City of Greenville, South Carolina
Green Avenue Neighborhood Revitalization Strategy

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The Green Avenue Neighborhood Revitalization Strategy was possible through the efforts and contributions Green Avenue residents and many individuals. Community Development extends a special thanks to the Green Avenue Civic Association. Special thanks to Ms. Ruth Ann Butler, Mr. Julius Kilgore, and Ms. Dawn Franks for their valuable historical insight and John Edwards for his work on the design guidelines. Thanks to the City Departments who participated in this process.
Executive Summary

Green Avenue, formerly known as Washington Heights, was once a vibrant neighborhood with its own bustling shops and businesses. The neighborhood, though predominately African-American, was home to a number of white families, and modest to middle class persons. Long-time residents and a local historian recall the Working Benevolent Society Hospital. The African American hospital, located at the corner of Jenkins Street and Green Avenue, offered invaluable medical services to both African-Americans and Whites before closing in 1948.

Since then, the neighborhood has experienced hard times. Left are boarded up properties, vacant lots, a deteriorating housing stock, and crime. More than half of its eligible working population have dropped out of the labor force. Sixty-one percent of the residents do not have high school diplomas or the equivalent.

The Green Avenue Neighborhood Revitalization Strategy is a continuation of revitalization efforts in Green Avenue. Genesis Court, Phase I, provided 22 affordable homeowner housing opportunities. The plan attempts to build on that endeavor and the strengths of the neighborhood’s already existing attributes. Opportunities exist to improve the Dunbar Street Corridor, the neighborhood’s image, and to capitalize on the number of vacant lots for redevelopment.

The residents input was vital to the plan’s development. Community Development met with the Green Avenue residents and City staff to glean information that would steer the master plan in the most appropriate direction. Subsequent meetings were held to give the residents an update on the planning phases. Success of the project depends on the neighborhood’s participation throughout implementation.

Proposed is the acquisition of 85 parcels accompanied by the demolition of 74 structures, replaced by 96 market rate to affordable homes and 48 owner and renter occupied rehabilitated units over a five-year period. Because of the scope of this project, it is divided into two phases, Phase II and III. Phase I as mentioned above, was Genesis Court. The table below describes in detail the composition of affordable and market rate housing units. All the rental and rehabilitation projects will be affordable.
Table 1. Residential Development Plan

<table>
<thead>
<tr>
<th></th>
<th>Phase I (completed in '94)</th>
<th>Phase II</th>
<th>Phase III</th>
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<tr>
<td>Total Units</td>
<td>31</td>
<td>73</td>
<td>71</td>
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<td>For Sale Housing</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Affordable</td>
<td>22</td>
<td>26</td>
<td>23</td>
<td>71</td>
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<td>Market Rate</td>
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<td>Rental Housing (affordable)</td>
<td>0</td>
<td>8</td>
<td>3</td>
<td>11</td>
</tr>
<tr>
<td>Rehabilitations</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Homeowner</td>
<td>9</td>
<td>11</td>
<td>9</td>
<td>29</td>
</tr>
<tr>
<td>Rental</td>
<td>0</td>
<td>12</td>
<td>16</td>
<td>28</td>
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Both phases offer a rich mix of uses, housing types, and incomes to create a vibrant neighborhood. The Master Plan features housing designs that complement and are compatible with the existing housing stock. As essential to the physical design is the tackling of unmet needs that are the root cause of the neighborhood's physical deterioration. Comprehensive programs are already in place - the Comprehensive Job Training and Housing Counseling Programs. More importantly, the plan is sensitive to maintaining the neighborhood's identity while minimizing displacement. Appropriate steps are in place to help those adversely affected find decent affordable housing elsewhere either temporarily or permanently. Those relocated will be welcomed and encouraged back into the neighborhood.

Phase II: Casey Street

Phase III: Anderson Street
The following key recommendations are intended to guide the execution of the plan:

- Cautiously use eminent domain powers as appropriate and negotiate the exchange of City-owned properties with property owners who have interests in other City neighborhoods in order to help Community Development to assemble property.
- Utilize the Comprehensive Job Training and Housing Counseling Programs to further revitalization efforts. Both minimize displacement by assisting current residents to obtain the guidance needed to buy a home and elevate wage earning potential.
- Ensure a balance of market rate and affordable rental and for sale homes by actively marketing the neighborhood, convening a consortium of bankers, developers, non-profit and for profit builders, and other community resources.
- Rehabilitate housing stock (rental and homeowner) on the fringes of deterioration in partnership with World Changers and other resources.
- Create a unique and positive identity by developing architectural design themes that are compatible and compliment the existing housing stock.
- Work closely with the Greenville School District to promote a community-wide recreational resource utilizing the Juanita Butler Community Center and the Greenville High School Expansion Project.
- Transition the Commercial Node into single-family attached housing.
- More importantly, bridge the relationship between the City and residents. Many feel they have been neglected by the City. The implementation of the Green Avenue Neighborhood Revitalization Plan will dissipate this perception.
Envisioning the Future

The sign reads: Green Avenue Neighborhood as Daryl Franks— a realtor and the Orrs— a young couple with two children, entered Green Avenue off Vardry Street. Beautiful landscaping and trees line the street. “The Green Avenue Neighborhood, prior to the implementation of the City’s Neighborhood Revitalization Strategy, was once considered intimidating”, he said. “Now it is one of the most attractive neighborhoods in Greenville. It boasts a mixture of incomes, market rate and affordable housing, renters and homeowners, and racial and cultural diversity. A number of first-time homeowners like yourselves in addition to others have moved into the neighborhood. In fact, a retired Naval Admiral from Chesapeake, Virginia lives on McLeod Street. The Peace Center, West End Market, Downtown, and St. Francis Hospital conveniently nearby have contributed to the neighborhood’s marketability. I, myself, am a resident. We’ll pass my home on Lincoln Street”, he stated enthusiastically, as he continued the tour.

The Orrs noticed the architectural compatibility of the newer and older homes. While similar, each has its own identity. At the intersection of Dunbar Street and Green Avenue, a crosswalk welcomed pedestrian traffic. Greenville High School’s new athletic facilities offer additional recreational opportunities for the neighborhood residents to the east and to the west, a unique mix of neighborhood commercial, office, and housing add to the livability of the area. They continue south on Green Avenue, then made a right on Jenkins then a left on Casey Street en route to 245 Lafayette Street. Driving through Casey onto Cleo Street, the realtor continued, “sidewalks, curbing, and lighting accentuate the neighborhood’s design.”

“Green Avenue’s strongest asset”, Daryl remarked, “is its residents.” “The Green Avenue Civic Association helped shape the neighborhood’s redevelopment.” He paused to clear his throat then spoke again. “Although there are a number of new additions to the neighborhood, many long time residents like Ms. Ida Jones remain. Ms. Jones has lived here since 1945. She remembers when this was a vibrant neighborhood then referred to as Washington Heights. She sadly watched it decline. The neighborhood’s resurgence to her and others is a prayer answered.” The car stopped at 245 Lafayette Street, a newly constructed three bedroom, two bath Bungalow. Elated, the Orrs excitedly said, “We’ll take it.”
Neighborhood Master Plan Purpose

Green Avenue is currently a Community Development designated revitalization area. It is a continuation of previous planning efforts. The plan is intended to guide further development of the neighborhood and make specific recommendations for its improvement. The Green Avenue Neighborhood Revitalization Strategy provides a myriad of opportunities to address the physical, economic, and social rebirth.

The goal is to create a vibrant neighborhood welcoming a variety of housing types and designs, an array of household sizes, ages, and a mix of incomes. Borrowed are new urbanism themes to enhance a sense of community and connectivity to the rest of the City. The plan utilizes strategies to reclaim vacant tracts of land, recycle blighted structures, and repair and/or develop infrastructure. Homeownership is critical to the success of a vibrant neighborhood. Homeownership equates to empowerment and neighborhood commitment. It also ignites a demand for services, creating new job opportunities, producing a multiplier effect further stimulating the local economy. Blight is then replaced by new affordable housing where streets are connected to pedestrian walkways. Cultivated is a positive spirit and sense of neighborhood safety and identity making it more inviting for more working households.

Introduction

History

Green Avenue is one of the City’s oldest neighborhoods. In its glory days, it was once a vibrant neighborhood with its own retail shops.

A former Sterling High School teacher and adjunct professor at Greenville Technical College who lived in Green Avenue from 1926 - 1952 reflected: “Green Avenue was a fairly nice area to live in. It had a strange composition. You had a diverse group of people there.” He elaborated further by stating both Whites and African Americans lived there in addition to mixed income families. Typically, we picture segregated Southern life with two separate neighborhoods. Although African-Americans and Whites lived in the same neighborhood by no means were they integrated. There lay an invisible line separating the two races. Vardry Street, Arlington Avenue, Anderson from Dunbar Street to Vardry Street, Ansel Street from Anderson to Green Avenue, and Green Avenue to Vardry Street were where the White families lived.

Many families were working to middle class. The only African-American presence in the northern section of Green Avenue was Allen Temple A. M. E. Church which still conducts Sunday services. The remaining areas were African-American.

