

HIGH POINT, NORTH CAROLINA

WASHINGTON DRIVE DISTRICT PLAN



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ACKNOWLEDGEMENTS

Core City Steering Committee

Thomas Terrell, Chair
Bill Bencini
Julius Clark
Aaron Clinard
Bruce Davis
John Faircloth
Rev. Dennis Leach
Ray McAllister
Jim Morgan
Michael Pugh
Bernita Sims
Rev. Jim Summey
Jay Wagner

City Staff

Planning & Development Department

G. Lee Burnette, AICP - Planning Director
Heidi H. Galanti, AICP - Project Manager
Andy Piper, AICP
Carmen Cannon, GISP

Community Development & Housing

Mike McNair - Director

Penn-Griffin School for the Arts
Glenn Chavis - local historian

A special thanks goes to the members of the community who participated in the public meetings throughout the planning process.

Consultant Team

The Walker Collaborative - Nashville, TN
Philip L. Walker, AICP - Project Manager

Third Coast Design Studio - Nashville, TN
Keith Covington, AIA, CNU
Lee Jones, CNU

Neighboring Concepts - Charlotte, NC
James Williams, ASLA
Brian Keech, AIA
Eric Orozco

Randall Gross / Development Economics - Washington, DC
Randall Gross

Property Owners Who Provided Access to Buildings

Simpson & Lillian Baker
Grant Hayes
Sarah Hedgecock
Dr. Carl Little, DDS
Rev. Theodore Little, Jr.
Joseph McCollum
William & Burnie McElrath
Ira Osman
Acey & Alvin Spencer
Coy Williard
Max Wood
John & Gina Yeh

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BACKGROUND

As an outgrowth of the High Point Core City Plan adopted in 2007, the purpose of the Washington Drive District Plan is to physically and economically revitalize this historic commercial district. It is the intent that the area become both a resource for the adjacent Washington Drive Neighborhood and an entertainment district founded upon High Point's African-American heritage, the legacy of former resident John Coltrane, and jazz music.

The plan addresses two study areas: the "primary study area," which is focused along Washington Drive from Centennial Street east to Gaylord Court, and the larger "secondary study area," which encompasses the broader Washington Drive Neighborhood. That neighborhood is bound by Montlieu Avenue on the north, Kivett Drive on the south, College Drive on the east, and Centennial Street on the west. The primary study area was once High Point's "black downtown" prior to desegregation and, as such, it was the vibrant cultural and economic hub of the African-American community. Unfortunately, however, the district has deteriorated over the past few decades and now features a large number of vacant and decaying buildings. This plan, aimed at reversing that trend, has been built upon a

solid foundation of public input, which included numerous stakeholder group meetings, a charrette workshop, and several public meetings.

PHYSICAL IMPROVEMENT PLAN

Buildings

Because the study area includes deteriorating vacant and underused historic buildings, as well as numerous vacant lots, the plan proposes historic rehabilitations and compatible new "infill" development.

Historic Buildings

Advocating federal preservation standards that can lead to federal and state income tax credits for qualified projects, the plan identified five key historic buildings that were studied in detail. Those buildings included the following:

- American Lighting Building
- Kilby Hotel & Arcade
- Dr. Little's Office
- McCollum Building
- Ritz Theatre

An evaluation of existing conditions and needs was conducted for each, as were recommen-

dations for physical improvements, suggested potential uses, and a rendering of the building's potential "post-rehab" appearance.

New Buildings

With respect to new development, a set of illustrated design principles are included to insure compatibility with the historic fabric. Key design issues addressed are building heights, front setbacks, roof forms, massing, and facade design.

Transportation

Transportation recommendations are intended to accommodate both automobiles and alternative forms of transportation, such as walking and cycling. Among the recommendations are the extension of Cedar Street south to Washington Drive, improvements at Washington Drive intersections to make them more pedestrian friendly, the expansion of rear access to parking located behind buildings, sufficient on-street and off-street parking, and the provision of comfortable and attractive bus shelters on Washington Drive.

Streetscape & Public Spaces

Streetscapes

This plan section starts with a distinction between utility, pedestrian and dining (where

space permits) zones within every streetscape, as well as a discussion of the pros and cons to burying or relocating overhead utilities. Assuming that utilities will be buried, the streetscape plan for Washington Drive features two distinct segments. Segment “A” extends a one-block distance from Centennial to Fourth and has sufficient width to accommodate parallel parking on both sides of the street, while Segment “B” (the remainder of the street within the study area) limits parking to the south side of the street, as currently occurs. Both segments include street trees located in tree wells with decorative metal grates, sidewalks combining brick pavers with concrete, and intersection crosswalks with special pavers. Polishing off this new streetscape will be decorative human-scaled street lights and attractive trash receptacles and benches. Suggestions for integrating historic interpretation into the streetscape are also offered.

Public Spaces

Proposed new public spaces include three plazas and one park. While there are shades of gray in between, plazas are defined here as primarily hardscaped spaces, while parks are defined as primarily landscaped spaces. Small privately-owned plazas are proposed on either side of Washington at its intersection with Centennial, while a larger public plaza would anchor the east end of the study area on City-

owned property. The proposed park is at the foot of Hobson Street located diagonally across Washington Drive from the historic Kilby Hotel.

Greenway & Gateways

It is proposed that the existing greenway located at Montlieu Avenue be extended south to connect with the proposed plaza at the east end of the study area. With respect to gateways, which can offer an important first and last impression for visitors, special treatments are proposed for both ends of the study area. At Centennial Street the proposed plazas will be reinforced with a metal sign extending across Washington Drive to indicate the district’s name, while the proposed plaza at the east end of the street will serve as a gateway for that area.

ECONOMIC & POLICY PLAN

Economic Restructuring

In addition to serving as a resource to nearby residents with daily goods and services, it is proposed that the study area be “branded” and promoted as an entertainment district founded on the themes of John Coltrane, jazz music, and local African-American heritage. The proposed tenant mix, which was initially deter-

mined through a market analysis for the Core City Plan, includes a restaurant/bar, entertainment/jazz club, supporting specialty retail, and professional services. Another important use is a museum, discussed in detail below. The district will need to be aggressively marketed and promoted through a variety of means, including centralized retail management (CRM) techniques and the establishment of special events, including an annual music festival.

Public Policy

The single most important public policy tool for implementing this plan will be the City’s zoning and development regulations. The existing overlay district that was recently adopted as an interim measure goes far in protecting the character and integrity of the district, but this plan recommends numerous minor revisions that will further strengthen that zoning. Key issues addressed include building setbacks, parking screening, fencing, signage, drive-throughs, street access, architectural design and permitted land uses.

MUSEUM

A critical component of the concept to revitalize the Washington Drive District is the establishment of a museum to honor John Coltrane, jazz music, local African-American

heritage, and perhaps North Carolina music in general. Thus, a feasibility study and business plan were prepared as part of this project.

Museum Feasibility

Two alternative concepts are suggested: 1) a small-scale museum drawing on a more local market, and 2) a large-scale museum drawing on a more regional/national market. For a museum to succeed, a number of “pre-conditions” must first occur or be part of the museum, including streetscape improvements for Washington Drive, improved physical linkages to downtown, rehabilitation of existing buildings, access to John Coltrane artifacts, and a restaurant/jazz club, to name a few.

Museum Location & Design

It was determined that to expose visitors to the district in a sufficient manner to leverage economic benefits, the museum should be located in the vicinity of the intersection of Washington Drive and Hobson Street. Three potential sites were identified and each might incorporate an existing historic building as part of the facility. The sites are: A) at the foot of Hobson incorporating the McCollum Building, B) immediately west of the Kilby Hotel and Arcade and incorporating those two buildings, and C) to the immediate east of the Ritz Theatre and incorporating it into the facility. While all three are workable, the site next to the Ritz

Theatre is considered the most attractive.

Coltrane House

The City purchased John Coltrane’s boyhood home on Underhill Street a few years ago and presently rents it as a residence. It is recommended that the house be restored to its Coltrane-era appearance and be included in an interpretive package for the district. In fact, even if it is several years before a museum can be constructed, the Coltrane historic house museum could be implemented within the near future.

Museum Business Plan

A financial analysis included a five-year operating cash flow model, as well as a construction pro forma. The purpose of the cash flow model was primarily to determine the sustainability of the project as a non-profit entity, and it suggests that the museum can achieve some level of sustainability by Year 5, depending on a number of caveats. Among those caveats is the use of the Coltrane name and North Carolina Music Hall of Fame branding for the purposes of merchandising and marketing, not to mention sales generated from the jazz club and café profits, tours, and loans. Construction of the facility would require at least \$7.0 million to cover all estimated and assumed acquisition, design, contracting, and hard and soft construction costs. Overall, the

museum is an exciting concept that appears to have market base and potential financial sustainability, so long as there is strong community support for its development and effective management.

THE NEIGHBORHOOD

Overview of Existing Conditions

Due to the influence of the Washington Drive Neighborhood on the successful revitalization of the primary study area, a key recommendation for the neighborhood is the establishment of a Neighborhood Investment District (NID). NIDs are an approach in which multiple resources are targeted to a relatively small area to stimulate revitalization. The proposed NID is bound roughly to the north by the rear property lines along the north side of Mint Avenue, the northern boundary of the primary study area on the south, Centennial Street on the west, and the Penn-Griffin campus on the east.

Due to this proposal, a survey of conditions within the NID was conducted by the City. There are 132 buildings within this area, including two churches, a strip shopping center, a homeless shelter, and a vacant building with two commercial units. The rest of the buildings are mostly single-family detached

residences, but there are three boarding houses and six duplexes. There are also eighteen undeveloped lots and three parking lots. With respect to building conditions, 58% are in good condition, 23% are in fair condition, 17% are in poor condition, and 2% are in very poor condition. Occupancy figures include 20% owner-occupied, 57% rental, and 23% vacant.

Recommendations

After reviewing a set of neighborhood planning principles that were also contained in the 2007 Core City Plan, the following key recommendations are offered:

- Rehabilitate existing older houses following recognized preservation standards, and develop compatible infill housing on vacant lots, such as those on the east end of Mint Avenue.
- Physically enhance the streets bordering the neighborhood using the recent Kivett Drive improvements as a model, and explore a new north-south street connection.
- Leverage neighborhood resources such as the Penn-Griffin School and the Washington Drive commercial district once it is revitalized.
- Redevelop the Daniel Brooks public housing complex using New Urbanist principles.

- Create a Neighborhood Investment District (NID) immediately north of the Washington Drive commercial district in which building codes are more aggressively enforced and financial incentives are targeted.

IMPLEMENTATION

Organization

This plan cannot be successfully realized without the orchestrated involvement of multiple organizations, as follows:

City of High Point

The City has been critical in spearheading the Core City Plan and this plan for Washington Drive. Its direct involvement will continue to be important, particularly for streetscape, infrastructure and public space improvements, revised zoning, financial incentives, and working with the community to improve public safety.

Core City Entity

This new organization is a direct outgrowth of the Core City Plan and recently hired a director and secured office space. Although it will be responsible for helping revitalize the entire Core City area, the implementation of this plan should be an early high priority.

Washington Drive District Entity

It is recommended that a separate organization be created to focus specifically on this district. It should be modeled after the national “Main Street program” applied to hundreds of downtowns and commercial districts across the country. That program consists of 1) organization, 2) design, 3) economic restructuring, and 4) marketing and promotion. It might start as a volunteer-dependent organization and eventually secure reliable funding sources and a small staff.

Funding & Fiscal Implications

Funding

The most important potential funding sources recommended for implementing this plan include:

- Facade rehabilitation loans and grants
- Business micro loans
- Payments in lieu of tax abatements
- Retail entrepreneur grants and subsidies
- Business technical assistance

Other potential funding sources include various federal programs and incentives, such as the investment tax credits for historic rehabilitation of buildings and affordable housing, transportation enhancement funds, and Com-

munity Development Block Grants (CDBG). Many similar programs exist at the state level. Two local level programs having great potential for this district include a municipal service district (MSD) and tax increment financing (TIF), a funding tool only recently approved in North Carolina.

Fiscal Implications

The Core City Plan included a detailed fiscal analysis of the plan's implementation for the Washington Drive District and determined that by the second year the increased tax revenues generated by private sector redevelopment would pay off the public sector improvements and provide a revenue surplus. This plan updated those figures. Based upon a higher quality streetscape redevelopment than originally envisioned, as well as inflation costs, it is now projected that it would require three years for the City to reach the "break even" point.

Priorities & Phasing

In addition to an implementation matrix that summarizes key plan recommendations, references page numbers, notes responsible parties for implementation, and indicates the time-frame, this section offers the following:

Geographic Phasing

It is recommended that the initial phase of implementation focus on the western end of

Washington Drive. It presently has the greatest strengths and promise given its proximity to Centennial Street and stock of historic building with strong rehabilitation potential.

Phase One Priorities

Although three phases of implementation are suggested, the initial phase prioritizes the following projects:

- Rehabilitate the Kilby Hotel and Arcade
- Revise the existing overlay zoning
- Design new streetscape and park
- Create a Neighborhood Investment District
- Rehabilitate the Coltrane House
- Adopt recommended funding tools
- Initiate crime prevention strategies
- Rename "Washington Drive" "Washington Street"

Although the development of the proposed museum is a Phase Three activity, the groundwork for achieving this challenging project will need to begin soon.

PURPOSE

On February 8, 2007, the High Point City Council adopted the Core City Plan following an approximate one-year planning process that entailed a tremendous amount of public involvement. That comprehensive plan focused on an area constituting approximately one-third of the city's land area and population, including the downtown and surrounding urban neighborhoods. The Core City Plan identified eight mixed use centers, most of which proposed revitalization and infill development for existing mixed use areas that had declined over the years.

While the Core City Plan was lengthy and featured countless ideas for subsequent implementation, one of the top priorities was the revitalization of the Washington Drive District (see page 10 for a summary). Serving as an anchor in the southern portion of the Washington Drive neighborhood, this district was the cultural and economic hub of High Point's African-American community prior to desegregation in the 1960s. It is the intent of this plan for the Washington Drive District to greatly expand upon the ideas of the Core City Plan so that the revitalization process can soon begin.

How Will This Plan Be Used?

A plan such this can be used in a number of ways, including the following:

- **A strategic “game plan”** that provides an overall strategy for a step-by-step approach to revitalizing the study areas.
- **A basis for zoning and development standards** to pave the way for new land use codes to be adopted by the City to insure that developers follow the community's vision for the area.
- **A capital improvements plan** to guide the City on where to prioritize spending and how to phase it for infrastructure within the district.
- **A marketing tool for the City** and other organizations to attract private sector investment into the area, as well as to pursue grant funding from public and private entities.
- **A marketing tool for the private sector** to help sell and lease property, and to secure financing for development and business start-ups.



Despite Washington Drive's past role as the heart and soul of High Point's African American community, it is now an underutilized and underappreciated place.

STUDY AREAS

This plan addresses two separate study areas, as explained below:

Primary Study Area

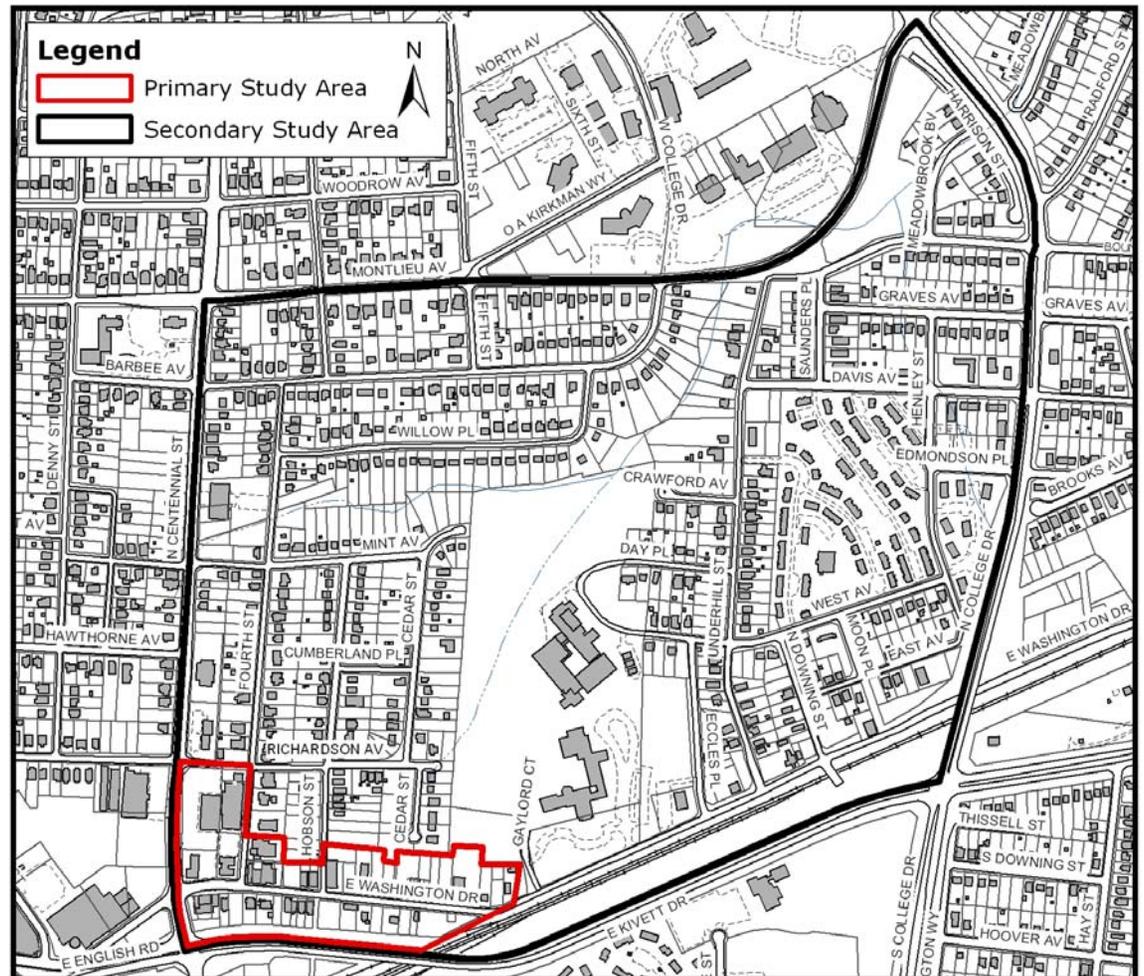
The “primary study area” includes an approximate three-block length of Washington Drive extending from Centennial Street on its west end to Gaylord Court (western edge of the Penn Griffin School) on its east end. This area is outlined in red at right. The boundaries were determined by existing land use and development patterns, as well as the current Central Business (CB) District zoning (see page 8). This area will be the key focus of the plan.

Secondary Study Area

Because of the need to leverage benefits to the adjacent neighborhood, the broader Washington Drive Neighborhood will constitute the “secondary study area.” Outlined in black at right, it is bound by Montlieu Avenue on the north, Kivett Drive on the south, College Drive on the east, and Centennial Street on the west.

As reflected in the table of contents, this plan document has been organized to address the primary study area in the earlier sections, and to address the secondary study area in the sixth section of the plan’s seven sections.

The Washington Drive Neighborhood may be considered a “secondary” study area for the purposes of this plan, but it is a primary reason to initially focus revitalization efforts on the Washington Drive mixed use district - the “primary” study area. The district’s true success can only be achieved if benefits are leveraged to the adjacent neighborhood.



PLANNING PROCESS

This plan was prepared by a consultant team under the supervision of the City's planning staff and the Core City Steering Committee comprised of individuals representing a broad spectrum of interests in the study area and the Core City. The following six-step approach was used to create this plan:

Task 1.0: Background Work & Field Study

- Task 1.1 Kick-Off Meeting & Study Area Tour
- Task 1.2 Physical Analysis
- Task 1.3 Stakeholder Group Meetings
- Task 1.4 Public "Kick-Off" Meeting

Task 2.0: Museum Assessment

This task tested the feasibility of developing a museum to interpret High Point's African-American heritage and the jazz legacy of musician John Coltrane. It also included a business plan for the museum.

Task 3.0: Charrette & Concept Plan

- Task 3.1 Follow-Up Field Work
- Task 3.2 Public Workshop
- Task 3.3 Concept Plan Development
- Task 3.4 Concept Plan Presentation

Task 4.0: Draft District Plan Preparation

- Task 4.1 Physical Improvement Plan
- Task 4.2 Economic Restructuring Plan
- Task 4.3 Public Policy Recommendations
- Task 4.4 Museum & Coltrane Home Strategy
- Task 4.5 Strategy for Secondary Study Area
- Task 4.6 Implementation Strategy

Task 5.0: Plan Presentation & Revisions

Following sufficient time for the City representatives to review the draft plan, the consultants presented it to the public for input. Based upon that input, revisions were made and the plan was taken through the adoption process.

Task 6.0: Preparation of Marketing Piece

Following completion of the plan, a marketing piece was prepared to summarize the plan using key graphics and explanatory text.

Page 11 features a more detailed explanation of the public participation process employed to help create the plan.



In addition to economic and social issues, urban design is an important topic to be addressed by this plan.



City staff and consultants conducting field work (above), and citizens attending the Task 1.4 Public Kick-Off Meeting (right).



HISTORY

Beginning in the second half of the nineteenth century, the Washington Drive corridor became the “Main Street” for High Point’s African-American community. Of all the places within the High Point region, this small district embodies the most meaning to High Point’s African-American residents. Prior to desegregation, it was a vibrant economic and cultural hub. Because of limited lodging options for African Americans prior to the 1960s, several hotels existed in the district, including the Hinton Hotel, the Kilby Hotel, and the Henley Hotel (just east of the primary study area on the corner of Washington and Underhill). Churches were also important institutions, and they still are today. Key historic churches included the First Baptist Church, and Morris Chapel M.E. Church (which later became St. Mark’s Methodist Church). Other institutions included the Odd Fellows Hall, Young Men’s Club, the Carl Chavis YMCA, the Bethune YWCA and the High Point Normal and Industrial School (now Penn-Griffin). Entertainment was another important facet of life in the district, and theatres included the Ritz, the Dixie, and the Eagle. Among the many early businesses were Patterson’s Drug Store, Stepping Stone Shoes, Guy and Hoskins Grocery, Washington Street Pharmacy, N.C. Mutual Insurance, and numer-

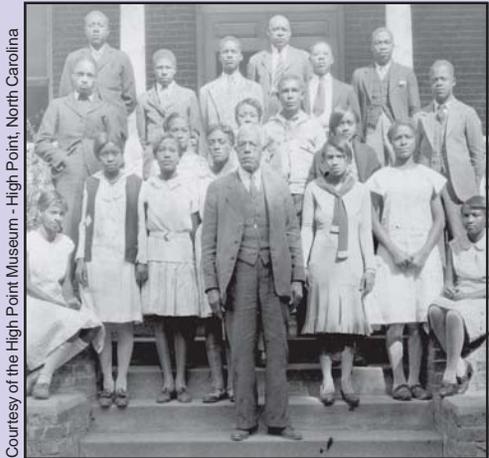
ous barber shops, tailors, and pressing clubs (dry cleaners). This district also included several doctors and dentists, as well as multiple funeral homes. In many cases the buildings where these businesses and institutions occurred have survived, such as the Kilby, the Odd Fellows Hall, and the Ritz Theatre. However, in other cases their associated buildings are no longer standing. Regardless of their existence today, they all have vital stories that are worth telling as part of the district’s interpretation. This plan’s subsequent section on streetscape improvements includes ideas on how historic interpretation might be integrated

into the streetscape and public spaces.



Courtesy of the High Point Museum - High Point, North Carolina

Built in 1913, the three-story Kilby Hotel and the adjacent two-story “arcade” (left) are arguably the most historically significant buildings existing on Washington Drive. The hotel provided lodging for black travelers during the first half of the twentieth century.



Courtesy of the High Point Museum - High Point, North Carolina

Pictured center above is Dr. Alfred J. Griffin circa 1893, the principal of the High Point Normal and Industrial School, which later became the Penn Griffin School. The school was founded by the New York Society of Friends, and by 1902 it had 287 students.



Library of Congress

Jazz great John Coltrane lived in the Washington Drive Neighborhood secondary study area on Underhill Street.

EXISTING CONDITIONS: OVERVIEW

The primary study area is oriented along an east-west axis with Washington Drive serving as the main spine. While it has good access via Centennial Street to the west, it is somewhat physically isolated in that Kivett Drive

and the railroad are barriers to the immediate south, and the areas to the north and east consist of a neighborhood served by a tight grid of small residential streets. The lots fronting onto Washington tend to be relatively narrow

and are oriented perpendicular to the street. Developed lots feature buildings that are clad in either brick or clapboard, and they range in height from one to three stories, although several vacant lots exist.

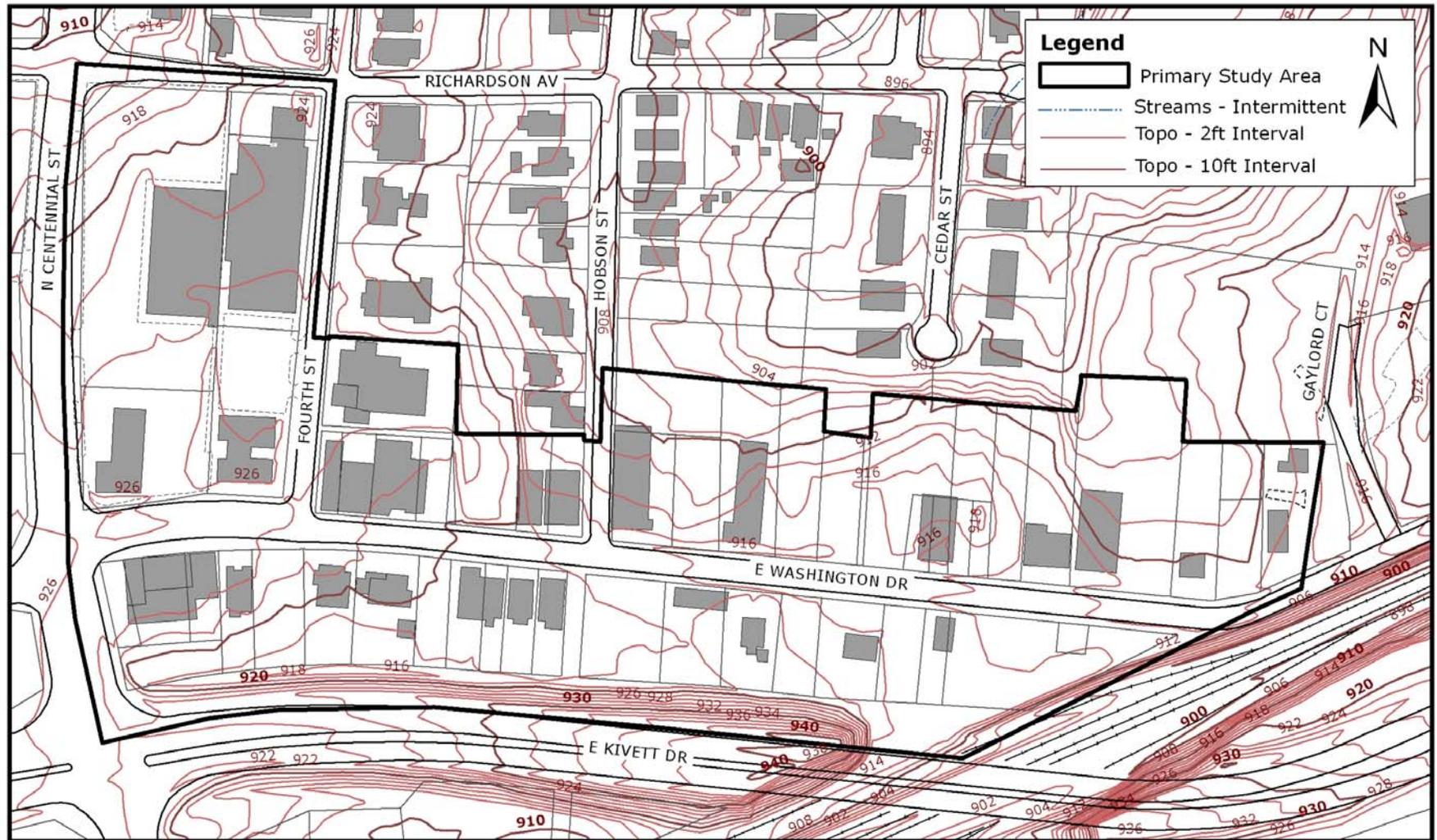


EXISTING CONDITIONS: ENVIRONMENTAL

Although the study area is urbanized and certainly not in a natural condition, the map below illustrates two types of environmental features: streams and topography. The only stream indicated on the map is located to the

immediate northeast of the primary study area and does not appear to traverse the study area - at least not above ground. However, a drainage swale oriented along a north-south axis does exist along the eastern edge of the study

area. The topography is relatively flat along Washington Drive and its frontage. However, a grade level increase occurs immediately south of the Cedar Street cul de sac (along an east-west axis), and a drop-off occurs just north of Kivett sloping down from south to north (also along an east-west axis).

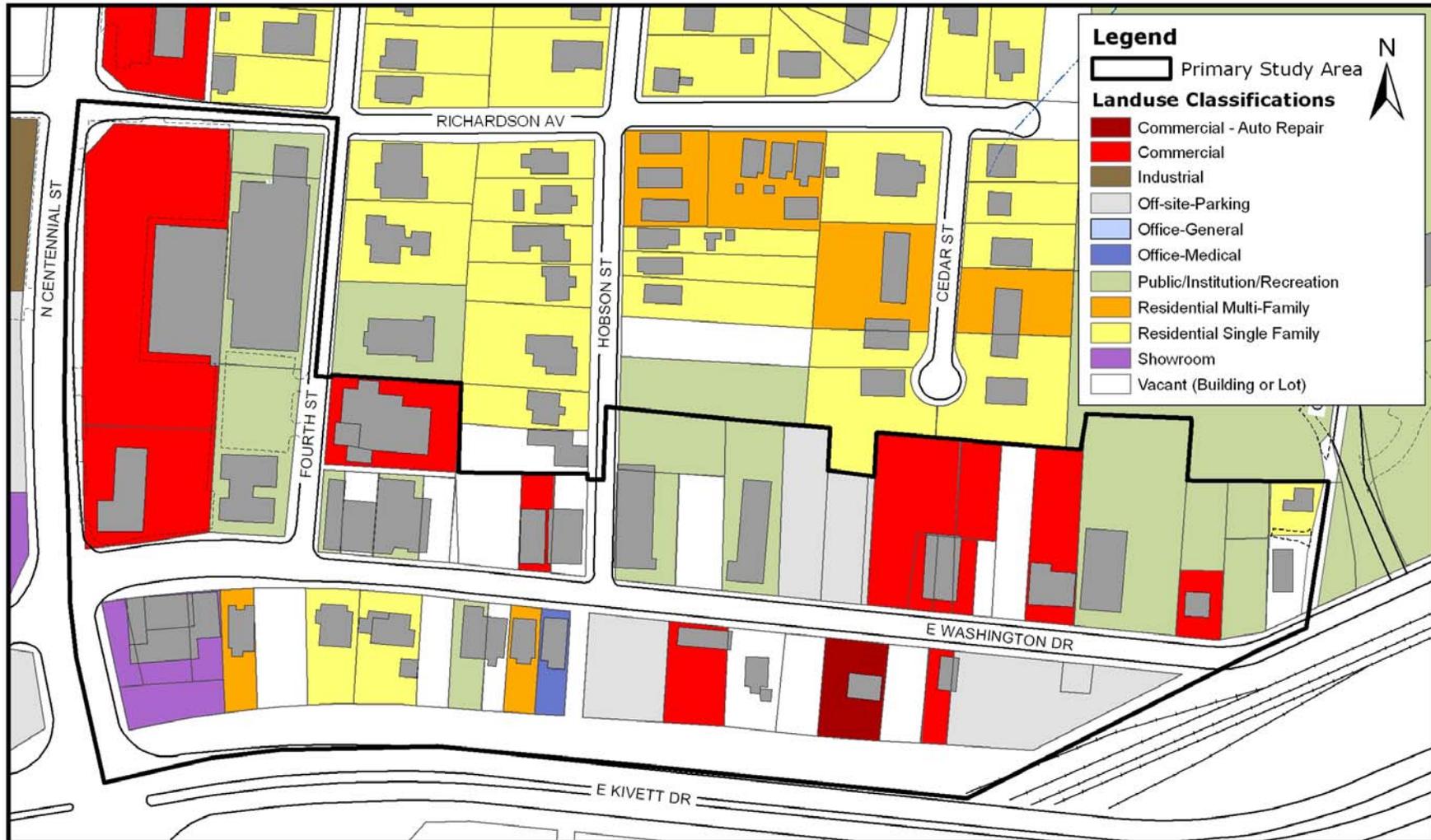


EXISTING CONDITIONS: LAND USE

As the map below reveals, the study area features a diverse mixture of existing land uses, including commercial, office, institutional, and residential. Within these broad land use categories

are several more specific land use types, including both single-family and multi-family housing, auto-oriented commercial, medical offices, and furniture showroom space. Not only

are some lots undeveloped, but at least two are used as off-street parking for nearby uses.

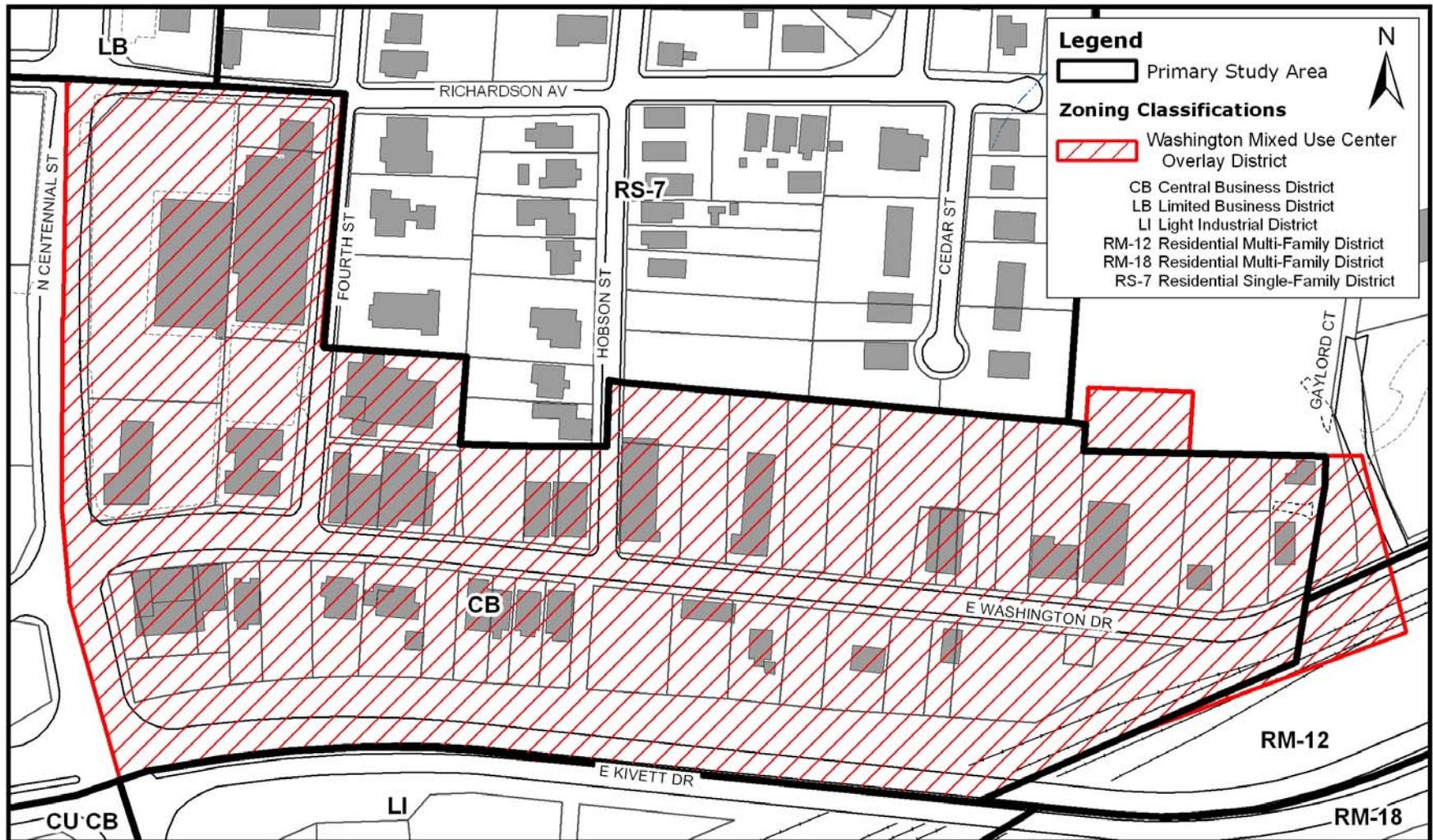


EXISTING CONDITIONS: ZONING

The primary study area is zoned Central Business (CB) with a Mixed Use Center Overlay District. According to the ordinance, the CB zone “is solely intended for application in the central core of the city. The district is established to encourage high intensity, compact

urban development. The district is intended to accommodate a wide range of uses including office, retail, service, institutional, and high density residential developments in a pedestrian-oriented setting.” Although the permitted uses are generally compatible with the

area, the CB design standards are not. Thus, the City adopted an interim Washington Mixed Use Center Overlay District, which is intended to establish pedestrian-oriented areas to provide goods and services in a compact, urban environment. The overlay district will be finalized based upon this plan.

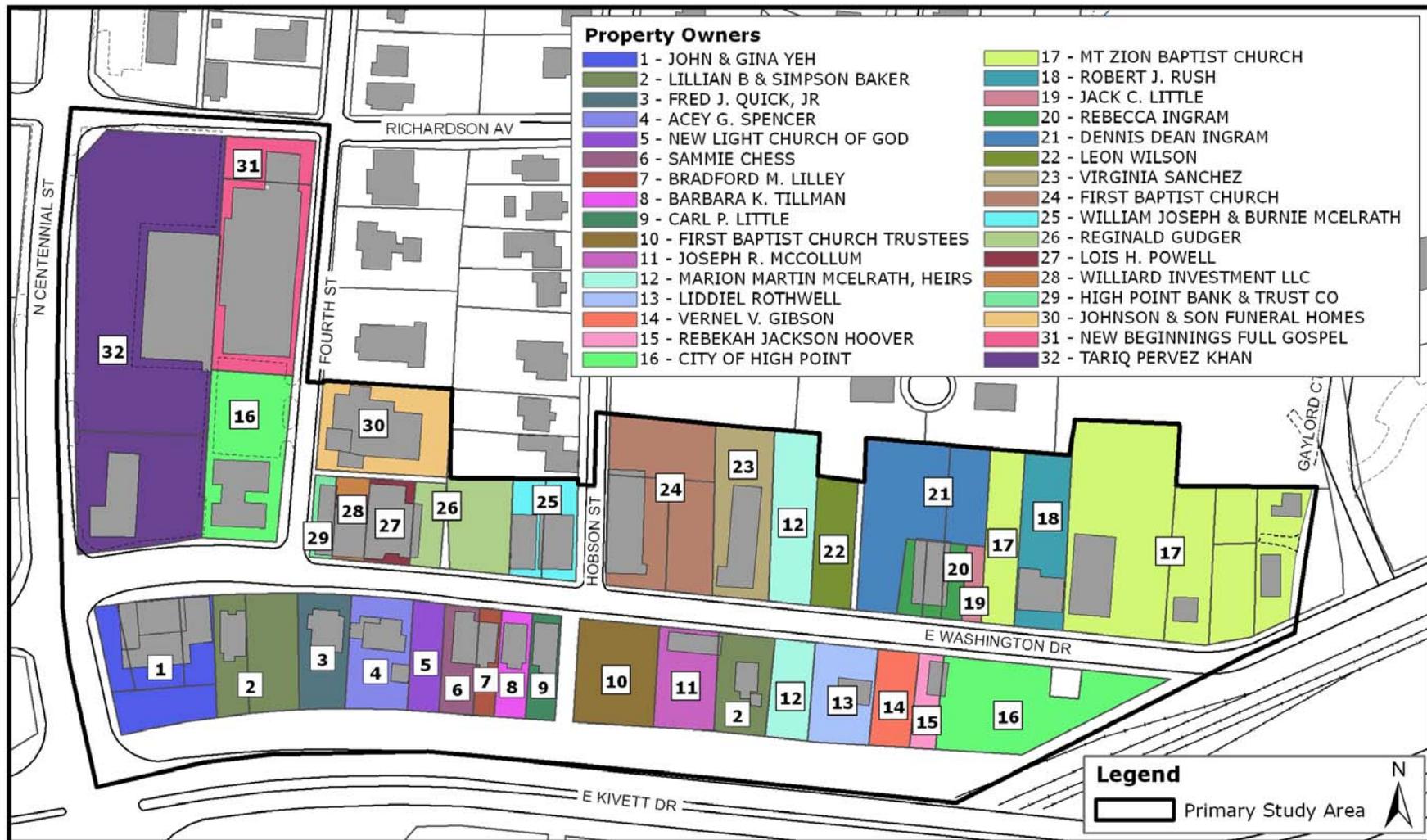


EXISTING CONDITIONS: LAND OWNERSHIP

Unlike some commercial districts, this primary study area features an extremely fragmented land ownership pattern. In fact, as illustrated below, a total of 32 separate property owners

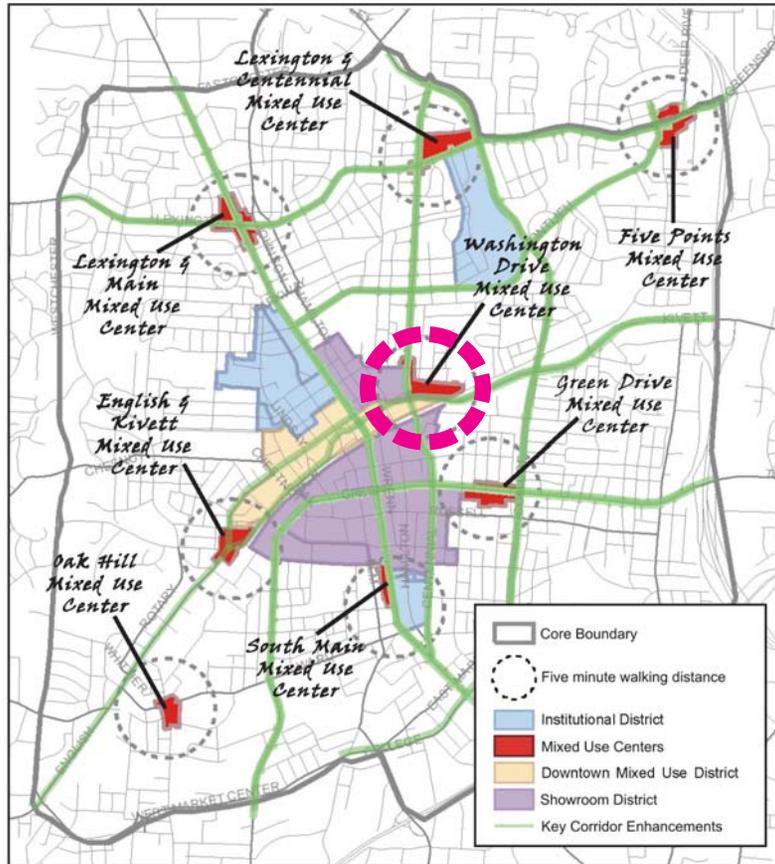
exist within this three block corridor. In the case of multiple lots owned by the same person/entity, most are physically adjacent to each other. Among the entities that own property

within the study area, four are churches and one is the City of High Point.



CORE CITY PLAN

The Core City Plan, adopted in February 2007, identified the Washington Drive district as one of eight mixed use centers (see map below). The concept plan at right illustrated proposed new buildings (in red), and the visual simulation at bottom right offered a vision for a revitalized Washington Drive. While the Core City Plan offers general guidance for the area, this plan is intended to refine those ideas.



Visual Simulation

Existing



Proposed



PUBLIC INPUT

Public input for this plan was solicited through three primary means: a set of stakeholder group meetings, a public “kick-off” meeting, and a public charrette. These events are described below:

Stakeholder Group & “Kick-Off” Meetings

On January 14 and 15, 2008, a series of stakeholder group meetings were held to initiate the planning project. The consultants met with each of the following groups for approximately one hour:

- Public Officials - elected and staff
- Residents & Neighborhood Association
- Core City Steering Committee
- Business & Commercial Property Owners
- African-American Heritage & Neighborhood Institutions
- Financial & Real Estate Professionals
- Economic, Business Development & Tourism

Additionally, a public “kick-off” meeting was held the evening of January 14th. During all of these meetings, participants described the types of land uses and businesses they would like to see in the district.

Public Charrette Workshop

On April 14, 2008, approximately 40 stakeholders participated in a public charrette (an intensive brainstorming session) workshop. The participants were split into four teams, and each

crafted their own plan for the district. After approximately two hours of planning, each team presented their ideas to the entire group. Those ideas were, in part, used as a basis

for the consultants’ plan. While not all of the ideas suggested by the participants were feasible, their thumbprints are clearly on the ultimate plan.

“Washington Drive was once the heart and soul of our community. It’s a shame the condition it’s fallen into, but I honestly see hope for returning it to its former greatness. It just needs some new life breathed into it.”

- Citizen in stakeholder meeting

Public Charrette Workshop



PLANNING PRINCIPLES

When preparing an urban district plan such as this, it is important to establish a set of principles to guide the planning process. Doing so is an important interim step between the research and analysis phase of the project and the actual planning phase. Once stakeholders can agree on a set of general principles, the plan becomes the detailed strategy for achieving those principles. The following principles were presented at the April 17, 2008, public presentation of the Concept Plan and they were used to guide subsequent planning:

- 1 **Preserve and enhance natural and historic resources.**
- 2 **Provide inter-connected streets that are pedestrian-friendly.**
- 3 **Offer a variety of housing alternatives (by types and cost) for all income levels and stages of life.**
- 4 **Provide convenient shopping, dining, entertainment, and other types of goods and services.**
- 5 **Create employment opportunities near and/or accessible to where employees live.**
- 6 **Offer a variety of cultural, educational and recreational opportunities.**

PLANNING INSPIRATION

Because Washington Drive has its own unique history and character, there is no need or desire to imitate other places. However, that fact should not prevent the community from seeking inspiration at some level from other successful places that may share a relevance. Below are two ends of the spectrum that might provide inspiration for Washington Drive.

Beale Street: Memphis, TN



Beale Street is internationally known as the undisputed home of blues music. It is located in a part of Downtown Memphis that was historically part of the pre-desegregation “black downtown,” and it has a rich blues music history. Today its historic buildings have been revitalized, compatible new development has occurred, and the area is dominated by restaurants, bars and other sources of entertainment that includes live music. While it is not suggested that Washington Drive has the potential to become the “Beale Street of jazz,” it can certainly serve as inspiration.

Main Street USA



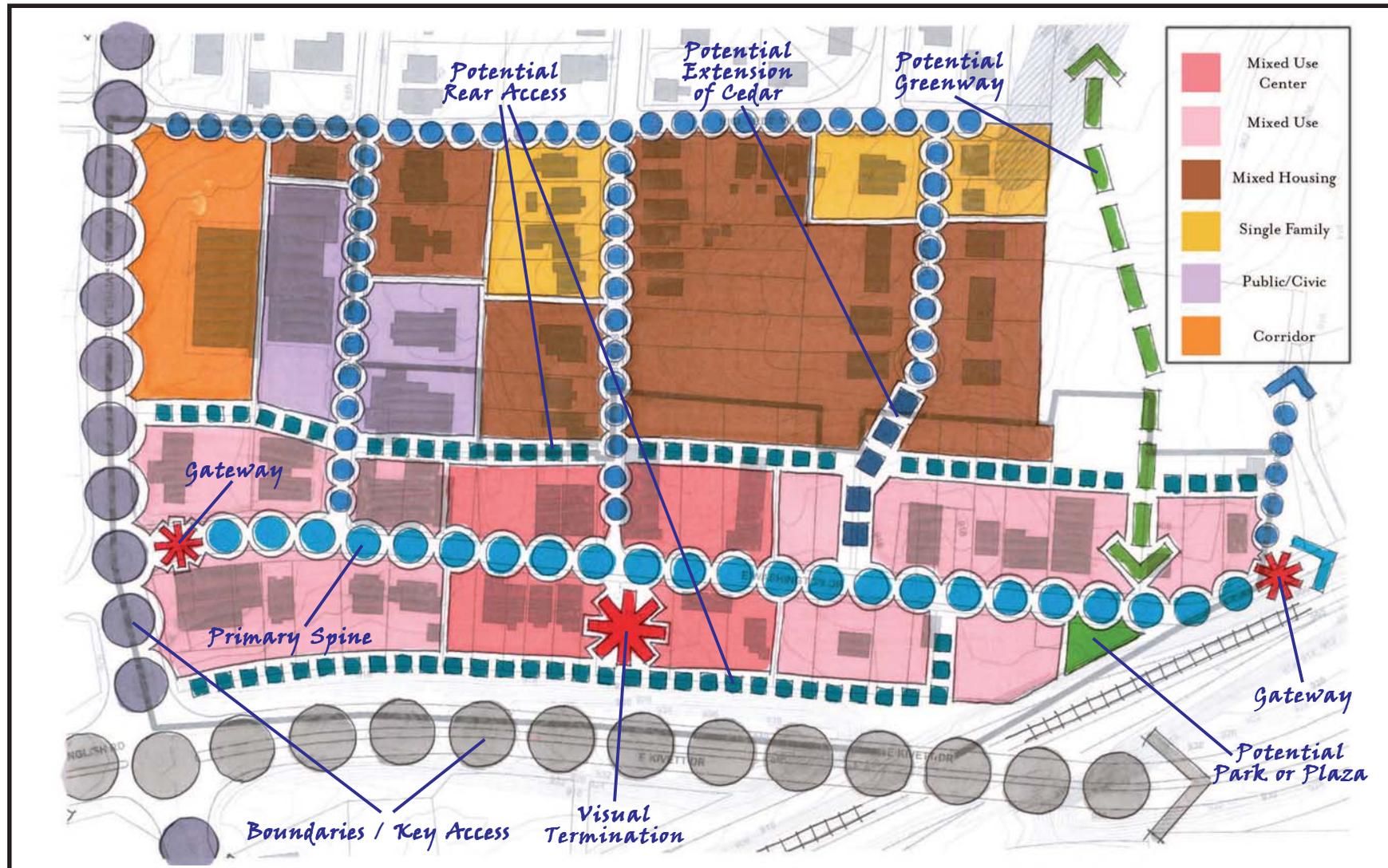
Although the John Coltrane legacy provides a jazz theme that can be leveraged to revitalize Washington Drive, the district can be much more than an entertainment district. For the benefit of the adjacent neighborhood, it needs to have a “Main Street USA” dimension. Such a place features basic goods and services that area residents need, including affordable dining, retail and personal services. Unlike a typical tourist-oriented district, this area should be the kind of place where one could purchase a pair of socks and bump into friends and neighbors.

