

# *City Center Master Plan Shelby, North Carolina*

## Final Report

Prepared for:  
The City of Shelby

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## ***1.0 Introduction***

### **1.1 Background**

Located near the southern border of North Carolina, Shelby is an historic community and the seat of Cleveland County. The city was incorporated in 1843 and is now home to close to 20,000 residents. Shelby is about an hour from Charlotte, Spartanburg, Asheville, Hickory, and Greenville. Its position places it in the middle of a rapidly urbanizing region. Shelby, however, has retained its historic charm and has one of the finest courthouse squares in the Carolinas.

Like many communities, much of the retail base of Shelby has moved away from the uptown core to the 74 by-pass strips that bi-sect the community. However, the efforts of the City of Shelby along with the Uptown Shelby Association have stemmed the tide of disinvestment and brought specialty shops and restaurants to the uptown alongside some stalwart businesses that have remained uptown through the years. Recognizing its regional position, understanding that uptown Shelby can continue to flourish as a destination for local and regional residents as well as visitors, and capitalizing on the energy of the newly formed Destination Cleveland County group, the City of Shelby Commissioned this plan to present a roadmap to the future of the City Center.

### **1.2 Process**

Arnett Muldrow & Associates, Ltd. was hired alongside Mahan Rykiel Associates of Baltimore and Sprague and Sprague Consulting Engineers of Greenville to develop a master plan for the City Center of Shelby in early August of 2006. The process for the community began with an intense series of interviews over three days in late August. The project team spoke with stakeholders, property owners, citizens, and other interested individuals. In addition, the Arnett Muldrow team conducted a comprehensive reconnaissance of the town examining the business sectors, areas of growth, and the uptown.

From that information, the project team worked with businesses to conduct a zip code survey of customers that led to a detailed market definition study, a sales and retail leakage analysis, a retail shares study for the community, and a market segmentation study. The market study helped inform the physical master plan recommendations, the marketing strategy, and the implementation plan.

### **1.3 Report Format**

This plan report is designed to present the findings of the City Center Master Plan in a brief and easy to understand format. It begins with the Strategic Assessment Report that summarizes the input received in interviews with individual stakeholders and small groups in the community. The report then presents the detailed market assessment of Shelby that was conducted to provide the economic framework that underpins the recommendations. From there, the plan presents several key strategies for implementation that include the physical recommendations, marketing plan, and organizational techniques needed to make the plan a success.

The report concludes with a concise implementation strategy and action plan designed to outline the steps needed to begin implementation. These recommendations are summarized in a “Strategy Board”

which distills all of the recommendations of the study into a one-sheet document. These implementation steps are presented as short, medium and, where necessary, long-term improvements.

## **1.4 Acknowledgments**

This report would not have been possible without the participation of many individuals and businesses in Shelby. Special thanks goes to the businesses that participated in the zip code survey; the many stakeholders who took time out to share their thoughts with us; to the Shelby City Council and to the staff of the City of Shelby. Special thanks goes to Walt Scharer and his staff at the Shelby Planning Department who set up all of our meetings and coordinated the process from start to finish.

## **2.0 Community Input Summary**

The sections of this chapter document the community input and is presents the “raw” information gathered in the interview process. In order to protect the confidentiality of individual interviewees and to better organize the information, this input was categorized in the following three sections:

- 2.1: Assets
- 2.2: Opportunities
- 2.3: Challenges
- 2.4: Obstacles
- 2.5: Needs and Desired Uses

*The opinions expressed in Section One are the impressions and perceptions of interviewees garnered during meetings with citizens and stakeholder groups. We have tried to paraphrase the statements but have not altered their meanings. In some cases we have quoted actual statements we heard in interviews. Consequently, you will see conflicting statements and statements that represent perceptions different from your own and those of the consultant. Not all of the issues brought up in the interview process can be addressed by this plan. They are mentioned in this report, however, so community leaders can be aware of such issues.*

### **2.1 Assets**

- Court Square is beautiful
- Street grid & alley system adds interest to downtown.
- Restaurants uptown serve all levels of the community, some open late
- Upper floor housing in uptown is at about 90% occupancy
- Arts Council & new gallery space is putting uptown on the map as an arts destination
- City Park though not in the heart of uptown is a strong asset.
- The hospital is a strength for the community.
- Destination Cleveland County has brought renewed energy to Shelby and the County.
- Critarion Bike Race for many years was great.
- Saturday Night Jam sessions
- Musical heritage is unique.
- Festivals -- Alive After Five bring people uptown.
- Uptown is a good place to do business.
- Library is uptown.
- Uptown is looking better than ever
- Starting to see more participation of citizens
- Have the advantage of having TIME to plan...they haven't suffered from rapid growth.