It was not peculiar to see a middle class family next door to a modest family who did not
have as many resources. The African-American families from Jenkins Street traveling north to Arlington Avenue had a little more resources than those in the other sections with a few exceptions and along Anderson Street. A few prominent persons in the area were: Jesse Jackson and his family for a short period time, Dr. Gibbs, and Dr. Douglas who all lived on Anderson Street bordering Green Avenue, O. B. Mattison, Ollie Watkins, Jessie Turner—an entrepreneur and for a period the only person in Greenville who could dye shoes, and M. F. Davis. Mr. Davis lived on Green Avenue. He was the owner and manger of the Liberty Theater, Greenville’s first African-American theater. Today’s most noted person from the Green Avenue Neighborhood is Senator Ralph Anderson. Senator Anderson was reared in a small house on Calvary Street, where it still stands.

A resident of Washington Heights who had left the neighborhood as a child and returned to Green Avenue as a senior adult recalled: “When I was a girl the houses were newer and the people were a lot friendlier.” Washington Heights was a subsection of Green Avenue platted in 1922 by J.W. Norwood, a well respected white banker. The cluster development was predominately African-American. A long time resident since 1949 added: “It was a great place to live.” Joseph Turpin Drake in his master thesis the Negro in Greenville, SC stated ... Washington Heights and environs represents the best Negro section... However, his reference of Washington Heights included all of Green Avenue.
One of the leading employers was Eagles Iron Works. The foundry provided African-Americans with decent wages. It remains an employer in Green Avenue.

Among this diverse area was the Working Benevolent Society Hospital. The hospital was owned by the Working Benevolent Society, a fraternal order of professional African-American men. At the time there were only two hospitals caring for African-American patients, the Greenville General Hospital and the Working Benevolent Society Hospital. The two-story house at the corner of Green Avenue and Jenkins Street offered 22 beds; four of which were private. It provided an invaluable service to the community before closing in 1948. Society members felt it was no longer making a profit. Before closing, the 1940 Greenville County Medical Journal recognized the hospital for its medical care.

In the late 50s, Green Avenue started to decline. Changing socio-economic and political dynamics played a role in its deterioration. A number of middle and working class households left the neighborhood for better opportunities leaving the modest behind. The once vibrant community that was home to teachers, ministers, professionals, and entrepreneurs now lay in decline and physical despair, troubled by crime, neglect, and apathy. Green Avenue, in 1974, was designated a targeted neighborhood by the City for revitalization purposes. Since then gradual revitalization efforts have been achieved.

One in particular was the Renaissance Court Project, a dream of Reverend B.B. Dubose, pastor of Mt. Calvary Baptist Church. The
non-profit, private, and public partnership provided affordable housing in what used to be St. John's Alley. St. John’s Alley was the backdrop of 16 dilapidated houses without hot water or decent plumbing. The eight (8) two-bedroom houses are home to several low-income families.

The most recent revitalization effort was Genesis Court. The newly constructed subdivision off Green Avenue provides affordable housing to 15 low to moderate income households. Several houses were rehabilitated and constructed in addition to the demolition of 22 substandard structures. The pedestrian friendly subdivision is an asset to the community. Additionally, the City together with several concerned residents, caused a nuisance alcohol business adjacent to the subdivision to be removed. What was once a haven for unwanted behavior and a detriment to community health is now the Green Avenue Multi-Service Center. The Center offers community oriented services/programs to the residents of Green Avenue and surrounding neighborhoods.
Neighborhood Profile

The Green Avenue Neighborhood is located in the southwest corner of the City approximately 1.5 miles from Downtown. It is bounded by Norfolk Southern Railroad to the east, Anderson Street to the west, Lafayette Street to the south, and Vardry Street to the north.

The 1990 Census data does not reflect the present conditions but still provides reasonably accurate statistics. The data estimates that 581 persons live in the Green Avenue Neighborhood in a total of 208 households. Green Avenue is predominately African-American at 72 percent and the remaining 28 percent are White. Forty-six percent of the households are 62 and over. Median household income was $12,709, less than half of the city-wide median at $23,963. U.S. Housing and Urban Development’s (HUD) income standards estimates nearly 53 percent of the residents are low income. Skewed by the overwhelmingly number of seniors who presumably live on fixed income, incomes that are marginal at best. Median income implies a person’s level of affordability in housing choice and ability to maintain housing. Fifty-seven percent of the occupied housing were rentals while a marginal 28 percent were homeowner occupied. There tends to be a high incidence of transience among renters. Terry Farris, Clemson City Planning Professor, in the Greenville Housing Strategy supports this claim and furthers that the transience adds to the wear and tear of a unit. Property owners less responsive to or slow to make repairs add to deteriorating conditions. About 51 percent of neighborhood’s housing stock was built in 1939 or earlier with another 26 percent between 1940 and 1959. Poor maintenance and age have deteriorated the neighborhood’s housing stock.

Abandoned boarded-up homes and vacant lots scar a neighborhood’s appearance. It casts an intimidating perception, particularly to visitors or passersby. Driving through Green Avenue, one may be intimidated by its appearance. There are a number of dilapidated and unmaintained housing, vacant lots—many used as dump sites, tattered dressed men wandering the neighborhood or congregating at the grocery store. Consequently, a number of residents, particularly seniors, share this perception.

The Green Avenue Neighborhood is a physically distressed and economically depressed community. In fact, the General Accounting Office has designated Census Tract 5, which encompasses Green Avenue, among the Nation’s economically distressed areas. Current neighborhood conditions present an environment of poor housing quality, depleting resident opportunities, apathy, substance abuse, and crime. All are symptoms of a troubled community. The cause is poverty. Poverty unravels the fabric of a community. Interwoven into poverty

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are education and employment.

Sixty-one percent of the residents do not have a high school diploma or the equivalent. A diploma in today’s market is a prerequisite. Without it, a person’s job opportunities and access to a descent wage dwindles. Service sector jobs become the norm. In fact, the majority of Green Avenue employed (24%) work in service oriented occupations which pay at or a little above minimum wage. City-wide, comparatively, fourteen percent (14%) were employed in service occupations.

Green Avenue’s employment rate in 1990 was slightly below the City for that year. The neighborhood maintained a nine percent (9%) unemployment rate compared to the City (6%). The most startling statistic is persons not in the labor force. More than half of Green Avenue’s eligible working population (52%) reportedly dropped out of the labor force. Frustrated at their job possibilities, the prospect of low wage jobs, substance abuse, lack of education and/or transportation, little to no skills could be a number of reasons why they dropped out of the work force. Many work odd jobs and temporary day labor jobs to make a fast buck.

Despite the negatives, there are some positive assets to build upon. The positives are the civic and homeowners associations, the neighborhood’s location and access to nearby amenities, and the success of Phase I- Genesis Court.
The Planning Process

The Planning Process involved a mini charrette with the residents, property owners, City staff from various departments, and other governmental entities. Rather than consecutive day long sessions, the workshops were staggered to highlight various phases in the planning process. The Green Avenue Charrette was more neighborhood oriented, an approach that builds a community from within whereby the residents are partners not the recipients of a plan. The latter is usually absent of strategies that directly address a neighborhood's needs and does not gain neighborhood support. Neighborhood revitalization extends beyond the physical development and builds on the intangibles of a community where cohesion exists long after the physical development. Residents, specifically the Green Avenue Civic Association, are one of the neighborhood's most vital intangibles. The Green Avenue Civic Association is actively involved in bettering the Green Avenue Neighborhood and formed a good relationship with Community Development and City officials to further revitalization activities. The Association was the catalyst for the Multi-Service Center, once the location of a nuisance business. Through their activism and advocacy, the City purchased and rehabilitated the building, currently a community center.

In preparation for the kickoff meeting, fliers were disseminated throughout the neighborhood, particularly to the homeowners, in addition to a Public Service Announcement on 107.3 JAMZ radio station. The Homeowners’ and Civic Associations were involved to help bolster support for the Green Avenue Neighborhood Revitalization Planning Process.

By design, charrettes are interactive engaging residents, public officials, and other key stakeholders to develop a workable vision, then set priorities and implementable strategies to achieve that vision. It offers opportunities to identify challenges and build on the strengths of a neighborhood.

The main goal of this charrette workshop was to help residents develop confidence in the process that would allow them to open up and share their ideas, concerns, optimism, and skepticism. Let’s focus on the skepticism for a moment. It is important to give it the necessary attention in order to move forward.

Residents have expressed some skepticism in the City stemming from unfulfilled promises and perceived unequal distribution of services. The implementation of the Green Avenue Neighborhood Revitalization Strategy will dissipate this perception.
Another issue of concern is gentrification which is always an issue when neighborhoods undergo revitalization. While residents want to see improved physical conditions, an improved housing market, and positive image, they also want the neighborhood to maintain its character/identity. Gentrification interrupts, in their view, the fabric of the neighborhood by displacing residents and not providing affordable rental and for sale housing.

**Neighborhood Perception**

Residents were divided into two groups and given poster sized maps of Green Avenue, and colored pencils. Each group selected a presenter. This exercise was designed to help residents construct a vision for Green Avenue by identifying opportunities, challenges, threats, and strengths, and establish priorities. Talking aloud with a visual provide focus as well as cultivated friendly debates. The Neighborhood Perception Map provides a pictorial illustration of their dialogue (Figure 1). Blue denoted the strengths/opportunities and red the challenges.