SCHEMATIC DIAGRAM

As in the case of the planning principles, creating a schematic diagram is an interim step between research and analysis and the preparation of the actual plan. It graphically sum-

marizes both existing conditions and future potential. Key elements, as labeled below, include: the boundaries and access provided by Kivett and Centennial; Washington Drive as the district's main spine; potential rear access connections behind buildings fronting Wash-

ington; gateways at either end of the segment of Washington within the district; a visual termination at the foot of Hobson; the potential extension of Cedar Street; and a potential greenway terminating at a potential park anchoring the district's east end.



PHYSICAL MASTER PLAN

The master plan below embodies this plan's most central physical planning ideas. It serves, in effect, as a table of contents for the balance of the plan. The key in the upper right hand dis-

tinguishes between existing and proposed buildings. The size and design of new buildings is hypothetical and based upon this plan's recommended design principles. Because of the proposed mixed use nature of the district,

a land use plan is unnecessary, although general land use principles are discussed on page 16. Three alternative sites are shown below for the proposed new museum. The pros and cons of each are addressed on pages 64-66.



- | | | | | | |
|-----------------------------|-------------------|-----------------------|---------------------|-------------------------|-----------------------------------|
| A. Alternative Museum Sites | B. Kilby & Arcade | C. Churches* | D. Ritz Theatre | E. Odd Fellows Building | * Excluding "storefront" churches |
| F. Plazas / Parks | G. Greenway | H. Extended Cedar St. | I. Community Center | J. New Streetscape | |

BIRD'S EYE PERSPECTIVE OF PLAN



This view is from just west of Centennial looking east down Washington Drive. The depicted sign extending across Washington, which might read "Washington Drive District," is only one of a variety of potential design treatment alternatives for this important gateway into the district.

PROPOSED LAND USES

The purpose of this section is to address the general locations of proposed future land uses for the Washington Drive District. Market-based recommendations for total square footage by use are provided on page 53 in the “Economic Restructuring” section of this plan.

Washington Drive & Centennial Street

The segment of Washington Drive lying within this plan’s Primary Study Area has historically been a mixed use environment - both vertically and horizontally. In other words, differing land uses would be physically adjacent to one another, and within a single building land uses might differ between floors (see diagram at far right). It is the intent of this plan that the majority of the properties fronting Washington Drive, as well as the portion of the district fronting Centennial, feature a mixture of uses, including the following:

Primary Ground Floor Uses

- Restaurants
- Retail
- Services
- Institutional uses

Primary Upper Floor Uses

- Residential
- Offices

Real estate economic dynamics typically result in the pattern of ground floor versus upper floor uses listed here occurring naturally. However, some communities, such as Pinehurst, North Carolina, and Blacksburg, Virginia, have adopted zoning regulations that preclude certain office uses from occurring on the ground floor in order to keep the street level more active. Such a regulatory approach is not recommended here (see pages 56-58 for zoning recommendations).

Undesirable Uses

Despite the broad range of uses encouraged for these mixed use areas, there are some specific uses that should not occur. These uses include detached single-family houses, automobile service stations, auto sales, manufacturing and other uses that are either not intensive enough (single-family houses) or too intensive with respect to negative impacts (manufacturing).

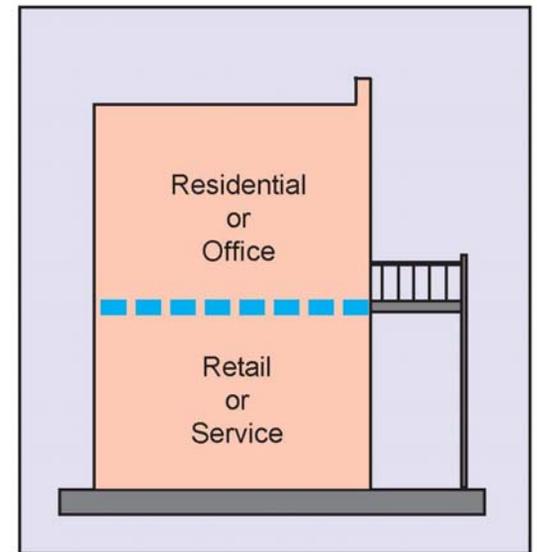
Land Use Patterns

It is recommended that the western half of the Washington Drive corridor be more heavily weighted toward commercial uses, including tourist-oriented uses, while the east end should be more heavily weighted toward residential uses. This recommendation is based both upon historic land use patterns and the fact that properties closer to Centennial will

have the visibility and accessibility necessary to allow commercial uses to economically survive.

Beyond Washington & Centennial

It is recommended that the properties located immediately north of the lots fronting Washington be used primarily for attached and multi-family housing, while properties north of Richardson should be single-family detached houses. The attached and multi-family housing is an excellent transition between the more intensive commercial uses to the south and the less intensive single-family residential uses to the north.



When mixing land uses vertically, uses that depend upon convenient access for customers should be on the ground floor, while less intensive uses should occur on upper floors.

HISTORIC BUILDINGS: OVERVIEW

The Washington Drive District's greatest existing strength is clearly its surviving stock of historic buildings. In fact, its buildings embody the district's rich history more than anything else in the district. These buildings are important because they provide a unique character that cannot be replicated today. Due to this rich history and character, Washington Drive was placed on the North Carolina National Register Study List in 2001. The Study List identifies properties and districts that are likely to be eligible for the National Register. Those qualified income-producing buildings needing substantial rehabilitation and following federal standards can benefit from the federal investment tax credit worth 20 percent of the total rehabilitation costs. There is also a tax credit at the state level that can add up to another 20 percent credit. Non-income producing properties can also qualify for a 30 percent state tax credit. Additionally, locally designated landmark property owners may qualify for up to a 50 percent tax deferral on city and county property taxes. These credits can often be the difference between an economically viable project and one that is not, but all of these tax programs start with listing (or a determination of eligibility) on the National Register of Historic Places. The Secretary of the

Federal Standards for Building Rehabilitation

- 1) A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- 2) The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
- 3) Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
- 4) Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
- 5) Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
- 6) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
- 7) Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
- 8) Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- 9) New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
- 10) New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

HISTORIC BUILDINGS: OVERVIEW

Interior's Standards and Guidelines for Rehabilitation are listed on the previous page. More detailed materials related to these standards can be acquired from the U.S. Department of the Interior, National Park Service.

See pages 59 and 96 for more information on historic district designation.

Environmental Assessments

Also, a recommendation common to all of the historic buildings that are addressed on the following pages is to conduct a Phase One and Phase Two environmental assessment. An explanation of such assessments is provided at right. Also, the rehabilitation of all historic buildings within the study area should follow the North Carolina Rehabilitation Code.

Rehabilitation Cost Estimates

For each of the five historic buildings that are addressed in the following pages, a range of estimated rehabilitation costs are included. These cost estimates reflect only the "hard costs" (materials and labor), as opposed to including "soft costs" (legal, financial, insurance and other related expenses beyond the "hard costs").

Environmental Assessments

To meet due diligence obligations before purchase and renovation of any building, a Phase One Environmental Site Assessment should be undertaken to research whether the presence of hazardous materials/substances on-site is likely. Because of the age of these buildings, the presence of asbestos and lead paint is likely. If such is determined, a Phase Two Environmental Assessment will be required to analyze the extent of contaminants and hazardous substances, and the property should be rehabilitated appropriately. Phase One and Two reports should adhere to ASTM (American Society for Testing and Materials) standards.



Although this district is now dominated by one and two-story brick commercial buildings and churches, there were once numerous frame residential buildings, such as this surviving example.

HISTORIC BUILDINGS: FIVE KEY BUILDINGS

While all of the historic buildings in the district are important, this section of the plan focuses on five specific buildings having strong potential for physical rehabilitation and greater utilization. It is not the City's intent to acquire these properties or to get directly involved in rehabilitating these buildings, although financial and/or technical support might be possible. Instead, it is hoped that this plan's recommendations for rehabilitation will be helpful

to the owners. The following principles were used in selecting the five properties (at least one principle should be met):

- Key gateway buildings
- Buildings should have strong potential for physical enhancement
- Located within the Core area targeted for the proposed museum

As is noted elsewhere in this plan, there are both federal and state level investment tax

credits available for the qualified rehabilitation of qualified historic buildings (see pages 97-98). Also, North Carolina communities can benefit from the North Carolina Rehabilitation Code, which has already been adopted at the local level by the City of High Point. This code gives building officials much more flexibility in how they apply building codes to historic buildings.



1) American Lighting Building

2) Kilby Hotel & Arcade

3) Dr. Little's Office

4) McCollum Building

5) Ritz Theatre

HISTORIC BUILDINGS: AMERICAN LIGHTING BUILDING

Owner: John & Gina Yeh
Address: 126 N. Centennial Street
 (500-508 E. Washington Drive)
Existing Building Use: Commercial
Square Footage: 14,275
Assessed Building Value: \$82,000
Total Assessed Property Value: \$171,800
Estimated Renovation Cost (“Hard Costs”):
 \$1,142,000 - \$1,427,000
Parcel Number:
 18-00-0007-0-0007-00-012

Overview

The American Lighting Building is a gateway building for Washington Drive. It is actually three buildings that are physically adjoined to form what is being treated here as a single building. It is located at the corner of East Washington Drive and North Centennial Street, which makes it a key building on the corridor. The property was sold for \$600,000 in 2006. It is owned by John Yeh. It is currently on the market for \$1.88 million. Historically, the buildings housed a sports shop and a furniture store. The 8,000 square foot ground floor largely functions as a furniture showroom and storage for the American Lighting and Furniture Group. Additionally, there is 6,000 square feet of compartmentalized rooms on the second floor.

Architecture

The American Lighting Building is a two-story brick structure that has undergone significant



Northwest corner fronting Centennial and Washington



Despite being boarded up, the original windows and eave brackets have survived.



South (rear) elevation



This Asian-inspired entrance is incompatible with the building's historic form.



The image at right illustrates ceiling damage caused by water.



More water damage



Furniture showroom

HISTORIC BUILDINGS: AMERICAN LIGHTING BUILDING

exterior alterations since its original construction. It has a flat roof with a parapet facade, and it is typical of most commercial buildings constructed during the late-nineteenth and early-twentieth century. With its bright red paint, gold entry details, and added Chinese terra cotta outdoor sculptures, the building does not go unnoticed on Washington Drive.

Building Condition Assessment

The building is in good structural condition and is currently in use. It should be restored to embrace its historical character. The red exterior diminishes the historical quality of



HISTORIC BUILDINGS: AMERICAN LIGHTING BUILDING

the building. The original windows are boarded up and painted red. Interior ceiling conditions show there may be water infiltration damage.

Potential Uses

With 14,000 square feet of space, the building seems suitable for mixed use. Commercial uses, with the exception of showroom space or drive-thru restaurants, should occupy the first level. The most important uses to consider are dine-in restaurant and retail store space, especially along Centennial Street, so long as these uses reasonably adhere to the proposed tenant mix established for the overall corridor as recommended in the Economic and Policy Plan section of this document (see page 53). A portion of the lower level could be used for office space if the district cannot sustain all 8,000 square feet available in the building as ground floor retail space. Because of the building's visibility from Centennial, retail uses are likely to be well-sustained here and would, therefore, be strategic to establish early in the area's revitalization. A large, sit-down restaurant is also an ideal use for consideration due to the site's access and loading potential, as well as its high visibility location. Restaurant use could extend use of the building into the evening hours. Commercial kitchen space would most ideally be located towards the rear and away from Centennial Street. To meet code requirements, fire-rated walls will need to be introduced to separate all commer-

cial kitchen space from the rest of the building, but this improvement is not anticipated to be a great challenge.

On the second level, the building lends itself to 6,000 square feet of office or loft residential space. Office condominium use is favored here due to the size of the space, the building's prominent location, good visibility and security conditions for overnight vacancy, and lower renovation costs.

Recommended Improvements

The following improvements are recommended:

- Completely remove red paint from and restore brick building facade
- Remove Asian inspired details along Centennial Drive and parking lot facades, including plaster covering original brick
- Remove red paint from, and restore original second floor windows
- Install new first floor storefront windows
- Install new brick pilasters between storefront windows, with color and finish to match existing brick

- Revise interior wall locations to provide second floor lofts
- Interior renovations include revised wall locations to provide second floor lofts, and repair of any damaged ceilings, walls, and floors

Phase one and phase two environmental assessments are recommended. Reports should adhere to ASTM (American Society for Testing and Materials) standards.

HISTORIC BUILDINGS: KILBY HOTEL & ARCADE

Owner: William Joseph & Bernie McElrath
Address: 621-627 E. Washington Drive
Existing Building Use: Office and Commercial
Square Footage: 12,610
 (Hotel: 8,190 / Arcade: 4,420)
Assessed Building Value:
 \$100,050 (Hotel: \$41,950 + Arcade: \$58,100)
Total Assessed Property Value:
 \$127,400 (\$53,800+\$73,600)
Estimated Renovation Cost (“Hard Costs”):
 \$3,226,000-\$3,479,000

Parcel Numbers:
 18-00-0227-0-0013-00-023
 18-00-0227-0-0013-00-026

Overview

The Kilby Hotel was named after Nannie and John Kilby, who came to High Point to start their lives together in the 1890s. The couple was an early investor in High Point real estate, as they built the hotel and recreation hall for blacks in High Point, which was then operating under Jim Crow laws. Shops were on the first floor, and the nightclub next to the hotel showcased jazz legends like Nat King Cole and, Ella Fitzgerald. The building is on the National Register of Historic Places. The building is currently owned by the McElrath family. The bottom floor of the Kilby Hotel and attached Arcade are rented to business owners, including a barbershop.



The hotel is on the right and the “arcade” on the left.



This ornate cornice functions as a canopy.



Altered window



Romanesque windows



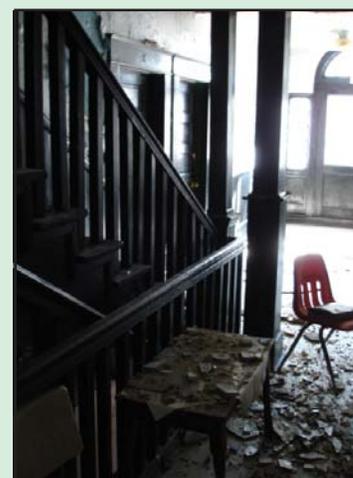
Cornerstone with construction date



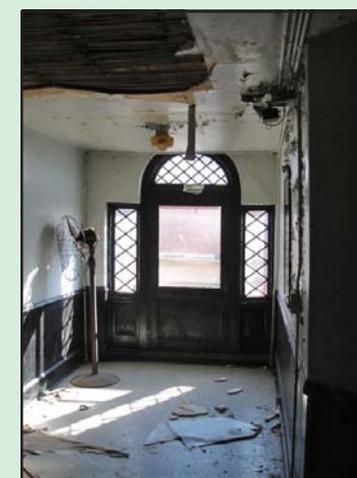
Existing barber shop



Ceiling damage from water



Stairways should be preserved.



Interior woodwork has survived.

HISTORIC BUILDINGS: KILBY HOTEL & ARCADE

Architecture

The Kilby Hotel was built in Romanesque style in 1913. The round arched windows and decorative bricks are still intact. Decorative wood arches and millwork appear in the interior ballroom and throughout the Kilby. The three-story building was built with twenty-one rooms, each with its own window and access to a central hallway with a shared bathroom. There are a series of “ghosts” of architectural remnants visible on the Kilby Hotel and arcade, including a cornice that can be seen above the third story windows of Washington and Hobson Street, and a second floor balcony, which appears to have existed on the Hobson Street side of the Kilby Hotel.

Building Condition Assessment

There have been some alterations to the structure over the years. In the arcade, there is a second story window alteration, raised wood floors and a drop ceiling addition. The apartments and storefronts have also been altered by their users over the years.

The exterior brickwork and some of the architectural features, such as the skylights, are in fair condition. Interior conditions, however, vary from fair to unsafe. A hole in the roof has resulted in water damage on interior ceilings and walls, which has structurally compromised a large amount of the building. Falling ceiling and wall debris makes much of the interior beyond salvaging. Gutting and rebuilding the interior will be necessary.



HISTORIC BUILDINGS: KILBY HOTEL & ARCADE

When rebuilding the interior, it is important to maintain its historic character. The railing, stairs, woodwork, doors, and windows should be saved and protected during the renovation process.

Potential Uses

Due to the historical significance and prominence of this building, renovation of the Kilby Hotel is a high priority for this plan. Interest has been expressed by some about reusing the Kilby Hotel as a museum. While a renovated Kilby Hotel would make a good first phase museum project, it shares the same physical limitations as any other historic building in serving as a state-of-the art museum.

The Kilby Hotel and Arcade should, therefore, continue providing commercial uses on the ground floor, so long as they reflect the proposed tenant mix established for the overall corridor as recommended in the Economic and Policy Plan of this document (see page 53). The two upper levels of the hotel are recommended to be renovated as residential apartments due to the 3,000 square foot floor plate and the benefit of creating 24-hour occupation of the building. Six residential units (a mix of one and two bedroom units at 3 per level) can be accommodated in the three-story hotel, with access to a central stairwell and elevator and to a second egress option (like the existing fire-escape).

A jazz nightclub or music-themed restaurant would be an ideal use for the Arcade, a former stop on the “Chitlin’ Circuit”. Restored to this use, the building can observe its historical function once again as an important social center for the community and as a venue for entertainment. By removing the false floor and ceiling, the open hall or ballroom on the second level may be restored to its original function and/or serve as a community meeting hall. Residential use for the second level (the current use) is an alternate option to provide an additional two or three apartments to the development mix. To help meet emergency egress requirements, a hallway connection between the Arcade and hotel building is recommended at the second level. A roof terrace on the Arcade building is suggested as an amenity for the future Kilby residents if ADA-conforming access can be provided via the third level of the hotel building.

Recommended Improvements

The following improvements are recommended:

- Install new wood upper cornice to match location and design of the original
- Install new windows and doors to match original frame and mullion design

- Adjust second floor square window above arcade; sill to match existing windows, new brick arch window header
- Install new second floor balcony along Hobson Street to match historic balcony
- Install new storefront windows and doors to match original. Include cross hatch pattern at transoms.
- Remove plaster around first floor exterior windows
- Revise corner entrance to a setback entrance to match the design of the original building
- Restore brick facade: repair damages, remove graffiti and remove paint at first floor pilasters
- Replace and/or repair roof to eliminate water infiltration problem
- Interior renovations include removal and replacement of water damaged ceilings, walls, floors, and staircase to match original conditions. All floors and stairs, both new and existing to

HISTORIC BUILDINGS: KILBY HOTEL & ARCADE

remain, should be stabilized and leveled. Repair all worn and damaged interior woodwork to match original conditions.

Phase one and phase two environmental assessments are recommended. Reports should adhere to ASTM (American Society for Testing and Materials) standards.

HISTORIC BUILDINGS: DR. LITTLE'S OFFICE

Owner: Carl P. Little

Address: 628 E. Washington Drive

Existing Building Use: Small Office

Square Footage: 1,170

Assessed Building Value: \$52,700

Total Assessed Property Value: \$76,500

Estimated Renovation Cost ("Hard Costs"):

\$75,000 - \$94,000

Parcel Number:

18-00-0007-0-0007-00-001

Overview

The building is owned by Dr. Carl P. Little. The dentist's practice is a local family business and the building was constructed in 1957.

Architecture

The dentist's office is an eclectic building. It appears to have been physically altered over the years. It reflects modernist architecture transitioning from the art deco period.

Building Condition Assessment

The dentist's office is generally in good structural condition. The interior is well maintained and actively used. The second level is currently unoccupied, but the owner appears to be in the process of renovating it. New bathroom fixtures have been installed in the second level bathroom.

There are some parts of the building that may need additional analysis and repair. The bal-



The brick color changes on the east elevation offer evidence of the building's physical evolution over the years.



As indicated above, this building was constructed in 1957.



Second floor room with a view to the street



Second floor bedroom



Dental facilities

HISTORIC BUILDINGS: DR. LITTLE'S OFFICE

cony and handrail are weak and need a new supportive structure. The building is showing signs of stress and foundation settlement along the front underside of the balcony. A brick wall supporting the balcony and canopy is showing signs of cracking due to shear fracture and/or thermal expansion, most likely the result of the designed angled projection of the wall to the canopy support.

Potential Uses

The existing dentist office should be preserved, as it is one of the few remaining professional services in the district that has survived and that will continue to be important to Washington Drive's vitality. The second floor of the dentist's office is currently uninhabited and would make a good second story apartment or office with views of the Kilby Hotel.

Recommended Improvements

It is recommend that the exterior be upgraded with new storefront glass, a canopy roof, and improved balcony replacing, at a minimum, the front section of the building's side walls supporting the balcony and canopy. The following specific improvements are recommended:

- Install new storefront entry and windows at first and sec-



HISTORIC BUILDINGS: DR. LITTLE'S OFFICE

ond floor

- Remove existing front walls and windows at first and second floor
- Install new roof parapet at front of building
- Install new balcony edge and hand-rail at second floor
- Extend brick sidewalls and install new structure to support storefront and parapet
- Upgrade interior fixtures and finishes

Phase one and phase two environmental assessment is recommended. That report should adhere to ASTM (American Society for Testing and Materials) standards.

HISTORIC BUILDINGS: MCCOLLUM BUILDING

Owner: Joseph R. McCollum
Address: 710 E. Washington Drive
Existing Building Use: Commercial
Square Footage: 3,120
Assessed Building Value: \$34,400
Total Assessed Property Value: \$64,600
Estimated Renovation Cost (“Hard Costs”):
 \$174,000 - \$218,000
Parcel Number:
 18-00-0007-0-0006-00-008

Overview

The McCollum property is currently housing a tax services business and political headquarters on the bottom floor and screen-printing services on the second floor. The building is for sale.

Architecture

The McCollum Building is a two-story concrete masonry unit with a brick façade. The brick exterior has been painted white with green accents. A few of the original ground floor windows have been bricked in.

Building Condition Assessment

The building is operational and has a new air conditioning unit and boiler. If used by new tenants, some interior walls may need to be reconstructed or stabilized. Some of the original fenestration on the façade has been walled in with non-matching brick construction both partially and completely. Some of the open-



The facade fronting Washington is uninviting because of the lack of storefronts.



The building’s paint scheme has been used to make the facade more interesting.



Exposed duct work in hallway (left) and tax office / political headquarters (right)



Second floor screen printing business

HISTORIC BUILDINGS: MCCOLLUM BUILDING

ings on the sides and back have also been boarded-up. Alterations to the building interior, including door and bathroom fixture installations, appear to be in various stages of completion. Open ductwork is located throughout the interior.

Potential Uses

This building is best suited for a small retail or service business on the ground floor and office space above. The second level might also be used for residential use, but separate entrance requirements and space considerations (including interior layout and lack of building depth) would limit the space to one residential unit only. It is noteworthy that this building is part of one of the three sites being considered for the proposed new museum, which would incorporate this building.

Recommended Improvements

A few renovations to the McCollum property have the potential to enhance the Washington Drive corridor. A better street presence would be achieved by including a decorative storefront with windows reintroduced on the first level, and exposing the original brick that fosters a more historical look within the district. The following specific improvements are recommended:

- Completely remove paint from brick build-



HISTORIC BUILDINGS: MCCOLLUM BUILDING

ing facade

- Cut openings for, and install, new first floor storefront windows
- Install new first floor awnings to match existing
- Interior renovations include installing new ceilings to hide interior duct work
- Giving the building additional depth will increase marketability of the spaces and make residential use above more feasible. Thus, an addition to the rear is recommended.

Phase one and phase two environmental assessments are recommended. Reports should adhere to ASTM (American Society for Testing and Materials) standards.

HISTORIC BUILDINGS: RITZ THEATRE

Owner: Virginia Sanchez

Address: 711 E. Washington Drive

Existing Building Use: Commercial

Square Footage: 7,265

Assessed Building Value: \$86,300

Total Assessed Property Value: \$133,500

Estimated Renovation Cost (“Hard Costs”):

\$580,000 - \$726,000

Parcel Number:

18-00-0228-0-0007-00-043

Overview

The Ritz Theater was a cinema in High Point built in the 1940s. A church and a barber are currently renting the building. The barbershop occupies half of the front first level, while the church rents the theater space in the rear portion of the building. One storefront remains vacant.

Architecture

The architecture of the Ritz Theater is characteristic of cinemas built during the early to mid-twentieth century. The front of the building has two levels and the marquee is missing. The theatre space is windowless with a side entrance that is used now as the main access to the church. The front exhibits a series of small round windows above the marquee area very much like period theaters.

Building Condition Assessment

There have been multiple alterations to the



The facade fronting facing Washington Drive



Storefront is boarded up and bricked in



This building retains its original windows.



The recessed entrance has been greatly altered.



East facade second floor access



Wall-mounted air conditioning unit



Interior view of groundfloor barber shop

HISTORIC BUILDINGS: RITZ THEATRE

building overtime. The alterations to the exterior are most visible through observing patterns in the brickwork. The two storefront windows on the first floor have been partially bricked in, and an original window was bricked in next to the second story entrance. The recessed front entrance has also been substantially altered. An air conditioning unit has been added to a back room by creating a new opening through the exterior brick.

While the owners have been contacted, access into the building has not been achieved. There have reportedly been some alterations in the theater space, such as its raised cement floor, which is no longer sloped. It was discovered through an interview that the building is in need of a new roof. Water damage has caused some distress in the drop ceiling.

Potential Uses

The theater space would allow potential uses to be retail, gallery space, restaurant or civic/institutional. Although a theatre is a potential use physically, there is no evidence that sufficient market support would exist to sustain that original use. Due to the lack of fenestration (except for the second level of the building's front facade), residential or office uses are unlikely. The Ritz Theater is also a potential site for a museum or cultural center, although a more in depth survey is needed to assess repair needs.



HISTORIC BUILDINGS: RITZ THEATRE

Recommended Improvements

The following improvements are recommended:

- Install new marquee above main entrance
- Install new roof
- Repair minor damages in brick façade
- Install new handrail, column enclosures, and canopy at exterior stair
- Restore previously bricked-in or boarded-up front windows and entrance
- Relocate side entry
- Improve sidewalk fronting building

Also, as illustrated in the rendering in the previous page, facade-painted signage might be used to add visual interest to the otherwise blank side facades of the building.

Phase one and phase two environmental assessments are recommended. Reports should adhere to ASTM (American Society for Testing and Materials) standards.

Funding Sources for the Restoration of Historic Buildings

Key examples of buildings that might be able to utilize some of the following funding sources include the Kilby Hotel, the Arcade, the Ritz Theatre, the American Lighting Building, and the Odd Fellows Building:

- *Federal Rehabilitation Tax Credit* (federal) - building rehabilitation costs
- *Certified Local Government Program* (federal) - stabilization and rehabilitation studies
- *Save America's Treasures Programs* (federal) - rehabilitation costs, etc.
- *HOME Program* (federal) – upper floor apartments
- *Low & Moderate Income Housing Tax Credit* (federal) – upper floor apartments
- *Community Development Block Grants* (federal) – acquisition, rehabilitation costs, etc.
- *Section 108 Loan Guarantees* (federal) – acquisition, rehabilitation costs, etc.
- *State Historic Rehabilitation Tax Credit* (state) - building rehabilitation costs
- *State Low-Income Housing Tax Credit* (state) – upper floor apartments
- *Landmark Tax Deferral* (county) – utilization of historic buildings for any uses
- *Community Reinvestment Act Financing* (private) – acquisition/rehabilitation loans
- *Bank of America Historic Tax Credit Fund* (private) – equity for rehabilitation costs

See Appendix C for more details.

NEW BUILDINGS: DESIGN PRINCIPLES

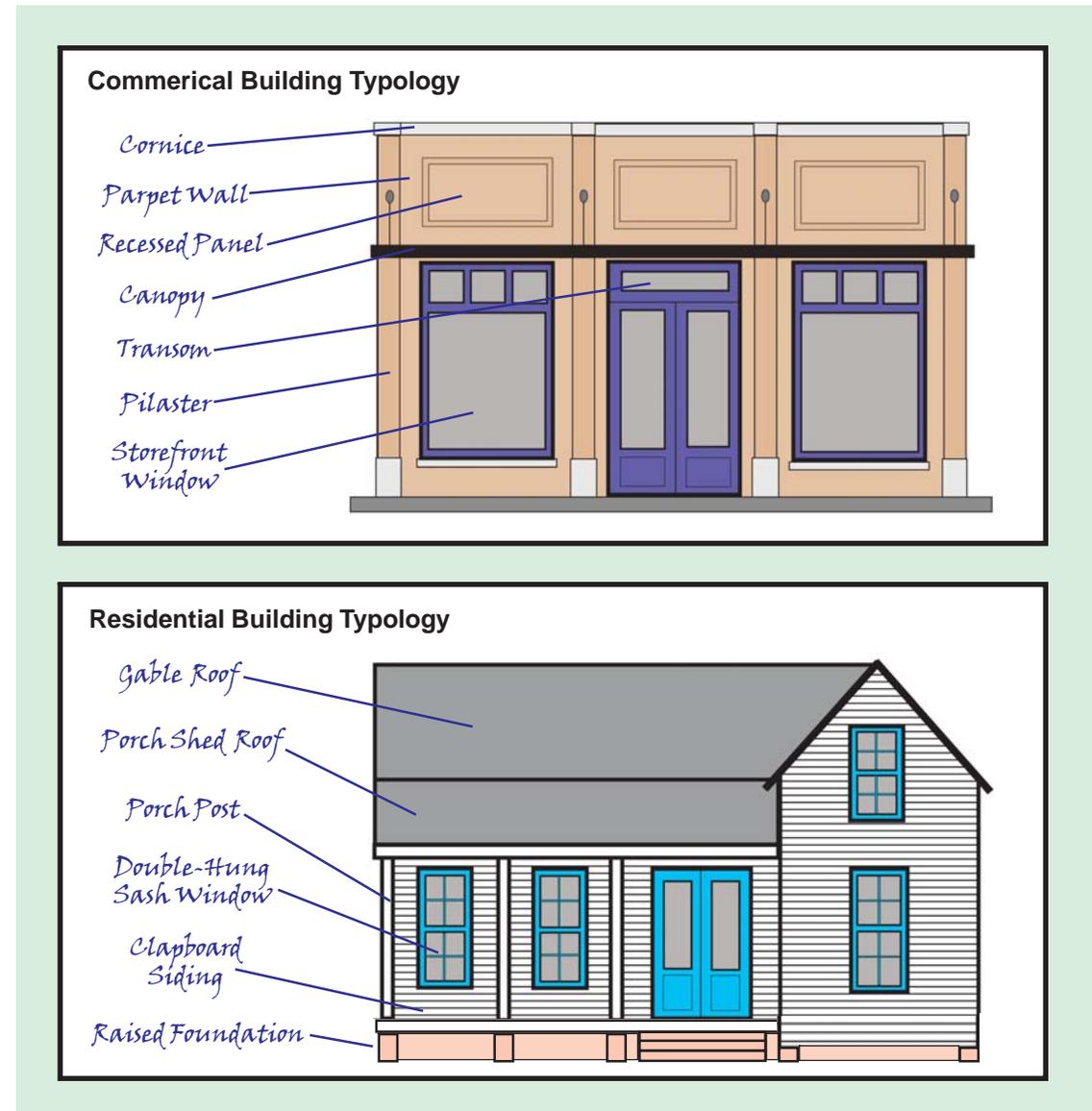
There are three primary building typologies that have survived on Washington Drive: flat-roofed brick commercial buildings (top right), pitch-roofed frame residential buildings (bottom right), and brick churches. However, research reveals that other typologies once existed, and others should be considered for new buildings.

Design Principles

- Buildings should front directly onto the street with parking in the rear (exceptions for greater front setbacks for outdoor dining and courtyard type apartment buildings).
- Buildings should be no more than three (3) stories in height.
- Roofs should be flat with a parapet facade and cornice, or they should be pitched with slopes compatible to nearby buildings.
- Facade planes should be comprised of defined bays not exceeding 30 feet in width. Bays should be defined using facade recesses/projections, pilasters/pillars, porches/balconies, and/or material changes.
- Primary cladding materials should be brick and lap/clapboard siding, although other materials should be allowed, such as stone and plaster/smooth stucco.
- For commercial buildings, at least 50% of the front facade ground floor should be glazed (door and window glass).
- For residential buildings, foundations should be raised, and porches and balconies should be provided.

Although building typologies tend to be affiliated with specific uses, such links should not be required. For example, commercial uses

could occur in residential type structures. Also, institutional/civic structures should be allowed to deviate from standards to achieve the visual prominence that underscores their significance.



NEW BUILDINGS: DESIGN PRINCIPLES

NO: Inappropriate



Building heights in the district should not exceed three stories. The front setback above is too deep, and parking should not be in front of the building.



The district's residential building types may have pitched roofs, but they should feature overhangs rather than the roof edge being encased in a large cornice.



This building facade's uninterrupted plane fails to achieve the massing that is appropriate for a human-scaled and pedestrian-friendly environment. It also has a horizontal orientation rather than vertical bays.

YES: Appropriate

Height & Setback



Buildings in the district should have a maximum height of three stories, which is the height of the Kilby, the Odd Fellows Hall, and the various churches.



In addition to institutional buildings, which can be set back to front on a lawn or plaza, restaurants with outdoor dining may step back from the street.

Roof Forms



Flat roofs should be screened with a parapet facade on the building's street frontage. The parapet should also screen rooftop equipment and penetrations.



Varied roof pitches and designs are one tool for breaking up the massing of large structures, such as was done for this new attached housing development.

Massing & Facade Design



Pilasters (attached pillars), storefront windows, and cornice line variations are used on this new building to break up the facade into a series of vertically oriented bays.



This building represents an attached housing type with an historic precedent on Washington Drive. The two-story porches on either end are extremely effective in breaking up the facade mass.

TRANSPORTATION

For a mixed use urban district such as this, the following transportation goals should be pursued:

- Street connectivity for enhanced access and traffic flow for all modes of transportation
- “Calmed” traffic for both safety and psychological comfort of pedestrians
- Convenient parking - both short and long term

Cedar Street Extension

Cedar Street is the only cul de sac in the area. Unlike the other streets in the area that are flanked by early-twentieth century houses, it is lined with “Post-War” ranch-style houses that are out of character with the neighborhood. In order to expand the street system’s connectivity and to provide an opportunity for re-development, it is proposed that Cedar Street

be extended south to connect to Washington Drive. It is acknowledged that the ground elevation slopes up immediately south of the existing cul de sac, but grading can address this topographical constraint.

Intersection Improvements

The Washington Drive District features three existing street intersections and one proposed



TRANSPORTATION

new intersection at the Cedar Street extension. It is proposed that each be enhanced with ramps meeting federal ADA (Americans with Disabilities Act) requirements to provide improved handicapped accessibility. It is also proposed that crosswalks with special pavers be provided to clearly delineate crossings and to send a signal to drivers that will contribute to traffic calming.

Rear Access

While cross-access between adjacent rear parking lots may not graphically “jump out” on the master plan (see previous page), they are an important component of the district. As an alternative to driveways that interrupt attractive streetscapes and infringe upon pedestrian safety, rear parking areas should use side streets as a means of access. Wherever feasible, cross-access easements and physical connections should be made between adjacent parking lots.

Parking

Parking within a commercial district should occur in two forms: on-street and off-street.

On-Street Parking

On-street parking provides convenient short-

term parking and should be limited to two to three hours of use per customer. Not only is such parking important to the viability of nearby businesses, but it provides a physical and psychological barrier between moving vehicles and pedestrians that contributes to a safer feeling for those using the sidewalks. Because of current space limitations, parking within the district should consist of parallel on-street parking on the south side of Washington, as currently exists. While parking on both sides of the street would be the ideal scenario, right-of-way widths will not accommodate it. However, parallel on-street parking should occur on both sides of the perpendicular side streets where existing street widths allow.

Off-Street Parking

Off-street parking is intended for long-term parking needs, particularly those of employees and residents of the district. To avoid the creation of “dead spots” on the street that should be occupied by storefronts, off-street parking

should be located behind buildings. Where visible from streets, such as in the case of corner lots, parking areas should be screened with peripheral landscaping, walls, and/or fencing. However, for security purposes, they should not be too visually obscured and they should be well-lit. It is also important that small-scale directional signage occur on Washington so that visitors can find it easily.

Traffic Calming

“Traffic calming” is the concept of slowing vehicles for the safety and comfort of pedestrians. Collectively, the transportation recommendations here are designed with that goal in mind. In particular, the on-street parking and intersection improvements will hopefully contribute toward this important objective.

Transit

Since the Hi tran bus system includes Washington Drive, it is recommended that attractive and comfortable bus shelters be provided.

Designated and regulated on-street parking is important to the economic viability of nearby businesses. It also provides a “traffic calming” benefit by narrowing the width of the adjacent driving lanes, which thereby tends to slow down traffic. Parked cars provide both a real and perceived safety buffer between moving vehicles and pedestrians using the sidewalk.



STREETSCAPE: DESIGN ISSUES

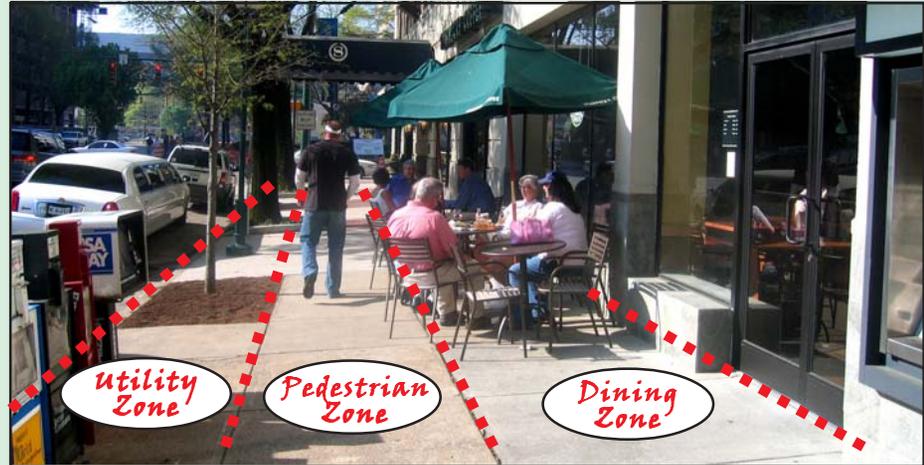
Streetscape Zones

All well-designed urban streetscapes should feature at least two zones, and where space and market conditions allow, there should be three, as follows:

Utility Zone - Located closest to the street, this area features stationary elements such as trees, lights, and utility poles.

Pedestrian Zone - This area must be at least four (4) feet in width and unobstructed for pedestrians as well as wheel chairs.

Dining Zone - Unlike the other two zones, this one is optional and only occurs where there is sufficient space and where restaurants can prosper economically. They are often delineated with movable elements such as planters or bollards with chains.



Utilities

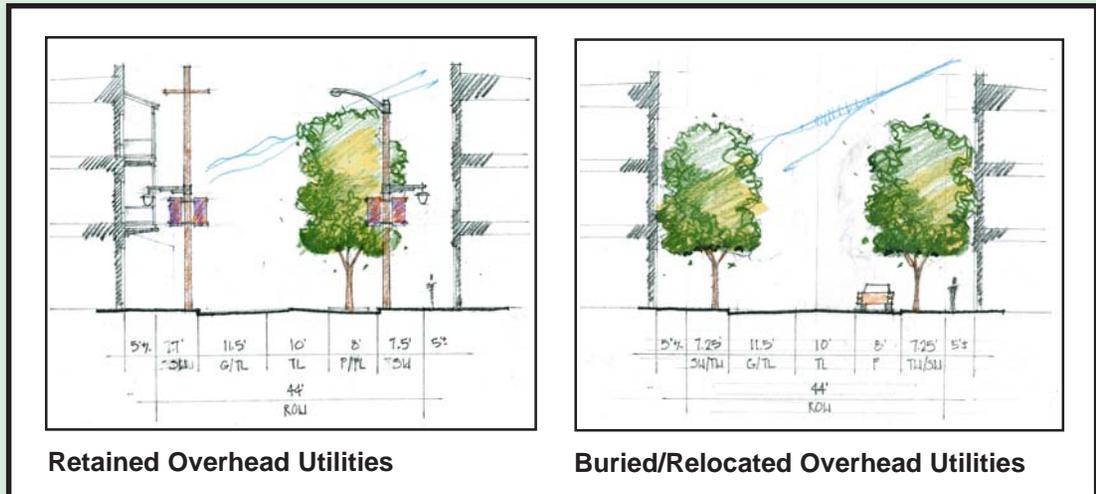
At present, a highly visible component of the Washington Drive streetscape is the wooden utility poles and overhead wires. In addition to the alternative of leaving them as they are, there are multiple options on how to address them. These options are summarized below.

Consolidate Utilities - This approach would likely yield the same number of poles, but reduce the volume of lines.

Relocate Utilities - Poles and lines could be relocated along rear lot lines. However, because the connections with buildings now occur in the front, it would be very expensive to implement.

Bury Utilities - While this option appears to be the most attractive alternative and was done years ago for portions of Main Street, it is also the most expensive. This option would be implemented as part of this plan's proposed streetscape redevelopment project.

See the following page for conclusions.



Retained Overhead Utilities

Buried/Relocated Overhead Utilities

WASHINGTON DRIVE STREETScape: OVERVIEW

Key Decisions for Design

Numerous issues have been considered in arriving at the optimal streetscape design for Washington Drive, some of which were addressed on the previous page. Below is a summary of the conclusions and decisions.

Streetscape Zones

Based on the zone options illustrated on the previous page, this design will accommodate the pedestrian and utility zones for the street's full length, as well as the dining zone where space allows. The zone widths will vary.

Utilities

As noted on the previous page, the relocation of utilities to the rear of lots is problematic be-

cause of the current wiring scheme of buildings. It is estimated that the cost difference between a streetscape redevelopment leaving utilities above ground versus burying them is roughly \$300 per linear foot, and these plans are based upon burying them. The primary reason for this decision is the clear aesthetic benefits. However, if it is ultimately determined that funding for this approach is unavailable, the consolidation of lines is recommended.

Sidewalk Materials & Design

Some commercial districts opt to use brick pavers as the primary sidewalk material, but that approach was avoided for Washington Drive for two key reasons: 1) the cost would be excessive, and 2) the existing predominance

of unpainted brick in the buildings would result in too much brick to achieve visual interest. On the other hand, it was determined that the exclusive use of the most affordable material - concrete, would lack aesthetic appeal. Other materials, such as stamped and colored concrete, were also considered and discounted for various reasons, including a desire for greater authenticity in this district. Consequently, a design combining brick and concrete was ultimately selected, as is illustrated on the following pages.

Streetscape Furniture

This issue is addressed on pages 45-46.

Streetscape Design

The following pages address street segments A and B, as depicted in the map below.

Streetscape Key Map



WASHINGTON DRIVE STREETScape: SEGMENT A

Segment A begins at its intersection with Centennial and extends one block east to the intersection with Fourth Street. With a 70 foot right-of-way, it is wider than the balance of the street within the district. Thus, it can accommodate parallel parking on both sides of the street rather than only one side. This design includes burying overhead lines. Below is a summary of the proposed design and dimensions, which are illustrated at right:

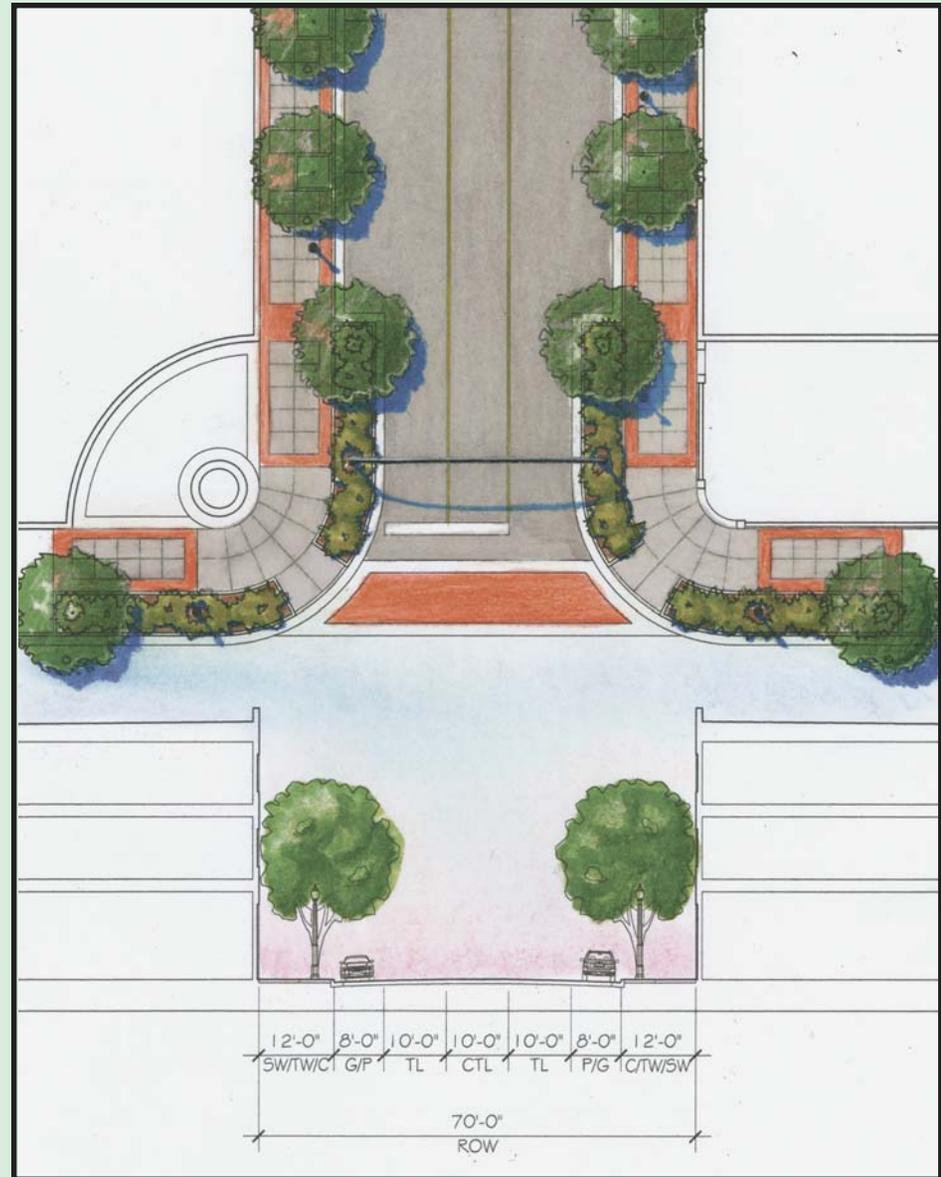
- ROW - 70 ft.
- Cartway (curb to curb) - 46 ft.
- Driving Lanes - two 10 ft. driving lanes
- Turn Lane - one 10 ft. center lane
- Parking Lanes - two 8 ft. lanes (parallel)
- Sidewalks - two 12 ft. sidewalks
- Landscaping - trees in tree grates

Street trees should be spaced an average of 25 feet apart, and recommended tree types include ‘Skyline’ Thornless Honeylocust, ‘Bosque’ Lacebark Elm, and ‘Princeton Sentry’ Ginkgo. See page 44 regarding a gateway arch.

Existing Streetscape



Proposed Streetscape



WASHINGTON DRIVE STREETScape: SEGMENT B

Segment B begins at its intersection with Fourth Street and extends east to the eastern boundary of the district at Gaylord Court. With an approximate 53 foot right-of-way, it is narrower than the most westerly segment of the street. Consequently, it can accommodate only a single parallel parking lane. This design includes burying overhead lines. Below is a summary of the proposed design and dimensions, which are illustrated at right:

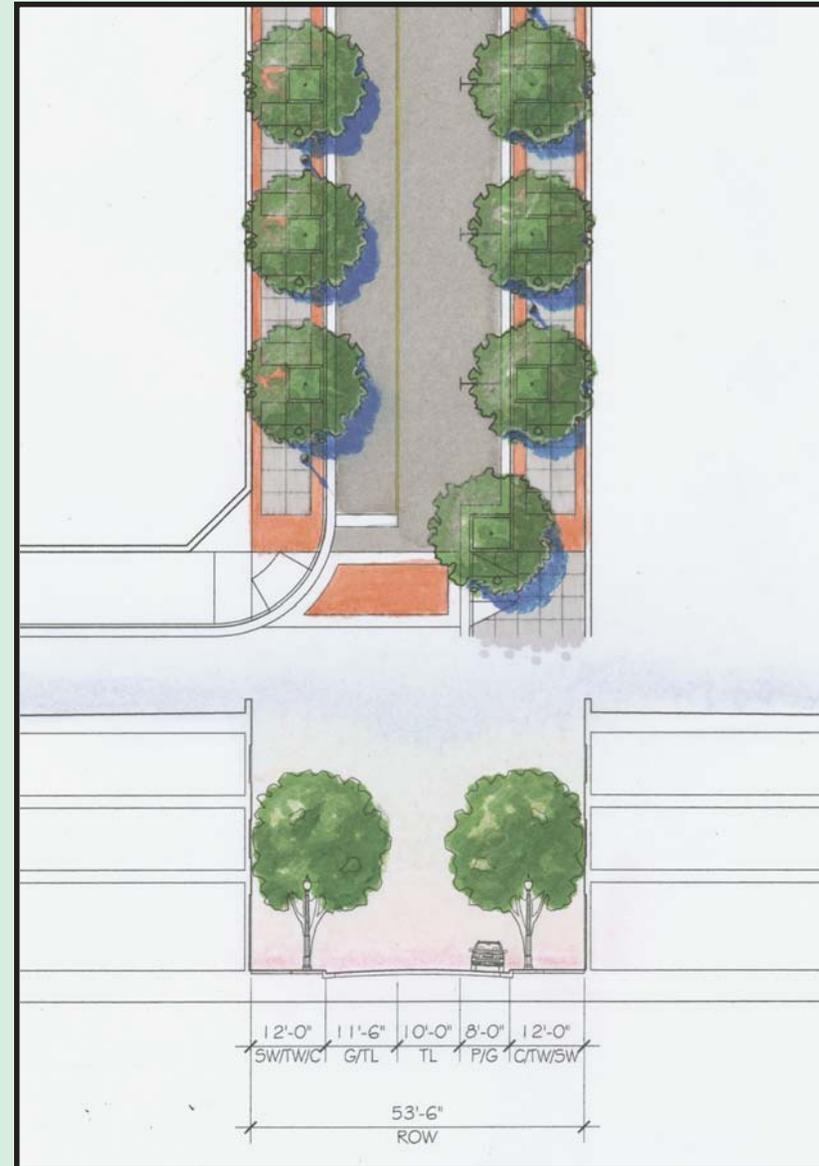
- ROW - 53 ft. 6 in.
- Cartway (curb to curb) - 29 ft. 6 in.
- Driving Lanes - one 10 ft. driving lane / one 11 ft. 6 in. driving lane, including the gutter
- Parking Lanes - one 8 ft. lane (parallel)
- Sidewalks - two 12 ft. sidewalks
- Landscaping - trees in tree grates

See the previous page for recommended tree spacing and species, which also apply here. Furthermore, it is recommended that only one species be used for both segments.