- Shelby is one of the original 5 Main Street programs.

## 2.2 Opportunities

- Music History with Earl Scruggs and Don Gibson.
- Opportunity to create music venue to draw regional visitors.
- We can be a hub for the arts, entertainment and recreation
- Raper-Roarke Trust Fund.
- The Gidney/Elm neighborhood near uptown
- Hallelujah Acres Development on the edge of town is a potential asset.
- Renovation of historic Rogers Theater
- Create a “pedestrian-friendly” zone (PFZ) in uptown including crosswalks at mid blocks, speed limit of 5 miles per hour, “Stop for pedestrian” signs, angle parking.
- Horse arena development uptown.
- Courthouse vacant corner - huge opportunity.
- Use Mountain influence...position Shelby as gateway to the mountains.
- “We’re Closer than you Think!”.

## 2.3 Challenges

- Some people perceive parking as a problem.
- Parking is not well signed.
- Store hours are inconsistent with the way people shop today.
- Older housing has not increased in value like in other communities.
- There is also very little reinvestment in our older neighborhoods particularly some of the low income communities adjacent to downtown.
- City needs to get away from “low-bid” mentality when funding improvements in uptown.
- We need to protect our live oaks rather than replacing them
- We are an “isolated pocket” in the region and have not experienced the growth that is surrounding us.
- Cliquish community.
- Challenge to get the merchants to work together.
- Need to clean up our streets. The street trees are lovely, but are not maintained.
- We need a local historic district uptown, but council would never approve it.

- Uptown Shelby Association not positioned to do economic development.

## **2.4 Threats**

- Strong competition from nearby communities including Gastonia, Charlotte, and Gaffney. Much of our retail sales leak to these locations.
- Shelby has a “tough” though sometimes misplaced reputation because of crime and drugs
- Undesirable uses being developed uptown including a storefront church, homeless shelter.
- MSD Tax at 27 cents is one of highest in state

## **2.5 Community Needs**

- Musical history museum & venue
- Art studios for the visual arts
- We need to improve our linkages to other areas by creating gateways and better connections
- Incentives for businesses, tax abatement, grants, etc.
- Ordinance to allow alcohol to be served on sidewalks for restaurants, events.
- Need more “new” housing.
- We need to improve our codes including the landscape ordinance, buffer zones, and design guidelines for development
- City needs to identify properties for new residential development, purchase and send out RFP to develop.
- Need to attract retirees.
- Need a roundabout at Route 74 to
- Uptown Shelby needs to be a hub a center to draw people here
- Need to change impressions immediately...need someone from “outside” to tell the community this.
- Make locals aware of what a treasure Shelby is.
- Need to protect historic district.

### ***3.0 Preliminary Market Data***

This chapter of the report presents the findings of the retail market research for Shelby and provides information that can be a useful to recruit business, help existing businesses target customers, and implement the accompanying strategies in the subsequent chapter. The goal is to keep the city center of Shelby a competitive center of trade in the region amidst dramatic change in the retail climate in America today.

Chapter 3 is divided into two sections:

Section 3.1 is city center Shelby's market definition based on zip code survey work completed by businesses in the community. It also provides insight into city center Shelby's trade area demographics.

Section 3.2 presents the retail leakage analysis that shows the amount of retail sales "leaking" from the primary and secondary trade areas. This information is based on the most recent data available and is a reliable source for understanding overall market patterns. It is concluded with a scenario for retail attraction that calculates the potential square footage of space that might be supported in the downtown for key retail categories.

### **3.1 Market Definition**

Sixteen Shelby businesses participated in a zip code survey of their customers conducted from August 25<sup>th</sup> through September 1<sup>st</sup> 2006. Merchants were provided with a form to record customer zip codes and asked to keep the log for all customers during one-week period. In all, 1330 customer visits were recorded during the one-week period.

