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# SPARTANBURG, SC • R/UDAT 100

Regional/Urban Design Assistance Team / American Institute of Architects / November 1988

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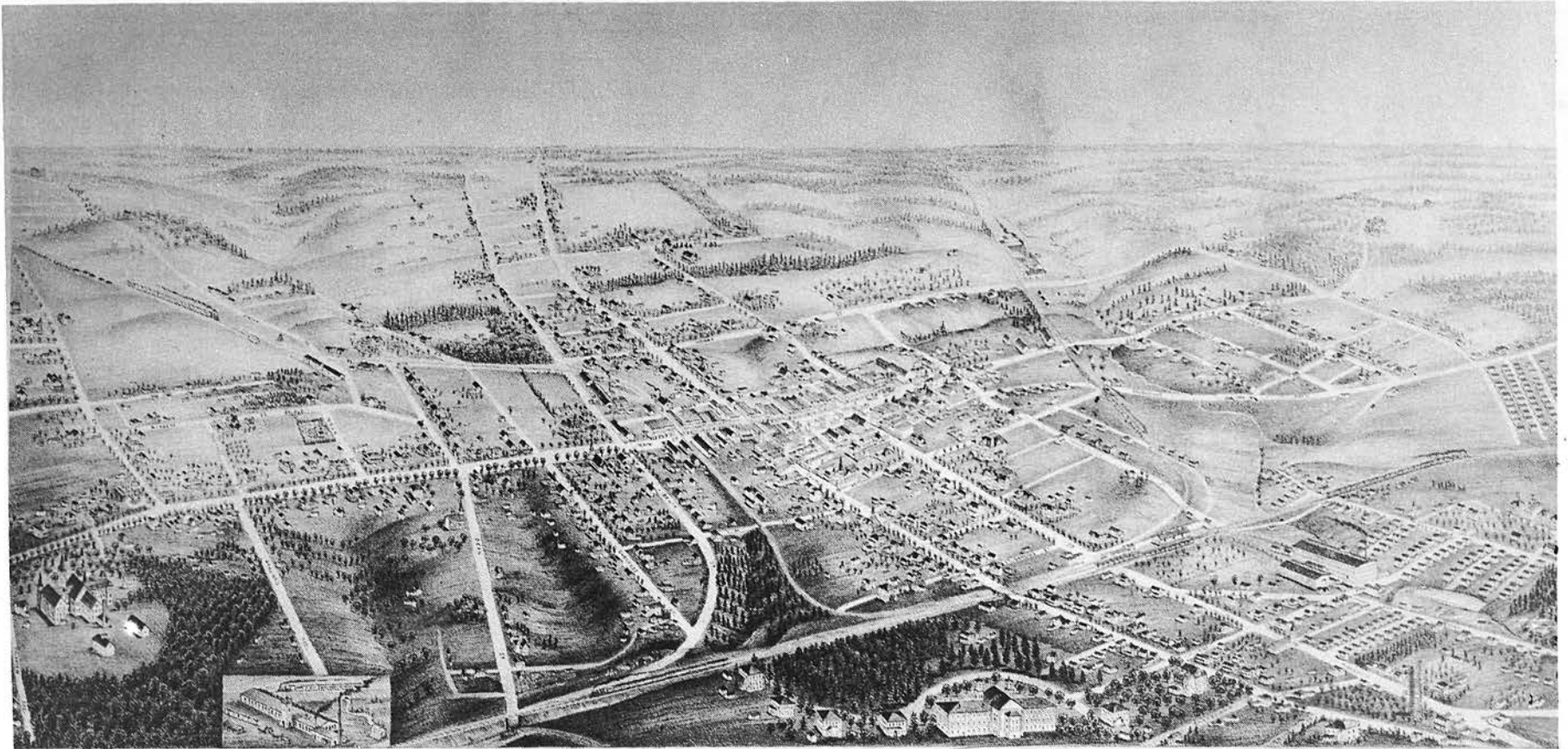
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# Dedication

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The R/UDAT Task Force would like to mark this occasion of the 100th R/UDAT and of providing community service to communities across the country who have asked for help in addressing the challenging issues that will shape their futures by dedicating this report to the following:

- The spirit and energy of the men, women, and children throughout the U.S. and Canada who sought the assistance of R/UDAT as they worked to improve the communities in which they live, work and play.
- To the many team members and their families who have given willingly of their time, energy, and creative talent to assist those communities.
- To the students and faculty in the colleges and universities who have assisted R/UDAT.
- To the R/UDAT Task Force and the AIA's Urban Design and Planning Committee who gave birth to and nurtured the R/UDAT program and who are now charting the course for future community outreach programs.
- To the invaluable support of the AIA presidents and board members, staff, and local AIA chapters across the country.
- And most of all, to the great spirit of all those people who have made the R/UDAT program what it is and to those who will carry it to new heights in the future.



CONVERSE COLLEGE

1. H. McManis, Master, Spartanburg, S. C.  
W. L. Hurd, Trustee, Spartanburg, S. C.  
John H. Converse, Trustee, Spartanburg, S. C.  
J. H. Converse, Trustee, Spartanburg, S. C.  
J. H. Converse, Trustee, Spartanburg, S. C.

- 1. Court House
- 2. Jail
- 3. City Building & Opera House
- 4. Church of Christ
- 5. United Methodist Church
- 6. St. Paul's Church
- 7. St. Paul's Church
- 8. Episcopal Church
- 9. Baptist Church
- 10. Roman Catholic Church
- 11. St. Francis Hospital
- 12. Public School
- 13. Public School
- 14. Public School
- 15. Public School
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- 19. Public School
- 20. Public School

# BIRD'S-EYE VIEW OF THE CITY OF SPARTANBURG,

LOOKING SOUTH EAST.

SOUTH CAROLINA. POPULATION IN 1860, 3200. POPULATION IN 1890, 10000.

1891.

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WOFFORD COLLEGE

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# Introduction

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## Spartanburg: Now

Spartanburg has livability. Its trees shade graceful older neighborhoods. Its inviting lakes nestle in unexpected spots. A moderate climate eases the extremes of summer and winter.

The city remains a crossroads, as it has throughout its history. Located near the junction of I-26 and I-85, Spartanburg is within three hours driving time of Atlanta and Charlotte, two of the largest commercial centers in the South.

Yet Spartanburg's appeal is even greater than the sum of its amenities. Its loyal residents assert that Spartanburg is an eminently livable city, a community that maintains traditional values, an ideal location to raise a family.

At the same time, they decry its desolate and depressing downtown, its lack of image, its incongruity with the sophisticated, culturally aware people who live here.

Clearly, Spartanburg faces serious challenges. The downtown presents no sense of identity. Access roads to the city are unattractive. They do not announce to visitors that they are entering a special place. There is no defined entrance to downtown, no recognizable boundary. Nothing alerts the traveler that Spartanburg is the fresh peach capital of the world or the home of made-in-America textiles.

Once in town, nothing invites the visitor to linger. Spartanburg lacks public space, places to gather, hang-outs. Neglect has contributed to poor maintenance, litter, and visual pollution.

In an attempt to define a gathering space with the downtown mall, the City has created a pedestrian island ringed by a moat of traffic. That

traffic blocks pedestrian access to the mall from the perimeter parking areas and the rest of downtown.

The traffic that flows around the mall encounters only the backsides of mall stores. There are no inviting facades and window displays, no bustling pedestrian activity beckons to prospective customers.

What amenities exist are few and scattered, and therefore difficult to recognize as a collective whole or place. The overwhelming impression one finds in Spartanburg is one of a lack of vision, focus, direction and sense of place among its isolated symbols, resources and disjointed pieces. An image of concrete: broad streets, vast parking lots and underutilized parking garages, unused and forgotten historic buildings and resources wait for discovery or demolition, while past concepts of urban "cookie cutter" improvements remain underutilized, struggling for survival.

Despite the distinction of being home to seven colleges, Spartanburg offers none of the shopping and residential development one expects in a college town: neither does it integrate two historic campuses with the surrounding community nor relate outlying campuses to adjacent areas and the downtown.

Teenagers in Spartanburg find little to do. They drive to Greenville for entertainment. The black community has yet to recover the restaurants, nightspots, gathering places and residences eliminated by urban renewal.

Spartanburg residents are justifiably proud of a strong historical, industrial, cultural and international heritage and awareness. Yet no public features in the downtown testify to those interests. The quality and urban design of public spaces, buildings, and rights-of-way do little to enhance the visual image of the community or the downtown.

The city fails, as well, to take advantage of its human resources. The political process encourages little community involvement or community consensus: so major capital improvement programs are directed by a handful of people, some with special interests and varied agendas. Two decades of partly implemented city plans have contributed to a poor attitude on the part of citizens. Frustrated, time and again, by inaction, many people are cynical, doubtful, and discouraged about the likelihood for change.

But Spartanburg citizens have reason for hope. While people may lack direction, the signs of growth and spirit are positive. A major office building is under construction. Several sizable developers are about to begin important projects. The political decision made to change the 14-year-old pedestrian mall signals a willingness to seek new answers and look to the future.



In the wake of these events, the city, through the Spartanburg Development Council and the Council of Architects, marshalled a coalition of diverse community forces to request a R/UDAT visit. The community decided that the time was right to chart a new course and formulate a new vision for Spartanburg's future. An application was submitted to the American Institute of Architects (AIA) in April, 1988. Following an evaluation visit to Spartanburg by Gary Plosser, AIA, Birmingham, and meetings with local officials, the AIA, in October, accepted the proposal, a decision based largely on the community need, commitment, and a compelling timetable of the City's revitalization efforts.

The team chairman, Ron Straka, FAIA, was selected and a reconnaissance visit was made. The team was selected with assistance from Clemson University College of Architecture. The visit was conducted November 11-14, 1988, and concluded with a community presentation.

Spartanburg asked the R/UDAT for a vision, a framework for future planning and development, and an image and identity that would be unique to Spartanburg and would unite all of her citizens.

Among the objectives it set, the city asked R/UDAT to:

- define an image for downtown;
- create an urban design framework for that image;
- determine a proper mix of commercial, cultural, and residential uses;
- evaluate current development plans and proposals;
- create a focus that establishes a sense of place for the city.

Team members were asked to consider several specific topics, including the need for a central hotel, evaluation of development sites and the viability of east/west access on city streets. The team was also asked how the City can encourage quality development, foster development of green space and integrate cultural facilities.



Morgan Square, 1884

## A Town with a Heritage

Following the Revolutionary War, the abundant wilderness of the South Carolina upstate beckoned to war-weary settlers. In 1785, Spartanburgh County was formed, taking its name from a militia regiment known as the Spartans.

In 1789, a jail and log courthouse were built on what is now Morgan Square, establishing the area as a trading area for local farmers. Over the next 70 years, the Square witnessed growing prosperity. In 1858, the humble log courthouse was replaced by a stately Greek Revival structure. By 1880, the city of Spartanburgh was bursting at the seams. An unfortunate precedent was set as trees around the public square were cut down to permit expansion. The city square was named for Daniel Morgan, hero of the Battle of Cowpens. Between 1885 and 1920, more early village landmarks were destroyed, to be replaced by Victorian buildings.

Prosperity brought new respect and demand for education and culture. Wofford College was founded in 1854, followed by the founding of Converse College in 1889. By the turn of the century, Spartanburgh was the cultural center of the Piedmont region, supporting two opera houses and the annual South Atlantic States Music Festival.

Cotton was king and railroads sped the finished product to market after it was ginned, spun and woven in the county. Taking advantage of the local crop, the city's first textile mill, Spartan Mills, was built in 1888.

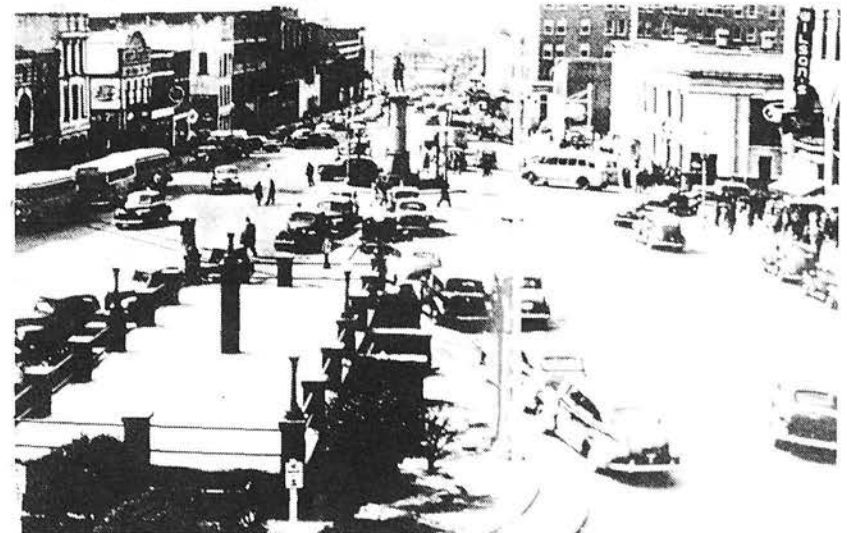
Four rail lines passed through the city in 1900, establishing the region as a crossroads of the state. Within a few years, a total of nine mills had opened in the area. Morgan Square continued as the heart of the city, ringed by stores, banks, offices, and hotels.

The Depression hit Spartanburgh as it did the rest of the nation. Banks failed, mills closed. But the slump ended with the end of World War II. Post-war prosperity revived the textile industry and peach orchards blossomed in the surrounding countryside. So crucial were the giant textile operations that mill owners virtually controlled the destiny of the city. Few outside industries challenged the tight grip of textiles on the area.

New technology could not be held at bay, however. In the 1960's, foreign machinery manufacturers, attracted by the concentration of textile producers in the area, introduced automated equipment that revolutionized the industry.

Spartanburgh recognized the opportunity represented by the foreign investment and for 20 years has actively sought foreign businesses. For its size, the county now boasts more foreign investment per capita than any other region of the country. Foreign investors favor the county--located midway between New York and Miami--because of its good highways, rail and air transportation, and "pro-business" environment.

Once again, Spartanburgh is at a crossroads of its future!!!





# Executive Summary

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Downtown Spartanburg has struggled in recent years despite some pockets of strength. The overall image is weak and rather bland but, following failure of the Omni Hotel project, with groundbreaking of the Spartan Foods project, hope has been rekindled. Individual projects are being planned and discussed despite a lack of overall vision and context for development. At the same time, some community concerns favor focusing on other issues and agendas either economic, political, or social in nature.

The recommendations of previous plans have been partially implemented. The City now lives with the disjointed and unconnected remnants and a lack of sense of place and pride in its downtown.

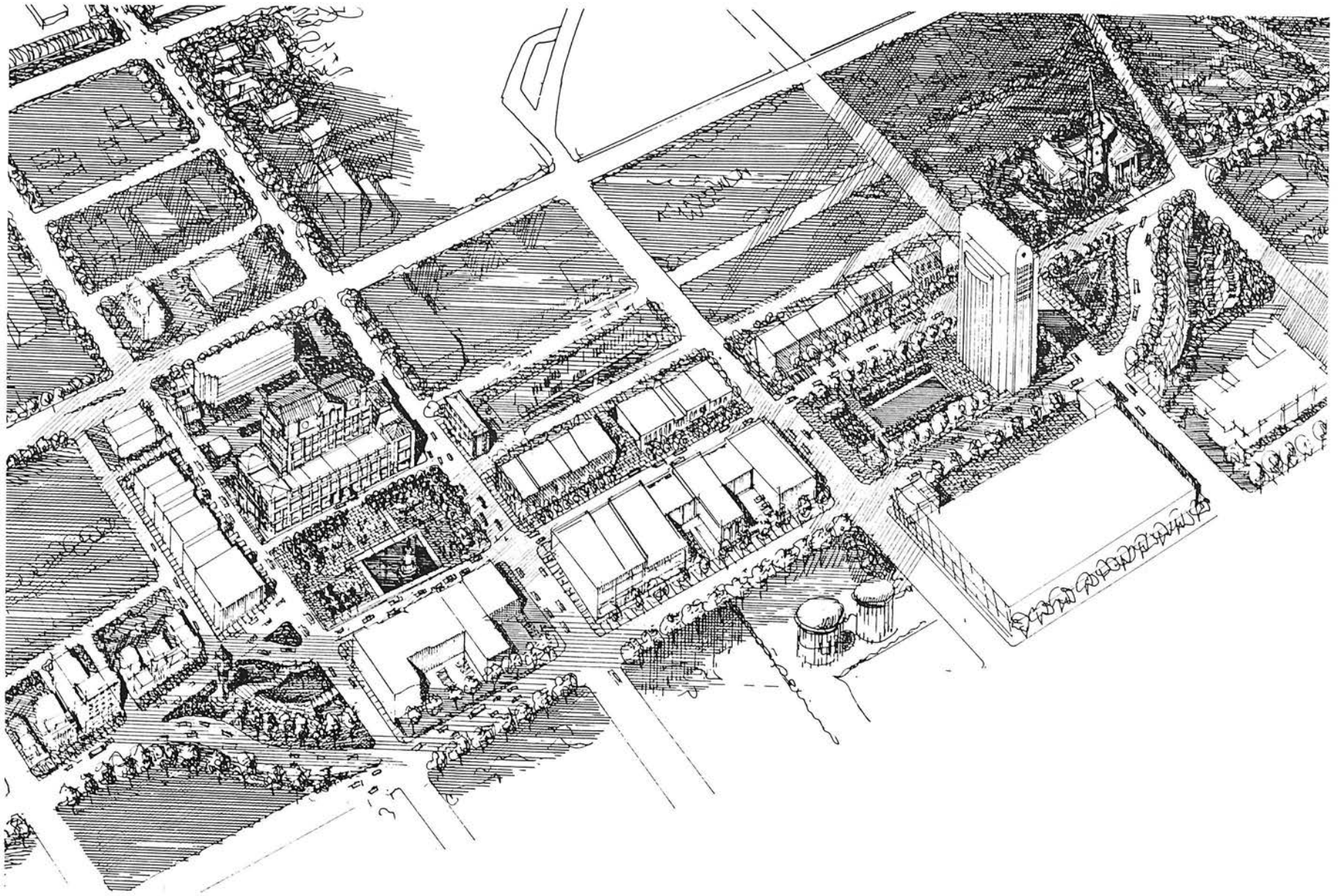
The R/UDAT was asked to make recommendations regarding a future vision, role, and direction for downtown, and more specifically to address the proposed impact of opening up the Main Street Mall to traffic.

After an intensive four-day evaluation, the R/UDAT has drafted a number of recommendations. The most significant are summarized here. Downtown Spartanburg's future is now!!! Within the next 30 to 60 days the City will be required to act on a series of pending proposals that will determine the future quality and direction for downtown. The R/UDAT team strongly recommends that the Mayor and Council take the following immediate actions:

- Make the commitment to reopen the remaining blocks of the Main Street Mall to two-way vehicular traffic in a straight alignment, with drop-off zones, no parking, and relocation of the Clock Tower. The Team does not approve the current proposal of a serpentine street alignment with angle parking;
- Within the next 60 days, hire an outside urban design consultant to redesign the alignment and treatment of the Main Street Mall and develop an Urban Design Framework Plan for downtown;
- With the commitment to reopen Main Street that City commit itself to the concept of re-establishing Morgan Square as the major, public-oriented, civic, downtown open space and the focus for downtown and adjacent development;
- Save the Cleveland Hotel from being demolished, by enforcing the commercial maintenance code and pursuing creative ways to restore and reuse the nationally significant historic structure;
- Develop the concept of an expanded Morgan Square district.

## Recommendations:

- While Main Street is currently perceived to be at the heart of downtown and needs redevelopment, there are larger issues that must be addressed before downtown Spartanburg can truly progress. Its importance, role, and relationship at the various scales of neighborhood, community, county, and region need to be re-established. There must be a change in the public's perception of downtown as a place and as the heart of the larger community. The recognition of its location, historic resources, and community values needs to be developed into an identifiable whole.
- The community will succeed in the redevelopment of downtown only if the major players can support a single vision and strategy which establish a consensus and policies agreed to by all elements of the public and private sectors, and which can be pursued consistently over a period of time.



- Spartanburg needs to develop an Urban Design Framework Plan which serves as a strong, clear guide and direction for the form and quality of downtown redevelopment. It would identify the vision, the key concepts and objectives of the urban design elements, circulation and open space systems, as well as strategies for implementation.
- In conjunction with the framework plan an accountable, flexible, highly participatory, urban design process needs to be established which builds partnerships between the various public and private constituencies.
- A vision, image, and reason for being for downtown must be created to focus key urban design concepts on:
  - the creation of the New Morgan Square as Spartanburg's new civic place and the heart of downtown;
  - an expanded Morgan Square district which reinforces Morgan Square, preserves historic resources, and provides concepts and activities unique to Spartanburg;
  - development of the concept of "Interpretive Spartanburg" as a unique focus to Spartanburg's historical past and an opportunity for the future;
  - the redevelopment of Main Street as a major, pedestrian commercial link between the new Spartan Foods development and the New Morgan Square;
  - the emphasis of Main and Church streets as major intersecting crossroads and linkages to the larger gateways and entrances to downtown community;
- the identification of key sites and development options which would locate key community functions and facilities in the downtown (i.e. arts, hotel, library, museum, housing, etc.)
- the presentation of a variety of key urban design concepts which would humanize the quality and character of existing and proposed downtown development and livability;
- the development of transportation improvements which will adequately serve the access, circulation, and parking needs of the renewed downtown, which are relatively simple in scope and affordable, and which complement the scale and character of the design plan.
- Downtown development strategy must be consistent with the preservation of strong residential areas that are adjacent to the downtown. Maintenance and infilling of this residential fabric with supportive functions and connections to downtown are important to the vitality and success of the downtown and the entire city.
- Develop a "regional presence" and appropriate economic, social, and physical connections with the institutions, industrial, and international facilities and activities on the I-85 corridor and downtown area.
- Capitalize on Spartanburg's location and history within the region and develop regional concepts which establish its role with its neighboring communities and opportunities for joint marketing, development, etc.
- Improve the quality of development in both the public and private projects in the city and the county by making them more compatible with the natural landscape and their neighbors. There is a need for urban design guidelines and an urban design review process.

- Improve the planning process and services in the city and the county by exploring the feasibility of a consolidated City/County planning department that would provide more interdisciplinary expertise and a greater range of services to the whole community (i.e. urban design, economic development, and neighborhood planning).
- Develop, expand, and strengthen the historic preservation efforts to prevent further loss of significant historical resources and to creatively plan for their reuse.

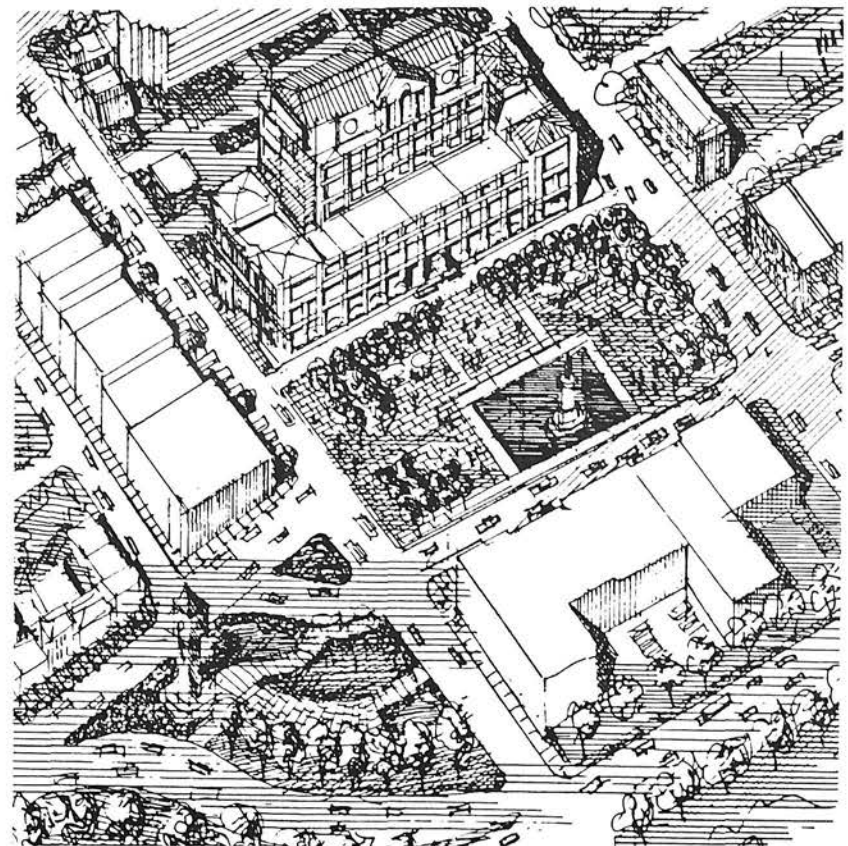
In order for the community to address the implementation of these recommendations, there are certain key issues that need to be addressed and worked on together:

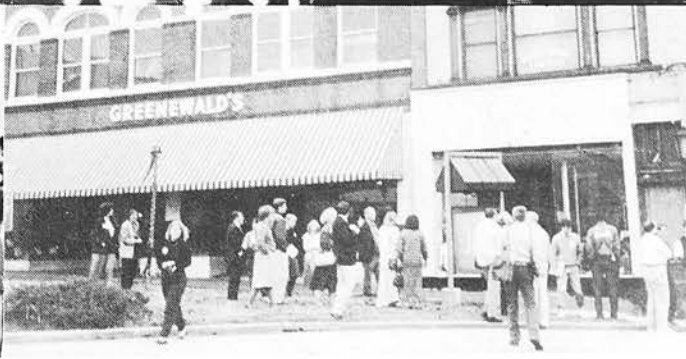
- Establish a single point of responsibility and develop a continuity of leadership for the downtown effort.
- Understand the issues and process of change and the critical time-frame for decisions, phasing, and implementation.
- New partnerships must be developed and existing ones improved in an atmosphere of cooperation and involvement in accountable and flexible processes for all elements of the public and private sectors.
- Both the public and private sectors must take responsibility for quality architecture and urban design in the community.
- The black community needs to develop its own agenda and leadership within, in order to deal with the white community as an equal and active player. It also needs to address the issue of its neighborhoods, housing and economic development opportunities.
- Support should be enlisted from industries, community and special interest groups, black and white, for specific recommendations.

- Establish a new sense of cooperation, communication, and commitment in all segments and levels of the public and private sectors for the downtown plan and various other recommendations.

Downtown Spartanburg possesses a variety of assets and resources, but only a concentrated effort and a single, coherent vision can restore its lost vitality.

The R/UDAT recommendations lay out one possible course of action and a conceptual framework to consider. Regardless of what plans or strategies are finally adopted, it is most important that the community move forward together rather than separately. Now!!!





## **SPARTANBURG, SC**

### **R/UDAT 100**

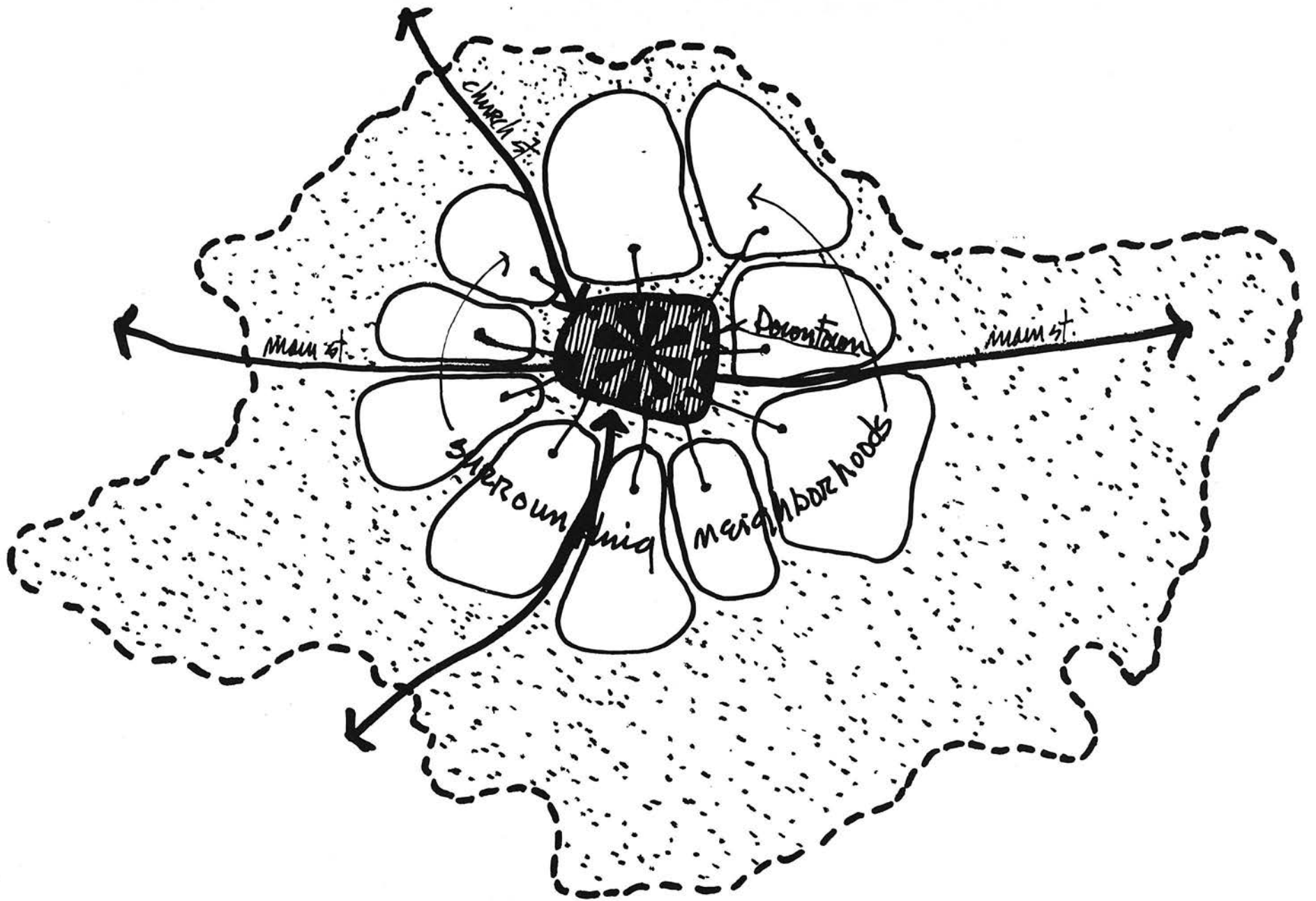
#### **R/UDAT Program & Process**

In 1967, the AIA, through its Urban Design and Planning Committee, created the concept of community assistance through its Regional/Urban Design Assistance Team (R/UDAT). It responds to cities and towns across the country who request assistance addressing interdisciplinary issues of urban design. The program has provided professional services valued at some \$3 million to 99 cities and more than 21 million citizens. The Spartanburg visit is R/UDAT's 100th such visit.

The R/UDAT program received the U.S. Presidential Citation for Volunteer Initiatives in 1985 and the Sir Patrick Abercrombie Prize for territorial/town planning for the International Union of Architects in 1987.

Each team is specifically selected to include professionals experienced in dealing with specific issues in the area under study. Members of the team are all unpaid volunteers who donate their time and talents in the spirit of public service and concern for our nation's cities. They agree not to accept any commissions or consulting work which may result from their recommendations and are reimbursed only for their travel, food, and lodging. Coordination of a R/UDAT visit is handled by a community steering committee and by the AIA R/UDAT Task Force. Local professionals and architecture students provide invaluable assistance.

In an intensive four-day visit, the team acquaints itself with the community and its people through field trips, and meetings with community leaders, special interest groups, and citizens. The team develops its analysis from an objective perspective and offers its recommendations in a public town meeting. The aim is not to offer a complete or final plan but to offer a fresh look by experienced outsiders. The R/UDAT process attempts to bring together various elements in the community, give impetus and perhaps a new direction for community action.



Downtown and Surrounding Neighborhoods

# Downtown as the Focus

Downtown Spartanburg is important on any number of scales and roles, all of which interrelate. Downtown is:

- the focus of the community as a central node and its historic center of activities;
- the central neighborhood in Spartanburg and the focus of its adjacent neighborhoods;
- a regional focus for the city and county of Spartanburg for their facilities and activities.

Like countless other communities throughout America, Spartanburg's downtown has evolved from a simple rural crossroads and trading center into a complex urban area encompassing new economic roles and social needs. The central city was built on the crest of a hill at the intersection of transportation trails, its public space surrounded by gracious, ornate historical buildings.

As in most towns, the community fabric that has evolved has given residents an important sense of identity, manifested in community heritage, personal and family roots, and, most importantly, a sense of belonging.

Progress has strained this community fabric. Affected by social and economic mobility, suburbanization of cities, and the automobile, today's citizens lack a sense of belonging and commitment.

Today, downtown is fragmented in its physical fabric, but it remains the center of importance as the location of government, the arts, finance, education, and religious activity. The people of Spartanburg need to change their perceptions regarding the boundaries and focus of downtown and the negative attitude that the Main Street Mall is the entire downtown. They need to change their attitude toward downtown buildings and public spaces.

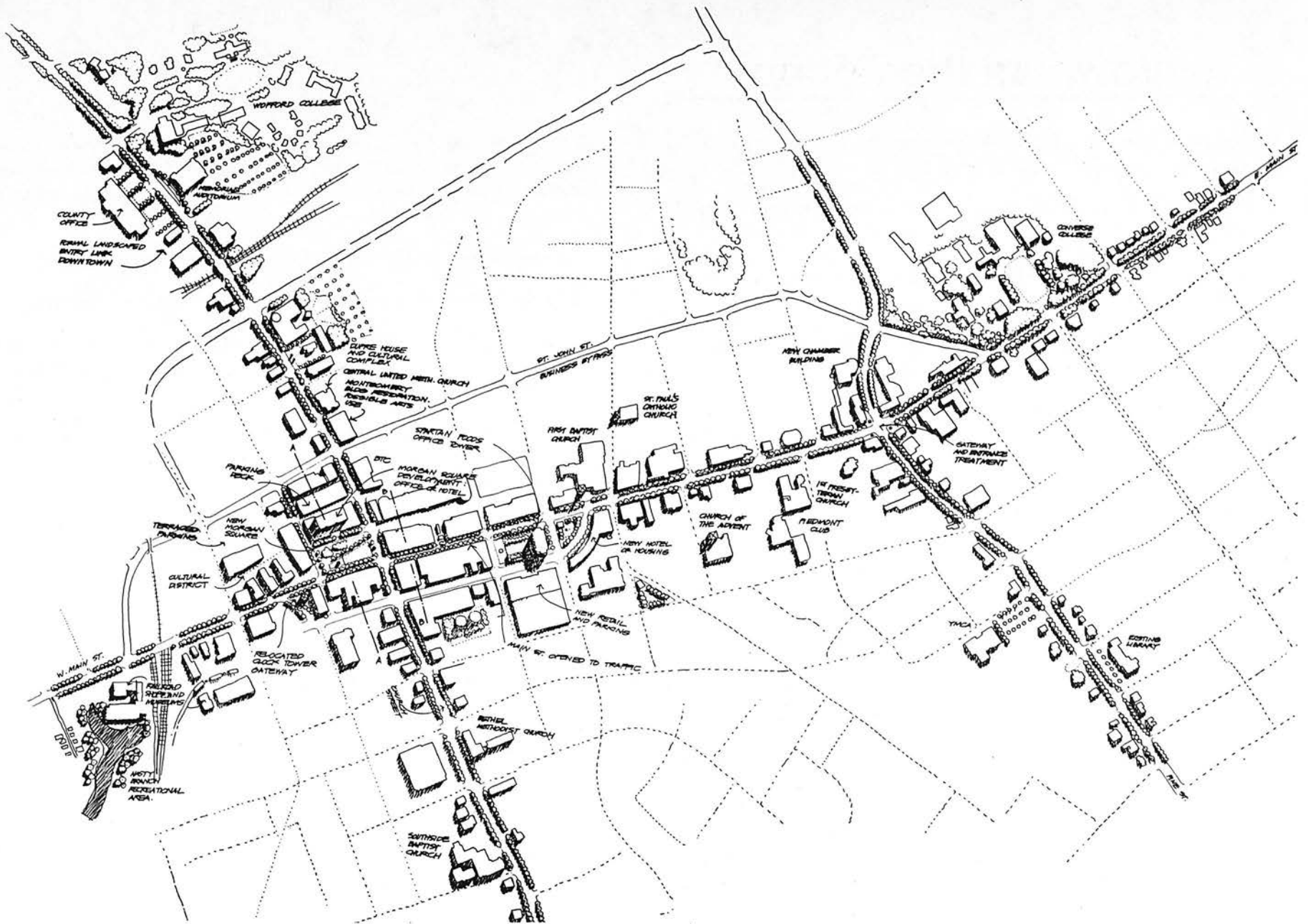
Many citizens believe that downtown fails to convey a sense of community, a vitality equal to the region and a historical context. While reactions to this are as diverse as individuals, we suggest they fall into the following overall areas:

- Spartanburg is ineffectively marketed to outside businesses.
- Residents have no sense of pride in the heart of the community.
- Since the role of downtown is poorly defined, downtown's relationship and connections to surrounding neighborhoods is also poorly defined.
- A weakening tax base increases the tax burden on remaining residents and businesses, further exacerbating tax differentials between city and county.
- The cultural facet of the community's fabric is unfocused and without sufficient magnitude to redirect community attitudes or to demonstrate community sophistication and commitment.
- Downtown does not reflect the spirit and personality of the city and its people and their interests.