**Opportunities and Strengths:**

- The Greenville High School Expansion is considered an asset. It would further enhance Dunbar Street.
- Residents would like to preserve the older homes on Anderson Street. Their architecture serves as a monument to the neighborhood’s rich history. Small front yard setbacks create a sense of community.
- Genesis Court, the 15 unit subdivision adds to the neighborhood. They would like to see new homes similar to Genesis Court.
- Magnolia Manor is an assisted living facility provides an alternative living environment with supportive services to the elderly.
- The BP Service Station was also considered an asset, particularly the good relationship between the residents and the Chapmans- the owners of the service station.
- Green Avenue, referring to the connector street, has decent street lighting.
- They are proud of the fact that Green Avenue is one of the few neighborhoods that is on the bus-line. Residents can access public transit on Green Avenue and Nelson Street.
- There is potential for a crosswalk on Dunbar Street. The pedestrian access bridge, which does not exist, would help connect the neighborhood. Dunbar Street, a four lane secondary state highway, gives the illusion that there are two separate neighborhoods. The South Carolina Department of Transportation, in the late 80s, widened the thoroughfare to better serve emergency response at St. Francis Hospital and then Greenville General Hospital.
- Included in the list of strengths the Green Avenue Multi-Service Center. It provides
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office space to the Civic and Homeowners Associations in addition to United Neighborhood Economic Development Corporation (UNEDC), and Greenville County Mental Health. Both agencies provide a myriad of programs and services to the community.

- The next two strengths/assets can not be highlighted on the map. They are examples of the intangibles mentioned earlier. One is the Green Avenue Civic Association. It has been a long established association and has made numerous contributions to the neighborhood. Another is the neighborhood’s rich history. Our discussion unearthed the neighborhoods proud history. According to the residents, Green Avenue in its earlier years was known as Washington Heights. The seniors remember when it was a vibrant neighborhood. “If you were Black and lived in Washington Heights you were somebody. You had your Black lawyers, doctors, and professionals here.”

Challenges:

Challenges usually stimulate more dialogue. Those issues get noticed and people’s attention. Comments were consistent with this notion.

- Residents point to what they perceive to be substandard housing geographically located in between Green Avenue and Means Street. They also point to suspected drug activity. Drug activity, perceived or real, strikes a nerve in this community. Attached is the feeling of violence. According to a resident, several years ago, a young man was shot off Nelson Street in what seemed to be drug related. The shooting occurred in a dimly lit area.

- Green Avenue’s president expressed his view regarding the need for improved lighting. “The lighting on Green Avenue is fine but when you step off Green Avenue on any side street you can hardly see your hand in front of your face.”

- The absence of sidewalks, gutters, and curbing was mentioned but is not depicted on this map. A long time resident, said sadly, “There aren’t any sidewalks on Jenkins and there weren’t any when I was in school. I hope to see sidewalks and curbing in my lifetime.”

- Continuing on the issue of crime, it is thought that the criminal activity in Green Avenue is not caused by the residents but by persons who reside outside the neighborhood. Many felt the crime occurring in Green Avenue stemmed from the adjacent neighborhoods- Sterling/Hospital and Dean/Sullivan Neighborhoods, specifically the Relax Inn.

- The Relax Inn has been associated with prostitution and other criminal activity. In fact, the Greenville Police Department has logged in numerous hours in police surveillance
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and stings to deter criminal activity. It is not unusual to see young women strolling down Arlington Avenue. Complaints and reports by the Green Avenue and surrounding neighborhood residents were frequent.

NEIGHBORHOOD PERCEPTION ANALYSIS

The red cross hatched and checkered areas are of particular concern, especially the commercial node at the intersection of Green Avenue and Nelson Street. Nelson Street serves as a gateway into Green Avenue. Because of the physical despair and loitering it leaves an intimidating perception. The commercial node features a small dinette,
Consultation

barber shop, BP Service Station, Bell's Furniture Store, and a grocery store. This area seems to be the core for inappropriate behavior and nuisance activity. People, mostly men, from the Dean/Sullivan Neighborhood cross the railroad tracks to the grocery store. Some of the same loiter between the grocery, BP Service Station, and Bell's Furniture Store. Patrons usually are loud and use inappropriate language and display indecent acts. Men have been cited urinating along the grocery's wall. "People sit around drinking beer and wine out of those paper sacks", added a resident.

Listed among the weaknesses/threats were code enforcement throughout Green Avenue particularly in the Lincoln/Lafayette Area. Lincoln/Lafayette, in the County, has long been considered a part of the Green Avenue Neighborhood by residents. In fact, the Association's membership extends into this area. There were traffic concerns along Green Avenue and the Anderson/Nelson Street intersection.

The second part of the charrette exercise was to create a wish list given unlimited resources. The purpose is to be imaginative. Some of the comments were quite interesting. For example, Lincoln Street Baptist Church would be converted into a day care center. The church has completed its new sanctuary on Anderson Road. There would be additional recreational facilities for younger children having difficulty crossing Dunbar Street en route to Juanita Butler Community Center, gas connections to all the homes, and jobs for the residents.

Residents expressed a need to improve the existing businesses and focus efforts on developing the demand for neighborhood businesses. Businesses would be located along Dunbar Street as a neighborhood commercial corridor that evoke job opportunities as well as provide needed services to the community. The Civic Association President said, "I would like to see a true grocery store. Grocery stores in our community have over fifty percent of their floor space dedicated to beer and tobacco products. That's a liquor store." The prices are inflated and pose a financial strain on seniors on a fixed income. Continuing on the theme of commercial development on Dunbar, the residents would like to see neighborhood oriented businesses- a cleaners, family restaurant, or Dollar General Store. However, residents are cautious on the type of commercial activity. In no way would they want to see businesses that promote alcohol sales or provide an atmosphere for loitering. There also remains a concern that Dunbar Street and the surrounding area are being saturated with social service providers- not that human development programs are not needed because they do address basic needs issues and become a vehicle for self improvement. Nonetheless, continuing this trend stifles any chances of establishing a vibrant neighborhood.
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These concerns provided the impetus for the Dunbar/West Greenville Market Study. The study area includes not only Dunbar Street and the Green Avenue Commercial Node but Pendleton Street from Vardry Street to the City Limits, Academy Street from Birnie Street to the City Limits, and the former General Hospital and Relax Inn sites. The market study will provide a realistic economic development strategy for revitalization efforts in Green Avenue and surrounding neighborhoods by encouraging private development as a partner with Community Development.

Staff Consultation

The staff consultation helped to create balance to this process. More than that, it developed collaboration and partnership to complete the renovations in Green Avenue. The City departments included Parks & Recreation, Zoning, Economic Development, Engineering, Public Work (Traffic Engineering), Fire, and Police. Additional consultations included the Greenville County School District, South Carolina Department of Public Safety, Piedmont Natural Gas Company, and Greenville Water System.

Using the same poster sized maps, the staff, for the most part, acknowledged the residents’ views while adding points of their own. Parks & Recreation added to the resident’s desire for additional recreation. A solution would be to coordinate recreation facilities existing at Juanita Butler Community Center with the School District/Greenville High School expansion and YWCA to develop a community-wide resource. LDR International, Inc. proposed this strategy as part of the City’s Downtown Greenville Sector Master Plans.

Green Avenue’s community patrol officer acknowledged that the Relax Inn was a negative but pointed out that much of Green Avenue’s problems are linked to the Dean/Sullivan Neighborhood, specifically Cooley Street, Bolt Street, Sullivan Street, and Trotter Alley. The officer has spoken to the store manager and cited persons consuming alcohol on the premise. The Fire Marshal added that the substandard housing in Dean/Sullivan should be addressed as part of the Green Avenue Neighborhood Revitalization Strategy.
The Assessment is an inventory and analysis of existing conditions based on site monitoring and City departmental and agency consultations. The inventory and analysis include Existing Building Conditions, Vehicular and Pedestrian Circulation, and Utilities—all important in determining patterns for redevelopment.

Green Avenue's land uses are consistent with its RM-1 Zoning (multi-family, various single family developments), C-IN and C-2 (neighborhood commercial), C-3 (general commercial) and I-1 (industrial). A number of these uses have been grandfathered to accommodate the existing uses. Eagle Iron Works, zoned industrial, is a foundry that has been in Green Avenue since the 1940s. The bulk of the land uses are designated residential. Greenville High School and a cluster of medical offices colored in yellow define Green Avenue's northern edge. Sprinkled here and there are commercial businesses and social service providers. The concentration of commercial activity is at the intersection of Green Avenue and Nelson Street. Three churches and two industrial companies are located in the neighborhood.

Existing Building Conditions

Existing Building Conditions primarily focus on residential structures. The analysis is based on the visual assessment of the exterior housing conditions according to objective criteria. Criteria were developed in concert with Community Development's Construction Inspector. Conditions of the roof, exterior walls (loose boards), woodwork (damaged/rotted soffit and/or joist), and porch and steps are examples of observed housing characteristics. Observed also were design features and presence of driveways, lighting, and sidewalks. The methodology does not purport to be perfect but reliable. An internal and entire exterior inspection would detect the extent of damaged areas that could not be seen from the roadway. Structures were then categorized into three classifications: Good, Rehabilitation, and Recommend Demolition. Good includes no repairs to touch up work like painting or some minor imperfections. Minor to moderate roof repair, minimal woodwork replacement constitutes Rehabilitation. Structures with major structural damage or rehabilitations seemingly cost prohibitive comprises Recommended Demolition. Cost prohibitive is defined as a rehabilitation that exceeds or three-fourths of the unit's after rehabilitation value. Using the above example, the cost of the rehabilitation is approximately $30,000. Thirty Thousand dollars for a number of these homes is the total assessed value.