#### ***3.1.1 Zip Code Results***

The results of the zip code survey are listed below:

- During the one-week period participating city center businesses recorded customers from 100 unique different zip codes and 11 states.
- 35% or a little over one in every three customers lived inside the City Limits of Shelby.
- Another 29% of the customers were from either the 28150 or 28152 (Shelby) Zip Codes but outside of the City Limits of Shelby.
- In total, over half of the customers (64%) that visited the participating shops were from the Shelby zip codes of 28150 and 28152.
- Adjacent zip codes to Shelby accounted for 20% of the customers.
- The state line between the Carolinas represents a strong "barrier" to customer traffic in uptown with only 2% of customers coming from South Carolina.
- Only 2% of the visits were from outside of North and South Carolina.
- All but one of the participating businesses in the survey counted over 50% of their customers from the two Shelby Zip Codes.



The two figures below provide two different insights into the breakouts of customer visits.

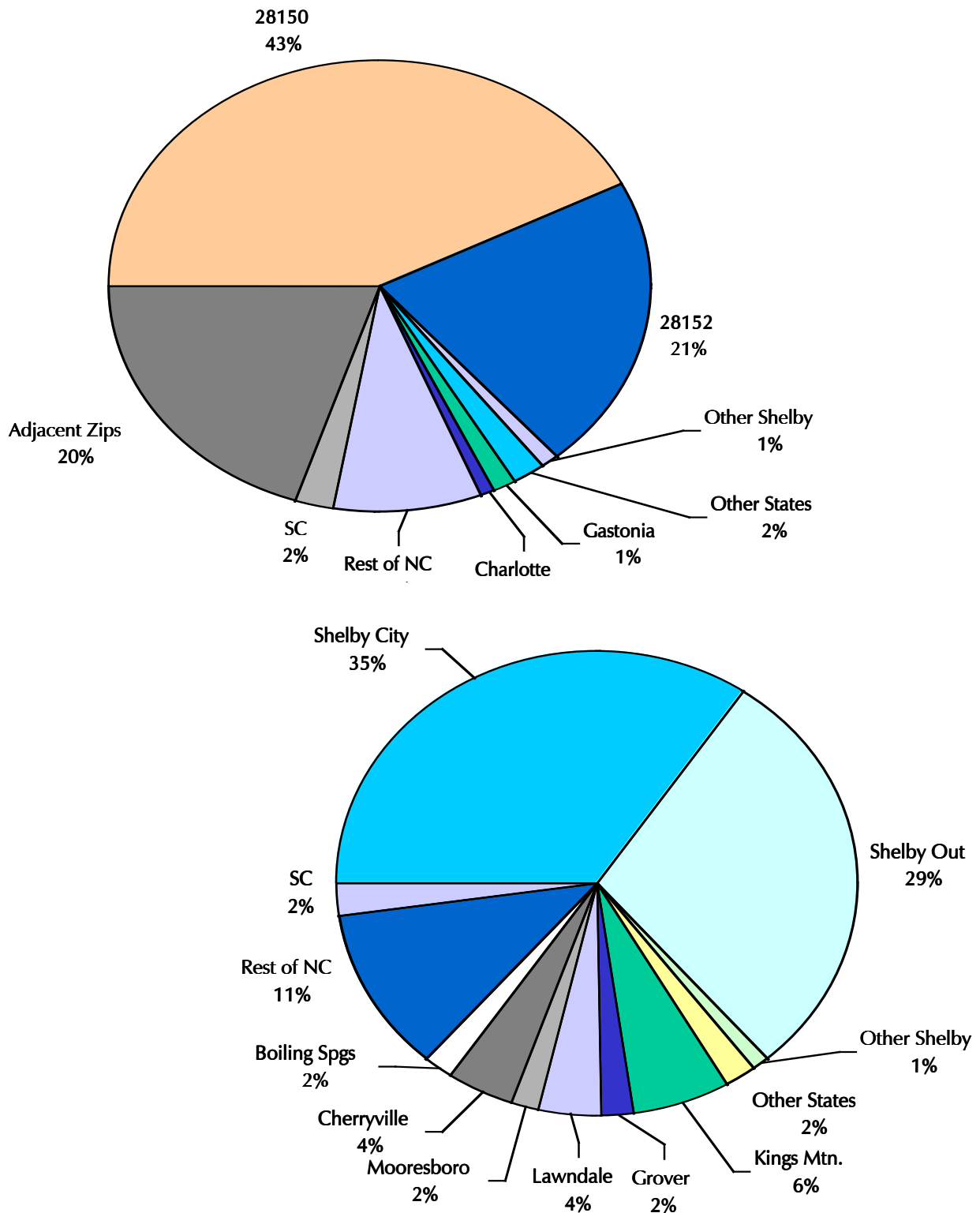


Figure 1: Customer distribution for survey participants.