Existing Streetscape



Proposed Streetscape

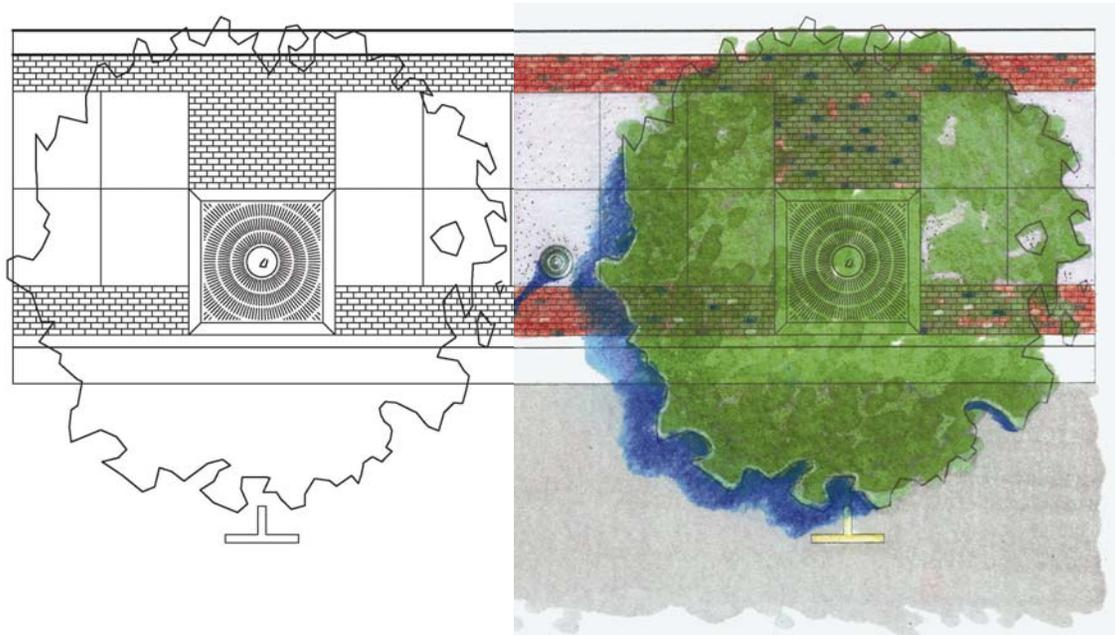


STREETSCAPE DETAILS, GATEWAY & CONNECTIONS

Streetscape Details

To convey a greater level of detail than is possible with the scale of the streetscape plan graphics on the previous two pages, a detail blow-up is provided below. As can be seen, the proposed brickwork will be a straight running bond that is oriented along an axis parallel with the street. The bricked areas include a linear band flanking both sides of the sidewalk that runs its length, as well as a series of brick bands aligned perpendicularly to the street axis that extend from each tree grate. The tree grates are steel and can be designed to feature removable sections toward the cen-

ter that can be removed when necessary to accommodate the growth of the tree trunk. Also, while it will be more expensive than buying standard tree grates, they could be custom designed to incorporate motifs that are consistent with the district's themes (i.e., musical notes, musical instruments, etc.). Although the original granite curbing no longer exists in the commercial corridor, it can be found just east of Gaylord Court. If it is not cost prohibitive, the material should be considered for the new streetscape (granite curbing is still produced in Mount Airy, North Carolina). Finally,



the circular symbol shown between the two tree canopies represents a street light, and this is the standard location. The following page addresses the issue of street lights and other furnishings.

Gateway

As depicted in the plan graphic on page 42 and explained and illustrated on page 51, it is proposed that a large metal arch be installed across Washington Drive near its intersection with Centennial Street to serve as a highly visible gateway to the district. Featuring the district's name in cut-out metal letters, it is recommended that this arch be installed at the same time that the "Segment A" streetscape redevelopment occurs.

Connections

This plan's museum feasibility assessment explains that a pre-condition for the museum's financial success, among others, is to create a stronger physical connection between the museum and the downtown (see page 60). In addition to developing prominent crosswalks and perhaps even pedestrian-triggered signalization at the intersection of Kivett and Centennial, future infill development along key linkage streets should be pedestrian friendly, including shallow front building setbacks, active storefronts and human-scaled street lights.

STREETSCAPE FURNITURE: GENERAL

Although this document includes a general master plan for the redevelopment of Washington Drive’s streetscape, it does not constitute the detailed design that will be necessary for actual construction. During that phase, the selection of streetscape furnishings will occur. Regardless, some general decisions should take place now. In light of the power of streetscape furniture to convey a specific character for a district, the most important consideration is that furnishings be selected that are consistent with the district’s history and inherent character. For example, because this district’s historic architecture dates primarily from the early-1900s and features relatively simplistic architecture, high-style Victorian furnishings would be inappropriate. One of two character options are recommended below. Whichever alternative is selected, it is recommended that all furnishings be consistent with that option.

Modest Historic: This option, likely the best one, is shown at left in each category pairing. While it has a historic character, it is restrained and compatible with the district’s past.

Simplistic Contemporary: This option is shown at right for each category pairing. It does not convey a historic character, but it also does not visually compete with historic buildings and other physical components of the district. It is the less highly recommended option.

Trash Receptacles

The receptacle on the left has a somewhat understated historic character and is relatively common for historic districts. The one on the right, on the other hand, is clearly unique and functions essentially as public art. Unlike some of the other contemporary options, it does not fade into the background.



Street Lights

For a human scale, they should not exceed a height of 16 feet. Light standards can also accommodate decorative banners. If determined acceptable to the City’s traffic engineers based upon safety issues, the existing tall cobra head lights should be eliminated.



Removable Bollards

such as these should be used to block off segments of Washington Drive to vehicular traffic during occasional special events.



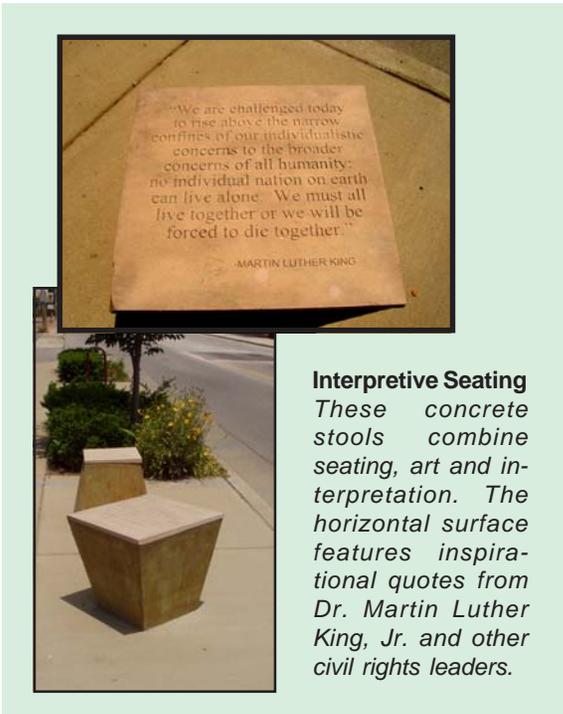
Benches

For maintenance purposes, wood slats are not recommended. The bench on the left has a somewhat historic character, but it is not as elaborate as the typical “Savannah” benches found in downtowns seeking to achieve a Victorian theme. The bench on the right is slightly more simplistic, but still attractive.



STREETSCAPE FURNITURE: HISTORIC INTERPRETATION

Many historic downtowns and commercial districts interpret their history, but most are not blessed with such a rich story to tell as that of the Washington Drive District. Interpretation is important as a means of animating a district and emphasizing key themes that play into the image and branding of the district (see page 52 for recommendations on district branding). In today’s world of high-tech media, it is not enough to merely educate people. Instead, they must simultaneously be entertained to keep their attention. Interpretation should be “edu-tainment.” In addition to the potential interpretive vehicles described here, it is strongly recommended that jazz music be broadcast onto Washington Drive during business hours using outdoor speakers.



Interpretive Seating
These concrete stools combine seating, art and interpretation. The horizontal surface features inspirational quotes from Dr. Martin Luther King, Jr. and other civil rights leaders.

Wayside Exhibits

Waysides can tell an area’s history through the creative use of graphics and text. They can also read like a magazine page with a hierarchy of detail (heading, sub-heading, story, sidebar story) so the reader can absorb as much information as they prefer.



Murals & Paving Treatments

Murals such as this one of Duke Ellington can be used to add interest to blank walls. The other two images illustrate how functional surfaces such as sidewalk paving can tell the history of a property (middle) or convey history through clever riddles.



Statues

The statue of jazz singer Billie Holiday (left) is a traditional formal statue on a pedestal, while the one on the right is a much more casual approach that interprets the local history of a Latino-themed historic district.



INFRASTRUCTURE & UTILITIES

The City of High Point Public Services Department is responsible for maintenance, expansion and operation of the City's drinking water distribution system, sanitary sewer system, and stormwater system.

Water Service

Adequate water service is currently available throughout the Core City. On-going capital budget improvements of water lines include repair or replacement of obsolete lines, which is budgeted at \$1 million annually city-wide. Other lines in the area are repaired by cleaning and epoxy relining at a rate of approximately one project per year. The existing thirty (30) inch water line running down Washington Drive was installed in 1971. Because this date is after the City stopped using a lead joint compound to seal the pipe connections, this line is in good condition and will not need to be replaced or upgraded within the near future. There is also a twelve (12) inch line in place and likely in use that was built in 1929. Both main lines are illustrated on the map at right, as well as the smaller lateral lines that connect from the residential areas to the north.

Sewer Service

Adequate sanitary sewer service is available throughout the Core City, including the Wash-

ington Drive corridor. On-going capital budget improvements of sewer lines in the Core City include repair or replacement of obsolete lines, which is budgeted at \$1 million annually city-wide. On Washington Drive, there is an old eight (8) inch sewer line. If substantial new development were to take place on Washington Drive, this line would need to be inspected and possibly replaced. The line flow on Washington is to the north and it intersects with a larger line near the running track at Penn-Griffin (see yellow lines on the map below).

Other Infrastructure & Utilities

Stormwater Drainage

The Public Services Department maintains a program to assist with certain storm drainage

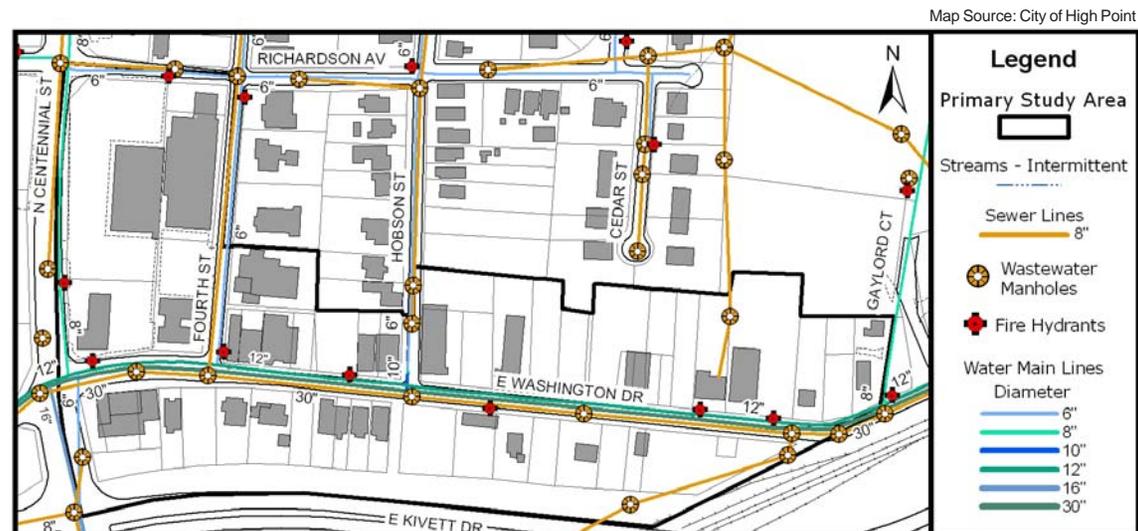
problems on private property for the purpose of improving natural stormwater drainage. Work includes cleaning out debris and obstructions to improve water flow, performing bank and slope stabilization, and installing pipe to contain flow. There are no specific known drainage problems in the Washington Drive corridor at this time.

Gas

Gas service is provided by Piedmont Natural Gas and is available throughout the Core City. No significant issues related to gas within the Washington Drive area have been identified.

Electricity

The City of High Point Electric Department (HPED) provides electrical service to most of the residential and commercial customers in the study area.



PUBLIC SPACES

The term “public space” can be broadly defined to include the entire public realm, including streetscapes and greenways. Although those two examples are indeed linear public spaces, streetscapes were previously addressed and greenways are addressed on page 51.

This plan proposes multiple plazas and a park, as illustrated below. The term “plaza” is used here to describe a small open space that is primarily hardscaped - more paved surfaces than landscaped ground cover. The term “park” refers to an open space with more green space than hard surfaces.

Open Space Descriptions

Three plazas are proposed for the district, two at the intersection with Centennial and one at the east end of Washington. Unless one of these privately-owned properties is redeveloped by a public entity, the two proposed plazas fronting Centennial would be privately owned spaces associated with adjacent buildings. These spaces could be provided with seating, tables and umbrellas and used for dining during dining hours. During special occasions, they could be removed for events when additional space is needed. These two plazas would



reinforce the intersection of Washington and Centennial as a gateway to the district. The proposed park would be located at a visual termination point when viewed south down Hobson, providing another landmark to orient visitors. Because it is not proposed as being affiliated with a building, it would need to be a City-owned property.



PUBLIC SPACES

Plaza: East End of Washington

The plaza proposed for the east end of Washington is located east of the Odd Fellows Building and across from the church. While it would feature some green space and preserve an existing mature tree that adds character to the area, it would include paved surfaces as well. Because this property is undeveloped and already owned by the City, it is a very feasible idea. There are two issues that will be particularly important for this public space, as follows:

Alternative Parking

This proposed plaza site is currently used for “over-flow parking” by the church and other nearby uses. Consequently, alternative parking will be required for those uses. The location of this site is fortunate because of the expansive parking lot at the church, as well as additional existing parking at the Penn-Griffin School to the immediate northeast. It is recommended that both of these existing parking resources be shared among the various nearby uses.

Maintenance

A key deterrent for creating public spaces is maintenance costs. The City should explore an agreement with the church for their “adoption” of the plaza for day-to-day maintenance.

Existing Site

When approaching the district from the east on Washington, it becomes obvious why this proposed plaza could double as a gateway.

This aerial view reveals how the site serves as the figurative “front door” of the adjacent church. Transforming this empty City-owned lot into a beautiful plaza would lend a tremendous sense of dignity to the area, not to mention a valuable community resource.



In addition to benefiting the adjacent church, the development of a small plaza will increase the odds for the successful revitalization and reuse of the historic Odd Fellows Building, located to the west (see aerial photograph above).



PUBLIC SPACES



This view of the restored Kilby Hotel and Arcade is viewed looking northwest from the proposed new park that would be located on the south side of Washington at the foot of Hobson. The park's fountain can be seen at the extreme left, as well as the improved dentist office. Even if this property is selected for the proposed new museum, a small public space could still occur here in front of the museum.

GREENWAY & GATEWAYS

Greenway

The High Point Greenway approaches the Washington Drive Neighborhood most closely at Montlieu Avenue just south of Montlieu Elementary School. From here, the greenway connects to Armstrong Park to the west and extends northeast to Deep River Road. The City's adopted greenway plan proposes ex-



This existing segment of High Point's greenway serves as a good model for its future expansion.

tending the greenway further south, and the adopted Core City Plan proposes extending it even further to connect with the Penn Griffin school property. This plan for Washington Drive proposes to extend the greenway even further south through the school property to connect with the proposed plaza at the east end of the district (see pages 48-49 regarding this plaza). This greenway-plaza connection would increase the significance and value of both the greenway and the plaza.

Gateways

In order for an area to really feel like a distinctive "place," it is important that a genuine sense of arrival occur upon entering. Key gateways into a district offer the critical first and last im-

pression that might impact whether first-time visitors return. The two primary issues related to planning gateways are location and design.

Location

There are two key entry points into the district and they are located at either end of the Washington Drive District (see map below left). Although some districts lack a clear point of arrival, in this case, both are obvious and not likely to be "moving targets" as future development occurs.

Design

Three important principles should be followed in determining the design of gateways: 1) high quality; 2) low maintenance; and 3) consistency with the district's unique character. In the case of the eastern gateway, the proposed plaza itself would function as the gateway. The addition of a small sign indicating the "Washington Drive District" would reinforce the sense of arrival. It is proposed that the western gateway at Centennial feature a large metal sign with the district's name extending across Washington Drive (below and pgs. 15 and 44).



ECONOMIC RESTRUCTURING

This plan section on economic restructuring outlines a strategy for the economic revitalization of the district as a whole. Although this plan's recommendation to establish a museum interpreting the district's African-American heritage, music, and the legacy of John Coltrane is an important component of economic restructuring for the district, specific recommendations for the museum are contained separately in this plan's next section.

Market Positioning & Branding

Market Position

Achieving successful market positioning for a commercial district within the local and regional market involves two key tasks: defining the target markets and developing a distinct image for the area. These two issues are interdependent and each builds upon the other. It is difficult to prescribe the optimal image for an area if the target market is not already known. Likewise, it is not easy to identify the appropriate targeted market without an understanding of the place's current or potential image. Regardless of these challenges, based upon the study area's location and future potential, its targeted market segments include the following:

- High Point residents
- Downtown employees
- Piedmont Triad residents
- Jazz fans
- Tourists
- Local college students
- Furniture industry visitors

Within some of the broader market segments are narrower sub-markets. For example, among High Point residents African-Americans will have a particularly keen interest in the district because of its past. Similarly, residents of the Washington Drive Neighborhood should be especially targeted because of their proximity to the district, as should the congregations of the district's various churches. Among tourists, those interested in history in general, and African-American heritage specifically, should be targeted.

Branding

The Washington Drive District may hold some sentimental value for many in the community, particularly older African-Americans who maintain a sense of "brand loyalty" for the district. Regardless, creating an overall positive image for the area will be a challenge. Because of the current physical deterioration, vacant buildings, loitering and crimes that oc-

cur, the area's image is clearly not a positive one. The image that needs to be crafted for the district must strongly consider the various targeted markets just listed. To be a success, it is critical that the area achieve an image that is distinct from the balance of the Piedmont Triad. In light of the area's existing and potential strengths relative to competing areas, that image should include the following traits:

Existing Qualities

- Rich African-American heritage
- Strong connection to John Coltrane

Needed Qualities

- Unique shopping, dining and entertainment
- High level of public safety
- High aesthetic quality of built environment

The two existing qualities are inherent to the district and cannot be lost. The three needed qualities, however, will require tremendous efforts on the part of the City and private sector to be achieved. For example, the district's only existing "unique dining" is the soul food restaurant, which is a good start to build upon with like businesses. While the architectural "bone structure" exists to one day achieve a built environment with a high aesthetic quality, a considerable amount of building rehabilitation, infill development and streetscape construction must still occur.

ECONOMIC RESTRUCTURING

Optimal Mix of Uses

The optimal land uses and tenant mix for the district will be heavily dependent upon the needs of the targeted market segments. Although it is now two years old, a market analysis was conducted for the entire Core City as part of the Core City Plan. Below is an excerpt from that plan with respect to the optimal tenant mix for the Washington Drive District.

Proposed Tenant Mix

<u>RETAIL:</u>	<u>SQ. FT.</u>
• Restaurants / Bar	10,000
• Entertainment / Jazz Nightclub	12,000
• Music Store (jazz / specialty store)	4,000
• Hobby / Music Instruments	3,500
• Convenience Food	4,000
TOTAL	33,500

OFFICE/OTHER:

- Daycare
- City/Non-profit arts organization
- Professional services
- Coltrane Museum / Cultural Center

Given the survival rate of new businesses, the most effective approach to business development for districts such as this has not

Businesses that are in keeping with the proposed branding of the Washington Drive District include ethnic restaurants and jazz clubs.



been to incubate new start-ups. Instead, it is recommended that businesses fitting the optimal tenant mix that already exist in the region be identified and aggressively recruited to start a new operation in the Washington Drive District.

Management, Marketing & Promotion

Management

Urban revitalization typically does not just happen on its own, so one or more entities

must be charged with overseeing the effort. As explained in the final section of this plan - "Implementation", there are numerous entities that have and will be involved with the revitalization of the district, including the City of High Point, a new Core City entity, and this plan's proposed Washington Drive District entity. It is recommended that the latter entity be established to have a singular focus on the promotion and management of the district.

Fortunately, there is no need to reinvent the wheel. The National Main Street program of the National Trust for Historic Preservation has built a strong track record over the past several decades in commercial district revitalization. It focuses on the following four areas: organization, design, economic restructuring, and marketing and promotion. Unlike a typical Main Street program, the Washington Drive District's entity would not utilize paid staff. Instead, it would be a volunteer effort, supported in part by the City and the new Core City entity, to engage in the following activities: business recruitment, sales promotions, special events, joint advertising, and logo development.

Marketing & Promotion

There are numerous methods available to market a commercial district once an organization to do so has been established.

ECONOMIC RESTRUCTURING

It is recommended that specific lessons learned from other “Main Street” communities in the region be researched, but below are the most basic approaches that should have merit for the Washington Drive District:

Street & District Names

This plan document has referred to the primary study area as the “Washington Drive District.” However, the Core City Plan suggested the term “Coltrane District” and this plan strongly encourages that this name be further considered. While there are various reasons to keep the current name, perhaps the most compelling is that it is consistent with the district’s history. However, from a purely marketing perspective, the name Coltrane has international recognition and its value cannot be underestimated. Also, the street was historically called “Washington Street” rather than “Drive.” It is recommended that the historic name be reclaimed. If for some reason the “Coltrane” name is ultimately not used for the district, than the term “street” should become part of the name.

Logo

A good starting point for any aggressive marketing program is the adoption of a logo. In addition to being incorporated into the letter

head of the management organization, it can also be used for joint advertising, decorative banners for street lights, and shopping bags of businesses. Given the district’s Coltrane legacy, a logo employing that theme is recommended, perhaps including a saxophone.

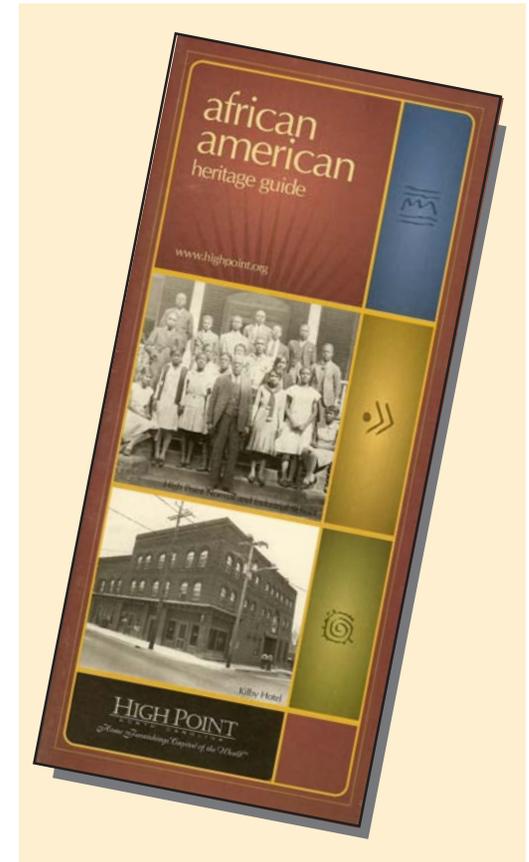
Centralized Retail Management (CRM)

CRM is the strategy employed by suburban malls to require tenants to function as a single economic entity. Malls, however, can require participation by merchants as part of their lease agreements - an advantage not enjoyed by commercial districts comprised of individual property owners. While the current lack of businesses in the district might make these ideas seem irrelevant, the district’s proposed management entity will hopefully need to embark on such measures in the future. CRM activities recommended include:

- Extended and consistent hours of operation
- Joint advertising
- Consistent use of the district’s logo
- Sales promotions

Brochures

Brochures promoting downtowns and commercial districts have been a dependable tool for many years, and they are still relevant and effective today. A good brochure design



The existing brochure produced by the CVB and the City focuses on High Point’s rich African-American heritage, including Washington Drive.

balances high-quality graphics with a minimal amount of text. The existing African-American Heritage Guide highlighting the district provides excellent information on the area’s history. While no additional brochures are justifiable at present, there will hopefully be a critical mass in the future to warrant a brochure that identifies various businesses and includes a map highlighting parking locations.

ECONOMIC RESTRUCTURING

Window Displays

A rule of thumb in the retail industry is that an impulse shopper decides whether or not to enter a store in approximately 8 seconds. People really do judge a book by its cover, and nothing reflects more strongly on a shop's merchandise and quality than its window displays. As with some of these other marketing issues, window displays are not significant at present, but will be in the future. When that day arrives, these points should be considered:

- Displays should be creative and changed frequently (at least once a month) to avoid getting stale. Consider hiring window display specialists.
- Windows should be lit all evening to maximize their advertising value, to animate the district, and to increase public safety.
- "Cross marketing" with other district businesses should be considered in which merchandise from other stores is utilized and credited in a particular display.

Sales Promotions

Once a sufficient number of retail businesses exist in the district, sales promotions should be held at least a few times a year. As with joint advertising, sales promotions will require a great deal of team-work among various busi-

nesses, and promotions should be coordinated by the proposed new district entity. Key holidays and events such as the Furniture Market often serve as a good opportunity for sales promotions, and joint advertising should be used to market sales events. All sales promotions should focus on quality and avoid a "bargain basement" image for the district. Standards should be adopted for the outdoor display of goods, to include requirements such as an attractive skirting for tables.

Special Events

In addition to their fund raising potential for the proposed new district entity, special events are important because they attract people to an area to have a positive experience. Even if they do not spend money in the district's businesses during the event, the exposure to area might prompt them to return for subsequent visits for shopping, dining and other activities. While a long-term goal should be to have at least a few special events in the district, a short-term goal should be the establishment of an an-

nual music festival. If enough jazz performers can be attracted, jazz should be the primary theme of this major regional or state-wide event. The segment of Washington between Centennial and the proposed extended Cedar Street could be blocked off for events in a manner that can avoid traffic problems. Decorative removable bollards were recommended for such occasions in this plan's streetscape section. It is also recommended that all streetlights be equipped with electrical outlets for special events. Finally, if legal permission is not needed or can be obtained, the "Coltrane" name should be applied to the festival. Other special events that might occur in the future could be tied to parades for holidays, such as Dr. Martin Luther King, Jr.'s Birthday, the Fourth of July, and St. Patrick's Day, as well as during the Furniture Markets.



It is recommended that a major annual music festival, perhaps focusing on jazz, be established for the Washington Drive District.

PUBLIC POLICY

The topic of public policy is a broad one that can cover all levels of government - federal, state and local. To the extent that public funding programs might be considered part of public policy, they are addressed in the final section of this plan - "Implementation." Also, the Core City Plan, adopted by the City in 2007, included an overview of relevant state and federal policies, and it can be consulted as a supporting resource to this plan. Without question, the public policy most significant to the future of the Washington Drive District is the City's zoning and development regulations.

Zoning & Development Regulations

As explained on page 8 of this plan, the Washington Drive District is currently zoned Central Business District (CB) with a Mixed Use Center Overlay. In fact, the boundary lines for the CB district, as applied to this area, were used to delineate this plan's primary study area - the Washington Drive District. In addition to the CB zoning, the Mixed Use Center Overlay zoning district was applied in March 2008. It is intended as an interim zoning until this plan for the Washington Drive District is adopted. Consequently, the following is a critique of the interim zoning to assist the City in revising it to serve as the permanent zoning. Where com-

ments are not provided for an issue, the existing provisions are considered appropriate. A copy of the interim zoning is contained in Appendix A of this plan.

Overview

In general, this zoning does an effective job of implementing the ideas and intent of the Core City Plan for this particular area. This zoning is referred to as "overlay" zoning, which primarily addresses design issues and defers to the underlying "base" zoning with respect to land use issues. This overlay, however, includes use standards and some use prohibitions, which is atypical for an overlay zone.

Site Design Standards

Build-To Zone

These provisions require buildings to be within 15 feet of the ROW/front property line. It should be closer to 10 feet. Exceptions should be allowed for institutional buildings and courtyard-type apartment buildings, as well as restaurants with outdoor dining so long as a low wall is provided to maintain the street wall.

Parking

A peripheral screening is required with a maximum height of 3 feet for a wall and 4 feet for a vegetative screen, but with no minimum. A minimum of 3 feet is appropriate for either option. Also, side parking is permitted, but with

no restrictions on the size of it. The width should be limited to either 42 feet (single parking row) or 60 feet (double parking row). The 42 foot width is most appropriate for this district.

Landscaping

Where feasible, foundation plantings are encouraged and they should have a minimum depth of 4 feet. Such landscaping is inappropriate for most urban buildings, especially for those with ground floor commercial uses relying on storefronts close to the sidewalk. No foundation plantings should be required for retail buildings.

Fencing

While chain link and barbed wire fencing is limited to rear yards, there are no other fencing requirements beyond those found elsewhere in the ordinance. Per the ordinance, fence heights are regulated according to their location. As applied to this district, fences can be 6 feet high on Washington Drive and 4 feet high within 15 feet of a local street (all other streets in the district). It is recommended that fencing within any front yard, regardless of the street and distance from that street, should not exceed a height of 4 feet. As with the parking screening requirements, masonry walls should not exceed a height of 3 feet. Regulations specifying permitted fence

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types should also be considered. Among the types most appropriate for this district are metal fences with vertical pickets (often referred to as “wrought iron” even when cast), as well as wooden fences (picket and horizontal board).

Signs

The permitted size of freestanding signs is currently tied to the lot’s frontage width, with a maximum permitted sign area of 75 square feet. That size is excessive for this district. Signs of all types should be no larger than approximately 20 square feet, and they should not be tied to lot frontage. Freestanding signs should only be permitted for buildings with a setback of roughly 25 feet or more. Other types of permitted signs should include wall signs (flush with facade), projecting signs (perpendicular with the facade), awning signs, and storefront window signs. Up to two sign types should be permitted per building, although greater limits are needed for multi-tenant buildings. Signs should be made of wood, metal and similar materials not having a synthetic appearance. Plastic internally lit signs should be prohibited. While these recommendations are a good starting point, sign standards for a district such as this are complicated and require a fine-grained approach.

Drive-Throughs

Drive-through windows are completely prohibited. However, so long as the drive-through window does not front a street, the access point does not directly access Washington Drive (accessed by a side street or rear access way), and buffering is provided where the property adjoins a residential property, drive-throughs should be considered - perhaps as a special use.

Street Access

No provisions currently exist to control access to Washington Drive. Given the potential rear and side access available through rear parking lots with cross access and access via side streets, driveways onto Washington should be prohibited for aesthetic and pedestrian safety reasons. However, exceptions should be made when there is no reasonable alternative to driveways for accessing rear parking. When permitted, driveway widths should be at an absolute minimum to reduce interruptions to the streetscape and on-street parking.

Building Standards

Windows

These provisions require that educational and institutional uses have transparent glass on at least 20 percent of their front facade. This requirement should be reconsidered because of

the unique nature of such uses. Many churches historically have less glazing than this amount on their front facade, as most of the glaze is on their side elevations.

Walls

The wall provisions for front facades require architectural relief a minimum of every 20 feet horizontally, as well as the use of vertical elements that create bays every 40 feet. These requirements should be rewritten to be more clear on how to delineate bays, and they should result in bays no wider than 25 or 30 feet. Examples of architectural elements that can break up facade massing to create vertical bays include facade off-sets (projections/recesses of at least 4 inches), material changes, roof line/parapet variations, pilasters, posts, stoops, and canopies. In some instances, more than one such measure may be necessary.

Heights

The maximum permitted building height is 50 feet, but given that the tallest buildings in the district are three stories (Kilby Hotel and Odd Fellows Building), 40 feet is a more appropriate maximum height. Exceptions are wisely made elsewhere in the ordinance for non-habitable vertical elements, such as steeples and cupolas. Also, minimum ground floor height requirements of 14 feet should be applied to

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commercial buildings to give them an appropriate appearance for a historic commercial district.

Foundation Heights

Minimum foundation heights of at least 24 inches should be required for buildings featuring ground floor residential uses. A minimum 3 foot foundation is required for townhouses within the uses section, but there is no mention of other residential building types.

Materials

Masonry materials are “encouraged,” while plain concrete block is prohibited. This language calls into question whether materials are actually regulated, with the exception of concrete block. The regulation of materials needs more specificity. Also, there are historic precedents for wooden clapboard siding on residential buildings, yet this cladding type is not mentioned. It should be explicitly permitted at a minimum for residential building types (regardless of their actual use), and perhaps even for commercial building types. To be in keeping with a historic district, the exposure width of clapboard should not exceed 6 inches.

Colors & Reflective Surfaces

The regulation of colors is somewhat subject-

ive and often quite unpopular with the public. It is recommended that colors not be regulated, especially since colors are reversible. Also, with respect to historic buildings, the painting of previously unpainted surfaces and the regulation of colors should be recognized as different issues (architectural conservation versus aesthetics).

Roof Mounted Equipment

It is required that roof mounted equipment be screened along the front and sides with a parapet wall. This requirement does not account for pitched roofs that cannot feature parapet walls. This provision should be expanded to indicate that roof penetrations such as vent pipes should be located on pitched roofs so as to have the least visual impact when viewed from streets. Chimneys are not among the roof penetrations that should be screened.

Uses

As noted previously, land uses are typically not addressed in overlay districts. There are generally two ways to deal with land use and design issues in zoning. One approach is to have an underlying “base” zoning that addresses land use and perhaps the most fundamental density and bulk issues (building setbacks, heights, etc.), as is currently achieved by this area’s CB zoning. The overlay is then applied as a separate layer that

only addresses design issues. The other option is to have a single zoning classification tailored to this area that addresses both land use and design. That appears to be the overall approach taken with the interim overlay, yet it is still referred to as an “overlay.” The optimal solution can best be determined by the City’s land use attorneys and planning staff, and state enabling legislation will likely be a key determinant.

Prohibited Uses

Among the prohibited uses are restaurants with drive-through windows. As noted previously under the topic of drive-through windows, they should be considered, perhaps as special uses, if they meet certain design standards (prohibiting the drive-through window on the front, limiting vehicular access to the rear or side, etc.).

Other Needed Zoning Elements

While there have been several recommended revisions to the current zoning, overall, it is comprehensive and thoughtfully written. Consequently, no previously overlooked issues were identified in the current zoning.



This existing car repair business on Washington Drive includes parking in the front and a chain link fence. Although it can continue in its current state as a “grandfathered use,” the use, fence and front parking would not be permitted under the current zoning if proposed as new development.

the North Carolina Rehabilitation Code, giving building officials much more flexibility in how they apply codes to historic buildings.

Crime Prevention

As documented on page 78 of the Neighborhoods section of this plan, the land area of the Washington Drive Neighborhood accounts for only .7% of the entire city, while the crime rate accounts for 3.1% of total crime. Crimes that occur in the area range from property crimes (vandalism, burglaries, etc.) to drug-related crimes to violent crimes. This issue has been addressed in various sections of this plan depending upon the tool proposed, but a summary of approaches includes:

- *Neighborhood crime watch programs* to organize residents to observe and report crime
- *Increased police visibility* in the area, particularly in the Washington Drive commercial district
- *Police raids on known “drug houses”* should occur, as multiple such places have already been identified by area residents
- *Public education campaigns* to raise awareness of the issue
- *Public safety residence assistance program* providing grants and/or deferred loans to public safety employees for the purchase of housing

Policies for Historic Buildings

Historic Zoning

Despite the rich history of this district and the significance of many of its buildings, the area has no local level historic preservation protections. Such designation should not be pursued without support from the majority of property owners, and that level of support likely does not yet exist. However, once positive changes begin to occur in the district, there may be growing support for such protections. Until local historic zoning can occur, buildings such as the Kilby, the Ritz and the Odd Fellows Hall will remain in jeopardy of demolition, either intentional demolition or “demoli-

tion by neglect,” an issue addressed by many preservation ordinances.

Also, it must be understood that local historic zoning provides much greater protections to historic buildings than the federal level National Register designation. Nevertheless, National Register designation is also worth pursuing for several reasons, particularly the potential for federal investment tax credits for qualified building rehabilitations. The Washington Drive district is already on the state’s “Study List,” indicating likely qualification for the Register.

Rehabilitation Building Code

As noted earlier, the City has already adopted

MUSEUM FEASIBILITY

This plan section summarizes initial findings and a preliminary program for the museum proposed as an anchor for revitalization of the Washington Drive District. Work completed to-date includes site reconnaissance, stakeholder meetings and interviews, visits and data collection from triad museums and visitor attractions, tourism base assessment, survey of comparable facilities, demographic analysis, and preliminary market forecasts for the museum.

Pre-Conditions

The market analysis determined that there is demand for a museum in the Washington Drive area, so long as a variety of pre-conditions are met. Among these pre-conditions are the following:

- Period streetscaping and public improvements are needed for the environment along Washington Drive (the Washington Drive District). Preliminary recommendations are to choose a relevant period for building strong identity district design (in particular, an association with the JAZZ AGE (e.g., 1920s-30s), when Coltrane walked these streets).

- Visible design and pedestrian infrastructure linkages are needed across Centennial Street to Downtown and the furniture market area. The multi-pronged intersection of Centennial, English Road, Kivett Drive, and Washington Drive is a serious constraint for pedestrian accessibility and visual linkages to the Washington Drive District. Gateway features, coupled with improved pedestrian and traffic access at that intersection would help improve perceptions of the area and increase marketing potential. A better interface with the facades of showrooms, including 200 Steele, would also serve to benefit the area.
- The preservation, rehabilitation, celebration, and adaptive use of existing buildings is needed in the Washington Drive District.
- An integrated visitor program is needed that includes a walking tour, the Penn Griffin School, the proposed Coltrane Museum/restaurant, the Rosetta C. Baldwin Museum, and John Coltrane's boyhood home (see pages 68-70).
- The proposed museum needs to have access to Coltrane's original effects. Some effects are located in the High Point Museum, which would likely have a direct partnership with, or ownership stake in, this museum.
- A restaurant/entertainment use should be integrated with the museum/visitor facility.
- A museum concept will be required that builds on Coltrane and the jazz era, local African-American history, and North Carolina music history (see pages 61-62).
- Relationships should be developed with High Point University, other African-American heritage sites, the High Point Museum (possibly as operator/beneficiary), The Home Furnishings Market, and the North Carolina Music Hall of Fame.
- An annual music festival or event associated with Coltrane and the state's musical legacy must occur, to be held within the Washington Drive District.
- A strong operator/promoter, management, and marketing strategies will be necessary (e.g., linkages with

MUSEUM FEASIBILITY

Furnitureland South, The Market, and others to be developed as part of the implementation plan).

Preliminary Concepts & Program

Two preliminary concepts have been developed for consideration, along with an accompanying development program. A “local/area scale” project would rely more on the local residential base in High Point, with inflow (particularly schools) from throughout the Piedmont Triad, plus existing visitors to the furniture market and furniture shoppers. A “regional/national scale” project would rely on the aforementioned markets, but would also be promoted as a destination for organized tours and for pass-through tourists and destination visitors from a broad national and international market base. Even then, the scale is still smaller than several local history museums in the Triad.

Alternative 1: Local/Area Scale

This modest-scale project would help fill a gap in Downtown High Point’s entertainment offerings and would attract tourists and other visitors (particularly school and church groups) from throughout the Triad. The project would include an integrated program anchored ini-

tially by a 5,000 to 9,000 square-foot museum/visitor’s center. The museum/visitors center would be located within an existing historic building, ideally the Kilby Hotel / Arcade (621-627 E. Washington Drive), a historic property near the center of the business district. Such a location would not only benefit from historic tax credits and other financial incentives, but the high-profile location is also best placed to generate spin-off within the district.

Clearly, there are physical constraints to the use of this building as a museum. First, the building would need to be adapted for ADA standards, which will add significantly to the cost of rehabilitation. Also, sufficient space for parking must be provided adjacent to the facility. Further, sufficient land or additional building space should be available for possible expansion of the facility over time.

The facility would be marketed as the Coltrane Heritage Center (or possibly the Coltrane Music Heritage Center), and would include interpretation of not only Coltrane’s life in High Point, but also local African-American heritage. Other uses in the building would include a small gift shop/visitors center, office/storage rooms, and a small but trendy family-style café that would be open for breakfast, lunch, and dinner. The facility’s exhibition space could also be used for community functions.

The 1,600 square-foot Coltrane boyhood home would also be rehabilitated and included as a part of the museum experience. While original furnishings have generally not survived, the house can be furnished with period pieces in order to interpret the story. The home would remain in its current location, but visitors would be required to purchase tickets at the visitors’ center located in the main museum. Tickets would (conceptually) allow the visitors to enter both the museum and boyhood home, and possibly also the Rosetta C. Baldwin Museum and a portion of the Penn-Griffin School. These facilities would be included on a walking tour, but visitors could also drive to each, so parking would be provided for all four facilities.

This 10,200 square-foot program would generate initial annual attendance in the 10,200 to 16,100 range (first five years), with opportunities for growth as new exhibits are added. A museum would provide a base for building the collection over time. The facility would also help anchor the district and attract spin-off uses which (although not tested) could include arts and other non-profit organizations, artist studios, African-American art/furnishings galleries, restaurants, and other uses as indicated in the Core City Plan. A summary of the key components and attendance for this

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local/area concept is provided below:

COLTRANE HERITAGE CENTER

Annual Museum Attendance:
10,200 to 16,100 (Start-up Period)

Total Size: 6,500 to 10,200 SF

- Existing Coltrane Home:
1,568 SF
- Jazz/AA Heritage Museum
4,932 to 8,632 SF
 - Exhibition/Community Space
 - Gift Shop/Visitor Center
 - Office/Storage
 - Café

Alternative 2: Regional/National Scale

An alternative development program would be marketed on a grander scale to tour bus companies and as a base for expanding overall destination tourism flow to the city. Interpretation would still focus on Coltrane/jazz and African-American heritage (including the influences of life in the South on Coltrane's music), but the facility would also include interpretation of North Carolina's broader musical heritage.

There is an existing organization in nearby

Thomasville that is sponsoring creation of a North Carolina Music Hall of Fame. However, they do not as yet have a permanent home. The Coltrane facility may provide an exceptional opportunity to wed the concept of a North Carolina Music Museum with the Coltrane legacy into a Coltrane-North Carolina Music Heritage Center. This concept would require a more aggressive marketing budget and community development effort, which will be determined as part of the implementation strategy. In terms of the program, this concept would include the same elements as the local/area program, but at a grander scale and with the added attraction of regular entertainment.

The facility would require 16,500 to 19,100 (or about 20,000) square feet to accommodate a more extensive program, including a 15,000 to 18,000 square-foot museum/heritage center. A review of the Hall of Fame's existing collection suggests that there is not much yet for display (other than posters, for example). However, there is a need for space to accommodate growth, as the North Carolina music heritage collections expand over time.

This concept would incorporate live entertainment in a restaurant/club setting, with regular performances of jazz, blues, and various forms of North Carolina music. The venue would be

positioned as an "incubator" of North Carolina musical talent to attract State funding and also attract talent. The specific program for the restaurant/entertainment function must still be refined, but the general concept is that it will be integrated with the museum, but it will have separate "art deco" signage and entrance onto Washington Drive to evoke the jazz era and to expand and diversify the business district. As explained on pages 64-66, each of the three targeted candidate sites for the museum features an existing historic building that might be adapted for the restaurant/club. Regardless of which site is ultimately selected, there should be sufficient interaction between the restaurant/club and the museum.

While the market for other restaurants was not tested, it is hoped that the anchor museum/restaurant/entertainment facility would help to generate spin-off potential for additional restaurant venues in order to expand the destination attraction. The local market is nevertheless a constraint, so *caution* is given towards conceptualization of a district dependent on significant restaurant activity. In planning for additional uses, it would be strongly advised to focus on the two blocks between Centennial Street and Hobson Street, which is where short and mid-term redevelopment activity is most likely to occur.

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COLTRANE-NORTH CAROLINA MUSIC HERITAGE CENTER

Annual Museum Attendance:
25,900 to 30,100 (Start-up Period)

Total Size: 16,500 to 19,100 SF

- Existing Coltrane Home: 1,568 SF
- Jazz/AA/Music Heritage Center*: 14,932 to 17,532 SF
 - Exhibition/Community Space
 - Gift Shop/Visitor Center
 - Office/Storage
 - Restaurant/Club With Live Entertainment

* Possible inclusion of NC Music Hall of Fame

Potential for Phasing

Although the preceding pages have compared a “local/area” scale museum with a “regional/national” scale museum, it is noteworthy that a phasing approach might also be considered. So long as sufficient space is reserved for a future physical expansion, the local/area scale museum might be initially pursued with the idea that it could ultimately grow into a regional/national scale facility.

While a museum interpreting the legacy of John Coltrane can be a strong draw for tourists, it is the total package of related sites that has the potential to make the Washington Drive District a special destination. That package includes the Penn-Griffin School, the Coltrane boyhood home, and various historic buildings on Washington Drive, such as the Kilby Hotel. Rather than functioning as a random collection of sites, it will be important that a comprehensive and coordinated interpretation strategy be employed to be sure that a consistent story is told and to maximize the value of each site.



Source: Library of Congress



MUSEUM LOCATION

Site Selection Criteria

Although the location of the John Coltrane boyhood home has been pre-determined by its historic location, the options for the proposed museum are less limited. To help identify the optimal location for the museum, the following criteria were employed:

- **The site should be located on Washington Drive** for visual and vehicular accessibility, as well as to leverage economic benefits to the Washington Drive District.
- **The site should not be located too close to Centennial**, as doing so would be missing the opportunity to draw people down Washington Drive, becoming aware of its opportunities, and perhaps spending time there.
- **The demolition of a historic or architecturally significant building should not occur** as a result of the museum's location.
- **The permanent and main portion of the museum should not occur in a historic building.** Historic buildings generally do not lend themselves to the space and lighting control requirements of a state-of-the-art modern interpretive center. However, the short-term use of a historic building as the main museum and/or the long-term use

of a historic building as a component of the museum is appropriate. Also, the Ritz is an exception to this rule, as its lack of windows because of theatre use make it more viable as a museum.

- **The site should be large enough to accommodate parking** or be located in very close proximity to potential off-site parking.
- **The site should be large enough to accommodate future expansions** if subsequent phases of the museum's life warrant such expansion.
- **The site's acquisition must be feasible** with respect to both the cost and the owner's willingness to sell.



Although this plan strongly encourages the rehabilitation and adaptive reuse of the district's historic buildings, most such buildings would generally not lend themselves to serving as the main component of the museum on a long-term basis. Among the many constraints they pose are small floor plates that require multiple floors to be used, a lack of unobstructed interior space, and difficulty controlling lighting because of the number of windows (which should be preserved).

Sites Considered

Based upon the criteria outlined above, three sites were identified and studied further. A concept plan graphic on the following page illustrates their locations and examines the three sites in terms of their potential square footage and the potential for on-site parking. Because of the relatively even values of each site's vacant land, the values of the vacant land are not addressed here. Below is a summary of each site, including its strengths and weaknesses:

Site A: Foot of Hobson

Most of this site is vacant and owned by the First Baptist Church Trustees. It is now used for parking. This site also includes the McCollum Building, which is owned by Joseph McCollum and is currently being used for a tax services business, political campaign headquarters, and a screen printing business. The property's assessed value is \$64,600, and the estimated rehabilitation cost is roughly \$63 per square foot. This building has 1,625 square feet per floor. Combined with a potential new three-story building for the main portion of the museum facility, a total of 19,525 square feet could be created. A total of approximately 33 parking spaces could be developed on-site, although they would need to be located beneath the building.

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Pros

- Proximity to the Kilby Hotel
- Location at the “visual termination” of Hobson

Cons

- The McCollum Building already has viable uses, so adaptive reuse is of limited value
- The site’s “visual termination” merits are diluted by Hobson’s low volume of traffic
- Costs of structured parking would be high

Site B: Next to Kilby/Arcade

As in the case of Site A, this one features a vacant parcel adjacent to an older building that might be incorporated into the facility - the Arcade Building next to the Kilby. The assessed value of the Arcade property is

\$73,600, and the rough estimate for rehabilitation costs is \$266 per square foot. The Arcade’s first floor features 2,100 square feet, and when combined with a new three-story building, a total of 19,125 feet would be created. On-site parking could be provided for 26 parking spaces. With respect to current ownership, the Arcade is owned by William Joseph McElrath and the vacant adjacent lot is owned by Reginald Gudger.

