficient Transportation Equity Act of 2003; tax increment financing; and private donations.



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## **The Role of Philanthropic Investment**

The revitalization of the Textile Corridor is anticipated to attract philanthropic and institutional support in various forms. A total of approximately \$30 million is allocated among projects in the Capital Investment Summary, of which \$10 to \$15 million is targeted for the Winthrop University expansion. It is anticipated that these funds would be raised by the University through its capital campaign strategy, and primarily supported by alumni and key individuals.

Other funds may be raised through campaigns for specific projects such as the performance auditorium portion of the civic building, public art at new gateways, landscaping and beautification efforts, etc. Foundations, trusts, and various granting authorities may constitute key sources of these funds, although the residents of the City of Rock Hill have historically demonstrated their willingness to provide individual support for worthy projects. Industry and trade organizations that are affiliated with Rock Hill might be encouraged to contribute grants, sponsorships, or other support for special projects.

## **Tax Increment Financing**

A significant source of public funding for capital improvements may come from the establishment of all or part of the Textile Corridor as a tax-increment finance district. Such an approach has been used successfully in Rock Hill, and the range of development suggested by the Textile Corridor Master Plan can drive significant incremental property tax revenue increases, which in turn can be used to service bonds issued to fund projects. Tax Increment Financing (TIF) is a mechanism utilized in redevelopment areas such as the Textile Corridor. In essence, a TIF district uses the increment between existing tax revenue, and tax revenue generated from new development over a specified period of time (e.g., 10 years) to fund capital improvements (i.e., roads, utilities, trolley line, etc.). For example, if the current yearly tax revenue for a TIF district is \$10,000 per year, and once new development occurs the tax revenue will be \$100,000 per year, this would make the tax increment \$90,000 per year. If the TIF district were put in place for 15 years, then \$1.35 million would be generated for capital improvements.

Preliminary estimates indicate that new development in the Textile Corridor will generate an estimated \$200 million in added taxable property value to the district over a period of 10 to 15 years. The assessed value of real estate determines the taxing basis, and at this time owner occupied residential properties are assessed at 4% of appraised value, industrial properties would be assessed at 10.5% of appraised value, and all other properties are assessed at 6% of appraised value. Therefore, by applying a basic 6% rate to the mixed use nature of proposed development in the Textile Corridor, an additional \$12 million in tax base would be created. This in turn would yield an annual increment (at build-out) of approximately \$4 million based on a blended commercial/residential tax rate of 342 mils.

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A feasibility analysis that treats the potential for a TIF district, and the bondable revenues that it would generate, will be completed as part of the Phased Implementation Strategy for the Textile Corridor. Preliminary estimates indicate that between \$20 and \$40 million might be generated. This amount is in turn is approximately 50% of the remaining anticipated public investment requirement for the Textile Corridor, after accounting for Winthrop University's publicly generated contribution (estimated at \$47 million). This leaves approximately \$10 million to \$30 million in public sector funding to be acquired from sources other than the TIF.

## **Tax Incentives**

Both the Federal Government and the State of South Carolina offer various tax incentives for the rehabilitation of older buildings, historic or otherwise, under specific criteria. The following descriptions of these incentives are in general terms only, and should not be construed as tax advice. The provisions of the Internal Revenue Code governing tax incentives for the rehabilitation of historic buildings and non-historic buildings built before 1936 are extremely complex. Provisions of the tax code regarding at risk rules, passive activity limitation, and alternative minimum tax can affect a taxpayers ability to use these tax credits. Potential developers and/or investors are strongly advised to consult an accountant, tax attorney, or other professional tax advisor, legal counsel, or the Internal Revenue Service for help in determining whether these incentives pertain to their own situations.

## **Federal Historic Preservation Tax Incentives**

The Federal Historic Preservation Tax Incentives program is one of the nation's most successful and cost-effective community revitalization programs. The program fosters private sector rehabilitation of historic buildings and promotes economic revitalization. It also provides a strong alternative to government ownership and management of such historic properties. In the short run, eligible projects that use the incentives can gain a significant cash infusion up front, which can be used to finance the rehabilitation or generate higher long-term returns by freeing up capital for other investments.

The Federal Historic Preservation Tax Incentives are available for buildings that are National Historic Landmarks, that are listed in the National Register, and that contribute to National Register Historic Districts and certain local historic districts. Properties must be income producing and must be rehabilitated according to standards set by the Secretary of the Interior.

Since 1976, the National Park Service (NPS) has administered the program in partnership with the Internal Revenue Service and with State Historic Preservation Officers (SHPO). The Historic Preservation Tax Incentives have proven an invaluable tool in revitalizing communities and preserving the historic places that give cities, towns, and rural areas their special character. Through this program, abandoned or under used factories, warehouses, schools, retail stores, apartments, hotels, houses, and offices throughout the country have been restored to re-use in a manner that maintains their historic character.

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Current Tax Incentives for preservation, established by the Tax Reform Act of 1986 include a 20% tax credit for the certified rehabilitation of *certified historic structures*, and a 10% tax credit for the rehabilitation of *non-historic, non-residential buildings* built before 1936. A tax credit differs from an income tax deduction. An income tax deduction lowers the amount of income subject to taxation. A tax credit, however, lowers the amount of tax owed. In general, a dollar of tax credit reduces the amount of income tax owed by one dollar.