### 3.1.2 Information by Business

The preceding information examined how the stores did in aggregate when all results are combined into one “pot” of figures. This section looks at the results by retail store to determine if there are any anomalous figures that emerge with particular stores. To protect the confidentiality of the individual store results, the names of the stores are not included in the charts.

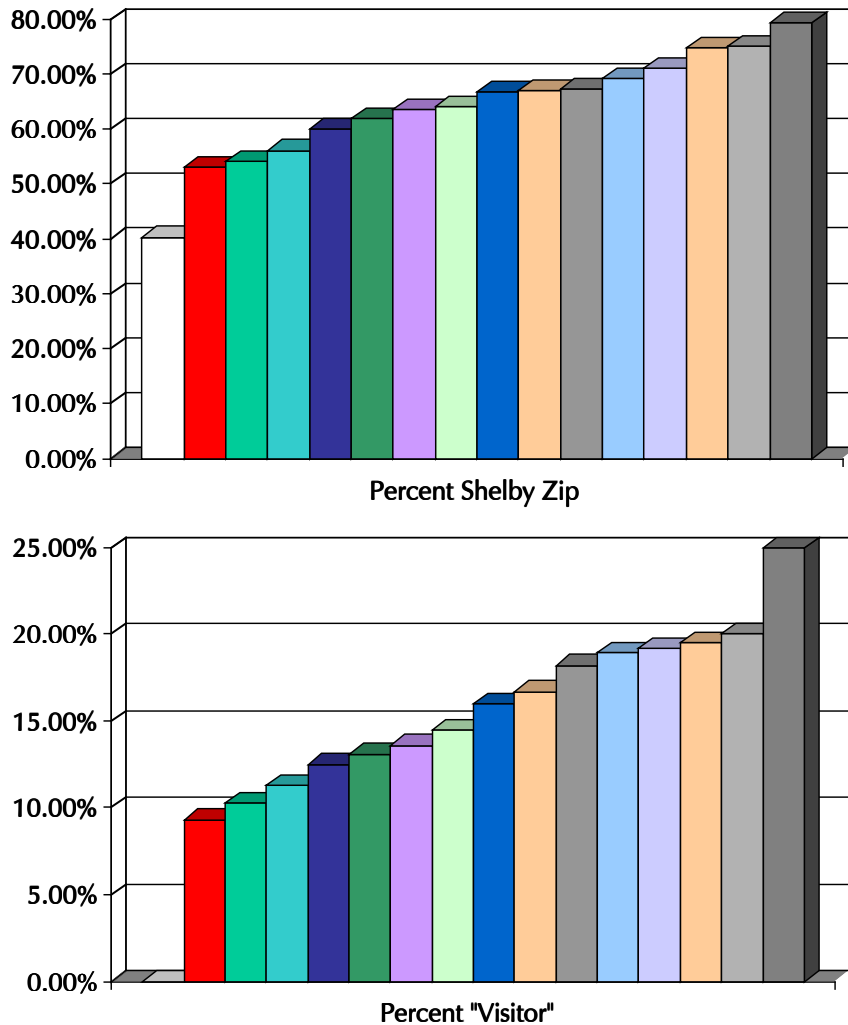


Figure 2: Percent Shelby Zips and Visitor Zips By Business

Overall the percent of customers from the Shelby zip codes is 64%. Only one of the sixteen businesses that participated in the survey had less than 50% of their customers from a Shelby zip code and eleven businesses had over 60% from a Shelby Zip code.

On the other end of the spectrum, only one business had over 20% of their customers that would be classified as a visitor (out of Cleveland County). In spite of this, visitor traffic is something that should not be dismissed. Of the sixteen businesses participating, fourteen had at least 10% of their customer base classified as a visitor.

### 3.1.3 Trade Area Definitions

The number of visits provides an overall viewpoint of where customers come from. A more accurate way to evaluate customer loyalty in the market is by looking at the local market itself. Since zip codes each have different populations, customer visits are most accurately tracked on the number of visits in relation to the population. By this measure, the Primary and Secondary trade areas for the community can be established. The Primary trade area is the geography where the most loyal customers to uptown Shelby reside. The Secondary trade area represents an area where uptown Shelby businesses can rely on customers but to a lesser degree. The table below shows customer visits per 1,000 people for each of the highest representative visits.