Spartanburg must recognize the potential that downtown can offer the entire region.

For all the problems brought to the team and for all those that we have found in addition, we believe Spartanburg has a window of opportunity to seize a new direction for downtown, to effect improvement and instill a process that will carry the city forward with distinction into the next century.





Primary Town Structure

## Spartanburg Urban Design Framework Plan

The City needs to take a leadership role in developing an urban design framework plan for downtown Spartanburg and its immediate environs. The plan should provide a clear guide and a strong sense of direction which establishes the existing physical context and urban form giving elements and the basis from which the following can emerge:

- a new vision and focus for downtown which identifies its unique role and physical character;
- key urban design concepts which reinforce the vision;
- urban design and performance guidelines and a design review process than can be developed for key sites and areas;
- existing and future redevelopment and development proposals which can be tested;
- public policy decision, and investment and implementation strategies to ensure compatible and quality development;

Key elements and objectives of the plan should include:

- key historical, cultural, physical and visual landmarks, and symbols of community significance, uniqueness, form and prominence of location (i.e. historic buildings, monuments, church spires, etc.);
- existing and potential key nodes of homogeneous areas and focuses of activity (i.e. Main Street, Spartan Foods headquarters, intersection of Main and Church streets, Morgan Square, etc.);
- districts or larger sub-areas which have a unique and identifiable character (i.e. Morgan Square, Main Street, Wofford College, Converse College, Memorial Auditorium, Daniel Morgan, etc.);

- elements which define the visible, physical edges and boundaries between districts such as significant grade changes, railroad and utility easements, streets, etc.;
- key systems and networks of urban open spaces and pedestrian and vehicular circulation systems which provide a variety of linkages and connections of the downtown to adjacent districts and neighborhoods;
- entrances and gateways to the downtown area and various districts within and adjacent to the downtown which are the arrival and departure points where first and last impressions are developed (i.e. Wofford, Memorial Auditorium, County complex, etc.);
- the system of block and street patterns superimposed or dictated by the natural topography of the land determines the urban fabric, scale, form, and character of development and downtown;
- downtown Spartanburg's location on the crest of a hill offers some unique views, entrance experiences, and siting opportunities which should be explored.

## Downtown Spartanburg

### Major Urban Design Concepts

The R/UDAT team would like to propose the following major urban design concepts and recommendations:

1. Intersecting Main Streets (Main and Church streets):

These two main streets not only provide access from all directions of the community, but provide a diversity of activities and uses which gives each street a different character and form which focuses energy at the intersection of these streets as the central and historical node of activity in the downtown.

2. Main Street Revitalization:

The R/UDAT team agrees that Main Street should be opened up to the original concept of Main Street as an active pedestrian and vehicular street in downtown Spartanburg. A new design should be developed for the design and alignment of this important public right-of-way.

3. New Morgan Square:

A new, major, public urban open space should be developed at the intersection of Main and Church streets as the focus and "linch pin" between the Main Street district and the new, expanded Morgan Square historic district.

4. Morgan Square Historic District:

The R/UDAT team feels that the existing historic district boundaries should be expanded to provide opportunities for new infill development to complement the preservation and reuse of the historic

buildings within the new district. The conservation of these developments would provide the critical, mass activities and uses adjacent to and near the plaza to make it a significant and active urban space.

5. Morgan Square District: Resources and Uses:

In order to establish and maintain a framework for the character and vitality of Morgan Square and district, two major concepts need to be pursued and adopted:

- a) that historic buildings are significant community resources and that all attempts be made to save these buildings and reuse their public spaces for public uses. The Cleveland Hotel, Palmetto (Belk's) Building, Montgomery Building, Masonic Temple, and other significant structures or those contributing to the historic fabric should be saved and reused.
- b) to develop the concept of uses and activities for historic buildings by developing the "Interpretive Spartanburg," which would act as the catalyst and center of activities and uses unique to Spartanburg's past, present, and future.

6. Downtown Circulation and Parking:

With the opening of Main Street to two-way traffic and the creation of the new Morgan Square, a number of circulation and parking improvements are suggested. Recommendations call for improving St. John Street as a major east/west connector, extending Daniel Morgan to Drayton and redesigning Broad and Dunbar Streets to minimize the barrier effect and accommodate on-street parking to service adjacent retail. Other parking locations and pedestrian circulation systems are proposed which make the downtown more accessible.

## Key Framework Plan Concepts

The following urban design concepts may be secondary in nature, but are necessary and complement the major concepts previously listed:

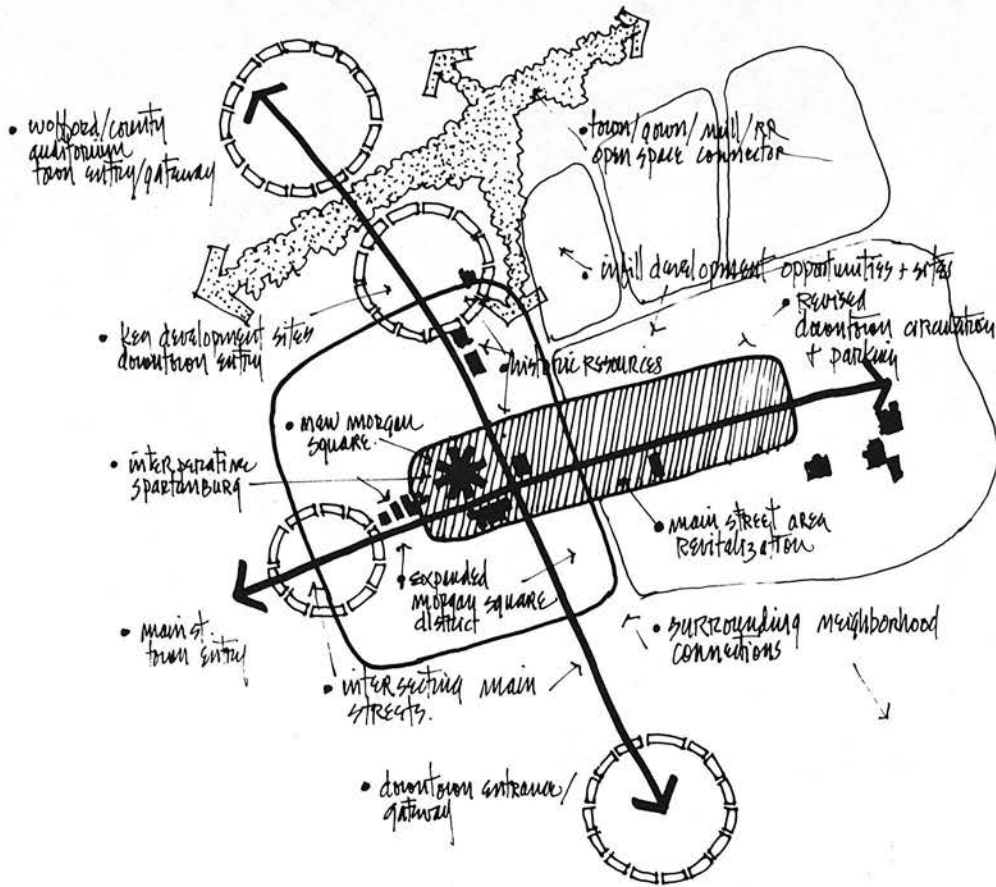
### 7. Key Development Sites:

A number of key development and redevelopment sites exist both functionally and visually within the downtown. Some sites, due to their location, have special urban design considerations. Some sites could also accommodate a variety of different uses, building designs and programs, while others may be limited in their uses. Urban design concepts should be developed for each downtown district and key development parcels within them. User groups need to clearly identify their desired site program and plans.

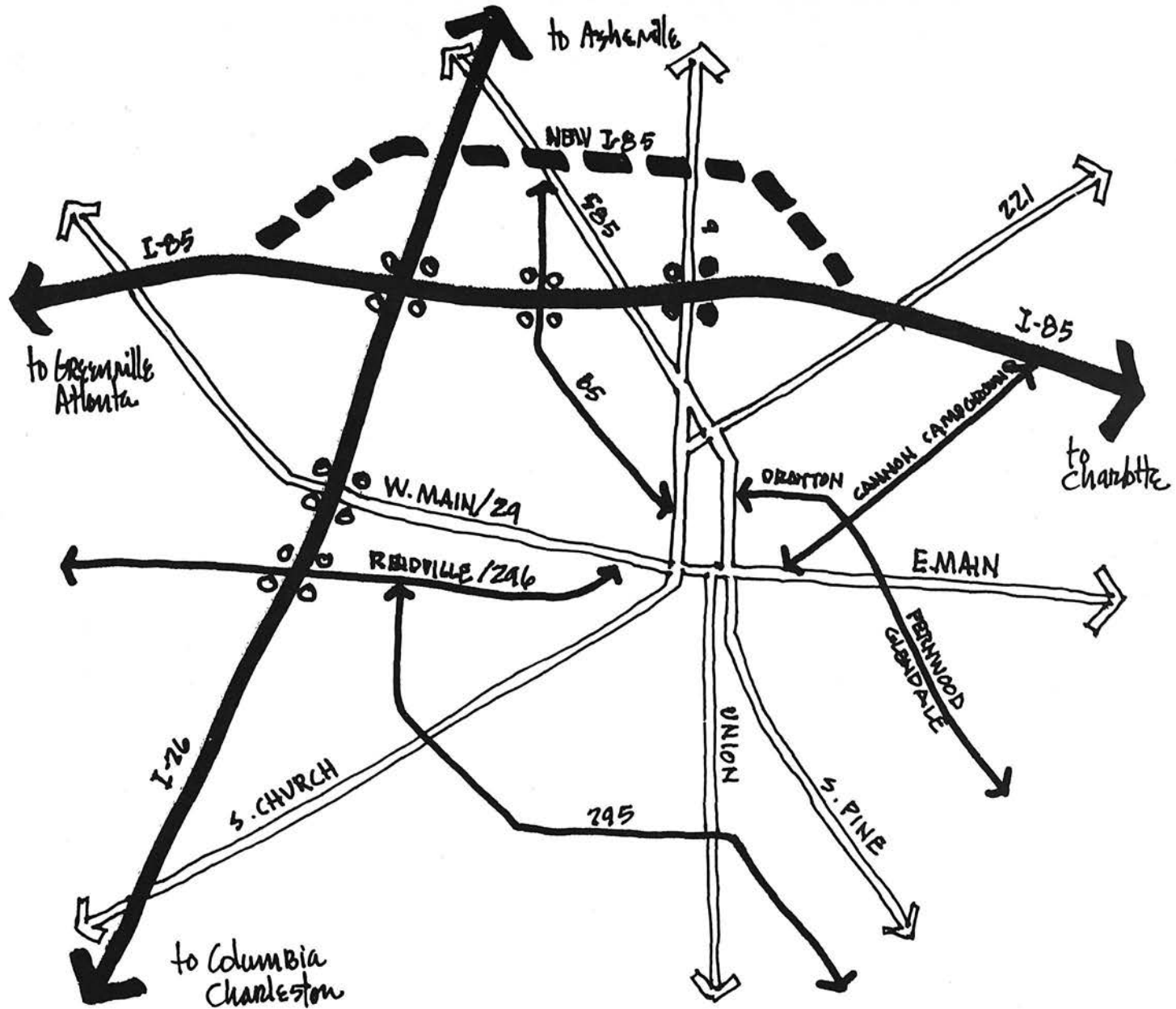
### 8. Urban Design Principles & Concepts:

Attention to a number of urban design principles, concepts, and details would go a long way in improving the quality of the natural and built environment within the downtown and the city.

Urban design policy, programs, and guidelines must be developed to deal with historic buildings and symbols, the site and quality of development, the quality of design in the public realm, the design and treatment of certain key gateways, entrance streets, intersections, public spaces, parking lots, and public art as an expression of community interest and values.



Key Framework Plan Concepts



Spartanburg Area Major Traffic Arteries

## Spartanburg's Intersecting Streets

### Main Street and Church Street

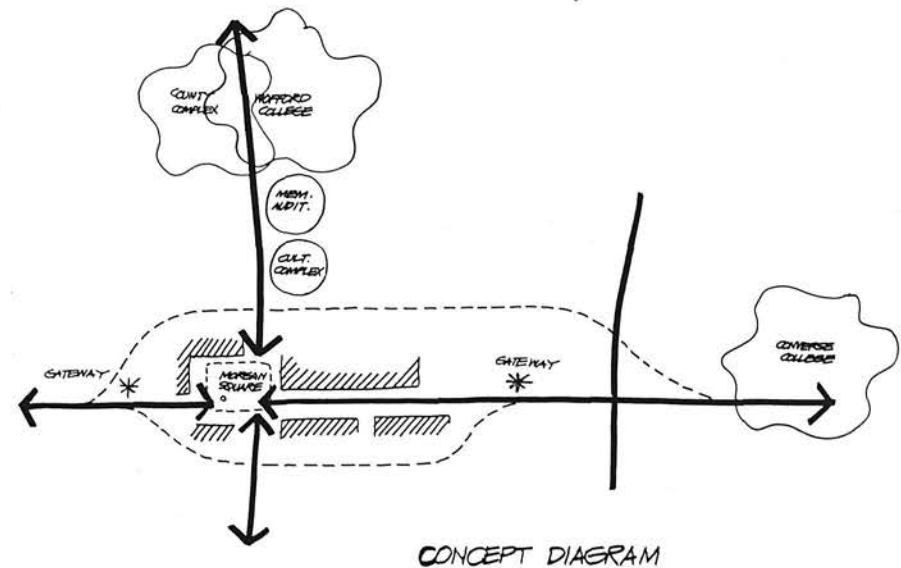
The two intersecting main thoroughfares in Spartanburg intersect at the historical heart of the downtown Morgan Square. This is a classic example of small Southern town planning where the main street runs along the crest of a rolling hill and is intersected by a major cross street which forms a civic place. Main Street and Church Street have some similarities of use and function but primarily are different in character, orientation, and the experiences of entering and leaving the downtown.

As its name indicates, Main Street was the primary street in the downtown while Church Street played a supportive and secondary role. As times changed, the civic space became a parking lot, the primary commercial, banking, other activities moved off Main Street. Main Street was closed to vehicular traffic and the town grew outward toward the interstate, but today the basic structure of circulation still remains and the opportunity exists to recapture and reinforce the basic concept of "Main Street." It offers a time capsule of the community with its diversity of uses, activities, structures, and districts.

A secondary intersecting street is Pine Street. Its character is somewhat different from that of Church Street, but it has some similarities that need to be recognized and dealt with in a positive way. They establish a presence and vitality reflective of the people, the neighborhoods, and their values. The City should reinforce the concept and importance of these intersecting main streets by:

- developing Main and Church streets as the major pedestrian and vehicular connections to and from the New Morgan Square, community activities, and facilities from downtown to adjacent neighborhoods;

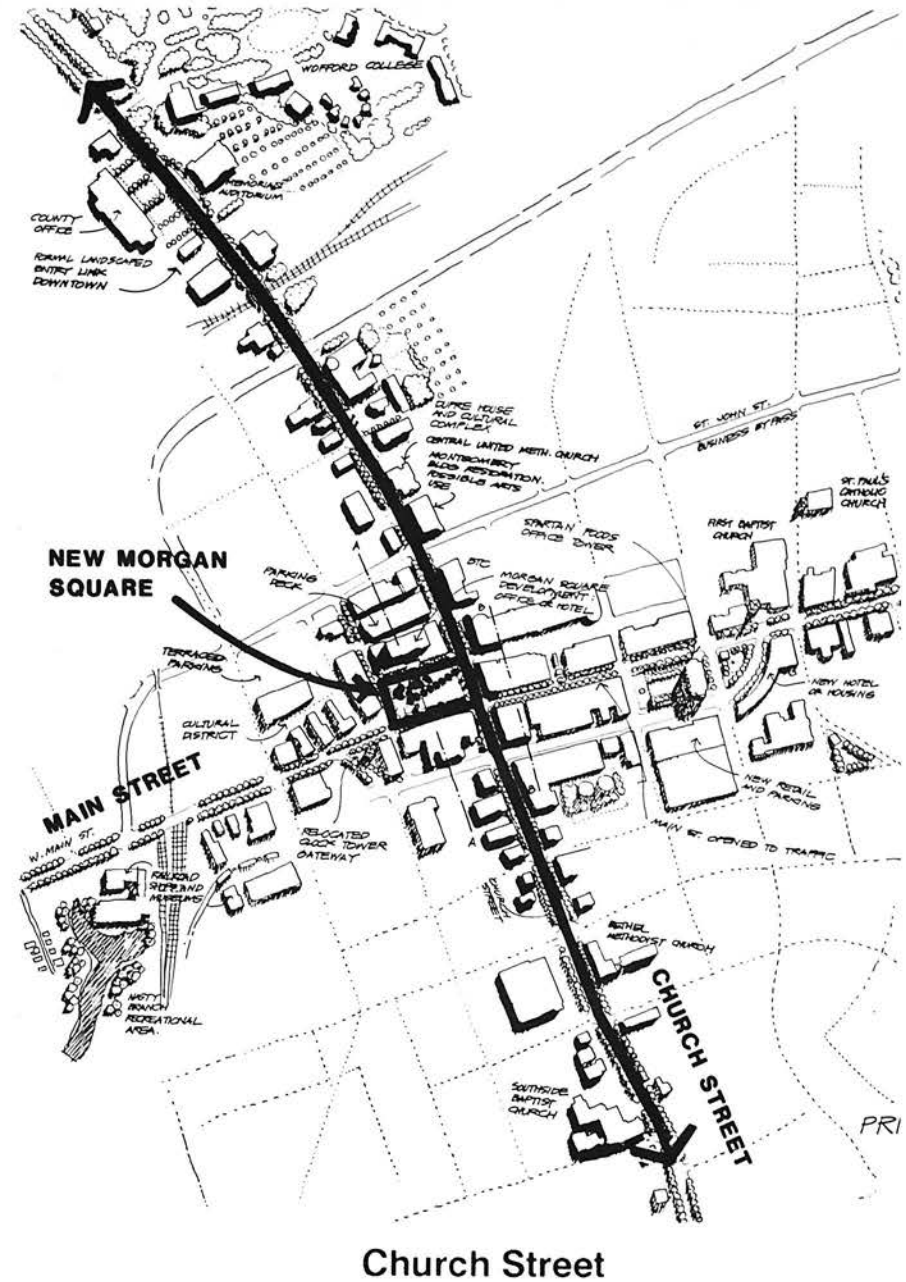
- developing appropriate gateways and entrance treatments along the corridors;
- developing appropriate streetscape treatments along the corridors which distinguish the difference in character of various adjacent districts and neighborhoods for these major town entrances;
- recognizing the importance of cross streets and enhancing the diversity of character and use between these streets;
- encouraging compatible infill development of key sites which reinforce the character of the street and district, and have a presence on the street;
- recognizing and enhancing the visual quality of the various districts and significant visual elements, historical structures, and symbols along the corridor;
- reinforce connections with adjacent residential areas.



## Church Street

This major north/south corridor leading to downtown is characterized by a series of key intersections with east/west streets and by separate community activity nodes. It has more significant structures and facilities fronting on it (i.e. medical complex, Wofford College, civic auditorium, various churches, the Montgomery Building--which is the highest building in Spartanburg until Spartan Foods tower is completed--and the DuPre House). Currently there are many gaps in the street fabric, but the basic structure and nodes of activity exist. The City should:

- develop a major entrance and gateway to downtown at the Wofford College, civic auditorium, County office area;
- give special attention to the design and pattern of development at key intersections along Church Street, most importantly at Daniel Morgan, St. John, and Main Street;
- encourage the quality development of key sites which front and have a presence on Church Street. The combined sites from Daniel Morgan Avenue to St. John Street to the existing railroad right-of-way is a key block and should have special design guidelines and review. The corner site at Daniel Morgan is an important site, both functionally and visually;
- preserve existing historic structures along the street (i.e. Montgomery Building, DuPre House, Central United Methodist Church, etc.).



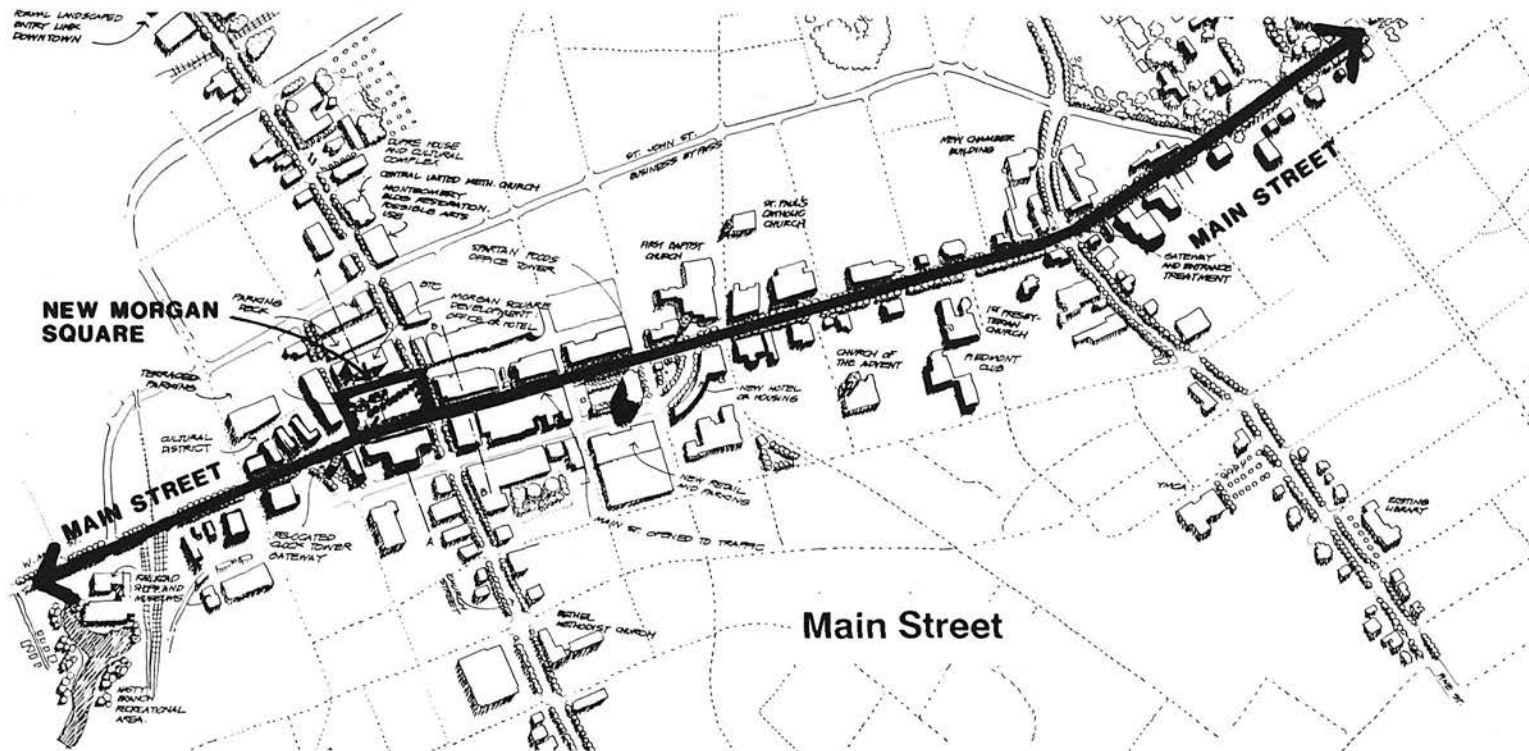
## Main Street

Main Street was and once again should be Spartanburg's prime street. It was the major source of historical buildings and facades, stately churches and institutions, and common ground for connecting established neighborhoods. The street offers a continuity of character, activities, structures, and pedestrian circulation. Its pattern of development is denser, with buildings closer together and closer to the street and with less interruption of cross streets and major traffic arteries. With the reopening of Main Street to two-way through traffic, it has an opportunity to once again regain some of its vitality and importance. The City should:

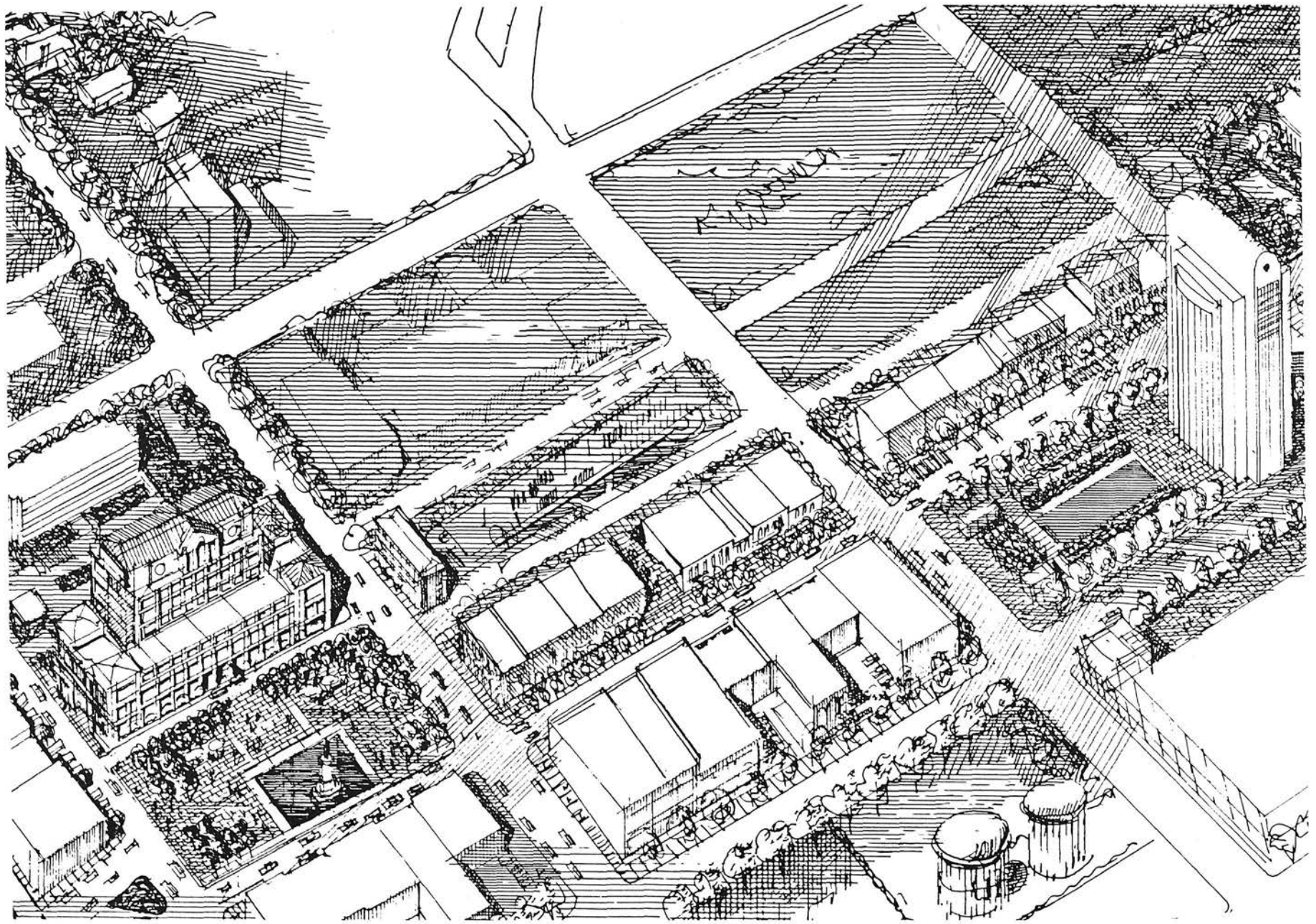
- with the reopening of Main Street to traffic, establish a hierarchy of streets and circulation within the downtown area;

- establish key, visual gateways to downtown at the main intersections along Main Street: at Converse, Broad and Main, and at Pine, Main and St. John. Special design attention and treatment should be given to both the public improvements and adjacent private development;
- maintain and reinforce the character of the various districts along Main Street (i.e. commercial district, church district, college district, residential district).

The two major urban, public, open spaces along Main Street (the New Morgan Square and the Spartan Foods Plaza) with its main pedestrian connection along Main Street provide the focus for pedestrian circulation and activity in the downtown. Other linkages that cross and connect this main path need to be developed.







Main Street

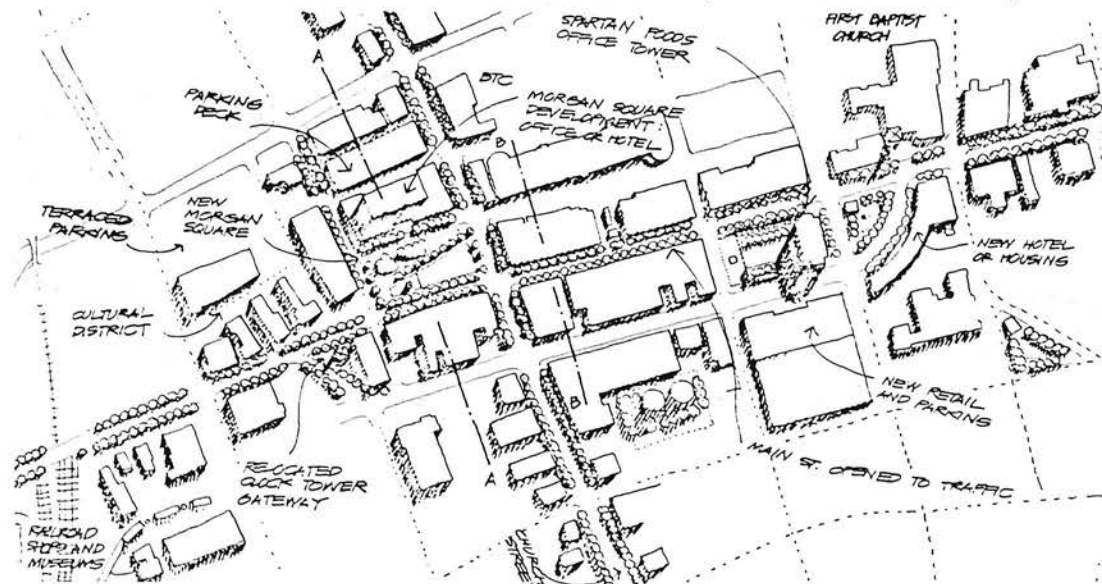
## Main Street Area

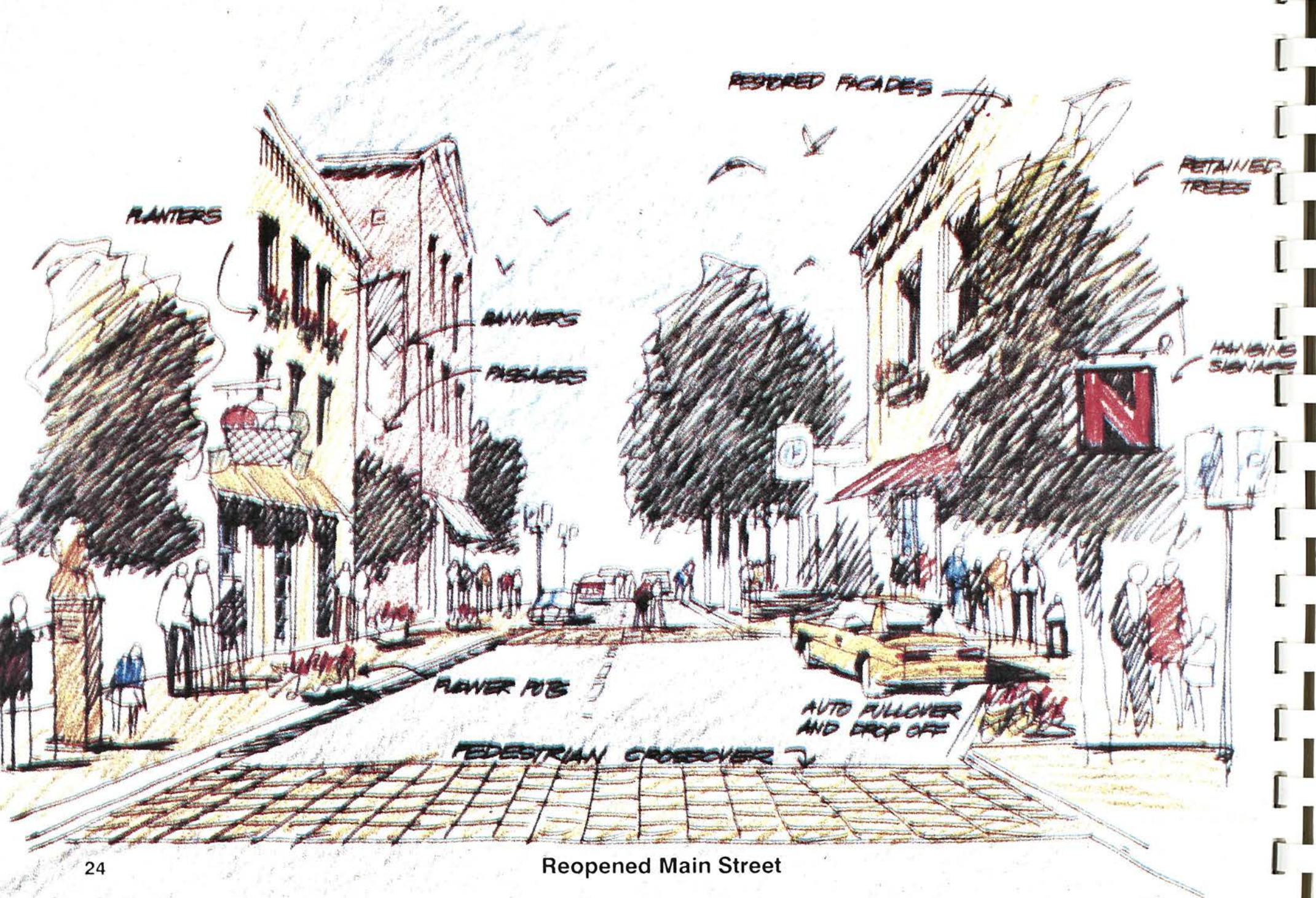
With the reopening of Main Street to traffic, the street will assume a different role and character in the street hierarchy in downtown. It will change from a pedestrian-only environment to a pedestrian-oriented vehicular street. It will serve as a major pedestrian link between the eastern anchor of downtown, the Spartan Foods tower and plaza, and the New Morgan Square and Morgan Square district.

- It should be a pedestrian-oriented shopping street whose streetscape treatment is predicated primarily on the needs of the pedestrian.
- The character and quality of night lighting is critical to the perception of these streets as safe and secure pedestrian environments.
- Mid-block pedestrian crosswalks should be clearly identified and articulated.
- The roadway should allow two-way traffic, a straight alignment, no parking, areas for drop-off, and a prototypical streetscape treatment.

- The Clock Tower must be removed and relocated.
- The plan also proposes that Broad Street become two-way with on-street parking and Dunbar basically becomes an access drive to parking areas and has parking within its right-of-way.
- Efforts should be made to minimize the existing perceived barrier of the street. These public rights-of-way and adjacent building facades should be treated to create a more pedestrian environment.

Much of the success of downtown Spartanburg's becoming a cohesive entity will greatly depend on the future of this two-three block area. Just putting vehicular traffic back on the street will not make Main Street come back to be the active, vital place it once was and must be again. It will take everyone's effort and most of all, that of the property owners and merchants. Quick fixes are dangerous. The redesign of Main Street will be in place for the next 30-50 years. The City needs to take the time now and develop a quality design and then implement it. Main Street Spartanburg needs to be alive and well again and to re-establish its role and presence in the community.