- The 20% rehabilitation tax credit equals 20% of the amount spent in a certified rehabilitation of a certified historic structure.
- The 10% rehabilitation tax credit equals 10% of the amount spent to rehabilitate a non-historic building built before 1936.

The National Park Service must approve, or “certify,” all rehabilitation projects seeking the 20% rehabilitation tax credit. A *certified rehabilitation* is a rehabilitation of a *certified historic structure* that is approved by the NPS as being consistent with the historic character of the property and, where applicable, the district in which it is located. The NPS assumes that some alteration of the historic building will occur to provide for an efficient use. However, the project must not damage, destroy, or cover materials or features, whether interior or exterior, that help define the building’s historic character.

- To be eligible for the 20% rehabilitation tax credit, a project must also meet the following basic tax requirements of the Internal Revenue Code:
- The building must be *depreciable*. That is, it must be used in a trade or business or held for the production of income. It may be used for offices, for commercial, industrial or agricultural enterprises, or for rental housing. It may not serve exclusively as the owner’s private residence.
- The rehabilitation must be *substantial*. That is, during a 24-month period selected by the taxpayer, rehabilitation expenditures must exceed the greater of \$5,000 or the adjusted basis of the building and its structural components. The adjusted basis is generally the purchase price, minus the cost of land, plus improvements already made, minus depreciation already taken. Once the substantial rehabilitation test is met, all qualified expenditures, including those incurred outside of the measuring period, qualify for the credit.
- If the rehabilitation is completed in phases, the same rules apply, except that a 60-month measuring period applies. This phase rule is available only if: (1) there is a set of architectural plans and specifications for all phases of the rehabilitation, and (2) it can reasonably be expected that all phases of the rehabilitation will be completed.
- The property must be placed in service (that is, returned to use). The rehabilitation tax credit is generally allowed in the taxable year the rehabilitated property is placed in service.



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- The building must be a *certified historic structure* when it is placed in service; if it is not yet a *certified historic structure* when it is placed in service, the owner must have requested on or before the date that the building was placed in service a determination from the NPS that the building is a *certified historic structure*, and have a reasonable expectation that the determination will be granted. (This means, generally, for buildings not individually listed in the National Register of Historic Places, that Part 1 of the Historic Preservation Certification Application must have been filed before the building was placed in service.)
- Qualified rehabilitation expenditures include costs associated with the work undertaken on the historic building, as well as architectural and engineering fees, site survey fees, legal expenses, development fees, and other construction-related costs, if such costs are added to the basis of the property and are determined to be reasonable and related to the services performed. They do not include costs of acquiring or furnishing the building, new additions that expand the existing building, new building construction, or parking lots, sidewalks, landscaping, or other facilities related to the building.

The 10% rehabilitation tax credit is available for the rehabilitation of *non-historic buildings* built before 1936.

As with the 20% rehabilitation tax credit, the 10% credit applies only to buildings—not to ships, bridges or other structures. The rehabilitation must be substantial, exceeding either \$5,000 or the adjusted basis of the property, whichever is greater, and the property must be depreciable.

The 10% credit applies only to buildings rehabilitated for *non-residential* uses. Rental housing would thus not qualify. Hotels, however, would qualify. They are considered to be in commercial use, not residential.

A building that has been moved is ineligible for the 10% rehabilitation credit. (A moved certified historic structure, however, can still be eligible for the 20% credit.) Furthermore, projects undertaken for the 10% credit must meet a specific physical test for retention of external walls and internal structural framework:

- At least 50% of the building's walls existing at the time the rehabilitation began must remain in place as external walls at the work's conclusion.
- At least 75% of the building's existing external walls must remain in place as either external or internal walls.
- At least 75% of the building's internal structural framework must remain in place.

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The owner must hold the building for five full years after completing the rehabilitation, or pay back the credit. If the owner disposes of the building within a year after it is placed in service, 100% of the credit is recaptured. For properties held between one and five years, the tax credit recapture amount is reduced by 20% per year.

The National Park Service or the State Historical Preservation Officer may inspect a rehabilitated property at any time during the five-year period. The NPS may revoke certification if work was not done as described in the Historic Preservation Certification Application, or if unapproved alterations were made for up to five years after certification of the rehabilitation. The NPS will notify the IRS of such revocations.

## **South Carolina Historic Rehabilitation Incentives**

On January 1, 2003, a law took effect creating tax credits for rehabilitation expenses on historic buildings located in South Carolina. The Historic Rehabilitation Incentive Act contains a provision allowing for a 10% state income tax credit for qualified rehabilitation expenditures for income-producing certified historic structures that also qualify for the 20% federal income tax credit for rehabilitation.

The standard review by the SHPO and the NPS fulfills the requirements for the state income tax credit. The law allows taxpayers to claim the credit by attaching to their state return a copy of the section of the federal return showing the federal credit claimed, along with any other information required by the South Carolina Department of Revenue.

The state income tax credit must be taken in equal installments over a five-year period, beginning in the year in which the property is placed in service. Any unused portion of the credit installment may be carried forward over for the succeeding five years.

All project work must be consistent with Secretary of the Interior's Standards for Rehabilitation, and the entire project must be reviewed and approved by the State Historical Preservation Officer before it starts. Only projects pre-approved by the SHPO in writing will be eligible for the credit.