Pros

- Proximity to the Kilby Hotel

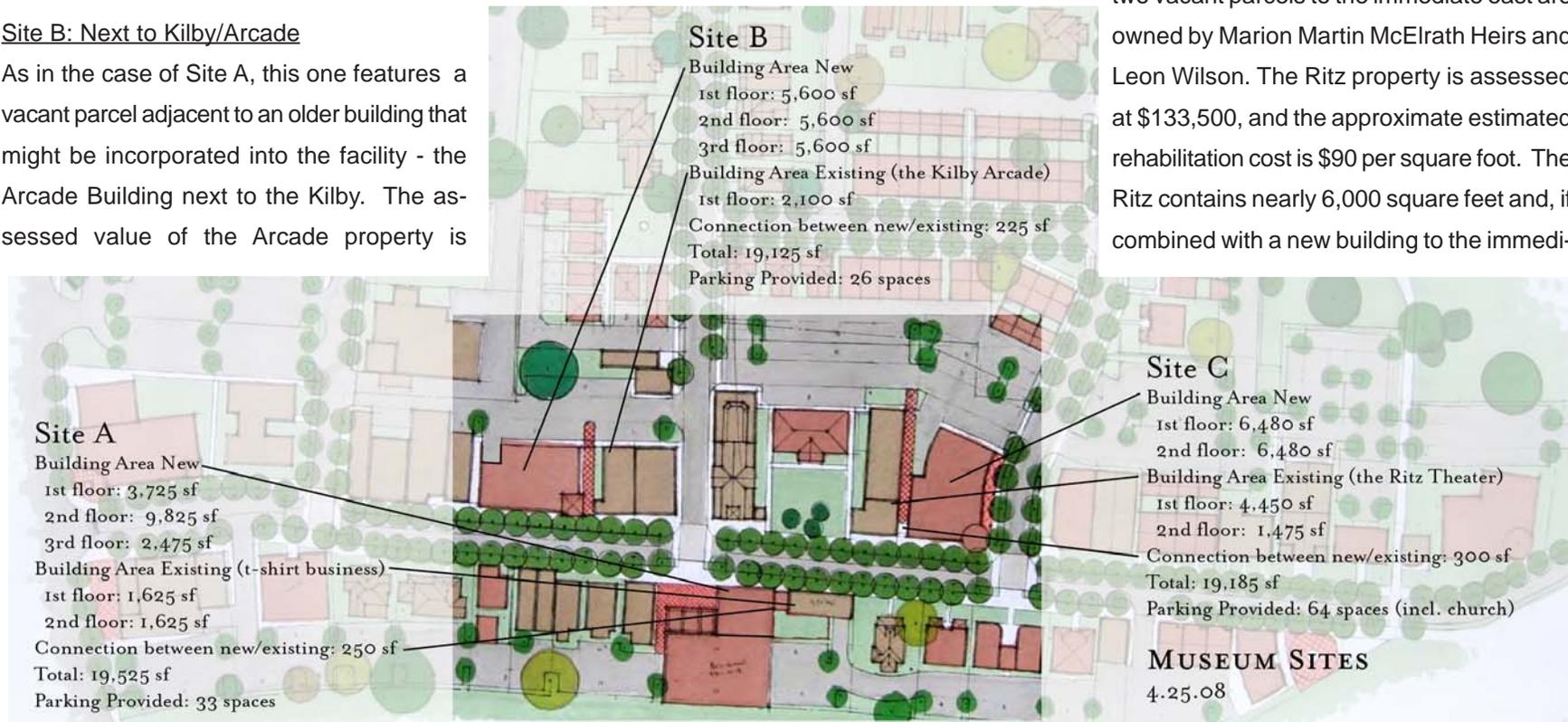
- The rehabilitation and adaptive reuse of the Arcade

Cons

- Exceptionally high costs for the rehabilitation of the ground floor of the Arcade

Site C: Next to the Ritz

As with the other two sites, this one features an older building on one parcel next to vacant property. As with the other two sites, multiple owners are involved. The Ritz Theatre is owned by Virginia Sanchez, while the two vacant parcels to the immediate east are owned by Marion Martin McElrath Heirs and Leon Wilson. The Ritz property is assessed at \$133,500, and the approximate estimated rehabilitation cost is \$90 per square foot. The Ritz contains nearly 6,000 square feet and, if combined with a new building to the immedi-



MUSEUM LOCATION

ate east, a total of 19,185 square feet could be created. When combined with the adjacent church parking, which would likely be available during most times, a total of 64 parking spaces would be available.

Pros

- Directly adjacent to a large parking lot
- The rehabilitation and increased utilization of the Ritz Theatre

Cons

- Three different property owners are involved

Site Recommendations

The good news is that all three sites are viable, which will make negotiations with prop-

erty owners an easier task (and potentially more affordable). With respect to costs, the acquisition costs for vacant land and the construction costs for new development will be relatively close for all three. The assessed values of the McCollum property and the Arcade are very close (\$64,600 and \$73,600, respectively). The Ritz is assessed at \$133,500. The rehabilitation costs for the three historic buildings range from \$63 per square foot for the McCollum Building to \$90 per square foot for the Ritz to a much higher \$266 per square foot for the Kilby/Arcade, although only 2,100 square feet of the Arcade is proposed for use related to the museum. In short, however, as conveyed on page 41 of the museum study (Appendix B of this plan), *the total property acquisition and development*

costs for all three sites are within roughly \$200,000 of each other, so costs are not a significant factor in distinguishing the sites.

Of the three, Site A (foot of Hobson) is the least desirable because of site constraints requiring structured parking and precluding future expansions. Also, relative to the other two sites, the McCollum Building is currently the most utilized. Site B is attractive because of its adjacency to the Kilby and potential to rehabilitate the Arcade, and it is close to the nearby church parking, which might be made available. Site C, however, is perhaps the most attractive because it might be able to use adjacent church parking for overflow parking and it would have the most land for potential future expansions, regardless of land acquisition involving three separate owners.

In conclusion, **the priority rankings are illustrated on the plan at left.** It is noteworthy that this plan differs from the master plan shown elsewhere in this plan document because it shows each of the three candidate sites as being developed with the proposed museum as it might hypothetically be designed at each site.



MUSEUM DESIGN



This rendering of the proposed new museum and attached jazz-themed restaurant/club is very hypothetical and represents only one of many design options. The goal of its design is to create a building that is interesting and has a strong presence on the street. However, it must also fit into its surrounding context with respect to its form, scale, materials and certain design elements so that it can peacefully coexist as a good neighbor.

COLTRANE HOUSE

John Coltrane's boyhood home is located at 118 Underhill Street, less than a block from Washington Drive. Although it is located east of the Washington Drive District, it is within close proximity. The City of High Point acquired the property in 2005 and currently rents it as a residence. There has been a great deal of interest lately in restoring the house to its condition when Coltrane lived there. A University of North Carolina - Greensboro class prepared a research paper on the property in the Spring of 2008, and some of its information has been used in this section of the plan. Because of difficulties gaining access to the house, this section has limitations and has had to rely on a variety of information sources.

History

John Coltrane's family moved to High Point when he was an infant. Coltrane was raised in this house on Underhill Street and attended High Point public schools. He graduated from William Penn High School in 1943, where he was a founding member of the school band. Coltrane left High Point after graduating from high school to follow his mother to Philadelphia, where she was working at the time.

John Coltrane lived in a few homes over his lifespan. His home from 1952-1964 in Phila-

Coltrane House: Information Summary

Owner: City of High Point
Address: 118 Underhill Street
Existing Building Use: Residence
Square Footage: 1,568SF
Assessed Building Value: \$33,200
Total Assessed Property Value: \$42,200
Estimated Renovation Cost: \$75,000-\$94,000
Parcel Number: 18-00-0229-0-0011-00-018

delphia was declared a National Historic Landmark in 1999. Another house in Dix Hills, New York, where he lived for three years before his death, is on the New York and National Reg-

isters of Historic Places. Within this context, it seems more than fitting that his home in High Point, North Carolina, where he grew up, should gain equal historical recognition, financial support, and community interest.

Building Condition Assessment

The home was built in 1922 and is currently in substandard condition. Within the last two years the City of High Point prepared a detailed report on the house (prepared by the City's Facilities Services Director). Since then the heating system has been replaced and the water supply has been repiped.

During that time there were a host of issues



Despite previous discussions in the community about the idea of moving the Coltrane House (middle house above) to some other location, it is important for interpretive purposes to leave it in its original context. It is the surrounding fabric of the neighborhood that John Coltrane grew up in, not merely a house. Fortunately, it is located within close proximity to Washington Drive and has the potential to benefit from nearby parking opportunities.

COLTRANE HOUSE

discovered regarding the property. An excerpt from that report is included below:

“In the exterior, the roof and truss system display multiple signs of deterioration from water and exposure including significant amounts of wood rot. The gutters and down spouts are damaged and/or missing. The fascia board and soffit require repair/replacement. The front porch deck has “buckled” and needs replacing. Siding covers the exterior walls but it is probable that there is damage to the original clapboard siding. The carport has significant wood damage (roof) and the structural integrity is questionable. Damage to several window casings is evident.

The back porch is essentially “boarded-up” with handrails missing. All exterior wood surfaces require scraping, priming, and painting (lead paint is probable). In the interior, the electrical system is original and requires replacement.

In the upstairs, the bathroom floor has water damage and requires repair/replacement. Toilet and sink fixtures require replacement. I was not granted access to all upstairs bedrooms however the ones inspected show signs of damage around window casings as well as ceiling and wall damage from previous leaks, (tenant reports that there are no active leaks currently). All upstairs walls and ceilings require painting and all floor finishes need replacement, (asbestos probable in floor mas-

tic, lead paint probable). The stairs have some soft spots and require reinforcement.

Downstairs the kitchen ceiling has been damaged from the bathroom sewer leaking (bathroom located above kitchen). The hot water heater needs to be relocated and the exhaust stack properly vented. The area where the hot water heater exhaust stack penetrates the chimney appears to contain asbestos. The back porch requires a complete rebuild and the installation of missing windows. Other rooms in the house were difficult to inspect due to the amount tenant owned materials. All walls and ceilings require patching and painting and all floor finishes require replacement. Hidden damage to the flooring system is probable.”

A more recent evaluation of the building by the City revealed that the original windows, doors and door casings still exist. The win-

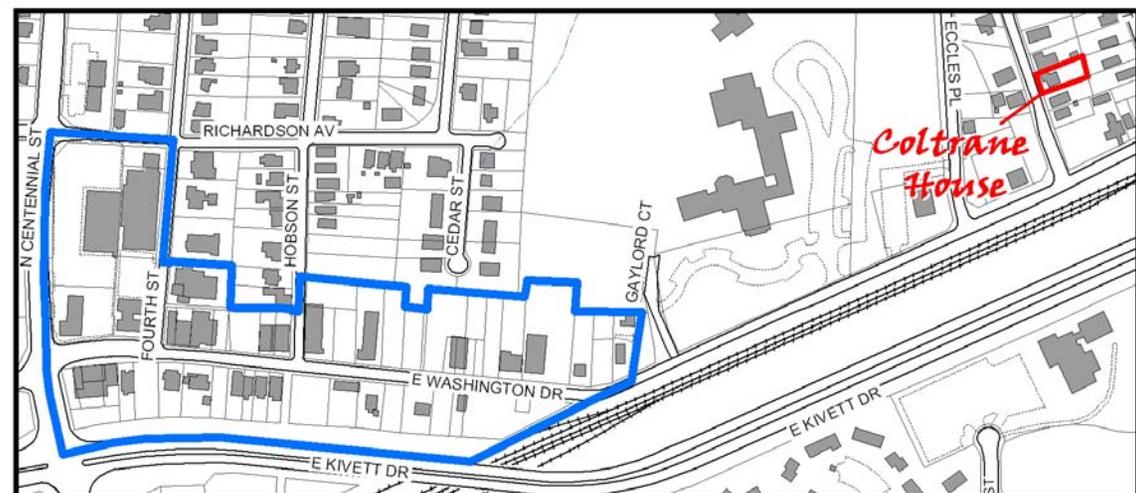
dows are six-over-one double hung sash windows, although the lites in the top row of the upper sash are smaller than the lower row within that sash. There are also some nice built-in woodwork details in the house.

Recent & Future Improvements

Within the past few months the City has made additional repairs to the structure to stabilize it and to improve the living conditions for the current tenant. These improvements have included a new roof, repairs to the front porch, and the installation of a new kitchen and bathroom. The workers followed an overall philosophy of making any changes reversible.

Rehabilitation Standards

As a starting point for the next stage of work, phase one and phase two environmental as



COLTRANE HOUSE

assessments are recommended. Those reports should adhere to ASTM (American Society for Testing and Materials) standards. An explanation of such assessments is provided on page 18. Also, the rehabilitation of the Coltrane House should follow the North Carolina Rehabilitation Code to provide maximum flexibility for its reuse and the federal Secretary of the Interior's Standards and Guidelines for Rehabilitation to insure that the highest level of historic integrity is maintained.

Parking & Streetscape

While the treatment of the Coltrane House is certainly important, if access to the property is not also user-friendly and attractive, visitation may not thrive. Below are recommendations for parking and improvements to the streetscape:

Parking

It is important that sufficient parking be available for the Coltrane House. During most days and hours, it is expected that no more than a few parking spaces will be needed, particularly since some on-street parking will always be available. However, because on-street parking should not be dominated by tourists to the detriment of nearby residents, a small parking lot will be needed. Several alternatives were considered for an off-street parking facility. Among the considerations that led to the selected option were the following:

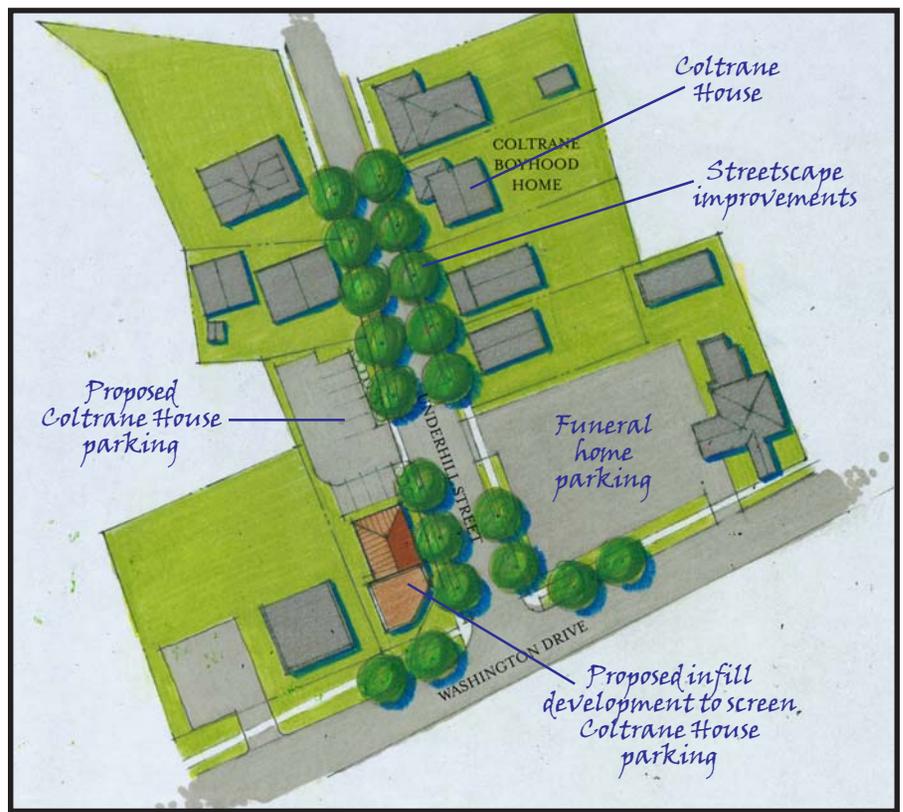
- Land acquisition for the parking lot should avoid multiple property owners if possible.
- The parking lot should not degrade the quality of its associated streetscape (parking should be screened by buildings, landscaping and/or a fence or wall).
- Access to the parking lot should be a safe distance from street inter-

-sections.

The resulting proposed parking lot is located just west of the Coltrane House and includes eleven parking spaces. The lot would be screened from street views by a proposed building to the south and landscaping to the east. Furthermore, the funeral home owners should be approached to see if their parking could serve as overflow and bus parking when compatible with their schedule.

Streetscape

It is recommended that the streetscape adjacent to the Coltrane House feature sidewalks in a good physical condition, a generous number of street trees, and sufficient street lighting to ensure safety. However, it should not be noticeably different from the balance of the area's streetscape.



MUSEUM BUSINESS PLAN

The details of the business plan and other components of this plan’s museum study can be found in Appendix B. The following is a summary.

music heritage collections expand over time.

Cash Flow Model

A five-year cash flow model was developed to test the requirements for generating positive Net Operating Income (NOI). The results of

this model are detailed in Appendix Table A-1 of the full report (Appendix B of this plan) and summarized below. The model generates income based partly on the market projections detailed previously. Both earned and unearned income is projected. Expenses are determined based primarily on the operation of comparable museums and on experience in the field.

The museum would have a stabilized annual operating budget in the \$500,000 range. This is consistent with comparable museums of this size (in terms of exhibition space), but there is also an assumption that the restaurant and entertainment component will generate significant income to cross-subsidize the operation of the museum.

Based on experience, the initial years of operation will generate higher-than-average ad-

John Coltrane Jazz Museum & North Carolina Music Hall of Fame

Annual Museum Attendance: 25,900 to 31,100 (Stabilized Year 6)

<u>Jazz Museum/Hall of Fame</u>	<u>16,500-19,100 Square Feet</u>
• Exhibition/Community Space*	8,750-11,350 sq. ft.
• Gift Shop/Visitor Center	800 sq. ft.
• Office/Storage - Support	2,850 sq. ft.
• Jazz Club / Restaurant Café with Live Entertainment	4,100 sq. ft.
• Existing Coltrane Boyhood Home	1,568 sq. ft.

**Including the N.C. Music Hall of Fame, Coltrane Story, Roots of Jazz, Washington Drive African-American Entrepreneurs & Community Heritage Exhibit, Special Exhibitions, and Music Listening Room and/or recording booth*

Development Program

Based on the attendance projections and the concepts as presented on pages 61-63, a development program has been proposed (see summary above). The program would require 16,500 to 19,100 square feet to accommodate the concept, including a museum/club. A review of the Hall of Fame’s existing collection suggests that there is not much yet for display. However, there is a need for space to accommodate growth as the North Carolina

Net Operating Income Summary

<u>Factor</u>	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>
Income	\$559,300	\$468,600	\$378,000	\$451,200	\$524,400
Expense	\$498,300	\$463,800	\$429,400	\$463,800	\$498,200
NOI	\$61,000	\$4,800	(\$51,400)	(\$12,600)	\$26,200
Reserve	\$61,000	\$65,800	\$14,400	\$1,800	\$28,000

Note: All numbers have been rounded up from those shown in Appendix Table A-1

MUSEUM BUSINESS PLAN

missions and revenue stream due to the excitement of opening a new, regional attraction. The overall visitor base is likely to taper off after the initial opening, resulting in a decrease in revenue stream. But, admissions will gradually stabilize or increase marginally as marketing of the museum begins to have an effect. A key factor in the marketing of museums is the requirement for generating repeat local visitation through the addition of special exhibitions, events, and new displays or experiences. In addition, this museum has potential to expand its capture of the regional and national market base through aggressive outreach and marketing. By Year 5, it is expected that the museum will also begin to generate revenues through loans, tours, and special exhibitions. Growing admissions and new income from special exhibitions and publications will help to bring revenues back in line with expenses.

Revenues will exceed expenses during the first two years of operation, which will enable the museum to establish a Reserve Fund. Use of this reserve fund will help sustain the museum during an initial period of decreased admissions in years 3 and 4. By Year 5, income will again exceed operating expenses. Overall, if the museum performs as expected at

opening, it will create a relatively sustainable base for operations by Year 5. The full report for this museum business plan (Appendix B) includes detailed revenue and expense assumptions.

Indicative Construction Costs

“Indicative” construction costs have been estimated for development of the museum at each of the three potential sites. These cost estimates are provided in Appendix Tables A-2 through A-4 of the full report (Appendix B of this plan). However, a detailed architectural study would need to be conducted to refine and estimate the true likely costs of construction. Nevertheless, the following cost estimates provide some indication of the scale of likely expenditures and the requirements for

fundraising. The estimates also help to differentiate the financial costs and benefits of each site.

Construction of the facility would require at least \$7.0 million for estimated and assumed acquisition, design, contracting, and hard and soft construction costs. Since there is insufficient information on the actual architectural and engineering requirements for each site, there is very little differentiation of the sites based on cost. However, Site C would offer the best opportunity for parking and for long-term expansion, as well as for rehabilitation of existing building space, even though there would be a higher short-term cost from acquisition.

Indicative Cost Summary

	<u>Site A (McCollum)</u>	<u>Site B (Kilby)</u>	<u>Site C (Ritz)</u>
Acquisition	\$ 371,700	\$ 278,200	\$ 725,500
Museum	\$4,026,000	\$4,307,800	\$3,872,000
Fit-out & Exhibits	\$ 962,300	\$ 983,500	\$ 950,800
Site Improvement	\$ 262,400	\$ 277,200	\$ 216,200
Parking	\$ 132,000	\$ 78,000	\$ 192,000
Design	\$ 322,100	\$ 344,600	\$ 309,800
Contingencies	\$ 564,000	\$ 592,200	\$ 547,900
Legal + Insurance	\$ 42,500	\$ 42,500	\$ 42,500
Reserve	\$ 47,800	\$ 47,800	\$ 47,800
Fee	\$ 191,000	\$ 191,000	\$ 191,000
TOTAL	\$6,921,800	\$7,142,800	\$7,095,500

MUSEUM BUSINESS PLAN

Funding & Implementation Strategies

Based on the market potentials and financial viability assessment, and with an understanding of the museum's role in the overall revitalization of the Washington Drive District, a preliminary Implementation Plan has been developed. The Implementation Plan focuses on developing the initial organization and structure for carrying the development and operation of the museum forward. Once a structure has been established, the governing entity or board would focus on creating a capital development plan to fund detailed design work and construction. Fundraising for operations and development of an operations plan would then take place. Baseline funding sources are identified by type, with a recommendation to establish a healthy mix of earned and unearned income for the sustainable operation of the museum.

Museum Operating Structure

It will be critical to establish an exploratory committee as soon as possible to decide whether to initiate further studies, planning, and fundraising efforts. The appropriate structure should also be explored as the next step towards implementation. One possibility is for the museum to operate under the auspices

of (or as a subsidiary of) the High Point Museum. While an existing local museum board exists, it will be important to focus attention on the development of this new facility and bring regional and national interests to the table in order for such an endeavor to succeed.

As part of a non-profit, educational and cultural organization, the museum will have the ability to access grant funding from a variety of public and private sources, and is likely to benefit from tax-deductible individual contributory income. However, it will be important for the museum to have the support of the City of High Point, and to be affiliated strongly with the High Point Museum.

Marketing Plan

A marketing plan will need to be created and focus on developing the local and regional markets, as well as promoting the museum to tourists using the following methods:

- Incorporate the museum into local and regional African-American heritage marketing efforts, and conduct outreach to historically African-American colleges and universities.
- Work with local groups to develop a jazz or other music festival for Washington Drive, with the museum and jazz club/café as key anchor venues.
- Work with Triad and Triangle schools on the development of an education component fo-

cusing on African-American heritage, North Carolina history, and music.

- The tourism component will include the development of relationships with the High Point Market, hospitality companies, and furniture retailers to create visitor packages.
- A key component of local (High Point) and regional (Triad, Triangle, and Charlotte) marketing will relate to promotion of the live entertainment associated with the jazz club and café, which would feature not only live jazz acts, but also other North Carolina musicians ranging from bluegrass and shag to rock and hip hop.

Fundraising & Development Plan

Once created, this plan will address the following issues (potential sources are listed in the full report in Appendix B):

Local, State & Federal Grant Process

- Stabilized year minimum target: \$70,000
- 40% from local sources (\$30,000)
- Special restricted grants (special exhibitions, visiting curator, upgrading, etc)
- Resources shared with High Point Museum to cover certain administrative costs

Foundation Grant Support

- Stabilized year minimum target: \$50,000
- Additional corporate fundraising, e.g. sponsorships and special restricted grant funding (special exhibitions, visiting curator, upgrading, etc.)

Individual Fundraising & Gifts

- Stabilized year minimum target: \$8,000 - \$10,000

Events (annual dinner, concert, etc.)

- Stabilized year minimum target: \$30,000 (net)

WASHINGTON DRIVE NEIGHBORHOOD: OVERVIEW

As the previous sections reveal, the main focus of this plan is the Washington Drive District - the three-block commercial corridor of Washington Drive located in the southwest corner of the Washington Drive Neighborhood. Nevertheless, the defined “secondary study area” for this plan is indeed the broader neighborhood. In fact, one of the key objectives of revitalizing the commercial district is to leverage benefits to the neighborhood.

History

The Washington Drive Neighborhood developed primarily during the first half of the twentieth century. This historic neighborhood was not only home to world-famous jazz musician John Coltrane, but it has also been home to numerous civic leaders over the years. The neighborhood has a long history as the pre-eminent African-American residential district of High Point. A plan prepared for the neighborhood in 1995 indicates that the area is eligible for inclusion in the National Register of Historic Places. The neighborhood includes numerous historic residential structures, as well as the former High Point Normal and Industrial School (now Penn-Griffin School for the Arts). Another place of note is the Daniel Brooks public housing complex, designed by



WASHINGTON DRIVE NEIGHBORHOOD: OVERVIEW

the prominent architects Voorhees and Everhart.

Existing Conditions

Bound by Kivett on the south, Montlieu on the north, Centennial on the west, and College on the east, this neighborhood consists primarily of two areas on either side of a large ravine. The western side of the neighborhood, closer to downtown, is characterized by older, relatively poor-quality housing stock. The east side includes vintage 1920s housing, some of which is in fair condition.

Within the eastern half of the neighborhood is a cluster of public housing south of Montlieu Avenue - the Daniel Brooks public housing development. It stands out on a map because it has such a contrasting development pattern from the balance of the neighborhood. Rather than single-family houses, it consists of buildings with multiple units, and lacks individual lots and a street system.

Previous Plans

Washington Drive Plan (1995)

Entitled the *Washington Drive Redevelopment Plan*, this plan was based upon meetings with the Washington Drive Neighborhood Associa-

tion and other stakeholders. It identified the following issues: deteriorating housing conditions, vacant lots and abandoned properties, a lack of homeownership, a lack of sidewalks along College Drive, a need for traffic calming on College and Montlieu, insufficient street connectivity, and the need to revitalize the Washington Drive commercial district. It is noteworthy that these same general conditions still exist.

Because the issue identified as most important was improving housing conditions, the plan recommended the following: assistance to both homeowners and owners of rental property for housing improvements; assistance with the development of new houses on vacant lots; and assistance to low- and moderate-income homeowners. The plan also recommended that eminent domain be used to acquire vacant, abandoned, and dilapidated properties from “uncooperative property owners” who showed no interest in either redeveloping or repairing their properties, so they could be rehabilitated/developed for resale to first-time homebuyers. The plan did not recommend any zoning changes, nor did it advise pursuing designation of the neighborhood as a National Register District.

Core City Plan (2007)

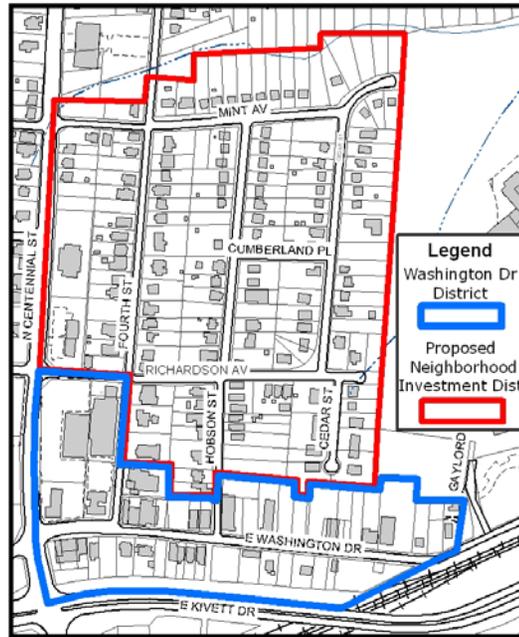
The Core City Plan concurred with the Washington Drive Plan’s recommendations in general, but with some specific exceptions. The Core City Plan suggested that various zoning changes would be required to improve the neighborhood, and National Register designation should be pursued for targeted eligible areas. The plan noted that the Washington Drive commercial district, in particular, could benefit by such designation because of the federal and state investment tax credits that would become available for qualified building rehabilitation projects.

WASHINGTON DRIVE NEIGHBORHOOD: SURVEY DATA

Survey Area

On July 30, 2008, staff from the City's Planning and Development Department conducted a field survey of building conditions in the proposed Neighborhood Investment District (NID). A map of the proposed NID is to the right and an explanation is on page 87-89. The proposed NID is bound roughly to the north by the rear property lines along the north side of Mint Avenue, the northern boundary of the Washington Drive District on the south, Centennial Street on the west, and the Penn-Griffin campus on the east.

There are 132 buildings in the survey area, including two churches, a strip shopping center, a homeless shelter, and a vacant building with two commercial units. The rest of the buildings are mostly single-family detached residences, but there are three boarding houses, which were counted as single residential units, and six duplexes. In total there are 134 housing units in the survey area. There are also eighteen undeveloped lots and three parking lots in the survey area.



Building Condition Categories

The assessment of building conditions was based on a visual inspection of the exterior of the buildings. Given the method used, it is possible that the conditions of the buildings may differ significantly on the interior. There is also a certain amount of subjectivity that is inevitable when visually assessing buildings. Four general categories were used to classify the condition of the buildings – good, fair, poor, and very poor. The following is a brief description of each category:

- 1) **Good** – There are no signs of damage to any of the structural elements (such as the roof, windows, and foundation) and the appearance of the exterior is generally clean, usually with a well-kept front porch and/or healthy landscaping. These might be considered standard or above average buildings.
- 2) **Fair** – These buildings may have some signs of minor damage to structural elements that require work, but not to the point of causing the building to be unsafe (such as chipped paint, missing shingles, broken awnings) and have modest porches and some landscaping. These might be considered average or deteriorating buildings.
- 3) **Poor** – There are signs of damage to the structure that, if not addressed, would result in the building being unsafe (e.g. broken or missing windows, portions of roof sagging, cracked foundation) and no porch or minimal landscaping. These might be considered below average or deteriorated buildings.
- 4) **Very Poor** – This category is reserved for buildings that have severe structural damage that make them unsafe for human habitation, and may also have overgrown landscaping. These might be considered blighted buildings and immediate efforts should be made to rehabilitate the building or demolition should be considered.

WASHINGTON DRIVE NEIGHBORHOOD: SURVEY DATA

The following is a summary of building conditions in the Neighborhood Investment District:

Condition (132 Buildings)

Good	76	57.6%
Fair	31	23.5%
Poor	23	17.4%
Very Poor	2	1.5%

Staff also reviewed tax records to determine the housing occupancy of each residence in the survey area by comparing the address of the house with the address listed for the owner. If the addresses matched, the house was considered owner-occupied, and if not, then it was considered a rental unit. Vacancies were determined by verifying whether or not electricity was turned on at the address.

The following is a summary of housing occupancy in the Neighborhood Investment District:

Housing Occupancy (134 Res. Units)

Rental	76	56.7%
Owner-occupied	27	20.2%
Vacant	31	23.1%

As mentioned previously, there are also eighteen undeveloped lots in the survey area that will provide opportunities for residential infill in the future.

Primary Study Area

On July 28, 2008 staff from the Planning and Development Dept. surveyed the primary study area, which includes the historic commercial area along Washington Drive between Centennial Street and Gaylord Court (the western edge of the Penn-Griffin School) and the block bounded by Washington Drive, Fourth Street, Richardson Avenue, and Centennial Street. This area includes 31 buildings, many of which reflect the historic character of this district, which was the cultural and economic hub of the African-American community prior to desegregation.

The following is a summary of building conditions in the primary study area, which were assessed using the same general categories described for the survey of the Neighborhood Investment District:

Condition (31 Buildings)

Good	10	32.3%
Fair	12	38.7%
Poor	7	22.6%
Very Poor	2	6.4%

The following is a list of existing uses in the primary study area, but because many of the

buildings have more than one commercial use or residential unit, the total does not equal the number of buildings:

Land Uses	#
Residential Units (occupied)	8
Residential Units (unoccupied)	5
Religious Institutions	6
Barbers/Hair Salons	5
Civic/Community Buildings	2
Furniture Showroom	1
Grocery Store	1
Laundromat	1
T-shirt Printing	1
Tax Preparation (seasonal)	1
Dentist	1
Funeral Home	1
Restaurant	1
Automotive Repair	1
Upholsterer	1
Vacant Buildings (commercial)	4
Vacant (undeveloped lots)	9
<u>Vacant (parking areas)</u>	<u>3</u>
Total # of Businesses/Units/Lots	52

In terms of the existing residential uses in the primary study area, there are two duplexes (512 E. Washington Dr. and 771 E. Washington Dr.), a building with three apartments (624 E. Washington Dr.), and a two-story building with a ground level business (dentist) and an apartment on the second floor (628 E. Washington Dr.), as well as four single-family residences. The number of oc-

WASHINGTON DRIVE NEIGHBORHOOD: SURVEY DATA

occupied or unoccupied residential units is based on whether electricity was turned on at the address. One of the residential units is actually a boarding house (606 E. Washington Dr.), which was counted as a single occupied residential unit.

Several of the larger commercial buildings are mostly vacant, but were not listed as vacant because they have at least one existing use. For example, the American Lighting Building houses a furniture showroom on the first floor, but the second floor has multiple spaces that are vacant. The Ritz Theatre building includes a barbershop and church, but has some vacant spaces. The Odd Fellows Building has a hair salon on one small section of the ground floor, but the rest of the three-story building is vacant. However, the Kilby Hotel, which is considered a separate building from the Arcade, is vacant. The other vacant buildings are located at 603/605 E. Washington Drive, 609 E. Washington Drive, and 622 E. Washington Drive.

A distinction was also made between undeveloped vacant lots and those lots that are only used for parking. There are three existing parking areas in the primary study area that are

not located on the same parcel as the use they serve.



For the purposes of this building survey, the American Lighting Building has not been considered vacant because of the ground floor furniture showroom space. However, its upper floor space is vacant, a situation shared by many buildings on Washington Drive.

Crime

According to crime statistics from July 1, 2007 to June 30, 2008, the Washington Drive Neighborhood (primary and secondary study areas) accounts for 3.1% of the city's overall crime. Crime rates within the neighborhood are as follows: Personal Crimes (e.g. assault, robbery, rape) - 16.1%, Crimes Against Property (e.g. burglary, larceny) - 41.4%, and all other crimes (e.g. drugs, vandalism, counterfeiting, etc.) - 42.5%. Within these three categories, four of the top five crime types are property crimes, while the only personal crime is assault, indicating that most of the crimes are

property related.

Within the neighborhood there are some concentrations where these crimes are occurring and they will need to be addressed and reduced if this area is going to be revitalized. When the size of the neighborhood is compared to the crime rate, it raises some concern. The land area of the neighborhood accounts for only .7% of the entire city, while the crime rate accounts for 3.1% of total crime. The density of crime (crimes per square mile) in the Washington Drive Neighborhood is 4.7 times higher than the density of crime city-wide. However, on a somewhat positive note, the density of crime in the Washington Drive Neighborhood is slightly below average in comparison to other similar Core City neighborhoods.

Public safety is vital to the successful revitalization of this neighborhood. This is the basis for the plan's recommendation of increasing police presence within the neighborhood by working with police and the community to develop neighborhood watch programs, crime prevention education campaigns, and achieving a more visible police presence, particularly in the Washington Drive business district.

NEIGHBORHOOD PLANNING PRINCIPLES

Once the existing conditions of a neighborhood are understood, but before a revitalization plan can be crafted, it is important to identify a set of principles to guide the planning process. The following principles were applied to neighborhoods in the Core City Plan, and they are still applicable to the Washington Drive Neighborhood:

Discernable Boundaries - Do not allow neighborhoods to get chipped away at their edges by incompatible uses and development forms. Employ design measures to accentuate their boundaries through features such as gateway treatments and street tree plantings.

Varied Housing Options - Neighborhoods should be diverse by offering a range of housing types, including single-family houses, multi-family units, townhouses, and similar options. Neighborhoods should respond to a range of income levels, and they should meet the housing needs of people during every stage of their lives so they are not forced to move to another part of the community simply because they reach a new stage of their life.

Both Older & New Housing - The vast majority of housing within the Washington Drive Neighborhood dates from prior to 1950. While

there are some houses so deteriorated that demolition and replacement is the most viable option, most houses are in relatively good condition. Most of those that are not can be and should be rehabilitated. It is older architecture that gives the Washington Drive Neighborhood its positive character, and it is one of its competitive advantages that will attract new residents as revitalization occurs. Consequently, rehabilitation must be done in accordance with recognized preservation standards that retain important architectural elements. Because there will always be a certain percentage of the market that desires new housing, and given that vacant lots are a detriment to neighborhoods, new infill housing is also an important element of neighborhood revitalization. For the same reason that it is vital that older houses be rehabilitated appropriately, it is critical that new housing be architecturally compatible with its context. See page 84-85 for housing design principles. The only way to insure that appropriate design occurs is for the City to adopt very specific design standards that are mandated for all rehabilitation and new development.

Mixed-Use Neighborhood Centers - Neighborhood centers can range in scale from

a small corner store to a mixed use district such as the Washington Drive District. Regardless of its specific characteristics, every neighborhood should have some sort of center either in it or near it for convenience goods and services, for socializing, to encourage pedestrian travel, and to serve as a cultural focal point for the neighborhood that helps to lend the area its identity.

Parks & Recreation Facilities - A variety of park and recreation facility types should be available to every neighborhood. Parks can range from mini-parks or “tot lots” to larger parks with recreational fields and courts. Likewise, recreation centers can come in a wide variety of forms hosting a range of activities. To the extent possible, park and recreation facilities should be located near existing public facilities or mixed use centers in order to allow the community to informally police them with “eyes on the street.”

Sidewalks & Infrastructure - As confirmed through a combination of field investigations and neighborhood meetings, it is clearly evident that some of the greatest needs in the Washington Drive Neighborhood are simply remedial improvements to bring neighborhoods up to acceptable standards. Many streets completely lack sidewalks, and those few that are blessed with them are

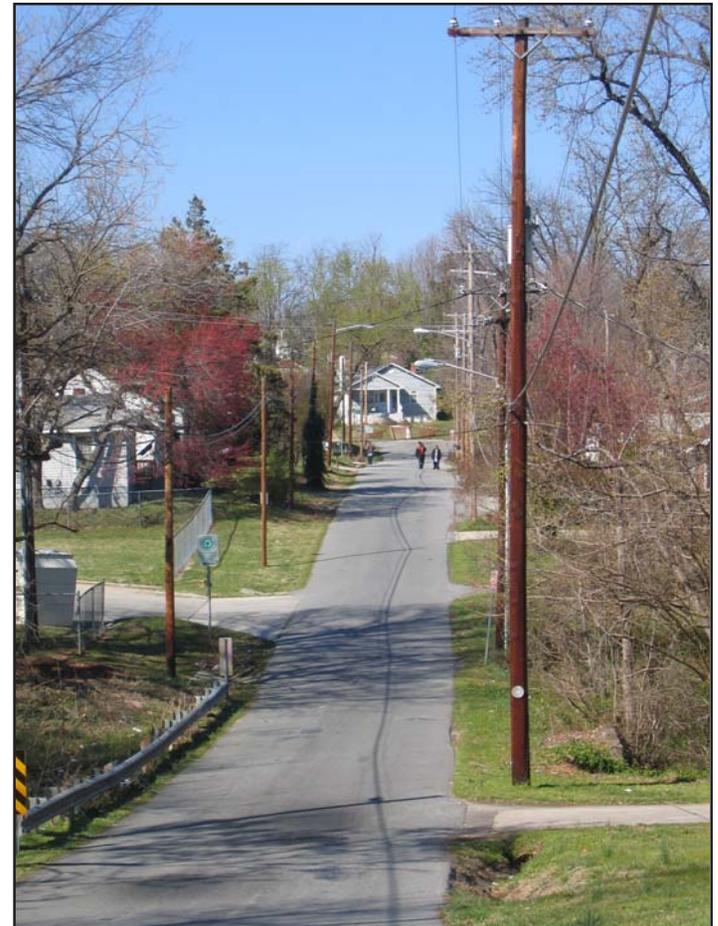
NEIGHBORHOOD PLANNING PRINCIPLES

frequently in disrepair. Similarly, street lights are inadequate in many areas and need to be improved. In fact, the most basic infrastructure will be critical for areas attempting to attract private sector investment in housing rehabilitation and new infill development.

Revitalization Area Targeting - Housing rehabilitation and infill development, as well as the improvement of its supporting infrastructure, should be carefully targeted to specific areas. Rather than randomly improving geographically dispersed lots, specific areas should be rehabilitated on a block-by-block basis. It must be recognized that precious funds are wasted if a new house is located near vacant and deteriorating housing and the area is plagued by crime. Instead, areas need to be controlled in order to protect the investment. See pages 87-89 regarding Neighborhood Investment Districts.

Building Social Networks - As implied above, the social context of an area can be a tremendous determinant of the level of success rehabilitation efforts can achieve. Social services such as day care and community centers and their programs are an important component of revitalization.

Events that allow residents to meet one another are useful, and programs such as neighborhood crime watches are critical to attaining success.



Remedial work such as providing and/or upgrading fundamental infrastructure will be necessary in order to attract investor funding for new or revitalized housing.

RECOMMENDATIONS: GENERAL

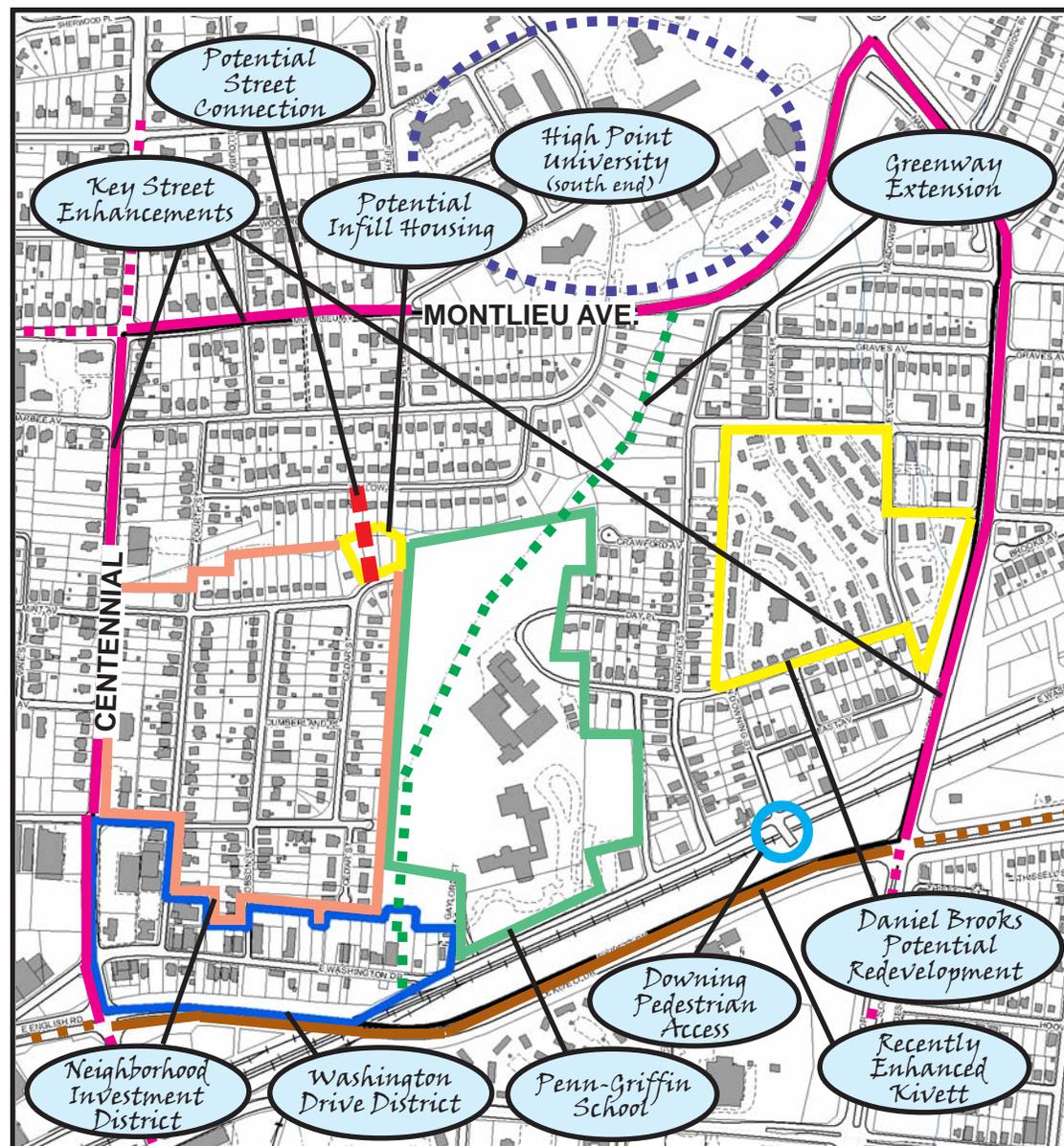
The following recommendations build upon the ideas contained in the Core City Plan and some of them are expanded upon in subsequent pages of this section. Those recommendations that lend themselves to doing so are illustrated on the map at right.

Revitalize and Develop New Housing

Although this neighborhood has its share of deteriorated housing in serious need of rehabilitation, it does not seem to have as high of a percentage of vacant lots as some of the Core City's other neighborhoods.

Rehabilitate Existing Older Houses

As noted previously, the eastern half of the Washington Drive Neighborhood tends to have the better quality surviving architecture. The rehabilitation of those houses that are viable to do so should be pursued over demolition and replacement. Rehabilitation projects should follow the design principles outlined on pages 84 of this plan to insure that the architectural character and integrity of both the house and the surrounding neighborhood are preserved. Because of the strong potential that the Washington Drive District has for revitalization and heritage tourism, houses within a few blocks of this district should be given



RECOMMENDATIONS: GENERAL

particular attention to historic authenticity.

Provide New Houses on Vacant Lots

Relative to some of the Core City's other neighborhoods, the Washington Drive Neighborhood has fewer infill opportunities, particularly groupings of vacant lots within any one particular area. However, an exception to this rule is at the end of Mint Avenue where it terminates along the western boundary of the Penn-Griffin School property. Page 85 of this plan includes a set of principles for infill residential development aimed at achieving architectural compatibility.

Enhance the Street System

Improve Streets Bordering the Neighborhood

In the Core City Plan, eight key streets throughout the Core City were targeted for functional and aesthetic improvements. Four of those serve as boundaries to this neighborhood - Montlieu, Kivett, College and Centennial. All are important gateways to the Washington Drive Neighborhood, and plans for their improvements must be considered with the neighborhood in mind. In particular, traffic calming measures are needed to make the neighborhood more pedestrian-friendly (see pages 24-26 of the Core City Plan for more on

traffic calming). The City recently completed major improvements to Kivett, including sidewalks, landscaping, and attractive lighting. It should serve as a model for improvements to the other key streets bounding the neighborhood.

Explore North-South Street Connection

One existing drawback for the neighborhood's western half is the limited options for north-south connections. At present, the only way to access the Washington Drive District from

Montlieu is to travel south on either Centennial or Fourth Street. One option that should be explored is the extension of Cedar Street north to Willow Place. While this connection would utilize a vacant lot at the east end of Mint, it would also require the elimination of a house fronting Willow. Furthermore, a significant topographic challenge, including a small stream, would need to be overcome. It is recommended that an engineering study be conducted to further explore the viability of this idea. Even if deemed feasible, this connection should be a relatively low priority compared with other plan recommendations.



The recently-completed improvements to Kivett Drive serve as an excellent model for future improvements to streets such as College and Centennial.

RECOMMENDATIONS: GENERAL

Leverage Key Neighborhood Resources

Leverage the Washington Drive District

Although it is physically deteriorated and economically depressed at present, this district's rich heritage and architectural character make it one of the neighborhood's most promising future resources. This belief is based upon the marketability of the John Coltrane legacy, as well as the City's recent purchase of the John Coltrane House for preservation and interpretation. The Core City Plan proposed the designation of Neighborhood Investment Districts (NIDs) for the residential areas surrounding the plan's eight proposed mixed use centers. This recommendation recognized how the surrounding residential areas can benefit adjacent mixed use centers and how, conversely, the mixed use centers can benefit the residential areas. See pages 87-89 for more on a proposed NID for the Washington Drive Neighborhood.

Fully Utilize the Penn-Griffin School

The Washington Drive Neighborhood is the largest neighborhood identified in the Core City Plan as not having a public park, although it is recognized that Washington Terrace Park is located on Washington Drive just east of College Drive. Nevertheless, the Penn-Griffin

School property, which includes a substantial amount of open space, is centrally located within the neighborhood and occupies approximately one fifth of the entire neighborhood's land area. Its current recreational resources are limited and amount to only an informal running track. It is recommended that the site's recreational facilities be enhanced/expanded, and that these facilities and the school buildings be fully utilized by the neighborhood for various activities and programs. Additionally, once the adjacent Washington Drive District begins to revitalize, the school property could be used for both parking and as a venue for special events, such as this plan's recommended music festival. It is recognized that achieving joint-use of the school property will require an agreement between the County school system and the City.

Enhance Pedestrian Connections

Extend the Greenway

As is discussed previously on page 51, the City's closest existing greenway is north of the neighborhood, but the City has plans to eventually extend it south to the north edge of the Penn-Griffin campus. It is recommended that it be extended even further south, follow-

ing the existing stream, to link with the proposed new park at the east end of the Washington Drive District.

Reopen the Downing Street Connection

Downing Street is a north-south residential street that extends from the neighborhood to the north and terminates at Washington Drive. While a pedestrian bridge extending south over the depressed railroad tracks still exists, it has been physically closed off by the City. It is recommended that this connection be improved and reopened for pedestrian traffic to access the new Kivett Drive sidewalk.



The Downing Street bridge is currently blocked off from Kivett Drive. It needs to be reopened for pedestrian access only.

RECOMMENDATIONS: OLDER HOUSING

Page 17 of this plan discusses the value of preserving the Washington Drive District's historic buildings and it includes a set of federal standards for the rehabilitation of historic structures. These principles apply equally to older residential buildings within the Washington Drive Neighborhood. Most neighborhoods like this one that have successfully revitalized have done so, in part, because their historic architecture has been a strong lure for home buyers. With so many challenges facing neighborhoods in need of revitalization, historic architecture is often one of their greatest merits.

The historic house shown below at right is typical of many in the neighborhood. It is a bungalow cottage dating from the 1920s or 1930s. While it is essentially intact, there have been alterations over the years, including the replacement of the wooden posts supporting the porch roof (narrower than the originals), and the addition of vinyl siding to the exterior. Below is a list of negative alterations that are common to houses in the Washington Drive Neighborhood and that should be avoided in the future.

What Not To Do With Historic Houses

- Enclose the front porch
- Alter window and door openings
- Install vinyl or aluminum siding
- Install shutters not fitting the windows
- Replace porch posts
- Install dormers out of proportion with the building



Every time a historic building in the Washington Drive Neighborhood is lost, the challenges to revitalizing the area increase.



RECOMMENDATIONS: NEW HOUSING

While the design of houses may seem like a trivial issue to some people relative to meeting the most basic needs for shelter, it can be crucial and have tremendous economic implications. The historic character and visual cohesiveness that many older neighborhoods are blessed with is frequently one of their few competitive edges that can be leveraged for revitalization. Each time an incompatible building is added to a historic neighborhood, the area's unique character is diluted and future long-term revitalization efforts will become that much more difficult.

Incompatible Infill Design

Common design problems of many infill houses in the Washington Drive Neighborhood include the following:

- Lack of a raised foundation
- Lack of a front porch
- Incompatible exterior materials (brick in areas dominated by clapboard)
- Square-shaped windows and shutters that do not fit the window
- Roof pitches incompatible with those of the area
- Driveways and/or garages dominating the front of the house

Compatible Infill Design

The following standards should be applied to the neighborhood:

- Raised foundation with a minimum height of 18 inches
- Front porch where appropriate, to include a minimum depth of 6 feet
- Compatible exterior materials and no material changes at corners
- Vertically-oriented windows and, when used, shutters that fit
- Roof pitches that are compatible with those of the surrounding area
- No front-loaded garages, and driveways only if historic precedents exist and compatible siting and design are employed

Incompatible Infill Design

This building in the neighborhood lacks a front porch and has insufficiently wide roof eaves relative to the area. The front door's size and design also lack prominence on the street.