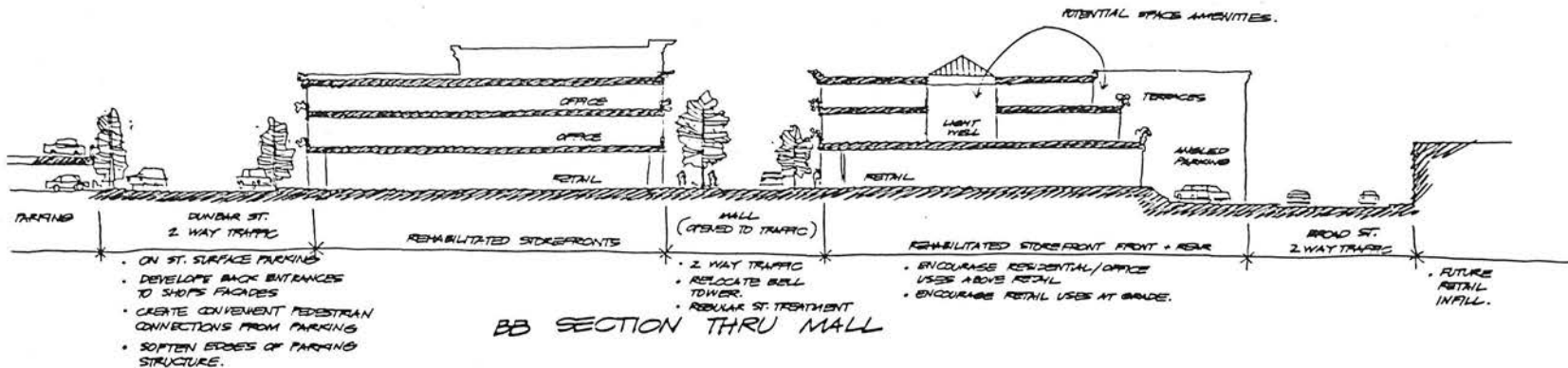


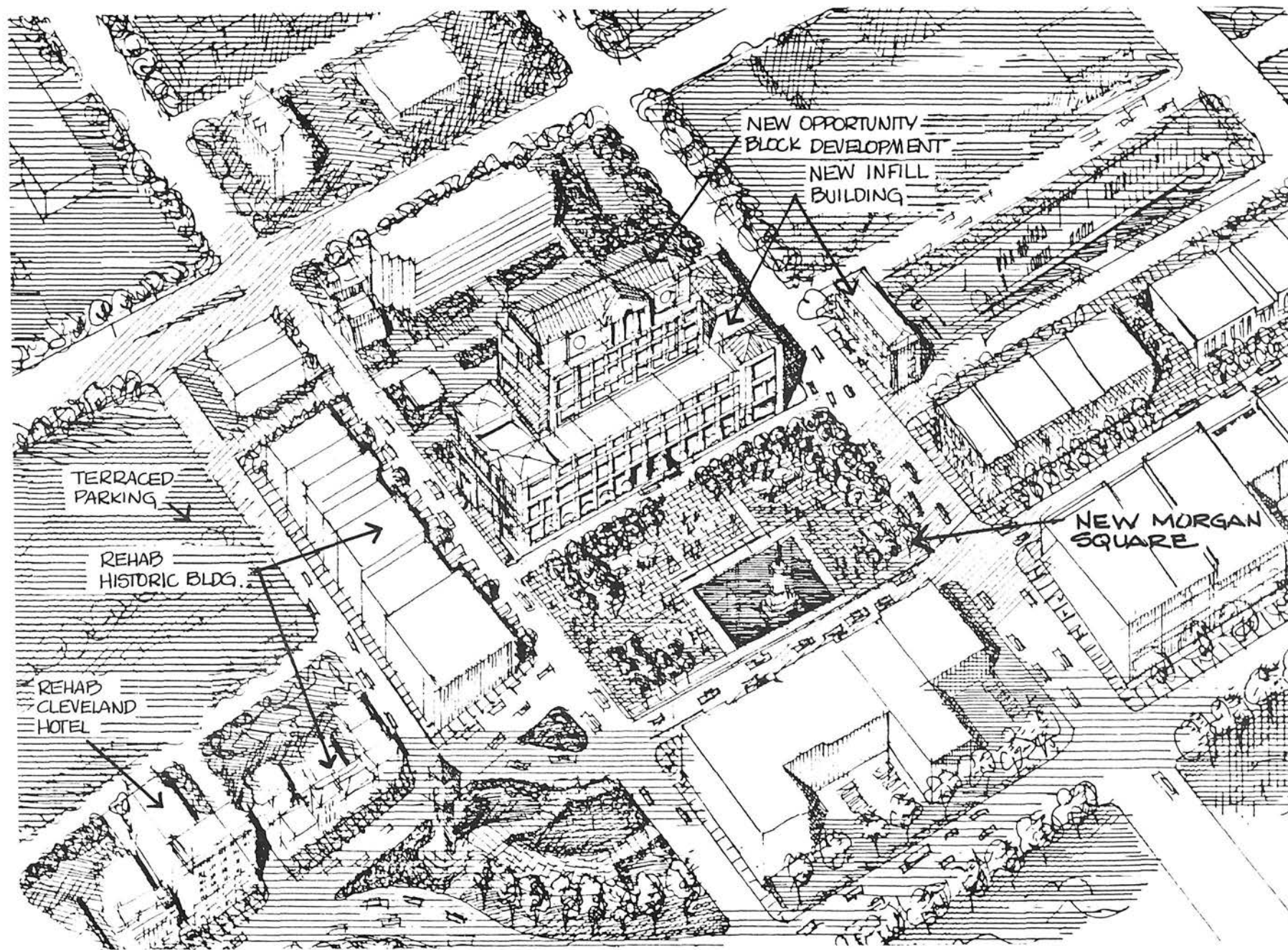


**Recommendations:**

- Encourage a variety of residential, studio, and office uses above ground level, commercial space on Main Street and other areas of downtown.
- Encourage new infill, residential development on Main Street or in rear portions of the sites as part of a mixed-use development.
- Preserve and maintain existing historical building facades that front on Main Street (remove applied facades).
- Develop the rear facades and provide rear entrances to Main Street parcels from Broad and Dunbar streets. Humanize the ground floor with pedestrian amenities, display windows, awnings, lighting, signage, landscaping, etc.
- Develop the proposed mid-block pedestrian connector from Main Street to the municipal parking structure. Blank walls and the tunnel effect should be avoided. Streetscape treatment, entrances, display windows and building facades, and pavement should have an architectural detail and design that is similar to the quality of the rehabilitated facades along Main Street.

- Where existing historic building facades exist, they should be restored to their original character and treatment, preserved, and maintained. Metal and applied facades should be removed (i.e. Aug W. Smith, Palmetto Building/Belk's, Smith Drugs).
- Corner sites at street intersections and mid-block connections are of special concern as they have more visual exposure and serve for these sites and buildings (i.e. Palmetto Building/Belk's, Palmetto Theatre, Aug W. Smith).
- Existing buildings on Main Street that have boarded-up windows or facades give a negative impression to the area. Vacant stores with empty display windows have a similar impact. Where feasible, these display windows which front on Main Street should be utilized for interim displays, community exhibits, or leased on a temporary basis. That would add some visual attraction for pedestrians both day and night.
- Existing storefronts, display windows, and those utilized on an interim basis should be lighted at night after store hours to increase the perception of a safe and viable downtown.





New Morgan Square

## New Morgan Square

With the opening of the Main Street Mall to vehicular traffic, Spartanburg will have no public, pedestrian-oriented open space in its downtown. The major recommendation of the Spartanburg R/UDAT report is to create and develop a new civic, public open space in the heart of downtown Spartanburg. It would be in the vicinity of the original Morgan Square, west of the intersecting main streets, Church and Main. It would become the focus for the downtown, the adjacent, expanded Morgan Square district and the Main Street commercial area. It would be a people-oriented community space much in the tradition of town squares with a variety of civic events and activities, but more importantly to re-establish the theme and be that special place for the community. It should have a "spirit of place" that is unique and special to Spartanburg and that represents the past, present, and future values and commitment of the community.

The plaza would be built on a combination of existing public rights-of-way and City-owned property and would visually feature the relocated Daniel Morgan statue in a European water garden, surrounded by active, people-oriented spaces and activities, outdoor cafés encircled by rows of trees at the edges of the space.

The open space of the square would be the focus and terminus for adjacent streets and pedestrian connections which would radiate from it. The public space would be an auto-free zone with vehicular circulation at the edges. The space would visually and physically connect the existing adjacent shops and buildings which surround the square and provide the front door and focus for the new major development of the Opportunity Block. The size, scale, and character of this development should directly relate to other buildings which ring the square with higher portions of the development set back from the edge of the square. People-oriented uses and activities should front on the square

at various levels with ground floor uses and arcades providing a variety of uses and options for circulation. Due to the change in grade on the site, the feasibility of parking under all or portions of the square should be investigated.

### Recommendations:

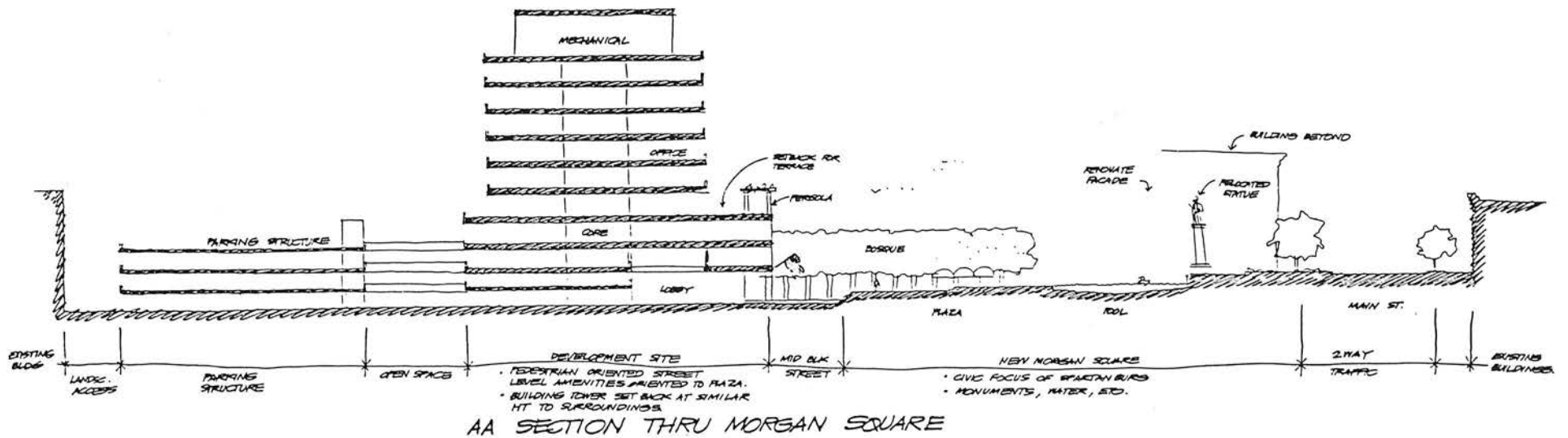
- That as a priority of the urban design framework plan for downtown, the urban design consultants determine the physical form, size, shape, and urban design guidelines for Morgan Square and surrounding development.
- That they develop and plan urban space of the highest quality attainable for Morgan Square.
- That they work with key developers and establish some public/private partnerships for the development of the Opportunity Block and other key sites in the area (i.e. the Palmetto Building/Belk's on North Church Street adjacent to the parking structure, etc.).
- That they identify key sites adjacent to Morgan Square, develop urban design guidelines, and package them for development.
- That they encourage mixed uses and activities adjacent to the public space of Morgan Square at upper levels as well as ground level.
- That they develop design guidelines for the building fronting on the Opportunity Block to be an integral part of the whole block in regard to pedestrian circulation, connections, parking, service, and other joint use or shared opportunities.
- Encourage existing businesses adjacent to the Square to improve and maintain these properties, to plan joint activities and events, and possibly to form a Morgan Square Merchants Task Force of the larger downtown merchant's organization.



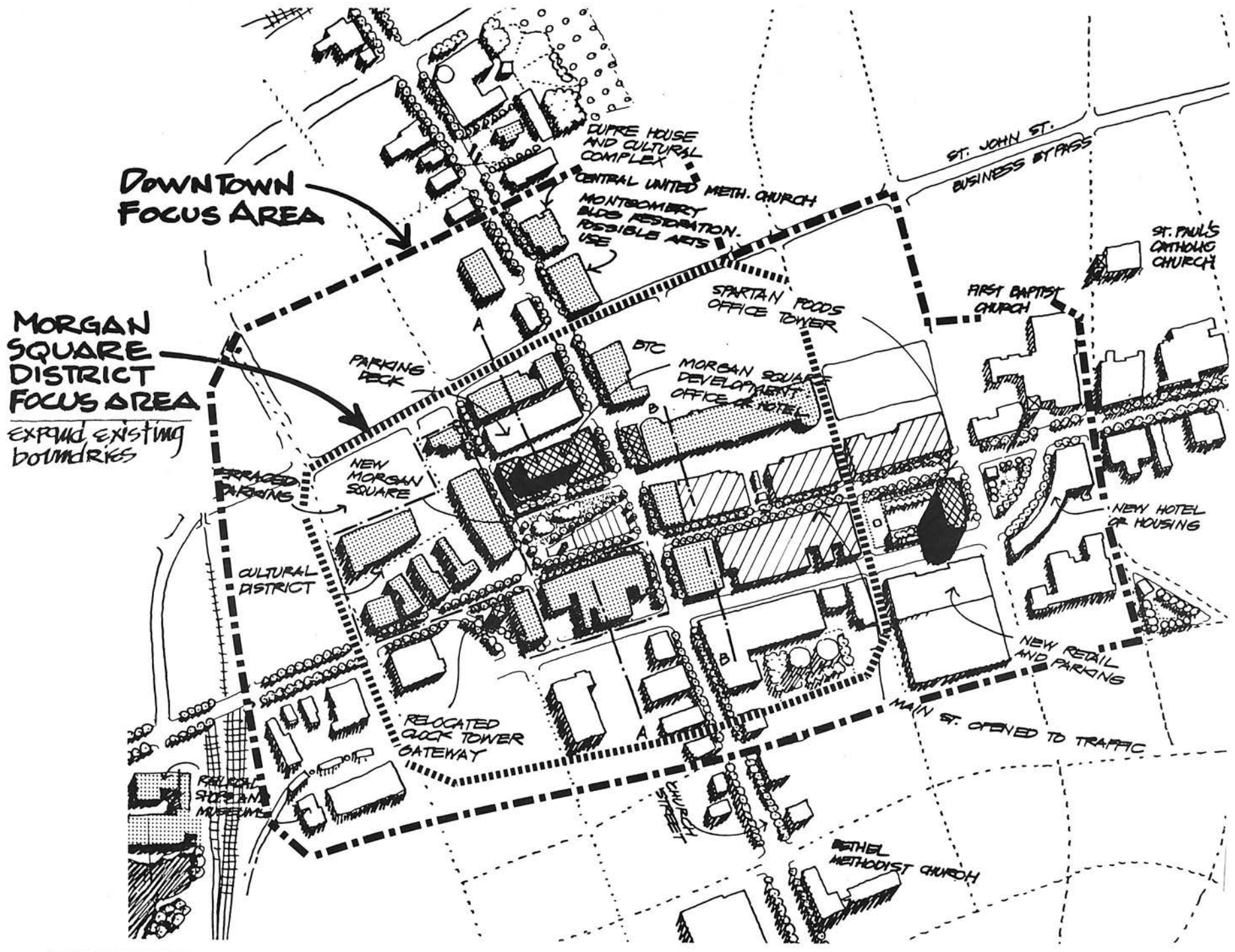
RELOCATED  
STATUE

HISTORIC DISTRICT

"EUROPEAN" WATER GARDEN







- To improve the physical appearance and edge of the buildings and facades which front on the New Morgan Square by removing the applied facades and restoring the storefronts and upper facades.
- To develop a phased parking plan which removes the existing parking from the Morgan Square area and Main Street.
- Develop an employee parking policy and parking areas. Potential sites would be St. John and King streets.

## New Morgan Square District

Spartanburg should develop a sub-area and an urban design concept plan for an expanded New Morgan Square district which not only accommodates the preservation and reuse of historic structures and spaces, but includes compatible new infill developments, shared parking requirements, and activities and events that reinforce the concept of an active, people-oriented New Morgan Square.

Morgan Square as a civic place needs the close proximity of people on an 18-hour basis and involvement in a variety of activity: jobs, housing, commercial activity, entertainment of all age groups, to make it succeed as an active public space. By itself it will fail. It is the facilities and activities at its edges and immediately adjacent to it which make it work. The character of the district is established by its existing historic structures.

### Recommendations:

- Establish the boundaries of an expanded New Morgan Square district. Include buildings that front on the New Morgan Square in the district and those which supply essential ancillary uses and services.
- Establish a strong relationship, focus, and physical linkage of adjacent existing and new development with the New Morgan Square open space.
- Save, preserve, and maintain the significant historic resources of the district (i.e. Cleveland Hotel, Masonic Temple, Palmetto Building/ Belk's, and others).
- Develop appropriate gateways and entrances to the Morgan Square district and the New Morgan Square.
- Relocate or reconstruct the Clock Tower at the plaza at Main Street at Spring.
- Develop joint use and shared parking facilities on a phased basis for the district.
- Develop urban design guidelines for compatible new infill and historic reuse developments.
- Develop and maintain a variety of uses within the district.
- Develop and establish a unique district image and signage system, logo, and public information system.

## "Interpretive Spartanburg"

Spartanburg's time and place are unique to the evolution and development of the Southland and our nation. Its character and roots formed, over more than 200 years, from the battlefield of the American Revolutionary War to the decision that ultimately affected the conclusion of World War II and of world armament ever since.

The essence of Spartanburg extends from the Industrial Revolution when cotton and textiles were king, to the "high tech" industrialization and foreign investments of today. Its evolution as an agricultural and transportation center complemented the transition from railroads to super highways and from cotton to peaches. This time capsule is not a historical snapshot of time but rather a laboratory for the future development of the nation and of Spartanburg's changing role.

Remnants of the past still exist, forming the three major threads that run through the fabric of Spartanburg: battlefield sites and monuments, historic buildings and facades, and active mills and mill village development. Unlike Spartanburg, many historic towns became relics of their beginnings. This working, viable town emerged from the land and from the efforts of its people.

The original families and their heirs, the captains of industry as well as the mill workers, committed themselves to staying in Spartanburg and shaping the future direction of their city. These decisions capture the emergence of the new South from the old South and the spirit of Spartanburg today from traditions established over generations.

Today, symbols and places representing Spartanburg's past and present sit unused, unrelated, and isolated. Some are threatened with change and even annihilation. Individual elements have been discussed, but no single concept has emerged. No group or individual

has taken responsibility for capturing these pieces and putting them together in a meaningful, collective whole for future generations to build on.

The R/UDAT team strongly recommends that a "blue ribbon" task force of public and private leaders be appointed by the City and County to accept its national and local responsibility and develop an Interpretive Spartanburg concept.

It will document areas of national significance in the evolution of Spartanburg through various historic periods. It will document and preserve elements of history, culture, its people, institutions, and the forces and spirit which determined Spartanburg's way and quality of life. It will develop a concept that is unique to Spartanburg which preserves and enhances the values and spirit of the community. It will convert historic resources and buildings to modern complementary uses, while retaining the architectural character compatible with strategies for the economic revitalization of downtown.

This task force will prepare a plan for the preservation, interpretation, development, and use by public and private entities of Spartanburg's historical, cultural, and architectural resources. Spartanburg and its environs can become a "hands on" learning laboratory: to preserve physical elements and resources of historic interest; to develop interpretive programs for school children, residents, and visitors so that they can experience the significance of the social, economic, political, and cultural events which have interacted with and made an impact on the daily lives of all citizens; to develop new programs and exhibits relating opportunities in "high tech" development and research locally, nationally, and internationally.

Major criteria for the location of such a center are:

- locate in the downtown area in the vicinity of the Morgan Square district, adjacent to or near Morgan Square;
- locate main activities, uses and exhibits on easily accessible ground floor space which reuses some of the existing historic public spaces (i.e. Cleveland Hotel lobby, the lodge hall of the Masonic Temple, or others);
- the facility can be housed in either one structure or in a number of facilities with proximity to each other.

Potential uses and activities might be:

- Civil War and textile museum and interpretive center;
- transportation museum;
- social and cultural heritage center for both the black and the white segments of the community;
- educational and learning resource and awareness center;
- research center for historical and industrial interests;
- international center for trade, technology and cultural exchange;
- cooperative outlet center for the display and sale of local products;
- and above all, a place, a common ground where various civic events, public and private functions, meetings, college celebrations and parties, town meetings, and forums can be held to truly celebrate "Spartanburg's spirit."

#### Recommendations:

- The task force should develop the concept and program and test its feasibility, build community consensus, and then package and market the plan to appropriate funding sources for its phased implementation, management, and operation.
- Consideration should be given to utilizing some combination of the County Fund and private foundations or funds to provide the seed money to test and develop the concepts as an initial commitment.



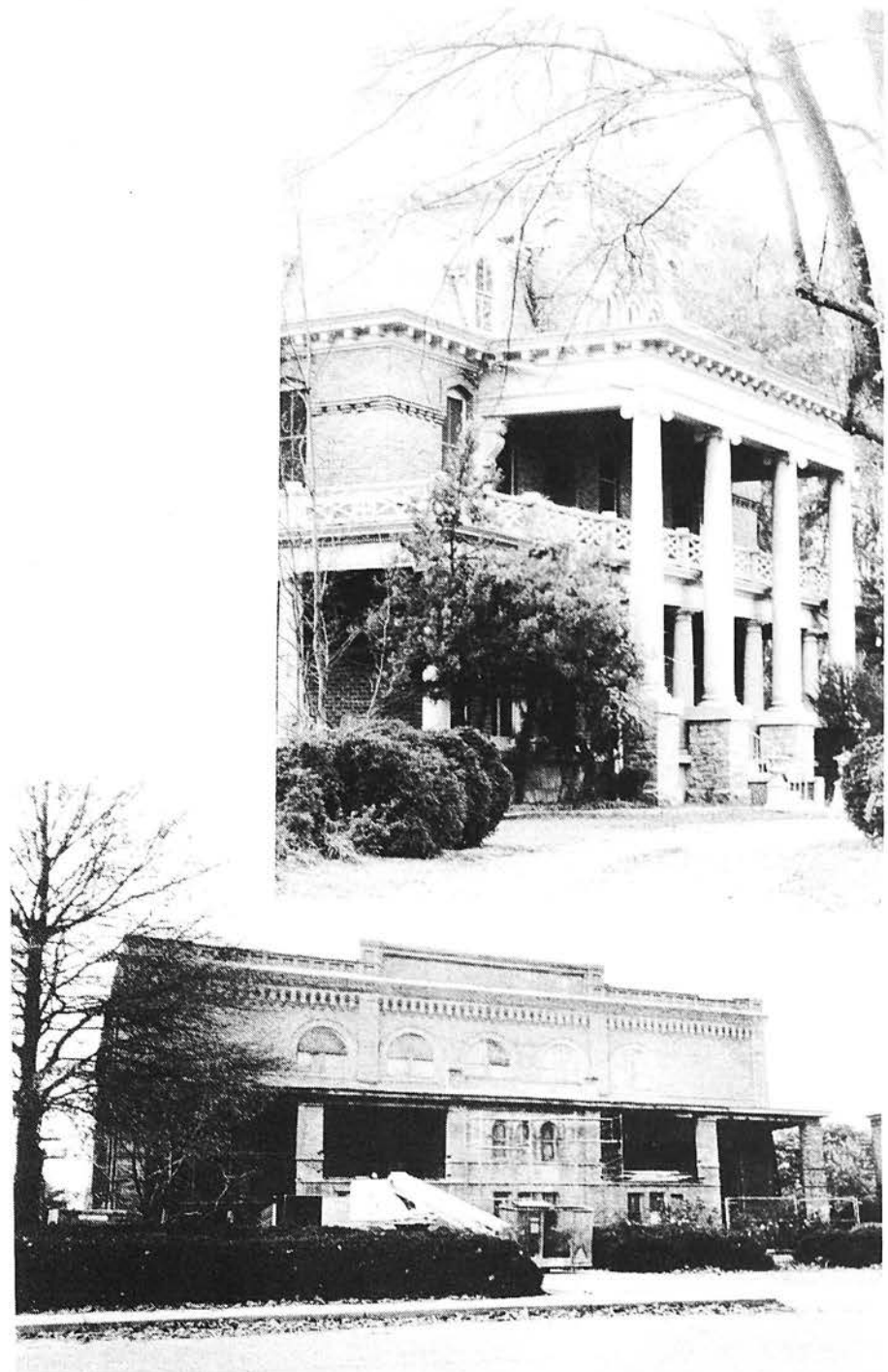
## Historic Resources

Spartanburg possesses a number of meaningful, architecturally historical buildings which are landmarks of its rich and varied history. There are those which have been or are being restored to active uses or are waiting on tenants, those which are vacant and are threatened by the wrecking ball or left unattended to deteriorate, or those facades that have been covered up by the proverbial architectural facade "music man," either never to be found again or held in hiding for rebirth at a later date. In any event, a major, concerted effort needs to be made in the community to save these structures and facades and convert them into active, contributing elements for Spartanburg's future.

The R/UDAT team strongly recommends the City and the community-at-large take the following actions:

Cleveland Hotel: The Cleveland Hotel and Masonic Temple form the historic and visual anchor to the Morgan Square district. Efforts should be made to save and restore both structures and reuse their public spaces.

The Hotel forms a visual focus at the western end of Main Street and Morgan Square. It is a historically significant and architecturally important building, not only to Spartanburg but to the nation for the events that reportedly took place there in the closing days of World War II, when national leaders met there to discuss dropping the atomic bomb on Japan. Every attempt should be made to save and restore the Cleveland Hotel. The R/UDAT team understands that the Cleveland Hotel building is structurally sound but needs stabilization. The City should take action under its commercial maintenance code to save this building. Adaptive use of the structure, possibly for senior citizen housing and other uses and activities, should be investigated.





The major interior spaces should be renovated for community use or used in conjunction with conventions, exhibits, community gatherings and college functions.

Masonic Temple: The Masonic Temple should be preserved if the Masons ever move. It is an important building and its lodge hall should be kept for public use.

Montgomery Building and Theatre: This historic, high-rise building, a long time symbol of Spartanburg, is in relatively decent condition. It should be saved and reused, either as a single function or a mixed use facility. Consideration should be given to its reuse as either office, residential, or educational uses (i.e. USCS, downtown branch; new home for Spartanburg Tec; arts complex; reuse of theatre as downtown movie theatre; City offices with potentially public use; restaurant on top floor, etc.) Its prominence on the skyline and in the city needs to be explored.



Downtown Historic Buildings and Facades: A number of fine architectural buildings and facades exist under the "contemporary architectural perfume." A systematic effort and program should be made to restore these important facades. Corner buildings are of special concern and importance.

Evins, DuPre and Cleveland Residences: These important historic houses and grounds should be preserved and reused with public access.

Other Historic Resources:

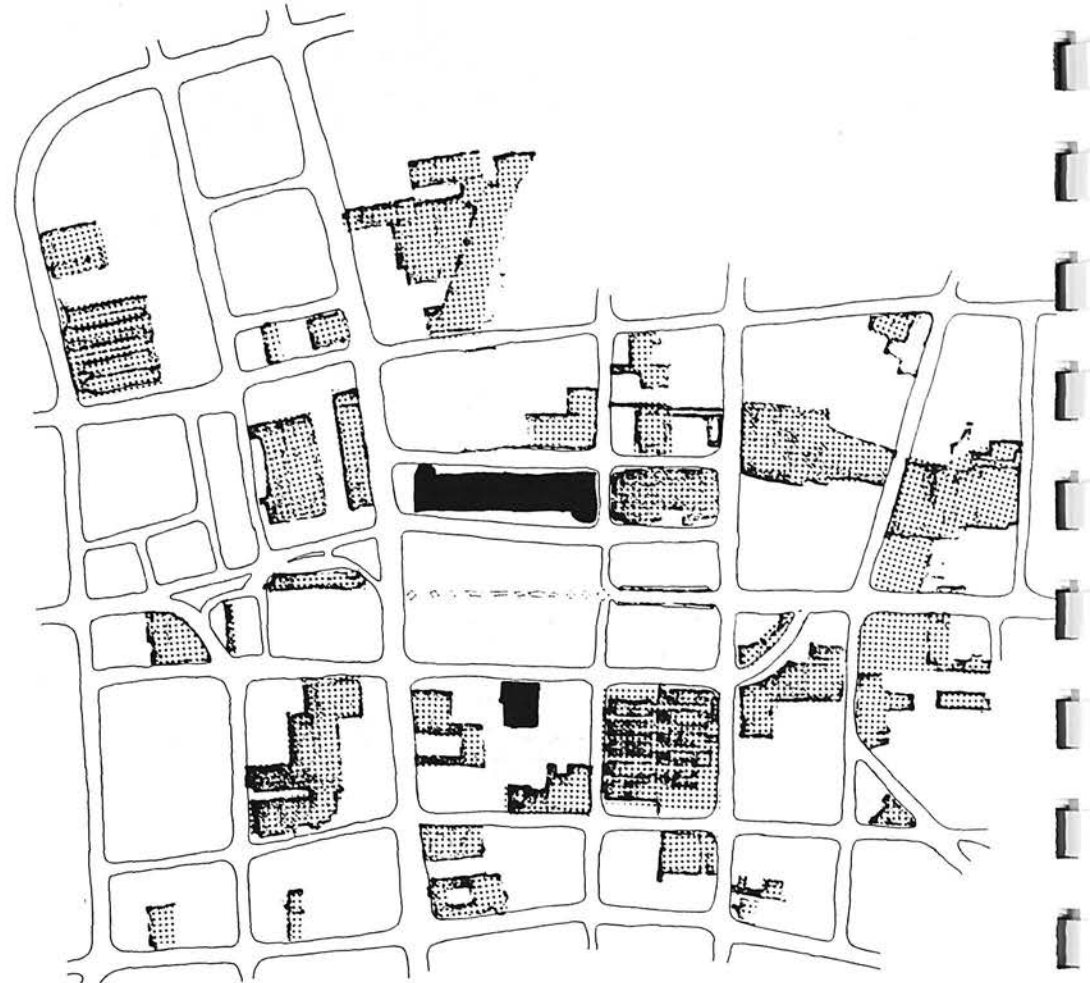
- Spartan Mills/mill village
- buildings in Morgan Square Historic District
- downtown buildings, especially on Main Street
- key neighborhood, buildings, and residences

## Downtown Circulation and Parking

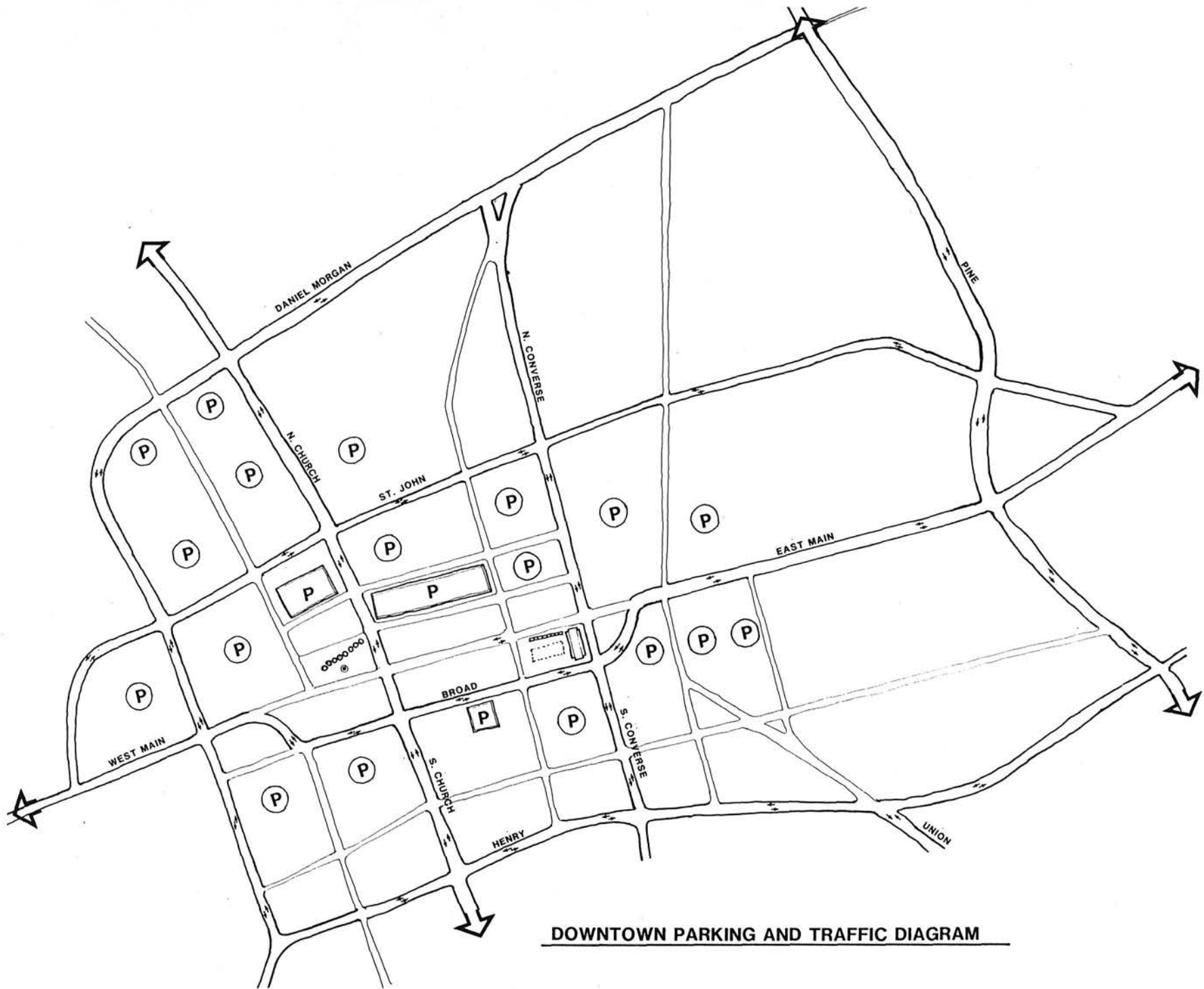
The overall approach to the downtown street changes is to simplify the existing confusing and somewhat disruptive pattern. A disproportionate amount of valuable downtown land is presently devoted to streets and surface parking. The basic recommendations for downtown traffic and parking to serve the proposed new urban design and development plan are:

- Restore two-way traffic on Main Street Mall.
- Make Broad Street two-way (four lanes total) to serve as Main Street bypass within downtown core.
- Redesign Dunbar Street to service adjacent retail and parking.
- Improve St. John Street as major east/west connector through downtown.
- Extend Daniel Morgan Avenue east of Pine to connect with Drayton Avenue as primary east/west route connecting east and west sides.
- Landscape major downtown streets using uniform street furniture (lights, plantings, bollards, paving, signage).
- Coordinate traffic signals for better flow.
- Create uniform signage for direction and parking; remove and prevent conflicting, confusing advertising signs.
- Create internal garage facilities in larger scale new development; create active ground floor uses along street frontages of parking decks.

These recommendations are an integral part of the proposed urban design concept for the downtown; and the City should retain qualified traffic engineers to detail the street geometrics, analyze the new traffic volumes and capacities, and refine the layout and cross-section plans.

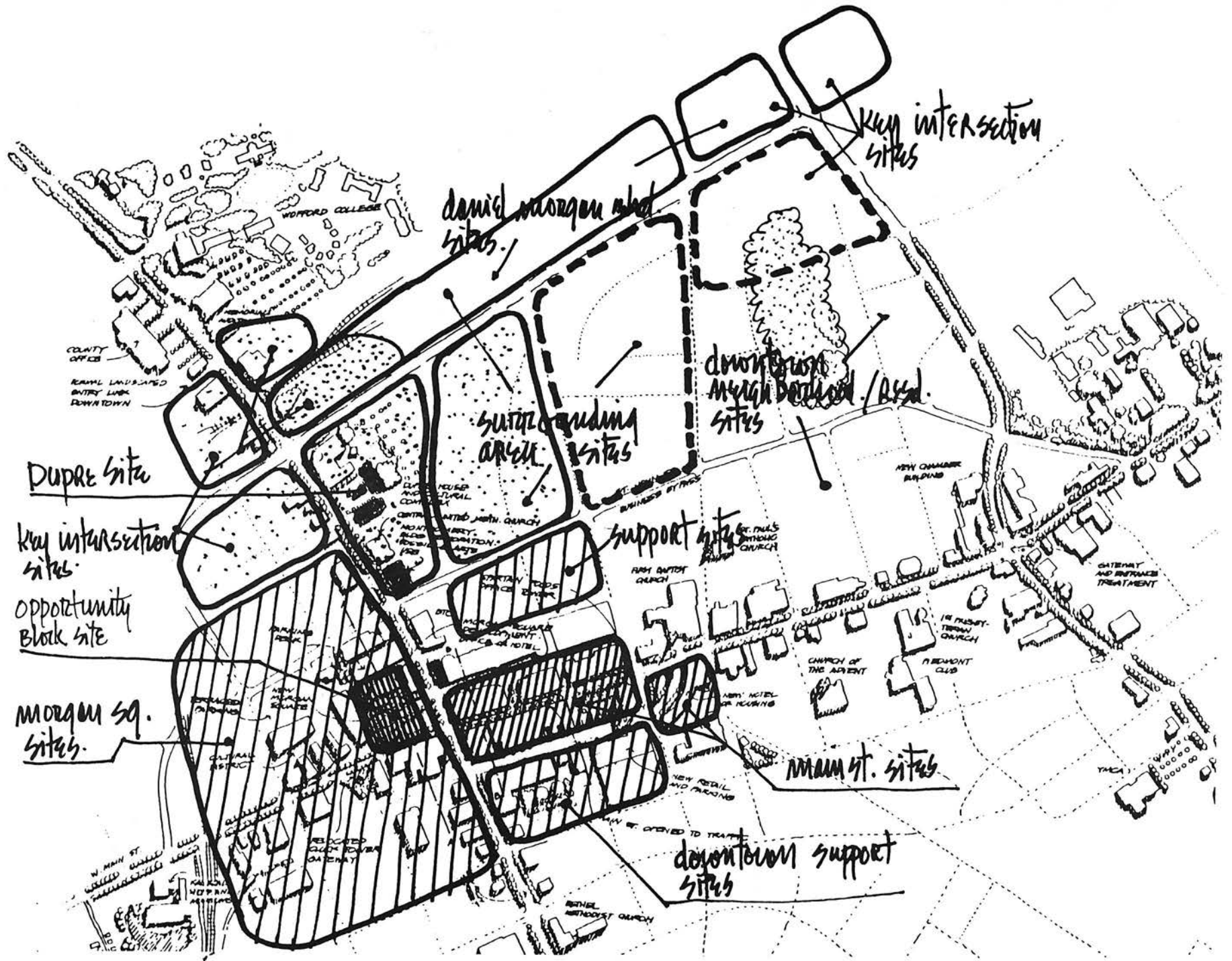


**Downtown Land Used For Parking**



DOWNTOWN PARKING AND TRAFFIC DIAGRAM





Key Development Site Opportunities

## Key Development Site Opportunities

With the existing pattern of vacant land in the downtown, a number of key development sites exist both functionally and visually in the downtown area. The development of these infill sites could provide important physical and visual linkages as well as provide for the necessary activities and critical mass for a viable, active downtown. Due to their location and importance, these sites need to have urban design criteria and guidelines developed so that the various potential users and developers can determine which of the sites meet their program and financial considerations.