## **Application of Rehabilitation Tax Credits to Proposed Catalyst Projects**

Historic tax credits have the effect of lowering capital expenditures for the rehabilitation of income-producing properties, thereby reducing debt service, increasing cash flow, and otherwise enhancing a project's feasibility. The following examples demonstrate how applicable tax credits may impact catalyst projects that have been proposed for the Rock Hill Textile Corridor. Due to the complexities inherent in certain types of ownership, the models assume active corporate ownership of the subject properties for the sake of simplicity. The examples set forth are strictly hypothetical, and are for demonstration purposes only. A tax professional or the Internal Revenue Service should be consulted regarding any business decisions involving tax credits.

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**Artisans/Trades Center** — A light manufacturing/retail use is proposed for Building Area 1B, comprised of several connected buildings constructed over a period from approximately 1939 to 1953. Although the buildings could potentially qualify as certified historic structures, and therefore be eligible for the 20% rehabilitation tax credit if certified, they would not be eligible for the 10% rehabilitation tax credit by virtue of having been built subsequent to 1936. The buildings could be eligible for tax credits under a Registered Historic District status or a Certified Historic status. The space is programmed for leasing, and therefore as an income producing property the project is compliant with the basic tax requirements.

The historic rehabilitation tax credits shown in Table 5 are based on total cost of improvements of approximately \$8 million. The 20% federal historic tax credit is calculated at approximately \$1.6 million, and the 10% state historic tax credit at \$800,000 for a total of approximately \$2.4 million in rehabilitation tax credits. Total adjusted capital costs after tax credits are approximately \$5.6 million.

Table 5	
Artisans/Trades Center	
Application of Federal and State Rehabilitation Tax Credits	
<b>Historic Rehabilitation</b>	
Eligible Costs of Improvements*	\$8,000,000
Federal Historic Tax Credit @ 20%	\$1,600,000
State Historic Tax Credit @ 10%	\$800,000
Total Tax Credits	\$2,400,000
Adjusted Capital Costs	\$5,600,000

\* Rounded from Capital Investment Estimate.

Source: National Park Service, Hunter Interests Inc.

**Hotel and Conference Center** — The proposed hotel and conference center are programmed for new construction, which under the provisions of the basic tax requirements is not eligible for rehabilitation tax credits.

**Cotton Factory Mixed Use** — The Cotton Factory (c. 1881) is already listed individually in the National Register of Historic Places, which qualifies it as a certified historic structure, and therefore makes it eligible for federal and state historic tax credits. The proposed use is for rental apartments and leased commercial space, which is also compliant with the basic requirements for tax credits.

Table 6 shows the historic rehabilitation tax credits that are based on total development costs minus the parking component, for a total of approximately \$10 million. The 20% federal historic tax credit is calculated at approximately \$2 million, and the 10% state historic tax credit at \$1 million, for a total of approximately \$3 million in rehabilitation tax credits. Total adjusted capital costs after tax credits are approximately \$7 million.



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Table 6 Cotton Factory Mixed Use Application of Federal and State Rehabilitation Tax Credits	
<b>Historic Rehabilitation</b>	
Eligible Costs of Improvements*	\$10,000,000
Federal Historic Tax Credit @ 20%	\$2,000,000
State Historic Tax Credit @ 10%	\$1,000,000
Total Tax Credits	\$3,000,000
Adjusted Capital Costs	\$7,000,000

Rounded from Capital Investment Estimates  
Source: National Park Service, Hunter Interests Inc.

**Restaurant/Entertainment Complex** — The Restaurant/Entertainment Complex is programmed for location in Building Area A, comprised of the Water Works Building (c. 1929) and the Power Plant (c.1929 & c.1950s). A number of different rehabilitation tax credit scenarios could apply to the complex, depending on the success of achieving either a Registered Historic District status for the Textile Corridor, Certified Historic status for individual buildings, or no historic status at all. In the latter case, the Water Works Building may still be eligible for the 10% federal rehabilitation tax credit for the rehabilitation of non-historic buildings built before 1936.

Table 7 shows three scenarios: historic rehabilitation, all buildings; historic rehabilitation, Water Works Building; and non-historic rehabilitation, Water Works Building. In all cases, costs for furniture, fixtures, and equipment (FF&E), as well as parking, are excluded from eligible costs of improvements.

An historic rehabilitation of all buildings assumes a Registered Historic District Status for the Textile Corridor or a Certified Historic Status for all buildings, and is based on eligible costs of improvements of approximately \$8.5 million. The 20% federal historic tax credit is calculated at approximately \$1.7 million, and the 10% state historic tax credit at \$850,000, for a total of approximately \$2.55 million in rehabilitation tax credits. Total adjusted capital costs after tax credits are approximately \$5.9 million.

Historic rehabilitation of the Water Works Building assumes that the building was alone in qualifying for individual Certified Historic status. Cost of improvements is estimated at approximately \$655,600, the 20% federal historic tax credit is calculated at approximately \$131,120 and the 10% state historic tax credit at \$65,560, for a total of approximately \$196,680 in rehabilitation tax credits. Total adjusted capital costs after tax credits are approximately \$458,920.

Non-historic rehabilitation of the Water Works Building assumes that the building did not qualify for historic status, either within a district or individually, but is eligible for non-historic tax credits. Costs of improvements are estimated at approximately \$655,600, and the 10% non-historic rehabilitation tax credit is calculated at \$65,560, for a total adjusted capital costs after tax credits of approximately \$590,040. See Table 7.