Compatible Infill Design

The community is fortunate to have Spring Brook Meadows as a model for new housing in older urban neighborhoods. While not all of the architectural detailing is perfect, the overall design is solid.



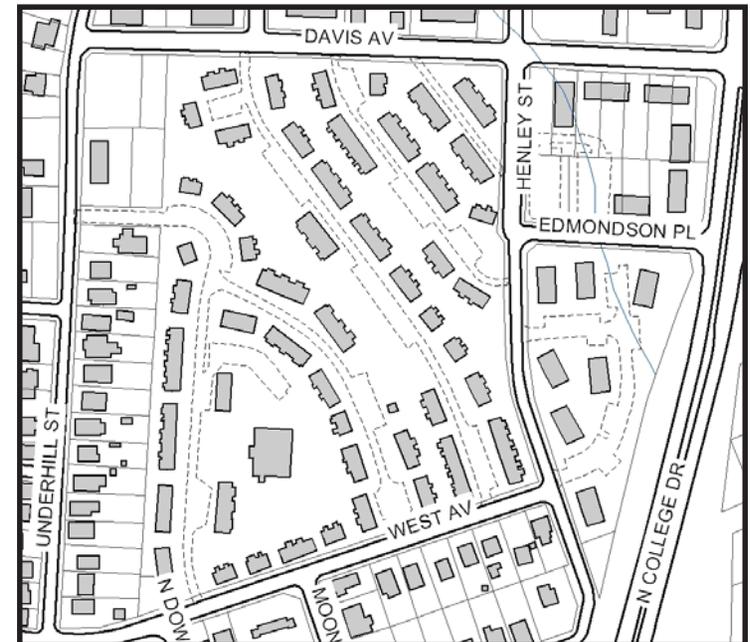
RECOMMENDATIONS: DANIEL BROOKS HOUSING DEVELOPMENT

This public housing development is atypical of many of the candidates for HOPE VI redevelopment in which all of a site's buildings are completely razed and replaced with mixed-income traditional neighborhood developments. The buildings in this development, designed by the prominent architects Voorhees and Everhart, have a higher architectural quality than those common to the 1950s through 1970s. Also, the buildings are configured in an aligned manner that might lend itself to the integration of a more urban internal street system. Consequently, options for redeveloping this site should strongly consider reuse of many or even most of the existing buildings, if feasible. Based upon conversations with the Housing Authority, these buildings are still in relatively good condition. The integration of a more formal street system should also be considered, as well as the introduction of some market rate housing.

Despite the future potential for this development, the Housing Authority is currently focused on more pressing issues with respect to the phasing of new or redeveloped housing within the Core City, such as the Clara Cox property. Thus, the Daniel Brooks property should be considered a long-term goal to explore in the future.



The Daniel Brooks public housing development has an internal access lane and flanking "head-in" ninety degree parking between every other row of buildings. If this site is redeveloped in a manner that utilizes most of the existing buildings, a formal urban street system could be created, complete with on-street parking, sidewalks and street trees.

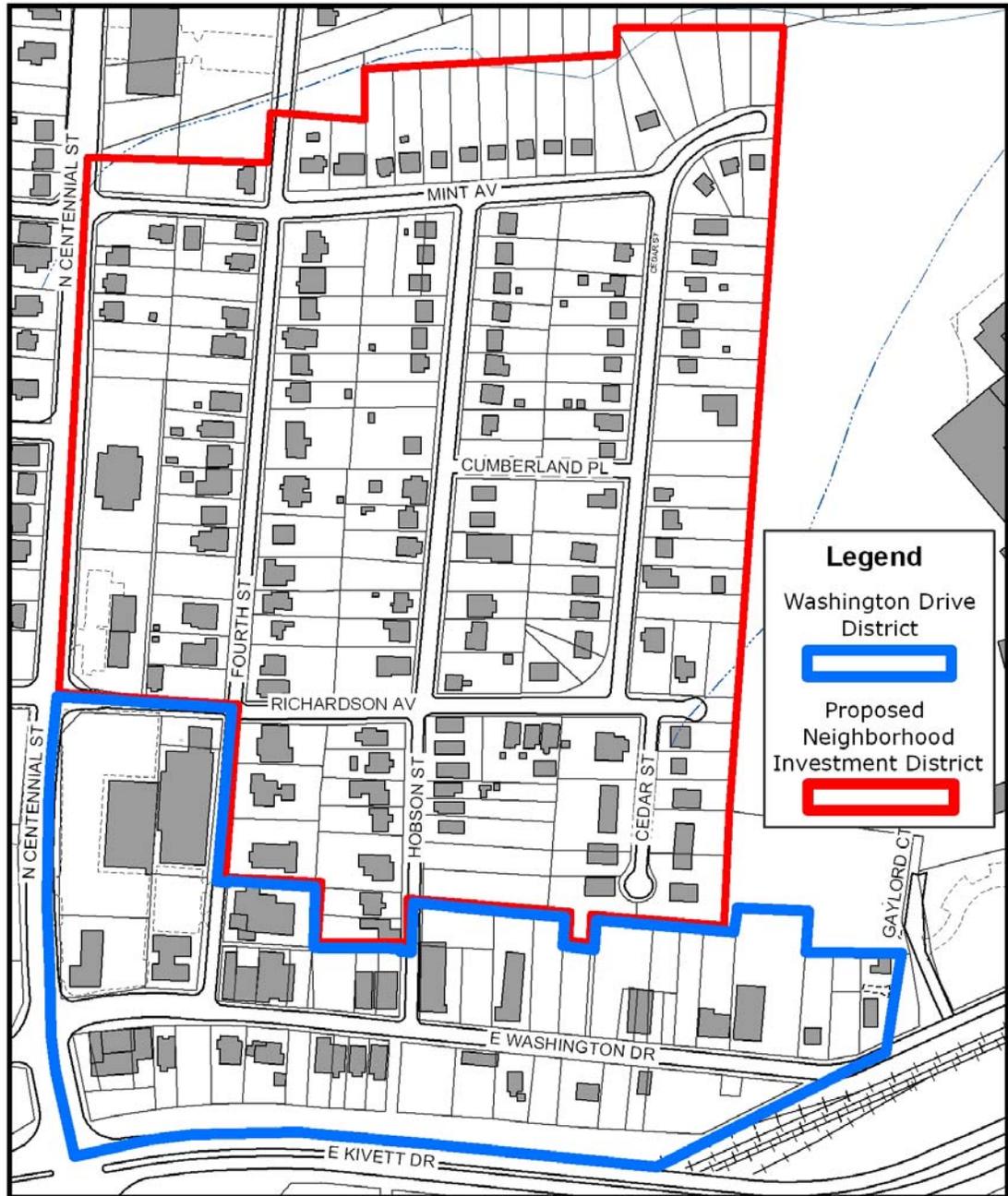


NEIGHBORHOOD INVESTMENT DISTRICT

The idea of a Neighborhood Investment District (NID) program was recommended in the Core City Plan to encourage investment in basic housing and infrastructure through a series of regulatory mechanisms coupled with fiscal incentives and direct public investment. In short, NIDs are an approach in which multiple resources are targeted to a relatively small area to stimulate revitalization. Such resources typically include both “carrots” (financial incentives and public improvements) and “sticks” (more vigorous code enforcement and policing). It was recommended that NID’s be limited to the perimeter of the downtown area and the proposed eight mixed use centers. The actual boundaries of the proposed NIDs were deliberately not delineated in the Core City Plan, as it was believed that such delineations are best done during subsequent detailed planning efforts such as this one for the Washington Drive District.

NID Boundaries

Delineating the boundaries for this proposed NID was relatively straightforward. The concept is to designate residential areas surrounding a mixed use district. In the case of the Washington Drive District, it is separated from residential areas on three of its four sides be-



NEIGHBORHOOD INVESTMENT DISTRICT

cause of Kivett Drive, Centennial Street and the Penn-Griffin campus. Thus, the only question was where to draw the northern boundary. Given that visitors to the district will likely park on the north-south side streets as far as two blocks away, the boundary needs to be at least that far north. Cumberland Place is two blocks north of Washington, but extends along an east-west axis the length of only one block. Thus, no logical east-west boundary exists. The next east-west street to the north is Mint Avenue. Rather than making Mint the boundary and having the possibility of its north side not revitalizing and negatively impacting the south side, it was decided to delineate the boundary along the rear lot lines of the lots on the north side of Mint. The western boundary of the proposed NID follows Centennial Street. It is important to note that the NID is directly adjacent to, but not part of, the Washington Drive District (commercial district).

Components of the NID

The three main components of a Neighborhood Investment District (NID) program are regulations, incentives and infrastructure improvements. They are summarized here.

Regulations

Code enforcement and other regulatory tools are important for increasing the quality of the housing stock and the physical environment, and they can be used to filter out undesirable property managers and landlords. In addition to stronger code enforcement, there is the opportunity to develop a rental licensing program like those found in other North Carolina communities, such as Greensboro. Such a program requires landlords to meet certain standards in order to receive renewal of their licensing for rental property. Added regulatory mechanisms such as these will provide the City with more power to control the quality of the housing stock in the Washington Drive Neighborhood.

Investment Incentives

There are several incentives that can be implemented in tandem with the stricter enforcement of regulations to improve the NID's housing quality and enhance opportunities for homeownership. Payments in lieu of tax abatements, a legal tool in North Carolina, can be provided based on the cost of rehabilitation (investment) made into properties. The City can also establish a linked-deposit program for low-interest rehabilitation loans to encour-

age property owners to reinvest in their housing. Long-term, fixed-rate loans are linked to a fund (such as pension funds) with similar maturity, thus reducing risk to lenders. Access to the loan funds requires proof of reinvestment in the property with standards set by local government. The loans are usually provided at below-market rates to lenders who, in turn, provide the funds at lower-than-market rates to the borrower. This approach is similar to a loan pool, but with backing from fixed-rate government funds.

In addition to financial incentives, the City can also provide technical assistance, such as through a "Paint & Porch Program" that brings out specialists to work for free with property owners on the best ways to rehabilitate and upgrade their houses. Technical assistance can be coupled with rehabilitation loans or grants as part of the Paint & Porch Program.

Infrastructure Improvements

In addition to regulations and incentives, there are also opportunities for the City to improve infrastructure within the NID, including curb and gutter stormwater management improvements, sidewalks, street lights, and various public amenities. These basic improvements would help to increase the competitiveness of the Washington Drive Neighborhood's des-

NEIGHBORHOOD INVESTMENT DISTRICT

ignated NID for attracting private investment in the existing housing stock and in the development of new infill housing. Such improvements can be funded through basic revenue bond programs, CDBG or Section 108 funds.



These two houses are representative of those found throughout the Washington Drive Neighborhood. On the left is a Bungalow and on the right is an American Four Square. Both have retained a substantial degree of their original architectural integrity.

This segment of Cedar Street, just north of Washington Drive, is dominated by post-World War II houses that are incompatible with the balance of the neighborhood. Neighborhood Investment District (NID) designation could help it to redevelop into higher quality housing.



OTHER POTENTIAL PROGRAMS

In addition to the tools proposed for the NID, other financial and purchase programs might be applied to either the NID or the entire Washington Drive Neighborhood. As explained in the Core City Plan, the City can strengthen its incentives for first-time homebuyers to encourage homeownership. Such programs can be coordinated directly by the City or facilitated through the creation of a non-profit Community Development Corporation (CDC) to identify and work with residents through a variety of homeownership needs. A homeownership program could include the following elements, some of which already exist among High Point's housing initiatives:

Direct Assistance for Closing Costs

Such a program currently exists in High Point and should be targeted to the Washington Drive Neighborhood. These closing costs might include appraisal, origination, and application fees, as well as other costs associated with the purchase of property for homeownership within a specified NID.

Interest-Free & Low-Interest Loans

Such loans should continue to be made available to qualified residents for purchasing houses within the targeted districts. Residents

accepted into this existing program are eligible for loans for downpayment and closing costs. The extent of this assistance is based on various factors, such as income, assets, and household size.

Public Safety Residence Assistance

Grants and/or deferred loans could be made available to public safety employees for the purchase of housing within the targeted NID or the overall neighborhood. This program was proposed a few years ago, but has not been approved. It could possibly be extended to teachers and other City employees as well.

Homesteading Program

This program would allow first-time homebuyers to purchase tax-delinquent housing and HUD foreclosures for a nominal fee in exchange for the homebuyer completing a homeownership training course, rehabilitating the property, living in the house for a minimum period of time, and returning it to the tax rolls. Gap financing is also sometimes made available for such programs.

Individual Development Accounts

This existing program of the City of High Point involves savings accounts held at local finan-

cial institutions. Contributions by participants are matched by funds from the program. It is intended to educate low and moderate-income citizens on financial matters. Funded by a small portion of the City's CDBG allocations, the program's stated goal is to "provide comprehensive financial literacy services to complement existing programs and help low and moderate-income residents learn how to develop wealth, personal financial management and homeownership." While IDA programs can be used for a variety of specific objectives, the City's top priority is homeownership. The City has partnered with the Guilford Homeownership Center to provide the program's financial literacy classes.

ORGANIZATION

Successful revitalization of the Washington Drive District and the broader neighborhood will require a coordinated effort among multiple organizations. There must be a clear understanding of which entities will be responsible for specific roles, as follows:

City of High Point

Planning & Development Department

This department is critical to the revitalization of the district, as evidenced by its key role in the preparation of this plan. The department's primary responsibilities for the implementation of this plan should include the following:

Revising Zoning & Development Standards

The department recently drafted overlay zoning with design standards that were recently adopted by the City on an interim basis. Upon the adoption of this plan, it should be revised in accordance with this plan and adopted. See pages 56-58 for specific recommendation for revising the interim overlay zoning.

Preservation Planner

Because historic preservation is such an important issue for the Washington Drive District, the neighborhood and the Core City, the City should add to the planning staff a qualified preservation planner who could address

both planning and preservation issues to better insure the protection of historic resources, as well as appropriate infill development.

Parks & Recreation Department

This department should initiate development of the proposed plaza at the east end of Washington and the park at the foot of Hobson, as well as the extension of the greenway through the neighborhood and connecting with the proposed plaza. See pages 48-51 for details on these ideas.

Transportation Department

This department will be critical to the proposed extensions of Cedar Street (see pages 38 and 82), as well as enhancements to Centennial, Montlieu and College (see page 82), which are proposed both here and in the Core City Plan.

Community Development & Housing Department

In coordination with the Housing Authority, to the extent relevant, this department should work on the following projects:

Implement New Design Standards

To the extent that the department is directly involved in, and has control of, the rehabilitation of older houses and new infill development within the Washington Drive Neighborhood, it should require that design standards be applied per pages 84-85 of this plan.

Continue Programs & Incentives

As noted previously, many of the programs and incentives proposed on page 90 of this plan are already being implemented by the department. It is critical that these activities be continued.

City - General

City Facilitator

This City staff person would assist property owners and developers in overcoming hurdles in the approvals process for improving buildings or land within the Washington Drive District, the Washington Drive Neighborhood, and the broader Core City. This person should be department neutral, and perhaps based out of the City Manager's office.

Pursue Physical Improvements

Key improvements related to streetscapes and infrastructure.

City of High Point Housing Authority

In coordination with the City's Community Development & Housing Department, to the extent relevant, the Authority should work on the following projects:

Implement New Design Standards

See comments above under the same sub-heading for the Community Development & Housing Department.

ORGANIZATION

Initiate New Redevelopment Projects

The Housing Authority has enjoyed success with the recent Spring Brook Meadows development, which is a good model for future urban housing for High Point. Should the concept of redeveloping the Daniel Brooks housing development be deemed viable at some point in the future (see page 86), the Authority would spearhead that project.

Core City Entity

A key recommendation of the Core City Plan was the creation of a non-profit organization charged specifically with the revitalization of the Core City. It was described as having the following characteristics:

- A City-appointed board of directors
- Professional staff consisting of an executive director and an administrative assistant, at an absolute minimum
- Funding from membership dues, City appropriations, state and federal grants, and private donations, with the long-term potential for a special tax generated by property and/or sales within the Core City

As a follow-up to the Core City Plan, the City

prepared a “Core City Plan Implementation” five-year strategy with specific actions and funding. Taking the recommendations of the Core City Plan on implementation and expanding on those idea, below are the key elements of the Core City entity.

Overview

Consistent with the plan, it was determined that the organization needed a physical office separate from the City government, even though it would be part of the City’s organizational structure, as illustrated below.

Office

The office’s sole mission will be the implementation of the Core City Plan. While other city offices will take active roles in plan develop-

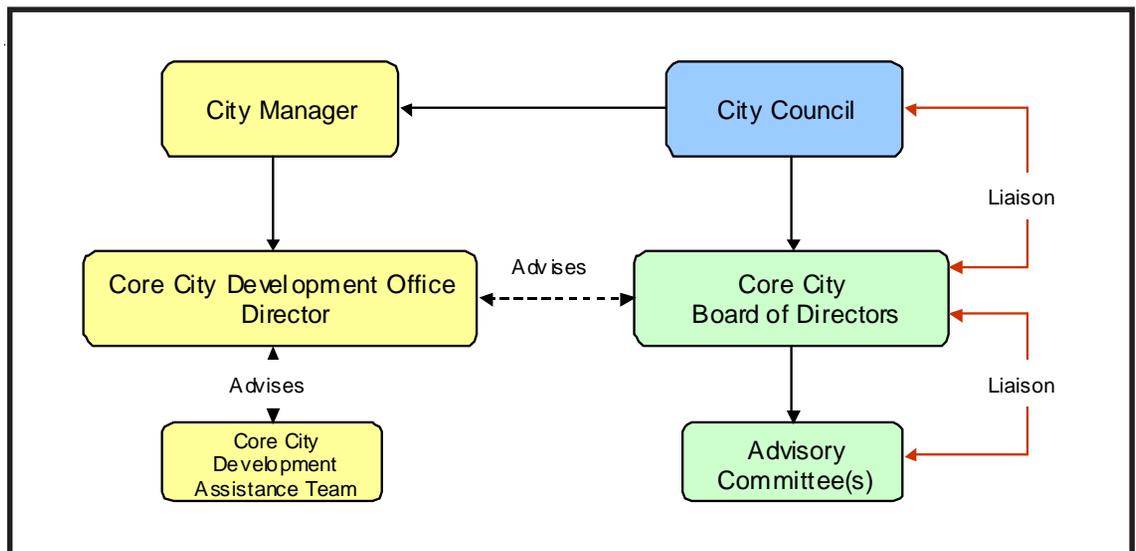
ment, regulatory and policy changes, and infrastructure improvements, the Core City Development Office will play a lead role in these efforts. The office will also engage in marketing, business recruitment, promotion, and event planning, and it will work closely with developers to support their projects as needed.

Staffing

The small staff will be led by a full-time “Development Director,” and that person was recently hired. The only support staff would be a part-time employee to assist the director with administrative functions.

Board & Committees

The organizational structure consists of a



Source: City of High Point

ORGANIZATION

board of directors, several advisory committees as needed, and a “Development Assistance Team” comprised of key representatives from the various relevant City departments.

Funding

The first year of funding is coming entirely from the City, and it has been budgeted at just under \$135,000. It is hoped that other sources of funding can be identified in the future to supplement City funding, including grants.

Washington Drive District Entity

As explained on page 53 in this plan’s discussion of economic restructuring efforts for the district, it is recommended that an entity be established specifically for the Washington Drive District. The reason such an entity is needed is the fact that the new Core City organization must even-handedly pay attention to one-third of the city’s land area and population. Thus, a separate group is needed that can focus solely on this district. The entity could be loosely modeled after the National Trust for Historic Preservation’s Main Street program. Driven by property owners and business owners, and supported by economic development and municipal officials, Main Street programs are typically employed to re-

vitalize the downtowns of small communities. The program focuses on four key areas in a comprehensive manner: organization, design, economic restructuring, and marketing and promotion. Led by a board of directors and supported by paid staff, a committee is usually appointed for each of the “four points” listed above. However, given the recognition that limited resources are available and that too much bureaucracy can be counter-productive, this proposed organization for the Washington Drive District should be a voluntary group without paid staffing or authoritative powers.

While it is envisioned that this organization would rely on volunteers and operate in a very cost-efficient manner, the idea of more sub-

stantial funding and limited staffing should be kept alive. However, until the district revitalizes considerably and a critical mass of new businesses evolve to provide the needed manpower and funding, the entity should remain small in scale and voluntary in nature. If and when the program can mature in the future, one potential source of on-going funding might be a business improvement district, which would entail an extra property tax that would need to be approved by a majority of property owners within the district and would need to follow state laws. Furthermore, that funding approach would need to be carefully studied before being pursued, as the district’s small size may preclude the viability of such an approach.

Origins of the Core City Organization



The new entity charged with the Core City’s redevelopment can trace its origins to the City-appointed steering committee that oversaw the preparation of the Core City Plan. Like that steering committee, the new organization’s board of directors and committees should represent a broad range of interests and perspectives.

ORGANIZATION

Neighborhood Association

The Washington Drive Neighborhood Association is an existing group of residents and business owners in the Washington Drive area that currently meets every fourth Tuesday of the month at 6:30 p.m. They usually meet at the Community and Neighborhood Development Center (“Weed and Seed” office in the former public library on the corner of Washington Drive and Fourth Street). The organization is open to anyone who wants to get involved and they discuss a variety of topics related to the neighborhood. The City’s Community Development and Housing Department has a liaison that helps organize the meetings. As this plan is implemented and the neighborhood improves in the future, it is hoped that this organization can grow in membership and become even more active. In particular, it should work closely with the proposed new Washington Drive District entity recommended on the previous page.

It is recognized that there may be a more cost-efficient opportunity to utilize a single organization as both the proposed Washington Drive District entity and the existing Washington Drive Neighborhood Association. However, most communities have found greater success

in keeping these two functions separate. The proposed Washington Drive District organization would be represented by business owners, business operators, property owners and economic development officials, and it would focus on issues such as business recruitment and development, marketing and promotion. The Neighborhood Association, on the other hand, is represented primarily by residents living beyond the commercial district along Washington Drive, and their focus is more on quality-of-life issues for residents (public safety, social services, beautification efforts, etc.).

PEOPLE: BREATHING LIFE INTO THE DISTRICT

The Washington Drive District and the surrounding neighborhood are much more than a collection of streets, buildings and infrastructure. It is important to involve people in a highly-visible manner during the early stages of implementation to energize this area, increase its safety, generate momentum for revitalization, and convey a more positive image. Examples of how to involve people in a proactive way are summarized here.

Resident Involvement in Development

There are multiple ways to involve Washington Drive Neighborhood residents in the development process. One is to encourage developers to make hiring opportunities available to residents. Projects that get public financial support can even require such hiring practices. There may also be opportunities for residents to work on public sector projects, whether as paid employees helping to construct a farmers market shelter or as volunteers assisting with a Habitat for Humanity house construction.



Pre-School / Day Care

While this would be a private-sector initiative, market demand in many communities seems to outpace supply. Pre-school and day care operations must meet both local and state regulations, but the presence of children on “outings” in the district could go far in breathing much-needed life into the area.



Community Garden

A community garden could occur anywhere in the neighborhood so long as it is a publicly controlled parcel. It would need to be organized by a neighborhood association.



Farmers Market

Farmers markets can start small with only a handful of vendors and they do not need expensive facilities. If and when they grow and gain momentum, the organizational level and physical facilities can expand. There are numerous vacant lots on Washington Drive that might serve as the site for a farmers market, and a temporary sign on the corner of Centennial during market hours would help heighten visibility and increase impulse customers.



HISTORIC DESIGNATION

As explained previously, there are two types of historic designation - national level and local level. The process, benefits, and restrictions are quite different, as described here.

National Register Designation

Overview

The greatest benefit from National Register designation is that such status makes qualified properties and rehabilitation projects eligible for state and federal tax credits. Despite the advantages, designation provides very little protections for historic resources. While designation or eligibility triggers a review process if federally funded or licensed activities might negatively impact the property (road expansions, etc.), it provides very little protections beyond that, including privately-funded demolition.

Process

It is recommended that the Washington Drive District be nominated to the National Register to encourage preservation and to help property owners reap the financial benefits. Because the area has already been put on the state's "study list," it is likely that a professionally prepared nomination would result in designation. It is recommended that the City

hire a preservation consultant to prepare a property inventory and nomination. Certified Local Government (CLG) funding is a potential source of funding for such work, as High Point is already a designated CLG. Applications for annual CLG funding, which is a competitive process among CLG communities throughout the state, are made through the North Carolina Department of Cultural Resources.

Local Designation

Overview

Local designation is only occasionally tied to local financial incentives. However, it offers the sole strong protections typically available to historic resources. Local designation features a municipal ordinance, a design review body, a set of adopted design guidelines, and a design review process that requires applicants to gain approval before altering their historic building. Guidelines typically focus on actions that are visible from streets, as opposed to interiors and the rear portions of a property.

Process

High Point is fortunate to already have a preservation ordinance, designated historic districts, a set of adopted design guidelines, and a Historic Preservation Commission to implement the design review process. In fact, the

City could not be a state-designated CLG without such a program. The City's process for designating new historic districts is outlined in Section 9-4-4 - Overlay District Requirements - of the Development Ordinance. The first step is to conduct a study of the area to document and evaluate its historic and architectural significance. This study could be the same one conducted for National Register designation. It must be approved by the Historic Preservation Commission, a recommendation should then be made to the Planning & Zoning Commission, the North Carolina Department of Cultural Resources shall then review the report and make a recommendation to the City Council, and the City Council shall then take action by either designating or not designating the proposed new historic district. Although the City's process is based upon a series of straightforward steps, it is strongly recommended that it include a great deal of public input to be sure that sufficient support exists among effected property owners. Until a substantial majority of owners are supportive, the City may want to hold off on historic designation.

For additional information and recommendations on historic designation, see pages 17-18 on National Register designation and page 59 regarding local designation.

FUNDING

The Core City Plan included several pages on funding approaches, grant sources, and financial incentives. Because of their applicability to this study area, they are summarized here in an abbreviated form and described in **more detail in Appendix C of this plan.**

Primary Tools for the District:

Within the Washington Drive District, there is a need for incentives that make it easier and more desirable for businesses to locate there and for investors to improve property and develop small-scale, infill commercial and mixed-use buildings. Various incentives could be included as part of an overall package for businesses. Among the potential incentives are the following:

Revitalization Staff

An existing City staff member could assist property owners and developers with the approval process for improving property in the district and elsewhere in the Core City. The Core City Director can also provide support.

Façade Rehabilitation Loans & Grants

Potential funding sources include CDBG funds and low-interest loans from local banks. Design standards should be a requirement for approval.

Business Micro Loans

Local banks could establish a revolving loan fund in concert with the City government to assist small businesses located within the district.

Payments in Lieu of Tax Abatements

While property tax abatements are not permitted in North Carolina, cash payments / incentives can be provided that might approximate tax abatements.

Retail Entrepreneur Grants & Subsidies

Some developers offer temporary rental assistance or direct subsidies to attract small specialty retailers to projects where they are trying to market housing. Local governments can do the same, including in North Carolina.

Business Technical Assistance

The City could hire a merchandising specialist or other assistance on a one-time or annual contract to work with district businesses. A business incubator might also be created.

Other Tools: District & Neighborhood

While the most relevant financial tools and programs are summarized above, the following are other potential tools and programs:

Federal Funding & Incentives

Existing federal funding and incentives cover a wide range of redevelopment activities, such

as the historic rehabilitation of buildings, affordable housing development, small business development, infrastructure, facilities development, land acquisition, and assistance with cleaning up contaminated industrial sites. Below are some of the most relevant federal programs for the study areas.

Historic Rehabilitation Tax Credit

This 20 percent income tax credit is available for buildings listed on (or eligible for) the National Register, that are income producing, and that entail building rehabilitations following federal standards. The Kilby Hotel is listed on the National Register.

Certified Local Government (CLG) Program

The CLG program provides funding to enable local communities to develop programs and participate in the state's preservation process. High Point is currently a designated CLG community.

Save America's Treasures Programs

These funds are appropriated by Congress, and grants are limited to the preservation and conservation of nationally significant historic and cultural resources.

HOME Program

The City of High Point is a participating jurisdiction under the HOME program. The City puts its HOME funds towards affordable hous-

FUNDING

ing, downpayment assistance, and neighborhood development.

Low & Moderate Income Housing Tax Credit
Federal housing tax credits now finance virtually all new affordable rental housing being built in the United States. In the case of rental properties using the credit, they are privately owned and privately managed. The tax credit program is administered by the North Carolina Housing Finance Agency.

New Market Tax Credit Program

This program permits taxpayers to receive a credit against federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs).

Transportation Enhancement Funds

This federally funded program is administered by NCDOT and promotes diverse modes of surface transportation. Among this plan's projects that may be candidates for funding are the streetscape redevelopment and the greenway extension.

Community Development Block Grants

CDBG funds are available for specific program categories, including: community revitalization, scattered site housing, infrastructure, economic development, housing development, ur-

gent needs, and capacity building. Entitlement cities, such as High Point, receive CDBG funds directly from HUD.

Section 108 Loan Guarantees

This loan guarantee provision of the Community Development Block Grant (CDBG) program is one of the most potent public investment tools that HUD offers to local governments. It allows them to transform a small portion of their CDBG funds into federally guaranteed loans.

Small Business Programs

The federal Small Business Administration (SBA) provides grants, loans and technical assistance to small businesses. The SBA does not offer grants to start or expand small businesses.

National Endowment for the Arts - Challenge America Grant

This NEA program provides support to significant projects of artistic excellence in the visual, literary, media, design, and performing arts. Grants may include projects to benefit people in underserved areas or whose access to the arts is limited by factors such as age, disability, ethnicity, educational or economic level.

State Funding & Incentives

Many of the state's funding and incentive pro-

grams are, in effect, state versions of their counterpart federal programs. As with the federal programs, they assist in a broad range of redevelopment activities, including the historic rehabilitation of buildings, affordable housing development, business development, and assistance with cleaning up contaminated industrial sites. There are also programs to assist the arts programs and parkland creation. Below are some of the most applicable state programs for our study area.

State Historic Rehabilitation Tax Credits

Considered the most comprehensive state preservation tax credit program in the nation, two packages exist: A) a 30 percent state income tax credit for certified rehabilitations of non-income-producing certified historic structures, and B) a 20 percent credit for income-producing certified historic structures. This incentive can be coupled with the federal historic rehabilitation tax credit for a total of 40 percent for income-producing properties.

State Low-Income Housing Tax Credit

This program supports the construction and/or rehabilitation of affordable housing through tax rebates or through the conversion of an allowable tax credit into a loan.

Parks and Recreation Trust Fund

Among other things, this program provides

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grants to local governments. Recipients use the grants to acquire land and/or to develop parks and recreational projects that serve the general public.

State Park & Tree Grants

The Division of Forest Resources of the State's Department of Environment and Natural Resources provides annual grants ranging from \$1,000 to \$10,000 to promote sustained urban and community forest programs.

North Carolina Arts Council Grants

The North Carolina Arts Council offers a variety of grants in support of local arts development. Over 1,300 grants are awarded each year to ensure that artists and arts organizations continue to produce rich and diverse art.

Urban Progress Zones Program

As part of North Carolina's "Article 3J" tax credits program, the Urban Progress Zone (UP Zone) programs provide economic incentives to stimulate new investment and job creation in economically distressed areas. In order to establish a zone, a qualifying unit of local government must apply for zone designation to the North Carolina Department of Commerce.

Local Funding & Incentives

Although they are quite competitive and many

of these programs are limited in their ability to provide assistance, there are numerous federal and state programs to help with urban redevelopment and related activities. Opportunities for local level funding and incentives, on the other hand, are much more limited.

Municipal Service Districts (MSDs)

Referred to in most places outside of North Carolina as business improvement districts (BIDs), MSDs are an allowable tool for revitalization and redevelopment. MSDs can be established by a city to provide, finance, or maintain a variety of services, facilities, or functions within a specific area.

Self Financed Bonds

Known elsewhere in the country as tax increment financing (TIF) and only recently approved in North Carolina for use by local governments, this mechanism funds the development of public facilities and infrastructure by allowing governments to issue bonds to fund improvements that are subsequently paid off by the increase in nearby property tax revenues caused by the public improvements.

Guilford County Landmark Tax Deferral

Locally designated landmark property owners may qualify for up to a 50 percent tax deferral on city and county property taxes. This incentive can make a project economically vi-

Guilford County Landmark Tax Deferral

Locally designated landmark property owners may qualify for up to a 50 percent tax deferral on city and county property taxes. This incentive can make a project economically viable, but it starts with listing (or a determination of eligibility) on the National Register. The Kilby Hotel is a Guilford County Landmark.

Private Funding Sources

These sources include equity from investors, lending from financial institutions, and foundation donations.

Community Reinvestment Act Financing

CRA requires banks to be rated on their track record of making loans, investing in community development, and providing financial services to low and moderate-income neighborhoods and individuals.

Bank of America Historic Tax Credit Fund

This program uses federal and state tax credits to provide equity ranging from \$500,000 to \$5 million for historic building rehabilitation projects identified by the National Trust's Heritage Property Services.

Matching Funding to Projects

Restoration of Historic Buildings

Key examples because of their National Register designation or potential include the Kilby Hotel, the Arcade, the Ritz Theatre, the

FUNDING

American Lighting Building, and the Odd Fellows Building:

- *Federal Rehabilitation Tax Credit* (federal) - building rehabilitation costs
- *Certified Local Government Program* (federal) - stabilization and rehabilitation studies
- *Save America's Treasures Programs* (federal) - rehabilitation costs, etc.
- *HOME Program* (federal) – upper floor apartments
- *Low & Moderate Income Housing Tax Credit* (federal) – upper floor apartments
- *Community Development Block Grants* (federal) – acquisition / rehabilitation costs
- *Section 108 Loan Guarantees* (federal) – acquisition, rehabilitation costs, etc.
- *State Historic Rehabilitation Tax Credit* (state) - building rehabilitation costs
- *State Low-Income Housing Tax Credit* (state) – upper floor apartments
- *Landmark Tax Deferral* (county) – utilization of historic buildings for any uses
- *Community Reinvestment Act Financing* (private) – acquisition/rehabilitation loans
- *Bank of America Historic Tax Credit Fund* (private) – equity for rehabilitation costs

Development of New Housing

Examples include infill opportunities on the east end of Washington, upper floor apartments in historic buildings, and the redevelopment of an extended Cedar Street:

- *Federal Rehabilitation Tax Credit* (federal) - upper floor apartments in historic buildings
- *HOME Program* (federal) – new townhouses

- *Low & Moderate Income Housing Tax Credit* (federal) – new townhouses
- *Community Development Block Grants* (federal) – land acquisition, development costs
- *Section 108 Loan Guarantees* (federal) – land acquisition, development costs, etc.
- *State Historic Rehabilitation Tax Credit* (state) - building rehabilitation costs
- *State Low-Income Housing Tax Credit* (state) – new development and historic rehabilitation
- *Community Reinvestment Act Financing* (private) – acquisition/rehabilitation loans

Land Acquisition and/or Development of Community Facilities

The key example is the proposed museum, as well as any public day care center, farmers market, parking lots, and the park.

- *Transportation Enhancement Funds* (federal) – new parking lots and bicycle facilities
- *Community Development Block Grants* (federal) – land acquisition, development costs
- *Section 108 Loan Guarantees* (federal) – land acquisition, development costs, etc.
- *State Park & Tree Grants* (state) – park development, street trees, landscaping parking
- *North Carolina Arts Council Grants* (state) – architectural design, murals
- *Community Reinvestment Act Financing* (private) – land acquisition/development loans

Public Infrastructure

Key examples include sewer, water, electrical, gas and telecommunications lines, as well as drainage facilities and new streetscapes.

- *Transportation Enhancement Funds* (federal) – streetscape redevelopment
- *Community Development Block Grants* (federal) – all forms of public infrastructure
- *Section 108 Loan Guarantees* (federal) – all forms of public infrastructure

Cultural Programs

Key examples include music programs at the proposed museum, music and arts-related festivals, historic interpretation, and educational programs as part of day care.

- *Certified Local Government Program* (federal) - historic interpretation
- *Save America's Treasures Programs* (federal) – historic interpretation
- *Transportation Enhancement Funds* (federal) – historic interpretation
- *National Endowment for the Arts - Challenge America Grant* - arts and music programs
- *North Carolina Arts Council Grants* (state) – music and arts programs, cultural festivals

Business Development

Examples include consultation, information and business recruitment strategies.

- *Community Development Block Grants* (federal) – all forms of business development
- *Section 108 Loan Guarantees* (federal) – all forms of business development
- *Small Business Programs* (federal) – all forms of business development
- *State Development Zone Program* (state) – equipment investment and job creation
- *Business Development Center* (local) – limited to consultation and education
- *Community Reinvestment Act Financing* (private) – business loans

FISCAL IMPLICATIONS

The Core City Plan selected the Washington Drive District as an example to evaluate the potential public sector costs for revitalization versus the public revenues that would be generated so that a fiscal “bottom line” might be anticipated. That analysis is summarized here, and the details can be reviewed in the Core City Plan. The streetscape cost estimates have been revised per this plan, and the City’s revenues are based primarily on the Core City Plan, with some updates.

Estimated Costs

The approximate costs were estimated based upon cost-per-unit standards provided by the City of High Point, and they were applied to the 1,400 foot length of the street. The calculations are summarized at right. These figures totaled \$1,245,488 (approximately \$890 per linear foot). Installation costs for streetlights, street trees and tree grates were not included, but other costs did include labor. Adding the design costs of 10 percent (approximately \$124,549), the total project costs are projected to be roughly \$1,370,037.

Estimated Revenues

The fiscal benefits were defined as the net tax revenues that would be generated by direct private investment, as well as the indirect ben-

Streetscape Hard Costs

<i>Burying Overhead Wires</i>	
\$300/ft. @ 1,400 ft. =	\$420,000
<i>Street Resurfacing</i>	
\$11.55/ft./lane @ 1,400 ft. X	
3 lanes =	\$48,510
<i>Street Marking</i>	
\$4/ft. @ 1,400 ft. =	\$5,600
<i>Sidewalk Replacement</i>	
\$5.11/sq.ft. @ 28,000 sq. ft.	
(10 ft. X 1,400 ft. X 2) =	\$143,080
<i>Handicapped Ramps</i>	
\$1,300/ramp @ 16 =	\$20,800
<i>Street Trees</i>	
\$100/tree @ 112	
(25 ft. spacing) =	\$11,200
<i>Tree Grates</i>	
\$600/grate & frame @ 112 =	
<i>Street Lights</i>	\$67,200
\$5,000/light @ 56	
(50 ft. spacing) =	\$280,000
SUB-TOTAL	\$996,390
Contingencies (25%)	\$249,098
TOTAL	\$1,245,488

efits such as increased value for neighboring property owners. The analysis focused on real property and retail sales taxes, but other forms of revenue were also considered. These are recurring benefits that would accrue on an annual basis, as opposed to the one-time costs of infrastructure investments.

Real Estate Tax Revenue

Data from the Guilford County GIS tax records (based on the 2004 revaluation) revealed that the total assessed value of property within the district was \$6,710,600, and assessments averaged approximately 35% of actual market value.

Increase in Property Value

Based on the development program as proposed in the Core City Plan for this area, there would be an increase in direct investment of approximately \$1.0 million in new retail/mixed-use and residential property, not including investment in the proposed museum (tax exempt). This conservative estimate does not even factor this plan’s substantially higher estimates for rehabilitating buildings such as the Kilby, Arcade and the Ritz. The proposed improvements would also result in spin-off benefits in increased value to surrounding properties estimated at almost \$7.6 million. Coupled with the direct investment, the total value would be approximately \$8.6 million. Given the current valuation of \$6.7 million, the net benefit in increased value would total nearly \$1.9 million.

Net Property Tax Benefit

This increase in property value within the Washington Drive District would result in a net annual benefit in property tax revenues of

FISCAL IMPLICATIONS

\$16,200 to the City and \$17,600 to the County, or a total net property tax benefit of about \$34,000 per year. A summary of real estate tax revenues is provided below.

REAL PROPERTY TAX NET BENEFITS GENERATED BY WASHINGTON DRIVE PLAN & IMPROVEMENTS

VALUATION

Current (2004)	\$6,710,600
Gross Benefit	\$8,564,904
Direct Investment	\$969,142
Spin-Off Areas	\$7,595,762
NET BENEFIT	\$1,854,304

ANNUAL TAX REVENUES

	City	County	Total
Current	\$36,799	\$40,037	\$76,835
Gross Benefit	\$53,010	\$57,675	\$110,685
Development	\$6,828	\$7,429	\$14,256
Spin-Off Areas	\$46,182	\$50,246	\$96,428
NET BENEFIT	\$16,211	\$17,638	\$33,849

Source: Core City Plan (Guilford County Government & Randall Gross / Development Economics)

Sales Tax Revenues

The City also benefits from a retail sales tax of 6.75%. Because of the high vacancy rates for the district's commercial buildings, it was estimated that the district generates no more than \$430,000 in retail sales on about 6,000 square feet of occupied retail/commercial space.

Increase in Retail Sales

Based on the addition of 20,000 to 30,000 square feet in retail space on Washington Drive,

it was estimated that additional sales of almost \$8.0 million would be generated annually. It was anticipated that the proposed museum and associated entertainment would help drive an overall increase in sales to \$250 per square feet.

Net Sales Tax Benefit

The increase in retail sales would result in a dramatic increase in sales tax revenues, from a base of less than \$28,000 at present, to more than \$545,000 per year at full build out (representing an increase of \$517,000 in revenues). Below is a summary of sales tax revenues.

RETAIL SALES TAXES GENERATED BY WASHINGTON DRIVE PLAN & IMPROVEMENTS, AT BUILDOUT

Factor	Amount	Assumptions
<u>Retail Sales</u>		
Existing (Est)	\$428,750	57% Vac / \$175 psf
New Retail/Svc	\$7,956,250	5% Vac / \$250 psf
TOTAL	\$8,385,000	
<u>Tax Revenues</u>		
Existing (Est)	\$27,869	6.5% Rate
New Retail/Svc	\$517,156	6.5% Rate
TOTAL	\$545,025	

Note: Existing vacancy estimated based on site reconnaissance
Source: Core City Plan (Randall Gross / Development Economics)

Other Revenues

There would be other net new fiscal revenues generated by the revitalization of the Washington Drive District, as summarized below.

Vehicle Tax

A conservative projection of the district's future residential population resulted in an estimated additional \$1,500 per year on a likely depreciated value.

Occupancy Tax

Based upon projected visitation numbers for the proposed museum by the fifth year, it is estimated that annual total hotel receipts generated by this new level of visitation will be \$295,000. From that amount, Guilford County would receive \$8,900 of annual tax revenue, and the City would receive \$2,700 of that amount.

Rental Car Tax

Most new visitors to High Point attracted by the Washington Drive District and the proposed new museum who would rent automobiles would likely rent them in other locations, such as at the Raleigh-Durham airport. Thus, potential rental car tax revenue is not being factored here.

Summary of Costs vs Benefits

Infrastructure improvements, coupled with a strong marketing and recruitment effort that results in the development of a visitor attraction, entertainment, and new retail, will insure that the Washington Drive District generates significant new fiscal benefits to

FISCAL IMPLICATIONS

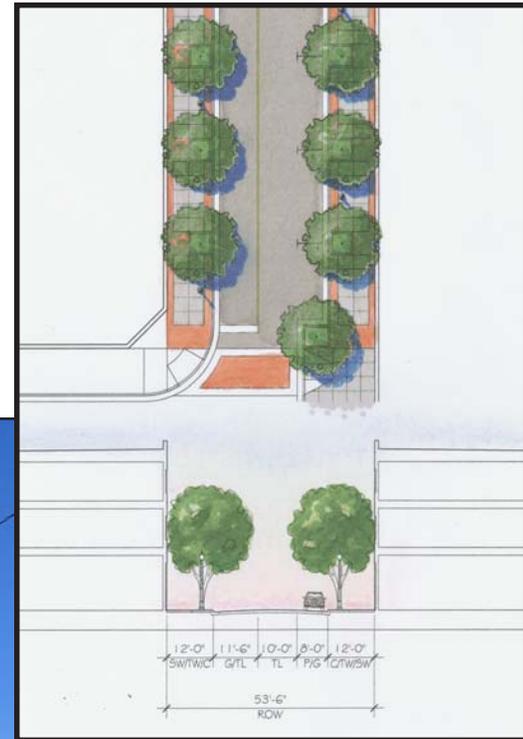
the City of High Point. Implementation of the plan in this area would help insure an increase of almost \$1.9 million in property values and \$8 million per year in retail sales. Over \$564,000 in direct, net new tax revenues would be generated each year at full-build out for this area. It is noteworthy that tourism-related tax revenue is based upon only a single night stay for visitors, so longer visits would translate into additional revenues.

The total public cost of implementing the proposed public physical improvements to the Washington Drive District is projected to be approximately \$1,370,037. While the one-time costs of implementing this project would exceed the projected annual public revenues by roughly \$806,037, the third year of sustaining such projected annual revenues, which might take a few years to initially achieve, would more than compensate for that initial short-fall.

Thus, as was initially determined in the Core City Plan and has been recalculated here, there is significant potential for fiscal benefits from the implementation of the recommended public improvements per this plan for the Washington Drive District.

SUMMARY OF COSTS VERSUS REVENUES

<u>One Time Costs</u>		
Costs		\$1,370,037
<u>Revenues</u>		
	<u>Amount</u>	<u>Shortfall/Profit</u>
Year 1	\$564,000	(\$806,037)
Year 2	\$564,000	(\$242,037)
Year 3	\$564,000	\$321,963
Year 4	\$564,000	\$885,963
Year 5	\$564,000	\$1,449,963



The fiscal analysis featured in the Core City Plan concluded that City-funded improvements in the Washington Drive District would pay for themselves within a few years so long as all of the other key recommendations were implemented. Those same conclusions are still valid for the district and this plan.

PRIORITIES & PHASING

Geographic Phasing

Even though the “primary study area” - the Washington Drive District - is not a particularly lengthy corridor, its challenging condition warrants a phased redevelopment approach for at least some aspects of the project. While it must still be determined whether the streetscape project should be phased (see discussion elsewhere on this page), most other elements should occur earlier on the west end of the street. This proposed phasing is based upon the fact that this end has more strengths that can be leveraged for a greater chance of success, including visibility from Centennial Street and the existence of several historic buildings.

Phase One Priorities

Page 108 features an implementation matrix that summarizes the plan’s key recommendations, references plan page numbers for additional information, and suggests phasing of implementation. Below is a discussion of the “near term” (year one) recommendations.

Rehabilitation of Kilby Hotel & Arcade

The Kilby is symbolically the most important surviving historic building in the district. It has a rich history of providing lodging for well-

known African-Americans who passed through the area from 1913 through the 1960s. The hotel and the Arcade were the social hub of High Point’s African-American community.

These physically abutting buildings are primarily vacant and in peril because of physical deterioration. The loss of these structures would be a serious blow to the morale of those hoping to revitalize the district. Conversely, the successful rehabilitation of the buildings would broadcast a clear message to the community that the district is making a comeback, and it would likely attract more developer interest. The preservation and restoration of the Kilby and Arcade for a mixture of potential uses, including a small interpretive component linked to the Coltrane House and proposed museum, should be the top priority for this plan’s implementation. However, funding sources will obviously need to be identified to make this priority a reality.

This property is privately owned and, although the owner has shown an interest in restoring the buildings, they remain in jeopardy. It is recommended that the City and the new Core City organization work aggressively to help the owner stabilize the buildings immediately and restore them within the near future. If efforts in working with the owner are unsuccessful, the City should seek other avenues through a

more direct involvement. A key hurdle to this project will be funding, as this plan’s preliminary rough estimates for rehabilitating these structures projected a cost of \$3.2 million to \$3.5 million. Consequently, identifying funding sources will be a critical first step. Once the buildings are restored, a major public relations campaign should be employed to draw positive attention to the district.

Revisions to Overlay Zoning

The City’s interim overlay zoning was an excellent first attempt at such zoning for the Washington Drive District. This plan has provided very specific recommendations on how to revise it to most closely reflect this plan, and the City’s planning staff can achieve this work in-house. Because it represents “low hanging” fruit that can be accomplished soon and inexpensively, zoning revisions should be a near-term priority.

Design of Streetscape & Park

The next step for the streetscape and park idea is to hire consultants to prepare the detailed construction documents. The need of funding for design and construction has been identified in the City’s five-year implementation strategy for the Core City.

Consideration should be given to doing the project in phases rather than the entire length

PRIORITIES & PHASING

from Centennial to Gaylord Court in a single project. The reason for potentially doing it in phases is to use streetscape improvements as a “carrot” to encourage adjacent private property improvements. Some communities elect not to implement streetscape improvements until a minimum number of adjacent property owners agree to invest in improving their properties. Another approach is to share the costs with the property owners through a one-time per-linear-foot assessment. Until the detailed design and cost estimates can be completed for the streetscape, it is difficult to determine the best approach. If a significant cost savings can result from doing the project in a single phase, the phased approach may not be viable. However, if there is no significant cost savings, a phased approach might be considered. If so, the work should unquestionably begin at the Centennial end and extend east, as the west end has greater potential to revitalize within the near future than does the eastern end of Washington Drive. Also, the proposed gateway arch sign featuring the district name should be part of the initial streetscape redevelopment phase.

Designate Neighborhood Investment District
NIDs are an approach in which multiple re-

sources are targeted to a relatively small area to stimulate revitalization. Resources include both “carrots” (financial incentives and public improvements) and “sticks” (more vigorous code enforcement and policing). Until the surrounding neighborhood improves, revitalizing the Washington Drive District will be difficult. Efforts should begin as soon as possible.

Rehabilitation of Coltrane House

This house is presently being rented as a residence, but work should soon begin on transforming the building into a tourist destination. While an inventory of needed work has been put together, a more detailed analysis will be needed, as well as cost estimates. This project can be categorized among the “low hanging fruit” given that the City already owns it. Even if the development of a museum is ultimately not accomplished, the Coltrane House can be achieved and serve as a tourist destination that can benefit the district.

Adoption of Funding Tools

A variety of funding tools were recommended in this section of the plan to encourage private sector investment in the district, including facade rehabilitation loans and grants, business micro loans, and payments in lieu of tax abatements, among others. These tools should be finalized and adopted soon by the City to encourage the rehabilitation of existing buildings

and the development of new infill buildings.