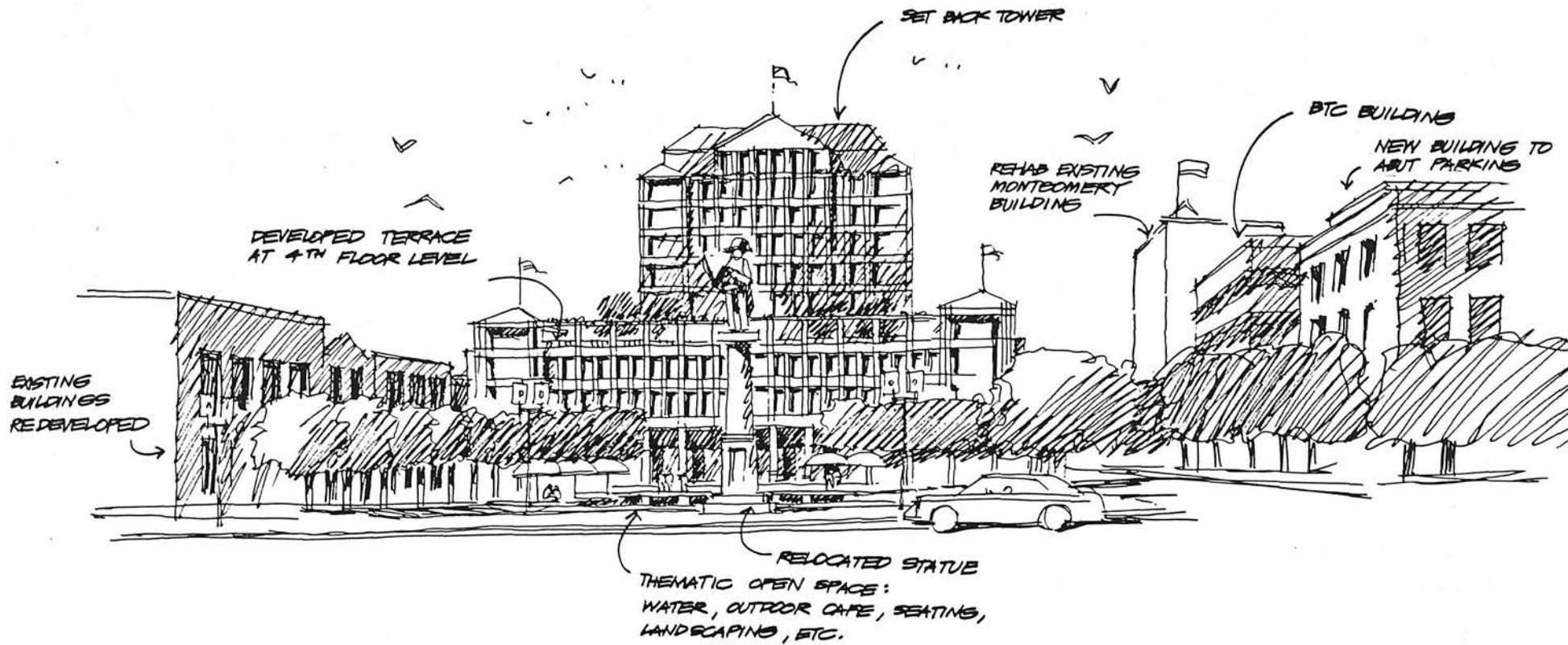
Depending on the program requirements, some of the potential key functions might be accommodated in one or part of the existing historic buildings on the Main Street Mall or in the Morgan Square district.

Program and site criteria needs must be developed for each individual use, and opportunities should be identified for joint or shared usage with other compatible uses either in the same facility or the same site. Joint use of parking should be investigated, if feasible. These functions are critical to downtown and need to be connected and in proximity to Main Street, the New Morgan Square, Spartan Foods, and a presence on the downtown's major streets. In the course of the R/UDAT visit, a number of key sites as well as key functions were identified.

### Key Downtown Functions:

- Hotel. From all reports there appears to be a market for a 150-250 room downtown hotel which could fit on a number of sites on either end of, or in proximity to, the mall.
- Bank/Office Building. This structure should fit on a prominent site which fronts on the New Morgan Square and be an anchor to the Spartan Foods complex on the other end of the mall.

- Arts/Cultural Complex. Many options exist either as a singular complex for the arts or in combination with other compatible uses. The facility should establish a visible presence in downtown and front along one of its major streets, and have adequate outdoor space for activities and as a setting.
- Library. The need for a new central library exists and this function is similar to the arts complex and could share the same site with a compatible facility, but it should retain its own identity and presence.
- Museum Facilities. A number of museum concepts and programs were discussed: facilities for the existing museum at the library, a textile museum, nature and science museum, and the concept of "Interpretive Spartanburg." These facilities could be either housed separately in various existing and new facilities in the downtown or in a single, larger facility, similar to the Charleston Museum, in conjunction with the new arts complex.
- Downtown Housing. Many opportunities exist for a variety of housing opportunities and for a variety of users both in new and existing facilities.
- International Facilities. Mention has been made of facilities for the various international organizations and groups but was not clearly identified or programmed. This opportunity should be investigated and various sites and/or building opportunities identified.
- Sports Complex. Consider the feasibility of building a joint-use sports facility for Wofford College and the high schools. A community-oriented sports complex could benefit many user groups and should be located either on or adjacent to Wofford College. Other potential sites in, or adjacent to the downtown along Daniel Morgan Avenue or at Spartan Mills have been identified depending on program requirements.



## New Morgan Square Development

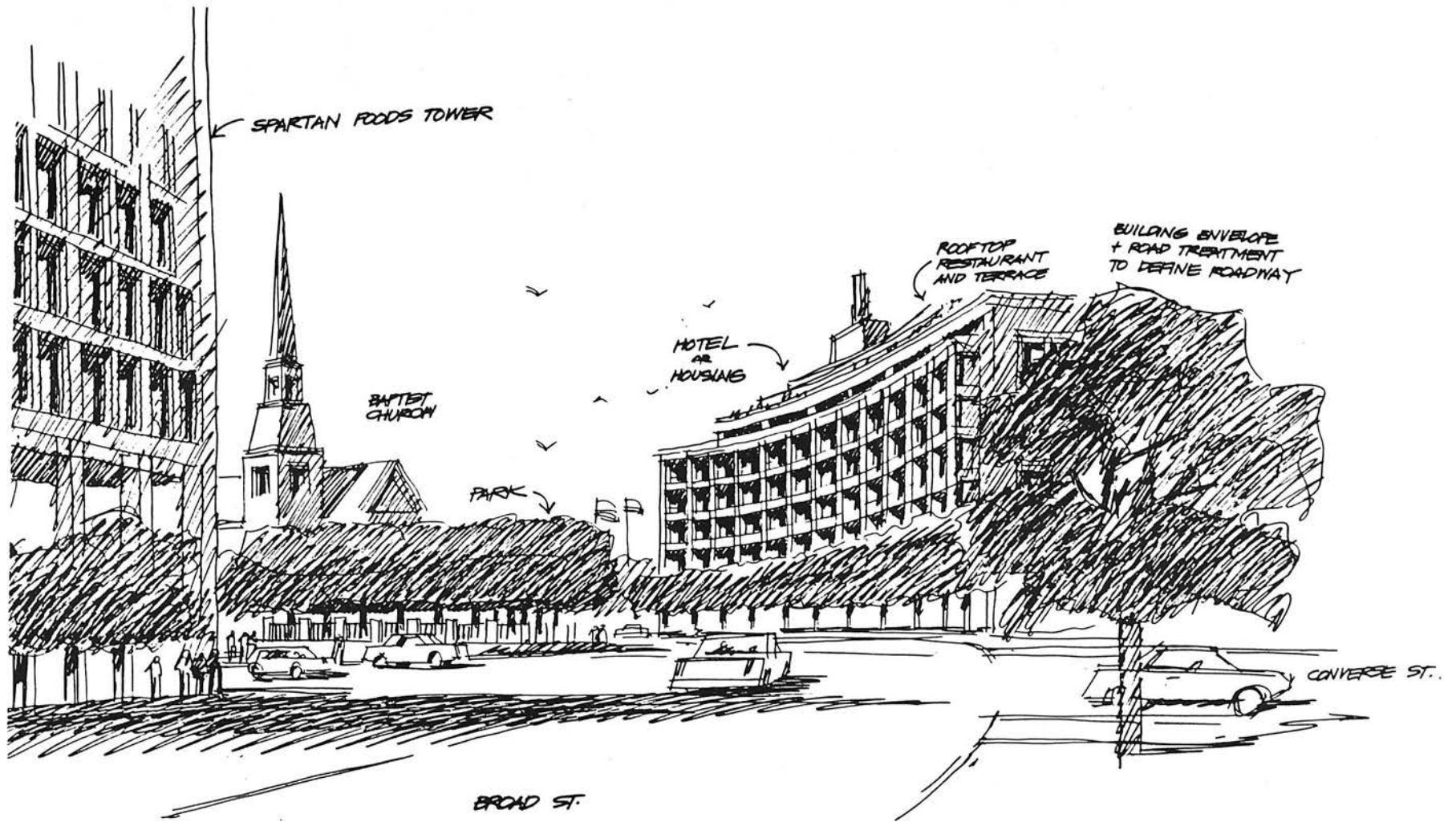
Key Sites:

- Opportunity Block. The redevelopment and reconfiguration of the New Morgan Square would provide the focus for the redevelopment of the Opportunity Block. Urban design guidelines should be developed that allow the development to front and reinforce the function and activities on the square, link adjacent development, and take advantage of site topography and location. This site is a prime location for hotel, office, and commercial uses.
- New Morgan Square. This civic space will be the new focus of downtown Spartanburg. A number of new building and existing building sites exist along the perimeter of the new square. Ground level activities and uses should relate to pedestrian uses.
- Main Street. Buildings fronting on Main Street, with space on upper floors, offer a variety of opportunities for commercial, office, and residential uses. Interim uses might be considered.
- Morgan Square District. This historic district provides a variety of new infill development, historic building reuse opportunities for office, hotel, commercial, the arts, library, museum, and housing.
- DuPre Site: The corner site which fronts on Daniel Morgan and North Church Street to the railroad tracks offers a unique corner site with high visibility, access, and connections to downtown, Wofford College, and the County complex. This historic DuPre House and significant landscaping should be preserved and incorporated into the design of the site and its related uses. One use that might be considered for the DuPre House might be as a home for the Historical Association and its related museum uses.
- Historic Buildings. The Cleveland Hotel, Masonic Temple, the Montgomery Building, DuPre residence, and other historic buildings in the

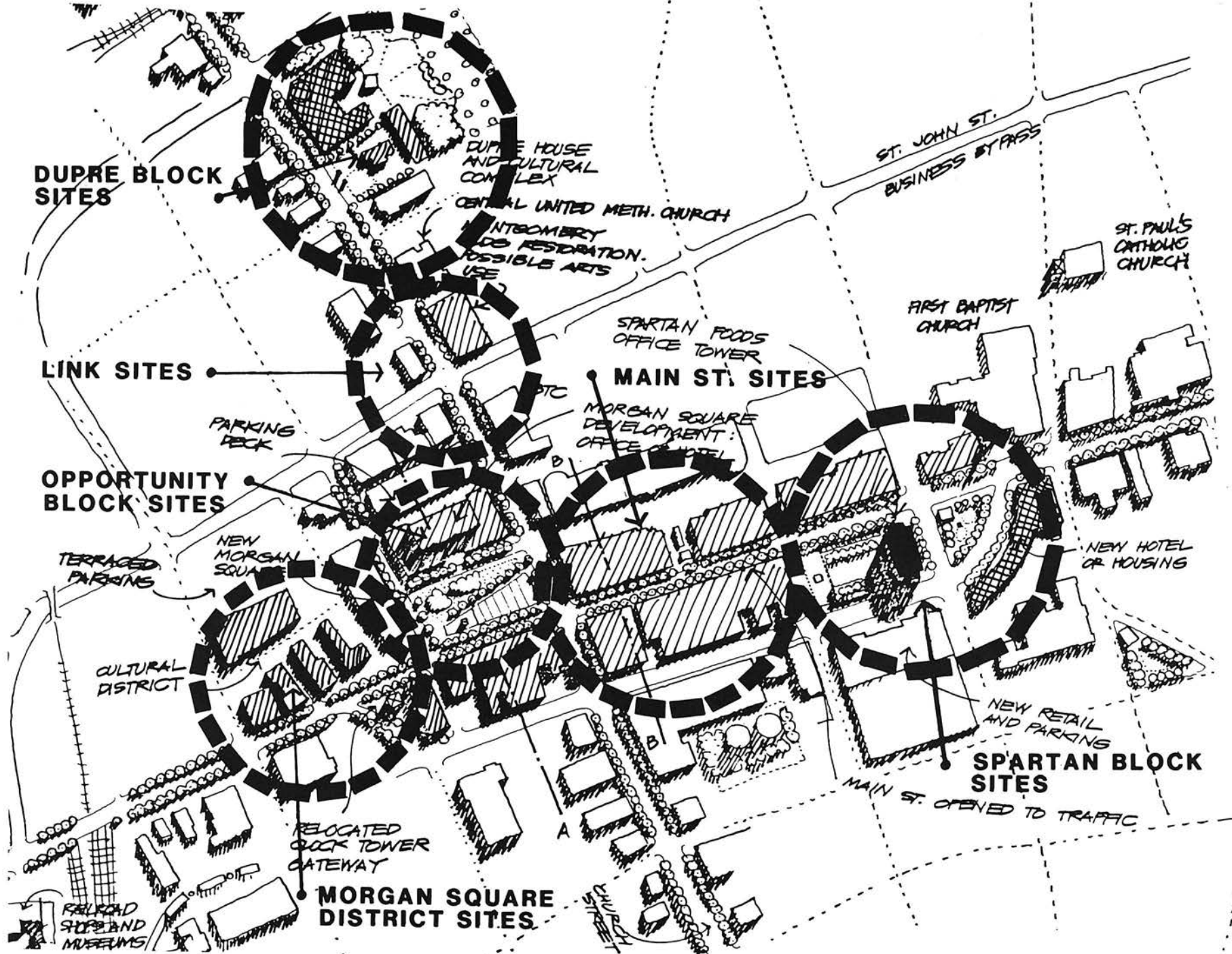
Morgan Square district which front on the Main Street present a variety of redevelopment opportunities. Commercial, office, residential and museum space are possibilities.

- Other Key Sites. A number of highly visible, irregularly-shaped key sites exist in and around the downtown which offer special development opportunities. These sites should be identified and special urban design guidelines and incentives developed which maintain them as unique and developable parcels (i.e. East Main and Converse, East Main and Pine).
- Other Surrounding Area Sites. A number of other sites of varying size, configuration, and ownership exist between St. John and Henry streets. Converse and Daniel Morgan, which ring the immediate downtown, are in proximity to the major downtown office and commercial areas. This area should be infilled with supportive and ancillary uses which reinforce the downtown core area.

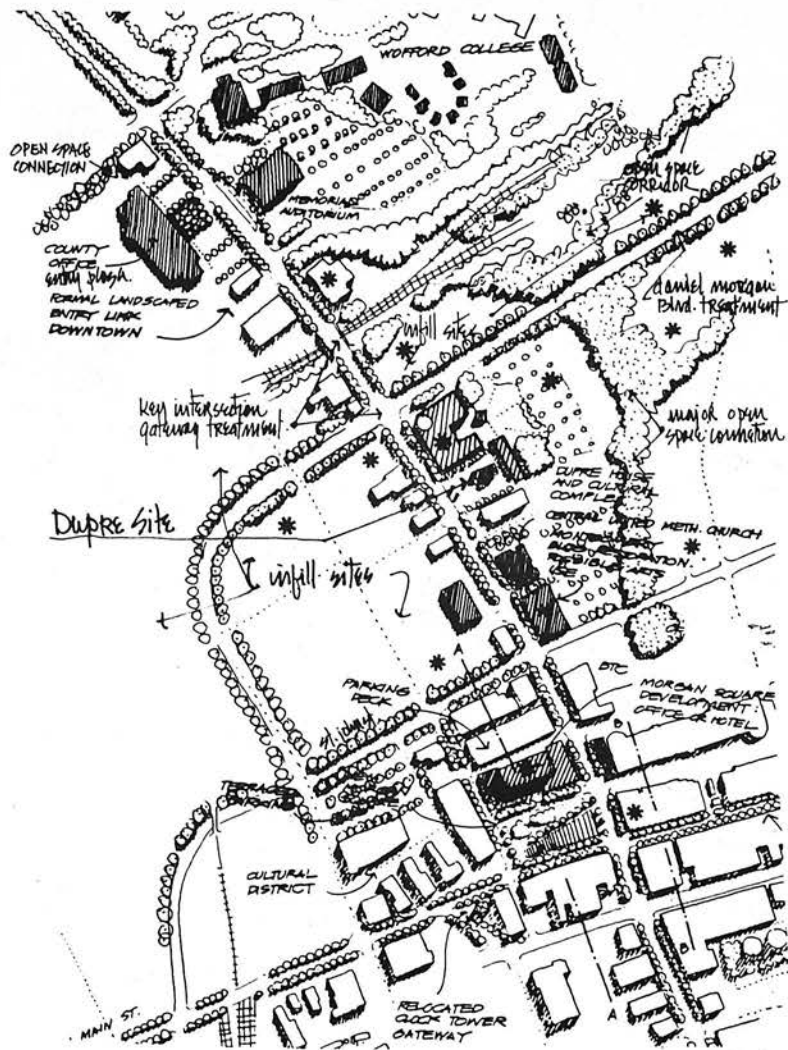
Downtown edge sites exist along Daniel Morgan Avenue which are larger in nature and offer opportunities for a variety of community uses or larger scale development. With the proposed improvements and extension of this street, it would serve as a major east/west inner-city connector and provide opportunities which would be supportive to downtown.



Broad Street/S. Converse Street Intersection



Key Development Site Opportunities



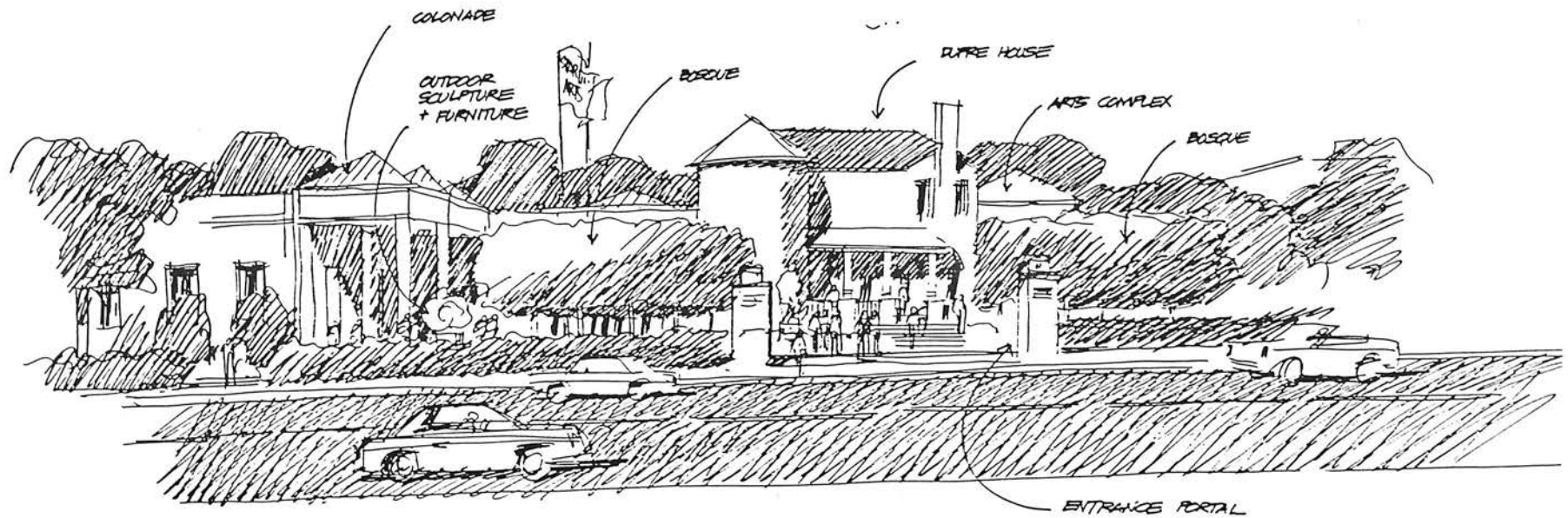
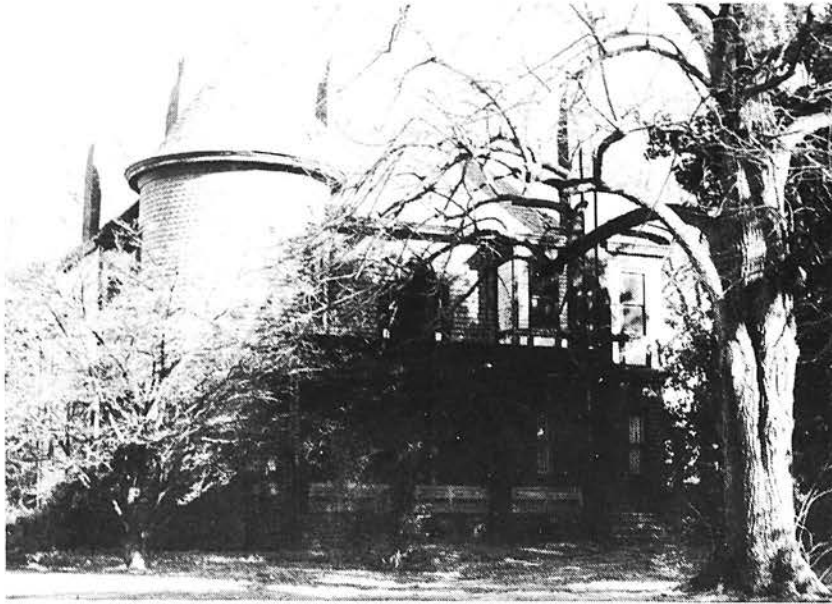
## North Church Street Sites

**DuPre Site/Wofford Link.** The sites fronting on North Church between Daniel Morgan and St. John form a very important functional and visual link between the downtown and the Wofford College, civic auditorium, County node. The site extends back from Church Street to the railroad right-of-way.

The strong visual and historic images of the high-rise Montgomery Building, the Central United Methodist Church, the DuPre House, and the funeral home all have a significant presence on the street. These buildings and their trees should be preserved and maintained. New, compatible infill development should complement the existing structures and reinforce the basic fabric of the block. The corner site at Church and Daniel Morgan offers a unique development opportunity for a highly visible community-oriented function (i.e. arts/cultural complex, library, etc.).

### Recommendations:

- Preserve and maintain and reuse the DuPre House and site as a historical structure and grounds.
- Creative opportunities to reuse the Montgomery Building and its theatre should be actively pursued. Landscape the parking areas behind the Montgomery Building.
- Develop future landscaped parking areas at the rear of the site, maintain a landscaped "front lawn" and setting for existing and new infill development.
- An overall block PUD master plan and urban design guidelines need to be developed for the entire site to guide the development of the block. It should identify additional building sites and the size and character of development. Existing structures that are not compatible should be removed.



**Cultural Complex at DuPre House**  
Potential Site for Library, Arts Center and Museum



# Urban Design Spartanburg

The design of cities and buildings was for many centuries a unified activity. Standards for the integration of architecture and urban design were set by the patrons and builders. Today architecture and urban design are frequently discussed as if they had nothing to do with each other. In fact, they are inseparable.

Key existing physical elements in the city determine its character, and new elements that are added either reinforce or detract from that character. The arrangement upon the landscape of public spaces and places, historic buildings and facades, monuments and community symbols, streets and block patterns are the form-giving elements of the city. They determine the character and uniqueness of place which represents the political, economic, and social values of the people who lived and live there.

Spartanburg's urban fabric around the downtown has been torn and damaged by urban renewal and other forces. But it still has many of these form-giving elements to build on, with new ones about to be added. How well it infills these holes, and stitches back the various pieces of old and new will determine the future physical form and character of the community.

From various perspectives: from city to neighborhood, from block to building, from monument to park; the quality of architecture and urban design as its form-giving elements in the design of the city is important to all. The public sector is responsible for the quality and compatibility of the design of the city. It builds the elements which tie the various pieces together, transcends property lines, and provides the overall community image and vision of creating the theme and Spartanburg as a place!!!

The following R/UDAT recommendations could help guide the design of these key elements of the framework plan:

- Design in the Public Realm:

In previous decades, the design of the public realm set the quality and framework for the community. It was an urban design and architecture of democracy which were symbols of local pride and civic ideals. These public buildings, the County Courthouse, the City Hall, the library, the theatre, and religious facilities, were human in scale, vocabulary, plan, and symbol. All facades were given equal attention, entrances were established, and buildings were set on a landscaped site with outdoor public space which provided an appropriate setting and presence on the street and in the community. Public rights-of-way were tree-lined avenues with vistas, and public spaces were centers of activity and accessible to all.

Today, building in the public realm has taken on a lesser meaning in the name of progress and efficiency and has been reduced to spartan facilities with little sense of pride of place as opposed to building blocks for the future.

Spartanburg must recapture the essence of building in the public realm, the stature of government, of public buildings, facilities, public spaces, parks, and public rights-of-way which express the values, ideals, and commitment to quality of the community and its people. "Crafted with Pride" should not only be a slogan for industry but one for the whole community. Build with pride the public facilities and spaces of Spartanburg, just as you did with the Spartanburg/Greenville Jetport. Build the public realm of the city with the same sensitivity and quality.

Spartanburg has many opportunities to establish new standards for building in the public realm with new facilities such as the new arts complex, the library, the museum, and the County jail facilities. Improve existing facilities with landscape and site improvements at the Memorial Auditorium, County office complex, City Hall and with

new public space at the New Morgan Square, Main Street improvements. The design and treatment of the entrances and gateways to downtown, and the hierarchy of the local downtown street system should also establish new design standards. The arrangement and ordering of these public elements and their qualities within each element will provide the basic structure to an overall Spartanburg community image and sense of place.

- Downtown Public Space:

Small town public space is that three-dimensional space which is the community living room, the space in which public affairs and celebrations are conducted. It is the stage on which the sense and value of the community are displayed and acted out. It is different from urban space. It is horizontal, dynamic, soft, layered space, contained by trees, which offers a feeling of security, confidence, trust, and neighborliness. It should reflect the personality, social ambiance, and values and aspirations of the community. The New Morgan Square once again presents Spartanburg with the opportunity to create such a public space that is unique to it rather than some patterned solution from some other place.

- Historic Resources:

Older historic buildings contribute a richness of form, detail, and texture to the townscape. Preservation is an essential part of urban design as cities and towns are improved over time by replacing bad architecture with good and by protecting and preserving structures of merit. Saving older buildings of merit is more than an exercise in nostalgia because such buildings provide a sense of continuity and are an irreplaceable record of changing vision and values. Urban design problems begin when cities allow mediocre buildings to replace better buildings in the name of progress.

Downtown Spartanburg has buildings of historic significance which should be preserved and rehabilitated. It is crucial to the spirit of the city to maintain its historic past, while at the same time providing opportunities for new economic development. The Cleveland Hotel, Masonic Temple, Montgomery Building, DuPre House, and other buildings in the Morgan Square district, on Main Street, and at other locations in the downtown are critical to Spartanburg's future as well as to its past.

- Scale of Development:

New development proposals in downtown Spartanburg should have a single objective: that is, to create an environment which is sensitive and responsive to the visual and historic resources of the downtown. Building height and bulk should be compatible with existing adjacent buildings and the concept of scale and character of a small Southern downtown. A variety of relatively low building heights exists in downtown Spartanburg, with the exception of the Montgomery and Cleveland buildings, and with the new Spartan Foods tower. Future developments should respect the existing scale and character of downtown and megascale developments of a further continuation of large high-rise towers and large urban plazas randomly placed would do much to destroy the qualities of small-town downtown, and should be avoided.

- Community Symbols and Images:

A variety of community symbols and landmarks are present in each community which respects its past. These are the symbols of community pride, values, religious and corporate presence. Spartanburg has many such symbols which are sources of civic pride and points of orientation, both during the day and at night. These relevant public and private landmarks (monuments, church spires, clock towers, objects of public art, and historic and new building

facades) should be preserved and specially lighted to increase public awareness, and to reinforce these landmarks as positive orientation points in the community. An overall scheme or plan needs to be developed which, combined with sensitive landscape and landscape lighting, can provide a desirable alternative and contribute to establishing downtown as a special place.

- Public Art:

The concept of public art as an integral part of Spartanburg's development can be traced through the centuries, from monuments of past heroes to murals of contemporary times. Public art can enrich the visual environment of downtown Spartanburg and publically recognize one of its strongest constituencies. To establish a presence of public art, an official policy toward art is required. Art in public places, permanent or temporary, can enrich the downtown environment. However, poorly conceived and executed art can be a visual detriment. Incentives should be developed to encourage public art and sculpture whenever new development, public or private, takes place. Setting aside a percentage of project cost to fund public art has been an effective mechanism that Spartanburg and the Arts Council should consider.

- Street Hierarchy/Design of the Public Right-of-Way:

Downtown Spartanburg has a variety of streets. It is important to understand the different functions each street and public right-of-way has with regard to its image, purpose, and character. This should be visually expressed both day and night with district planting, lighting, and signage treatment. It should reflect the needs of its predominant users while simultaneously providing visual clues and orientation as to its function and place. The experience and overall image of entering and leaving the various districts and the downtown should be memorable and identifiable experiences. Gateways and entrances

are one important element. The City and its consultants should develop prototypical layouts and treatments for each generic type and its major town entrances and gateways to the downtown and to the town. As an example, the types of streets and public rights-of-way may be classified as:

- exclusive pedestrian connections: mid-block connections from Main Street to existing municipal parking structure;
  - pedestrian-oriented vehicular streets: Main Street, Church Street, Pine Street;
  - pedestrian/vehicular streets: Broad Street;
  - vehicular priority streets: St. John, Daniel Morgan.
- Key Intersections:

The "joints" that tie together the downtown street network not only are critical in determining the traffic capacity, but also have a crucial effect on a street's visual quality and a person's orientation. Major buildings should be encouraged to locate so that they highlight and enhance important intersections existing along Main and Church streets, at Daniel Morgan, Converse, and St. John Street.

Downtown Spartanburg's street system with its irregular block and streets systems, its varied topography, and its diagonal/acute intersections offers some exciting opportunities for building sites and/or landscaped public open spaces. These opportunities exist at both ends of Broad and Main streets, Main and St. John, Union and Dean, and others. These are important visual sites in the city and should be given special urban design treatment in its building form, orientation, and landscape treatment.

- Streetscape Program:

To distinguish downtown Spartanburg as a special district within the city, a visual character and identity that reaffirms its focal prominence, distinction and history, the City should develop a streetscape program for downtown and for the major entryways. Key elements in such a program would include:

- entrance identification
- street hierarchy
- district identification
- landmarks
- signage
- lighting
- landscaping
- street furniture
- pavement surfaces
- seasonal decorations
- events identification
- maintenance responsibility and coordination

- Downtown Parking Facilities:

Surface parking lots and parking structures are necessary downtown. Primary elements to consider are the size of the facility, its relationship to abutting buildings and land uses, the location of the facility within the district, construction techniques, security, maintenance, and beautification elements (landscaping, pavement, lighting, etc.). New public parking facilities should be attractive, compatible additions to downtown. High quality materials, architectural details, and some underground parking should be considered. The provision for active pedestrian-oriented uses (including retail or

personal services) along the street frontage, with parking behind and landscaping contribute to its compatibility. Potential candidates include:

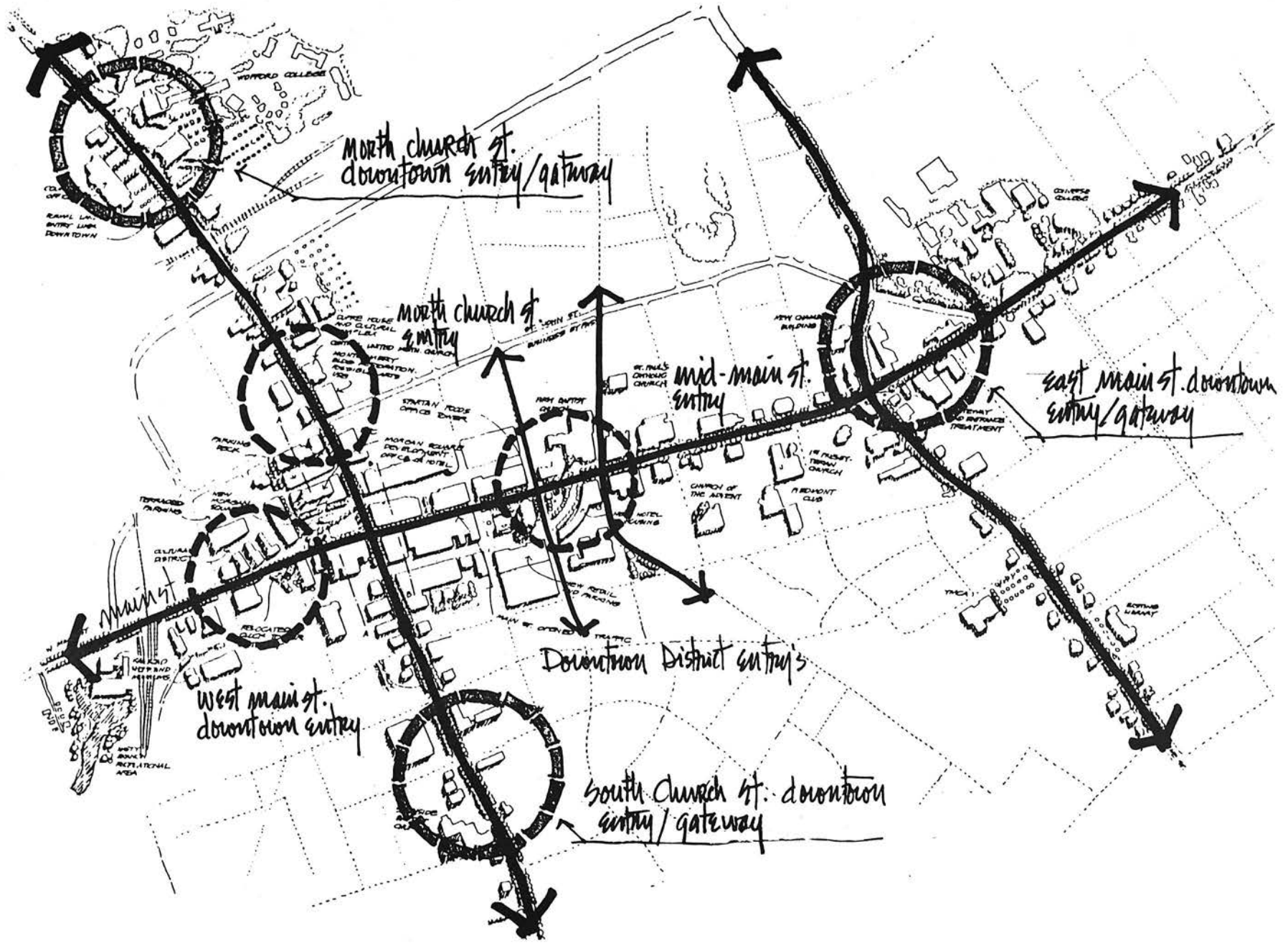
- Morgan Square parking under plaza option
- parking structure for Opportunity Block
- Spartan Foods parking area

Mitigate the impact of the existing parking structure with landscaped edges, lighting, and pedestrian uses at street edge on Dunbar, North Church Street sides. Minimize the impact of gaps that surface parking lots create in the continuous building wall of the downtown blocks. Reduce the visual impact by scaling down large lots and by the use of landscaping. These lots should be screened or visually separated at the edges by an approximately eight-foot tall landscaped buffer or by the use of fences and walls which are complementary to adjacent buildings. Where feasible, lots should be depressed and provision should be made for interior landscaping of the lots.