|       |                 |     |       |      |
|-------|-----------------|-----|-------|------|
| 28150 | Shelby          | 567 | 28690 | 19.8 |
| 28017 | Boiling Springs | 28  | 1654  | 16.9 |
| 28152 | Shelby          | 279 | 21879 | 12.8 |
| 28090 | Lawndale        | 50  | 8275  | 6.0  |
| 28073 | Grover          | 26  | 4572  | 5.7  |
| 28021 | Cherryville     | 56  | 12550 | 4.5  |
| 28020 | Casar           | 10  | 2419  | 4.1  |
| 28086 | Kings Mtn       | 82  | 24342 | 3.4  |
| 28114 | Mooreboro       | 22  | 7016  | 3.1  |
| 28040 | Ellenboro       | 11  | 6452  | 1.7  |
| 29702 | Blacksburg      | 10  | 9655  | 1.0  |
| 28139 | Rutherfordton   | 12  | 17943 | 0.7  |
| 28043 | Forest City     | 13  | 20383 | 0.6  |
|       | Gastonia        | 19  | 66277 | 0.3  |
| IN    | Shelby          | 460 | 19477 | 23.6 |
| Out   | Shelby          | 386 | 31092 | 12.4 |

Determining the primary and secondary trade areas can sometimes be more “art” than science. This determination is made by looking at the significant breaks in customer loyalty shown in the chart above. The Shelby primary retail trade area is defined as the following four zip codes: 28150 and 28152 Shelby (both inside and outside the City) and 28017 Boiling Springs. It is important to note that Boiling Springs is a zip code based in a post office and is geographically located in the 28152 zip code. It is also important to note that Shelby city limits residents had more visits per thousand residents and thus a stronger customer loyalty than those customers with a Shelby zip code that live outside of the city limits. Shelby city residents had 23.6 visits per thousand residents during the one-week period. Those outside the town limits but inside the Shelby zip code only had 12.4 visits per thousand. This indicates that City of Shelby residents are more loyal to the uptown businesses than those outside the City limits even though they are still included in the primary trade area.

Six additional zip codes listed on the table had over three visits per thousand residents and are considered uptown Shelby’s secondary trade area. These are in order of customer loyalty: 28090 Lawndale, 28073 Grover, 29021 Cherryville, 28020 Casar, 28086 Kings Mountain, and 28114 Mooresboro.

The next figure illustrates the trade areas for uptown Shelby. It is clear that Shelby’s uptown is truly functioning as a retail center for Cleveland County. Surprisingly, uptown has a toehold to zip codes toward Gastonia and Charlotte in spite of the strength of these retail markets.

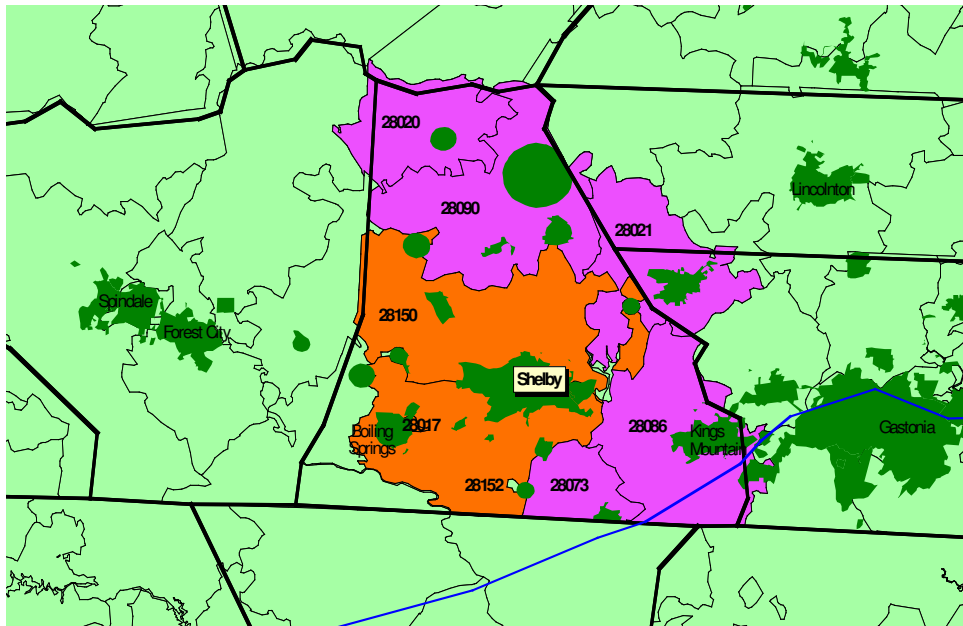


Figure 3: Uptown Shelby's Primary and Secondary Trade Areas

### 3.1.4 Trade Area Demographics

Now that the trade areas for Shelby are defined, an examination of the local demographics of each trade area will provide valuable insight into how the community is growing and changing.