Crime Prevention

Until both the existence and perception of crime is substantially diminished, it will be difficult to attract new investors, businesses, residents and visitors to the district. As indicated throughout this plan and summarized on pages 59 and 78, crime prevention will entail a variety of approaches. Some of the approaches will depend upon the City, such as greater police presence and raids on known “drug houses,” while others will rely on business owners and residents, such as an active neighborhood crime watch program. Regardless, all of the strategies should be implemented as soon as possible, particularly within the commercial district area and the proposed Neighborhood Investment District (NID). Even seemingly insignificant crimes such as graffiti should be eliminated in order to enhance the district’s image.

Renaming of Washington Drive

This street was historically referred to as “Washington Street.” This plan recommends that the original name be revived, and the public appears to support the idea. Once it can be confirmed that the new name will not cause problems related to emergency management, mail delivery and similar issues, the City will need to formally approve the idea and

PRIORITIES & PHASING

then replace the existing street signs. Given the relatively subtle nature of the change, it is anticipated that it will not be too costly to businesses and individuals since letterhead, business cards and other mailing-related materials can be phased-in over time.

Other Phases

The other projects in this plan are either not as time-sensitive as those proposed for the initial phase of implementation, or there are specific reasons why they should be postponed. For example, the suggested marketing and promotional efforts should not begin until there is an improved “product” to market and promote. If the expectation level of visitors is not met, they may never return, as a district such as this has only one chance to make a first impression. Similarly, it is hoped that the district can include many uses targeted to nearby neighborhood residents. It is equally important that they not be underwhelmed when visiting the “new and improved” district. Below are some brief comments regarding the implementation of the primary Phase Two and Phase Three recommendations.

Phase Two Projects (Mid-Term)

The following key recommendations should be

implemented during years two through three.

Rehabilitation of Key Historic Buildings

Although the Kilby and Arcade are the highest priority buildings, it is vital that other historic buildings also be preserved and rehabilitated. Discussions with the owners of these buildings should occur to determine their interest level and capabilities relative to rehabilitation. If interested and capable, the City and new Core City entity should work with owners to help them achieve their goals for the property, including the use of financial incentives and following preservation standards. However, should owners not appear to have the desire and means for rehabilitation, they should be encouraged to sell to someone with the necessary resources.

Infill Development: West End of Washington

As explained on page 16, the west end of the street (beginning just east of Hobson and extending to Centennial) has been targeted for the greatest concentration of mixed use and tourism-related development. While new development is a lower priority than the rehabilitation of historic buildings, it will still be necessary to provide a critical mass of uses to create a destination. Fortunately, the current and soon to be revised overlay zoning will ensure compatible development.

Plaza: East End of Washington

Although more development activity is anticipated to occur on the west end of Washington during the early stages of revitalization, this proposed plaza will serve as an important anchor on the east end of the district. The City’s current ownership of this property will facilitate implementation, so key next steps will include budgeting and detailed design.

Implement Marketing & Promotion Strategies

This component of the plan is recommended for the second phase of implementation to allow time for the “product improvement” phase to yield results. Unless highly-visible improvements can occur, visitors to the district will be underwhelmed and their first impression may discourage them from ever returning. Furthermore, marketing and promotion will need to be conducted, in large part, by this plan’s proposed Washington Drive District entity (see below), which is not proposed for creation until this same second phase of plan implementation.

Establish Washington Drive District Entity

The creation of a management organization is typically one of the first steps for revitalizing a district. However, given the lack of existing businesses and potential volunteers, it is recommended that the City and new Core

PRIORITIES & PHASING

City entity spearhead revitalization efforts in the early years of this project.

Phase Three Projects (Long-Term)

The following key recommendations should be implemented during years four through five.

Museum Development

This plan's feasibility study for the museum has already determined that the project is indeed feasible if a number of other related initiatives occur, such as the streetscape project and improvements to the adjacent neighborhood. Because of the importance of this project and considerable cost, it must be studied further. A logical next step is to build upon the feasibility study and business plan with greater detail. This plan's museum business plan describes the costs associated with developing the museum. A next step is to explore the funding options and to narrow down the location options among the three candidates proposed in this plan. The site issues will depend, in part, upon discussions with the owners. The level of interest and support for such a museum must also be tested, particularly among potential financial supporters. Because of their likely critical roles, discussions should occur with representatives

of the High Point Museum, the North Carolina Music Hall of Fame, and the Coltrane family. Even though museum development is suggested for years four and five, these actions to set the stage should be initiated sooner.

Infill Development: Throughout the District

Once the goals are achieved for historic building rehabilitation throughout the district and infill development in the district's west end, the next objective should be new infill development throughout the district. Unlike the higher priority forms of development, such as historic building rehabilitation, infill will not come with the same level of financial incentives.

Redevelop Daniel Brooks Public Housing

With the Housing Authority's current focus on the Clara Cox site, this concept is clearly a long-term goal. It will also require a great deal of planning to ensure that current residents are provided with alternative housing options during redevelopment.

Cedar Street Extension South

While this project will enhance traffic circulation and potentially serve as a catalyst to redevelop adjacent housing, it is not critical to the near-term revitalization of the district. Because it will enhance pedestrian access, in addition to vehicular access, it may be a

candidate for federal transportation enhancement funding.

Greenway Extension South

As with the proposed Cedar Street extension, this project is not critical to the district's revitalization, but will be one of numerous incremental improvements that enhance the area. Should external funding, such as federal transportation enhancement money, become available sooner than Phase Three, this project should be accelerated.

Project Phasing: To Be Determined

The only key recommendation of the plan not tied to one of the three phases of implementation is the adoption of local historic zoning. Based upon the experience on hundreds of communities across the country, it should not be adopted unless a considerable majority of property owners are supportive. Because it cannot be predicted how long it might take to build such support, no time-frame has been established for this recommendation. It is recommended that the process begin by simply informing property owners in an objective and thorough manner about the benefits and drawbacks of historic zoning.

IMPLEMENTATION MATRIX

The time-frames for this implementation matrix are illustrated at right.

- Near Term (Year 1)
- Mid Term (Years 2-3)
- Long Term (Years 4-5)

IMPLEMENTATION

No.	Recommendation	Page #	Responsible Party	Time-Frame
A. Buildings & Facilities				
A-1	Preservation and rehabilitation of the Kilby Hotel and Arcade	23-26	City, Property Owner	Near Term (Yr. 1)
A-2	Rehabilitation and interpretation of Coltrane House	68-70	City, Non-Profit Organization	Near Term (Yr. 1)
A-3	Housing rehabilitation and infill development in Neighborhood Investment District	36-37, 84-89	Property Owners	Near Term (Yr. 1)
A-4	Preservation and rehabilitation of other key historic buildings	19-35	Property Owners	Mid Term (Yrs. 2-3)
A-5	New "infill" development - mixed use on west end of Washington Drive	36-37	Property Owners	Mid Term (Yrs. 2-3)
A-6	Development of museum for African-American heritage, Coltrane and music	60-67, 71-73	Non-Profit Organization	Long Term (Yrs. 4-5)
A-7	New "infill" development - residential and mixed use throughout district	36-37, 85	Property Owners	Long Term (Yrs. 4-5)
A-8	Redevelopment of Daniel Brooks public housing complex	86	Housing Authority, City	Long Term (Yrs. 4-5)
B. Transportation & Public Spaces				
B-1	Streetscape redevelopment and gateway arch for Washington - Centennial to Gaylord Ct.	40-46	City	Near Term (Yr. 1)
B-2	Development of park at foot of Hobson Street	48-50	City	Near Term (Yr. 1)
B-3	Development of plaza at east end of Washington Drive	48-49	City	Mid Term (Yrs. 2-3)
B-4	Cedar Street extension south to Washington Drive	38-39	City	Long Term (Yrs. 4-5)
B-5	Greenway extension south to proposed park at east end of Washington Drive	51	City	Long Term (Yrs. 4-5)
C. Economics & Public Policy				
C-1	Designate and implement the Neighborhood Investment District (NID)	87-89	City	Near Term (Yr. 1)
C-2	Revisions to Washington Mixed Use Center Overlay zoning	56-58	City	Near Term (Yr. 1)
C-3	Implementation of crime prevention strategies	59	All (City, residences, misc. orgs.)	Near Term (Yr. 1)
C-4	Change the street name from "Washington Drive" to "Washington Street"	54	City	Near Term (Yr. 1)
C-5	Implement marketing and promotion strategies	52-55	Core City Entity	Mid Term (Yrs. 2-3)*
C-6	Adoption of Local Historic Zoning	59, 96	City	To be determined
D. Organization & Funding				
D-1	Initiate involvement of the new Core City entity in this plan's implementation	92-93	Core City Entity	Near Term (Yr. 1)
D-2	Adopt primary funding tools for Washington Drive District	97	City	Near Term (Yr. 1)
D-3	Establish Washington Drive District entity	93	Core City Entity	Mid Term (Yrs. 2-3)*
* Will depend upon when a critical mass of businesses existing				

Appendices

A. Washington Mixed Use Center Overlay District Zoning

B. Washington Drive Museum Feasibility Assessment

C. Detailed Funding Information

Appendix A:

Washington Mixed Use Center Overlay District Zoning

SECTION 1.

Section 9-1-3 entitled PURPOSE, is hereby amended to add a new subsection (u), which shall read as follows:

(u) MIXED USE CENTER OVERLAY DISTRICT PURPOSES

The Mixed Use Center Overlay District regulations, adopted and prescribed in this Ordinance, are found by the City Council to be necessary and appropriate to:

- (1) Establish pedestrian-oriented areas at key locations in the Core City planning area that will provide goods and services in a compact, urban environment.**
- (2) Provide nearby neighborhoods with convenient access to a mix of uses, including retail, services, offices, housing, institutions, and other uses, depending upon the particular area and its market potential.**
- (3) Address development issues of special concern with specific requirements relating to building location, parking, access, traffic movement, landscaping, environment, signage, visual quality, aesthetics, and land use.**

SECTION 2.

Section 9-4-2 (d) entitled OVERLAY DISTRICTS is hereby amended to add a new subparagraph (7), which shall read as follows:

(7) MUC MIXED USE CENTER OVERLAY DISTRICT

The MUC, Mixed Use Center Overlay District, establishes regulations to help create pedestrian-oriented mixed-use centers in urban areas of the core city. These regulations are specified in Section 9-4-4 (Overlay District Requirements).

SECTION 4.

Section 9-4-4 entitled OVERLAY DISTRICT REQUIREMENTS, is hereby amended to add a new subsection (g), which shall read as follows:

(g) MIXED USE CENTER OVERLAY DISTRICTS

(1) Mixed Use Center Overlay Districts are based upon the City’s Core City Plan and are generally intended to establish pedestrian-oriented areas to provide goods and services in a compact, urban environment. Mixed Use Centers can include retail, services, offices, housing, institutions, and other uses, depending upon the particular area and its market potential.

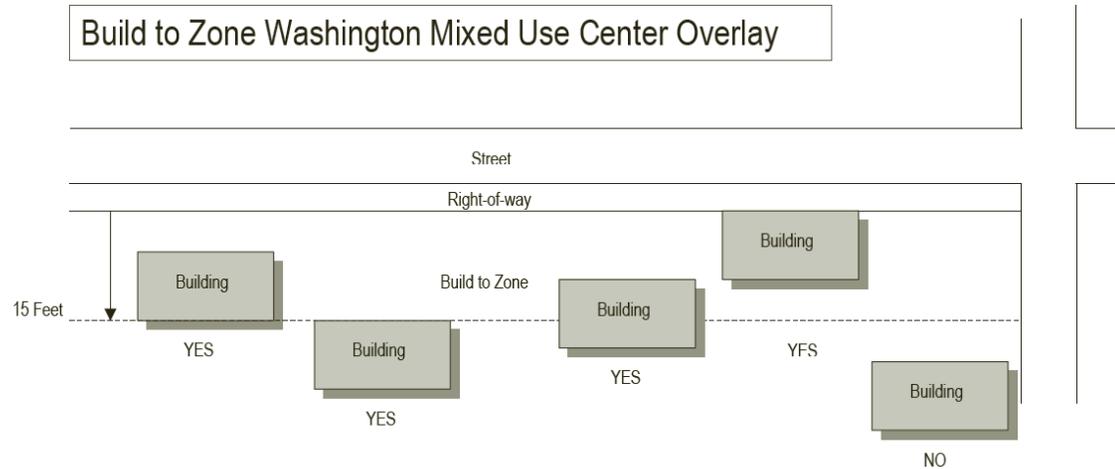
(2) Washington Mixed Use Center Overlay District

a. Applicability:

- 1. The Washington Mixed Use Center (WMUC) Overlay District establishes regulations that will create a pedestrian-oriented mixed-use center in accordance with the Core City Plan. It is solely intended for application to the Central Business (CB) District within the historic downtown section of the Washington Drive commercial area.**
- 2. The requirements and standards of the Washington Mixed Use Center Overlay District supplements and replaces the underlying Central Business (CB) District requirements and standards, except as provided below.**
 - i. Chapter 4 (Zoning) Article B (Dimensional Requirements) shall apply to the Washington Mixed Use Center Overlay District with the exception of Section 9-4-11(b)(4)b.1. (Yard Space Triangles) and Section 9-4-12(b) (Prevailing Street Setback). Section 9-4-13 (Accessory Use, Building and Structure Requirements) shall apply except as provided in Section 9-4-4 (g)(2)b.11. (Accessory Buildings). Section 9-4-14 (Fences) shall apply except as provide in Section 9-4-4 (g)(2)b.5. (Fencing).**

Washington Drive (or the primary fronting street for those properties located off of Washington Drive) (see Figure 4-4-1).

Figure 4-4-1

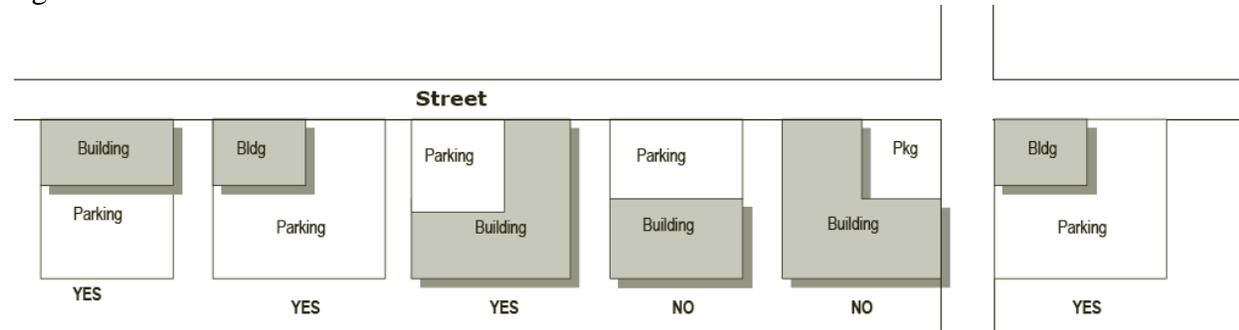


- i. On corner lots there is no build-to requirement along the side street except where Washington Drive is the side street, in which case the build-to zone shall apply to both the front and side.**
- ii. No building shall be located within ten (10) feet of the existing back of curb along any street right-of-way.**
- iii. Front building façades located within the build-to zone shall be generally parallel to the street right-of-way.**
- iv. For sites with more than one principal building located in a group development, see the standards of Section 9-4-4 (g)(2)b.10. (Group Developments).**

2. Parking:

- i. **Location:** All off-street parking that is provided shall be located to the side or rear of buildings. No off-street parking may be located between that portion of the front building line that is closest to Washington Drive (or the primary fronting street for those properties located off Washington Drive) and the street itself. On corner lots parking shall not be located such that it fronts contiguously on two streets. It is encouraged that bicycle parking or racks be provided, and that when provided, such parking areas should be in close proximity to the front door (see figure 4-4-2).

Figure 4-4-2



- ii. **Visual Screening:** Unless already screened by a building, all off-street parking shall be screened from the street and sidewalk by a low wall, hedgerow, or combination thereof with openings to allow for pedestrian access. The height of any opaque wall used to meet this requirement shall not exceed 3 feet. Generally, vegetative screens should not exceed 4 feet in height.

3. Cross access:

- i. Cross access shall be provided for all new development located in the Washington Mixed Use Center Overlay District. Cross access is a service drive providing vehicular access between two or more contiguous sites so that motorists or pedestrians do not need to reenter a public street to gain access to an adjacent site. Where cross access is required a cross access drive aisle and a cross access easement shall be provided from the parking area to the property line of an adjacent non-residential or vacant property (if such property is also located in the Washington Mixed Use Center Overlay District).**
- ii. Cross access is not required if the Enforcement Officer determines that the properties adjacent to the subject property have one or more of the following conditions or barriers:**
 - Properties do not have common frontage along the same street**
 - Significant differences in topography**
 - Significant natural features**
 - Vehicular or other safety factors**
 - Location of adjacent buildings**
 - Incompatible land uses**
 - Existing building or infrastructure obstructions**

4. Landscaping: Foundation plantings are encouraged where feasible. The foundation planting strip should be a minimum of four (4) feet in depth and include shrubs or low ground cover plants. Large planter pots may also be used.

5. Fencing: Chain link and barbed wire fencing shall only be permitted behind the rear building line of the principal building.

6. Signs:

- i. Electronic changeable copy signs shall not be permitted.**
- ii. If a freestanding sign is provided, it shall be limited to a monument type sign with a maximum height of 6 feet and maximum area of 1 square foot of signage for every linear foot of lot frontage up to a maximum of 75 square feet. No sign is required to be less than 50 square feet in area, regardless of lot width.**

7. Drive-thrus: Drive-thru facilities and other facilities that allow people to remain in vehicles while receiving products or services are prohibited.

8. Loading Areas: Off-street loading areas may be provided, but shall be located behind the building.

9. Ground Level Equipment and Dumpsters:

- i. Mechanical, HVAC and other similar types of equipment that are placed at ground level shall be screened from public view and are encouraged to be located behind the rear building line of the principal building.**
- ii. All dumpsters shall be fully screened and enclosed, and are encouraged to be located behind the rear building line of the principal building.**

10. Group Developments: Additional principal buildings may be built on a site without meeting the build-to zone requirement if there is at least one principal building located on the site with a front façade that meets the build-to zone requirement, and if the linear distance of the façade within the build-to zone is equal to at least 50% of the lot width. Furthermore, unless fronting on a major thoroughfare, such an additional principal building may be built without meeting the front entrance requirement (Section 9-4-4(g)(2)c.1.) and the windows requirement (Section 9-4-4(g)(2)c.2.) of this district.

11. Accessory Buildings: All accessory buildings shall be located behind the rear building line of the principal building and are encouraged to be of similar design and materials as the principal building if visible from the public street.

c. Building Standards:

1. Front Entrance:

- i. The primary entrance to a building shall be located on the front façade and be oriented to the street. The front façade is defined as the side that faces Washington Drive, or the principal fronting street for those properties not located on Washington Drive. For corner lots, the entrance may be located on the corner of the two front façades.**
- ii. The entrance should be architecturally distinguishable from the rest of the façade. This may include, but is not limited to the use of transom windows or sidelights, or the recessing of the entrance from the façade. Additional entrances may be located on the side or rear of the building.**
- iii. For sites with more than one principal building located in a group development, see the standards of Section 9-4-4 (g)(2)(b)10. (Group Developments).**

2. Windows:

- i. Percent of Façade: Any building wall facing Washington Dr. (or the principal fronting street for those properties not located on Washington Drive) shall have non-reflective, transparent windows on at least 50 percent of the ground floor façade measured along the length of the façade and within an area between 2 and 8 feet above average grade. Any other window, or portion of any window, on the ground floor façade that is outside this area shall not be counted toward the 50 percent requirement.**

- ii. **Upper stories of a building wall facing Washington Dr. (or the principal fronting street) shall have non-reflective, transparent windows covering at least 20 percent of the area of each upper story façade. On corner lots, building walls that face a side street other than Washington Dr. shall have non-reflective, transparent windows on at least 20 percent of the area of the entire façade. Educational and Institutional Uses as listed in Table 4-7-1 (Permitted Use Schedule) shall have windows covering at least 20 percent of the entire front façade. The area of parapet walls shall not be included in the surface area calculations.**
- iii. **Residential buildings and expansions to locally or nationally designated historic buildings are exempt from Section 9-4-4 (g)(2)(c)2 (Windows). For sites with more than one principal building located in a group development, see the standards of Section 9-4-4 (g)(2)(b)10. (Group Developments).**
- iv. **Transparency and Design: For those windows used to meet the percent of façade requirements, mirrored or reflective glass, and tinted glass with a visual transmittance factor of less than 35 is not permitted. Churches are exempt from this transparency requirement. The use of recessed windows and visually prominent sills, lintels or other such forms of framing and trim are encouraged and may be counted toward the façade articulation requirements of this overlay district. Windows that are flush to the façade may be used but shall not be counted towards the façade articulation requirements unless accompanied by further architectural embellishments that enhance the façade appearance.**

3. Walls:

- i. **Façade articulation: Architectural relief shall be provided along all front or side building walls at least every twenty (20) feet of horizontal distance, and may include, but is not limited to the use of pilasters, columns, recessed windows, pedestrian entrances, arcades, awnings, shutters, arches, canopies, false windows, medallions, or other features. Building**

walls located directly on an interior property line shall not be required to provide such articulation or architectural relief.

- ii. **Vertical orientation:** Façades facing a public street should achieve vertical orientation by using features such as vertically oriented windows and doors, or features such as columns or pilasters to create vertically oriented bays that are approximately 40 feet on center or less. The façade rhythm within a building façade should be maintained.
4. **Height:** The maximum building height shall be 50 feet.
 5. **Front Façades:** Buildings are encouraged to have front façades that have a clear and distinct base (ground floor), middle, and top (often defined by the cornice). Features such as an increased ground floor height (ground floor with a clerestory), the use of a belt or string course, a kick plate, frieze, or differentiated building materials or coloration are similarly encouraged. “Heavier” materials should be located below “lighter” materials.
 6. **Façade Materials:** Materials such as brick, stone, or other similar masonry materials are encouraged as primary building materials. However, the use of plain concrete block is prohibited.
 7. **Colors and Reflective Surfaces:**
 - i. The use of high intensity colors, metallic colors, or fluorescent colors on any façade is prohibited. However, building trim and accent areas may feature such colors.
 - ii. The use of highly reflective surfaces, including reflective glass and reflective metal roofs is prohibited. This prohibition does not apply to solar panels and copper or painted metal roofs.
 8. **Roof Treatment:** A parapet wall shall be used to screen flat roofs or a roof with a pitch of less than 3/12. Parapets, when provided, shall be placed on the front and side of the building.

- 9. Roof Mounted Equipment: Roof mounted mechanical equipment shall be screened from view from the fronting street by a parapet wall.**

d. Uses:

- 1. The following uses, which would otherwise be allowed in CB, shall be prohibited:**
 - i. Cemeteries/Mausoleums**
 - ii. Nursing and Convalescent Homes**
 - iii. Psychiatric Hospitals**
 - iv. Specialty Hospitals**
 - v. Automobile Repair Services, Minor**
 - vi. Car Washes**
 - vii. Laundry or Dry Cleaning Plants**
 - viii. Convenience Stores (with gasoline pumps)**
 - ix. Restaurants (with drive-thru)**
 - x. Service Stations (Gasoline)**
 - xi. Tire Sales**
 - xii. Market Showrooms (Furniture, Apparel, etc.)**
 - xiii. Heliports**
 - xiv. Railroad Terminals or Yards**
 - xv. Warehouses (general storage/enclosed) and Distribution Centers**
- 2. Bars require the issuance of a Special Use Permit and shall meet the applicable development standards of Section 9-5-2.**
- 3. Townhouse Dwellings shall meet the development standard for townhouse dwellings contained in Section 9-5-2.**

SECTION 10.

Section 9-5-2, entitled DEVELOPMENT STANDARDS FOR INDIVIDUAL USES, shall be amended as follows:

(v) BARS

(1) Where Required: GB, HB, CB, SC, MS, WMUC and TN Districts.

(2) Property Separation:

a. In the GB, HB, CB, SC and TN Districts No no such establishment shall be located within two-hundred (200) feet of a church, elementary or secondary school, public park, or residentially zoned property.

b. In the MS District, no such establishment shall be located within one hundred (100) feet of a church or an elementary or secondary school.

c. In the WMUC Overlay District, no specific property separation distance is required, however, applicants submitting a special use permit application shall demonstrate that the use will not create negative impacts on adjacent properties, particularly churches and schools.

(3) Orientation: The main entrance of the building shall be toward a street zoned predominantly for nonresidential uses.

(4) Screening: A minimum six (6) foot high opaque fence shall be erected adjacent to the property line of abutting residences, **but this does not permit a reduction in planting yard width as provided in Table 5-11-2.**

~~(5) **Parking: Parking areas related to the establishment shall be located no closer than thirty (30) feet to the property line of abutting residences.**~~

(w) BARS (CAPACITY > 100 PERSONS)

(1) Where Required: GB, HB, CB, SC, TN, MS, WMUC, and LI Districts.

(2) Property Separation:

- a. In the GB, HB, CB, SC, TN, and LI Districts ~~Ne~~ no such establishment shall be located within two-hundred (200) feet of a church, elementary or secondary school, public park, or residentially zoned property.
- b. In the MS District, no such establishment shall be located within one hundred (100) feet of a church or an elementary or secondary school.
- c. In the WMUC Overlay District, no specific property separation distance is required, however, applicants submitting a special use permit application shall demonstrate that the use would not create negative impacts on adjacent properties, particularly churches and schools.

(3) Orientation: The main entrance of the building shall be toward a street zoned predominantly for nonresidential uses.

(4) Screening: A minimum six (6) foot high opaque fence shall be erected adjacent to the property line of abutting residences, but this does not permit a reduction in planting yard width as provided in Table 5-11-2.

~~(5) Parking: Parking areas related to the establishment shall be located no closer than thirty (30) feet to the property line of abutting residences.~~

(ccccc) TOWNHOUSE DWELLINGS

(1) Where Required: MS and WMUC Districts.

(2) Elevation of Finished Floor: The finished floor elevation of the first floor above grade shall be at least three (3) feet above the elevation of the adjacent public sidewalk or street.

(3) Vehicular Access: Vehicular access to individual townhouse dwellings shall not be directly from a public street, but instead shall be from a common drive or public alley. The common drive is encouraged to take

access from a side or rear street, but may take access from Main Street. The common drive shall provide shared access to all units in the development.

- (4) Location of Garage: A garage may be located at grade, but shall be located on the rear of the building or in a detached accessory building(s).**

SECTION 23. That this ordinance shall become effective on March 31, 2008.

Adopted By City Council,

This, the 17th day of March, 2008.

Appendix B:

Washington Drive Museum Feasibility Assessment

Washington Drive

MUSEUM FEASIBILITY ASSESSMENT

High Point, North Carolina



© Prepared by Randall Gross / Development Economics
November 21, 2008
For the City of High Point

Photos courtesy: Randall Gross, CMF, Jardines, Officeodyssey.com, and Queens University.

INTRODUCTION

This report provides a summary of findings from a pre-feasibility assessment for a proposed museum in the Washington Drive area of High Point. A museum was proposed in the Core City Plan as an anchor for revitalization of the Washington Drive commercial district. This district was the commercial and entertainment hub of High Point's African-American community during much of the 20th century, but like many similar districts it lost much of its business base with the end of segregation. Even so, Washington Drive retains historic buildings, African-American entrepreneurs, fond memories for local residents; and a unique role in the grooming of one of America's best-known jazz musicians, John Coltrane.

In the 2007 Core City Plan, this district was conceptualized as a "Mixed-Use Center," to be marketed as a small but vibrant entertainment precinct adjacent to downtown. Market uses would possibly include 30,000 to 40,000 square feet of restaurants, a jazz night club, a music specialty store, other specialty businesses and neighborhood-serving convenience uses. The plan envisioned the district as home to non-profit arts organizations and professional & community services, anchored by a "Coltrane Museum and Cultural Center." This center was seen as a cultural hub for High Point to celebrate its African-American heritage, but also a major tourist attraction that could help draw visitors into the downtown area and especially Washington Drive. It was understood that the internationally-recognized Coltrane name was an important part of the "draw" for visitors. The increased visitor base would help drive demand for the restaurants and entertainment, and would enhance the overall image of the area for investment, resulting in the gradual revitalization of the community.

The purpose of this study is to test the viability of this concept of a museum and cultural center that could act as the anchor for revitalization in Washington Drive. The study examined and refined the concept, analyzed the marketability of the district as a museum location, and projected the market potentials for the concept. These market assessments helped inform the role of the museum in the overall Washington Drive District Plan, prepared by The Walker Collaborative. This study tested the financial viability ("pre-feasibility") and "sustainability" of the museum project at three different sites within the district. Based on the findings from these various analyses, an implementation plan has been developed that provides specific recommendations on the next steps for carrying the museum project forward. This report provides the findings from the site assessments (Section 1), market potentials analysis (Section 2), financial sustainability assessment (Section 3), as well as the preliminary implementation plan (Section 4).

Section 1. SITE ASSESSMENT AND CONCEPT DEVELOPMENT

The first step was to assess the general marketability of the Washington Drive area as the location for a museum. This assessment was based on site visits, inventory of existing uses, and interviews with businesses and real estate professionals. Specific potential museum sites were identified along Washington Drive. Background research was conducted on the history of these buildings and sites, as well as on the history and status of the Coltrane Boyhood Home, located nearby.

Background research helped define the museum concept that was tested through this pre-feasibility analysis. Initial input for plan development was obtained through focus group discussions with key stakeholders. Based on stakeholder input and on the site assessment, a basic concept emerged that included a focus on the community's African-American heritage and business base, and on the life and music of John Coltrane.

Further research was conducted in order to determine whether there was a sufficient and available collection to interpret John Coltrane's life and his influence on American music. It was also important to determine if the Coltrane family or estate would have an interest in the museum and allow the use of the Coltrane name. Meanwhile, research uncovered a parallel effort underway to establish a North Carolina Music Hall of Fame (HOF). It then became important to determine whether there was an opportunity to incorporate the HOF into the museum concept in order to broaden the appeal (and the potential audience) for the project. The findings from this research and assessment are summarized below.

Site Assessment & Historical Context

The Washington Drive District is located adjacent to downtown High Point, along East Washington Drive from North Centennial Street to Gaylord Court. Washington Drive was a thriving commercial street within a largely African-American community for much of the early and mid-20th century. A museum located in the district would help recapture the history of this community and interpret the story of its most famous resident, John Coltrane.

Historical Context

Washington Drive (formerly Washington Street) served as an important commercial, lodging, and entertainment hub for the surrounding African-American community during the long period of segregation. During that period, businesses within the district prospered in part because their African-American patrons had few other choices for

shopping, dining, and entertainment due to Jim Crow restrictions. Washington Drive became part of the “Chitlin Circuit” of African-American entertainers and performers, many of them now famous names, who traveled the South.

By mid-century, Washington Drive had over 50 African-American-owned businesses, plus churches, schools, and other institutions that made for a strong and coherent community that looked after its own. The business base included the Kilby Hotel, Patterson’s Drug Store, the Hinton Hotel, Dixie Theater, Eagle Theater, Stepping Stone Shoes, RJ Robbins Grocery, Davis Service Station, Henley Hotel, Washington Street Pharmacy, Poteat & Holt Funeral Home, Newson & Wife, and various professionals including doctors, dentists, lawyers, and other businesses. Civic and religious institutions included the Odd Fellow Temple, First Baptist Church, Washington Drive Library, Morris Chapel, High Point Normal & Industrial School (now Penn-Griffin School for the Arts), and the Young Men’s Club. The Washington Drive neighborhood served as home to musicians like John Coltrane as well as athletes like Special Olympian Billy Quick, and many hard-working individuals from many professions.¹ The High Point Convention & Visitors’ Bureau (CVB) has helped capture this history through an informative walking tour and brochure developed with input from the community.

John Coltrane. John Coltrane was only one of a host of African-American artists, businessmen, and professionals who grew up in the Washington Drive neighborhood and went on to success elsewhere in the city or nationwide. However, his name is perhaps best known and his life has interest to a broad range of potential museum visitors. Coltrane was actually born in tiny Hamlet, North Carolina but moved to High Point as a child. In High Point, he attended school and took piano lessons from local instructors. Following graduation from high school, he moved to Philadelphia and was inducted into the Navy. Coltrane went on to a prolific career as a jazz musician, composer and performer, and is credited with reshaping the use of the saxophone in music before his untimely death in 1967 at the age of 40. He was honored by the Pulitzer Prize Board for “his masterful improvisation, supreme musicianship, and iconic centrality to the history of jazz.”² His work and name are recognized worldwide and his compositions are still played by today’s jazz greats.

Recent History. Following desegregation, many of the community’s African-American professionals and middle-class residents gradually moved “up and out” to suburban communities. New highway-oriented strip centers and shopping malls further robbed older urban neighborhood commercial districts like Washington Drive of their local markets. Urban renewal transportation projects helped to disengage Washington Drive’s access and visibility from surrounding areas of downtown High Point. As a result of these changes and others, Washington Drive’s business base has severely declined from its height in the 1920’s to 1950’s. Nevertheless, there are still very active community members and business owners

¹ *African-American Heritage Guide*, High Point Convention & Visitors’ Bureau. (undated).

² Wikipedia, quote from the Pulitzer Prize Board.

today in Washington Drive with a strong sense of heritage and an active commitment to revitalize this once vibrant commercial district.

Local Access

Centennial Street, at the western end of Washington Drive, connects the district to High Point's northern suburbs, towards Oak Hollow Mall and Oak Hollow Lake. Washington Drive runs parallel and adjacent to Kivett Drive, the primary access route into downtown from Business I-85 and eastern portions of the city. Kivett has recently been upgraded with new streetscaping treatments. Due to its elevation, Kivett provides some visibility of Washington Drive to passing traffic. Unfortunately, local visibility is limited due to the expanse and configuration of streets at the intersection of Centennial and Kivett (see below). Kivett also connects to Main Street and western portions of the city.

Regional Access

Business I-85 provides direct access to Greensboro and Charlotte, and connects to the other major urban areas of the Piedmont Triad and the Research Triangle via I-40. International airports in Greensboro, Raleigh, and Charlotte are all within a two-hour drive of the district. As such, Washington Drive and High Point have an excellent, central location with easy access to most of the state's major metropolitan areas and international airports.

Surrounding Uses & Linkages

The Washington Drive District lies adjacent to downtown High Point, which is home to the world's largest furniture and home furnishings trade show (known now as the High Point Market). Home furnishings showrooms have taken much of the available space in the downtown area and even abut the Washington Drive District on its western boundary. West of Washington Drive, just across Centennial, is the new 200 Steele Building, which houses furniture showrooms. Unfortunately, this building "turns its back" physically on Washington Drive and there is a need to "soften" this gateway into the district.

Showrooms also occupy buildings to the south and southwest across Kivett. However, a large lot is vacant and currently for sale at the southwest corner of Centennial and Kivett. The confluence of highway-oriented road configurations, lack of pedestrian access and urban design standards, poor signage, existing building positioning, railroad underpasses, and vacant lots at or near this intersection severely reduces the physical linkages between Washington Drive and the downtown. As such, the Washington Drive District is "cut off" from downtown and from potential pedestrian activity that might otherwise strengthen marketing opportunities for the district.

At the very least, there is a clear need for a lively and attractive gateway to Washington Drive and a “softening” of the urban streetscape at this intersection. Such interventions cannot be emphasized enough, since without them, the district lacks visibility and its image is scarred by the surrounding environment. The lack of visibility and the poor image in turn affect the overall marketability of the museum and the revitalization of Washington Drive.

The railroad and Kivett Drive also act as physical barriers between Washington Drive and neighborhoods to the south. This is somewhat problematic because of the opportunity for linking the museum with African-American heritage sites including an historic cemetery and the Rosetta C. Baldwin Museum (1408 RC Baldwin Avenue) on the south side of Kivett. Washington Drive does have better pedestrian access and linkage to residential neighborhoods and High Point University, to the north. This proximity and access help to strengthen opportunities for revitalization in the surrounding neighborhood.

The Washington Drive neighborhood is characterized by a mix of African-American residential communities, as well as low-income housing projects and vacant or otherwise underutilized land. The neighborhood (and the commercial district along Washington Drive) accommodated High Point’s African-American residents and businesses during the long period of segregation and Jim Crow. Many of the institutions in the neighborhood were established specifically as racially-segregated “colored” facilities.

Located near the district is the Penn-Griffin School for the Arts, which includes the John Coltrane Hall of Music and Dance. Coltrane graduated from this school in 1943 and received his formative music training here. But the school is also important as a landmark for the city’s African-American community. Many High Point families have fond memories of this school and of nearby Washington Terrace Park, which has hosted picnics and community events that drew African-American families from as far away as Charlotte. The community had a sense of ownership in these schools and parks, since African-Americans were not allowed to cross racial barriers at other civic facilities.

The boyhood home of jazz musician John Coltrane is located at 118 Underhill Street within walking distance of the Washington Drive District. The house, currently owned by the City and leased to local tenants, is situated in the residential neighborhood where Coltrane spent his formative years. Thus, interpretation of Coltrane’s life would appropriately include the neighborhood context in which his boyhood home is located. From this perspective, it would be inappropriate to relocate the house into the district or otherwise away from its original place. It is also important to examine the pedestrian linkages between the Washington Drive District and the Coltrane Boyhood Home (as well as the Penn-Griffin School for the Arts and other neighborhood heritage sites).

Washington Drive District Uses

Washington Drive today retains its historic “patina” as a once-thriving business, entertainment, and civic district. Even though most of the original businesses have long-gone, there are still remaining original structures, property owners, and a smattering of businesses with linkages to the past. Probably the most prominent of these is the Kilby Hotel (ca 1910-1913), still owned by the son and daughter of the original owners John and Nannie Kilby. The handsome, three-story structure currently houses the T&T Barber Shop in its ground floor but is otherwise vacant. Other prominent historic structures include the First Baptist Church, the Mt. Zion Baptist Church, the former Odd Fellows Temple (mostly vacant), 126 N Centennial (showroom), and the former Ritz Theater building (the main part of which is used by a church). These buildings, along with several historic houses and office buildings, help form the core of a potential historic district and a heritage-based marketing strategy. Several non-historic but nevertheless architecturally “interesting” buildings can help to strengthen (rather than distract from) the marketing of this district. These buildings help compliment efforts to celebrate the heritage of the area and incorporate a new museum, cultural, or interpretive facility. Overall, the existing uses within the district include the following:

Active Uses

Religious Institutions	6
Residential Units (occupied)	8
Barber Shops/Hair Salons	5
Civic/Community Buildings	2
Furniture Showroom	1
Recording Studio	1
T-Shirt Printing	1
Tax Preparation (seasonal)	1
Dentist	1
Funeral Home	1
Restaurant	1
Automotive Repair	1
Upholsterer	1
Grocery Store*	1
Laundromat*	1

* Located on Centennial Street

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<u>Vacant Buildings & Lots</u>	
Undeveloped Lots	9
Vacant (parking areas)	3
Residential Units (unoccupied)	5
Vacant Commercial Buildings	4

The most common active non-residential uses in the district are religious institutions (including a number of “storefront” churches) and personal services (primarily barber shops and hair salons). In some cases, it is difficult to tell whether the businesses are actually operating but this inventory is based on site reconnaissance and information provided by the client. There are two beautiful residential houses in the district as well as a duplex property that is not as well maintained. Business and professional services include a dentist, seasonal tax preparation, and a t-shirt printing company. A furniture showroom occupies space in the historic American Lighting building.

Becky’s, the lone restaurant in the district draws everyone from construction laborers to lawyers for good, home-style soul food cooking. As such, it is a real asset to the district and should be considered as an important part of the marketing of the district and the museum. A body shop and a funeral home round out the other active businesses in or adjacent to the district. This list does not include the Five Stars Supermarket, located on North Centennial. This business is physically removed from Washington Drive, but does provide an important service to the community.

Potential Museum Sites. There are at least nine vacant buildings (or portions of large buildings) plus 10 vacant lots in the four block stretch of Washington Drive. Appropriate sites for a museum would maximize visibility and exposure but also “fit” with the overall marketing concept and character of the district. More importantly, since a primary role for the museum is to anchor the revitalization and long-term viability of Washington Drive, then the museum should be situated at a location where it can maximize its long-term spin-off. By this measure, it would be important to locate the museum near the heart of the district or towards the east, so that it can draw traffic into the district and past other potential business and cultural sites. If the museum were to be located at the “entrance” to Washington Drive at North Centennial, it would not have the effect of drawing visitors into the district and its overall spin-off impact would be minimized.

Given this issue, it would be logical to locate the museum near or just east of the intersection of Washington Drive and Hobson Street. Excellent opportunities exist to incorporate vacant lots and existing historic buildings that have particular significance for the community and its heritage. Such sites could include:

- Site A: (Foot of Hobson) - vacant lot adjacent to the McCollum Building
- Site B: The Kilby Hotel and adjacent vacant lots
- Site C: The former Ritz Theater and adjacent lots

Ideally, incorporation of one of the historic buildings into the museum could help speed the renovation of these properties while also strengthening the heritage theme associated with the museum. These sites are explored further in the market analysis (and through parallel research as part of the Washington Drive District Plan).

Marketing Constraints

It should be noted that there are no dedicated “retail” uses in the district at present. Several businesses sell retail products, these businesses mainly perform other services and do not rely on the retail trade. Retail businesses would have a difficult challenge in marketing and capturing trade in this district because of the **lack of exposure, traffic, and visibility**. Negative issues relating to safety and security, loitering, drug trade, and the presence of nearby low-income housing areas, also impact on retail marketing. There has been no pro-active development or retail marketing for the district to-date aside from the heritage tourism material that was produced for the community.

Thus, the museum or other attractions become critical as anchors for marketing in this district. Without such attractions to bring local and regional visitors and tourists into the area, it would be very challenging to capture retail trade in this location. At the same time, the overall “packaging” of the museum, heritage sites, and the historic district as a whole, are critical for marketing the museum. An environment must exist that is supportive of the museum concept in order to maximize attendance and generate spin-offs in the form of retail sales in the district. Because of the severe constraints resulting from the lack of exposure, it will be important to focus on aggressive outreach and marketing efforts. Physical improvements and gateways at the Centennial/Kivett and Washington Drive intersections will be imperative for increasing physical connections and visibility for this district.

Concept Development

In order to test the viability of the museum, a baseline concept had to be developed so that there could be context given to what was being tested. A museum is not just a building, but a program for interpreting some aspect of human life, or the man-made or natural environment. Museums are primarily considered educational institutions, so interpretation is meant to “enlighten” and teach. In this particular case, based on the recommendations of the *Core City Plan*, a critical function of the museum or cultural facility will be to anchor revitalization of the Washington Drive District. As such, the museum needs to draw on a unique story and must have sufficient marketing strength to act as a major attraction for local and regional visitors and for tourism.

Coltrane and African-American Heritage

The *Core City Plan* envisioned this facility drawing on the African-American heritage of the Washington Drive District and particularly, on the story of local resident John Coltrane. Coltrane is an internationally-recognized name that can be directly associated with Washington Drive. As such, there is the opportunity to leverage his unique story to create an attraction with marketing strength sufficient to attract large numbers of visitors. Whether or not Coltrane would have promoted a museum in his honor or would have celebrated his early life in High Point is immaterial to the ultimate objective of revitalizing this neighborhood.

While there are various sites in High Point and the Piedmont Triad that celebrate African-American heritage, the concept for this museum was to draw these elements together into a more comprehensive story and to create a cultural center and venue with direct linkages to the other sites. The High Point Museum already has an exhibit on the African-American heritage of the city, as well as an exhibit on Coltrane (and a tour planned of Coltrane artifacts). Therefore, any new museum would have to build a direct, mutually-beneficial relationship with the High Point Museum and develop these resources rather than creating a competitive situation. A museum located in Washington Drive has the advantage of being part of the historical context that produced this heritage, and provides direct physical linkages with Penn-Griffin School for the Arts, the Kilby Hotel, and other nearby landmarks and institutions associated with the African-American community and with Coltrane.

North Carolina Musical Heritage

Another concept to be integrated with this museum emerged after work began on this study. It came to light that a group in Thomasville has been proposing the development of a North Carolina Music Hall of Fame for some time. That group has structured itself as a 501(c)3 non-profit organization with a board that has worked on developing its small

collection and operating the hall of fame out of a small space in the former railroad terminal in Thomasville. The organization has sought to develop a full-fledged museum and hall of fame facility, but until recently lacked the opportunity to pursue that concept. Discussions with the leadership of this group have confirmed an interest in integrating the Hall of Fame concept with the Coltrane/African-American Heritage museum proposal. At the same time, there is a competing proposal that has been tabled recently with funding that might be provided by a large foundation. At this time, the Hall of Fame board has not made any commitments on the competing proposal so the option is still there for integration of a hall of fame into the broader and longer-term concept for this Washington Drive museum.

Stakeholder Input

The basic concept of a museum honoring local African-American heritage and the John Coltrane legacy was tested and refined with input from local stakeholders. Focus group meetings were held with a variety of people and organizations. The output from these meetings is summarized in the *Washington Drive District Plan*, but in general, there was broad support for the basic concept.

Some residents of the Washington Drive neighborhood took issue with the museum concept because John Coltrane left High Point and never returned to acknowledge his roots in the community. One can speculate on the reasons for Coltrane's actions, but what is relevant is that he shares a history with Washington Drive and that history is important in interpreting his life, his training, and his music. The fact that the community can now benefit from Coltrane's story, and that this famous musician can now play a posthumous role in the revitalization of Washington Drive, did have appeal to many members of the community.

The various stakeholders were very supportive of the concept of integrating restaurants, entertainment, and live jazz music with the museum and to create a lively destination district as envisioned in the *Core City Plan*. Some suggested the additional prospect of attracting home furnishings designers and showrooms into the district, although this was not supported by the majority of participants. The *Core City Plan* had already recommended the creation of a separate design district elsewhere in the downtown area. Broader High Point or North Carolina musical heritage or culture were also offered as important themes to weave into the museum, and the focus on North Carolina music has come to the forefront through the potential relationship with a group planning the North Carolina Music Hall of Fame. A number of other concepts and suggestions offered by the stakeholders have been integrated either into the market assessment or the design work produced for the *Washington Drive District Plan*.

Collections

Since the museum has been initially conceptualized as focusing on heritage, namely local African-American heritage, John Coltrane's life in High Point, and North Carolina musical heritage; core collections including interesting historic artifacts would be critical for interpretation. Today's museums are not as reliant on physical artifacts to interpret a story, but since heritage is the major theme for this museum, there does need to be a core collection that can help in the interpretation of that history. Other venues for interpretation include film, interactive exhibits, robotics, live presentations, recordings, photographs, replicas, and others.

Coltrane. No single organization, individual, or estate is in possession of a complete collection of Coltrane memorabilia, archival photos, personal effects, recordings, writings, or other artifacts that would form the core of a museum exhibit on Coltrane's life. Key pieces of the Coltrane legacy appear to be held in High Point, Philadelphia, New York, Tokyo, Washington DC, and perhaps other locations. A sample of Coltrane-related collections or facilities is highlighted (with specific sites underlined) below.

The High Point Museum is in possession of one of Coltrane's pianos, some sheet music, and a personal illustrated notebook from his childhood, along with several other miscellaneous pieces. These items are on permanent display at the museum. The City of High Point also owns the Coltrane Boyhood Home on Underhill Street. While there are no remaining family possessions in the house, the structure itself may retain original moldings, floors, and other structural effects that can be conserved as part of the interpretation of Coltrane's childhood. The Penn-Griffin School for the Arts also has a small exhibit on John Coltrane. There are also photographs, buildings of interest and collections associated with Hamlet, North Carolina, the birthplace of John Coltrane.

As noted before, Coltrane left High Point and moved to Philadelphia, where he lived for some time. The "John Coltrane House," located at 1511 North 33rd Street in Philadelphia and formerly owned by Coltrane's cousin Mary, has been designated as a National Historic Landmark. However, items such as a player piano were sold at auction or stolen from the house after it was sold out of the family. It is not clear how many personal items remain.³ Later, Coltrane moved to Long Island, New York, where he died in 1967. The "John Coltrane Home" is located at 247 Candlewood Path in Dix Hills, New York. Coltrane's son Ravi (a famous musician in his own right) has lived in that house for some time and is currently in the process of raising funds to develop it into a museum in honor of his father. Ravi retains the rights to many of his father's personal possessions. Interestingly, the family may also retain possession of some unreleased original John

³ Information supplied by the Executive Director, High Point Museum.

Coltrane music. According to Wikipedia, this may include mono and master tapes that the family may want to release slowly over time.

Collectors have garnered possession of original disc recordings made by Coltrane including many rare pieces. At least one avid collector in Tokyo holds a major Coltrane collection. Finally, the Smithsonian Institution holds certain recordings and artifacts from the musician and his associates. However, Coltrane is somewhat unique in that the Smithsonian appears to have a relatively small share of his collection when compared with other jazz musicians.

In most of these cases, there appears to be an opportunity for the museum to develop a relationship with other Coltrane collections and to create a lending program that would share High Point items with other museums and bring their collections on loan to High Point. There may be similar opportunities for national merchandising that would benefit the family as well as the various museums. There is at least the opportunity to explore this concept further with Ravi Coltrane and the collectors. In fact, it may be possible that collectors might be interested in donating or lending their collections to the Washington Drive museum as well. This is also one more reason for developing a direct relationship between this museum and the High Point Museum, to ensure that the local Coltrane collections remain intact and can be used to the best possible benefit.

African-American Heritage. Important African-American heritage collections in the area were also inventoried, and each of them is highlighted (underlined) below.

The High Point Museum has developed a small collection of local African-American heritage artifacts, some of which are displayed and interpreted in the museum gallery. Many of these items include photographs and artifacts from Penn-Griffin School for the Arts and other local institutions. A number of items are held by the Rosetta C. Baldwin Museum, including Ms. Baldwin's personal effects (e.g., her reading glasses), classroom items (e.g., her "switch" and blackboard), as well as items from local schools and institutions. There are a number of other items held by churches, schools, and private individuals throughout the city that may be relevant to the interpretation of the historical context of Washington Drive. The Greensboro Historical Museum also has a significant collection of artifacts relevant to the region and the International Civil Rights Center & Museum is (slowly) under development in downtown Greensboro. Rather than being seen as competitors to the Washington Drive museum, these are opportunities for the sharing of resources and the development of a more comprehensive regional cultural collection base.

N.C. Music Hall of Fame. The Hall of Fame has developed a small collection consisting primarily of photographs and concert posters from North Carolina musical acts. There is clearly potential for further, more aggressive development of this collection to include artifacts from individual musicians as well as writers, producers, venues, and others engaged in the state's music industry. The North Carolina Museum of History, in Raleigh, probably holds the state's largest

collection of artifacts related to the state's music industry. It will be important to coordinate directly with the State in the development of a regional music collection and on the Hall of Fame itself.