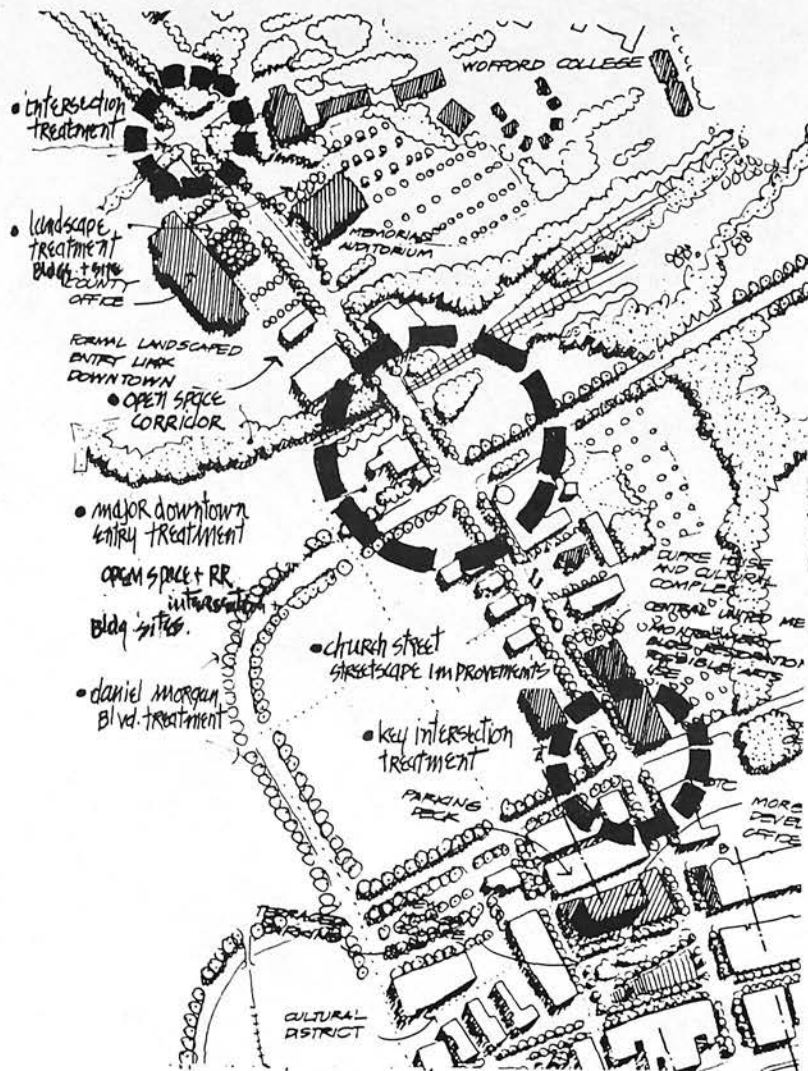
Joint use and shared parking opportunities need to be investigated in key locations to achieve greater community goals and consolidation of resources (i.e. parking at civic auditorium could be utilized during daytime weekdays by County and Wofford employees in exchange for landscaped public spaces, entries, and edges to create gateways and entrances to downtown).

- Interface Areas:

Special design sensitivities are required in the design of the downtown interface areas where residential or low intensity business areas abut downtown development. Issues of building scale and character, design compatibility and use of public right-of-way design are important urban design considerations.



Downtown Entrances and Gateways



## Downtown Entrances/Gateways

### North Church Street/Downtown Entrance

The potential for a major gateway and entrance to downtown exists at North Church Street at Wofford College, the civic auditorium, and the new County office complex. The landscaped Wofford College campus and fountain establish a basis for the gateway. The existing public buildings offer little in establishing a public presence or setting.

#### Recommendations:

- Plant a row of street trees on both sides of North Church Street from the railroad tracks to the existing line of street trees.
- Develop an appropriate gateway treatment of landscaping, lighting, and signage for each of the institutions.
- Develop joint-use parking at the civic auditorium parking area for the County and Wofford College.
- County Complex Site
  - Develop an entrance plaza/landscaped open space from the main entrance to Church Street with flags, public art, signage and seating areas as a presence of government on Church Street.
  - Develop landscaped areas around the edge of the building to soften its impact.
  - Landscape the parking areas.
- Civic Auditorium Site
  - Develop an appropriate landscaped treatment and presence of the arts on Church Street at the drop-off theatre entry.

- Adjacent outdoor landscaped areas should be developed on-site for pre-concert activities, parties, and concession areas.
- Soften the impact of the building mass by landscaping the edges of the building.
- Landscape the parking lot and adjacent circulation drives.
- Investigate the need and feasibility of utilizing portions or all of the parking area for pre-concert/auditorium activities, or for weekend uses, farmers' market, flea market, carnivals, festivals, etc.
- Develop opportunities to articulate and enliven the various civic auditorium facades.

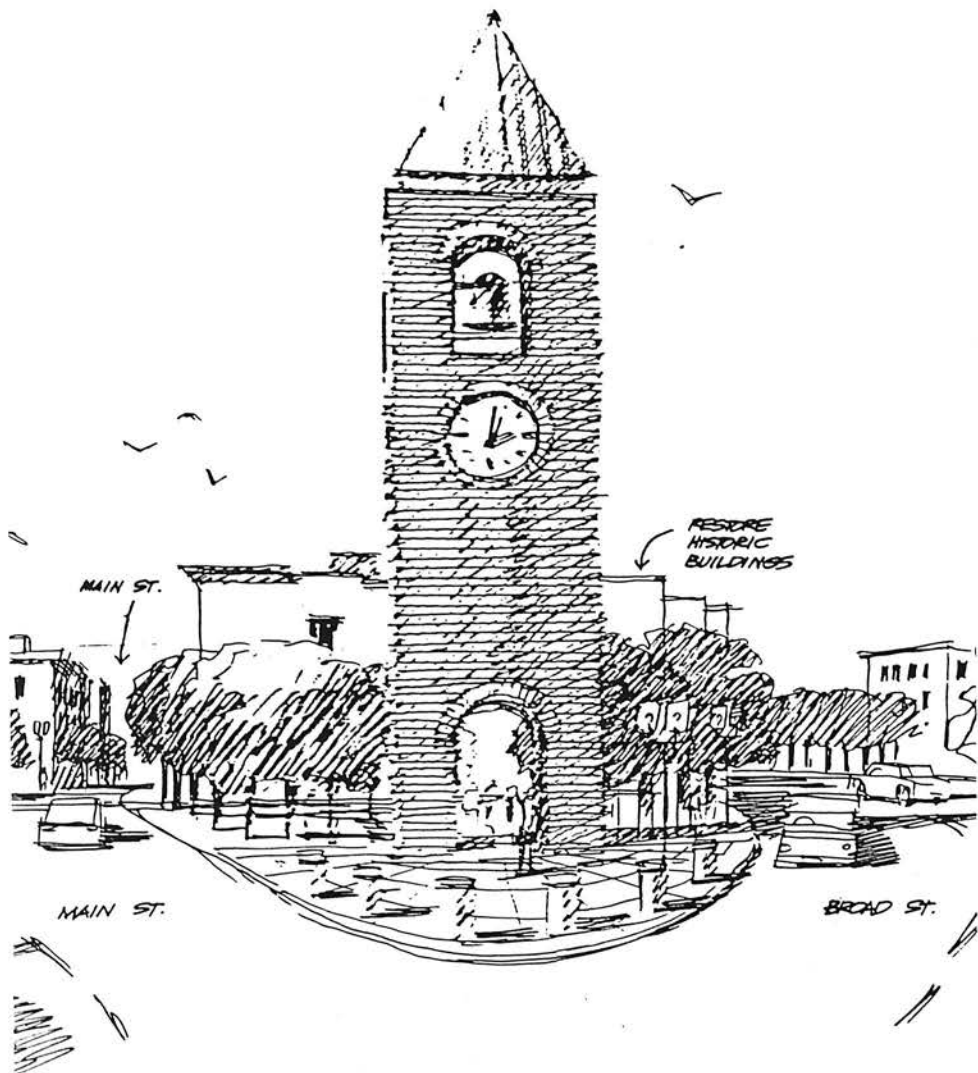
#### South Church Street Entrance

The existing South Church Street entrance to downtown is dominated by the "Berlin Wall" image of the Schuyler Building. This slab-like structure presents a very imposing, utilitarian, negative image as one approaches from the south. Leaving the downtown, the impact is softened by the foreground building and its architectural detail.

#### Recommendations:

- That a variety of options be investigated that soften and break up the impact of the prominent facades of the structure (i.e. exterior materials, paint, facade treatment, and articulation, etc.).
- Develop a landscape treatment for the sites and main building entrances, the base of the buildings, the adjacent surface parking lots: screen view from the roadway from the south and the north.





Relocated Clock Tower

### West Main Street Entrance

Relocate or rebuild the existing Clock Tower as the main entry feature to the existing landscaped park area at the intersection of Main and Broad streets. Incorporate the existing landscaping and redesign as necessary. Light the Clock Tower at night to create a point of reference and orientation.

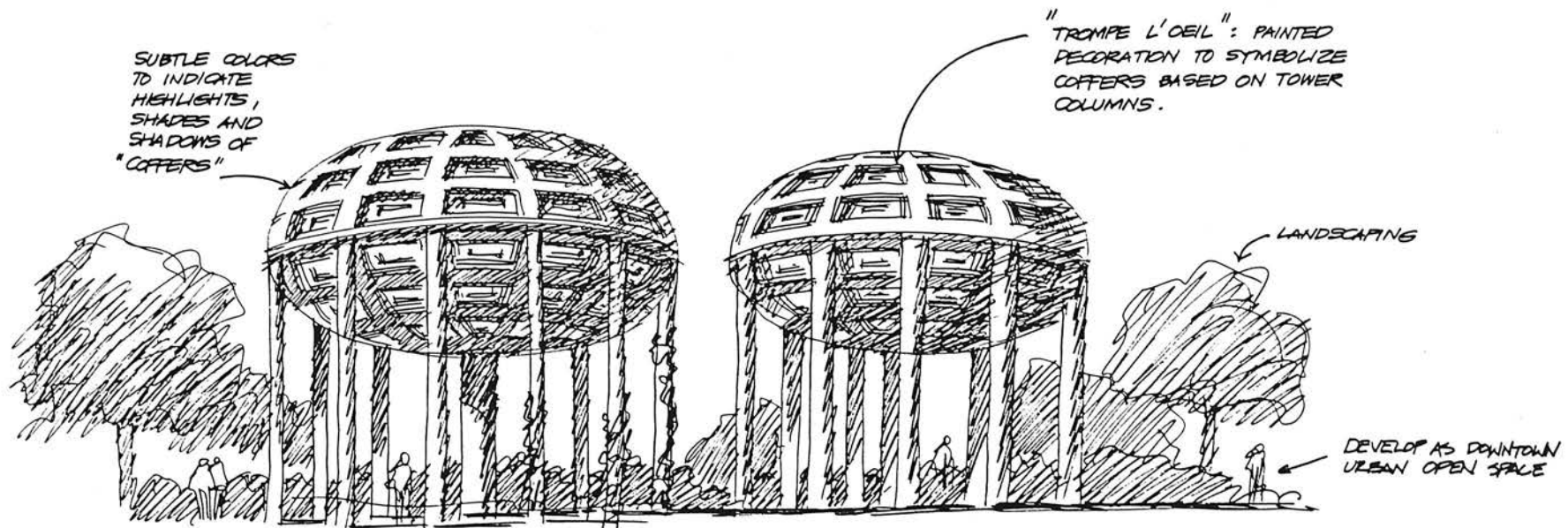
### Mid-Main Street Entrance

This downtown entrance would make the transition from the Church/institution district to the east and the more urban downtown area. The new Spartan Foods Tower will dominate the gateway. Potential exists for new infill building at Broad and Main which would define the emphasis of the the gateway/entry treatment, as would landscaped edges to the adjacent roadways.

### East Main Street Entrance

The triangular site at the intersection of St. John, Pine, and Main streets provides an opportunity for a heavily landscaped park-like site with buildings set within it. It would be an extension of the treatment of Converse College, Main Street churches, and the Piedmont Club.





## Water Tanks as Civic Art



## Water Tower Park

Water towers are visual, physical symbols which penetrate the skyline and mark the location of town centers across the landscapes of our country. Some are ornate in form, while others are simple in nature, either advertising the name of the town, or carrying local slogans or miscellaneous graffiti, while others are meant to be non-existent and painted out with the sky.

Spartanburg is somewhat unique in that it has two water towers side by side. The R/UDAT Team recommends that the City and Spartanburg Arts Council take advantage of this situation and celebrate this opportunity by creating a major piece of public art with the water towers and within a water-oriented, interpretive, urban park and open space at their bases.

The park should be participatory in nature as opposed to being passive, and in both the water features and exhibits. It should relate to historic events, education, and elements unique to Spartanburg and environs.

The design for the piece of public art should be commissioned either by a nationally-known artist/sculptor or through a competition. In any event, the park and water tower design should be designed as a single entity thereby establishing a presence of art in the community, as well as setting a standard for quality and design in the city.

# Downtown Retail Opportunities

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The economic base of downtown is remarkably similar to that of a number of other cities throughout the country. It has many elements which are traditional sources of employment and private investment. This includes City, County and Federal courts, law offices, financial institutions, corporate headquarters such as Spartan Foods, a traditional retail core for the city residents, and an evolving cultural center including the colleges, the Memorial Auditorium, and the proposed arts center and new library. There also exists a modicum of private sector office employment in a handful of buildings in the area. With this diverse base of private and public interest, downtown Spartanburg has the ability to aggressively move forward with a variety of initiatives. The public infrastructure is sound and capable of supporting substantial new development. It remains the City's challenge to promote development across a broad range of interests.

Downtown today can be summarized as follows:

- a handful of successful retailers serve diverse markets;
- a pattern of multiple ownership of the retail core of Main Street shops encompasses a broad range of interests and abilities;
- store sizes are poorly suited to potential tenant needs;
- vacancies and cleared sites are widespread;
- property owners pursue individual interests without benefit of an understanding of overall goals and area-wide needs;
- merchants engage in no coordinated marketing or promotional programs;
- the retail core may continue to decline to the point where vacant and dilapidated buildings drive out strong merchants.



## Recommendations:

- Establish a unified retail management program to maximize individual market opportunities and public policy objectives.
  - Secure a master lease for all mall property to run for a minimum of 10 to 15 years.
  - Secure seed capital from foundation/corporate grants, revenue anticipation notes, property owners, and the City.
  - Secure through the master lease the ability to collect rents, improve property, sub-lease, and manage a marketing and promotional program.
- Distribute rental receipts with the following priority distributions:
  - debt service
  - operating costs for management, promotional and marketing programs
  - physical improvements
  - investment return to property owners
- Implement the recommendations for the redesign and improvement of Main Street.
- The City should consider the merit of a public development corporation. Such a corporation would be able to implement public policy for economic development and job creation, but acting as a quasi-public agency, would be able to move more quickly, in a fashion similar to private companies, to further the policy goals of the City. This kind of organization could be funded through the provision of development services and marketing activities.

This kind of development organization could acquire, for redevelopment, disposition, and/or resale to private users, either single or large properties that may subsequently be subdivided for multiple users.

We understand that such a development corporation exists in Spartanburg, but it is not functional at this level. It is a valuable tool and the City should seriously consider utilizing it in a more creative manner. This concept has worked well in other cities.

- Merchants' Organization. This organization is very important in any downtown revitalization project. It is also the most difficult thing to organize. These are also the reasons that shopping malls beat unorganized downtowns. In a mall the merchants are not at all different from the Main Street merchants, except that the conditions of operation are written into their leases; they pay for the services; and they make more money than they did when they operated independently. Downtown Spartanburg needs an active merchants' organization. It should cover all the downtown, not just the part of Main Street called the Mall. Services for promotions and advertising should be done by someone who has the time and expertise to do it, and the merchants should be glad to pay for it.



## Downtown Property Investment

Property improvement is fundamental in downtown revitalization. Properties that have outlived their users are owned by trusts, estates, even feuding relatives. They usually collect modest rents, which justify the owner(s)' lack of investment for rehabilitation or maintenance. Before revitalization, average rents are usually \$.75 to \$1.20 per square foot for unimproved downtown properties. This may sound minimal, but when there is no investment in a handed-down property, the rent has an infinite rate of return. Thus, there is a need to get properties out of the hands of passive owners. This pattern is broken by a planned effort to get investment in the downtown.

Spartanburg provides a classic example of the ownership problems of older downtowns. The City has begun a reinvestment process, and probably has had more success than its citizens presently recognize. The tools that have been employed to date are the facade easement program, the maintenance ordinance, the commercial rehabilitation interest subsidy, the residential rebate program, rehabilitation tax credits, the bank loan pool and an inventory of available properties in the downtown.

Property improvement in downtown Spartanburg has had significant success with the lead of the facade easement program. This program's effect can best be seen on the Morgan Square and Magnolia Street blocks. Quality in the rehabilitation work on these two blocks has been assured through the application of "The Secretary of the Interior's Standards for Rehabilitation." Many of the rehabilitations also need the 20% investment tax credit available for historic structures.

Facade rehabilitations of buildings on the Main Street Mall have also been funded through this program. Unfortunately, these rehabilitations were not done under the same guidelines used in the historic district.



One of the funded mall projects has metal siding--the kind that was stripped off of structures in the other district. Application of the facade program without appropriate design quality has actually led to the continued poor impression of buildings on the Mall. This treatment continues to differentiate the mall area from the rest of downtown, to its detriment. Any design controls or standards need to be consistent throughout the downtown.

Funding for the facade easement program is now in question. This issue should be resolved soon. If there is not a possibility of funding, that fact should be announced. There are probably owners waiting for the program to restart and are delaying their work.

The program has been very effective in getting properties rehabilitated and has helped to create a market for more investment in downtown. This has an effect of lessening the risk of investment in downtown and further subsidies from the City may not be necessary. The rehabilitation tax credits (10% for old structures, 20% for historic structures) are still available.

Downtown Spartanburg may be at a point where market rate development is feasible without local incentives. The R/UDAT has studied one downtown property as an example of a property using the historic tax credit and no local subsidy.

113-115 West Main Street is a two-story brick building with altered storefronts. Each floor has 5,500 square feet. The ground floor use after rehabilitation would be commercial space. Upstairs would be large apartments with parking in the rear.

The pro-forma analysis ( pg. 60-61) was run with a first-year vacancy of 25%. With one quarter of the building empty in the first year, a 75% return on equity is shown because of the 20% historic rehabilitation tax credit available. Each taxpayer's individual situation is unique: these

credits are more useful to some taxpayers than others. Nonetheless, this project shows a positive cash flow and, in a revitalized downtown, good opportunities for appreciation.

Redevelopment in a downtown is an incremental process, as demonstrated in Spartanburg's effort along Magnolia Street and Morgan Square. It is typical that the small rehabilitation projects lead the way in downtown reinvestment, and in so doing add to the market for new construction. This is done in two ways: these projects establish investor confidence and lessen development risk in the area; the projects also raise rent levels to a point that justifies new construction and continued reinvestment. With a growing economy, which is happening in Spartanburg County, improved properties can meet a growing demand for space. Put in simple terms, you are working to make downtown as desirable for business as out the city and county commercial strips.



## I. Pro-forma Analysis

113-115 West Main

5500 gross sq. ft @ 20.00/sq. ft.	\$110,000.00
5500 gross sq. ft. @ 35.00/sq. ft.	192,500.00
Total gross footage construction costs	302,500.00
PLUS Contractor's Contingency @ 5%	15,125.00
<b>CONSTRUCTION COSTS</b>	<b>\$317,625.00</b>
Architect and Engineer fees @ 9% construction costs	28,586.25
Insurance @ 1%	3,176.25
Taxes @ 3.80/\$100 assessed value of \$50,550	960.45
Developer's overhead @ 0% (marketing, legal, etc.)	0.00
<b>NON-CONSTRUCTION COSTS</b>	<b>\$32,722.95</b>
<b>FINANCE</b>	
0.00% Service Charge & 10% interest for 6 months	15,881.25
<b>TOTAL DEVELOPMENT COSTS</b>	<b>\$366,229.20</b>
PLUS purchase price	45,000.00
<b>TOTAL PROJECT COSTS</b>	<b>\$411,229.20</b>

Project costs =  $\$411,229.20 / 11,000 = \$37.38/\text{sq. ft.}$

Annual gross rents/net leasable area =  $\$4.30 \text{ avg. rent/sq. ft.}$

## II. Before Tax Cash Flow Projection

113-115 West Main

2 shops @ 2,750 sq. ft. @ 6.00/sq. ft.	\$33,000.00
2 shops @ 2,750 sq. ft. @ 2.60/sq. ft.	14,300.00
<b>ANNUAL GROSS RENTS</b>	<b>47,300.00</b>
LESS Vacancies at 5%	2,365.00
<b>EFFECTIVE GROSS RENT</b>	<b>\$44,935.00</b>
LESS real estate taxes @ 3.80/\$100 assessed value	6,992.00
LESS operating expenses @ 0% of gross rents	0.00
LESS mgmt., leasing, promotion, etc. @ 5% of gross	2,365.00
<b>NET OPERATING INCOME</b>	<b>\$35,578.00</b>
Capitalized @ 11% =	\$323,436.40
Loan @ 90%	\$291,092.70
LESS debt service (10% for 20 years)	34,191.64
(annual payment is 11.75% of loan)	
<b>BEFORE TAX CASH FLOW</b>	<b>\$1,386.36</b>

### III. Equity Analysis

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Avg. Rent/Sq. Ft.	4.30	4.30	4.30	4.30	4.30	4.30
Annual Gross Rent	47,300	47,300	47,300	47,300	47,300	47,300
Less Vacancies At	25%	0%	0%	0%	0%	0%
	11,825	0	0	0	0	0
<u>Effective Gross Rent</u>	<u>35,475</u>	<u>47,300</u>	<u>47,300</u>	<u>47,300</u>	<u>47,300</u>	<u>47,300</u>
Less Real Estate Tax	6,992	6,992	6,992	6,992	6,992	6,992
Less Oper. Expenses	0	0	0	0	0	0
Less Mgmt., etc.	2,365	2,365	2,365	2,365	2,365	2,365
<u>Net Oper. Income</u>	<u>26,118</u>	<u>37,943</u>	<u>37,943</u>	<u>37,943</u>	<u>37,943</u>	<u>37,943</u>
Less Debt Service	34,192	34,192	34,192	34,192	34,192	34,192
Before Tax Cash Flow	-8,074	3,751	3,751	3,751	3,751	3,751
Project Equity	120,136	120,136	120,136	120,136	120,136	120,136
Cash on Cash	-6.72%	+3.12%	+3.12%	+3.12%	+3.12%	+3.12%

### IV. Tax Savings For Certified Rehabilitation

20% ITC (Basis Reduced by 20% of Rehabilitation Costs)

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Before Tax Cash Flow	-8,074	3,751	3,751	3,751	3,751	3,751
Plus Mort. Amortization	5,082	5,591	6,150	6,765	7,441	8,185
Less Depreciation	10,836	10,836	10,836	10,836	10,836	10,836
Taxable Income	-13,828	-1,494	-935	-320	356	1,100
Less Taxes @ 28%	0	0	0	0	100	308
After Tax Cash Flow	-8,074	3,751	3,751	3,751	3,652	3,443
Income Sheltered	13,828	1,494	935	320	0	0
<u>Ttl. Tax Free Income</u>	<u>21,901</u>	<u>5,246</u>	<u>4,687</u>	<u>4,072</u>	<u>3,652</u>	<u>3,443</u>
Ttl. Taxes Saved @ 28%	6,132	1,469	1,312	1,140	1,022	964
Plus 20% ITC	72,419					
	(Can be carried back 3 years, forward 15 years)					
First Year Taxes Saved =	\$78,551					
Return on Equity (+)	75.32%	4.01%	3.42%	2.83%	2.42%	2.16%





Spartanburg Neighborhoods



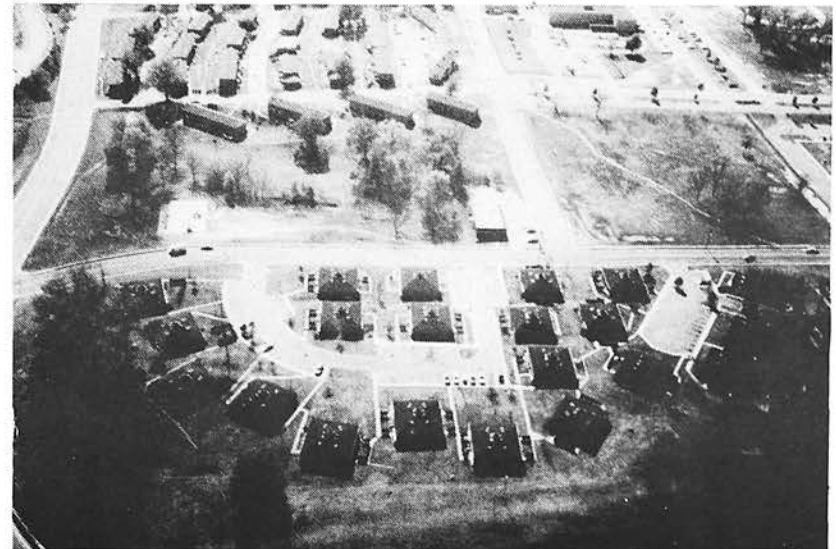
## Downtown in the Neighborhood Context

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### Downtown as a Neighborhood and a Neighbor:

Downtown is the city's primary neighborhood in the fullest sense of the word: it provides services (government, finance and culture) on a city-wide basis. Downtown should be a neighborhood unto itself offering a full range of neighborhood uses and activities including housing opportunities in the core area for a variety of users. It should be the heart and focus of the neighborhoods that surround downtown.

These neighborhoods need to look at the downtown as a unique community resource and encourage uses and activities that establish and promote that relationship. Downtown merchants and property owners should relate to the surrounding neighborhoods as their primary market area and cater to their specific needs as well as to city-wide needs. They should collectively reinforce and serve each other's varied interests and needs.



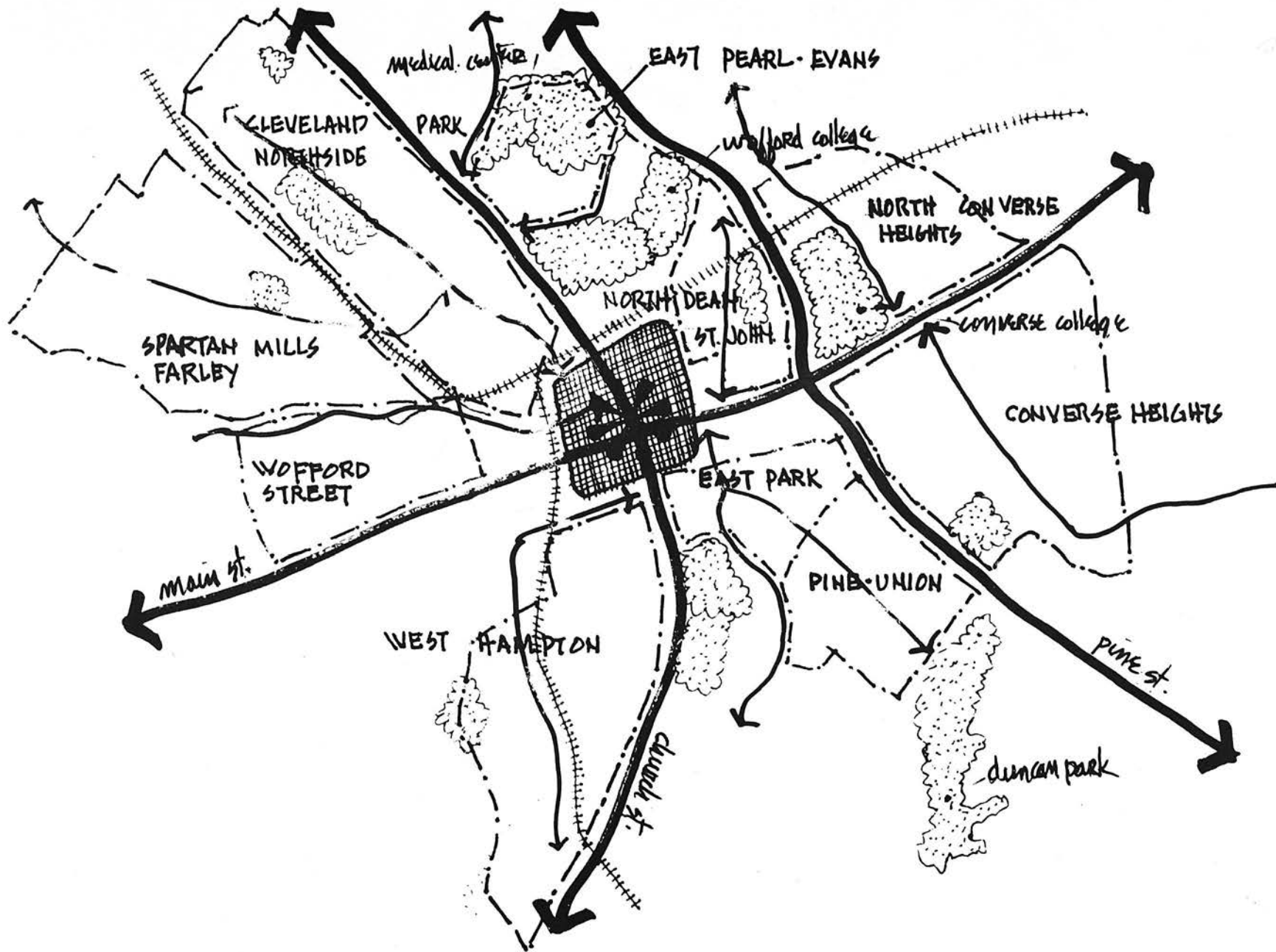
### Downtown Housing:

If downtown Spartanburg is to become a viable, active neighborhood, it must have housing in, or adjacent to its downtown core area. This housing could serve residents with particular aspirations and in particular circumstances: the elderly, young married couples and single persons; the professional with a downtown job or clientele, the transient, the college student or professor, the young artist, the urban person. Small-town downtown living is somewhat similar to neighborhoods in larger urban areas. In many towns desirable and marketable residential environments have been developed in second and third floors above shops, restaurants, and offices, in loft spaces, in recycled historic buildings and in vacant or unutilized office space. Some of these examples exist in downtown Spartanburg today such as housing units above the Main Street shops. Other potential opportunities exist in vacant historic buildings along Main Street, in the Morgan Square historic district, the upper floors of the Cleveland Hotel, the Montgomery Building, etc. Downtown housing should be considered in the most creative manner possible, and perhaps mixed with other uses in the same structure. Opportunities also exist for new infill housing development within the downtown core area that is compatible in character to the downtown and suburban prototypes.

Quality housing in the downtown and surrounding neighborhoods is fundamental to the success of downtown. Housing, retail establishments and the work place have a symbiotic relationship; the location of one affects the location of the others. Housing in the downtown neighborhood would provide shoppers for the downtown, save energy, make use of existing infrastructure, provide eyes on the street and the critical mass of people needed to create and sustain an exciting and diverse downtown.

The City needs to go on record in support of the rehabilitation and maintenance of existing housing in the downtown area, encourage additional housing and the preservation of neighborhoods by adopting a housing policy that establishes the relative importance of housing in the downtown area. It should take a high priority with other uses and establish a specific goal for the number of units to be added to the inventory in future years.





Divisions of Downtown Areas

#### Downtown/Surrounding Neighborhoods:

The existing neighborhoods that surround downtown Spartanburg provide a rich and diverse cross section of the community in terms of physical character of population mix, status, and needs. However, they are somewhat separated and disconnected from the downtown core area by large areas of vacant or underutilized land, the result of various urban renewal and public improvement projects. Small pockets of scattered housing and isolated structures ring the downtown core. Various arterial streets provide the linkages with the downtown.

The character, physical form, and boundaries of these surrounding neighborhoods are formed by natural constraints of topography and the barriers of major traffic arterials and railroad rights-of-way. The land forms offer interesting settings which accommodate a variety of street and neighborhood patterns. The diversity of patterns and character of neighborhoods range from the old mill villages that surround the Spartan and Beaumont mills, shotgun houses, modest single-family bungalows, and larger, older Victorian turn-of-the-century historic family houses.

The physical conditions of the surrounding neighborhoods also run the full gamut from very stable neighborhoods of Converse Heights to neighborhoods in transition, such as West Hampton, to deteriorating neighborhoods and those threatened by institutional or commercial expansion, such as Highland, Southside, and "back of the college."

Neighborhoods surrounding downtown feel threatened by encroaching non-residential uses. This is a vestige of previous urban renewal programs, the perception of weak zoning laws and the absence of neighborhood master plans.

Downtown suffers when neighborhoods mistrust City land-use objectives and worry about the preservation of residential values. Whether

or not actual encroachment occurs is immaterial. The perception that residential values and neighborhood integrity are at risk is often enough to sap the vitality of local residents.

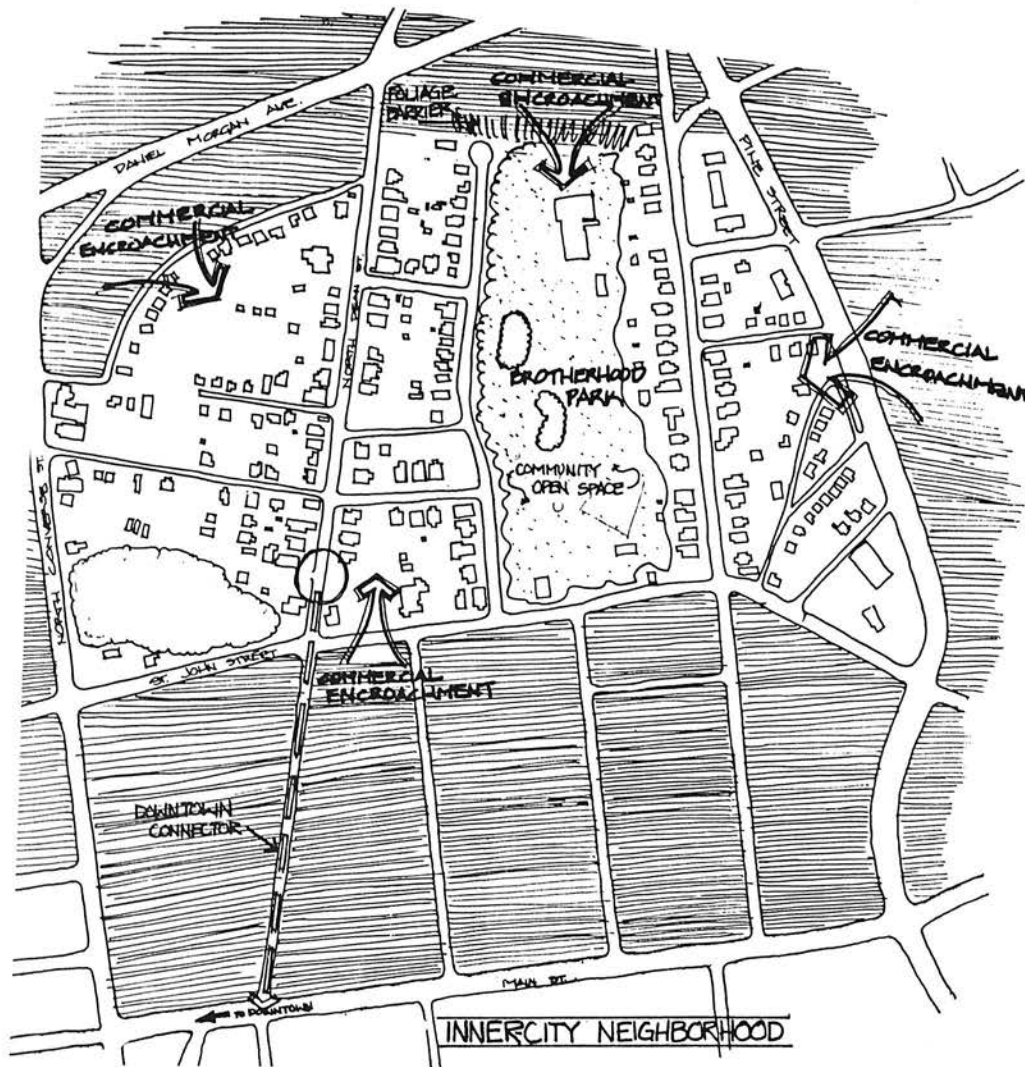
The surrounding neighborhoods provide the downtown with a valuable resource that needs to be protected, maintained, and reinforced: by adopting certain policies and establishing guidelines. Spartanburg has already experienced what happens when the area around the core becomes blighted. Deterioration spreads to other downtown uses. This trend needs to be reversed, and the area that surrounds the downtown core and its neighborhoods needs to be strengthened.

#### Downtown/Neighborhood Interface Areas:

These are the areas of special concern surrounding the downtown core but also may be applicable to other areas which abut commercial development. Important considerations that need to be addressed through careful design are:

- visual integrity of area boundaries;
- the transition of scale between commercial and residential uses;
- appropriate use restrictions in the commercial area and in the residential area, the reinforcement of residential uses, that will further support neighborhood livability.

It is important that the first adjacent residential block to the commercial area remain stable, quiet, secure and orderly.