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<b>Table 7</b> <b>Restaurant/Entertainment Complex</b> <b>Application of Federal and State Tax Credits</b>	
<b>Historic Rehabilitation, all Buildings</b>	
Eligible Cost of Improvements*	\$8,500,000
Federal Historic Tax Credit @ 20%	\$1,700,000
State Historic Tax Credit @ 10%	\$850,000
Total Tax Credits	\$2,550,000
Adjusted Capital Costs	\$5,950,000
<b>Historic Rehabilitation, Waterworks Building (1929)</b>	
Eligible Cost of Improvements	\$655,600
Federal Historic Tax Credit @ 20%	\$131,120
State Historic Tax Credit @ 10%	\$65,560
Total Tax Credits	\$196,680
Adjusted Capital Costs	\$458,920
<b>Non-Historic Rehabilitation, Waterworks Building</b>	
Eligible Cost of Improvements	\$655,600
Rehabilitation Tax Credit @ 10%	\$65,560
Adjusted Capital Costs	\$590,040

Rounded from Capital Investment Estimates

Source: National Park Service, Hunter Interests Inc.

**Anderson Building Loft Residential** — Although the Anderson Motor Company Building is proposed for for-sale residential use that precludes qualification for historic tax credits, the possibility nonetheless exists whereby the project may still be eligible for same. In order to qualify for the full tax credit benefit, the rehabilitated building must remain in service as a rental property for five full years. If the owner chose to convert the property to condominiums subsequent to the expiration of the five-year term, they could do so with no liability or penalty against the tax credit. Indeed, this practice is not uncommon, and the benefits to the owner in tax credits may outweigh any detriments in retaining ownership for five years.

The Anderson Building could potentially qualify for federal and state historic tax credits, but would not qualify for the federal non-historic tax credit by virtue of its proposed use for residential. Table 8 shows the historic rehabilitation tax credits that are based on total development costs minus the parking component, for a total of approximately \$5.0 million. The 20% federal historic tax credit is calculated at approximately \$1.0 million, and the 10% state historic tax credit at \$500,000, for a total of approximately \$1.5 million in rehabilitation tax credits. Total adjusted capital costs after tax credits are approximately \$3.5 million.

<b>Table 5</b> <b>Anderson Building Loft Residential</b> <b>Application of Federal and State Tax Credits</b>	
<b>Historic Rehabilitation</b>	
Eligible Cost of Improvements*	\$5,000,000
Federal Historic Tax Credit @ 20%	\$1,000,000
State Historic Tax Credit @ 10%	\$500,000
Total Tax Credits	\$1,500,000
Adjusted Capital Costs	\$3,500,000

Rounded from Capital Investment Estimate

Source: National Park Service, Hunter Interests Inc.

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## **E. Brownfields Tax Incentive**

In order to encourage interest in the redevelopment of brownfields sites, the Environmental Protection Agency (EPA), the Department of the Treasury, and its other Federal partners created incentives for potential developers. Under the tax incentive, certain environmental cleanup costs at targeted sites may be fully deducted by eligible taxpayers in the year in which they are incurred. The EPA defines “brownfields” as “abandoned, idled, or underused industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived contamination.” These properties may be large or small, urban or rural, former factories or warehouses.

The Brownfields Tax Incentive is not a tax credit, but reduces the tax burden indirectly by lowering taxable income. The incentive does this by allowing the property owner to claim many eligible cleanup costs as a current expense, rather than capitalizing them as long-term assets. This allows companies to reduce their current income, allowing them to capture tax savings in the present rather than the future.

The Brownfields Tax Incentive is designed to create economic growth in disadvantaged areas by encouraging the redevelopment of brownfields. The incentive primarily targets regions with low household income levels, as well as areas with a historical commitment to brownfields redevelopment. Eligible property must fall into at least one of the four categories designated below:

- Census tracts with a poverty rate of 20 percent or more.
- Census tracts with a population of less than 2,000 people. More than 75 percent of the tract must be zoned for commercial or industrial use, and the tract must be located next door to other census tracts with poverty rates of 20 percent or more.
- All Federally designated Empowerment Zones or Enterprise Communities.
- EPA Brownfields Pilot sites designated prior to February 1997.

When determining eligibility based on census data criteria, 1990 census data must be used. Data from more recent census samples is not permitted under the Brownfields Tax Incentive, which requires the use of data from the last decennial, or ten-year, census.

The Bleachery is located within Census Tract 605.01 with a total population of 2,547 in the 1990 Census, 790 for whom poverty status was determined, accounting for approximately 31 percent of the population. Under the criterion of census tracts with a poverty rate of 20 percent or more, the Bleachery is eligible for the Brownfields Tax Incentive. Indeed, the Bleachery does not fall under any of the other three criteria for an eligible property.



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Taxpayer requirements are that the property be held in ownership by the taxpayer, and the property must be held for business or income generation purposes. Some types of long-term lease arrangements may qualify brownfields incentives. Taxpayers should consult with their tax counsel to determine whether their circumstances qualify.

The Textile Communities Revitalization Act ? This initiative is designed to provide an incentive for investors to redevelop old textile mills and mill communities that have been harmed by the decline of the textile industry in South Carolina. Proposed elements include: a credit against real property taxes levied by local taxing entities equal to 25% of the investment in the eligible site as so improved, renovated, or redeveloped; a credit against personal or corporate income tax and/or business license fees as imposed by the South Carolina Department of Revenue against the person equal to 25% of the investment in the eligible site as so improved, renovated, or redeveloped; and other elements that could positively impact feasibility of textile mill redevelopment.