Other factors will have to be taken into consideration—age of structure, and overall design. A number of the lots in Green Avenue are about 3500 square feet (30 x 100) which equates to small lots. The existing design does not have or afford driveways. Replicating the existing
Assessment

design by demolishing dilapidated units and rebuilding on the same small lots does not utilize sound planning practices. The Analysis is a starting point in developing a redevelopment strategy. A strategy that identifies homes for rehabilitation where this Division can effectively utilize its rehabilitation program and develop new homeownership opportunities.

EXISTING BUILDING CONDITIONS/PARCELS ANALYSIS

![Legend](image)

Figure 2

Noticed in the visual analysis were an overwhelmingly number of vacant parcels for a neighborhood of its size. Nearly 27 percent of Green Avenue's land is vacant compared to eight (8) percent city-wide, which is typical of a neighborhood in decline. Many of these vacant lots are often used as ad hoc dump sites. This predicament though negative poses an
opportunity to assemble vacant parcels for redevelopment.

The bulk of the vacant tracts have occurred through acquisition and demolition of homes between Norfolk Southern Railway and Means Street to accommodate the Greenville High School Expansion. A cluster of tracts are in the Lincoln/Lafayette Area resulting from the demolition of substandard housing. Later this year those parcels will be annexed into the City in partnership with the Greenville County Redevelopment Authority. Others have been demolished through the City's aggressive approach to remove unsafe structures.

**Vehicular and Pedestrian Circulation**

Green Avenue from an aerial view depicts a simple circulation network. There, however, are some traffic issues warranting discussion. The map depicts where potential vehicular/pedestrian conflicts and traffic hazards exist. Discussed also is the dead-end on Casey Street.

**Figure 3**

**VEHICULAR/PEDESTRIAN CIRCULATION ANALYSIS**

Legend:

- Sidewalk in need of pair
- Speeding Concerns
- Narrow Street
- Need crosswalk and signal
- Traffic Problem
- No sidewalks or curbing
Vehicle/Pedestrian Conflicts
A sign of a healthy neighborhood is sidewalks. Besides their aesthetic value, they provide a level of safety as well as promote social interaction. A sidewalk network exists in the subarea above Dunbar Street with the exception of Calvary Street. Shown in red is where the network has been interrupted by disrepair. Small sections along Green and Arlington Avenue have severely broken sidewalks. Shown in purple lines are proposed sidewalks. With the exception of Genesis Court, Green Avenue, and Nelson Street, sidewalks are non existent in the bottom portion of the neighborhood. Residents tend to walk along edges of or in the streets. Narrow streets like Jeter, Calvary, Lincoln, and Casey add to the conflict. Streets have barely enough room for two approaching cars. Drivers typically maneuver into the opposing lane to dodge pedestrians. In the case of two approaching cars, pedestrians resort to walking on or stopping on a neighbor’s lawn to avoid being hit.

Dunbar Street, an important four lane artery, connects the many veins in the City providing linkages to Augusta Road, St. Francis Hospital, Academy Street (Highway 123), and Green Avenue to Downtown, Mills Avenue/Church Street. The average daily traffic on Dunbar Street is approximately 5800. There are no crosswalks or signals at the Green Avenue and Anderson Street intersections off Dunbar Street. Given the level of traffic, it is difficult for small children and seniors to take advantage of the recreational activities at the Juanita Butler Community Center. Crossing these intersections can be quite intimidating for a child unaccompanied by a parent or adult. Residents are concerned that a child is going to be hit by a car.

Pedestrian circulation in general for the lower section of Green Avenue culminates at the commercial node. This is the center of social interaction, some of which is questionable. Circulation patterns in the upper section are random. People walk through the neighborhood, to the Sterling Neighborhood or vice versa.

Traffic Concerns
Green Avenue serves as a cut-through for school-agers from Chanticlear attending Greenville High School and commuters to work, Downtown, or elsewhere. The roadway is a convenient connection route to Augusta Road, Mills Avenue/Church Street, Downtown, Pendleton Street, Greenville High School, and adjacent neighborhoods. Drivers avoid the hassles of going through a series of traffic lights and stop and go traffic. Accessways, like Green Avenue, lend to speeding. Cars reportedly race through the neighborhoods at speeds well above those appropriate for a residential neighborhood. “Lord have mercy” was how one resident put it describing the potential of a child being hit by a car. There is a strong feeling that traffic calming is needed.
The possible extension of University Ridge to Vardry Street complicates traffic issues on Green Avenue, a recommendation proposed in LDR's Downtown Greenville Master Plan. The Greenville County Planning Commission has contracted with TransSystems to study the feasibility of extending University Ridge. University Ridge services the Governor's School for the Arts and Humanities and County Square in addition to connecting to Church Street. Traffic volumes would increase exponentially on Green Avenue if University Ridge connects into Vardry Street, furthering the concerns of the residents. Traffic calming will definitely have to be considered.

Anderson changes speed and name entering and exiting the city limits. Anderson Road's speed limit, in the county, is 45 mph then decreases to 35 mph entering the City Limits turning into Anderson Street. Continuing speeds of 45 mph and better is the norm particularly during peak hours. Failure of drivers to observe speed limits, the sight distance, and the rise make Anderson Street hazardous particularly at the Nelson intersection. In fact, thirteen (13) accidents have occurred since 1997 according to South Carolina Department of Transportation records. Much of it has been the drivers inability to stop in time particularly during adverse conditions. Entering onto Anderson from Nelson, one has to pull out into the street to negotiate either turn. Sight distance is compromised by offsetting angles and the rise on Anderson. The rise is the more problematic of the two. Drivers can not see the approaching car until it's too close.

Jeter Street resembles an alley. It once connected Anderson Street to Green Avenue but no longer due the Genesis Court Development. To negotiate the turn onto Jeter, one practically has to stop because of the narrowness of the road. Its orientation to the houses on either side add to the concerns. Entering or existing Jeter is as difficult as Nelson, Lafayette, or Lincoln Street.

Dead-end
Casy Street limits circulation to Nelson and other streets. Consequently, residents and passersbys have developed footpaths weaving through homes, debris, and vegetation to connect to those streets. It also serves as a make shift driveway for a house fronting on Nelson Street. The dead-end has created an opportunity for drug transactions, illegal dumping, and prostitution.

Utilities

Green Avenue is an older neighborhood. Presumably the utilities are aged and need replacement. It has access to cable, water, electric, telephone, and gas in selected areas. The
Utilities Map reflects where possible gas connections and sewer issues are located. Important is the opportunity to coordinate between the City departments and outside agencies to maximize resources and coordinate utility and sidewalk repairs and installation.

**Utilities Analysis**

![Legend](image)

**Legend**
- Existing Gas Lines

**Sewer Line Assessment**
- Gradient Issue
- Need Slip Fitting
- Need Point Repair
- Need Root Treatment

Figure 4

Although not depicted on the map, the lack of adequate lighting is a concern to the community’s relation to overall neighborhood safety and security. The illumination for streets with the exception of Green Avenue is questionable particularly side streets like Casey Street.

Water pipes are regularly maintained, according Greenville Water System who seemed confident in the integrity of their pipes. Public Works “tved” Green Avenue’s sewer lines. The term “tved” refers to a process where a miniature remote control operated television is sent through the sewer lines to assess their conditions. Orange lines on McLeod and Cleo Streets require root treatment. Chemicals are flushed into the lines to kill tree and other vegetation.
Assessment

roots that have penetrated the pipes. Unattended roots can cause stagnation and line damage. The red lines denote sewer lines that need point repairs, which require replacement. Arlington Avenue require slip-fitting, a process whereby a plastic adhesive is placed inside the existing line and inflated. The adhesive piping stabilizes the integrity of the damage line by forming to it. Dunbar's lines are in good shape; however, the issue here is the gradient which overtime has just about leveled. This particular line serves as a collector for the upper portion of Green Avenue, and Means and Calvary Street. Because of the near level gradient, sewage is flowing slower than normal.

The light blue lines represent gas connections. There are small sections that aren't connected, such as Lincoln/Lafayette. Absence of connections could be an affordability issue with a number of residents relying on heating oil. Those who can't afford heating oil, during hard times, resort to propane and kerosene heaters which can be dangerous. Past City fires have been linked to these heaters. Gas connections are a more efficient and safer heating alternative.
Issues help set the context for redevelopment determining the master plan's design and implementation. The issues listed below were identified from the series of consultations with the Green Avenue Neighborhood residents, City Staff, other agencies, and site visual analysis.