Overall Concept for Testing

Based on the site analysis and background research, an overall concept was developed for testing that included the following elements and programming as part of the museum:

John Coltrane Jazz Museum & North Carolina Music Hall of Fame

- John Coltrane in High Point. Interpretive exhibits, performance, and interactive exhibits on John Coltrane's formative years in High Point. Live musical and storytelling performances would be encouraged as part of the ongoing programming of the exhibition, which is oriented toward live performance and hands-on interpretation.
- The Influences on Jazz as an Art Form. Interpretive and interactive exhibits on the role that race and class played on John Coltrane's life, on jazz and his music, and on his legacy. Tie-ins with the Civil Rights movement in High Point (including the local high school sit-ins) and Greensboro (A&T sit-ins) would be important such as through joint programming and loans with the International Civil Rights Center & Museum in Greensboro.
- Washington Drive & African-American Business Heritage. Interpretive exhibits on Washington Drive, focusing in particular on local African-American entrepreneurs and the contributions made by local African-Americans in business and all walks of life.
- N.C. Music Hall of Fame. Interpretive exhibits, performance, and interactive exhibits on North Carolina musical heritage and a "Walk of Fame" of native North Carolina musicians, writers, performers, producers, and others who have had great influence in the music industry.
- Special Exhibits. Rotating and special exhibits including artifacts on loan from the John Coltrane Home (Long Island) and private collections; as well as special "Cultural Center" exhibits on African-American history and North Carolina musicians.

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- Listening Room & Archive, for “tasting” of various jazz artists including Coltrane as well as his counterparts worldwide.
- Coltrane Boyhood Home, accessed by foot or car (perhaps eventually by shuttle), included in the ticket price for the Coltrane museum.
- Jazz Club and Restaurant/Café, to showcase North Carolina musical talent (including jazz as well as other forms of **live music** from throughout the state). The Jazz Club would feature a “Roaring ‘20s” design (e.g., with neon signage) that would have broad appeal as a unique and interesting venue not only for viewing live musical acts but also for various corporate and event rentals.

Affiliated External Paid Attractions & Events:

- High Point Museum, accessed via a joint ticket purchased at the Coltrane museum, to learn about other aspects of local history.
- Rosetta C. Baldwin Museum, accessed via a separate ticket purchased at the Coltrane Museum, to learn about an individual’s exceptional contribution to the community.
- African-American Heritage Walking Tours, accessed via a separate ticket purchased at the Coltrane Museum, and operated by an independent contractor.
- Triad Jazz Festival or other music festival centered on Washington Drive and anchored by the museum. A key fundraiser for the museum’s operations. Tickets could be purchased at the museum.

Thus, the concept for the museum is defined to include more than just exhibitions but also live entertainment & dining venues, external attractions, and events that would also help to create synergies in support of the museum and of the revitalization of Washington Drive. The synergies are created through the common threads of music and the jazz era, African-American heritage, and live entertainment.

Section 2. MARKET ANALYSIS

This section summarizes the market findings and outlines a preliminary program for the museum proposed as an anchor for revitalization of the Washington Drive District. The market analysis forecasted the demand for the museum concept, measured in terms of attendance by source market. These forecasts were developed based on the site analysis, and on data collection from Triad museums and visitor attractions, a tourism base assessment, a survey of comparable facilities, and demographic analysis for the museum market area. The attendance forecasts were then translated into a preliminary development program for the museum concept, providing a sense of the scale and the physical components of the museum.

High Point Tourism & Museum Context

An analysis and inventory of the High Point and Piedmont Triad tourism market was conducted in order to understand the overall tourism flow and the context for museums as a tourism product in the region. There is very little data on the existing tourism market in High Point and there is no tourism development strategy in place that identifies the key drivers and market factors impacting tourism in the city. Similarly, there is little information or data on the regional tourism market, and rarely have the three major cities coordinated on tourism marketing or development for the region. Thus, information on the city's and the region's tourism flow has been examined based on information woven together from various sources. Interviews, in particular, were conducted with museums, visitor attractions, and tourism development agencies to collect data and gain an understanding of the area's tourism market and the role of museums in this market.

High Point Area Attractions

High Point is known as the capital of the furniture and home furnishings industry because of the city's long association with furniture manufacturers and the world's largest furniture and home furnishings trade show (The High Point Market). The High Point name, like those in neighboring communities like Thomasville, has often been used to market particular furniture products. This association is so well known that visitors expect to find good furniture shopping (and deals) in High Point. As a result, some furniture companies have taken advantage of the location and created a cluster of retail stores on the outskirts of the city. Today, much of the city's tourism and visitor flow relates in some way to The Market or to such furniture retailing.

The High Point Market. Much of downtown High Point has been absorbed by home furnishings showrooms affiliated with The Market, which includes over 12 million square feet of space in nearly 200 buildings. According to promoters, The Market attracts an average of 85,000 attendees per market period (spring and fall), plus 2,000 exhibitors from various companies. An estimated 10% of visitors (8,500) originate overseas. This is a substantial international (not to mention domestic) visitor base for a concentrated period of time, focused in the downtown area. High Point's lodging facilities cannot handle this volume and most visitors are bused in from Greensboro, Winston-Salem and other parts of the Triad. A large transit terminal has been constructed downtown to accommodate the huge volumes of shuttles transporting visitors.

Furniture Retailers. The furniture retailers are clustered along Business I-85 not far from downtown High Point. Furnitureland South claims to be the world's largest discount furniture store, with 1.5 million square feet of showroom space (including a recent addition) under roof. The massive facility attracts 100,000 visitors per year, most of whom have come solely to purchase furniture. About 50% of those visitors originate from out-of-state. An estimated 75% are repeat visitors, 10% are participating in the store's designer program (which links customers with designers), 10% are new clients (destination), and 5% are travelers just passing through. Thus, 90% of the visitor base is destination-driven. Marketing of High Point was benefiting from the low airfares offered through SkyBus flights, but this airline has since ceased operation.

Other stores in the cluster include Boyles, Drexel-Heritage, Abu Rugs & Home, Furniture Avenue Galleries, Zibo Oriental Rugs, and Thomasville. Thomasville has about 19,000 visitors per year, 70% of whom are from out-of-state. Most of their clients (80%) are also visiting Furnitureland South and 95% are destination travelers. Boyles has about 500 customers per week, 80% of whom are out-of-state. Visitation has been declining at these smaller stores although it may increase now with the expansion at Furnitureland South.

McCulloch Gold Mill. This privately-operated multi-use attraction includes the historic gold refinery and Castle McCulloch, used primarily as a venue for weddings, plus the Mineral & technology Museum, and various annual events. Altogether, the operators claim to attract almost 100,000 visitors per year to the facility, between the weddings, school visits, tourists, and event attendance. Castle McCulloch claims to be the top-ranked wedding location in North Carolina, with 500 weddings per year and average annual attendance of 50,000. The operator claims that the facility's weddings generate 8,000 to 10,000 roomnights.

The Castle has particular appeal in the African-American community. This fact may provide some opportunities for joint branding and marketing with the Washington Drive museum. The site also sponsors an annual Christmas Show (largest in North Carolina, according to the promoters), attracting 18,000 to 20,000 in attendance; plus Castle Carnivale,

with 1,000 to 2,000 in period dress; Wizard of Oz show with 2,000 children and adult attendance; Scottish Weekend, and other events. The Mineral & Technology Museum (see below) attracts 17,000 school children per year.

Bienenstock Furniture Library. The furniture library and bookstore at 1009 North Main Street is an important and unique attraction for a very specific clientele of furniture manufacturers, designers, and students. Founded in 1970, the library attracts an average of 3,000 to 4,000 visitors per year, primarily (75%) for research. The remaining 25% of visitors are tourists (10%) and regular customers who purchase books on particular topics. About 40% of the library's attendance occurs during The Market.

High Point Train Station. The historic (ca 1907) Southern Passenger Train Depot is less a visitor attraction than a commuter station. However, about 10 to 15 people per day do visit the station and look at the interior during The Market and a similar number visit during conventions at the Radisson.

Visitors Center & Other Attractions. The downtown visitor's center, operated by the Convention and Visitors Bureau, provides marketing and other services in support of tourism and conventions to High Point. The visitor center counted almost 30,000 registrations from July 2006 through June 2007. Visitation is down, however, due to rising gas prices and the closure of several furniture retailers. The City of High Point attracts visitors for conventions and trade shows, aside from The High Point Market, but currently lacks adequate facilities to accommodate larger events. Other attractions in High Point include the world's largest chest of drawers, the maize adventure, Bill Davis racing, and various museums, most of which are detailed below.

Museums. There are several museums located in High Point. Information on the existing market base and trends for each of these museums was collected and analyzed. Key findings on the museums, their market and offering are discussed below.

- High Point Museum & Historical Park. The High Point Museum celebrates and conserves local history, and provides various education programs for High Point residents. The museum and associated heritage facilities are located at 1859 East Lexington Avenue. This museum is operating out of a somewhat less-than-ideal location away from downtown and other commercial nodes. Nevertheless, the museum does form the core of an historical park that includes structures significant to the history of the city. The museum (built 1970) has 25,000 square feet of building space under roof, with various exhibits focused on the history of High Point. There is a 42 square-foot exhibit on John Coltrane (including a video about his life, his piano, and other effects) plus an exhibit on Washington Drive and "the Roaring Twenties." The museum will open a major exhibition (1,800 square feet) on Coltrane in 2010. The High Point Museum has also taken on the furniture and home furnishings collection formerly

displayed in the Furniture Discovery Center (FDC), with plans to open a new furniture exhibit in 2009. The museum plus nine associated historical buildings attract an average of about 17,000 visitors per year. Attendance increased after a renovation in 2000. Most visitors are residents and school children from the local area. African-American visitors account for approximately 19% of attendance.

High Point Museum operates with a \$500,000 annual operating budget, funding six full-time staff positions (while another two staff are grant funded). The City of High Point owns and insures the High Point Museum buildings, while the Historical Society owns and insures the collection. The City also typically pays for about 80% of the required cost of staff and utilities. Overall, the City of High Point funds 60% of the annual operating budget, or about \$300,000 to \$350,000 per year, while the Board of Trustees pays for the remaining museum operations and programs. Many of the education programs are funded through grants. Ongoing membership, rentals, fundraising, and sponsorships are necessary to meet the museum budget, which (in the current year) still faces an operating deficit of \$50,000 despite these efforts. The museum is also trying to raise \$100,000 to cover the cost of installing the new furniture exhibit, but fundraising efforts may have to be scaled back.

- Mendenhall Meeting House. The Mendenhall Meeting House is also operated by the High Point Museum. This historic facility, along with the adjacent City Lake Park, attracts about 250 visitors during the two events it is open each year, not including 25 to 50 for rentals.
- Angela Peterson Doll & Miniature Museum. This specialty attraction is the only remaining museum located in downtown High Point. Established in 1983, the museum operates out of a 3,000 square-foot facility at the back of the High Point Convention & Visitors Bureau (at 101 West Green Drive). The museum collection includes over 2,700 dolls, doll houses, miniatures and other displays. There are 130 Shirley Temple dolls alone. The museum's annual budget is \$120,000, of which about 50% is typically funded through grants from the CVB. The museum receives about \$10,000 in admissions from attendance of about 3,600 per year. Based on a sample attendance, 51% of attendees originate from within North Carolina, with about 24% from the Piedmont Triad (14% from High Point), another 8% from Raleigh-Durham, and 4% from Charlotte. Other key sources of visitors include Florida (8%), Virginia (7%), and New York/New Jersey (6%).
- Mineral & Technology Museum. This privately-operated, for profit museum is housed in a former farmhouse at the McCulloch Gold Mill property. The museum attracts 17,000 school children per year from an eight-county region. The facility is also open to the general public on Sundays and attracts about 70 visitors each Sunday during season (April to October). The museum includes tours of the historic mill and other facilities, with hands-on demonstrations and views of extensive mineral collections.

- Mendenhall Plantation. The home of Richard Mendenhall (ca 1811) at 603 West Main Street in Jamestown is operated by the Historic Jamestown Society. The plantation property includes the historic home, barns, cabins, corncrib, outhouses, smoke house, and other outbuildings. Originally, this small Quaker community hosted travelers in the region. As dissenters, they never owned slaves and were therefore a unique sub-culture in antebellum North Carolina. The historic property attracts about 5,000 visitors per year. The attraction could have special appeal and links to the Washington Drive museum audience.
- Rosetta C. Baldwin Historical African-American Museum. This house museum, located at 1408 RC Baldwin Avenue, is dedicated to the memory and accomplishments of a pivotal figure in High Point's African-American community. The museum opened in 2001 and attracts an average of about 150 to 200 visitors per year. The facility is run by volunteers on a shoestring budget of \$1,800 per year to cover utilities and office supplies. School children represent 75% of the visitors and a VIP bus brings about 45 adults during Market.

Other Triad Museums & Attractions

There are a number of other museums and visitor attractions throughout the Piedmont Triad in Greensboro and Winston-Salem. As the largest city in the region, Greensboro has the largest number of museums and visitor attractions. However, Winston-Salem is an important tourism hub thanks to the popular attractions associated with Old Salem and the Reynolda House Museum of American Art. Key museums and heritage sites are described below, followed by a list of other primary attractions.

- Greensboro Children's Museum. This 37,000 square-foot museum offers a variety of hands-on, interactive and educational exhibits. The museum has welcomed an average of about 120,000 children and other visitors per year since its opening in 1999.
- Guilford Courthouse National Military Park. Guilford Courthouse marked one of the largest battles of the southern campaign in the Revolutionary War. The park facilities are operated by the National Park Service.
- Old Salem Museum & Gardens. Old Salem is one of the region's best-known and most visited heritage attractions. The facility is defined as a "unique community of original museum buildings, authentic craftsmen practicing their trade, fascinating collections of rare antiques, and one of a kind retail shopping opportunities. The attraction focuses on interpreting the story of the Moravians who settled Salem in the 17th and 18th centuries and presents this story (a la Williamsburg) in the format of a working village with costumed staff and period activities. Attendance

averages 110,000 per year and, until the opening of the Greensboro Children's Museum, Old Salem was the region's most visited museum.

- Greensboro Historical Museum. This City museum (comparable to the High Point Museum) attracts 45,000 visitors annually to its 30,000 square foot facility, focused on local history. Exhibits include a replica of the Greensboro Woolworth's counter where sit-ins sparked the Civil Rights movement. There are also exhibits focused on Greensboro's ethnic populations including the African-American community. School children account for 20% of attendance, with 50% of total attendance generated from in-state. Many of the out-of-state visitors are retirees or others traveling en route from the southeast to hometowns in the northeast. The museum operates out of the city library \$2.0 million dedicated budget, with 11 full-time and 6 part time staff. The museum benefits from almost 200 regular volunteers.
- International Civil Rights Center & Museum. This future museum is under construction in the former F.W. Woolworth's building, which was the site of the original sit-ins in 1960. The \$18.9 million facility is being financed through a capital campaign in two phases. Phase I focused on fundraising to support acquisition of the building and land, construction and architectural design, and exhibit design and fabrication. Phase II has focused on programming and the archival floor. This facility would have potential tie-ins with the Washington Drive museum.
- Charlotte Hawkins Brown Museum. This museum was dedicated in honor of Ms. Brown's legacy as an African-American educator and community leader on the site of her former Palmer Memorial Institute. The facility includes Ms. Brown's home, original dormitories, cottages, a bell tower, the original dining hall, and a visitor's center.
- University Galleries. North Carolina A&T State University's University Galleries house the Mattye Reed African Heritage Collection and the Henry Clinton Taylor Collection of Art. The galleries attract about 20 visitors per day (or about 4,300 per year), of which 65% are students and 35% are visiting exhibitions or are African-American tourists. Many of the students are likely to visit the proposed Washington Drive museum.
- Reynolda House Museum of American Art. Located in Winston-Salem, Reynolda House, situated on a 1,100-acre estate, is an important regional art museum attracting visitors from throughout the Triad and beyond.
- Other Museums & Heritage Sites: Blandwood Mansion, Tannenbaum Historic Park, Weatherspoon Art Museum, Brock Historical Museum, Chinqua-Penn Plantation, and Natural Science Center in Greensboro; SciWorks Center

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(attendance 86,000), Diggs Gallery, Children's Museum of Winston-Salem, Museum of Southern Decorative Arts, Horton Center, Delta Arts Center, and Historic Bethabara Park in Winston-Salem.

- Other Attractions: Barn Dinner Theater, Grand Prix Greensboro, The Bog Garden, Grandover Resort, Wet n' Wild Emerald Pointe Water Park, Bur-Mil Park, Red Oak Brewery, Triad Park, Bicentennial Garden, City Market, Greensboro Cultural Center at Festival Park, Krispy Kreme, Club Odyssey, and Greensboro Arboretum.

Overall Tourism Flow

The Piedmont Triad region attracts millions of visitors each year to its museums, historic sites, and various attractions. There are over 140,000 deplanements at the Piedmont Triad International Airport and 400,000 cars travel on the region's interstate highways. Almost 120,000 people visit the area's state welcome centers and 320,000 visit the region's State parks. At the same time, the Triad is not one of the state's healthiest tourism markets, with one of the lowest average hotel occupancy rates (56%) and average daily room rates (\$65) of all of the state's tourism marketing regions. Average revenue per hotel room is among the lowest in the state, according to State tourism figures.

Based on research and interviews, an estimated 400,000 to 500,000 people visit museums in the Triad region each year. An estimated 55% of museum attendance is generated by local residents from within the region, while 45% is sourced from other areas in and out-of-state. The long-awaited opening of the International Civil Rights Center & Museum will undoubtedly increase these numbers substantially, with potential spin-off for the Washington Drive museum.

High Point currently captures an estimated 45,000 or 10% of the region's overall museum attendance. Given that High Point represents only about 7% of the region's population, it is performing better than average on a per-capita basis. Overall, High Point attracts about an estimated 140,000 tourists each year, excluding The Market (85,000) and other trade show business.

Comparable Museums Survey

A survey was conducted of comparable museums nationwide to collect information on the establishment, collection, program, organizational structure, budget, and market for these destination-oriented facilities. The results of the survey were used to inform this market assessment and to provide input to the financial analysis. The survey methodology and key findings are presented below.

Method and Participation

A brief survey questionnaire was designed to collect information on comparable museum development, organizational structure, funding, collections, and market base. The survey was distributed via email to (or conducted by telephone with) over 30 museums or collections.

The museums were selected based on several criteria, relating to location, market size and in particular to the typology. Typologies focused on museum collections or interpretations of heritage that are relevant to the concept for the proposed Washington Drive museum. The primary categories included:

- Jazz Music. Particularly museums dedicated to an individual musician that had played an important, recognized role in the development of jazz as an art form.
- Musicians. Other museums dedicated to an individual musician with a similar role in the development of their particular form of music.
- Local African-American Heritage. There are many museums dedicated to African-American heritage at the local level, including several in the Triad area itself. The Triad museums were covered under the previous research. Other museums were included if they were in similar-sized markets in Virginia or North Carolina.
- State Music Hall of Fames. Several state music hall of fames were included.
- Other Relevant Heritage Collections. Other relevant museums, particularly in North Carolina or the region were included.

Other factors that were important in selecting the comparables included the size of the market, region, dedicated museum building (versus house), associated entertainment facilities, and role in neighborhood revitalization.

Comparable Jazz Museums

The research on these museums turned up some interesting and disappointing information on museums honoring jazz musicians. In particular, it was discovered that there are relatively few successful museums in the country dedicated to specific jazz legends. Much of the interpretation of this heritage is concentrated in a few large “blockbuster” museums

or centers, including the American Jazz Museum in Kansas City, which is part of a similar neighborhood revitalization project known as the **18th & Vine District**.

The National Jazz Museum in Harlem also holds significant collections. The National Museum of American History at the Smithsonian in Washington, D.C. is also a major repository of jazz heritage. The Louisiana State Museum holds a significant collection of jazz musician memorabilia, since that state gave birth to this particular art form. Finally, the Rock & Roll Hall of Fame in Cleveland has also incorporated jazz history in its integrated approach to interpreting the history of rock music. All five of these large museums were included in the survey.

Research identified some information on the primary museums interpreting the lives of individual jazz musicians. This information is detailed in the Appendix. However, the only museums that were identified as specifically interpreting the story of a single jazz musician included the following:

- Scott Joplin Home (St. Louis)
- Louis Armstrong House & Archives (New York)
- W.C. Handy Home (Memphis) and Birthplace (Florence, AL)
- Eubie Blake International Jazz Institute & Cultural Center (Baltimore)
- Fletcher Henderson Museum (Cuthbert, GA – Opening 2008)
- Cab Calloway Museum (Baltimore - Closed)
- Glenn Miller Museum (Bedford, U.K.)

All of these museums (except Glenn Miller) were included in the survey but only the Eubie Blake International Jazz Institute & Cultural Center is a full-fledged, successfully operating museum dedicated to an individual musician that is not located in the artist's original home. Scott Joplin, W.C. Handy, and Louis Armstrong are all house museums. The Cab Calloway Museum at Coppin State College has recently closed when the musician's estate demanded that the museum return all of his artifacts. The Glenn Miller Museum honors primarily the musician's wartime service in England and is housed at a former military base. Fletcher Henderson Museum is not yet open.

Perhaps one of the most comparable facilities conceptually is the African-American Museum/Bessie Smith Hall in Chattanooga. This facility, like the concept for Washington Drive, has combined local African-American heritage with a facility honoring an individual jazz musician from the area. However, Bessie Smith Hall is not a museum per se, but a 264-seat performance space that also includes an exhibition on the musician. A Bessie Smith collection has also been integrated with the main body of the African-American Museum while Bessie Smith Hall is primarily used for live music

and other performances. In the Washington Drive concept, the museum focus is somewhat reversed, with more emphasis on Coltrane and the state's musical heritage. However, it is similar in that *live performance is an important part of the marketing of the overall concept in both cases*. The Washington Drive facility would include a music club and restaurant in a "Roaring '20s setting" that would showcase live North Carolina acts.

Music Halls of Fame

There are several large halls of fame dedicated to specific genres of music, including the Rock & Roll Hall of Fame (Cleveland), the Country Music Hall of Fame & Museum (Nashville), Gospel Music Hall of Fame (Detroit), American Classical Music Hall of Fame (Cincinnati), and others. Individual states across the country have also been establishing music halls of fame to showcase their home-grown musical talent. Among the state and regional music halls of fame are:

- North Carolina Music Hall of Fame (Thomasville, NC)
- Georgia Music Hall of Fame (Macon, GA)
- Alabama Jazz Hall of Fame (Birmingham, AL)
- Kansas Music Hall of Fame (Kansas City)
- Western New York Music Hall of Fame (Buffalo)
- Oklahoma Music Hall of Fame (Muskogee, OK)
- Alabama Music Hall of Fame (Muscle Shoals, AL)
- Kentucky Music Hall of Fame (Renfro Valley, KY)
- Hawaiian Music Hall of Fame (Honolulu)
- Mississippi Music Hall of Fame (Clinton, MS)
- Minnesota Music Hall of Fame (New Ulm, MN)
- West Virginia Music Hall of Fame (Charleston, WV)
- West Texas Music Hall of Fame (future facility in Abilene, TX)

Some of these entities are more organized than others and have developed formal collections housed in museum spaces. A few are operating as small collections or web site-based recognitions. The North Carolina Music Hall of Fame is structured as a 501 (c)3 and has an operating board and business plan. The group has operated from the Chamber of Commerce facility in the old railroad depot in Thomasville, but has recently received an offer from a major family corporate foundation to locate in new facilities elsewhere. The Board has not determined whether or not to pursue this offer and is otherwise interested in the concept of integrating with a destination museum on Washington Drive. In addition to the NC Music Hall of Fame, several others in surrounding states were included in the survey.

African-American & Other Heritage

There is a growing inventory of African-American museums that focus on local heritage throughout the country. Several in the region were included in the survey, such as the Black History Museum & Cultural Center (Richmond, VA). The North Carolina Museum of History (Raleigh, NC) is also an important repository of both African-American and musical heritage in the state of North Carolina. Several other specialty heritage museums were also included in the survey, such as the Stax Museum (Memphis, TN) and the Buddy Holly Center (Lubbock, TX), which focus on specific talent or genres relevant to this analysis.

Attendance Forecasts

Attendance at this museum would be generated from a mix of residents from the local and regional market base, as well as tourists and “day-trippers” from other markets in North Carolina and pass-through traffic. There would also be some destination attendance generated by die-hard fans of John Coltrane specifically, and jazz music in general.

Regional Market Demographic Assessment

Based on the findings from the comparable museum survey and interviews, as well as on-site analysis, concept development and other inputs; market areas were established for the prospective museum project. The demographic features of these market areas were examined and penetration rates applied to determine the likely scale of local and regional audience for this type of attraction.

The surveys and interviews indicate that per-capita penetration rates for comparable museums average about 9% to 11% among the core city population base, but range from 2% to 29% overall. Similarly, penetration rates average 1.2% to 2.3% for the metropolitan population base, but range from 0.2% to almost 9.0% overall. Bessie Smith Hall has the highest penetration rates among the comparable museums, but attendance includes admissions for performances at the auditorium. More detailed assessment examined the likely participation rates among targeted groups, including especially African-Americans, school children, higher-educated museum goers, music fans, and jazz music fans in particular, based on available information.

Tourism Assessment

Potential tourist, day-tripper, and destination visitors were estimated based on the review of tourism flow through the region and on the experience of comparable facilities in the region and nationwide. Museums in the region are averaging 45% inflow from outside of the Triad, with a significant share generated by day trips from within North Carolina. There have not been any large, nationally-recognized museum attractions in the Triad with the possible exception of Old Salem. However, the International Civil Rights Center & Museum will help to place this region “on the map” as a destination attraction of national significance to all Americans and will be a particular draw for African-American tourists. Once opened, this facility will provide spin-off opportunities for direct linkages with facilities such as this proposed Washington Drive concept.

The tourism assessment estimated the likely capture of existing and potential tourist & day tripper flow through High Point, the Triad, and that which might be generated by the new International Civil Rights Center & Museum. The assessment also examined the share of visitation that would be generated by destination visitors, again based on the experience of comparables. The jazz fan base has been estimated at 54 million or almost one-third of all American adults. In 2002, the National Endowment for the Arts (NEA)⁴ found the following with respect to the share of Americans with an interest in jazz music:

Share who like jazz music:	26.8% (3 rd highest, after rock and country)
Would like to attend more jazz concerts	23.7%
Listen to jazz music (on radio/TV)	23.3%
Listen to jazz music (on records/CDs)	17.1%
Saw jazz performed (on TV/film) in past year	16.3%
Attended a live jazz performance in past year	10.7%

While more than 10% of Americans attend live jazz performances (an estimated 18 to 20 million adults), only a small share of fans are committed to an individual artist and are willing to travel to a museum in honor of that artist. Based on the experience of comparable museums, it is estimated that about 2 to 4% of museum attendance would be generated by *destination* visitors who make the trip because they are avid jazz fans or fans of John Coltrane.

⁴ *Survey of Public Participation in the Arts*, U.S. National Endowment for the Arts, 2002.

Overall Attendance Forecasts

Based on the demographic analysis of the core regional market area, and on the tourism assessment, attendance was forecasted for a stabilized year of operation (*after* Year 5) for the proposed concept as envisioned in this report.

Market Source	Low Range	High Range
Triad Market	14,300	15,600
Tourist	11,600	15,500
TOTAL	25,900	31,100

This analysis indicates expected annual attendance in the range of 25,900 to 31,100 by Year 6 of operation. These attendance figures do not include patrons of the jazz club / café, music festival, or external events that have not paid the price of admission to the museum. The overall share of attendance generated by tourists is most likely to vary, with more aggressive marketing efforts resulting in higher attendance at or more than the “high” end of this range.

Attendance will peak at the initial year of opening and then fall temporarily as the market adjusts. Over time, increased collections and marketing will increase attendance to or past initial opening levels. It will also be important to continually refresh exhibits, and bring special exhibitions and performances to the museum in order to encourage repeat visits. Initial, five-year attendance is projected below (using the more conservative low-range forecasts):

Year 1	25,000
Year 2	22,250
Year 3	19,500
Year 4	21,750
Year 5	24,000

Caveats. The market analysis determined that there is demand for a museum in the Washington Drive area, so long as a variety of pre-conditions are met. Among these pre-conditions are the following:

- Improvements to the Public Realm. Period streetscaping and public improvements to the urban infrastructure along Washington Drive. Preliminary recommendations are to choose a relevant period for building strong identity district design (in particular, an association with the JAZZ AGE (e.g., 1920’s-30’s), when Coltrane walked these streets.

- Improvements in Safety & Security. It is assumed that there would be increased safety and security throughout the Washington Drive area as a prerequisite for achieving these attendance projections. Improvements relate not only to a downward shift in the crime statistics but also an improvement in public perceptions of safety in the area.
- Gateway Improvements at Centennial. Visible design & pedestrian infrastructure improvements across N. Centennial Street to downtown and the Market. The multi-pronged intersection of N. Centennial, Kivett Drive, and Washington Drive is a serious constraint for pedestrian accessibility and visual linkages to the Washington Drive District. Gateway features, coupled with improved pedestrian and traffic access at that intersection would help improve perceptions of the area and substantiate the marketing potential. A better interface with the facades of showrooms including 200 Steele would also serve to benefit the area.
- Heritage Buildings. Preservation, rehabilitation, celebration, and adaptive reuse of existing buildings in the Washington Drive District. Preferably, the museum/club-café would integrate all or part of an existing building of historic significance (e.g., Kilby Hotel/Arcade or The Ritz) as part of the overall complex. While the upper floors of the Kilby may not be useable as a museum per se, it is assumed that the ground floor would be rehabilitated to accommodate portions of the museum collection or the club/café. Similarly, portions of the Ritz could be rehabilitated to accommodate some of the museum collection or music club. The integration of the historic buildings into the museum would add marketing value, in terms of original historic building space and ambiance.
- Integrated Visitor Program. The program would include a variety of activities such as the walking tour, Penn-Griffin School for the Arts, Coltrane Museum/Jazz Club-Cafe, Rosetta C. Baldwin Museum, High Point Museum, and Coltrane Boyhood Home. The Coltrane Museum, High Point Museum, and Coltrane Boyhood Home would be included in the purchase price of the museum ticket. The walking tour ticket would be sold by the museum but operated by an independent contractor. Tickets to the Rosetta C. Baldwin Museum would be available from the museum (and eventually packaged with the museum once there is sufficient funding for upgrading that facility).
- Coltrane Collection. The museum would have access to Coltrane's original effects. Some of these effects are located in the High Point Museum, which is presumed to have a direct partnership with this museum including sharing of merchandise revenues, ticket sales and certain administrative functions.
- Jazz Club/Café & Live Entertainment. Restaurant and live entertainment use will be integrated with the museum facility but with a separate entrance. The market analysis assumes that the jazz club will be supportable in the

market, but the actual potential for successful (profitable) operation of a jazz club and restaurant has not been tested through this market analysis.

- Museum Concept. The specific concept developed in the previous section of this study is implemented, building on Coltrane and the Jazz Era, local African-American history, and North Carolina Music Hall of Fame.
- Relationships would be developed with High Point University, other African-American heritage sites, the High Point Museum, The High Point Market, and the North Carolina Music Hall of Fame for operating and marketing purposes. Relationships would also be built with the International Civil Rights Center & Museum for direct co-branding and marketing.
- Annual Music Festival. An annual music festival or event associated with Coltrane and the state's musical legacy, to be held on site or within the Washington Drive District as a major fundraising and marketing tool.
- Experienced Administration & Promotions. The museum will operate with experienced staffing, led by an Executive Director with direct experience in administration and promotion of this type of specialized destination attraction.

Development Program

Based on the attendance projections and the concept as presented in the previous section, a development program has been proposed. This development program is intended to help inform the planning process as part of the *Washington Drive District Plan*.

John Coltrane Jazz Museum & North Carolina Music Hall of Fame

Annual Museum Attendance: 25,900 to 31,100 (Stabilized Year 6)

- | | |
|--|----------------------------------|
| • Jazz Museum/Hall of Fame | <u>16,500-19,100 Square Feet</u> |
| ○ Exhibition/Community Space* | 8,750-11,350 |
| ○ Gift Shop/Visitor Center | 800 |
| ○ Office/Storage & Support | 2,850 |
| ○ Jazz Club / Restaurant Café
with Live Entertainment | 4,100 |
| • Existing Coltrane Boyhood Home | 1,568 Square Feet |

**Including the N.C. Music Hall of Fame, Coltrane Story, Roots of Jazz, Washington Drive African-American Entrepreneurs & Community Heritage Exhibit, Special Exhibitions, and Music Listening Room and/or recording booth*

The program would require 16,500 to 19,100 (or about 20,000) square feet to accommodate the concept, including a museum/club. A review of the Hall of Fame's existing collection suggests that there is not much yet for display (other than posters, for example). However, there is a need for space to accommodate growth, as the North Carolina music heritage collections expand over time.

This facility would incorporate a live music venue in a restaurant/club setting, with regular performances of jazz, blues, and various forms of North Carolina music. This component, a key feature of marketing the overall project, would be positioned as an "incubator" of North Carolina musical talent, in order to attract state funding and also attract talent. The jazz club/café would be integrated with the museum but will have separate "art deco" signage and entrance onto Washington Drive to evoke the Jazz Era and to expand and diversify the business district. It is not clear that the Kilby

Hotel buildings would be physically adequate to accommodate these uses, but alternatives should ensure that there is sufficient inter-action between the restaurant/club and the museum spaces.

Spin-off Activities

While the market for restaurants was not tested, it is hoped that the anchor museum/restaurant/entertainment facility would help to generate spin-off potential for additional restaurant venues in order to expand the destination attraction. The local market is nevertheless a constraint, so *caution* is given towards conceptualization of a district dependent on significant restaurant activity. In planning for additional uses, it is strongly advised to focus on the two blocks between North Centennial Street and Hobson Street, which is where short and mid-term redevelopment activity is most likely to occur.

Section 3. FINANCIAL ANALYSIS

This section summarizes findings from a financial analysis for the proposed museum concept at each of the three proposed sites identified on page 9. The operation of this museum is envisioned as a non-profit enterprise and, as such, the financial returns are measured in terms of “sustainability.” The key measure of sustainability is the net operating income (NOI) that is generated by the museum, which indicates the income requirements for covering the projected costs of museum operations. As such, a five-year cash-flow model was developed that indicates the NOI for the museum based on market projections and certain operating assumptions. The assumptions are discussed in this section.

The indicative cost of construction was also estimated for each of the three sites, based on information provided by members of the Walker Collaborative team and based on comparable experience. These “indicative” estimates are provided in this section. However, more detailed architectural analysis will be required in order to determine the construction requirements and to estimate the likely costs of construction at each of the three sites.

Cash Flow Model

A five-year cash flow model was developed to test the requirements for generating positive Net Operating Income (NOI). The results of this model are detailed in Appendix Table A-1 and summarized below. The model generates income or revenues based partly on the market projections detailed in the previous section of this report. Both earned and unearned income is projected. Expenses are determined based primarily on the operation of comparable museums and on experience in the field.

NET OPERATING INCOME SUMMARY

<u>Factor</u>	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>
Income	\$559,300	\$468,600	\$378,000	\$451,200	\$524,400
Expense	\$498,300	\$463,800	\$429,400	\$463,800	\$498,200
NOI	\$ 61,000	\$ 4,800	(\$ 51,400)	(\$12,600)	\$ 26,200
<i>Reserve</i>	<i>\$ 61,000</i>	<i>\$ 65,800</i>	<i>\$ 14,400</i>	<i>\$ 1,800</i>	<i>\$ 28,000</i>

Note: All numbers rounded from those shown in Appendix Table A-1.

The museum would have a stabilized annual operating budget in the \$500,000 range. This is consistent with comparable museums of this size (in terms of exhibition space) but there is also an assumption that the restaurant and entertainment component will generate significant income to cross-subsidize the operation of the museum.

Based on experience, the initial years of operation will generate higher-than-average admissions and revenue stream due to the excitement of opening a new, regional attraction. The overall visitor base is likely to taper off after the initial opening, resulting in a decrease in revenue stream. But, admissions will gradually stabilize or increase marginally as marketing of the museum begins to have an effect. A key factor in the marketing of museums is the requirement for generating repeat local visitation through the addition of special exhibitions, events, and new displays or experiences. But in addition, this museum has potential to expand its capture of the regional and national market base through aggressive outreach and marketing. By Year 5, it is expected that the museum will also begin to generate revenues through loans, tours, and special exhibitions. Growing admissions and new income from special exhibitions and publications will help to bring revenues back in line with expenses.

Revenues will exceed expenses during the first two years of operation, which will enable the museum to establish a Reserve Fund. Use of this reserve fund will help sustain the museum during an initial period of decreased admissions in years 3 and 4. By Year 5, income will again exceed operating expenses. Overall, if the museum performs as expected at opening, then it will create a relatively sustainable base for operations by Year 5.

Income Assumptions

As shown in Appendix Table A-1, sources of income include admissions from sales of regular and discounted (student, senior, child) tickets. Other earned income includes revenues from gift shop sales, merchandising, loans or tours, and rentals. Non-earned income would be generated through local, state, and federal government grants as well as through fundraising and contributory income (gifts, sponsorships, memberships, and endowment). Earned income is projected to represent at least 54% of total income in Year 5. However, income projected in the model is predicated on the museum affiliating with both the John Coltrane legacy and with the North Carolina Music Hall of Fame. Should either or both of these affiliations not occur, then earned income would be severely reduced for this museum concept.

Admissions. Admissions were calculated based on the attendance projections and on pricing assumptions. The ticket prices are expected to average \$6.00 initially for regular adults, and \$4.00 for discounted tickets (seniors, child, students). The ticket price allows for admission to the museum and the Coltrane Boyhood Home. Admission to the jazz café would be through both the museum and (during off-hours) through a separate entrance. Admission would be free to the jazz café except for a cover charge during live evening performances. While it has not been included here, a special add-on ticket could also be designed to allow for African-American Heritage Tours of the Washington Drive neighborhood and for entrance into the High Point Museum and other local attractions.

Merchandising & Gift Shop. Gift shop sales are calculated based on admissions and a conservative average purchase (\$2.90) per visit, stabilized. Merchandising is assumed to be an important source of revenue for this particular museum, because the Coltrane name, jazz legacy, and North Carolina Hall of Fame recognition will all carry cache that is marketable for various merchandise sales (above and beyond regular, on-site gift shop sales). It is assumed that the museum will share at least 50% of the revenues from these merchandise sales with the John Coltrane estate and with the Hall of Fame, respectively. The model has conservatively assumed about \$15,000 in *net* residual merchandise gross for the museum (out of \$30,000 total), above and beyond sales from the gift shop. Clearly, such relationships must be negotiated, although the museum should ensure that it retains its rightful share of any value added through its merchandising strategies (which could include web sites, tours, and other sales venues). If either the museum fails to affiliate with the Coltrane name and/or the North Carolina Music Hall of Fame, then these merchandising opportunities will be lost.

Loans and Tours. There is a Coltrane museum under development on Long Island in New York. Discussions with researchers indicate that there are possibilities for the two museums to share artifacts and exhibits on a loan basis and for touring, which would increase revenues for both museums. Both museums could also generate loans for temporary

exhibits at jazz and other museums. It is not anticipated that the museum would generate any revenue from loans or tours until at least Year 5 of operations, and that net revenue would not exceed \$15,000.

Jazz Club & Other Rentals. Portions of the museum facility would be available for rentals, such as for convention events, award dinners, and weddings. It is assumed that the jazz club/café will be operated by a concessionaire and that this operator will generate a rental fee or net operations charge to the museum. The rental fee would be paid as a percentage of gross revenue generated by the club/café, and thus will fluctuate from year to year. Other rental fees are based on average utilization at comparable facilities. Further analysis is required for testing the jazz club/café and other rentals to refine the market potentials and determine whether the income will meet these expectations.

Public Grants. Grant income is projected based on comparables and expectations for this type of museum, but are obviously subject to the funding cycle and availability. The financial analysis has assumed significant up-front operating funds from federal, state, and local government. However, it is likely that the museum will receive smaller grants and operating funds on a more regular basis after the initial start-up period, in the range of \$75,000 per year. It is assumed that one-third of the initial public funding will be sourced for general operations from local government (or about \$50,000), but that the share will increase and the amount will decrease over time to about \$35,000 or \$40,000 per year (40% of grant income). Most other grant income would be used for education and program-specific needs.

Fundraising & Contributory Income. Contributory income, in the form of individual gifts, memberships, corporate contributions, and sponsorships, has been estimated based on the performance of comparable museums in terms of the share of income generated from these sources. There is also the assumption that this museum will generate strong corporate support from the High Point Market and the furniture companies that participate in the market. While these sources have not given substantial support for previous museum efforts in the city, it is still recommended that fundraising efforts focus on ways to illustrate how the addition of downtown restaurants and entertainment venues (such as a jazz museum/club/café) will benefit the trade show. There are also a number of other potential corporate sources in the Triad above and beyond the furniture industry. Fundraising events in support of the operation of the museum will gradually gain momentum over time, while other forms of support are likely to drop off or stabilize. It is anticipated that fundraising would also aim to establish a permanent endowment, which would gradually help provide funding for ongoing operation of the museum. A Museum Endowment Campaign is recommended as part of the long-term fundraising strategy, but endowments are unlikely to contribute much income in the initial start-up years.

Expense Assumptions

Expenses were projected both for the museum and for the Coltrane Boyhood Home. **Personnel** costs are the largest single operating expense associated with most museums, and they represent about 50%+ of total expenses projected for this museum, not including professional development, contract services, shared administrative staffing, and ancillary personnel costs. Other expenses include utilities, acquisitions & loans, merchandising, fundraising & grant writing, maintenance & equipment, security, supplies, marketing & promotions, and various administrative overhead costs (e.g., insurance, legal, etc). Expenses specific to the Coltrane Boyhood Home will include utilities, maintenance & equipment, security, and supplies. It is assumed that at least one museum staff position (in addition to docents) would be assigned specifically to on-site duties for the Boyhood Home, aside from maintenance and administrative staff shared with the other facility. Administrative functions are wrapped into the overall museum expense budget.

Marketing, Merchandising, & Acquisitions. It is assumed that marketing and promotions will be pursued aggressively through outreach to local, regional, and (on occasion) national markets. More than \$25,000 is allocated for marketing during Year 1, although the marketing budget is expected to stabilize at \$10,000 to \$15,000 per year. It is imperative for the museum to have an acquisitions budget that would be used for upgrading and strengthening its exhibition through new displays and artifacts. Merchandising is also assumed to be a larger portion of the budget for this museum than some other comparables, because of the opportunity to generate income from the association with Coltrane and the NC Music Hall of Fame. This model assumes constant prices, although it is likely that many per-unit operating costs (particularly for building services and energy) will increase faster than inflation.

Pass Throughs. The model also assumes that the jazz club/café will pay a gross lease to cover all utilities associated with the operation of those activities. Thus, while utilities are expensed in the cash flow analysis, the rental income includes payment to cover utilities and other building expenses (but not operations) associated with the club.

Indicative Construction Costs

As noted previously, “indicative” construction costs have been estimated for development of the museum at each of the three sites. These cost estimates are provided in Appendix Tables A-2 through A-4. However, a detailed architectural study would need to be conducted in order to refine and estimate the true likely costs of construction. Nevertheless, the following cost estimates provide some indication of the scale of likely expenditures and the requirements for fundraising. The estimates also help to differentiate the financial costs and benefits of each site.

Indicative Cost Summary

	<u>Site A (McCollum)</u>	<u>Site B (Kilby)</u>	<u>Site C (Ritz)</u>
Acquisition	\$ 371,700	\$ 278,200	\$ 725,500
Museum	\$4,026,000	\$4,307,800	\$3,872,000
Fit-out & Exhibits	\$ 962,300	\$ 983,500	\$ 950,800
Site Improvement	\$ 262,400	\$ 277,200	\$ 216,200
Parking	\$ 132,000	\$ 78,000	\$ 192,000
Design	\$ 322,100	\$ 344,600	\$ 309,800
Contingencies	\$ 564,000	\$ 592,200	\$ 547,900
Legal + Insurance	\$ 42,500	\$ 42,500	\$ 42,500
Reserve	\$ 47,800	\$ 47,800	\$ 47,800
Fee	<u>\$ 191,000</u>	<u>\$ 191,000</u>	<u>\$ 191,000</u>
TOTAL	\$6,921,800	\$7,142,800	\$7,095,500

Based on the per-item estimates, construction cost would total approximately \$7.0 million for this museum project. While there are slight differences in the cost depending on the site, there is relatively little difference between the sites with respect to total construction cost. Acquisition costs vary depending on the amount of land and buildings that must be purchased for development at each site. However, the purchase prices have been kept constant on a per-unit basis (per-acre and per-square-foot of building space) for the purposes of this analysis.

It should be noted that since the Site C (Ritz) has access to more land, the architects have programmed the development of this land for more parking. As a result, the overall cost of acquisition is higher (partly because there is more land, as well as more existing building space) and the cost of parking is higher (because there is more land available

for parking). If the amount of land is held constant for each site, then the difference between the sites is even less. However, it is advantageous to control more land for the museum (as in Site C), not only because it allows more available parking, but also because of the long-term opportunity for expansion or development of other activities on the site.

The museum construction costs are actually lowest for Site C (Ritz), because more of the development would include rehabilitation of existing building space (which is less costly per square-foot than new construction). Construction and rehabilitation costs are based on comparable museum construction nationwide and on analysis by team members. Similarly, the costs for exhibition development are also based on comparable museums, although it is assumed that this museum will require higher-than-average design costs because of the relatively small size of the collection and the need for inter-active, multi-media exhibits to interpret the concept. The contractor's fees are shown to be equal for all three sites because of the assumption that the scale of the project would be identical. Clearly, contractors will differentiate their fees depending on a number of variables including expertise required for certain types of rehabilitation versus new construction and differences in the requirements for construction at each site.

Summary

This financial analysis included a five-year operating cash flow model as well as a construction pro forma. The purpose of the cash flow model was primarily to determine the sustainability of the project as a non-profit entity, rather than to determine an internal rate of return or residual value as would be appropriate for investor-driven real estate. The cash flow model suggests that the museum can achieve some level of sustainability by Year 5 depending on a number of caveats, not the least of which is the requirement for use of the Coltrane name and NC Music Hall of Fame branding for the purposes of merchandising and marketing, not to mention sales generated from the jazz club and café profits, tours, and loans. Over time, income from endowments and long-term investments could help to generate additional operating funds for the museum.

Construction of the facility would require at least \$7.0 million, to cover all estimated and assumed acquisition, design, contracting, hard and soft construction costs. Since there is insufficient information on the actual architectural and engineering requirements for each site, there is very little differentiation of the sites based on cost. However, Site C would offer the best opportunity for parking and for long-term expansion, as well as for rehabilitation of existing building space, even though there would be a higher short-term cost from acquisition. Strategies for funding and implementation of the museum are explored in Section 4.

Section 4. FUNDING & IMPLEMENTATION STRATEGIES

Based on the market potentials and financial viability assessment, and with an understanding of the museum's role in the overall revitalization of the Washington Drive District, a preliminary Implementation Plan has been developed. The Implementation Plan focuses on developing the initial organization and structure for carrying the development and operation of the museum forward. Once a structure has been established, the governing entity or board would focus on creating a capital development plan, to fund detailed design work and construction. Fundraising for operations, and development of an operations plan would then take place. Baseline funding sources are identified by type, with a recommendation to establish a healthy mix of earned and unearned income for the sustainable operation of the museum.

Museum "Kick-Off" Celebration

In order to generate enthusiasm for the project, a "kick-off" celebration or launch has been suggested. At such an event the museum project, along with the overall plan, would be introduced with much fanfare to the community. Invited guests would include well-known jazz and other musicians, artists, political representatives and government staff, African-American community leaders, corporate leaders, tourism industry representatives, and others who would help kick-off the effort to implement the plan. The cultural arts community and civic leaders, supported by the City, would organize the celebration, and would ensure significant regional and specialty press coverage of the event.

Museum Operating Structure

It will be critical to establish an exploratory committee as soon as possible after the kick-off, in order to decide whether to initiate further studies, planning, and fundraising efforts. The appropriate structure should also be explored as the next step towards implementation. One possibility is for the museum to operate under the auspices of (or as a subsidiary of) the High Point Museum. While an existing local museum board exists, it will be important to focus attention on the development of this new facility and bring regional and national interests to the table in order for such an endeavor to succeed.

As part of a non-profit, educational and cultural organization, the museum will have the ability to access grant funding from a variety of public and private sources, and is likely to benefit from tax-deductible individual contributory income. However, it will be important for the museum to have the support of the City of High Point, and to be affiliated strongly with the High Point Museum.

Role of City of High Point

From a cost-benefit perspective, the City of High Point has much to gain from this museum. The City currently lacks major tourism and entertainment attractions in the downtown area, which are necessary to attract local and regional visitors from throughout the Triad, the Triangle, and Charlotte, as well as tourists who flock to the area for furniture shopping or who are just passing through. Without such activities, downtown High Point and the local hospitality industry are heavily dependent on The High Point Market and retailers are not reaching their sales potential. The Market itself can benefit from the diversification of restaurant, cultural, and entertainment offerings, even if only a share of Market participants has time for social activities. Such activities can only help in strengthening the image of High Point as a location for the Market.

Furthermore, if successful, the museum will gradually spur reinvestment in the Washington Drive District and surrounding neighborhoods, increasing property values and therefore the tax base for the City. Finally, the City gains in terms of its positive image for marketing, branding, and economic development. In order to maximize the benefits from this project, it is recommended that the City take on the following roles relating to the museum:

- Development assistance, including direct grants or bonds to cover a portion of the design and construction costs.
- Urban design improvements for Washington Drive, which would help to create an environment supportive of the museum and associated entertainment, retail, cultural venue, and office activities.
- Operating grants (aside from the contract already established with the Historical Society), conservatively estimated at \$30,000 per year after the initial start-up period.
- The High Point Museum (HPM) would administer the new museum and would benefit through joint fundraising and merchandising. As noted previously, an add-on ticket should be designed (after the initial start-up period) to allow entry to the High Point Museum. While HPM is free and clearly does not need an entrance ticket, a ticket tie-in with the High Point Museum will help in marketing that facility and increasing its attendance by making HPM more visible (through its direct inclusion) to those who purchase the Coltrane ticket. Thus, there should be a direct marketing tie-in to the HPM, which would benefit from the added attendance (and associated grant revenues that are tied to attendance figures).