- The 2005 population of the Primary Trade Area is estimated at 53,970.
- This population has increased 7.1% between 1990 and 2000. This increase is lagging the growth rate of the Charlotte metro area that grew at 30.0% during the same time period.
- By 2010 this population will increase by another 3.1% to 55,630.
- 2005 Estimated Per capita income for the Primary Trade Area lags that of Charlotte and the state:
  - Shelby PTA               \$19,657
  - Charlotte Metro       \$27,603
  - North Carolina       \$23,312
- Similarly, median household income lags the greater area:
  - Shelby PTA               \$38,192
  - Charlotte Metro       \$53,823

- North Carolina \$44,519
- The 2005 population of the Secondary Trade Area is estimated at 64,690.
- This population has increased 17.4% since 2000 still lagging the Charlotte area as a whole but growing significantly faster than the Shelby Primary Trade area.
- This population will continue to grow but at a rate closer to the Primary Trade Area by 2010 increasing by another 3.6% to 67,000.
- The per capita income levels for the Secondary Trade Area are similar to the Primary Trade area and lag the metro and state numbers:
  - Shelby STA \$19,097
  - Shelby PTA \$19,657
  - Charlotte Metro \$27,603
  - North Carolina \$23,312
- Median household income of the STA is slightly higher than the PTA but continues to lag the Charlotte Metro and North Carolina.
  - Shelby STA \$39,344
  - Shelby PTA \$38,192
  - Charlotte Metro \$53,823
  - North Carolina \$44,519

**3.1.5 Market Segmentation**

The income, demographic and consumer expenditure patterns can provide insight into what is known as “market segmentation” information. For Shelby, we used the Prizm Market Segmentation studies prepared by Claritas Inc. This information provides additional insight into the characteristics of the consumers in the market for the Shelby.

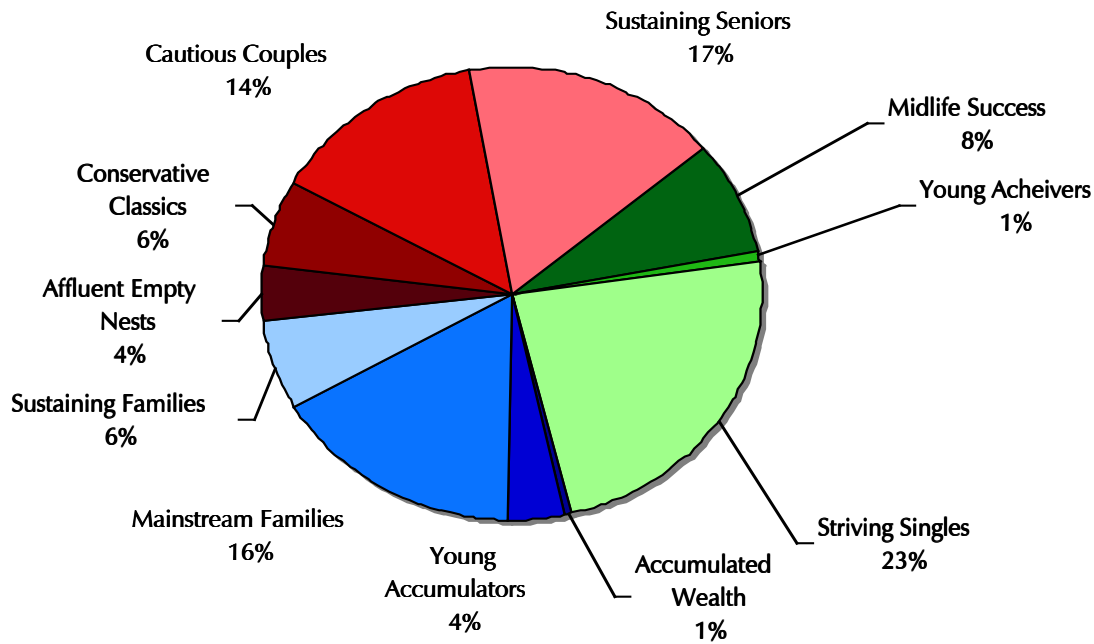


Figure 4: Market Segmentation for Shelby's Uptown Customer Base

The chart above shows the market segmentation for the Primary Trade Area for Uptown Shelby. The segments are divided by age demographics and further by wealth. The green colors represent younger years, the blue are family life and the red are mature years. Lighter colors represent less affluence, which graduate to darker colors as affluence increases. The colors allow for a quick comparison of the demographic breakout for the primary trade area. The uptown area will have to hone its market to appeal to the market segments that are already underserved by “suburban” style retail.