- Unsafe traffic speeds on Green Avenue pose a threat to children and seniors.
- Vehicular and pedestrian circulation should be improved. Streets include McLeod, Dunbar, Cleo, Jenkins, Casey, Lincoln, Lafayette, and Jeter Streets.
- Vacant lots dot the neighborhood. Many have become dump sties.
- Much of the neighborhood housing has matured both in age and condition leaving a number of the houses in need of rehabilitation.
- Negative perception of the neighborhood.
- Loitering between the local grocery, BP Service Station/Garage, and Bell's Furniture perpetuate the negative perception.
- A number of residents do not feel safe particularly at night. Lighting is dim around Casey, Jenkins, McLeod, Cleo, Lincoln and Lafayette Street.
- Some residents fear gentrification and loss of the neighborhood identity.
- Residents' skepticism due to unfulfilled promises.
- Constant resident turnover has diminished the sense of community mainly due to the overwhelming number of rental housing units.
- Crime prevention.
- Real wage earning jobs.
- Absence of a design scheme for Dunbar Street and the Green Avenue Commercial Node.
Issues and Goals

Careful consideration has been taken to appropriately address the issues and established the following goals:

- Reduce the traffic dangers on Green Avenue and Nelson/Anderson Streets Intersections through traffic calming/controls.
- Increase homeownership opportunities.
- Build quality affordable compatible housing phased in with mixed income housing opportunities.
- Market neighborhood to potential buyers and investors.
- Create recreational linkages.
- Connect the neighborhood with sidewalks.
- Enforce building codes.
- Enhance neighborhood landscaping with trees and signage.
- Define gateways at Vardry Street and Green Avenue, and Nelson Street entering from Guess Street.
- Rehabilitate deteriorated housing stock.
- Enhance street lighting.
- Reclaim vacant parcels for redevelopment opportunities.
- Utilize the Comprehensive Housing Counseling and Job Training Programs to help persons transition into homeownership and elevate wage earning incomes.
- Promote housing opportunities for neighborhood seniors.
- Develop an appropriate design scheme for Dunbar Street and the Green Avenue Commercial Node.
- Strengthen resident and City relations.
- Improve the neighborhood’s image.
Green Avenue's master plan design reflects the series of previous discussions and analyses. The goal is to develop a design that will positively impact the neighborhood integrating the new housing designs with existing ones. Featured are varied lot sizes, curb appeal, pedestrian access, various bedroom sizes, and housing types. Housing designs emphasize front porches to accentuate the connection to the street, inviting social interaction and security. Previous housing design on Genesis Court favored ranch style housing. Townhomes, duplexes, attached single-family, and bungalows will add to the existing ranch style development. A private developer is renovating the Old Mill Apartments utilizing low income tax credits and other financing to develop 75 affordable rental units for seniors.

Over a five-year period, the City proposes to acquire 85 parcels that will be added to 32 inventoried properties. Seventy-four (74) structures will be demolished as result to develop 96 new housing opportunities. Forty-eight (48) existing rental and homeowner units plan to be rehabilitated. Because of the scope of this project redevelopment has been divided into three phases. Phase I was the Genesis Court subdivision and several newly constructed homes along Green Avenue.

Phase II

Phase II targets the lower half of the neighborhood bound by Jenkins Street, north; Anderson Street, west; Green Avenue south to McLeod Street, east; and Lafayette Street, south. It proposes the acquisition of 43 parcels and demolition of 47 structures. Twenty-nine additional parcels slated for redevelopment are City owned. Upon completion, there will be 48 new parcels and housing opportunities accompanied by 21 rental and homeowner rehabilitations.

- Jeter Street will be abandoned. The alley/street will be divided equally between the adjacent properties allowing an easement to maintenance underground utilities.
Casey Street extended and aligned with Cleo Street to improve circulation. Sidewalks, south from Jenkins Street on Casey, are being proposed on the left-hand side with curbing on the right.

The Nelson and Anderson Streets Intersection posed a challenge to City staff and residents. The plan proposes to cul-de-sac Nelson Street at Anderson Street in response to the traffic concerns. The cul-de-sac’s design provides pedestrian access in and out the neighborhood. It is the most cost effective alternative. In our discussion with Traffic Engineering, a traffic light or stop sign on Anderson Road before entering the City is not feasible. The next option would be to reduce the rise on Anderson Street, a costly alternative. Every foot of rise has to equal the amount of run (linear footage). In effect, the underground utilities would have to be readjusted, which would be quite expensive.

In an anticipation of the potential increase in traffic volumes, significant improvements on the adjacent streets: Lincoln and Lafayette Streets will be made to make those streets safer. Lafayette Street will undergo improvements to address the sight distance issue. The improvement on Lafayette Street would entail seeking cooperation with the SCDOT to allow the four (4) lanes on Anderson Street to narrowed to (2) lanes between Lincoln and Lafayette Streets.
A planted median will be constructed between Lincoln and Lafayette Streets to enhance the streetscape and reduce traffic speeds. Lincoln Street will be a right turn out only. The planted median will encourage the right out turn as well as beautify the street.

- Sidewalks and curbing on Lincoln, Lafayette, Jenkins, Cleo, and McCleod Street.
- Establish a gateway at Nelson Street entering from Guess Street. Appropriate signage with a neighborhood logo or the sign reading Green Avenue Neighborhood.
- The Dunbar/West Greenville Market Study evaluated the commercial viability of the Green Avenue Commercial Node in addition the to Relax Inn and former General Hospital sites, and the Pendleton and Academy Streets Corridors. The results concluded the commercial node is no longer viable and needs to be transitioned into housing opportunities. Location and lack of marketing pose major obstacles to attracting new customers. Today's competitive market has diminished its customer base. The questionable activity outside the businesses adds to the negative image of the property. Single-family attached townhomes would fit perfectly in to neighborhood, furthering mixed income housing opportunities in Green Avenue.
Green Avenue at Nelson Street Intersection
Phase III

Phase III targets the upper portion of Green Avenue. A total of 42 parcel will be acquired affecting the demolition of 27 structures, resulting in 34 newly reconfigured tracts and 46 housing units. Twenty-seven rental and homeowner rehabilitations will compliment this phase.

- Calvary Street is a narrow roadway. Proposed is converting Calvary Street into a one-way street entering from Ansel Street existing onto Dunbar Street and installing curb and gutters on both side of the street. The current design highlights narrow front and side setbacks. It presents a warm feeling and a sense of community seen in older neighborhoods like Victorian Village and German Village in Columbus, Ohio. The new additions will replicate the narrow front setbacks with slightly larger lot sizes.

- One of the most appealing developments occurs at the corner of Ansel and Anderson Streets. Two relatively large parcels will be combined to develop ten single family townhomes, similar in design to those on Butler Avenue in the Hampton/Pinckney Area. The ten unit development will offer affordable to market rate housing opportunities.
Add crosswalks and signals at the Dunbar and Green Avenue/Anderson Street Intersections.

Establish another gateway at Green Avenue and Vardry Street.

Provide landscaping along Green Avenue from Vardry Street to Nelson Street.

Landscaped medians will aesthetically enhance the corridor and create cohesion - integrating the Greenville High Expansion with the new development on Dunbar Street, and helps to develop a gateway to St. Francis Hospital. Specifically, landscaped medians will be placed at Augusta Road and Dunbar Street, and along a small stretch on Dunbar Street near Amstar's delivery entrance and in front of Greenville High School's Expansion Project and the proposed commercial development next door to Eagles Iron Works. The corridor from Green Avenue to St. Francis Hospital would be narrowed to three (3) lanes with planting areas on both sides for trees and shrubs. Dunbar's improved streetscape would provide a residential image and sense of place.
The market study suggests that Dunbar Street remain residential in an effort to increase the area's residential base. Because of the existing uses Dunbar Street will have a mixture of residential, office, and commercial development along Dunbar Street.

Redevelopment of the Relax Inn and the former General Hospital sites abutting the neighborhood offer a tremendous opportunity to compliment Green Avenue's revitalization efforts. The Relax Inn was demolished July 2001 in response to the mounted complaints. The Dunbar/West Greenville Market Study proposes 52 affordable to market rate townhomes and single-family housing opportunities on the former General Hospital Site. The Relax Inn would be master planned to include the entire block of Mallard and Memminger Streets for mixed commercial and office development. One important convenience would be a combination grocery and drug store.
Implementation

The Green Avenue Neighborhood Revitalization Strategy’s primary goal is to increase homeownership and encourage a diverse group: families and households of all types, individuals seeking to reside closer to work or nearby amenities, and persons looking to call Green Avenue home. Brick and mortar alone will not ensure the success of this plan. Rather, it is the comprehensive programmatic services that bring about a holistic approach.

Listed below are the goals and strategies to carry out the plan, progressing from general to specific with some strategies are already in place. They coincide with Community Development’s mission to responsibly utilize its CDBG and HOME allocations. Allocations will be leveraged with other community resources.

Implementation Goals and Strategies

Goal 1: Assemble property for redevelopment.

Strategy 1.1: Exchange other City-owned properties with property owners who have properties in Green Avenue but are more interested in other City neighborhoods. One particular landowner has been identified and indicated a willingness to participate.

Strategy 1.2: Recommend the City cautiously use eminent domain powers as appropriate to aid in the property assemblage. Property is normally acquired at or a little above the appraised value. Revitalization efforts can be derailed by a property owner’s desire to hold out for more money.

Persons adversely affected will be properly relocated in comparably priced descent housing and offered opportunities to relocate back into the neighborhood. The Housing Authority has been quite helpful in this effort.

Goal 2: Ensure that revitalization efforts foster a balance of market rate and affordable for sale and rental housing choices in Green Avenue.