Inner-City Neighborhoods

Neighborhood Connections/Linkages:

Neighborhood connections to the downtown core area are of prime importance, as they serve as the major structuring element in linking the two areas. They usually are developed as the primary neighborhood commercial areas providing vehicular and pedestrian connectors to the downtown. These various streets should serve as extensions of the neighborhoods and express the character of these areas as image producing elements leading to and through the downtown. Their design, treatment, and maintenance should express and promote the activity, uniqueness, and importance of the various neighborhood districts. These avenues and streets should be designed in such a way as to create pleasant environments for vehicular and pedestrian movement, and ease of circulation and safety. They should provide an appropriate setting and presence for adjacent development. The community and neighborhoods within it should define which are their major linkages to the downtown. Obvious ones are:

- Main Street
- Pine Street
- Church Street
- Union Street
- Liberty Street
- South Converse Street

Open space links are also very important pedestrian-oriented linkages that should be developed, connecting surrounding neighborhoods, community resources, and outlying areas to the downtown. An important segment of the open space system could be Town/Gown/Mill Open Space link adjacent to the Southern Railroad right-of-way.

## Policies/Guidelines for Neighborhood Preservation

### Neighborhood Character and Scale - Architectural Design:

- Preserve the essential character and scale of the neighborhood and its commercial district by discouraging alterations and new development which would be incompatible with buildings which are architecturally significant or which contribute to the scale and character of the district as a whole.
- To retain the unique character of a given neighborhood or district, reuse existing structures in sound or rehabilitative condition of worthwhile architectural character where feasible.
- Preserve local neighborhood resources that are unique or special to a particular neighborhood (buildings, school houses, mill structures, open spaces, and other symbols the neighborhood relates to).

### Neighborhood Commercial Revitalization:

Promote neighborhood commercial revitalization that meet the convenience needs of residents in adjacent neighborhoods, that promote the mixed commercial/residential character, that are neighborhood activity centers which create safe, comfortable, and attractive pedestrian environments, while at the same time providing convenient access.

### Mechanisms for Preservation and Change:

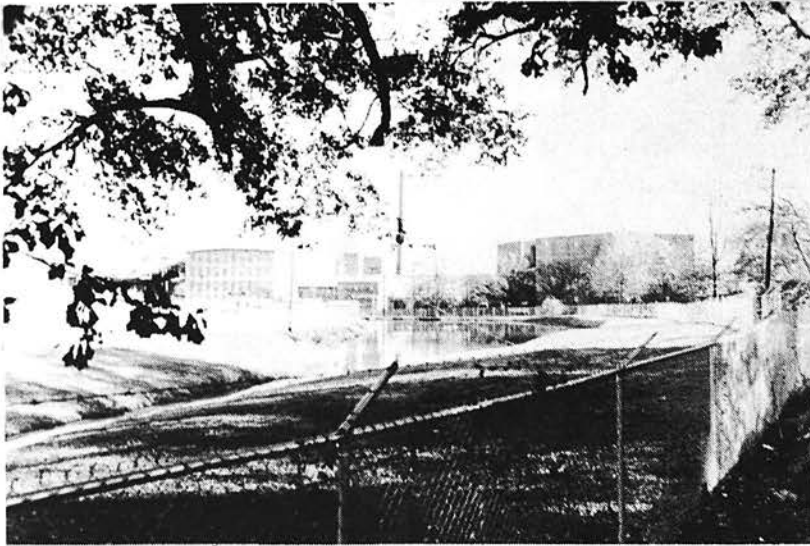
Recognize the fact that all neighborhood districts adjacent to the downtown are different and have different purposes, character, and needs and serve different but important sectors of the population. Consider adopting specific zoning regulations, ordinances, economic development and housing programs that directly relate to the specific wants

and needs of particular neighborhoods, while relating also to the overall goals and rules of the programs.

### Implement Neighborhood Planning Process:

The Mayor and City Council need to establish and implement a strong, interdisciplinary neighborhood planning process and program. It should be utilized as a vehicle by which local district council members can directly relate to district and neighborhood concerns and needs. The City should provide technical assistance for planning, designing, and implementing various neighborhood plans and projects. The City should obtain urban design assistance, neighborhood planning expertise to create, along with the director of community relations, an interdisciplinary team to provide neighborhood planning leadership and direction. Because of limited funds and resources this program should not be viewed as a "handout program" but one that various neighborhoods qualify for. They would be selected on a similar basis that R/UDAT utilizes, i.e. the neighborhoods have to ask and want assistance, and demonstrate the need for and willingness to establish partnerships and programs for follow-up and implementation. Suggested neighborhood improvements that emerge from this process should then be connected to the City's capital improvement programs for funding and implementation. Some agenda items that the neighborhood planning team should address are:

- the development of black businesses and commercial areas, bank, etc.
- the existing mill properties--Beaumont and Spartan Mills--to utilize existing underutilized resources;
- the "back of the college" neighborhoods, the impacts from Wofford College and the medical complex.



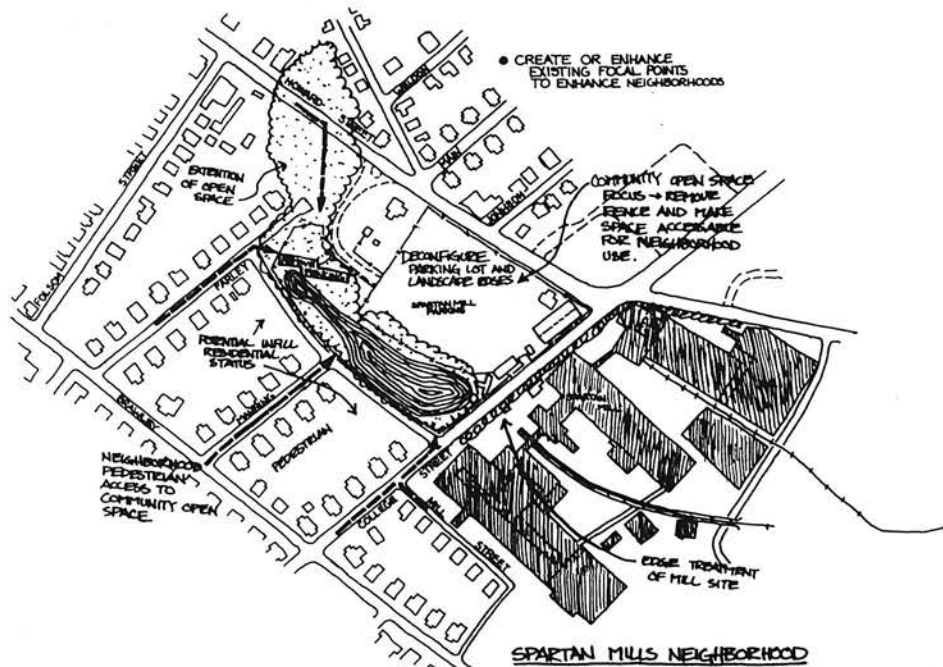
### Quick Victories - Neighborhood Demonstration Projects:

In a R/UDAT windshield survey through some of the neighborhoods, it became apparent that there was an opportunity to improve the residential environment and provide some neighborhood improvements.

### Spartan Mills Neighborhood/Mill Village:

The removal of the barbed wire fence and permitting access to the pond area would provide a community focus and neighborhood open space. Amenities such as benches and the relocation of some parking to provide play areas adjacent to the pond and opportunities for extension of the open space could tie segments of the old mill village together.

Spartanburg has the investment capability to execute an Historic Trust program similar to what Macon, Georgia, has done. Many of the intown neighborhoods, especially the mill villages, appear to be eligible for historic district status. A non-profit organization would rehabilitate low income housing in historic districts, help renters become home owners, and develop infill projects. Spartanburg might look into that and other programs that preserve and rehabilitate these mill villages. Other such opportunities exist in other neighborhoods which also might be candidates for such demonstration projects.



### **Recommendations:**

The Spartanburg R/UDAT concentrates on downtown. It cannot, nor should it attempt to address all city-wide issues. However, because several concepts and proposed improvements have a direct impact on the future of downtown and its surrounding area, it is suggested that the following ideas, recommendations and actions be considered in regard to these neighborhood and city-wide issues:



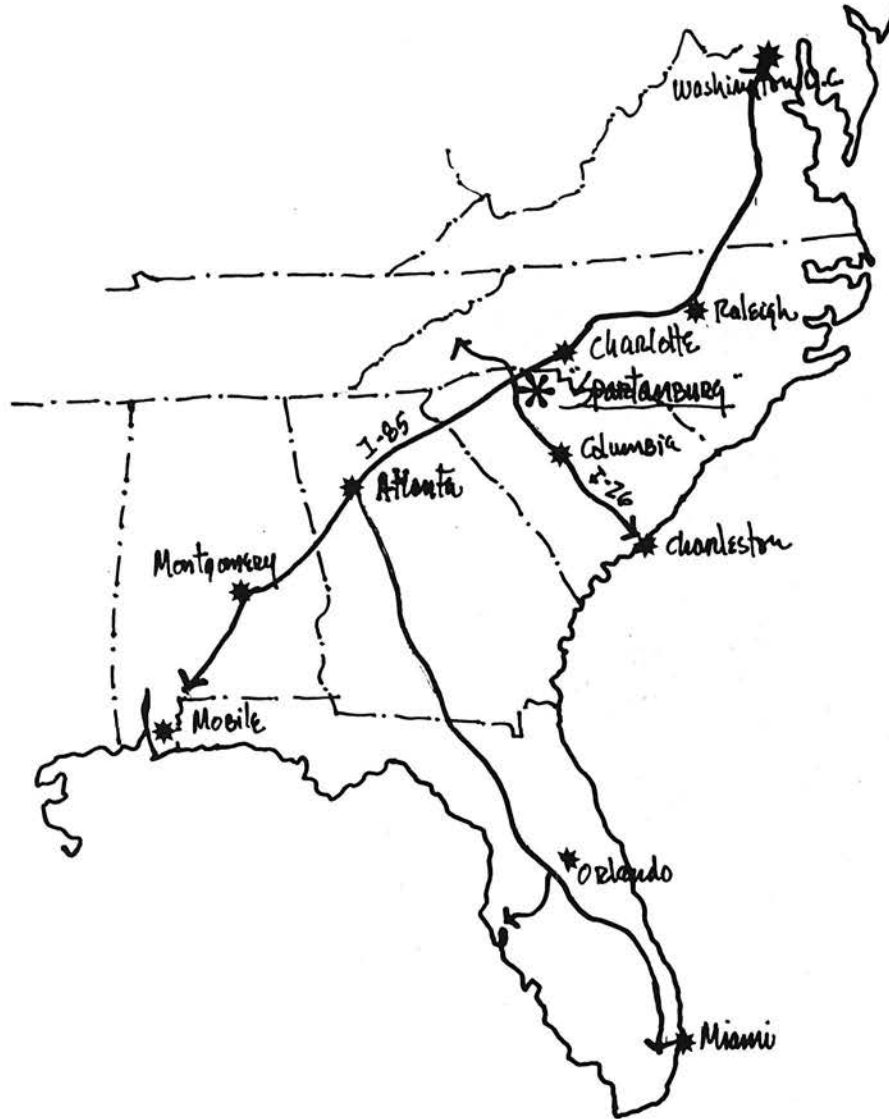
- develop a planning and political process that strengthens neighborhood preservation balanced with the need for business and institutional growth;
- implement an interdisciplinary neighborhood planning process;
- develop a policy for the preservation of neighborhoods surrounding the downtown area;
- develop a housing policy that encourages downtown core area housing, utilizing existing historic structures and new infill residential development;

- define the near and long-term growth of downtown;
- recognize and strengthen those features of downtown that support and lend value to the surrounding neighborhoods and the strength and values that surrounding neighborhoods lend to downtown;
- create a method for facilitating light industrial development in the fringe downtown areas;
- develop a program of neighborhood demonstration projects.



## Downtown in the Regional Context

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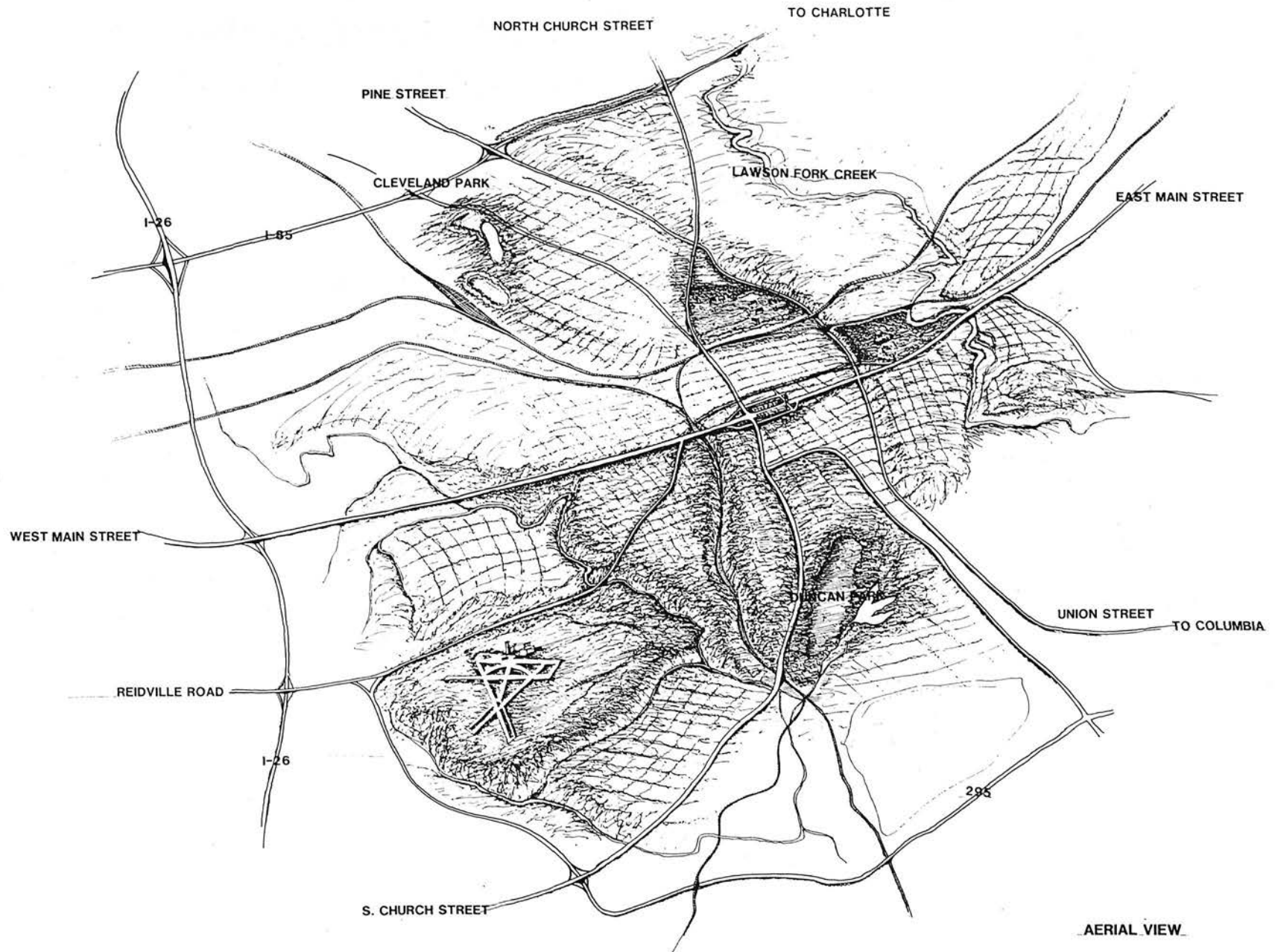


If downtown Spartanburg is to realize its potential as a regional center, city leaders must understand and relate to the larger issues and contents beyond city boundaries, the regional market area that it serves and is its competition.

In the context of the county, the issues focus on transportation and circulation, access from the interstate to the downtown; the community image and presence from the interstate as one enters and leaves the town, local access, and open space connections; joint economic development, and City/County cooperation and inter-governmental relationships.

In the larger context of the six-county "Upcountry" area, there are opportunities for development of tourism, marketing and regional image, and improved access.

Although the R/UDAT team focused its time and attention on downtown Spartanburg it would like to make some recommendations to strengthen the relationship of the county and region with Spartanburg and its downtown. These recommendations relate directly to and reinforce other key downtown concepts.



## Spartanburg County Regional Context

## Spartanburg County - The County Context

The County and City need to share an equal concern for the vitality of downtown. This means a recognition that both city and county are mutually dependent on each other for their economic growth and vitality. One cannot exist without the other.

Downtown Spartanburg needs to establish its role, relationship and connection to the county, its 200,000 plus inhabitants and the county's main activity center along the I-85 corridor. Today Spartanburg County leads the nation in the per capita concentration of foreign investments representing 13 foreign countries, it is located at the crossroads of I-85 and I-26, and it is the fresh peach capital of the world.

Spartanburg is the center of Spartanburg County; downtown Spartanburg and its immediate environs are the heart and focus of Spartanburg and Spartanburg County. It is the center for government, finance, education, culture, medical and community services. Its character, scale, function, and pattern of development differ greatly from the I-85 corridor which is primarily a highway-oriented center for industrial, office, and distribution functions. The two centers need to complement and reinforce each other and find new ways to establish connections and synergetic functions.

## Transportation & Circulation

Spartanburg, located at the "crossroads" of I-85 and I-26, has excellent accessibility at the regional level. Downtown is well served by major radial streets and highways which, focusing on the core area, provide clear and convenient routes between the interstates, suburban growth areas, established neighborhoods, regional shopping centers and large employment centers, along the interstate. These are needed to service the growth of the region; but at the same time there are some regional downtown access improvements that need attention. There is a need for "Downtown Spartanburg" directional signs at the interstate interchanges and key intersections on the radial roads approaching the city. Clarity of access to the city center can also be improved by a continuity of landscaping and lighting along major approach roads.

Circulation in the area today, and into the foreseeable future, is almost totally dependent upon the private automobile. Public transit is minimal and has been reduced recently due to budgetary restraints. Public transit is viewed locally as serving a limited segment of the population and not as an alternative to the private auto as a significant transportation system. The opportunity for convenient access to jobs, services, shopping and entertainment facilities should be open to all individuals of the community, whether they have access to automobiles or depend upon public transit.

## Community Image/Presence

Although Spartanburg has excellent access from the adjacent intersecting interstate highway system, it has no distinguishable image or presence to be viewed from this roadway system. From this perspective there is no indication that Spartanburg exists and there is no clue of its heritage or purpose. The view from the highway is typical of that from similar roadways where large scale buildings and corporate facilities try to establish an image on the highway. The buildings and site development are their signs.

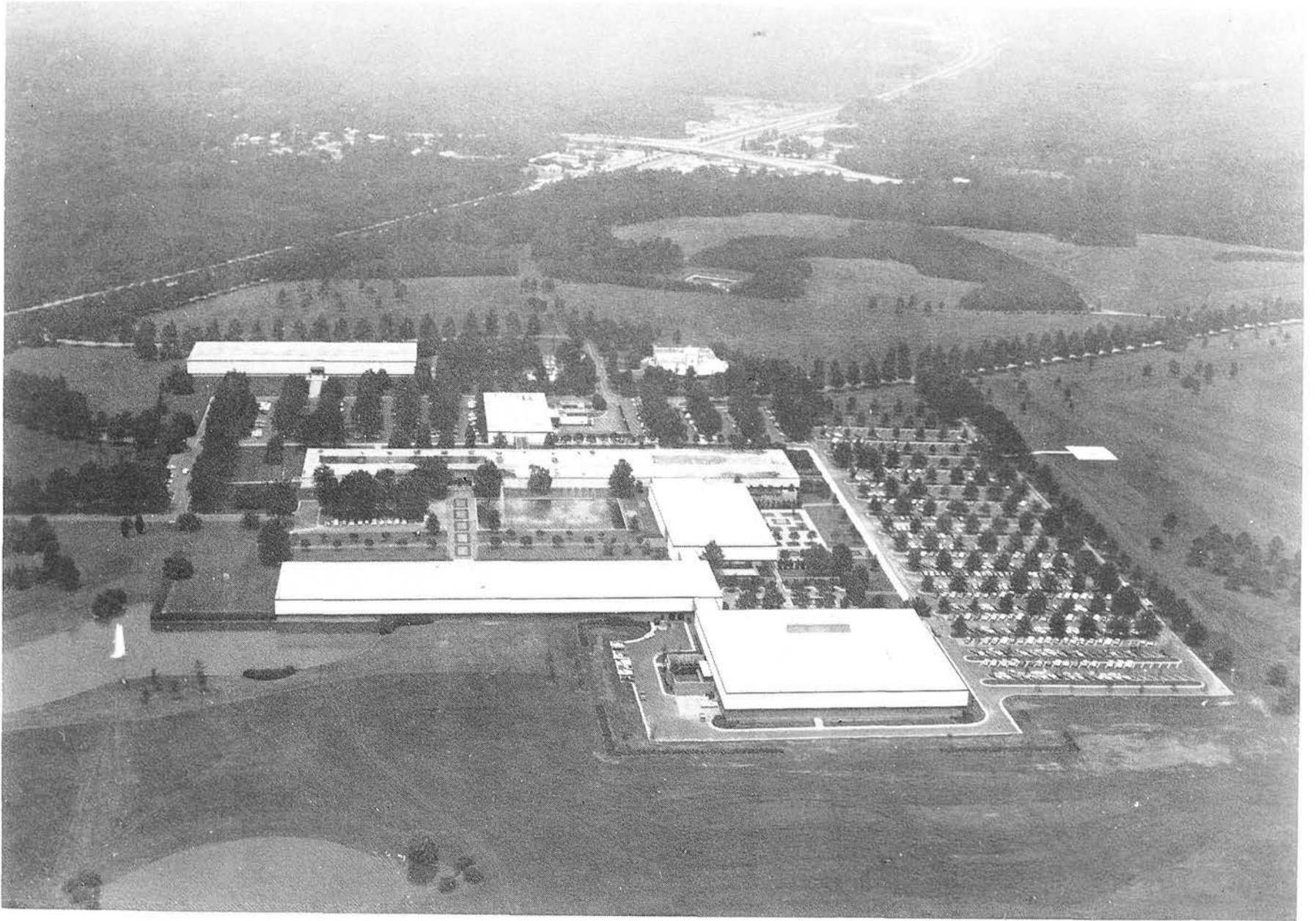
The County needs to be responsible for the overall character and image of the interstate corridors as well as the individual developments. They should make sure that the patterns of development, building and site designs fit with the natural landscape and their neighbors. The most notable exception to this ad-hoc pattern is the Milliken development which has established a quality presence and a corporate identity on the highway by integrating the site and building design with the natural landscape. It has also created beautiful interior corporate and exterior public spaces which give something back to the community as a physical amenity. This integration of needs with the natural environment and public purpose has created an image and presence of "place" that should be used as a model for other developments to meet or exceed.

Major interchanges with the interstate roadway system are key points of entry to the county and town. They provide an opportunity to create a visual image, a sense of orientation and experience as one enters or leaves town. Currently these intersections and entrances are characterized by continuous unrelated highway strip development. There have been some notable attempts on North Pine Street and Church Street, by the Men's Garden Club, to landscape and soften the impact of these roadways. These efforts and improvements should be

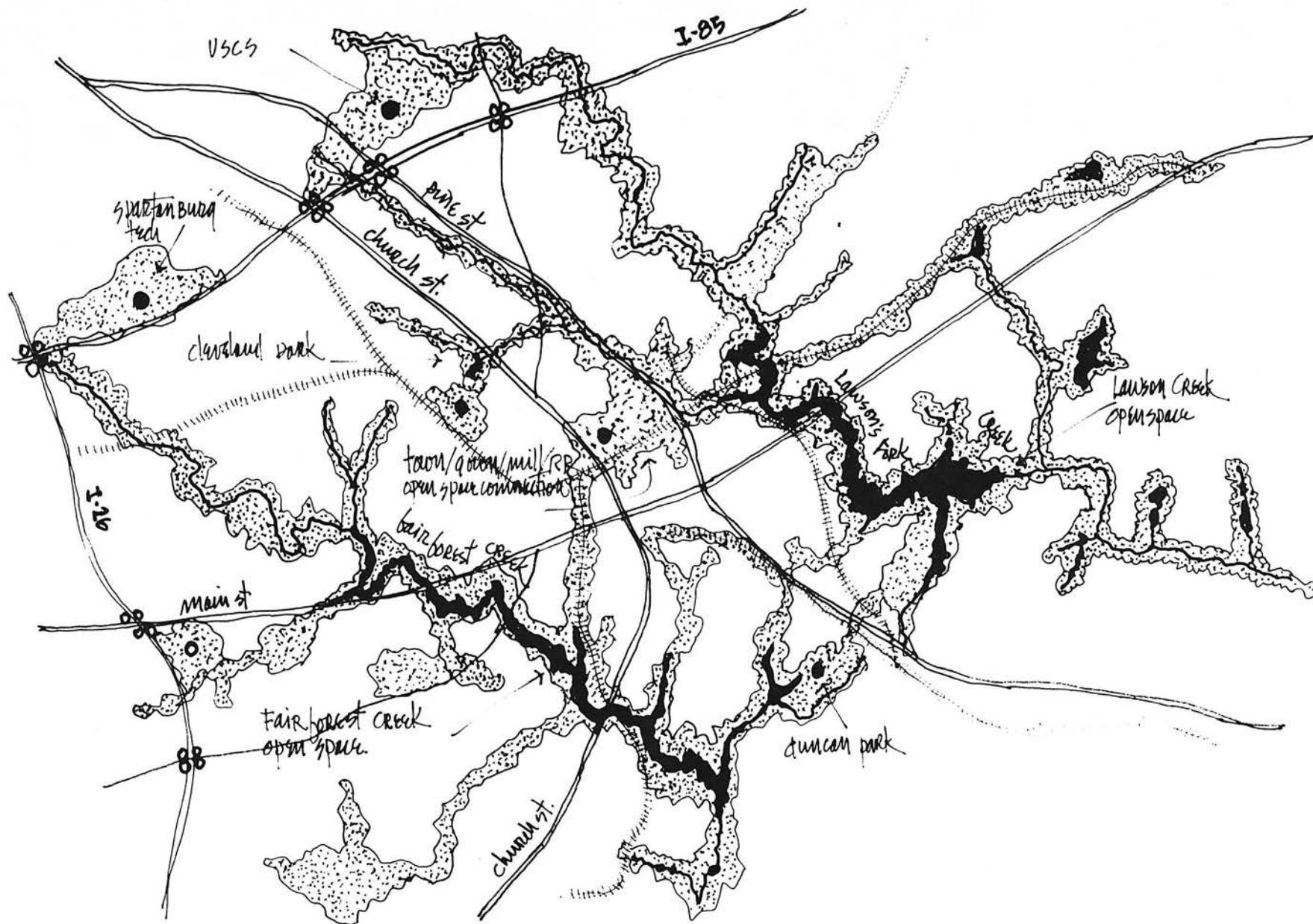
applauded, preserved, maintained, and extended toward and through the downtown core area, and toward the interstates.

Other opportunities exist to create a significant highway presence for Spartanburg with the relocation of portions of I-85 and its new interchanges. Joint efforts should be undertaken immediately, with all involved public and private entities, to ensure the development of a unique "Spartanburg image." These landscape and highway treatments at the interchanges, the highway edge treatment and roadway connections into Spartanburg are key elements. Quality development standards need to be established for adjacent private development. In downtown Spartanburg, Daniel Morgan Avenue is another street that would benefit from such treatment.





Milliken Research Center



Open Space System

## Spartanburg: Open Space System

The city and the county of Spartanburg are located upon a very gentle landscape and topography of rolling hills, valleys, creeks, and drainage ways. They have created natural and physical barriers which have dictated the physical form of the city and its various districts and neighborhoods. Many springs and creeks lie below the surface and could be utilized as natural resources. Spartanburg used to be a city of parks, but now few exist, are not maintained, and their resources are inaccessible (amphitheatre/Duncan Park). Many of the key elements of an open space system exist with a variety of trial segments and rights-of-way (railroad & utility), parks, open space, natural manmade features. What is missing is an overall vision and concept of Spartanburg's Open Space System and the various connections that make it work. The City and County need to work together and develop a comprehensive open space system strategy and action plan to implement the system. The open space system should focus on the natural topography and the main creekways of Fairforest and Lawson's Fork creeks and appropriate east/west connections.

One major potential east/west open-space corridor could be a "town/gown/mill" connection parallel to the Southern Railway line and Daniel Morgan Avenue. It would connect Converse College and Beaumont Mills site to the east, with downtown development sites and Wofford College, the Memorial Auditorium and Spartan Mills site on the west. This open space connection would tie adjacent neighborhoods, community facilities and recreation opportunities with the downtown. A major element of this plan should be a downtown urban open-space component which would link the various public and public/ private open-space opportunities.

The open space and facilities in Cleveland Park and Duncan Park provide a focus for the surrounding neighborhoods. Other such opportunities exist at various sites throughout the city and county, and we should not lose sight of these (i.e. open space and pond next to Spartan Mills).





## Transportation

### City-Wide Street System:

Within the developed areas of Spartanburg, because of the effect on neighborhoods, there are severe limitations to increasing the capacities of the major arterial streets by widening new rights-of-way or grade separations. The neighborhoods are the real strength of the city and any public improvement projects that may disrupt them can be detrimental to the city as a whole.

The City must develop a process which involves neighborhood residents in both decision-making and design of road improvements so that negative impacts can be reduced and positive solutions built into the plans. The existing street system should be improved, in general, by using sophisticated traffic management programs such as:

- computerized traffic signal systems;
- clear signage and pavement markings to direct major traffic flow;
- maximum use of existing lanes through enforcement of "no parking" and "no stopping" in critical areas during peak hours;
- development controls for curb cuts, set-backs, private signs, and landscaping along major arterial roads;
- creation of new or improved turning and storage lanes at critical intersections.

Only after these management-type solutions have been thoroughly explored should more drastic, higher-cost, construction projects be considered.

The Spartanburg R/UDAT concentrates on the downtown itself, and cannot, nor should it, attempt to address all of the city-wide traffic issues. However, several of the proposed improvements have a direct impact on the future of downtown, and for that reason are commented on below:

### Main Street Widening:

The proposed widening of West Main Street (Rt. 29) in the vicinity of Westgate Mall (Blackstock Road through Powell Mill Road) appears justified and needed to meet the growing demand for additional capacities and increased safety.

The need for improved east/west access was mentioned often by various segments of the community. The R/UDAT recognized that people perceive a need for improved traffic flow from Hillcrest to Westgate Mall. The team concluded that reasonable improvement can be achieved through the projects mentioned above. There is no available corridor through the densely developed area of the city for an additional new, continuous right-of-way from the east side to the west. Therefore, more modest improvements to the existing east/west arterials are suggested as the best solution.

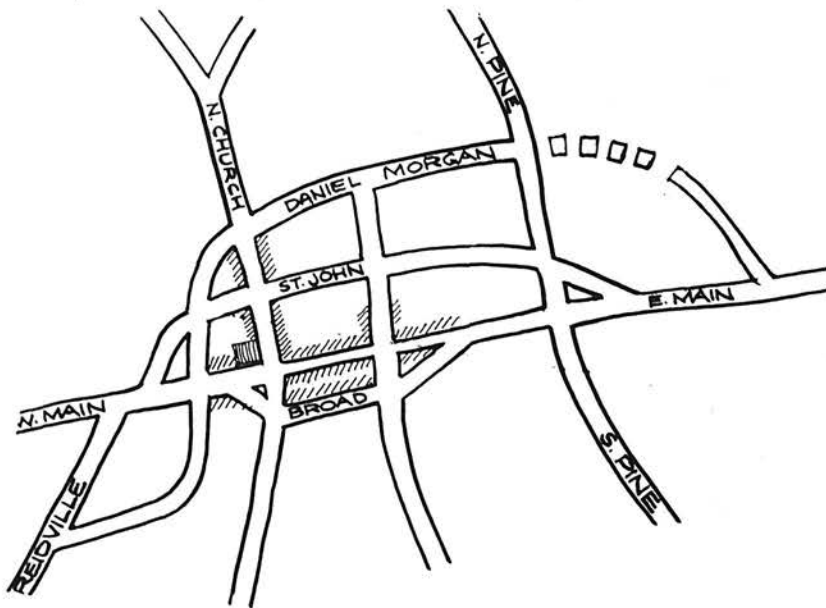
However, West Main from Powell Mill Road into the downtown is today one of the most attractive approaches to the city, establishing a good image with the landscaped median and "parkway" character. Before wholesale widening with removal of the landscaped median is established as the only solution, more detailed study should be made to accommodate the projected traffic flow within the existing right-of-way, retaining the landscaped area. If it is determined that removal of landscaping is absolutely necessary, replacement landscaping should be a part of the new design. It has been brought to our attention that the Men's Garden Club has taken on the task of landscaping many major roadways for the benefit of the community. Their commendable effort

should be better recognized by the public sector responsible for traffic planning. The Garden Club should be involved in improvements and proposed changes to the street system.

Paved breakdown lanes, selected center-strip turning and storage areas, curb cuts, and set-back controls on new and existing development along the road, as well as computerized traffic signals could improve the safety and capacity of West Main.

#### Daniel Morgan:

Daniel Morgan Avenue provides a major east/west connector in the inner city, bypassing the densely developed core and connecting both Reidville Road and West Main Street to Pine Street. The missing link, extending this roadway to the east to Drayton Road, connecting with Cannons Campground Road and East Main Street, should be pursued



as a priority improvement. Daniel Morgan will function as a downtown bypass road and should be treated as a boulevard or parkway on the edge of downtown.

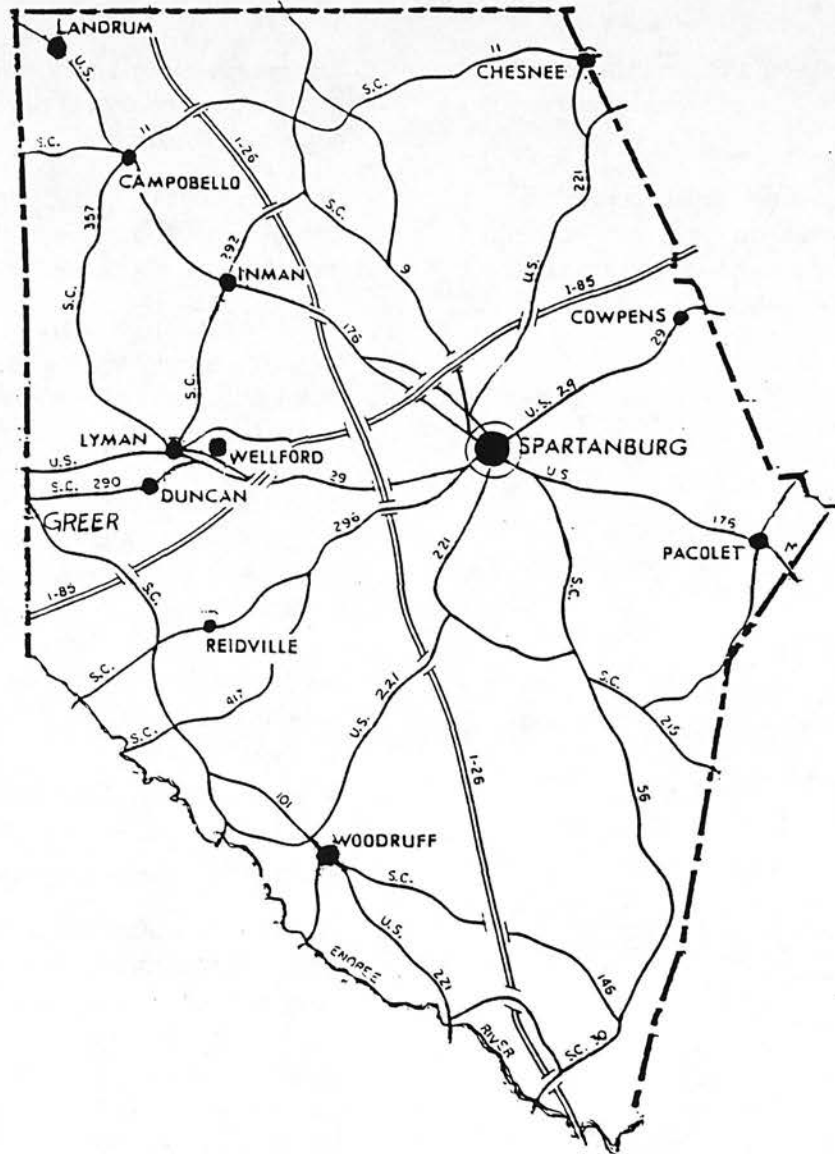
Upgrading traffic signal systems, now underway on all of the major arterials, should be expedited as a relatively low-cost way to improve traffic flow.

Special treatment of arterial roadways as they approach the center city should be developed. The image of Spartanburg begins at the interstate interchanges and continues along the corridors to the heart of downtown. A program for enhancing the positive elements of Spartanburg should be applied from the outermost approaches, throughout the arterial routes, to the inner entrances to the core area. Elements of this program would include landscaping, special directional signage and preservation and enhancement of vistas. Corridors deserving special treatment include:

- East and West Main Street
- North and South Pine Street
- Union Street
- North and South Church Street
- Reidville Road
- Cannons Campground Road

If downtown Spartanburg achieves the goals of economic and physical growth, further improvements to the arterial street system will be necessary. In most instances, any new rights-of-way for streets will come in conflict with other existing or proposed uses for the same land-use area. Carefully coordinated programs for replacement housing, expansion of commercial sites, joint development for roadways/public facilities/recreation areas, and in all cases, community involvement should precede any new major street proposals.