### ***3.1.6 Market Definition and Demographic Conclusions***

- Shelby is a strong local market with 64% of customers coming from the two Shelby zip codes. This market should continue to be the primary focus of local shopkeepers and *must* be retained as a loyal base.
- There is a decline in customer loyalty to uptown Shelby for residents outside of the City of Shelby. This is a slight concern but one that can be corrected through a thorough loyalty campaign, regular events, and the continued enhancement of the retail base.
- Some visitors are coming from “elsewhere” to the local shops. This ranges from 4% to 15% of the customer traffic. Although these numbers aren’t strong enough to qualify uptown Shelby as a “tourism destination” it is noteworthy.
- Both the primary and secondary trade areas for uptown are growing. Though this growth has been relatively slow when compared with Charlotte.
- Income levels of both the Primary and Secondary Trade Areas lag the region and the state. These differences may limit the types of higher end retailers likely to locate in the community but there is little evidence that this lag is significant enough to impede recruiting additional retailers to uptown Shelby.

## **3.2 Retail Market Analysis**

Uptown Shelby is a retail center serving the primary and secondary markets defined above. In this section the Shelby retail market will be examined to identify potential opportunities for retail by examining retail leakage. A retail leakage analysis that will look at the primary and secondary trade areas to see how much money is “leaking” from the area to stores in other areas. This will allow the community to assess what kind of additional stores might be attracted to uptown and will help individual existing businesses understand how they might diversify product lines.

### ***3.2.1 Retail Leakage in the Primary Trade Area***

“Retail Leakage” refers to the difference between the retail expenditures by residents living in a particular area and the retail sales produced by the stores located in the same area. If desired products are not available within that area, consumers will travel to other places or use different methods to obtain those products. Consequently, the dollars spent outside of the area are said to be “leaking”. If a community is a major retail center with a variety of stores it will be “attracting” rather than “leaking” retail sales. Even large communities may see leakage in certain retail categories while some small communities may be attractors in categories.

Such an analysis is not an exact science. In some cases large outflow may indicate that money is being spent elsewhere (drug store purchases at a Wal-Mart or apparel purchases through mail-order). It is important to note that this analysis accounts best for retail categories where households (rather than businesses) are essentially the only consumer groups. For example, lumberyards may have business sales that are not accounted for in consumer expenditures. Stores such as jewelry shops and clothing stores are more accurately analyzed using this technique.

- Stores in the Primary Trade Area for uptown Shelby sold \$484.6 million in merchandise while consumers spent \$507.2 million dollars in stores of similar type. This means that overall Shelby is leaking sales to the tune of \$22.6 million annually. (This excludes automotive and gasoline related retail sales)
- A closer examination of the retail leakage reveals more important information. Shelby’s primary trade area is gaining sales in categories such as department stores, grocery stores, pharmacies, and gas stations (all locations that have clustered along 74) while nearly every specialty retail category including book stores, sporting goods, recorded music stores, and even restaurants are leaking sales.
- Interestingly, Shelby’s primary trade area is gaining in “used merchandise” (antiques) and gifts suggesting a potential cluster opportunity for uptown. A retail cluster is when a community performs strongly in a category that it otherwise wouldn’t expect to be strong.

The first table below shows the retail leakage for Shelby’s Primary Trade Area in each of the retail categories studied for this report. Please note that some categories are subsets of larger categories.