Board of Directors

The existing museum board would be expanded and a special committee formed for the new museum that would logically include representation from the Washington Drive & African-American communities, including long-time members who have helped to drive the revitalization process. Other members would include representation from the City of High

Point (political), local corporations, banks & financial institutions, The Market and home furnishings industry, High Point Museum, hospitality & tourism industry, African-American heritage organizations, and arts & cultural organizations. A City employee might be positioned to staff the Board for meetings (if that does not already occur). Successful museum fundraising efforts start by including “big-hitters” on the museum board, many of whom will contribute funds to the effort (and to operations). This is not unusual. In fact, an increasing number of non-profit boards require member organizations to contribute to the cause. Even without a contribution requirement, the board should include a number of people who represent organizations that are willing to contribute or to assist in fundraising efforts. Again, this type of board structure is increasingly necessary for non-profit survival in a competitive fundraising environment. A possible board structure might include the following 15 dedicated and 2 rotating positions, plus staffing and an ex-officio member that lends name recognition:

- 15 Permanent Seats:
 - 2 Washington Drive community representatives – residents, businesses, and/or property owners
 - 1 City political representative
 - 1 High Point Museum Director
 - 1 Coltrane family or estate representative
 - 1 Board member from NC Music Hall of Fame
 - 1 Hospitality industry
 - 1 High Point (Home Furnishings) Market
 - 2 Corporate (downtown company, law firm, etc)
 - 1 Financial institution
 - 1 Arts & cultural organization
 - 1 African-American heritage organization
 - 1 Executive Director, Coltrane Museum (once selected)
 - 1 Major donor
- 2 or 4 Rotating board seats to other representatives (e.g., museum volunteers, fundraisers, ministers, small businesses, etc)
- 1 Temporary (City staff) position – 1st two-three years
- 1 ex-officio member: (e.g., famous NC-born musician)

The initial board would establish rules, responsibilities, and election or appointment procedures for all 15 permanent seats and 2-4 rotating board seats. There would also be a process established for review and replacement of the “permanent” seats. It is also recommended that annual donations be required from all board member organizations (except from community representatives and the museums) in order to qualify for board membership.

Capital Development Planning

The board should establish committees, including a Capital Campaign Committee to focus on establishing a capital development plan and fundraising strategy for the museum. Capital development planning should include a process for accessing initial grants or donations to pay for the appropriate design and development feasibility assessments. While the *Washington Drive District Plan* and this pre-feasibility analysis provide initial concepts for development, there is a need for cost estimating based on more detailed architectural and engineering assessment of each site (or of the preferred site indicated in this report). More detailed market and financial assessment may be required in order to refine the development program and marketing concept for the museum. The board would conduct a competitive bid process to select an architect to develop renderings, detailed design schemata, and construction cost estimates for the project. Based on the emerging cost estimates, the board will develop its capital fundraising plan. The plan would focus on establishing targets for:

- City of High Point
 - Grant or bond financing.
- Other public sector cultural facility grants
 - National Endowment for the Humanities (NEH)
 - National Endowment for the Arts (NEA)
 - National Institute of Museum and Library Services (ILMS)
 - Museum Grants for African-American History and Culture
 - NC Humanities Council
 - NC Arts Council
 - Guilford County
 - Discretionary funding
- Corporate & other foundations, including local, regional and targeted national outreach. Sponsorships should also be explored. Key corporate targets would include national, regional and local firms with a corporate presence, significant employment in the area, or known grant program targeting similar museums and heritage projects.
 - Aetna
 - American Express
 - Annenberg Foundation
 - AT&T Foundation
 - Bank of America (American Heritage Preservation Program)
 - Brayton, Intl

- Cornerstone Health Care
- FedEx
- Ford Foundation
- Freightliner
- Hanes
- HDM Furniture
- IBM Foundation
- International Textile Group
- John D. and Catherine T. MacArthur Foundation
- Mannington Mills
- Marsh Furniture
- Mary Duke Biddle Foundation
- North State Communications
- Polo Ralph Lauren
- Reynolds American
- Sears
- Target
- Tyco Electronics
- Verizon Foundation
- Individual support, again generated from local, regional and national sources.

The Capital Campaign would be carried out by volunteers appointed by the board and managed by its Capital Campaign Committee. The campaign committee volunteers should include well-known members of the High Point community, African-American leadership, philanthropists, corporate foundations, and others who would lend name recognition and fundraising expertise.

Business Planning

As capital funding prospects strengthen, the board would initiate efforts to recruit an Executive Director and to develop a business plan for initial operations of the museum. The Executive Director would help work with the board to develop a working budget and to establish benchmarks for initial operations. A fundraising plan would be developed, to include establishment of an endowment fund. Key elements of the business plan would include:

Museum Profile & Mission Statement

- Description of the Museum
- Mission Statement
 - Education
 - The Arts & Culture
 - African-American Heritage
 - North Carolina Musical Heritage
- Role of Museum in Rebirth of Washington Drive
- Role of Museum in downtown High Point
- Relationship with High Point Museum
- Associated Entertainment (e.g., jazz club/café) and Events (e.g., Triad Jazz Festival).

Physical Plan

A physical plan would be created with the following components:

- Museum & Jazz Club architectural renderings & plans
- Coltrane House
- Washington Drive District Plan

Market Analysis & Financial Plan (refined)

The financial plan would need to be revisited based on a more detailed market input and a financial assessment as the project unfolds.

Operating Structure

The Operating Structure could include the museum under the auspices of the existing museum board or as a subsidiary of the High Point Museum. The relationships between this museum and the following entities:

- **High Point Museum.** It may be appropriate on a permanent basis to establish this museum as a subsidiary to the High Point Museum, or to utilize the existing non-profit board structure under which both museums would operate.

- **Jazz Club & Café.** It is recommended that the jazz club and café be operated by a concessionaire or operator under contract with the museum board. The club/café would have its own operating budget, developed and managed by the operator. However, the contract relationship would stipulate a rental or profit-sharing agreement as part of the relationship. A recommended agreement would include a minimum rental fee plus a share of profits.

Organization Chart and Staffing Plan.

A logical stabilized staffing level (Year 5) would include the following positions. The staffing levels are comparatively low for this museum in Year 5, in order to minimize overhead. The museum would rely on contract services for certain building functions such as security and maintenance as well as for professional services and some marketing (see below). The museum would also have some reduced overhead expenses if operating under the same board as, or auspices of, the High Point Museum. It is important to note that a shared services approach will not work for either museum unless they also share the benefits of special exhibitions/tours, merchandising, ticket sales, and the jazz club rentals. Both museums would also benefit from joint fundraising efforts and corporate sponsorships associated with a broader base. All of the following shared and contractual services would be separate line items in the budget:

- FT Executive Director
- FT Curator & Collections Manager
- FT Technician
- FT Development/Membership Manager
- FT Marketing/PR & Merchandising Manager
- PT Operations Staff/Box office
- PT Shop Manager
- Volunteer & Intern positions (visitor services, shop staff, registration assistants, administrative assistants)

Shared Services (with High Point Museum).

- Administration, Finance, Human Resources, I/T.

Again, it is important to reiterate that a shared services approach is predicated on the concept that both museums would also share in the benefits of special exhibitions/tours, merchandising, ticket sales, jazz club rentals, broader fundraising efforts, and corporate sponsorships that can be leveraged through the jazz museum concept as opposed to a

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local historical museum alone. Thus, the jazz museum acts to help leverage additional funding (including grants for education programs) where the High Point Museum would not have been able to attract such support alone.

Contract Services

- Security, Marketing, Legal, Accounting, or others not already covered through relationship with High Point Museum.

Marketing Plan

The Marketing Plan would focus on developing the local and regional markets, as well as promoting the museum to tourists using the following methods:

- Incorporate the museum into local and regional African-American heritage marketing efforts, and conduct outreach to historically African-American colleges and universities.
- Work with local groups to develop a jazz or other music festival for Washington Drive, with the museum and jazz club/café as key anchor venues.
- Work with Triad and Triangle schools on the development of an education component focusing on African-American heritage, North Carolina history, and music.
- The tourism component will include the development of relationships with the High Point Market, hospitality companies, and with furniture retailers such as Furnitureland South to create visitor packages.
- A key component of local (High Point) and regional (Triad, Triangle, and Charlotte) marketing will relate to promotion of the live entertainment associated with the jazz club and café, which would feature not only live jazz acts but also other North Carolina musicians ranging from bluegrass and shag to rock and hip hop.

Fundraising & Development Plan

The museum fundraising plan would address the following (see potential sources, listed previously):

- The Local, State, and Federal grant process.
 - Stabilized Year Minimum Target: \$70,000
 - 40% from local sources (\$30,000).
 - Special restricted grants (such as for special exhibitions, visiting curator, upgrading, etc).
 - Resources shared with High Point Museum to cover certain administrative costs.

- Foundation grant support
 - Stabilized Year Minimum Target: \$50,000
 - Additional corporate fundraising, e.g. sponsorships and special restricted grant funding (such as for special exhibitions, visiting curator, upgrading, etc).
- Individual fundraising and gifts
 - Stabilized Year Minimum Target: \$8,000 - \$10,000.
- Events, such as an annual dinner or more appropriately, a concert associated with the music festival.
 - Stabilized Year Minimum Target: \$30,000 (Net)

Summary

This report has provided a pre-feasibility assessment for a museum on Washington Drive, including a site assessment, market potentials analysis, and financial projections. Based on these analyses, an implementation plan has been recommended that focuses on coming to an agreement on the management structure and capital development plan as the initial first steps. Clearly, more detailed work needs to be done on the design and cost of the museum, as an input to help refine the financial projections. The recommended inputs for the business plan need to be “fleshed out” by the board and interim administration. Importantly, the relationship between the new museum and the existing High Point Museum and City of High Point need to be reviewed in light of the City’s contract relationship with the Historical Society.

Overall, the museum is an exciting concept that appears to have market base and potential financial sustainability, so long as there is there is strong community support for its development. The concept is largely dependent on an affiliation with John Coltrane and, to a lesser extent, the North Carolina Music Hall of Fame. Without either of these affiliations, it will be necessary to review and revisit the market assumptions in this study and to introduce a new marketing concept. However, should the museum progress as envisioned, it is likely to have a very positive impact on the Washington Drive community, downtown High Point, and the Triad region.

APPENDIX

Jazz Musician Collections in Museums

(Museums or collections honoring individual musicians are highlighted (underlined))

- Louis Armstrong
 - Louis Armstrong Home & Archives (New York)
- Chet Baker
 - Oklahoma City Museum of Art
- Count Basie
 - American Jazz Museum (Kansas City)
 - National Jazz Museum in Harlem
- Eubie Blake
 - Eubie Blake National Jazz Institute & Cultural Center (Baltimore)
- Dave Brubeck
 - National Museum of American History (Washington)
- Charlie Byrd
 - National Museum of American History (Washington)
- Cab Calloway
 - Cab Calloway Museum at Coppin State College (Baltimore). This collection was recently disassembled by the Calloway estate and never reinstated. Among the collections are Cab Calloway's original "Zoot Suit," his original sheet music and recordings, photographs, his baton, handmade scrapbooks, and other artifacts
- Miles Davis
 - National Museum of American History (Washington)
 - National Jazz Museum in Harlem
 - Rock & Roll Hall of Fame (Cleveland)
 - Oakland Museum
 - Alton Museum of History & Art (Alton, IL)
- Tommy Dorsey
 - Museum of Broadcast Comm. / Radio Hall of Fame (Chicago)
- Duke Ellington
 - National Museum of American History (Washington)
- Ella Fitzgerald
 - National Museum of American History (Washington)
 - California African-American Museum (Sacramento)

- Stan Getz
 - Stan Getz Library at Berklee School of Music (New York)
- Dizzy Gillespie
 - American Jazz Museum (Kansas City)
 - National Museum of American History (Washington)
 - Chester Museum of Art (Chester, NJ)
- Benny Goodman
 - National Jazz Museum in Harlem
- Lionel Hampton
 - Ogden Museum of Southern Art at UNO (New Orleans)
 - National Museum of American History
- W.C. Handy
 - W.C. Handy Birthplace, Museum & Library (Florence, AL)
 - W.C. Handy Home Museum (Memphis)
- Fletcher Henderson
 - Fletcher Henderson Museum (Cuthbert, GA – opening in 2008)
 - National Jazz Museum in Harlem
- Earl Hines
 - National Jazz Museum in Harlem
 - Louisiana State Museum
- Billie Holliday
 - Fillmore Museum (New York)
 - African-American History Museum (Baltimore)
- Scott Joplin
 - Scott Joplin House (St. Louis)
- Wynton Marsalis
 - Louisiana State Museum (Baton Rouge)
 - National Jazz Museum in Harlem
- Glenn Miller
 - Twinwood and the Glenn Miller Museum (Bedford, U.K.)
- Charles Mingus
 - National Jazz Museum in Harlem
- Thelonius Monk

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- National Museum of American History (Washington)
- Jelly Roll Morton
 - Rock & Roll Hall of Fame (Cleveland)
 - Historic New Orleans Collection
- Charlie Parker
 - American Jazz Museum (Kansas City)
- Artie Shaw
 - National Museum of American History (Washington)
- Bessie Smith
 - African-American Museum/Bessie Smith Hall (Chattanooga, TN)
 - Rock & Roll Hall of Fame (Cleveland)
- Sarah Vaughn
 - Louisiana State Museum (Baton Rouge)
- Other jazz musicians without major collections in museums (*although many are still alive*): James Reese, James P Johnson, King Oliver (although there is a festival in his honor in Helena Arkansas), Clifford & Ray Brown, Max Roach, Bill Evans, Art Blakely, Al Jarreau, Ornette Coleman, Wayne Shorter, John Scofield, Terrance Blanchard, Branford Marsalis, Sade, Chaka Khan, Anita Baker, Kenny G, Grover Washington Jr, Keith Jarrett, Pat Matheny, Jean-Luc Ponty, Tony Williams, Frank Zappa, Herbie Hancock, Chick Corea, Jimmy Smith, Arturo Sandoval, Tito Puente, Xavier Cougat, Cecil Taylor, Andie Shepp, Albert Taylor, Pharoah Sanders, and others.

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Table A-1. INCOME-EXPENSE STATEMENT

INCOME	Year 1	Year 2	Year 3	Year 4	Year 5
Ticket Sales					
Adult	\$ 90,000	\$ 79,856	\$ 69,713	\$ 81,656	\$ 93,600
Discount (Child/Sr/Local)	\$ 40,000	\$ 37,550	\$ 35,100	\$ 36,750	\$ 38,400
Other Earned Income					
Gift Shop	\$ 81,250	\$ 65,000	\$ 48,750	\$ 59,175	\$ 69,600
Merchandising	\$ 50,000	\$ 34,750	\$ 19,500	\$ 22,950	\$ 26,400
Loans/Tours	\$ -	\$ -	\$ -	\$ -	\$ 15,000
F&B (Net Profit/Rent+Util)	\$ 71,507	\$ 67,507	\$ 63,507	\$ 64,007	\$ 64,507
TOTAL Earned Income	\$ 332,757	\$ 284,663	\$ 236,569	\$ 272,038	\$ 307,507
Grants (1/3 local)	\$ 157,118	\$ 116,059	\$ 75,000	\$ 87,500	\$ 100,000
Contributions	\$ 61,372	\$ 49,656	\$ 37,940	\$ 48,560	\$ 59,181
Individual/Gifts/Members	\$ 21,347	\$ 14,467	\$ 7,588	\$ 8,726	\$ 9,863
Corporate/Sponsors	\$ 40,025	\$ 35,189	\$ 30,352	\$ 39,835	\$ 49,317
Fundraising Events	\$ 8,005	\$ 18,230	\$ 28,455	\$ 43,078	\$ 57,701
TOTAL Non-Earned Income	<u>\$ 226,494</u>	<u>\$ 183,945</u>	<u>\$ 141,396</u>	<u>\$ 179,139</u>	<u>\$ 216,882</u>
TOTAL	\$ 559,251	\$ 468,608	\$ 377,965	\$ 451,176	\$ 524,388

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(Continued)

EXPENSE	Year 1	Year 2	Year 3	Year 4	Year 5
Museum					
Salaries+Benefits	\$ 237,262	\$ 240,821	\$ 244,380	\$ 251,711	\$ 259,042
Professional Development	\$ 6,038	\$ 5,133	\$ 4,227	\$ 4,269	\$ 4,311
Utilities	\$ 52,582	\$ 52,582	\$ 52,582	\$ 52,582	\$ 52,582
Acquisitions + Loans	\$ 12,400	\$ 7,200	\$ 2,000	\$ 8,500	\$ 15,000
Merchandising	\$ 65,625	\$ 49,875	\$ 34,125	\$ 41,063	\$ 48,000
Fundraising, etc	\$ 20,196	\$ 17,212	\$ 14,228	\$ 21,539	\$ 28,851
Maintenance/Equipment	\$ 15,461	\$ 15,461	\$ 15,461	\$ 15,461	\$ 15,461
Security	\$ 11,595	\$ 11,595	\$ 11,595	\$ 11,595	\$ 11,595
Supplies	\$ 10,318	\$ 10,318	\$ 10,318	\$ 10,318	\$ 10,318
Marketing & Promotions	\$ 30,291	\$ 22,324	\$ 14,357	\$ 16,509	\$ 18,662
Admin Overhead (legal,etc)	\$ 30,722	\$ 25,537	\$ 20,352	\$ 24,464	\$ 28,576
	\$ 492,490	\$ 458,056	\$ 423,623	\$ 458,010	\$ 492,397
House					
Utilities	\$ 2,925	\$ 2,925	\$ 2,925	\$ 2,925	\$ 2,925
Maintenance/Equipment	\$ 900	\$ 900	\$ 900	\$ 900	\$ 900
Security	\$ 1,035	\$ 1,035	\$ 1,035	\$ 1,035	\$ 1,035
Supplies	\$ 921	\$ 921	\$ 921	\$ 921	\$ 921
	<u>\$ 5,782</u>	<u>\$ 5,782</u>	<u>\$ 5,782</u>	<u>\$ 5,782</u>	<u>\$ 5,782</u>
TOTAL	\$ 498,272	\$ 463,838	\$ 429,404	\$ 463,792	\$ 498,179
Net Operating Income	\$ 60,979	\$ 4,770	\$ (51,440)	\$ (12,615)	\$ 26,209

Source: Randall Gross / Development Economics

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Pro forma Development Costs (See Notes at End of All Tables)

Site A-2. A (Foot of Hobson)	Unit	Total Cost
Acquisition (land & bldg)	0.3 acres	\$ 371,720
Museum		
Building Square Feet-New	15,900	
Building Square Feet-Rehab	3,200	
Building Cost – New	\$ 220	\$ 3,498,000
Building Cost – Rehab	\$ 165	\$ 528,000
Interior Fit-Out		
Exhibit Costs (8,800)	\$ 425	\$ 506,045
Furniture/Furnishings	7.5%	\$ 301,950
Café / Music Club (4,100)	\$ 25	\$ 104,406
Administration (850)	\$ 9	\$ 7,749
Shop / Support (2,800)	\$ 15	<u>\$ 42,182</u>
Sub-Total		\$ 4,988,331
Site Improvements	7.5%	\$ 262,350
Parking-Surface/covered (33)	\$ 4,000	\$ 132,000
O&H / Development		
Legal / Accountant		\$ 25,000
Architect / Site Design	8.0%	\$ 322,080
Exhibit Design (included)	\$ -	-
Additives		\$ 7,500
Insurance (During Const)		<u>\$ 10,000</u>
Sub-Total		\$ 364,580
Design Contingencies	8.0%	\$ 25,766
Construction Contingency	10.0%	\$ 538,268
Operating Reserve	\$ 2.50	\$ 47,750
Contractor Fee	\$ 10.00	\$ 191,000
Total Construction Costs		\$ 6,921,766

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A-3. Site B (Kilby)	Unit	Total Cost
Acquisition	0.28acres	\$ 278,151
Museum		
Building Square Feet-New	16,800	
Building Square Feet-Rehab	2,300	
Building Cost – New	\$ 220	\$3,696,000
Building Cost - Rehab	\$ 266	\$ 611,800
Interior Fit-Out		
Exhibit Costs (8,800)	\$ 425	\$ 506,045
Furniture/Furnishings	7.5%	\$ 323,085
Café / Music Club (4,100)	\$ 25	\$ 104,406
Administration (850)	\$ 9	\$ 7,749
Shop / Support (2,800)	\$ 15	<u>\$ 42,182</u>
Sub-Total		\$5,291,266
Site Improvements	7.5%	\$ 277,200
Parking-Surface (26)	\$ 3,000	\$ 78,000
O&H / Development		
Legal / Accountant		\$ 25,000
Architect / Site Design	8.0%	\$ 344,624
Exhibit Design (included)	\$ -	\$ -
Additives		\$ 7,500
Insurance (During Const)		<u>\$ 10,000</u>
Sub-Total		\$ 387,124
Design Contingencies	8.0%	\$ 27,570
Construction Contingency	10.0%	\$ 564,647
Operating Reserve	\$ 2.50	\$ 47,750
Contractor Fee	\$ 10.00	\$ 191,000
Total Construction Costs		\$7,142,708

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A-4. Site C (Ritz Theatre)	Unit	Total Cost
Acquisition (land & bldg)	0.73 acres	\$ 725,536
Museum		
Building Square Feet-New	13,100	
Building Square Feet-Rehab	6,000	
Building Cost – New	\$ 220	\$ 2,882,000
Building Cost – Rehab	\$ 165	\$ 990,000
Interior Fit-Out		
Exhibit Costs (8,800)	\$ 425	\$ 506,045
Furniture/Furnishings	7.5%	\$ 290,400
Café / Music Club (4,100)	\$ 25	\$ 104,406
Administration (850)	\$ 9	\$ 7,749
Shop / Support (2,800)	\$ 15	<u>\$ 42,182</u>
Sub-Total		\$ 4,822,781
Site Improvements	7.5%	\$ 216,150
Parking-Surface (64)	\$ 3,000	\$ 192,000
O&H / Development		
Legal / Accountant		\$ 25,000
Architect / Site Design	8.0%	\$ 309,760
Exhibit Design (included)	\$ -	-
Additives		\$ 7,500
Insurance (During Const)		<u>\$ 10,000</u>
Sub-Total		\$ 352,260
Design Contingencies	8.0%	\$ 24,781
Construction Contingency	10.0%	\$ 523,093
Operating Reserve	\$ 2.50	\$ 47,750
Contractor Fee	\$ 10.00	\$ 191,000
Total Construction Costs		\$ 7,095,352

Notes: Exhibit cost applied to the amount of exhibit delivered within a 4,400 square-foot exhibition space. Other costs applied per square foot (rounded).

Sources: Third Coast Design Studio, various museums, and Randall Gross/Development Economics

Appendix C:

Detailed Funding Information

DETAILED FUNDING INFORMATION

The Core City Plan included several pages on funding approaches, and because of their applicability, they are tailored to the Washington Drive District and Neighborhood below.

Primary Commercial Tools & Programs:

Within the Washington Drive District, there is a need for incentives that make it easier and more desirable for businesses to locate there and for investors to improve property and develop small-scale, infill commercial and mixed-use buildings. Various incentives could be included as part of an overall package for businesses. Among the potential incentives are the following:

Revitalization Staff

An existing City staff member who could assist property owners and developers with overcoming hurdles in the approvals process for improving buildings or land in the district and elsewhere in the Core City. Assuming that this role might occupy approximately 25 percent of this staff person's time, it is estimated that perhaps \$9,000 and \$13,000 might be budgeted for this role, depending upon the experience and pay scale of the individual. The Core City Director can also provide support for this function.

Façade Rehabilitation Loans & Grants

There are funds available through the Commu-

ity Development Block Grant (CDBG) and other programs to assist communities with rehabilitation of building stock in their business districts. Local banks should be encouraged to offer low-interest loans (no more than a point or two above "prime" interest rates), and federal preservation standards (Secretary of the Interior's) should be a requirement for approval. Façade grants that could be funded through CDBG funds or other sources might range between \$5,000 and \$20,000 per project, and they might require a match of some minimum percentage (20 percent to 50 percent) from the grant recipient.

Business Micro Loans

Local banks should establish a revolving loan fund in concert with the City government to assist small businesses located within the Washington Drive District. As in the case of recommended façade rehabilitation loans, their interest rates should be kept as low as is reasonably possible in order for them to serve as a legitimate incentive to locate businesses in the district.

Payments in Lieu of Tax Abatements

While property tax abatements are not permitted in North Carolina, cash payments / incentives can be provided that might approximate tax abatements if designed to increase the local tax base, employment levels, and/or economic activity via commercial or industrial development. The City can offer stepped payments to quali-fied investors in district proper-

ties based upon their amount of investment, the objectives met, and other criteria. This incentive should be targeted to both the Washington Drive District and the adjacent proposed Neighborhood Investment District.

Retail Entrepreneur Grants & Subsidies

Some developers offer temporary rental assistance or direct subsidies to attract small specialty retailers to projects where they are trying to market housing. This incentive is increasingly offered by local governments for revitalization and is recommended for approval on an individual basis within targeted areas. Such subsidies could vary widely, from several months of completely free rent to a more modest monthly discounted rate, such as 20 percent.

Business Technical Assistance

The City may offer to bring in a merchandising specialist or other technical assistance on a one-time or annual contract to work with local entrepreneurs or small businesses within the district, as well as with those who wish to locate within it. While rates charged by a consultant could vary substantially, approximately \$1,000 to \$1,750 per day, plus expenses, should be budgeted.

Other Financial Tools & Programs

While the most relevant financial tools and programs are summarized above, the following are other potential tools and programs:

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Federal Funding & Incentives

Existing federal funding and incentives cover a wide range of redevelopment activities, such as the historic rehabilitation of buildings, affordable housing development, small business development, infrastructure, facilities development, land acquisition, and assistance with cleaning up contaminated industrial sites. Below are some of the most relevant federal programs for the Washington Drive District and Neighborhood.

Historic Rehabilitation Tax Credit

The federal Historic Preservation Tax Incentives program is available for buildings that are National Historic Landmarks, that are listed in the National Register, that are determined as being National Register eligible and/or that are contributing structures within National Register Historic Districts and certain local historic districts. Properties must be income producing, such as office, retail, hotel and apartment projects, and must be rehabilitated according to standards set by the Secretary of the Interior. A federal tax credit worth 20 percent of the eligible rehabilitation costs is available for qualified buildings and projects. Eligible project costs generally must exceed the value of the building itself (not including the land) at the beginning of the project. Most rehabilitation costs are eligible for the credit, such as structural work, building repairs, electrical, plumbing, heating and air

conditioning, roof work and painting. Certain types of project costs are not eligible for the credit, such as acquisition, new additions, furniture and landscaping. The IRS also allows a separate 10 percent tax credit for income-producing buildings constructed prior to 1936, but not listed in the National Register.

Since this program is not one that involves limited financial resources that must be carefully targeted to specific areas for the maximum leveraging, it is applicable throughout the Washington Drive District and Neighborhood for individual properties and projects that meet the program criteria. Examples of properties with strong potential for using the investment tax credit is the Kilby Hotel and Arcade, the Odd Fellows Building, the American Lighting Building, and the Ritz Theatre. The Kilby Hotel is already listed on the National Register.

Certified Local Government (CLG) Program

The CLG program provides funding to enable local communities to develop programs and participate in the state's preservation process. Only cities and counties officially designated as a CLG by the state can apply for these grants. CLG communities must have a legitimate historic preservation program, such as historic zoning and a preservation commission. High Point is currently a designated CLG community.

CLG grants are funded with money appropriated from Congress for preservation efforts through the National Park Service Historic

Preservation Fund (HPF). CLG grants require a 50 percent cash or in-kind service match from the community. Because a total of only \$65,000 have been available annually in the state during recent years, securing grants is extremely competitive, and most individual grants range between \$5,000 and \$15,000.

Eligible grant projects include, but are not limited to: training for local preservation commissions; completing or updating surveys of historic resources; producing historical walking or driving tour brochures, videos or other educational materials; preparing preservation plans; and preparing National Register of Historic Places nominations. In some cases, funds can be used toward physical restoration projects. Examples of potential CLG-funded projects for the Core City might include National Register nominations for key historic properties within targeted locations to encourage use of the federal investment tax credit for rehabilitation, as well as a brochure for the Washington Drive area's history. Furthermore, a potential oral history project to document recollections of seniors regarding the history of the Washington Drive commercial district might be a good candidate for CLG funding.

Save America's Treasures Programs

These funds are appropriated by Congress, and the program is administered by the National Park Service (NPS) in partnership with

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the President's Committee on the Arts and the Humanities, the National Endowment for the Arts, the National Endowment for the Humanities, and the Institute of Museum and Library Services. Initiated in 1998, grants are limited to the preservation and conservation of nationally significant historic and cultural resources. These resources include historic districts, sites, buildings, structures and objects. Grants help fund the preservation and/or conservation work on nationally significant intellectual and cultural artifacts/collections and nationally significant historic structures and sites. Eligible applicants include nonprofit, tax-exempt 501(c), U.S. organizations, units of state or local government, and federally recognized Indian Tribes. Grants are awarded through a competitive process and require a dollar-for-dollar, non-federal match. The minimum grant request for collections projects is \$25,000 federal share; the minimum grant request for historic property projects is \$125,000 federal share. The maximum grant request for all projects is \$700,000 federal share. In 2006, the program awarded \$7.6 million to 42 projects, including Birmingham's Civil Rights Landmark the Sixteenth Street Baptist Church and the Nebraska State Historical Society's Native American Collection. The average grant size for collections was \$132,000 and \$223,000 for historic properties. One property within the study area that may be a potential candidate is the

John Coltrane boyhood home, which was recently acquired by the City of High Point.

HOME Program

The HOME program provides multi-year housing strategies for participating jurisdictions to strengthen public-private partnerships and provide more affordable housing. The City of High Point is a participating jurisdiction under the HOME program. The City puts its HOME funds towards affordable housing, downpayment assistance, and neighborhood development. HOME provides formula grants to states and localities that communities use, often in partnership with local nonprofit groups, to fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. The eligibility of households for HOME assistance varies with the nature of the funded activity. For rental housing and rental assistance, at least 90 percent of benefiting families must have incomes that are no more than 60 percent of the HUD-adjusted median family income for the area. In rental projects with five or more assisted units, at least 20 percent of the units must be occupied by families with incomes that do not exceed 50 percent of the HUD-adjusted median. HOME funding can be used to develop for-sale housing to those earning between 80 and 120 percent of the area median income. Allocations are made on an annual basis by a formula based on several criteria. The program's flexibility allows states and local

governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancement, or rental assistance or security deposits. The program requires that participating jurisdictions (PJs) match 25 cents of every dollar in program funds.

There are a variety of ways that these funds could be used within the study area, including the renovation of existing housing and the development of new housing. As with most of the other revitalization tools proposed in this plan, it is recommended that HOME funds be targeted to high priority areas, such as the Washington Drive District and the adjacent proposed Neighborhood Investment District (NID). Likewise, historic housing that is in risk of being lost should also be given priority, and recognized federal preservation standards should be employed for all rehabilitation work. The adaptive reuse of older industrial buildings for affordable housing is another potential use of HOME funds within the Core City.

Low & Moderate Income Housing Tax Credit Authorized by Congress in 1987, federal housing tax credits now finance virtually all new affordable rental housing being built in the United States. In the case of rental properties using the credit, they are privately owned and privately managed. This program provides a federal income tax credit of approximately 70 percent of the eligible costs of a project, which are primarily the hard

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costs of rehabilitation or new construction. In exchange for the financing provided through the tax credit, owners agree to keep rents affordable for a period of between 15 and 30 years. The tax credits are competitively allocated by the state, and they go towards housing available to those earning no more than 60 percent of the area median income (AMI). The AMI is determined by HUD by region.

The North Carolina Housing Finance Agency monitors the properties during the compliance period to ensure that rents and residents' incomes do not exceed program limits and that the properties are well-maintained. The owners are eligible to take a tax credit equal to approximately 9 percent of the "Qualified Cost" of building or rehabilitating the property (excluding land and certain other expenses). The tax credit is available each year for ten years, as long as the property continues to operate in compliance with program regulations. Major financial institutions, such as banks, insurance companies and government-sponsored enterprises make equity investments in exchange for receiving the tax credits.

Equity from the sale of tax credits reduces the amount of debt financing that the property owner incurs. This process reduces the monthly debt service for the property, lowers the operating costs, and makes it economically feasible to

operate the property at below-market rents. Residents are responsible for their own rent payments, unless rent subsidies are available from other programs. The tax credit can be used in conjunction with the HOME program described previously. It might also be used towards the same types of housing projects within the study area suggested above for the HOME program. A successful application in the Triad region will require a local loan subsidy.

New Market Tax Credit Program

On December 21, 2000, the Community Renewal Tax Relief Act of 2000 was signed. The New Markets Tax Credit (NMTC) Program permits taxpayers to receive a credit against federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs). Substantially all of the qualified equity investment must in turn be used by the CDE to provide investments in low-income communities. The credit provided to the investor totals 39 percent of the cost of the investment and is claimed over a seven-year credit allowance period. In each of the first three years, the investor receives a credit equal to five percent of the total amount paid for the stock or capital interest at the time of purchase. For the final four years, the value of the credit is six percent annually. Investors may not redeem their investments in CDEs prior to the conclusion of the seven-year period. NMTCs are allocated annually by the Fund to CDEs under a competitive application

process. These CDEs then allocate the credits to investors in exchange for stock or a capital interest in the CDEs. In the case of the study area, either existing or newly created CDEs might serve as the vehicle for the New Market Tax Credit.

Transportation Enhancement Funds

The "Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users" (SAFETEA-LU) includes opportunities for funding within its Enhancement Program. The Enhancement Program is a federally funded program that promotes diverse modes of surface transportation, increases benefits to communities, and encourages citizen involvement. In North Carolina, the program is administered by the North Carolina Department of Transportation (NCDOT). There are twelve categories from which local governments may apply for reimbursement funding, mostly related to: scenic beautification, historic preservation, and pedestrian and bicycle facilities. All qualified projects must have some relationship to surface transportation. Cost reimbursement for eligible projects can range from \$1,000 to \$1 million. Streetscape projects are a common enhancement funds project and might include lighting, historic sidewalk pavers, benches, planting containers, decorative walls and walkways, signs, public art, historical markers, or other similar elements. These funds can also be utilized to upgrade or create bike and pedestrian pathways.

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Based upon NCDOT data from 1999 through 2004, a total of 751 applications for funding were submitted, while 340 projects were funded. Those projects collectively received \$56,964,116, which translates to an average of \$167,542 per project. Examples of projects recommended for the study area that might attract federal transportation enhancement funds include the proposed extension of the greenway, the redevelopment of Washington Drive's streetscape, the park proposed for the foot of Hobson Street, and the installation of sidewalks within the Washington Drive Neighborhood.

Community Development Block Grants

CDBG funds are available for specific program categories including: community revitalization, scattered site housing, infrastructure, economic development, housing development, urgent needs, and capacity building. Each program has specific requirements. Entitlement cities, such as High Point, receive CDBG funds directly from HUD as opposed to such state programs. Funds are allocated on a formula basis. These funds can be used for a wide range of community development activities and must prioritize benefits to low and moderate income persons. Qualified activities include: property acquisition, relocation and demolition, rehabilitation of buildings, construction of infrastructure, limited public services, and assistance to job-

creating businesses.

Section 108 Loan Guarantees

Section 108, the loan guarantee provision of the Community Development Block Grant (CDBG) program, is one of the most potent and important public investment tools that HUD offers to local governments. It allows them to transform a small portion of their CDBG funds into federally guaranteed loans large enough to pursue physical and economic revitalization projects that can renew entire neighborhoods. Section 108 provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. Such public investment is often needed to motivate private economic activity, providing the initial resources or simply the confidence that private firms and individuals may need to invest in distressed areas. Section 108 loans are not risk-free, however; local governments borrowing funds guaranteed by Section 108 must pledge their current and future CDBG allocations to cover the loan amount as security for the loan. Eligible applicants include metropolitan cities such as High Point. Eligible activities include: any economic development activities eligible under CDBG; acquisition of real property; rehabilitation of publicly owned real property; housing rehabilitation eligible under CDBG; construction, reconstruction, or installation of public facilities (including street, sidewalk, and other site improvements); related relocation, clearance, and site

improvements; payment of interest on the guaranteed loan and issuance costs of public offerings; and debt service reserves.

Small Business Programs

The federal Small Business Administration (SBA) can provide grants, loans and technical assistance to small businesses. The SBA does not offer grants to start or expand small businesses, but it does offer a wide variety of loan programs. While the SBA does offer some grant programs, these are generally designed to expand and enhance organizations that provide small business management, technical, or financial assistance. These grants generally support non-profit organizations, intermediary lending institutions, and state and local governments. "7(a)" loans are the most basic and most used type loan of SBA's business loan programs. Its name comes from section 7(a) of the Small Business Act, which authorizes the Agency to provide business loans to American small businesses. All 7(a) loans are provided by lenders who are called participants because they participate with SBA in the 7(a) program. Not all lenders choose to participate, but most American banks do. There are also some non-bank lenders who participate with SBA in the 7(a) program, which expands the availability of lenders making loans under SBA guidelines. 7(a) loans are only available on a guaranty basis, which means they are provided by lenders who choose to structure their own loans

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by SBA's requirements and who apply and receive a guaranty from SBA on a portion of this loan. The SBA does not fully guaranty 7(a) loans. The lender and SBA share the risk that a borrower will not be able to repay the loan in full. The guaranty is a guaranty against payment default. It does not cover imprudent decisions by the lender or misrepresentation by the borrower. Under the guaranty concept, commercial lenders make and administer the loans.

In addition to its loan programs, other SBA programs include small business development centers, small business investment companies, preferred and certified lenders, micro-loan information, and export assistance. Another helpful organization for small businesses is the Service Corps of Retired Executives (SCORE). The SCORE Association, headquartered in Washington, D.C., is a non-profit association dedicated to entrepreneurial education and the formation, growth and success of small businesses nationwide. SCORE's extensive, national network of 10,500 retired and working volunteers are experienced entrepreneurs and corporate managers/executives. They provide free business counseling and advice as a public service to all types of businesses, in all stages of development. SCORE is a resource partner with the SBA. In High Point, the program is operated out of the Chamber of Commerce. The

SBA's future involvement in the Core City has the greatest potential in targeted areas needing commercial revitalization, such as the Washington Drive District.

NEA Challenge America Grants

The National Endowment for the Arts provides national recognition and support to significant projects of artistic excellence in the visual, literary, media, design, and performing arts, thus preserving and enhancing our Nation's diverse cultural heritage. This mission will be accomplished under the Access program goal in fiscal year (FY) 2003, designating Challenge America grants to provide the best of the arts in communities throughout the nation, including projects to benefit people in underserved areas or whose access to the arts is limited by factors such as age, disability, ethnicity, educational or economic level. Access projects have been funded traditionally under the Grants to Organizations guidelines. The Access goal was included in those guidelines for FY 2003, published before the goal was reassigned to the Challenge America program. FY 2001 and 2002 Challenge America funding cycles supported arts activities as positive alternatives for youth and community arts development in rural or underserved areas. In FY 2003, these categories were subsumed respectively by Arts Learning in Grants to Organizations and Access in this program. Future funding cycles may feature other priorities. The Endowment may initiate pilot grant categories under this program. Eligible activities are those that pro-

mote the arts, and eligible recipients include local governments, public non-profit institutions/organizations, and federally Recognized Indian Tribal Governments.

State Funding & Incentives

Many of the state's funding and incentive programs are, in effect, state versions of their counterpart federal programs. As with the federal programs, they assist in a broad range of redevelopment activities, including the historic rehabilitation of buildings, affordable housing development, business development, and assistance with cleaning up contaminated industrial sites. There are also programs to assist the arts programs and parkland creation. Below are some of the most applicable state programs for the study area.

State Historic Rehabilitation Tax Credits

In 1997, the North Carolina General Assembly approved the most comprehensive state historic preservation tax credit program in the nation. Two tax credit packages were approved:

1. A 30 percent state income tax credit for certified rehabilitations of non-income-producing certified historic structures, including personal residences that do not generate income. Qualified rehabilitation expenses must exceed \$25,000 within a two-year period.

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2. A 20 percent state income tax credit for certified rehabilitations of income-producing certified historic structures, such as commercial, rental, and retail buildings. This credit can be combined with the 20 percent federal tax credit for the same type of structure. Qualified rehabilitation expenses must exceed the greater of the “adjusted basis” of the building or \$5,000 within a two-year period (or five-year period for phased projects).

The tax credit amounts are derived from percentages of the amount spent on the rehabilitation, and are credited to the owner of the designated historic structure. A “certified rehabilitation” is defined as that which has been approved by the State Historic Preservation Office or the National Park Service. All work must adhere to the Secretary of the Interior’s Standards for Rehabilitation in order to qualify for the credit.

Unlike the process of seeking grants through a competitive process, which may or may not be successful, qualified projects are guaranteed to enjoy the benefits of tax credits. The types of potential Washington Drive District projects suggested previously with respect to the federal investment tax credit for historic rehabilitation would equally apply to the state’s 20 percent tax credit. However, since there is currently no

such federal tax credit for non-income producing properties, the 30 percent state tax credit for such rehabilitation projects is particularly important. This credit could apply to the vast majority of residential areas within the Washington Drive Neighborhood to the extent that the specific rehabilitation projects meet the program requirements.

State Low-Income Housing Tax Credit

In conjunction with the North Carolina Department of Revenue, the North Carolina Housing Finance Agency has a program to support the construction and/or rehabilitation of affordable housing through tax rebates or through the conversion of an allowable tax credit into a loan. Eligible housing developments can receive a benefit of 10 percent, 20 percent, or 30 percent of the costs of construction, depending on the development’s location in a low, medium, or high-income county or city. Housing developments are considered eligible by achieving a variable set of criteria based on the percentage of units that are affordable compared to the area’s median income. During the application process, the owner of an eligible development must elect whether to receive the benefit in the form of a direct tax refund, or as a loan generated by transferring the tax credit to the Housing Finance Agency. Either option requires that the refund or loan be used to pay down a portion of the existing construction debt. With respect to the Washington Drive District and Neighborhood, the types of projects that would qualify for the fed-

eral low and moderate income housing tax credit would equally apply to this state level credit.

Urban Progress Zones Program

As part of North Carolina’s “Article 3J” tax credits program, the Agrarian Growth Zone (AG Zone) and the Urban Progress Zone (UP Zone) programs provide economic incentives to stimulate new investment and job creation in economically distressed areas. In order to establish a zone, a qualifying unit of local government must apply for zone designation to the North Carolina Department of Commerce, Division of Community Assistance. Zones become effective on the date the zone application is approved, and remain in effect through December 31 of the subsequent year. Each zone must meet the minimum criteria specified in the General Statutes. An Urban Progress Zone is defined as an area comprised of one or more contiguous census tracts, census blockgroups, or both, or parts thereof, in the most recent federal decennial census that meets all conditions of the program, as follows:

- 1) All land in the zone must be within a municipality with a population of at least 10,000.
- 2) Every census tract and census block group that composes part of the zone must meet at least one of the following conditions:
 - More than twenty percent (20%) of its population is below the poverty level accord-

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ing to the most recent federal decennial census.

- At least fifty percent (50%) of the area of the portion within the primary corporate limits of the municipality is zoned as non-residential and the census tract or census block group is adjacent to a census tract or block group of which at least twenty percent (20%) of the population is below the poverty level.

3) The area of the zone zoned as non-residential shall not exceed thirty-five percent (35%) of the total area of the zone.

There are other minor limitations as well. Based upon that criteria, a considerable percentage of the Core City could qualify. Neighborhoods such as the Washington Drive Neighborhood would likely qualify based upon the household incomes. Perhaps several other areas might as well. Similarly, the Core City Plan's proposed mixed use centers, including the Washington Drive District, might potentially qualify because of their proximity to relatively low-income neighborhoods. Because this program is a new one, it is difficult to predict the likelihood of succeeding with designation within the Washington Drive District. Regardless, it is recommended that this program be pursued in order to bring additional financial incentives to an area in need of assistance in its revitalization. Given that the Washington Drive

District is one of the highest priority projects for implementation per the Core City Plan, it would be good starting point.

Parks and Recreation Trust Fund

The North Carolina General Assembly established the Parks and Recreation Trust Fund (PARTF) on July 16, 1994 to fund improvements in the state's park system, to fund grants for local governments, and to increase the public's access to the state's beaches. The Parks and Recreation Authority, an eleven-member appointed board, was also created to allocate funds from PARTF to the state parks and to the grants program for local governments. PARTF is the primary source of funding to build and renovate facilities in the state parks, as well as to buy land for new and existing parks. The PARTF program also provides dollar-for-dollar grants to local governments. Recipients use the grants to acquire land and/or to develop parks and recreational projects that serve the general public. The fund is fueled by money from the state's portion of the real estate deed transfer tax for property sold in North Carolina. Although 65 percent of the funds are allocated toward state parks and another 5 percent go toward a coastal program, the remaining 30 percent of the funds are used for dollar-for-dollar matching grants to local governments for park and recreation purposes. Grants for a maximum of \$500,000 are awarded yearly to county governments or incorporated municipalities, and factors considered by the Authority as it se-

lects grant recipients include, but are not limited to:

- the criteria contained in the scoring system
- the geographic distribution of projects across the state
- the presence or absence of other funding sources
- the population of the applicant
- the level of compliance with prior grant agreements

This plan proposes a small park on Washington Drive at the foot of Hobson Street and a plaza on the street at the east end of the district. In addition to helping commercial districts, such public spaces are also potential neighborhood anchors that can be used to leverage nearby residential rehabilitation and infill development. This state program should be used for such activities.

State Park & Tree Grants

The North Carolina Division of Forest Resources of the State's Department of Environment and Natural Resources (DENR) administers the Urban and Community Forest Grants program. Annual grants range from \$1,000 to \$10,000 to promote sustained urban and community forest programs. This grant is awarded to projects that focus on involving community groups and initiating or advancing the development of urban forestry pro-

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grams. Past grantees have developed pocket parks, tree ordinances, and established urban forestry programs, among other projects. This grant is not simply about planting trees. In fact, grant applications for the sole purpose of tree planting or beautification are discouraged. Tree planting should happen within a larger project which is aimed at promoting and enhancing the tree population already present in the community. Although communities and interest groups may apply for grants annually, when funding is limited, first-time applications are typically selected before repeat applicants. In addition, grant funding is not meant to support on-going programs, such as planting, maintenance or staffing. The initiation of a program, as well as the education, training, or initial hiring of an urban forester for a community, are considered eligible. Within the Washington Drive District, this plan's recommendations to establish two plazas and/or parks should be considered with this program in mind.

North Carolina Arts Council Grants

The North Carolina Arts Council offers a variety of grants in support of local arts development. Over 1,300 grants are awarded each year to ensure that artists and arts organizations continue to produce rich and diverse arts experiences for the state's citizens and visitors. Individual artists, as well as organizations, may

apply. There are a wide variety of categories to apply under, including arts education, cultural tourism, performing arts, and community arts advocacy, in addition to others. Awards range from \$2,500 to \$70,000. Depending upon the type of grant, communities can use this funding to support various arts-related initiatives, like architectural design of an arts or cultural facility. Funds can be used to support non-profit arts programs and organizations, especially those that focus on folk art or cultural art, including performing arts such as jazz music. These funds could also be employed to commission a community mural or other art projects to foster a sense of community.

Local Funding & Incentives

Although they are quite competitive and many of these programs are limited in their ability to provide assistance, there are numerous federal and state programs to help with urban redevelopment and related activities. Opportunities for local level funding and incentives, on the other hand, are much more limited.

Municipal Service Districts (MSDs)

Referred to in most places outside of North Carolina as business improvement districts (BIDs), MSDs are an allowable tool for revitalization and redevelopment under the North Carolina General Statutes, as authorized in NCGS §160A-535. MSDs can be established by a city to provide, finance, or maintain a variety of services, facilities, or functions within a specific area, including: installation of street

lighting, landscaping, specialized street and sidewalk paving, or specially designed street signs and street furniture. Funds can also be

used to improve the district's water, sewer, and gas mains, as well as on and off-street parking facilities. An MSD may also fund efforts to relieve traffic congestion, improve access, reduce crime, and generally promote the economic health within the district's boundaries. The process for establishing a MSD is relatively straightforward. A report must first be prepared, then a public hearing is held and a resolution passed. MSDs may increase or decrease in size over time as needed, and may also be consolidated with other districts or abolished as needed provided that a public hearing is held. The range of services and projects included within an MSD may also change over time as dictated by the perceived needs of the district. In order to provide funding for facilities, services, or functions, the jurisdiction is authorized to levy a limited amount of additional property taxes within the service district through approval by a majority of voters residing in the district. In addition to tax levies, a jurisdiction may utilize general obligation bonds to finance services, facilities, or functions within an MSD. Within the Washington Drive District, this tool may have potential to financially support the suggested entity to manage and promote the district. However, sufficient support among property

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owners and public officials would need to first be present, which will likely require much more of a critical mass of businesses to accumulate in the future.

Self Financed Bonds

Known elsewhere in the country as tax increment financing (TIF) and only recently approved in North Carolina for use by local governments, this mechanism funds the development of public facilities and infrastructure by allowing governments to issue bonds to fund improvements that are subsequently paid off by the increase in nearby property tax revenues caused by the public improvements. Although the state's laws regarding this tool are very loose on how it is used, it is recommended that, in High Point, they be narrowly limited to revitalization within the Core City in accordance with strict criteria. The Washington Drive District is a likely candidate. It is recommended that a detailed study to determine the viability of a self financed bonds district be conducted first before this concept is pursued.

Guilford County Landmark Tax Deferral

Locally designated landmark property owners may qualify for up to a 50 percent tax deferral on city and county property taxes. This incentive can make a project economically viable, but it starts with listing (or a determination of

eligibility) on the National Register. The Kilby Hotel is a Guilford County Landmark property.

Private Funding

Private funding includes equity from investors, lending from financial institutions, and foundation donations. Conventional equity and loan financing come in a variety of forms, so only a few key sources are explained below. Although there are countless private philanthropic organizations throughout the country that might be candidates for helping with the revitalization of the Douglas Block area, those standing out as some of the better examples are explained below.

Community Reinvestment Act (CRA)

Enacted in 1977, CRA requires banks to be rated on their track record of making loans, investing in community development, and providing financial services to low and moderate-income neighborhoods and individuals. Banks that lend to businesses with revenues of \$1 million or less, or make loans through certified development companies of the Small Business Administration, receive automatic CRA credit for the economic development impact of those loans. Other business loans of up to \$1 million, regardless of the size of the business, are eligible for CRA credit if the business is located in a low and moderate-income area, such as the Washington Drive District and surrounding neighborhood. Banks also receive credit for stimulating commercial revitalization through their community development lending. They

can receive CRA credit for financing building rehabilitation and business development, as well as operating branches in older commercial districts.

Bank of America Historic Tax Credit Fund

To help implement the Community Reinvestment Act (CRA) described above, the National Trust for Historic Preservation formed a joint venture with the Bank of America to stimulate community development investments. The \$25 million Bank of America Historic Tax Credit Fund is managed by the National Trust Community Investment Corporation (NTCIC), the for-profit subsidiary of the National Trust. This program uses federal and state tax credits to provide equity ranging from \$500,000 to \$5 million for historic building rehabilitation projects identified by the National Trust's Heritage Property Services.