### SPARTANBURG COUNTY



## City/County Cooperation

As previously stated, the City and County are dependent upon each other in numerous ways. Both face upcoming changes in the way the City and County have done things in the past, political structures, federal and state funding resources and programs, limited financial resources and challenges from competing cities and counties. The City and County need to collectively chart a new course of cooperation and understanding, building new partnerships to face the future with a unity of purpose and pride.

The recent move to consolidate parks and recreation activities is a positive step in gaining efficiencies of scale in governmental services. These facilities should be seen as the basis of a regional network of facilities and open space and can be applied to other governmental services and areas of cooperation.



## Recommendations:

The R/UDAT Team recommends that the City and the County take the following actions:

- Institutionalize downtown Spartanburg's role and heritage and maximize its visibility and role as a county and regional resource.
- Work together in marshalling the various forces within the city and county to set a common agenda, focus, and direction for economic development, marketing, and promotion of downtown Spartanburg and its relationship with the I-85 corridor district, and other districts in the town and county.
- Develop a process and agenda for City/County cooperation, communications and action in a number of areas in which a combination of City and County resources can be utilized effectively to get more "bang for the buck."
- Create a special place downtown and ensure the concentration of the arts, the library, the museums, and other such public-oriented facilities originated in the downtown area.
- Develop the concept of "Interpretive Spartanburg" as a center and key community focus which interprets Spartanburg's unique past, present, and future in a unique, creative way by enlisting the support and assistance of various public and private groups and individuals.
- Assist and support various special interest groups in their efforts to build, maintain, and operate facilities and programs that benefit the community.
- Jointly develop a comprehensive open space plan which utilizes and focuses on existing natural and man-made resources that tie the system together and make it accessible to all.

Possible priority items and "quick victories" that should be focused on are:

- Spartan Mills pond
- Duncan Park amphitheatre
- Water Tower/Urban Water Park
- New Morgan Square/Main Street Connection/Spartan Food Plaza
- Spartanburg "Town/Gown/Mill" Open Space Connector
- Explore the ways in which the various educational institutions (Spartanburg Technical College, USC/Spartanburg) could develop a stronger visual and physical image and closer connections, and become a more integral part of the community.
- Develop similar connections and program opportunities with the industrial and international interests.
- Coordinate transportation objectives with land use, neighborhood and urban design concerns; they are not mutually exclusive to each other.
- Begin to explore, with Duke Power and other groups, ways to provide public transportation for those who are dependent upon it throughout the county.
- Establish a heritage education program for elementary and junior high school students through the use of tours of special interpretive history exhibits, tours, and resource centers.
- Work with the appropriate public and private entities in establishing a "Spartanburg presence" on the interstate highway system I-85 and I-26 at key interchanges.
- Seize the opportunity presented by the relocation of a portion of I-85 and work with the appropriate public and private entities to insure a

quality and compatible landscape treatment, lighting, and signage along its edges at the interchanges and entrances.

- Develop urban design guidelines for the development of buildings and sites which border on the new and existing I-85 corridor both to help direct new development and to encourage existing property owners to improve their facilities.
- Develop the major entrance corridors which lead to and from the interstates as a collective experience of entering and leaving the town and to provide a sense of orientation.
- Give these corridors appropriate landscape, lighting and signage treatments which allow the diversity and character of the area to have a presence, but which also give continuity to tie the corridor together. Priority corridors that need be addressed are:
  - Church Street
  - Main Street (29) W. O. Ezell Boulevard
  - Pine Street (585/176)
  - Reidville Road (296)

The Men's Garden Club should be a key player in this effort.

- Encourage existing property owners along these corridors to screen unsightly views and parking areas, consolidate curb cuts, and eliminate duplication of signage.
- The City should develop urban design standards for various uses which front these major town entry roads especially in the case of new car dealerships where the appearance is of massive parking lots.

Other cities and car dealerships have addressed this issue by exhibiting vehicles in landscaped settings as they appear in magazines and on TV. The attitude should be one of quality versus quantity. Daniel Morgan Avenue and other streets could well benefit from these design standards which make it special and compatible with its surroundings.

- Enhance existing City/County and County facilities and create a public presence by appropriate landscaping treatment to the site, buildings, and parking areas (i.e. auditorium, theatre, County court facility, County office complex, City Hall, etc.)
- Establish a working relationship and joint effort for the location and siting of future City/County facilities, expansions or relocations (i.e. county jail facilities).
- Broaden the planning process for downtown by reaching out to county residents.
- Determine the feasibility and user needs and benefits for making the suggested improvements to the municipal airport and how they could be marketed to complement economic development and downtown objectives.

## The Region: Upstate/Upcountry Area

This six-county area in the northwest corner of the state is a very diverse, scenic, and historic region, easily accessible via interstate highways from major urban areas. Significant tourist opportunities and resources exist within the area, such as numerous national and state parks and recreational areas, scenic highways and trails, historical battlefields, cultural sites, towns, and other remnants that shaped the old and new south. Spartanburg has a very important role and proximity to these resources; at the intersection of the interstate highway system, it is on the way to "some place" - Columbia, Charleston, Hilton Head, the Great Smoky Mountains, Atlanta, and Charlotte.

It needs to look at the opportunity of its regional location, its historical, industrial and educational elements as expressed through "Interpretive Spartanburg" and become a destination place in the region.

### Regional Tourism:

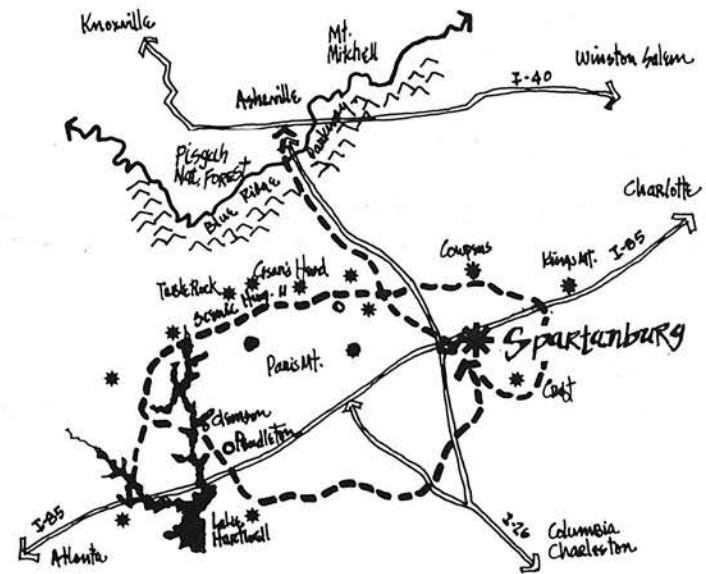
With all these resources within the region an effort should be made to connect and complement one another as part of a larger experience and attraction. A weekend (2 days) "scenic, recreational, historical Up-country tour" of the region could be developed, packaged and marketed. The tour would feature the scenic roads, bypass the interstate system and connect the various natural and man-made features and points of interest. Trips might be developed which focus on particular resources (i.e. historical, recreational, textiles, etc.). Spartanburg could become one of the logical locations for an overnight stop with its local cultural, educational and factory outlet facilities. With the creation/development of the "Interpretive Spartanburg" concept, it could well become the center. In the course of the R/UDAT visit it was mentioned that a yearly train trip is organized for a trip to the mountains. This idea

might be expanded and capitalized as part of the local/interpretive railroad heritage of Spartanburg.

### Regional Connections And Image:

The physical image and visual experience of the connections between regional centers and activities establishes a person's sense of orientation and place. The arrival at the Greenville/Spartanburg Airport is a very memorable experience of entering and leaving a place. Its outdoor concourses, its landscaped parking lots, and its winding landscaped roadways present a very favorable image to the traveler. The quality design of the facility, and the site and infrastructure design within the regional landscape are examples of what can and should be developed in other areas.

Application of this kind of quality design should be encouraged on major roadways leading from the interstate to town centers, between various local activity centers, and in new commercial and industrial PUD developments.

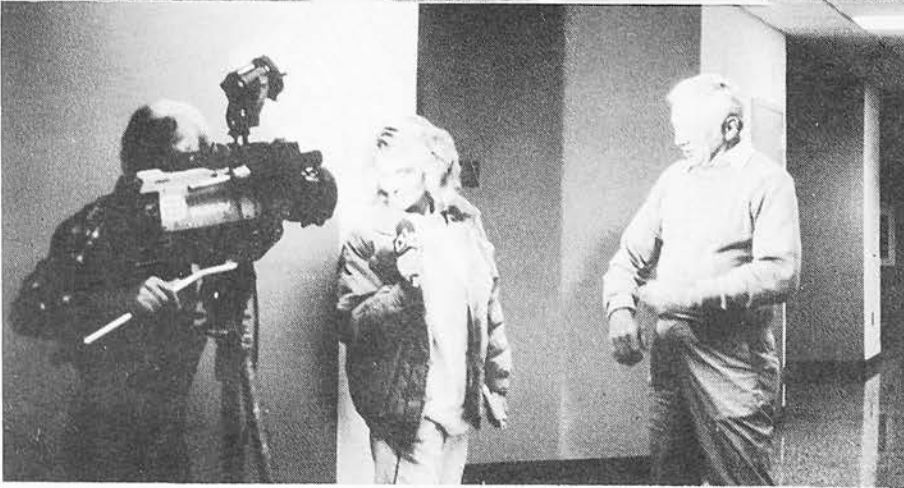
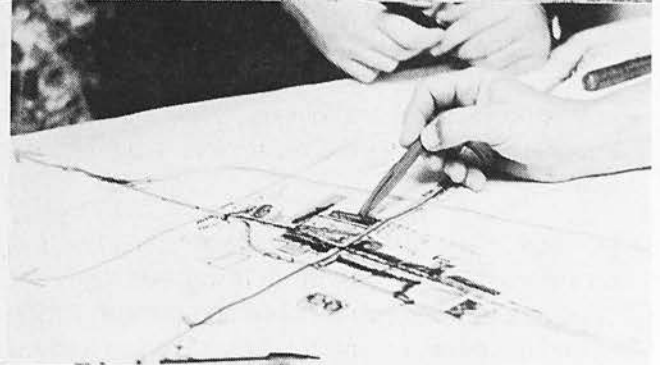


## Recommendations:

The City and the County need to:

- determine their appropriate collective and individual roles within the region (six-county Upcountry and Spartanburg/Greenville area) reinforcing their strengths and capitalizing on their uniqueness, recognizing their weaknesses and the role and strengths of other communities in the region or area.
- determine a common agenda and list of priorities so that they can focus their time, energy and resources to develop their plans within the region.
- evaluate proposals for joint or shared facilities between adjacent counties. Such facilities as airports make sense, others may not. Evaluate them carefully.
- take advantage of your location within the state and region and play an active role in promoting, lobbying, and marketing your ideas and concepts to appropriate public and private officials in the areas of economic development, tourism, historical and cultural opportunities. (i.e. "Interpretive Spartanburg").
- investigate the feasibility of developing and marketing the Upcountry weekend tours with other communities and entities within the region.
- play an active role in the I-85 corridor task force to promote quality patterns of development and an overall concept for the corridor.
- jointly develop a "Regional Presence for Spartanburg" within the region (i.e. with quality visual exhibit or display at Greenville/Spartanburg Airport) and other similar locations throughout the region and adjacent urban areas. (Charlotte, Columbia, Charleston, Atlanta, etc.)
- establish agreements with Greenville to promote cultural and community activities and events.
- promote joint cultural exchange programs with various arts groups; and to promote friendly competitive events (i.e. a home and home, minor league baseball series between the respective minor league teams).
- increase the calendar of special events that draw regional attention to downtown.





# Doing It

Spartanburg is unique, and yet similar to hundreds of cities which have developed countless plans over the last decades. Some of these have been implemented in various piecemeal fashions and some of these have remained on the shelf, gathering dust as isolated objects. Today, Spartanburg is a community that is at the "crossroads of its future." Again it is facing decisions, maybe at the same scale or with the same impact, or maybe more importantly and directly related to its own future. There are decisions by which it can control and shape its own destiny and with which future generations will live. Previous well intentioned but unrelated decisions from the pressure of differing purposes and agendas are history: we can learn from them, but we must go forward and create the new history of Spartanburg.

Downtown Spartanburg has hopefully bottomed out, and it will either take the "quick fix" route or "bite the bullet" and make the commitment for the town's future. "Cookie cutter" solutions in other places have not worked. Spartanburg must go back and rediscover its roots and purpose, redefine who and what it is, and build a new role and image for a more diverse populous, a common ground and a special place. The R/UDAT team has heard comments regarding the issues before in many other communities, but the most impressive fact that we have seen demonstrated has been the passion, sincerity, and untapped energy in the commitment to the "Spartan Spirit." That spirit and energy need to be marshalled and focused on downtown Spartanburg.

Spartanburg is a nice place in which to live. It has maintained a livability and high quality of life. It is home for its captains of industry, its community leaders, its citizens young and old, black and white. That concept of "home", of being someplace, USA, and the spirit of the community are being challenged once more in the future of its downtown. Time will tell how well the community will meet this challenge and recognize its uniqueness of place.

## Spartanburg 100 R/UDAT Report & Recommendations

The Spartanburg R/UDAT study in and of itself is not a final plan or the "end all" of all planning exercises. It is the start of the process, the "tip of the iceberg." It has brought together many segments of the community to focus on the importance and future of downtown Spartanburg. It has helped to establish a common understanding of downtown, its role and relationship, and a vision and key concepts for the future which tie things together. The study has presented do-able recommendations, actions and strategies that will establish a future course and reinforce the best of the past. It needs to be your plan. You, the community, have had input into the ideas presented and to the process. You need to continue, expand the process and make the decisions to move forward and implement the recommendations of the Team.

The city, through its various resources, needs to distribute the report and:

- establish a process that will focus on the team recommendations through a series of task forces and community meetings with special interest groups and the general community to openly, objectively, and constructively review, discuss and debate, and gather support for the Team's recommendations;
- accept some recommendations as is, modify and develop some in more specific detail, while keeping the basic intent and spirit of the original ideas. Some will need further professional assistance to be implemented, while others may be delayed, postponed, or determined to be not appropriate, necessary, or feasible at this time. Some recommendations require immediate action to change an existing course. Some will be relatively easy to do and can provide quick victories to keep the momentum and enthusiasm, while others will take time and patience to realize. Have patience and keep the faith and spirit. It's like the aging of a quality wine.

When the team's recommendations have been discussed, and a community consensus is achieved, the Mayor and City Council should adopt the recommendations, establish City policies, priorities, and strategies, and develop the necessary plans.

Most of all, celebrate and build the New Spartanburg!!! DO IT!!!

## Timing And Phasing

Timing and phasing are Spartanburg's keys to success. With the groundbreaking of Spartan Foods' tower, signs of optimism can be seen in a series of public improvements and private development proposals seeking City assistance, actions, and approvals. One of the conditions of the R/UDAT visit was that these public commitments could not be made until after the visit and that these recommendations on these issues then be made public and seriously considered.

Development is obviously coming. Keep the faith!!! Don't become too anxious. Set the standards and guidelines high. Don't let marginal or unattractive past development set the standards for the future and don't compound financial burdens. The decisions that you make now will be with you for the next fifty-plus years.

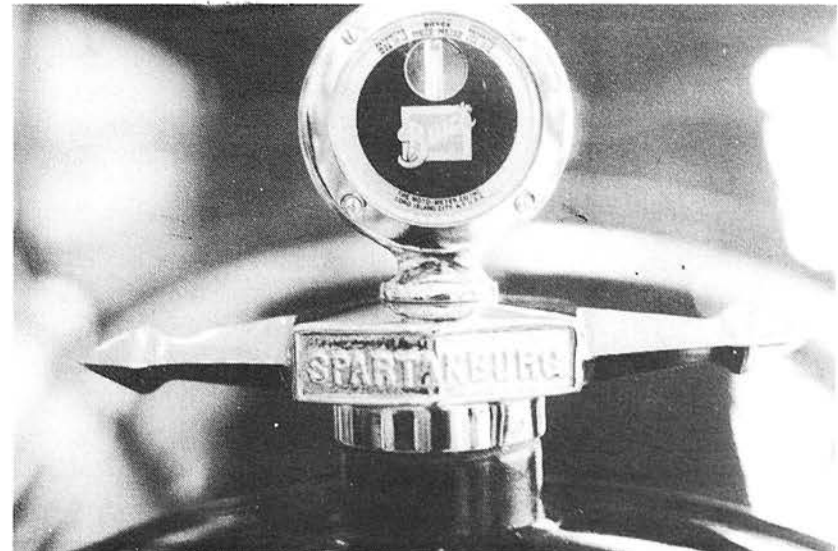
The development of the New Morgan Square and the Morgan Square district will take time. In most cities it has taken 8-12 years to implement from the time an idea gains credibility, laws are passed, parking is created and relocated, designs are finalized, financing is obtained, utilities are relocated, and numerous other things are accomplished before the project is complete. It will not happen overnight or in a year.

It would help to have a flow chart of what needs to be done and who is responsible for doing them. Don't forget the little things. Identify key

benchmarks so that you know progress is being made. Be flexible and be prepared to adjust, but keep the central concept in mind and do not get frustrated by required adjustments. Changes are inevitable. The plan is only the beginning. It is the implementation that takes the work and time. Be prepared for the long haul and you will be less easily discouraged.

In Spartanburg the time is now!!!! As previously mentioned, the Mayor and the City Council will be asked to approve a number of pending programs that will greatly affect the quality and future of downtown.

R/UDAT considers these immediate actions to be paramount in downtown's future. As the team was presented the facts regarding timing, it saw no critical time lines that could not be adjusted to enable the recommendations to be implemented. This "time out" is little to pay for designs that will be with us for decades.



## Immediate Actions

The Spartanburg R/DUAT team strongly recommends that the Mayor and the City Council consider and implement the following interrelated and dependent actions which are crucial to the downtown.

1. That they commit themselves to the concept of reopening the Main Street Mall to two-way vehicular traffic with a straight alignment and no parking, and that they do not approve the implementation of the current proposal that has been developed.
2. That concurrent with the commitment to reopen Main Street, they commit themselves to the concept of re-establishing New Morgan Square as a new major civic downtown Spartanburg urban open space of the highest quality and design.
3. That they "take a short time out" and hire a quality interdisciplinary urban design consultant within the next 60 days to develop an urban design framework plan for the downtown. Major priority issues to be dealt with would be:
  - the design of the alignment and treatment of the Main Street improvements;
  - the development of an "urban design envelope" for the size, shape, and 3-dimensional form of the New Morgan Square and urban design guidelines for the adjacent "opportunity block;"
  - a phased circulation and parking plan for the implementation of the major downtown concepts (i.e. Main Street Mall reopening, the New Morgan Square, and Morgan Square district);
  - the development of the other key elements, concepts and design guidelines for the downtown urban design framework plan.
4. That the downtown urban design consultant establish the urban design criteria and design for the New Morgan Square and work with proposed developers to make sure that development proposals are consistent and compatible with the urban design criteria and the framework plan.
5. That the City prevent the Cleveland Hotel from being demolished, and that it enforce the commercial maintenance code, and secure and stabilize the building from further deterioration or vandalism, and that they actively pursue creative renovation and reuse schemes with the private sector in a public/private partnership.
6. That the City develop a concept of an expanded Morgan Square district which reinforces the concept of Morgan Square in activities and uses within the context of the urban design framework plan. The district and Morgan Square should become one of the City's top priorities and focuses.

Much success of "DOING IT" will depend on the outcome of City actions on these "immediate action" items.

## "Change"

Change is a difficult concept to define anywhere and maybe especially in Spartanburg. Change is all pervasive, touching every aspect of life, irreversible, continuing even in periods that seem stagnant or retrogressive at a rate, speed and sequence that varies with place and participants. It follows diverse patterns and has unexpected repercussions. Change has been a constant since the world began; however, in recent times its dimensions have been greatly altered. Change does not always mean progress. Rather it is not either inherently good or inherently bad. But it does have consequences that can be positive or negative depending on your point of view or perspective. Change is one route from the past to the future.

Change has had a special significance and meaning in Spartanburg. Events and activities in Spartanburg have impacted world supremacy and politics, international and national economics, and manufacturing, as well as national and regional industrial and social reforms. Change is also imminent in Spartanburg's future, as it is at the crossroads of change politically, physically, and socially.

## Political Changes

To paraphrase an old maxim: "The future is not made by politicians or R/UDATs but by living men and women seizing the tomorrow by working and planning today!" . . .so to add to the call made at the Town Meeting, these recommendations are to gain, for all the citizens of Spartanburg, "faith in tomorrow."

Whatever is proposed, whatever is done, must be politically achievable and politically backed. Politics is not a four letter word in any sense.

Our national constitution deliberately sets out our political system. It is a part of the guardian of all human rights, protecting the individual from sanctions, intending to give the electorate the power to seize tomorrow.

The recent changes in representation on the Spartanburg City Council and the future changes in the County Council from at-large to single member districts will have a profound change in the perceptions of all persons in the city and county. Some actions that are tempting must be avoided. After an election, a City Councilor who is elected from a district must become a CITY Councilor, that is they must have the entire City's welfare in mind and push for what is best for all Spartanburg. However, this should not diminish another very important function of the District Councilor and that is to sensitize the other members to the needs of the District. This happens in some cities and not in others. It will happen if there is a profound regard for all opinions presented.



#### Recommendations:

- Each District should organize a District Committee to work with the Councilor, the Mayor and the City Administration in setting and achieving the Goals of the District.
- The City Council, the County Council, and the County School Boards meet in a retreat setting at least once each year to set the next year's goals and areas of cooperative work, recognizing the concerns of "double" and "triple" taxation and finding ways to cut duplication.
- Soon after each election, the District Councilors, in concert with the District Committee and the Mayor, should determine a list of not more than ten goals for the City/District for the next year. Each year, in a District meeting, the work of the previous year is evaluated and a list of newly prioritized goals is made. At a subsequent town meeting, all Districts should present their goals to the Council (and the City). Time should be given to each District to "lobby" for any/all of their goals. Approximately one week later, the Council and Mayor should meet in a weekend retreat, in the city, and prioritize the goals for the city. A timetable for accomplishments is then presented by the City administration at the next regular Council meeting. This will open up the system and change any preceptions by anyone that they are excluded from it.

What is important is to change perceptions. Whether it is wrong or right, what people perceive, to them, is the way things are!!

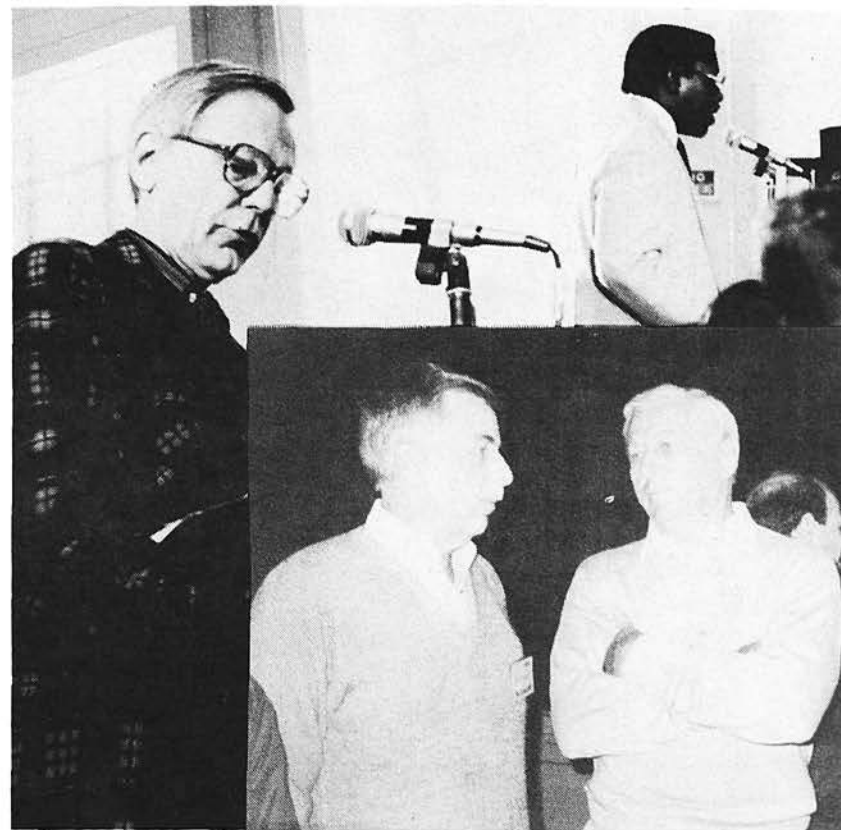
## Community Leadership And Commitment

Leadership is the single most important element in "Doing It." It may be the energy and vision of a single person, a group of concerned citizens, or the community-at-large that will make it happen. But somebody has to lead and be the point person or group where "the buck stops here" applies. In order to lead there must be a commonly shared vision and goal of what downtown Spartanburg is to become. The leadership must be given the responsibility and have the capability: to marshal and focus the various forces and resources; to forge the necessary partnerships and connections; to create an environment in which a clear, common downtown development vision and strategy unique to Spartanburg can be successfully communicated and implemented and to gain the support and participation of the major players.

### Recommendations:

- The City must take the responsibility and leadership to make the commitments and put in place the accompanying policy decisions that re-establish downtown Spartanburg as a major focus and community resource for all sectors of the city and county.
- The City must forge the necessary partnerships and develop the necessary processes and tools to play a leading role in guiding and directing incremental quality growth and development over time.
- The City must focus the responsibility for the redevelopment of downtown Spartanburg in one particular group which has the people and financial resources to make it happen and is directly responsible to the Mayor and the City Council.
- The City needs to ensure the continuity of purpose, programs, resources, and leadership in whatever group or individual it designates as being responsible for developing and implementing the downtown plan.

- The City actions must reinforce the pursuit of the single vision and the quality development of the major concepts for downtown Spartanburg. Don't settle for second best.



## Partnerships/Process

Meaningful partnerships between a variety of public and private sector entities are necessary for "doing it." These more formal types of agreements and commitments need to be made between the major players and forces affecting downtown so that a common vision and set of objectives can be commonly pursued.

Partnerships are necessary rather than a simple collaboration or a loose, ad hoc association of interests. The key ingredients are people, the risk of failure, and the commitment to implement with every player in the partnership to be a full resource for the effort. Partnerships that actively need to be pursued in Spartanburg will take many different forms, some quantifiable, some qualitative, but not less valuable.

Partnerships need to be established between the public and the private sectors, the community and the City, and between public entities. All levels of government, City and County, between the various colleges and institutions, the textile and industrial leaders, the Chamber of Commerce and the Development Council, social and special interest groups, and between various agencies, organizations, and departments that are all interrelated to make the process work.

All processes in these partnerships need to be accountable, have the flexibility to re-evaluate and deal with change, have credibility in government and in the private sector, and the ability to recognize and respond to different agendas, roles, and time frames. Government and the community must mutually understand the development process and how to make it operate in the best public interest, and the private sector must openly welcome predictable design reviews which view citizen input as a resource and assist, while attempting to investigate and develop new innovative and creative approaches in establishing partnerships with the public sector.

## Recommendations:

- The City must develop partnerships with the major public and private institutional forces, directly and indirectly affecting downtown, so that a common vision and goals can be established and a set of development objectives jointly pursued.
- The City must work with the County, the Chamber of Commerce, the Development Council, the downtown merchants and property owners, special interest groups and the development community to pursue immediate opportunities as well as long-range goals for the downtown.
- The City and these various groups need to meet and recognize each other's respective development objectives, expand the dialogue in all directions, establish a common agenda, and seek opportunities for joint action.
- The City and the County should get together immediately and identify areas of common interest and concern and set a strategic agenda, action plan, and time table for addressing and implementing these issues. Some immediate opportunities to address might be:
  - The location and siting of various City/County facilities (i.e. Arts Center, library, rail museum, etc.)
  - The landscaping and maintenance of various City/County facilities (i.e. auditorium, County building, jail, and town entrances)
  - Issues of community image and urban design.



## Communications/Connections: Reaching Out

Communications is a two-sided, ongoing process which takes many different forms and forums. An informed, active, supportive community is vital for the success in any planning or downtown redevelopment effort.

Community support comes from a series of connections to various special interest groups and the community-at-large whereby they can see the relationship between their goals and agendas with larger community efforts and focuses. Spartanburg needs to reach out now to realize the potential of its downtown. It is of major concern to all elements of the public and private sectors of the community.

The R/UDAT Town Meeting was reported to have been the first town meeting held in Spartanburg to discuss community issues and receive community input. This type of effort and others need to be continued and expanded if the momentum and enthusiasm is to continue.

In an effort to reach out to the community and increase the community's awareness, education, and participation in the democratic process of government and planning, the R/UDAT team would like to make the following recommendations:

- The City should conduct a series of quarterly town meetings in 1989. They would provide an open forum and an opportunity for community education and awareness to discuss, inform, exchange ideas, and debate issues of neighborhood, community, and city-wide concerns. They should focus community input on specific issues to provide a basis for community consensus. The City Council should facilitate the meetings (or someone they appoint) and set a strategic agenda for discussion. Each district Council person would submit a list of

action agenda items that he and his district would like to have discussed in the coming year. It could range from neighborhood planning issues to city-wide concerns. The Mayor and the Council would then determine the agendas and focus for each Town Meeting. The first meeting in '89 might be a discussion of the Spartanburg R/UDAT recommendations.

- The City needs to develop an appropriate vehicle for establishing communications for an ongoing dialogue and connections of purpose with a number of existing community-wide special interest groups and resources. This means recognition of the differences in purpose, agendas, perspectives, and the way they do business.
- The City may want to consider the idea of utilizing task forces to establish communications and connections with specific groups. It would involve more people, build a broader base of support and spread the work load as no one person should or can do it all. Keep the task force small and focused (one or two agenda items initially), the effort short in duration (may lead to an on-going effort, let that evolve through accomplishment) and work the group hard. Use their work or you'll lose their support. Suggested groups to start the communications process with:
  - Colleges and universities: to determine potential joint community/college programs, activities, and resources;
  - Textile industry: to investigate a role and participation in downtown development concepts and community commitment (i.e. interpretive Spartanburg, historical resources);
  - Black community: in economic development, neighborhood planning, and job opportunities, "a piece of the pie;"

- International community: their potential role in downtown re-development, regional and community image, and connections to the I-85 corridor;
- Spartanburg County: joint planning and urban design functions, inter-governmental cooperation, communications, and regional marketing issues;
- Arts Council: public art, design review, and site selection for arts center;

- Downtown Community: organize them into an active, up-front action-oriented group marketing and promoting programs;
- The City needs to communicate and establish a presence with the larger market area and the region that Spartanburg serves or potentially wants to serve. "Spartanburg is alive, well, and on the move."
- Be aggressive. Publicize your successes and learn from your failures. Build on them and move forward!!!



## The Black Community: Mainstream Or Its Own Stream

As revealed in a history of past events, the black community has experienced the ravages of segregation, the lack of representation, and participation. Hopefully these days are over and we have learned from past experiences and mistakes. We can now look ahead with some degree of optimism to build Spartanburg to become the best community for its size in the South, open in every respect to persons of every race, color, and opinion, making them feel welcome and at home. The path is difficult and full of obstacles. The black community is experiencing change within itself as to its own goals: its leadership and role within the various contexts of the community are changing. Mainstreaming has been mentioned as a popular concept and this opportunity should be available to the black community when they feel they are ready and want to be involved at this level.

The white community needs to understand the black community's needs and be ready to assist them in various ways when they ask for assistance. Ways need to be developed in which they can gain economic security that is for more than a few; can attain and maintain standard housing, home and business ownerships; and can attain "hands-on" experience in job opportunities that can lead to getting their "piece of the pie." As the leadership roles and positions evolve within the black community, these leaders need to find ways to participate with the white community as active players in the future of the total community. Being divided only keeps them and the overall community from achieving their goals. Although the R/UDAT team did not talk to a majority of black representatives, it did talk with a variety of members of the black community and would like to offer the following suggestions which can play a role in downtown and its surrounding neighborhoods:

- The demographics of Spartanburg from the 1980 Census, updated to 1988, indicate that there is sufficient income (and therefore capital) in the black community to start a bank that is not only staffed by black officers and tellers, but has a significant black ownership. This can happen in several ways: a regular bank, a savings and loan, or even a credit union. It seems that the better way, at the present time, to quickly get started and to bring local staffing and ownership as much as possible, the bank should be a branch of a local bank, at least at the beginning, which could later spin it off as a completely separate entity. This would change the perceptions that the black community can not come into the "mainstream" and allow black entrepreneurs to flourish. Other businesses could then be started, such as a Farmers' Market near the downtown, restaurants of all kinds, grocery stores, art galleries, etc.
- Start a black economic development council that could focus on the priorities of the black business community modeled after successful organizations in other cities. The idea is not to create a separate entity, competing with the existing organizations. It could work with the present groups but must be maintained so that it will not be perceived as a puppet. These groups have different names. In itself, the name is not so important as doing it to create business opportunities for the black community to reinforce downtown and its neighborhoods!
- Demonstrate programs to improve the quality of neighborhoods and economic development in the minority community neighborhoods: housing improvement and job opportunities.

The key in "sharing the pie" with a minority community is to give it hope and vision toward the future. Home ownership and a job have been the backbone of the middle class in America.

Programs that have been utilized in other communities that Spartanburg might learn from and adapt to its needs are:

- Housing. The Macon (Georgia) Heritage Trust has been successful in rehabilitating low income housing in historic districts with private investment.

Investors are from Macon, buying the packages that are put together by Macon Heritage, a non-profit organization. They can make the economics work when purchase and rehabilitation do not exceed about \$25,000 per unit.

Spartanburg has the investment capability to execute a similar program. Many of the intown neighborhoods, especially the mill villages, appear to be eligible for Historic District status.

The actual rehabilitation work should be used as an opportunity for the minority community to find employment. Using minority contractors, or, at a minimum, minority labor, could begin to build a minority rehabilitation construction industry in Spartanburg.

- Jobs. In discussions with industry leaders during our brief visit, many commented on the shortage of labor throughout the state and in Spartanburg. This is in consequence of their success in bringing industry to the area.
- MBE/EEO Programs. With 41% of the city's population being minority, it is important that the City and the County establish programs and opportunities in which all segments of the black community can participate and eventually get "some of the action." The City should establish a Minority Business Enterprise and Equal Employment Opportunity program based on realistic goals which respond to local resources. This participation should provide meaningful experiences by which minority-owned businesses,

employment opportunities within larger white-owned businesses, and opportunities for youth to gain on the job educational and technical training experiences would be available. The black resource base needs to be developed, and it could start with black involvement in awarding various City contracts and projects, with public monies, involved in the rebuilding of downtown. There have been many creative and successful programs developed around the country with many interesting opportunities, while some have been not so successful. Spartanburg should learn from these programs and develop a meaningful program which is tailored to its own local needs and resources, and which help build the Spartanburg of tomorrow.

- Participation In The Neighborhood Planning Process. With the establishment of a neighborhood planning process, the black community has an opportunity to participate at a level of community involvement and action that has direct influence and impact on their neighborhood and what they want it to be. They should take advantage of this opportunity and become an active participant. It is your district and your neighborhood. Help determine its future.

These recommendations would be to help more of the 41% of Spartanburg's citizens who are black into a better economic situation and role in the community, change perceptions, and hopefully, give a start in the right direction. More directly, these and additional recommendations need to be developed and tested with the black community.

## Commitment To Quality: Design Of The City

"Cities are man's greatest and most intricate works of art." City making is one of our richest forms of self expression in which every citizen can take part, and which never realizes a conclusion. Architecture and urban design are the products of city building. The quality of these products and actions represents the values and commitment of the community through time.

The public administration of both the City and of the County of Spartanburg has the leadership role and responsibility for the design of the city and its various components. They have the ability to transcend individual property lines and agendas, to establish an overall community vision, to set qualitative standards and processes, and to establish a level of quality by the examples of what they build in the public realm and what they encourage and demand from the private sector. We depend upon this public leadership to build upon existing public and private examples of good design, such as the Spartanburg/Greenville Jetport and the Milliken complex, to recognize the quality of historic resources and to work with the community and the private sector to build with pride the quality of tomorrow.

Don't settle for less than the best. It is for your children and your children's children and their future that you are building, crafted and built with pride.