## VII. Marketing Plan

### Introduction and Approach

The marketing strategy for the Textile Corridor includes several important elements that provide the foundation for a four-tier approach to achieving successful results. The marketing strategy is designed to be:

- *Practical, effective, and immediate-action oriented*

The marketing strategy is designed to result in the development of:

- *The Textile Corridor as a regional destination*

The marketing strategy is designed to produce identifiable:

- *Goals and benchmarks*

### Marketing Development Opportunities (Tier 1)

Central to the Textile Corridor marketing strategy are development opportunities and projects whose completion is essential to the revitalization effort. Taking these projects to market, attracting developers and partners, and assisting in fostering implementation, are “hands on” marketing efforts. The recommended process for achieving these goals consists of six basic steps:

- **Packaging Projects**

Each project has its own set of distinct characteristics, and it must be positioned to appeal to the developer segment that is most likely to undertake the development effort. Many elements of the Textile Corridor Master Plan can be used to craft the appropriate message for marketing a project, including results from financial feasibility assessments, market analysis results, physical planning of the Corridor, etc. The perspective renderings may be used to illustrate future development potentials to the market, and funding and finance opportunities may be suggested as well. In addition, information on how the City of Rock Hill and the public sector may be able to facilitate, or participate in, development opportunities will also be helpful. Pertinent information, coupled with graphic illustrations, provides the basis for packaging Textile Corridor projects and preparing them for market.

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- **The Developer Solicitation Process**

As projects are packaged, they are taken to market through a process of developer solicitation. Typically, and especially for a diverse and challenging development field such as the Textile Corridor, local, regional, and national development companies are targeted for the marketing effort. In some cases, the marketing process focuses on specialized companies, such as those that may develop and operate hotels only, or those that do residential development only, but in other cases a shotgun approach is used to capture all who may be interested in a mixed use project. This approach can also be used as a tool to simply get the message out that Rock Hill, South Carolina, and the historic Textile Corridor are open for business. It is recommended that solicitation fields include as many prospective interested parties as possible, and it is not unusual for that number to be between 400 and 800. The developer solicitation process typically employs a two-part process: a Request for Interest and Qualification, and a Request For Proposals.

- **Requests for Interest and Qualifications (RFQ)**

This document solicits expressions of interest in particular projects, and requests that information on the respondents' development experience, financial capability, etc., be provided. The RFQ should be fairly easy to respond to, in terms of time required, documentation required, etc., and is designed to capture a field of prospective and interested development companies. Often, the development company will assemble a team for the response that includes an architect, construction company, bank, etc. The RFQ document is essentially wrapped in the project packaging materials described above, and the full information packet sent via first class mail.

- **Request for Proposals (RFP)**

Once responses to an RFQ are received, a competitive environment has been created that serves to ensure a developer will in fact be brought on to complete the project, that developers will put their best effort forward in order to win the opportunity, and that the City or other involved entities have a selection of partners from which to choose. Depending on the number of RFQ responses, the decision can be made to short-list developers that will be invited to respond to a formal Request for Proposal. Often, it may be advisable to allow all RFQ respondents the opportunity to submit an RFP, as teaming and partnering can sometimes be encouraged, and the competitive field otherwise maintained. The RFP is a more detailed document that can require a financing and business plan, proof of financial solidarity, experience, and ability to complete the Textile Corridor project.



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## ➤ **Selection and Implementation**

Typically, respondents to the RFP are invited to make a formal presentation, and then one development company is identified as the preferred candidate, and designated as Master Developer for a set period of time. This essentially begins the project implementation process, and is marked by the execution of a simple Memorandum of Understanding (MOU) that sets forth an agreement to enter into formal real estate development negotiations

## ➤ **Development Agreements**

During a period of time subsequent to the execution of the MOU, a series of contractual agreements must be negotiated that set forth all aspects of the public/private partnership that now is emerging. Depending on the project, a Master Development Agreement, Operating Agreement, Purchase and Sale Agreement, or other documents will be required to fully address all development issues that are involved. Execution of these contracts is in essence the last element of “hands on” marketing that closes the deal and moves the project into actual development.

## **Marketing The Plan and the Process (Tier 2)**

In addition to marketing specific development projects as described above, more generalized marketing efforts also must be undertaken to ensure that the message of revitalization in the Textile Corridor is not lost, and that focus and interest are maintained. Marketing the plan and the process can take many forms, but five key recommendations are as follows:

- **Continuing Public Outreach**

The communications strategy described in Section VIII, Phased Implementation Recommendations is, in part, geared toward continuing the public outreach process. Please refer to this discussion for details on the public outreach effort.

- **Special Events “Progress Parties”**

The marketing strategy includes development of a special events program, specifically designed for the Textile Corridor revitalization process, and could include “progress parties” or festive events held to mark visible signs of progress in the area. These need not necessarily be large or expensive events, but people, action, music, balloons, and food will inevitably draw interest, and even a modest gathering should be viewed as a positive result of this aspect of the marketing strategy.

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- **Historic and Cultural Themes**

A keystone of the entire Textile Corridor Master Plan and Development Strategy is the use of the area's historic and cultural roots to make it a special and unique destination for regional visitors. Recommendations include seeking designation as a National Register Historic District, development of "pocket museums" that feature Anderson automobiles, textiles, textile equipment, artifacts from the Bleachery, etc. This category of marketing the plan and the process calls for cultivating and accentuating everything that is historic about the Textile Corridor and Rock Hill in general. Interest groups, history buffs, and organizations including the York County Culture and Heritage Commission can help implement this aspect of the marketing strategy.