Strategy 2.1: Borrowing from McCormack Baron and Associates, Inc.’s Westminster Place, the project should develop market rate housing first to attract higher income buyers. This avoids the stigma of being a low income neighborhood and project.

Strategy 2.2: Once significant parcels have been acquired and cleared, market the neighborhood on the City’s web site, and to bankers and real estate brokers. Highlight the neighborhood’s
design, housing styles, the existence of an active civic group and homeowners association, access to public transit, and convenience to the Peace Center, Downtown, West End Market, and St. Francis Hospital.

**Strategy 2.3:** Develop a policy that will guide housing choice patterns. Included in this pattern are rentals. Some residents have no desire to own a home and prefer to pay rent. The following offers guidance in constructing such a policy. Phase I consisted of 22 affordable single family housing opportunities and nine (9) rehabilitated homes. The Master Plan proposes 96 newly constructed for sale and rental units in both Phase II and III. Eighty (85) of the 96 units would provide market rate to affordable homeownership opportunities; the remaining 11 would be affordable rentals. In homeownership arrangement, 36 units will be market rate with the other 49 earmarked for affordable with varying degrees. Simply, homes will be affordable priced to attract specific low to moderate income buyers. The goal would be to price the bulk of the affordable housing to attract households earning 65 to 80 percent of the median with some room to target buyers below the 65 percent median. The rentals can have a variety of combinations. Preferred would be six units set aside senior housing to accommodate the large number of seniors in Green Avenue. Of the remaining five units, two can be Section 8 units provided in partnership with the Greenville Housing Authority and the remaining three designated non-Section 8 affordable rentals. Table 1 describes the proposed residential development.

**Table 1. Residential Development Plan**

<table>
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<tr>
<th>Total Units</th>
<th>Phase I (completed in '94)</th>
<th>Phase II</th>
<th>Phase III</th>
<th>Total</th>
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<tr>
<td>Rental</td>
<td>0</td>
<td>12</td>
<td>16</td>
<td>28</td>
</tr>
</tbody>
</table>

**Strategy 2.4:** The plan recommends selecting a developer. In coordination with Community Development's Project Manager, the developer will oversee the development of the master plan similar to the Randolph Group's participation in the Viola Street Neighborhood. A number of parcels should be sold to a private builder or developer to build market rate housing. The revenue from the sale needs to be recycled to shoulder the infrastructure improvement costs.
and/or for added subsidies. Greenville Housing Futures, Habitat of Humanity, and other housing providers will have a role in the project. Greenville Housing Futures would manage the rentals.

**Strategy 2.5:** Assist as needed the renovation of Old Mill Apartments. With the large number of seniors in Green Avenue, this endeavor is a plus.

**Strategy 2.6:** Leverage CDBG and HOME funds with financial assistance from Fannie Mae, State Housing Trust Fund, and lenders to procure first time mortgages, further rehabilitation efforts, and help design a housing production package for builders and developers.

**Goal 3:** Meeting the employment needs of Green Avenue residents.

**Strategy 3.1:** Noted earlier there are a significant number of residents without a high school diploma coupled with more than half of its eligible employed not in the labor force. Community Development is partnering with SHARE to provide a City-wide Comprehensive Job Training Program. This initiative is an aggressive approach to combat poverty and provide upward mobility. Many of the unemployed and underemployed become locked out of the employment network. Clients will be assessed at their current level. SHARE as the coordinating agency will be working closely with other agencies to meet their employment needs. The program recognizes that some clients have sketchy employment histories. Ongoing relationship building with potential employers, help to ease some apprehensions employers would normally have.

One of the players involved is the United Economic Development Corporation (UNEDC). The Community-based Development Organization (CBDO) was formed to coordinate economic development activities to help stabilize low income neighborhoods. UNEDC’s focus until late was to provide small business assistance. Its current role is to aide client recruitment and placement. This program will place an emphasis on the Green Avenue residents.

**Strategy 3.2:** The City should take the lead in developing cooperative agreements with contractors/builders involved in the project to hire residents from Green Avenue and other special emphasis neighborhoods. An approach similar to Youthbuild, a HUD endorsed program, or some Enterprise Communities’ employment agreements could be explored.

**Strategy 3.3:** Continue support for the After School Tutorial Program. It helps disrupt the cycle of education deficiencies and further the importance of an education. Program
Implementation

participants have shown marked academic improvements.

Goal 4: Develop a housing promotion and program assistance initiative to assist potential homebuyers and renters.

Strategy 4.1: The City has teamed up with the Human Relations Commission and United Way to provide Comprehensive Housing Counseling. This City-wide initiative assists potential homebuyers to reach homeownership as well as aiding renters in becoming better tenants. Like the Comprehensive Job Training Program, emphasis needs to be directed toward the Green Avenue residents.

The Comprehensive Job Training and Housing Programs help address the gentrification issue by providing a safety net to minimize relocation and maintain the neighborhood’s identity. More important, the city is committed to ensuring residents temporarily displaced have the first opportunity to rent or purchase a home. The programs also offer churches a chance to be involved as referral sources.

Goal 5: Create a unique and positive identity in the neighborhood.

Strategy 5.1: Convene an Architectural Committee consisting of Economic and Community Development staff, a resident, the selected developer, and a local architect to select residential designs and themes that will also define future rehabilitation efforts.

Strategy 5.2: Together with the Building and Zoning Department and Planning Commission develop an overlay that will allow the master plan design to mimic existing setbacks. RM-1 zoning allows for various housing types; however, portions of the design would require setback variances. The basis of the plan is to build compatible homes that are successfully integrated with the existing housing stock. An integral part of that is to maintain existing setbacks.

Strategy 5.3: Utilize the Divisions City-wide Housing Program to address Green Avenue’s edges. Some of the units abutting Green Avenue in the Sterling and Dean/Sullivan Neighborhood have a negative impact. Cleaning up these areas protects the City’s investment in Green Avenue.

Strategy 5.4: Add landscaping and lighting improvements, and crosswalks and signals. Landscaping should be targeted specifically along Green Avenue (roadway) and the Dunbar Street Corridor.
Implementation

*Strategy 5.5:* Establish neighborhood entrances possibly on Green Avenue and Vardry Street, and Nelson Street entering Nelson Street from Guess Street.

**Goal 6:** Rehabilitate deteriorated housing stock.

*Strategy 6.1:* Utilize area-wide code enforcement to help identify eligible rehabilitation recipients and encourage property owners to be more accountable for their properties.

*Strategy 6.2:* Market the Division’s Rehabilitation Program (owner and rental). Rehabilitation would transform deteriorating homes with paint and exterior improvements to preserve and renovate existing rental and owner occupied housing stock, making no distinction between the newer constructed homes. A successful rehabilitation example is First Ward’s renovation of its public housing community. It converted apartment stoops into porches. Similar architectural rehabilitation is encouraged.

*Strategy 6.3:* Continue to work closely with World Changers and other volunteer programs to further rehabilitation efforts. World Changers is a volunteer group sponsored by the Southern Baptist Convention. The agreement is that Community Development provides the material and they provide the labor. The group rehabilitates owner-occupied housing selected by Community Development.

*Strategy 6.4:* Continue to provide rehabilitation assistance through loans and grants.

Identified homes should be rehabilitated as quickly as resources are made available.

**Goal 7:** Create recreational linkages.

*Strategy 7.1:* Work closely with Greenville School District to develop a community-wide resource utilizing the Juanita Butler Community Center and Greenville High School Expansion Project. Again, this supports LDR’s proposal to expand recreational opportunities.
Residential Development Time Line

Master Plan Completed
Downtown/West Greenville Market Study
Implementation of market study
Infrastructure Design Drawings
Jenkins, Clu, McLeod, and Lincoln Streets
Calhoun, Lafayette, Nelson, and Cayce Streets
Lighting Uplights
Crosswalk/Signals

Phase II
Acquisition, Relocation, Site Planning
Lincoln, McLeod, Clu, and Clu Streets
Jenkins, Cayce, and Lafayette Streets
Infrastructure Improvements
Driveway Access
Lincoln, McLeod, Clu, and Jenkins Streets
Nelson, Cayce, Lafayette Streets
Rehabilitation
Housing Construction

Phase III
Acquisition, Relocation, Site Planning
Calhoun, Meares, Avondale, Anderson, Downtown Streets, Green and Arlington Avenue
Infrastructure Improvements
Driveway Access
Calhoun Street and Green Avenue
Rehabilitation
Housing Construction
Green Avenue contains examples of several different housing types and stylistic influences. The predominant building form in the Green Avenue Area is the single story bungalow structure, associated with, and popularized by, the philosophy of the Arts and Craft Movement in the United States. Bungalow has become a somewhat generic term to describe many houses or cottage types. Throughout Greenville, and in the Green Avenue Neighborhood, bungalow generally refers to a single-family residence built between 1900 and 1950. Green Avenue’s bungalow’s offer(ed) the following features: one or one and one-half stories; modern amenities including central air/heat; electric; and plumbing; pitched roof (gable or hipped) with overhang; generous windows; wood trim; wood siding; shingle siding: brick foundation wall construction; little or no basement; and rectangular building form with narrow dimensions toward the street and long dimension parallel to neighborhood structures.