In an attempt to upgrade the quality of urban design, public architecture and community image, the R/UDAT Team recommends the following actions:

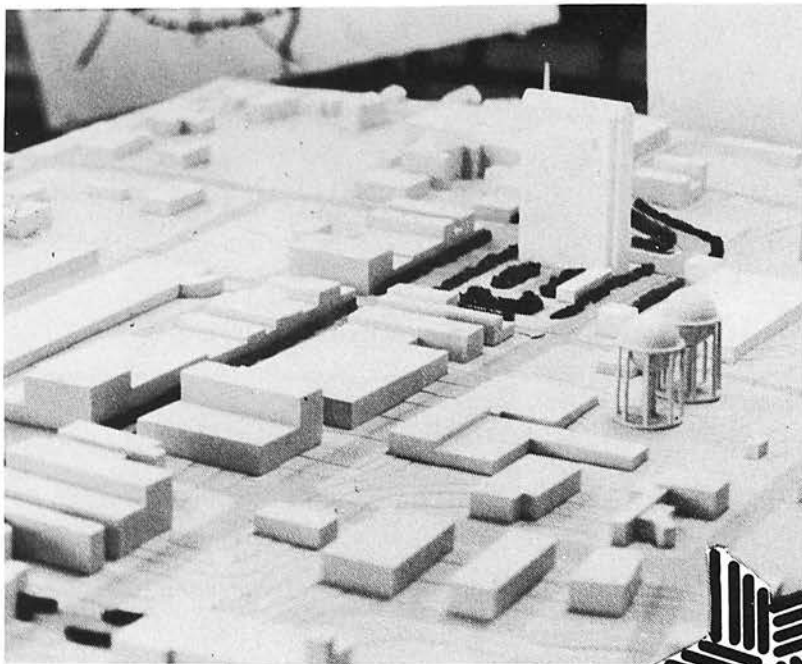
- The City and the Arts Council should consider architecture and urban design as an "art form" and work together in a public/private effort to create a "foundation for a quality community." Spartanburg's leaders

of industry, of the major corporations, and of the new international firms, and other private sector entrepreneurs would invest in a foundation that would make a commitment to the quality and future of the community. The fund would pay for the design fees for new civic buildings, open space, public art, and the rehabilitation and public reuse of significant historic structures.

The foundation might be patterned after the Cummins Engine Foundation of Columbus, Indiana. That foundation agreed to pay architectural fees for new schools, and later expanded this agreement to include public buildings, with the stipulation that distinguished national architects be selected as designers. The school board or city would have independent control of the project, design, and budget, including selection of the architect from a short list proposed by a disinterested panel of two of the country's distinguished architects.

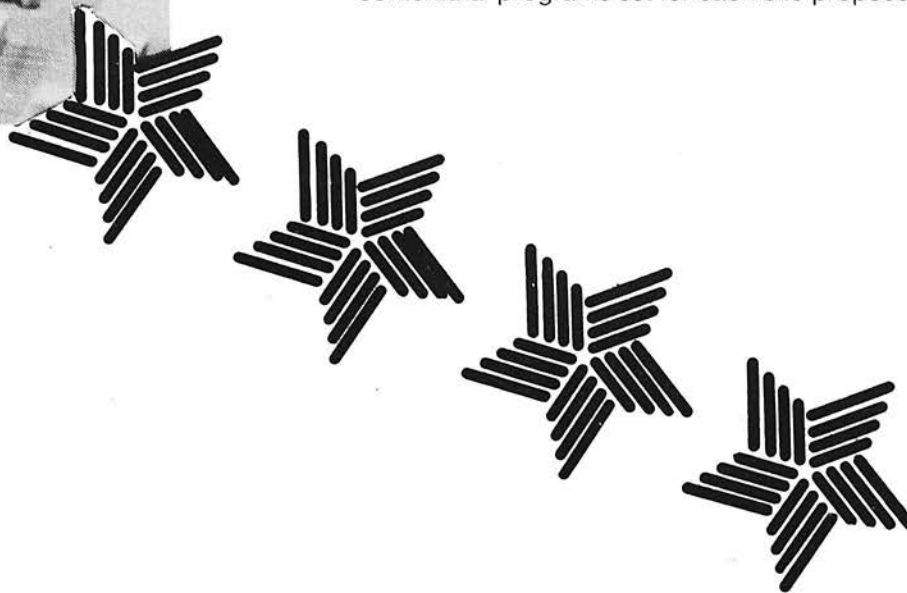
Such a program has raised the level and quality of architecture and urban design a hundred fold, and has expanded its original intent to include improvements and storefronts and creative renovations, senior and low income housing, churches, public utility buildings, fire stations, libraries, jails, newspaper printing, urban shopping centers, banks, and other community facilities. Columbus, Indiana, a town of similar size, proves that it can be done--with appropriate private sector commitment. The opportunity exists to set a new standard of quality design for the city. Spartanburg and its leaders can do it!!!

- That the City and the County establish an appropriate objective urban design review process with qualitative urban design guidelines that will guide and direct the development of key public and private projects. Don't let marginal or unattractive past development set the standard for the future.



- The City and the County, along with the Arts Council and other special interest groups, should adopt a "percent for public art" program. Spartanburg has a strong and active Arts Council, yet there is no recent example of public art in the city except for the mural on the Evans Center. It should expand its programs to include public art in the city as one of its major focuses and establish a visible presence of "art in the city."

Opportunities for public art exist in many different forms on current projects such as the Main Street redesign, Spartan Foods plaza, the Water Towers park project; in existing facilities such as the new County complex, entrance plaza, Memorial Auditorium; and in proposed projects such as the New Morgan Square, arts center, museum, library, jail facilities, and town entrances. An overall program needs to be established and appropriate locations and contextual programs set for each site proposed.



## Improve The Planning Process

Spartanburg must improve its public planning and decision making process in regard to its planning efforts. Currently there are a number of public and quasi-public agencies and entities that are dealing with planning and design issues which impact the downtown and the R/UDAT recommendations. No one group or individual is clearly in charge or responsible. The City staff, the County, the Development Council, the Chamber and others are all involved in bits and pieces and are marching to different drummers.

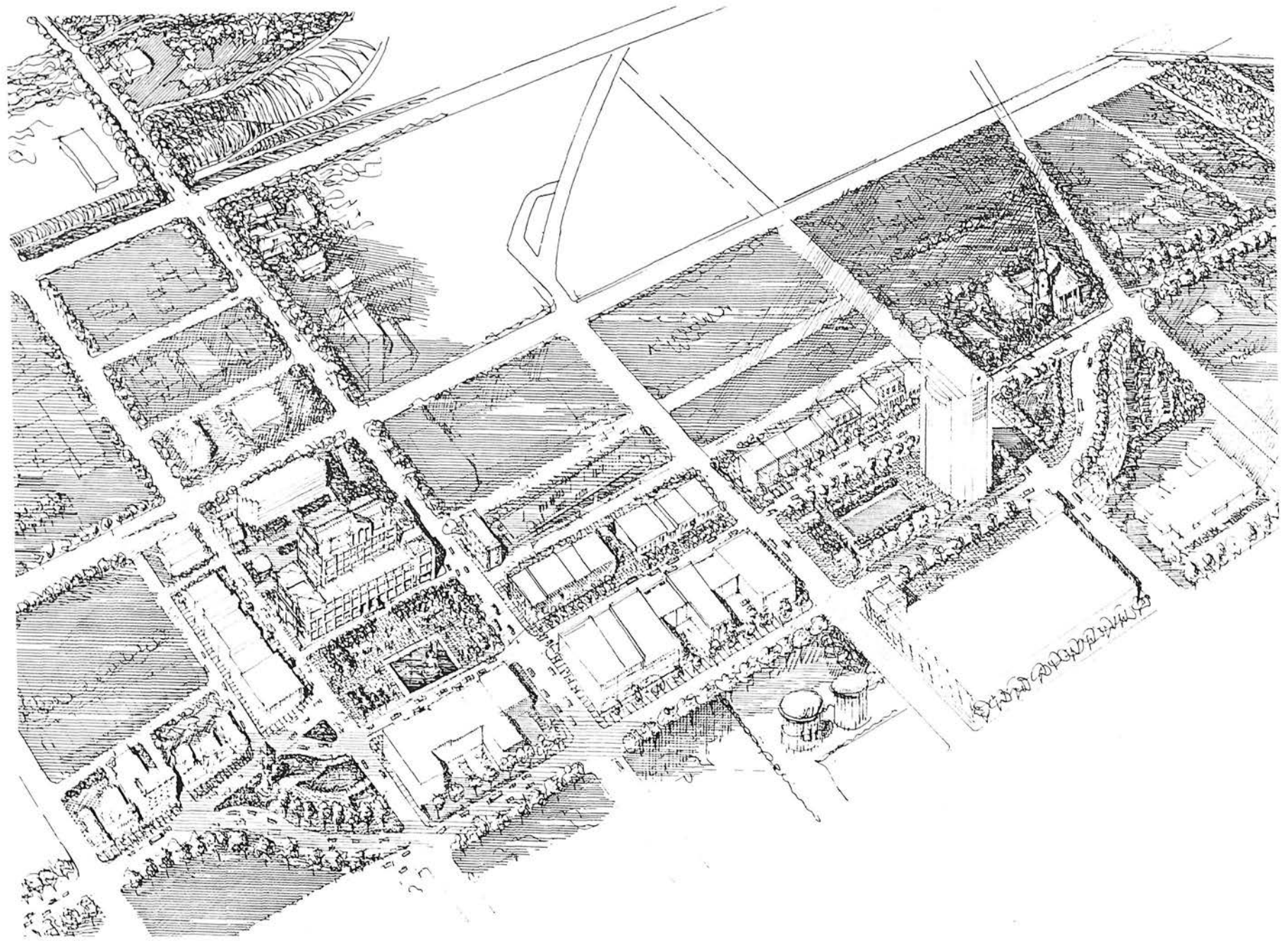
The process needs to be strengthened, expanded, and made more accessible to the community. A stronger commitment is needed to citizen involvement, coordination between public entities, the sharing of information, public notice and awareness, and access to the decision making process. Clear objectives and strategies must be developed as part of a citizen-based planning process.

### **Recommendations:**

Consider the feasibility of consolidating the various planning department activities and resources of the City and County by establishing a single, joint City/County interdisciplinary planning staff. It would be a single point of responsibility with direct lines of communication, coordination and the ability to share and expand its resources. It could provide a greater degree of professional expertise and community service to greater numbers of people. A new organizational structure could streamline many of today's duplicated functions, be more efficient, and be more directly related to community needs and priorities. Initial major focuses should include downtown planning, neighborhood planning, urban design, and economic development departments and expertise. All areas of the City and County could benefit from the same resources.

The City and the County should take the following actions:

- establish a neighborhood planning process and look at new models for providing quality action-oriented (SWAT team approach) planning efforts;
- expand the existing staff expertise to include the areas of physical design such as urban design, landscape architecture, historic preservation, etc.;
- develop and adopt specific performance criteria and guidelines for key development sites and districts so that developers can apply them in advance, so that their proposals respond to the Council's intent and they have better expectations of the Council's response;
- establish a public design review process for all projects which involve public monies;
- establish a design review process for projects in the city and the county which are in high impact areas or districts;
- link the process of capital investment decisions directly to the objectives developed in the downtown and neighborhood plans through a more formal process of capital planning and citizen participation.





# Spartanburg R/UDAT

## "The Team"

Ronald A. Straka, FAIA, Chairman	Denver, CO
Brian Bash	Philadelphia, PA
Richard A. Beatty	Newbury Port, MA
Jan Leslie Cook	Washington, DC
John Desmond, FAIA	Baton Rouge, LA
Charles Harper, FAIA	Wichita Falls, TX
Peter M. Hasselman, FAIA	San Fransisco, CA
Dennis Pieprz	Boston, MA
James R. Vaseff, AIA	Atlanta, GA
Ted P. Pappas, FAIA (Honorary Member)	Jacksonville, FL

## AIA National Staff:

Pete McCall  
Marjorie Valin





Back Row (l. to r.): Ron Straka, Dennis Pieprz, Jan Cook, Pete Hasselman, John Desmond  
Front Row (l. to r.): Rich Beatty, Ted Pappas, Charlie Harper, Brian Bash, Jim Vaseff

## RONALD A. STRAKA, FAIA, CHAIRMAN

*Architect/Urban Designer . . . . . Denver, CO*

Ron Straka is currently deputy director of urban design for the City and County of Denver. Involved in the R/UDAT program for more than 18 years, he has served on 12 previous teams, chairing eight, and assisted over 30 communities as a team member or an evaluator of follow-up activities. Straka has also served as chairman of the national R/UDAT program, and as a member of the R/UDAT task force and the AIA Urban Design & Planning Committee.

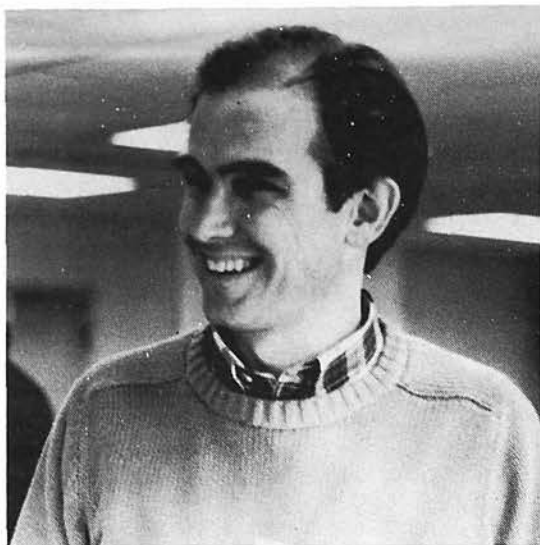
For his contributions to architecture, urban design and the AIA, Straka received the Institute's highest service honor, the Edward C. Kemper Award, in 1977. He also helped write the AIA book, *Urban Design in Action*, which documents the R/UDAT's 21-year history.

Prior to his public position in Denver, Straka worked with an Ohio architecture firm and headed an urban design practice in Boulder, CO, dealing with small and larger communities throughout the West and Midwest.

Straka received a B.S. in architecture from the University of Cincinnati and an M.S. in architecture/urban design from Ohio State University. He has taught and lectured on architecture/urban design issues.



*Brian Bash*



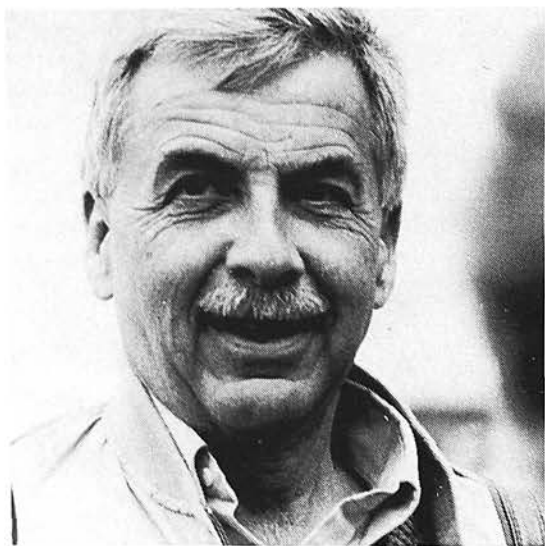
## **BRIAN BASH**

*Economist/Real Estate Consultant . . . . . Philadelphia, PA*

Brian Bash, manager of real estate advisory services for Pannell Kerr Forester in Philadelphia, specializes in market and financial feasibility studies, real estate investment strategies and development and financing plans. He has served on R/UDATs in Topeka, KS, and Moore County, NC, and has worked in numerous small communities for private developers and public agencies.

During 16 years in real estate development in Atlanta and Washington, D.C., Bash has been responsible for site assemblage, contract negotiations, financing, construction and marketing for retail centers, residential developments, mixed-use projects, office buildings and business parks. He worked on the redevelopment plan for Philadelphia's Market Street East and Atlantic City's Uptown urban renewal site.

Bash received his M.A. in economics from Pennsylvania State University. He has been widely recognized within the real estate industry for his lectures, articles and other achievements.



*Rich Beatty*

## **RICHARD A. BEATTY**

*Transportation Planning . . . . . Newbury Port, MA*

Rich Beatty, a planning and development consultant, specializes in downtown reutilization, transportation, land use, zoning, and urban design projects for the public and private sectors. He has served on R/UDATs in Rockford, IL, Boise, ID, and Baton Rouge, LA, and assisted Lynn, MA, in preparation for its R/UDAT.

Before forming his own practice, Beatty was partner for a Boston design group, chief transportation planner for the Boston region, and director of downtown development for the Boston Redevelopment Authority, where he directed production of a master plan for downtown Boston.

Beatty earned his B.A. in sociology from Hiram College in Ohio and earned an environmental fellowship in land-use planning at Tufts University, Medford, MA. He has lectured on urban planning at Harvard, Boston College, Tufts, MIT and Boston Architectural Center.

## JAN LESLIE COOK

*Written Communications* . . . . . Washington, DC

Jan Cook, director of Institute communications for the AIA, is a communications specialist with 20 years experience in strategic planning, media relations, and development of educational and promotional materials. She is also a writer for magazines and newspapers and the author of an award-winning book.

Prior to joining the AIA this year, Cook was director of public affairs for a trade association and communications consultant for the American Red Cross and Common Cause. She was also an editor for *Time-Life Books* and a reporter for the *Miami Herald* and *St. Petersburg Times*.

Cook earned her B.A. in English from the University of Tampa and studied public affairs at George Washington University.



*Jan Cook*

## JOHN DESMOND, FAIA

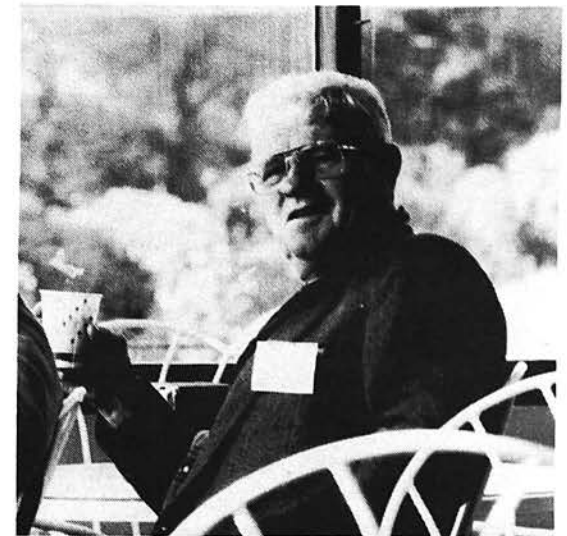
*Architect/Urban Designer* . . . . . Baton Rouge, LA

John Desmond specializes in historic preservation and other urban and small-town projects. He has served on 12 R/UDATs, including Birmingham, AL, Butte, MT, Lafayette, IN, Springfield, IL, West Palm Beach, FL, and Wilson, NC.

His Baton Rouge firm, housed in an 1839 historic landmark, has won numerous regional and national architectural design awards, as well as awards for historic preservation projects. He began practicing architecture more than 30 years ago in his native Hammond, LA.

Desmond taught architecture at Tulane, Louisiana State and Southern Universities. He has written a book, *Louisiana Antebellum Architecture*, and articles for professional journals, including the AIA magazine *ARCHITECTURE*.

Desmond received his B. Arch. from Tulane and his M. Arch. from MIT. He is a member of the AIA Urban Design & Planning Committee and the National Trust for Historic Preservation.



*J.D.*

*Charles Harper*



**CHARLES HARPER, FAIA**

*Politician/Architect . . . . . Wichita Falls, TX*

Charlie Harper has just completed his second term as mayor of Wichita Falls, TX. He has served on R/UDATs in Fort Smith, AR, Carlsbad, NM, and Lynn, MA.

As mayor, Harper helped implement the project that brought waterfalls to Wichita Falls. He led successful efforts to pass the city's first zoning ordinance. Harper was elected mayor in 1983 after serving on the city council and as a chairman of the city's Planning Board. He has been a member of the National Council of Mayors, the National League of Cities and the AIA Urban Design & Planning Committee.

Harper's community involvement evolved from his leadership in the Texas Society of Architects/AIA disaster assistance program, as well as R/UDAT. He emerged as a national disaster assistance expert leading recovery efforts across the nation.

Harper earned his architectural degree from Texas Tech University.

**PETER M. HASSELMAN, FAIA**

*Architect/Urban Designer . . . . . San Francisco, CA*

Pete Hasselman is principal in the San Francisco firm Sandy & Babcock Inc. He has served on 10 R/UDATs, including Macon, GA, Atlantic City, NJ, Olympia, WA, Salisbury, MD, Louisville, KY, and Edmonton, and is a member of the AIA Urban Design & Planning Committee.

His San Francisco firm has designed mixed-use complexes and housing in South Carolina, Florida, California, New York, New Jersey and the Virgin Islands. Before joining Sandy & Babcock, Hasselman practiced for firms in Washington, DC, where he was lead designer for railroad sation renovations along the East Coast. His professional career includes significant roles in a spectrum of urban projects ranging from new towns, ceremonial avenues, interstate highways, rapid transit facilities, residential and mixed-use projects aimed at creating people-oriented spaces.

Hasselmann earned his B. Arch. from the University of Illinois in 1960. He has taught at Catholic University and has written articles and illustrated urban design ideas for a number of publications.



*Pete Hasselman*

**DENNIS PIEPRZ**

*Architect/Urban Designer . . . . . Boston, MA*

Dennis Pieprz works for Sasaki Associates Inc., Watertown, MA, and has worked on urban design and master plans for cities and small towns across the nation. In recent years, he has served as project urban designer for projects in Charlotte, Houston, Cambridge, MA, Erie, PA, and Reston, VA, as well as for a revitalization master plan in Riviera Beach, FL, and a new town in Loudon County, VA.

Pieprz has worked for architecture firms in Boston, London and Amsterdam. He has taught and lectured at MIT, Harvard, and Boston Architectural Center and has published an article on urban public space in an international journal.

Pieprz earned his B. Arch. with honors from the University of Toronto and his M. Arch. with honros from Harvard, where he received the Thesis Prize in 1985. He has won numerous academic and professional awards and honors, and has exhibited his photographs and works in the U.S. and Canada. He is a member of the Urban Design Institute.



*Pieprz.*

**JAMES R. VASEFF, AIA**

*Community Development Consultant . . . . . Atlanta, GA*

Jim Vaseff works for Georgia Power Co. in Atlanta. He is currently vice chairman of the AIA Regional & Ruban Design Committee. At Georgia Power, Vaseff works with field managers in small-town downtown revitalization and the economics of real estate and development, including the rehabilitation of older structures. He has assisted community organizations, property owners and developers in Macon, Cedartown, Madison, Rome and Tifton. He also works closely with the Georgia Main Street program, embracing 24 communities statewide. Before joining Georgia Power, Vaseff was Chief of Preservation Services for the National Park Service's Southeast regional office. He has served a number of years as consultant on adaptive use and preservations planning.

Vaseff was graduated from the Bost Architectural Center and was a Loeb Fellow in Advanced Environmental Studies at Harvard's Graduate School of Design. He has worked in private practice in Boston, London and North Carolina and has taught at the University of North Carolina School of Architecture in Charlotte.



*Jim Vaseff*

*Ted Pappas*



## **TED P. PAPPAS, FAIA**

*Honorary Team Member . . . . . Jacksonville, FL*

Ted Pappas, an architect from Jacksonville and a Clemson graduate, is the 1988 president of the American Institute of Architects. During the past year, he has spearheaded national efforts to involve more architects in community service and assistance programs, such as R/UDAT. Earlier this year, he presided over the Remaking Cities conference in Pittsburgh, sponsored by the AIA and the Royal Institute of British Architects.

As head of his own architecture practice in Jacksonville, Pappas has worked on a variety of urban development, residential and preservation projects. In 1985, he participated in the R/UDAT that addressed urban design issues in Jacksonville's Springfield neighborhood. He has been active in community affairs in Jacksonville two decades.

Pappas earned his B. Arch. from Clemson in 1958.



*Pete McCall*



*Marjorie Valin*

## **AIA National Staff**

PETE McCALL, director of member communications and editor of the AIA newsletter, MEMO, has assisted six previous R/UDATs with media relations and editing. He was formerly a journalist in Tennessee.

MARJORIE VALIN, director of public communications, is producing a video documentary of the AIA's 100th R/UDAT in Spartanburg. She has 10 years experience as a producer in television and radio broadcasting.



Student Team  
Clemson University College of Architecture





### Clemson University Architecture Students

*Front Row (l. to r.)*

Stephanie Poole	4th year	Spartanburg, SC
Jim Babinchak	4th year	Charleston, SC
Janet Robertson	4th year	Jacksonville, AL
Hunter Williams	4th year	Charleston, SC

*Back Row (l. to r.)*

Charles Parks	4th year	Anderson, SC
Bill Zehrung	4th year	Marietta, GA
Brigitte Birk	4th year	Spartanburg, SC
John Schuller	4th year	Ft. Lauderdale, FL
Peter Wasmer	6th year	High Point, NC

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Dan Porter



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Arthur Cleveland, Implementation  
Gini Holmes  
Carter Willard  
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Marcie Tobin  
Julia Holcombe  
Tom Fridy  
Max Thompson  
Betty Adelman  
Mildred Dallara  
Bobbie Padgett  
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Kathy McConnell  
Steve & Vicki Fowler  
Judy Workman

Special thanks to: Patty Ward of the Spartanburg Development Council staff for many extra hours and extra patience, and to the Spartanburg Business and Technology staff: Dan Porter, Sheila Buchanan, Becky Henry, Donnie Cooper, and Tis Atchley.

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Lockwood Greene  
Ron Smith & Associates  
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O'Cain & Gilmore  
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Spartanburg County  
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Uptown Spartanburg Association  
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Spartanburg Arts Council  
Friends of the Arts  
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Mens Garden Club  
Spartanburg Board of Realtors  
Willard Appraisal Service

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Hampton Hgts. Neighborhood Assn.  
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Sptbg. Area Chamber of Commerce  
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City of Sptbg. Planning Department  
Sptbg. Business & Technology Center  
Calhoun's of Spartanburg  
Airport Limousine Service  
Spartanburg High School  
DPM & Associates  
Computer Time  
Ridgewood Supply  
JM Graphics  
Spartanburg Artists Guild  
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Copies, Ltd.  
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Y. C. Ballenger Electric  
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The Paper  
American Fast Photo  
Atherton Electric  
Milliken & Company

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Wofford College  
Converse College  
Milliken & Company  
Sptbg. Coca-Cola Bottling Co.  
Piedmont Wines  
D & D Liquors  
Budweiser of Spartanburg  
The Peddler  
Southern Distributors  
Southeastern Paper Products  
Quincy's Steak House  
Hardee's  
Holiday Inn/West  
A Movable Feast  
Buice & Sons  
Harris Teeter  
Epicurean Caterers  
Boots & Sonny's Drive-In  
Oakland House Caterers  
Spice of Life  
Beacon Drive-In  
Pace House  
Custom Catering  
Little Caesar's Pizza  
Papa Sam's  
The Coffee Lady  
Skillet  
Borden Snack Foods/Wise Products  
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Community Cash Stores

William W. Starnes Florist  
Piedmont Club  
Harry's Restaurant  
Piggly Wiggly  
Arrangement Florist  
Red Lobster

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Spartanburg Herald-Journal  
Greenville News  
The Paper  
Telecable of Spartanburg  
WYFF-TV 4  
WSPA-TV 7  
WORD-AM  
WSSL-FM  
WSPA-AM/FM  
WKDY  
WRET-TV  
WLOS-TV  
WASC-AM  
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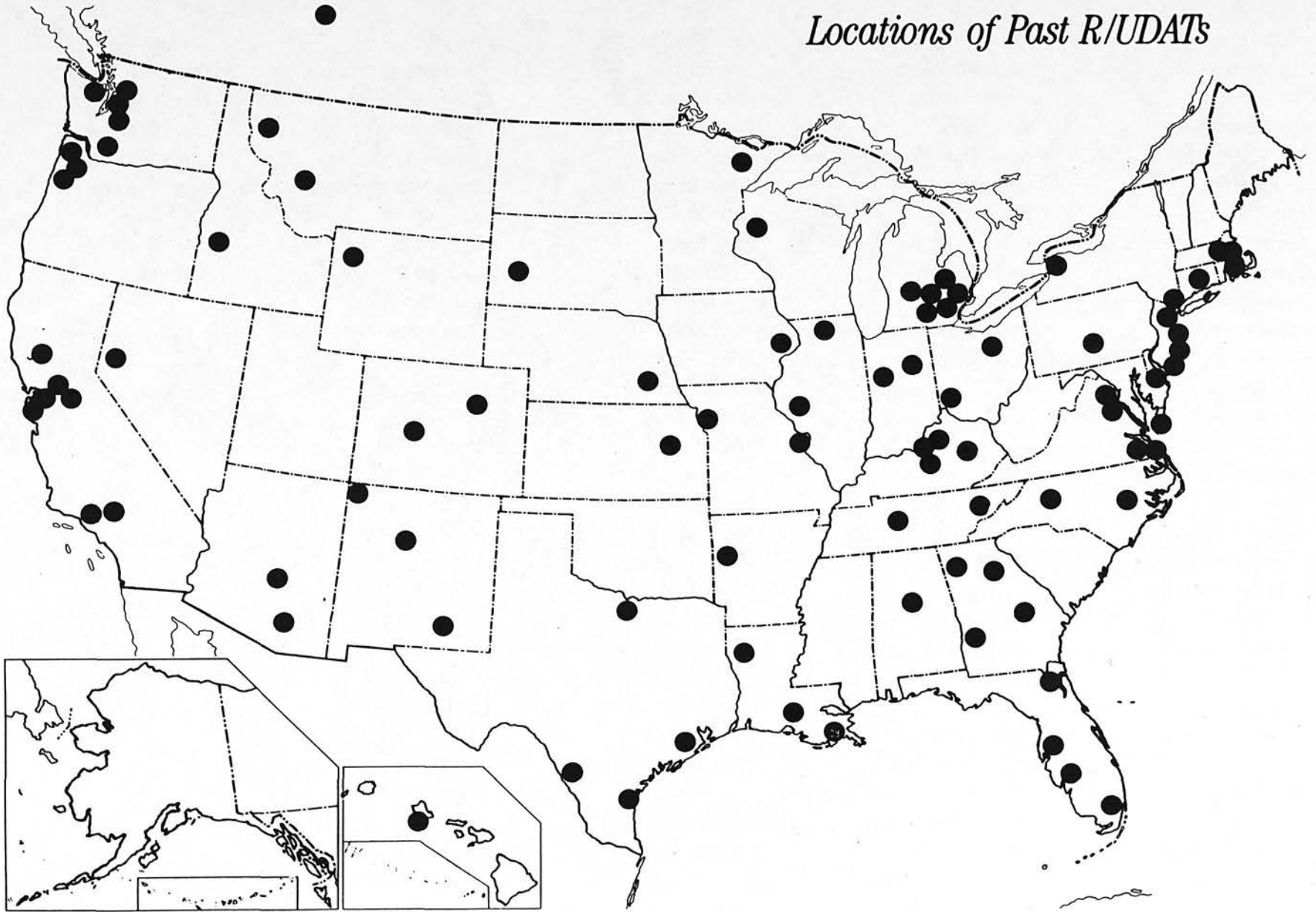
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Sherman College of Straight Chiropractic	Angie Fowler	Al Jolly	Keith Melton	Colley Charpentier
Assembly of Neighborhood Organizations	Don Beatty	Alma Miller	Arthur Cleveland	Robert Taylor
Spartanburg County staff	Dan Kelly	Mike Kohler	Howell Hunter	Anne Taylor
Spartanburg County Council	Vernon Atkinson	George Stone	Foster Chapman	Ruthadele Biegger
Clark, Tribble, Harris, & Li	Skip Corn	Rob Chapman	David Wagner	Eula Sherman
USC-Spartanburg	Tyler Lominack	Frank Lyles	Jerry Bennett	Gerry Poss
Spartanburg Arts Council	Joani Douglas	Jay Harris	Tom Gelardi	Ralph Derrick
Duke Power Company	Terry May	Chick Gosnell	Andy Proia	Margaret Swindler
Spartanburg Methodist College	Walter Montgomery, Sr.	John Poole	Ernest White	Debra Grant
South Carolina State Development Board	Rick Dent	Frank Tiller	Tom Friday	Francis Hardy
Converse College	Jamie Timms	Harold McElhenney	Elaine Marks	Ellen Hunnicutt
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Spartanburg Area Chamber of Commerce	Bill Wakefield	Sally Hammond	John Holmes	Suzanne Wynn
Rutledge College	Darrin Brown	Sterling Chase	Ed Yarborough	Betty Bramlett
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Spartanburg County Public Library	David Beacham	Gerald Richardson	Perren Hayes	Cynthia Beacham
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Conley Snidow	J. R. Wright	Jo Ann Griffin	Richard Conn	
Beth Terrell	Ella Poats	Marlin Griffin	Tim Finch	
Lori Roper	Edie Horrocks	Frank Powell	Manfred Birk	
Sarah Koon	Melba Dalton	Grantham Wood	Edda Birk	
Meg Ezell	Les McMillan	Perry Richardson	Jacob Butts	
Suzanne Mount	Ann Hicks	Frank Cunningham	William Blackford	
Glenn Bridges	Mark Kruea	William K. Poole	Michael Rouse	
Martha Schiltz	Ed Romney	David Koch	Laurent Kahl	
Roy Powell	James Barrett	Maggie Allen	Patricia Gibson	
Joanne McCarter	Ernest Ezell	Ed Romely	John Jacques	
Vicki Fowler	John Morton	William Fulton	Walker Stockley	
Judy Workman	Alex Ramantanin	Wayne Crocker	Gerald Smith	
Leland Bomar	Nota Ramantanin	Harold Pless	Judy Briggs	
Walter Johnson	Henry Laye	Michael Splawn	Glenn Cantrell	
Billy Hamilton	Wallace Young	L. D. Barksdale	Glen Boggs	
Dan Porter	Jean Brenneman	Mac Boggs	Dick Campbell	
Charles Burdette	Richard Look	Harold Miller	Eugene Busch	
Donna Burdette	Robert Stoddard	Don Haughay	Charlie Notess	
Patsy Price	Conley Snidow	Karol Haughay	Richard Wheeler	



*Locations of Past R/UDATs*



## Communities Served (Chronological)

1. Rapid City, SD	6/67	33. Denver, CO	2/76	69. Seattle, WA	5/81
2. Frankfort, KY	11/67	34. Dalton, GA	4/76	70. Stockton, CA	5/81
3. Flint, MI	10/68	35. Lexington, KY	5/76	71. San Bernardino, CA	9/81
4. Bellefonte, PA	10/68	36. Gunnison Co., CO	9/76	72. Lynn, MA	1/82
5. Mason, MI	4/69	37. Birmingham, AL	10/76	73. Jackson Hole, WY	3/82
6. Redmond, WA	10/69	38. Moore Co., NC	10/76	74. Healdsburg, CA	10/82
7. Lynn, MA	12/69	39. St. Louis, MO	11/76	75. Franklin, VA	4/83
8. Akron, OH	1/70	40. Trenton, NJ	2/77	76. Portland, OR	5/83
9. Ely, MN	7/70	41. Ft. Smith, AR	3/77	77. Newport Beach, CA	6/83
10. Davenport, IA	9/70	42. Lansing, MI	5/77	78. Sarasota, FL	11/83
11. Falls Church, VA	5/71	43. W. Palm Beach, FL	5/77	79. Niagara Falls, NY	4/84
12. Fairfax Co., VA	4/72	44. Portsmouth, VA	6/77	80. Tucson, AZ	5/84
13. Clearwater, FL	5/72	45. Liberty Park, NJ	9/77	81. Howell, MI	6/84
14. Gainesville, GA	6/72	46. Tacoma, WA	10/77	82. San Francisco, CA	10/84
15. Butte, MT	6/72	47. Detroit, MI	6/78	83. Albuquerque, NM	11/84
16. McMinnville, OR	5/73	48. Lafayette, LA	6/78	84. Carlsbad, NM	11/84
17. Phoenix, AZ	1/74	49. Ann Arbor, MI	6/78	85. Anderson, IN	3/85
18. Columbus, GA	3/74	50. Corpus Christi, TX	10/78	86. Bethel Island, CA	6/85
19. Honolulu, HI	4/74	51. Spooner/Medford, WI	11/78	87. Jacksonville, FL	9/85
20. Wilson, NC	5/74	52. Bellaire, TX	11/78	88. Boise, ID	10/85
21. Warren Co., OH	6/74	53. Laredo, TX	12/78	89. San Francisco, CA Railroad Lands/Energy	10/85
22. Lafayette, IN	9/74	54. Oldham Co., KY	6/79	90. Edmonton, AB,	2/86
23. Hendersonville, TN	11/74	55. Knoxville, TN	3/79	91. Farmington, NM	5/86
24. Long Branch, NJ	1/75	56. Olympia, WA	4/79	92. Baton Rouge, LA	10/86
25. Macon, GA	1/75	57. Springfield, IL	4/79	93. San Ysidro (San Diego), CA	3/87
26. Shreveport, LA	2/75	58. Kansas City, MO	6/79	94. Naples, FL	4/87
27. New Rochelle, NY	4/75	59. New Orleans, LA	1/80	95. Ogden, UT	11/87
28. Reno, NV	9/75	60. Louisville, KY	2/80	96. St. Albert, AB	2/88
29. Wichita Falls, TX	10/75	61. Lincoln, NE	3/80	97. The Mon Valley (Pitts- burgh), PA	2/88
30. Vancouver, WA	10/75	62. Hillsboro, OR	4/80	98. Route 83/77 Corridor, McAllen, TX	4/88
31. Atlantic City, NJ	11/75	63. Salisbury, MD	5/80	99. Salt Lake City, UT	6/88
32. Bristol, CT	11/75	64. South End (Boston), MA	5/80		
		65. Wilmington, DE	5/80		
		66. Topeka, KS	6/80		
		67. Missoula, MT	10/80		
		68. Rockford, IL	11/80		