- **Graphic/Audiovisual Potentials**

The Textile Corridor and Master Plan and Development Strategy include many graphic illustrations of the sites, buildings, and future development plans that will be the subject of the marketing strategy. These can and should be used in many ways including the developer solicitation and public outreach processes. They may be used in PowerPoint presentations, as part of video presentations, or in various print media. Additional graphic illustrations may be desirable at some point to reflect new projects, ideas, and progress.

- **Local, State, and Federal Level Presentations**

Marketing the plan and the process should also include a strategy to reach out to those individuals, policy makers, and decision makers in government who may influence development trends and future potential within the Textile Corridor. A list of appropriate agencies, departments, offices, etc., should be compiled, the purpose of a particular meeting or presentation set, and then a tailored message of the Master Plan delivered by City officials or representatives of one of the many support groups associated with the Textile Corridor as described in Section VIII, Phased Implementation.

## **Marketing Key Components (Tier 3)**

The Textile Corridor has many interesting and important components that should be the subject of special attention within the marketing strategy. In some cases, these components will be the subject of the project packaging and developer solicitation process, and thus benefit from the exposure that will provide. However, it is recommended that a parallel effort be mounted to focus attention on the role these components play in the history, and future of Rock Hill. Following are examples of key components, and suggestions as to marketable elements:

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- **The Bleachery**

An important component is the history of cotton and textiles in Rock Hill, the histories and lives of the people who worked here over generations, and the physical characteristics of the to-be-restored complex including the role of the Anderson Motor Company.

- **The Urban Entertainment Center (Power Plant, Water Works, etc.)**

Merging the historic character of this portion of the complex with restaurants and entertainment venue should be an exciting and highly visible demonstration of successful revitalization. Building interest within the Winthrop student community would be one suggested marketing thrust.

- **The Residences at Anderson Place**

The former Anderson Motor Company is slated to become upscale, loft-style apartments that the consulting team has given the working title of Residences at Anderson Place. The market analysis found that alumni of Winthrop University represent a significant demand segment for the limited number of these distinct dwellings. One thrust of this aspect of the marketing strategy could be to work with Winthrop officials to assess actual interest from this large group, and to allow the developer to incorporate specific desires of prospective customers into the project.

- **The Cotton Factory**

This iconic property deserves an early focus of attention in order to signal progress in the Textile Corridor, and to otherwise give it additional “curb appeal” for the developer solicitation process. Open houses, special events, newspaper and television photo-ops, and other opportunities for featuring the Cotton Factory should be considered.

- **The Rock Hill Hotel and Conference Center**

This proposed project will likely require public funding for the conference center component, and will require a combination of public education and marketing to ensure its acceptance. Early meetings with the Rock Hill Chamber of Commerce, the York County Convention and Visitors Bureau, and the local hospitality industry should be scheduled to solidify support.

- **The Artisans and Trade Center (The Mill at Rock Hill, The Mill Village Artisans Center, The Bleachery Artisans Center, etc.)**

This project is designed to anchor the destination drawing power of the Textile Corridor, and as such, its successful implementation is very important. Early marketing of the concept to prospective tenants including artisans, trades people, non-profit groups, etc.,



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should be the subject of a special effort. Tours of comparative facilities may be wise, and the organizational/development approach refined.

## **Creating Synergy With Other Marketing and Branding Efforts (Tier 4)**

The marketing strategy for the Textile Corridor should be in sync with other marketing efforts being undertaken in the City of Rock Hill and elsewhere. These should include, but not necessarily be limited to, the following:

- **The New downtown branding effort**
- **The York County Regional Chamber of Commerce**
- **The York County Convention and Visitors Bureau**
- **The State of South Carolina Tourism Bureau**
- **Rock Hill civic, business, and cultural organizations and associations**
- **Arts Council of Rock Hill and York County**
- **York County Cultural and Heritage Commission**

## VIII. Phased Implementation Discussion

The Textile Corridor Master Plan and Development Strategy periodically refers to Phase 1 and Phase 2 of the redevelopment effort. It is important to understand that there is no hard and fast delineation between these phases in terms of time, but rather overlap in a fashion that only the future will ultimately determine. Basically, Phase 1 is considered to include a three- to seven-year completion time frame, from the present until 2007-2011. Phase 2 is considered to include a 5- to 15-year completion time frame, also beginning in the present, but extended out into the span of 2009-2019.

The primary differences in the Textile Corridor Master Plan itself are reflected in the Plan sections on the following pages. Essentially Phase 1 incorporates surface parking, minimal change to the Springs Industries Building, and no medium-density housing outside of the Bleachery complex itself. In contrast, Phase 2 shows several parking structures with retail components, a reconfigured Springs Industries Building, and pods of new mid-density residential development in several locations. Virtually all other visual elements of the Phase 1 and Phase 2 plans are the same.

Some components of the Textile Corridor Master Plan and Development Strategy are presumed to emerge sooner than others, such as the redevelopment of the Bleachery complex itself. Others, such as the intermodal transportation center will take much longer, but planning for such elements must continue as part of the implementation of the Master Plan. Still others, such as the civic facility, could be long-term developments, or emerge early, depending on a host of policy and financial decisions. In short, implementation of the Textile Corridor Master Plan and Development Strategy will be a fluid process, influenced by the introduction of new uses, market dynamics, policy decisions, and other factors. It is nonetheless a process that can now be guided and induced to occur for the benefit of Rock Hill's future.