Most of the area’s homes have prominent front porches. Some porches are projected from the building mass, while many are sheltered under the principal roof area of the structure. Many homes in the neighborhood have had their original wooden box or elephantine columns removed and replaced by simple four by four treated lumber units. Many homes are missing their porch railing or have had railing installed which are less substantial than those which they replaced.

Specific Development Design Criteria
To find out how to build anew in the Green Avenue Neighborhood, one needs to look to the surrounding housing stock for cues and clues. The neighborhood today still retains the kit of parts containing most of the time-tested characteristics of successful neighborhood design. It simply requires a hand up in the process of re-weaving these elements back into a cohesive whole through a combination of coordinated efforts to rehabilitate existing housing stock and design appropriate new structures and infrastructure. Proportion, scale, rhythm and massing within a building, and its relationship to other buildings on the street are all crucial issues in the endeavor to foster healthy neighborhood growth through sensitive and sensible design. These relationships are important because homes and other buildings in an urban setting are rarely isolated from one another. Each derives its individual place in the community, in part, from its position with respect to the others along the street and a certain measure of cohesiveness helps define a positive community spirit. Thus, newly constructed homes should offer an overall appearance and features consistent with the existing homes in the neighborhood. An appearance featuring one or one and one-half stories, a pitched roof (gable or hipped at approximately eight/twelve pitch) with overhang, generous windows, trim, siding and/or shingles, brick veneer foundation wall construction, crawl space, with a rectangular bungalow building from where the narrow dimension is placed toward the street and long
dimension parallel to neighboring structures.

**Rhythm:** Those responsible for the design and execution of newly constructed dwellings should look to neighboring buildings for cues on how to place and arrange building elements to maintain the flow and rhythm of the neighborhood.

**Configuration and Orientation of Home sites:** Lots dimensions should be consistent with existing predominant lot configurations where the narrow dimension is placed toward the street and long dimension parallel to neighboring structures. Driveways should be anticipated to the side of the individual dwelling units. Curb cuts should be located accordingly as part of the initial infrastructure improvements.

**Lot Width and Spacing Between Buildings:** Lot width and spacing should be generally consistent with that currently existing on the street.

**Yard Spaces and Fencing:** Reduced front yard spaces are effective at minimizing opportunities for vehicle storage and provide ease of maintenance. Chain link fencing should be used only to enclose rear yard areas. Its use at the street front conveys a sense of neighborhood siege mentality and should be avoided.

**Storage/Outbuilding:** Storage/outbuilding should be placed in the rear yard, generally out of view for the street and should be securable with a padlock and dead bolt.

**Mailboxes:** Mailboxes should be house mounted to reduce opportunities for vandalism and excessive street clutter.
**Driveways:** Driveways should be located to the side of the individual dwelling units. Front yard semicircular drives are not compatible with the neighborhood and create a barrier to social interaction. Drives should be hard surfaced in either asphalt or concrete and should accommodate automobiles in accordance with the zoning ordinance.

**Walkways:** A hard surface walkway (same material as drive) should link the front entrance to the sidewalk or street curb and should also offer a connection to the driveway so that the front door becomes the primary entry to the home. This promotes the greatest level of security by generating activity at the street fronting side of the home.

**Doors and Windows:** Windows are key architectural detail of Green Avenue Neighborhood's homes, and help to define their visual character. Most windows on existing Green Avenue homes are double hung and are larger than those commonly used in homes today. On at least the street front side of any newly constructed home, window sizes should be compatible with those on nearby existing homes. The front doors in the Green Avenue Neighborhood's homes tend to be prominent elements of the homes (either by style, placement, or both) that every visitor will recognize as the entrance. Again, designs should accommodate the use of the front door as the primary point of entry for both residents and guests. Good compatible and economical front doors can usually be found in abundance at salvage companies.

**Entryways and Porches:** A front entryway may consist of a simple entrance with an overhanging roof, or a porch raised several steps from the ground and build across the entire facade or into the corner of the
facade. A particular entry configuration often defined the style of homes on an entire block. New porch depths should be compatible with those of the existing surroundings in order to be functional and to facilitate community interaction. Where the lack of a porch creates inactivity at the front of a house, try to place kitchen or family gathering space on the front, street side, of the home.

**Mechanical Equipment:** Mechanical equipment should be placed to the rear of the home to discourage vandalism and to reduce visual clutter.

**Exterior Wall Material:** Current maintenance and economic forces may dictate the use of vinyl, fiber cement and wood composite exterior finish materials that mimic the traditional wood trim; wood siding; shingle siding; and combinations of siding mixed with shingles found throughout the neighborhood. Generally, the fiber cement products look most convincingly real and provide the greatest long term performance. The dimensional size of simulated wood products such as siding, simulated wood trim, and simulated wood shingles should be the same as found on existing neighborhood buildings. As a rule of thumb, the exposure dimension of siding or shingles should be no less than six inches and no more than eight inches. These products should be installed in the same manner and orientation found elsewhere in the neighborhood. For example: throughout the neighborhood, siding is installed horizontally on virtually every installation. Thus, it would be inappropriate to install diagonal siding on new or rehabilitated structures.

No exposed-to-weather exterior wood surfaces should be left unfinished or unpainted - including pressure
treated lumber. Only where pressure treated lumber is used or backyard decks should it remain unpainted.

*Foundation, Crawl Space, and Slabs:* Homes in the Green Avenue Neighborhood are typically built on spread footings with foundation walls that elevate the first floor over a crawl space. New housing in the area should follow this model as it serves to meet both functional and aesthetic livability needs. It optimizes access for maintenance while simultaneously serving the function of making a relatively modest size residential structure more prominent on the street. For the reasons above slab on grade residential structures are not appropriate for the Green Avenue Neighborhood.

*Roof pitch and shape:* Roof structures should be modeled after those found in the surrounding neighborhood, thus a pitched roof (gable or hipped at approximately eight/twelve pitch) with an overhang is most desirable. The modest initial savings in a lower sloped roof does not justify the poor image or the life cycle issues related to a poor drainage rate. Gutters, downspouts, and splash blocks should be provided on all new and rehabilitated homes in the neighborhood to facilitate directing rainwater away from the dwelling unit. Aluminum gutters are preferred for durability and longevity.

*Additions:* Additions to existing structures should generally take place on the rear portion of the building. Enclosure of porches should be avoided as this discourages social interaction with neighbors and people using the street.

*Maintenance:* Use of maintenance friendly materials are encouraged when it does not adversely affect the
character of the neighborhood.

**Landscape features:** Front yards do not need excessive use of plant material. Use of planting that obscures the front of the home is detrimental to security and should be avoided.

**Retaining Walls, Lawn Curbing, and Fences:** These elements are seen on several residential lots in the neighborhood. While they are appropriate for use at new home sites, their use will likely be cost prohibitive except in rare instances where they are necessary to control the flow of pedestrian activity along the street front. Brick masonry or a split-faced concrete block can be used in lieu of stone for these applications.
Residential Development Plan

<table>
<thead>
<tr>
<th></th>
<th>Phase I (completed in '94)</th>
<th>Phase II</th>
<th>Phase III</th>
<th>Total</th>
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<td>71</td>
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<td>23</td>
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<td>Rental</td>
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<td>12</td>
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Residential Development Cost

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<th>Phase II</th>
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<tr>
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<td>$1,338,067</td>
<td>$1,047,170</td>
<td>$2,385,237</td>
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<td>Rehabilitations¹</td>
<td>367,500</td>
<td>472,500</td>
<td>840,000</td>
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<td>Infrastructure (street/serwer)</td>
<td>649,987</td>
<td>26,595</td>
<td>676,582</td>
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</table>

$3,901,819

Construction

Affordable (49 units) $2,272,695
Market Rate (36 units) $3,204,000

Financing for Development Cost

Sources

Site Acquisition:
- CDBG (budgeted from 1994-2002) $254,832
- School District Repayment 208,000
- HOME Funds for CHDO (budgeted) 73,048
- CDBG (2002-2003) 352,748
- CDBG (2004-2005) 489,869
- CDBG (2005-2006) 489,869

Total $2,385,237

¹Estimated rehabilitation cost on average $17,500.
## Budget

### Infrastructure:

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<td>Sewer Rehabilitation Funds (budgeted)</td>
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<td>Sewer Rehabilitation Funds</td>
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<tr>
<td>C-Fund</td>
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<tr>
<td>CIP</td>
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### Rehabilitation:

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<td>CDBG (2005-2006)</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$840,000</strong></td>
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* to be requested in 2002-2003 CIP budget
** to be requested from 2002-2003 C-Fund budget
*** to be requested from the 2002-2003 CIP budget
Appendix A

Performance Measures

Performance Measures serves as a report card to help gauge the project's success and help guide activities to meet the five-year completion time-line. Benchmarks are reflected by fiscal year, July 1 - June 30.

Goal: To expand the production of market rate to affordable housing opportunities through new construction, acquisition, and rehabilitation.

- Strategy 1: Further partnerships with other agencies (i.e. World Changers, SHARE, Greenville Housing Futures, Habitat for Humanity).
- Strategy 2: Continue to provide rehabilitation assistance through loans and grants.
- Strategy 3: Work closely with contractors and non-profit housing producers.
- Strategy 4: Acquire properties for homeownership and rentals.
- Strategy 5: Foster partnerships with private developers and banking institutions to increase housing starts.
- Strategy 6: Fully utilize state housing programs and other resources to leverage CDBG and HOME allocations.
- Strategy 7: Continue infill housing development.
- Strategy 8: Implement the Comprehensive Housing Counseling Program in partnership with Housing Relations Commission and United Way.
- Strategy 9: Mitigate lead-based paint when necessary.
- Strategy 10: Demolish substandard units and cost prohibitive rehabilitations.