The implementation of the Textile Corridor Master Plan and Development Strategy is, in fact, already underway as private developers and the City of Rock Hill undertake physical redevelopment activities. In the fall of 2003, the Bleachery complex is under private ownership and has undergone significant site work. Specifically, much of the heavy machinery associated with the operation of the Rock Hill Printing and Finishing Company has been removed, and some demolition and gutting of structures has begun. The Rock Hill Economic Development Corporation owns the Cotton Factory and is in discussions with prospective developers. In addition, the completion of the Master Plan marks an implementation step in and of itself. ***Therefore, a key element of the phased implementation recommendations is for the community to build on the momentum that has been created to date.***

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Following adoption of the Textile Corridor Master Plan and Development Strategy by the City of Rock Hill, City staff will prepare a detailed implementation plan based on next steps and recommendations provided by the consulting team. This plan will provide an organizational and leadership structure as one of its primary components. It will also include, but not be limited to, designation of an implementing entity, zoning changes and modifications, preparation of the nomination for a National Register Historic District, Tax Increment District feasibility, marketing and communications activities, and organizational assignments.

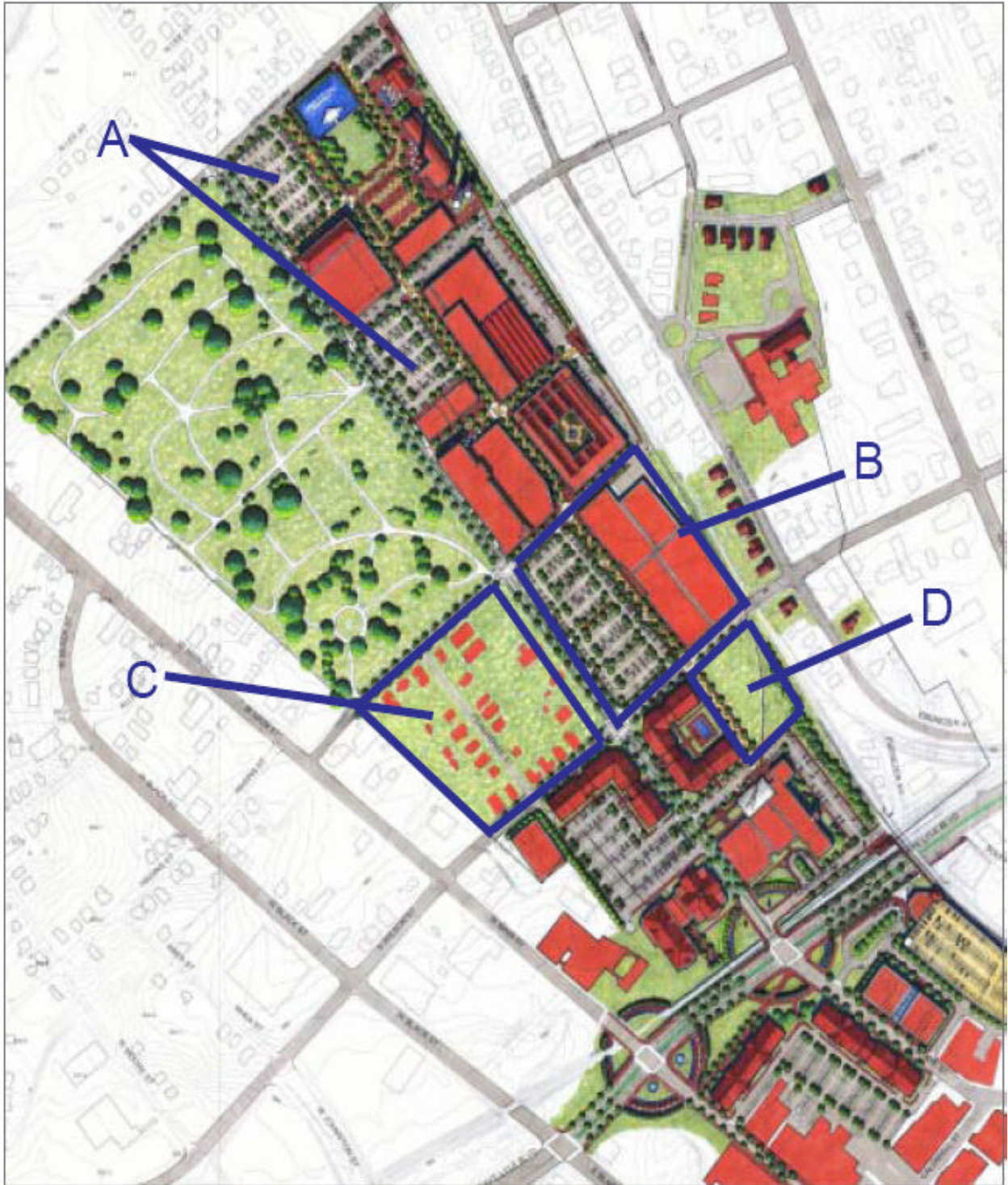
Organizations expected to be incorporated into the implementation may include, but not be limited to, the Rock Hill City Council, the City of Rock Hill and its various departments and agencies, the Rock Hill Economic Development Corporation, Winthrop University, the Old Town Roundtable, the Community Builders, the Textile Corridor Master Plan Steering Committee, the Textile Corridor Master Plan Advisory Board, the Education Task Force, the Economic Development Task Force, York County, the York County Chamber of Commerce, the Downtown Board, and the Arts Council of Rock Hill and York County.

In addition to the inclusion of public sector entities and actions, the implementation plan will also include various recommendations regarding the role and responsibility of the private sector in the Textile Corridor Master Plan and Development Strategy. The private sector partners may include, but not be limited to, local developers and property owners, Rock Hill banks and regional lenders, educational and technology-oriented companies and businesses, artisans and trades people, historic and cultural interest groups, and of critical importance, residents and neighborhood organizations.

The implementation plan will be formulated with input from all of the aforesaid groups and entities, and it is anticipated that the plan will be provided to the Mayor and City Council within approximately three months of adoption of the Textile Corridor Master Plan and Development Strategy.



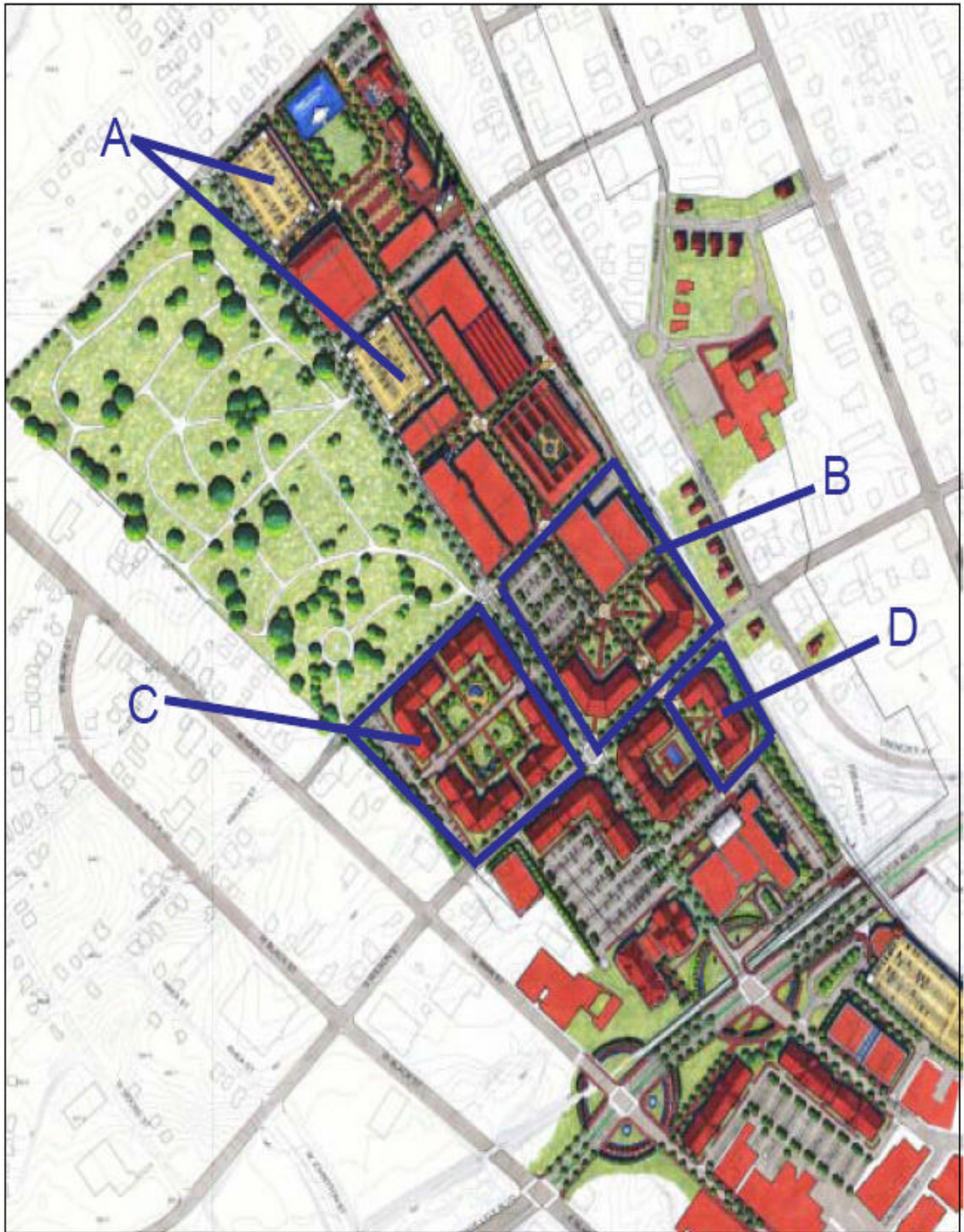
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*Phase 1 Development. The primary difference from the site at build-out (Phase 2) is that surface parking lots are installed, rather than decks, in the locations noted in (A); the Springs Industries site is shown as an exhibition hall (B); and medium-density housing has not yet been developed on sites C and D. Other sections of the study area, such as Winthrop University expansion, will proceed over a long period of time, but since the timing is dependent on many factors, all uses are shown at build-out except those noted above.*



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*The plan at build-out (Phase 2). In this drawing, the uses shown on the previous page have been updated to illustrate parking decks on two sites (A) in place of surface parking; an alternate use for site (B) including office and/or residential development; and additional residential on sites (C) and (D).*