Housing Benchmarks:

*Fiscal Year 2001*
- acquire 5 properties;
- 25 persons will graduate from the Comprehensive Housing Counseling Program;
- demolish 5 structures.

*Fiscal Year 2002*
- acquire 20 properties;
- maintain the 25 persons graduation from the housing program;
- 5 persons from the housing program obtain a home;
- build 22 homes; and
- demolish 18 structures.
Fiscal Year 2003
- acquire 20 properties;
- maintain the 25 persons graduation from the housing program;
- 8 persons from the housing program obtain a home;
- build 22 homes;
- demolish 25 structures.

Fiscal Year 2004
- acquire 20 properties;
- maintain the 25 persons graduation from the housing program;
- 10 persons from the housing program obtain a home;
- build 22 homes; and
- demolish 23 structures.

Fiscal Year 2005
- acquire 15 properties;
- maintain the 25 persons graduation from the housing program;
- 10 persons from the housing program obtain a home; and
- build 22 homes.

Fiscal Year 2006
- maintain the 25 persons graduation from the housing program;
- 13 persons from the housing program obtain a home; and
- build 7 homes.

Goal: To expand economic development opportunities and improve access to employment and training activities.

- Strategy 1: Implement the Comprehensive Job Training Program in partnership with SHARE linked to the necessary support networks to realize employment opportunities.
- Strategy 2: Implement the recommendations from the Dunbar/West Greenville Market Study.

Employment Benchmarks:
Fiscal Year 2001
- enroll 25 persons.

Fiscal Year 2002
- maintain the 25 persons enrollment in job training; and,
- graduate and find employment for 10 persons.
Fiscal Year 2003
- maintain the 25 persons enrollment in job training; and,
- graduate and find employment for 10 persons.

Fiscal Year 2004
- maintain the 25 persons enrollment in job training; and,
- graduate and find employment for 10 persons.

Fiscal Year 2005
- maintain the 25 persons enrollment in job training; and,
- graduate and find employment for 10 persons.

Fiscal Year 2006
- maintain the 25 persons enrollment in job training; and,
- graduate and find employment for 10 persons.
Appendix B

Case Studies

The following case studies are successful examples of implemented inner city neighborhood revitalization projects. Each relied on public/private partnerships and public input. The most important element was their sensitivity to the neighborhood and importance to maintaining the neighborhoods' identity, reclaiming once troubled neighborhoods marked by crime vacant lots, crime, and deteriorated housing stock. The developers encourage mixed incomes through the careful mix of housing choices - affordable and market rate rental and for sale housing. Featured is a unique assortment of single-family, townhomes, apartments, and duplexes with varying architectural styles and front porches, and pedestrian linkages. Although the projects feature varying architecture, they are compatible.

First Ward - Charlotte, North Carolina
Developer
Bank of America CDC
101 South Tryon Street
Charlotte, NC 28255
704/387-4116

Located near Downtown Charlotte, First Ward provided an opportunity to combine housing, retail, and office activity. Much of the area included a public housing community, vacant lots, and blighted structures. Bank of America teamed up with the Charlotte Housing Authority, and other non-profits to encourage a mix of rental apartments, townhomes, for sale affordable and market rate single-family homes, and rehabilitated public housing units. Charlotte’s HOPE VI Grant in addition to other financing helped leverage the project’s development. Rehabilitation, simply, included paint, new windows, and replacement of stoops with porches. First Ward’s design made no architectural distinction between newer constructed and rehabilitated homes. Additionally, the housing component complimented the mix of Downtown entertainment and retail development.
Crawford Square - Pittsburgh, Pennsylvania

Developer
McCormack Baron Associates
Hadley Square
1101 Lucas Avenue
St. Louis, Missouri 63101-1179
314/621-3400

Crawford Square is a mixed income 18 acre residential development located in east Pittsburgh. The predominately African-American neighborhood was once known for its jazz night clubs. The riots of the 1960s, in response to Dr. King’s assassination, and downtown urban renewal took its toll on the neighborhood. The planning process relied on residential input and discussion. Mixed throughout are market rate and affordable for sale and rental housing. Rents range from $300 per month for a one bedroom to $1,200 per month for a three bedroom townhomes. For sale homes start from $89,000 to $200,000. One of the project’s successes was its ability to retain a number of neighborhood residents and attract former residents who wanted to come back to their old neighborhood.

Westminster Place - St. Louis, Missouri

Developer
McCormack Baron Associates
Hadley Square
1101 Lucas Avenue
St. Louis, Missouri 63101-1179
314/621-3400

Westminster Place is a 461 unit mixed income community located in a once troubled St. Louis neighborhood. The infill development is home to 1,000 residents, a shopping center, community center, and assisted living facility. Gaslight Square, as it was formerly known in the 60s, was a bustling entertainment district noted for its swanky night clubs and restaurants, and antique shops. By the 80s, it was known as “the stroll”. Drug activity, prostitution, and high crime triggered the exodus of many of its residents. Left were abandoned properties,
Appendixes

vacant lots, pawn shops, liquor stores, and methadone clinics. Today, it includes a mix of housing types and designs with a broad range of incomes. Some residents live on fixed incomes assisted by Section 8 vouchers, thirty-eight percent earn between $10,000 and $20,000 a year, and another eighteen percent earn more than $40,000 a year.

Senior housing complex  Multi-family housing

Homan Square - Chicago, Illinois

Developers
The Shaw Company
Sears Tower, Suite 325
Chicago, Illinois 60606
312/382-880

Sears, Roebuck and Company
3333 Beverly Road
Hoffman Estates, Illinois 60179
708/286-2500

North Lawndale was a low income minority neighborhood less than 5 miles from downtown and convenient to the University of Illinois at Chicago, the Illinois Medical District, and transit linkages. Much of its population as well as housing stock was lost. Forty percent of the working aged adults were unemployed. The 600 unit development combines commercial, mixed income housing, open space, and a community center on the original Sears headquarter site. Single family homes, townhomes, row houses, and flats replace vacant lots and abandoned housing. Their designs are compatible yet identifiable. Homan Square took on a holistic approach to revitalizing North Lawndale. It also included a one million square foot commercial renovation of existing building generating nearly 3,000 jobs for residents. Job readiness, housing counseling, child and adult education, daycare, and business start up assistance added to the project's success.

Before  After

Green Avenue Neighborhood Revitalization Strategy  49
Appendix C

Green Avenue Neighborhood Revitalization Strategy Statistical Data

Social Characteristics

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<tr>
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<th>City</th>
<th>Green Avenue</th>
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<tr>
<td>Total Population</td>
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<td>581</td>
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<tr>
<td>Male</td>
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<td>207</td>
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<tr>
<td>Female</td>
<td>31,678</td>
<td>374</td>
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<tr>
<td>Race (Persons)</td>
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<tr>
<td>White</td>
<td>37,237</td>
<td>163</td>
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<tr>
<td>African American</td>
<td>20,513</td>
<td>417</td>
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<tr>
<td>Other</td>
<td>532</td>
<td>1</td>
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<tr>
<td>Age Group (Persons)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>under 18</td>
<td>12,929</td>
<td>82</td>
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<td>18 to 61</td>
<td>34,694</td>
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<td>62 and over</td>
<td>10,659</td>
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Housing Characteristics

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<tr>
<td>Total Housing Units</td>
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<tr>
<td>Owner Occupied Units</td>
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<tr>
<td>Renter Occupied Units</td>
<td>12,823</td>
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<tr>
<td>Vacant Units</td>
<td>2,352</td>
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<tr>
<td>Vacant Parcels</td>
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<tr>
<td>Median Value</td>
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Source: 1990 Census, Summary Tape File 3A
### Year Built

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<tr>
<td>85-88</td>
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<td>80-84</td>
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<td>70-79</td>
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<td>60-69</td>
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<td>50-59</td>
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<td>40-49</td>
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<td>39/earlier</td>
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### Economic Characteristics

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<td>Persons 16 and over</td>
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<td>Civilian Labor Force</td>
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<td>Persons without a Diploma</td>
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<td>Percent Below Poverty</td>
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<td>Median Income</td>
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### Occupations

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<td>Professional specialty</td>
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<td>Technicians and related support</td>
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<td>Sales</td>
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<td>Administrative support</td>
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<td>Private household</td>
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<td>Service</td>
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<td>Precision production, craft, and repair</td>
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*Source: 1990 Census, Summary Tape File 3A*
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<th>Value</th>
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<td>Transportation and material moving</td>
<td>898</td>
<td>3%</td>
<td>3</td>
<td>1%</td>
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<tr>
<td>Handlers, equipment cleaner, helpers, and laborers</td>
<td>1,110</td>
<td>4%</td>
<td>18</td>
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*Source: 1990 Census, Summary Tape File 3A*
GREEN AVENUE REDEVELOPMENT
MASTER PLAN
CASEY STREET EXTENTION
GREENVILLE, SOUTH CAROLINA