|                                                    | <b>Demand<br/>(Consumer Expenditures)</b> | <b>Supply<br/>(Retail Sales)</b> | <b>Opportunity<br/>Gap/Surplus</b> |
|----------------------------------------------------|-------------------------------------------|----------------------------------|------------------------------------|
| Total Retail Sales Incl Eating and Drinking Places | 507,211,127                               | 484,575,496                      | 22,635,631                         |
| Furniture and Home Furnishings Stores-442          | 16,871,720                                | 11,558,332                       | 5,313,388                          |
| Furniture Stores-4421                              | 9,474,574                                 | 7,238,204                        | 2,236,370                          |
| Home Furnishing Stores-4422                        | 7,397,146                                 | 4,320,128                        | 3,077,018                          |
| Electronics and Appliance Stores-443               | 15,270,400                                | 27,912,590                       | (12,642,190)                       |
| Appliances, TVs, Electronics Stores-44311          | 9,757,920                                 | 18,484,499                       | (8,726,579)                        |
| Household Appliances Stores-443111                 | 1,817,840                                 | 2,322,047                        | (504,207)                          |
| Radio, Television, Electronics Stores-443112       | 7,940,080                                 | 16,162,452                       | (8,222,372)                        |
| Computer and Software Stores-44312                 | 4,993,496                                 | 8,429,092                        | (3,435,596)                        |
| Camera and Photographic Equipment Stores-44313     | 518,984                                   | 998,999                          | (480,015)                          |
| Building Material, Garden Equip Stores -444        | 69,027,868                                | 48,382,866                       | 20,645,002                         |
| Building Material and Supply Dealers-4441          | 62,191,997                                | 40,283,811                       | 21,908,186                         |
| Home Centers-44411                                 | 24,525,104                                | 29,050,722                       | (4,525,618)                        |
| Paint and Wallpaper Stores-44412                   | 1,030,162                                 | 425,000                          | 605,162                            |
| Hardware Stores-44413                              | 4,295,254                                 | 2,127,567                        | 2,167,687                          |
| Other Building Materials Dealers-44419             | 32,341,477                                | 8,680,522                        | 23,660,955                         |
| Building Materials, Lumberyards-444191             | 10,657,255                                | 2,960,151                        | 7,697,104                          |
| Lawn, Garden Equipment, Supplies Stores-4442       | 6,835,871                                 | 8,099,055                        | (1,263,184)                        |
| Outdoor Power Equipment Stores-44421               | 1,063,210                                 | 1,154                            | 1,062,056                          |
| Nursery and Garden Centers-44422                   | 5,772,661                                 | 8,097,901                        | (2,325,240)                        |

|                                                  |            |             |              |
|--------------------------------------------------|------------|-------------|--------------|
| Food and Beverage Stores-445                     | 89,554,532 | 73,434,262  | 16,120,270   |
| Grocery Stores-4451                              | 75,621,823 | 72,706,091  | 2,915,732    |
| Supermarkets, Grocery (Ex Conv) Stores-44511     | 72,219,405 | 72,684,085  | (464,680)    |
| Convenience Stores-44512                         | 3,402,418  | 22,006      | 3,380,412    |
| Specialty Food Stores-4452                       | 10,269,999 | 621,947     | 9,648,052    |
| Beer, Wine and Liquor Stores-4453                | 3,662,710  | 106,224     | 3,556,486    |
| Health and Personal Care Stores-446              | 42,588,375 | 45,626,490  | (3,038,115)  |
| Pharmancies and Drug Stores-44611                | 35,603,960 | 42,118,683  | (6,514,723)  |
| Cosmetics, Beauty Supplies, Perfume Stores-44612 | 1,810,747  | 1,462,501   | 348,246      |
| Optical Goods Stores-44613                       | 1,927,253  | 133,249     | 1,794,004    |
| Other Health and Personal Care Stores-44619      | 3,246,415  | 1,912,057   | 1,334,358    |
| Gasoline Stations-447                            | 70,506,003 | 88,142,405  | (17,636,402) |
| Gasoline Stations With Conv Stores-44711         | 44,678,741 | 74,097,698  | (29,418,957) |
| Other Gasoline Stations-44719                    | 25,827,262 | 14,044,707  | 11,782,555   |
| Clothing and Clothing Accessories Stores-448     | 31,061,882 | 21,611,305  | 9,450,577    |
| Clothing Stores-4481                             | 22,577,291 | 11,777,610  | 10,799,681   |
| Men's Clothing Stores-44811                      | 2,396,736  | 625,004     | 1,771,732    |
| Women's Clothing Stores-44812                    | 6,690,302  | 2,888,417   | 3,801,885    |
| Childrens, Infants Clothing Stores-44813         | 1,137,745  | 178,998     | 958,747      |
| Family Clothing Stores-44814                     | 10,149,247 | 6,916,488   | 3,232,759    |
| Clothing Accessories Stores-44815                | 504,221    | 258,689     | 245,532      |
| Other Clothing Stores-44819                      | 1,699,040  | 910,014     | 789,026      |
| Shoe Stores-4482                                 | 4,607,262  | 4,970,996   | (363,734)    |
| Jewelry, Luggage, Leather Goods Stores-4483      | 3,877,329  | 4,862,699   | (985,370)    |
| Jewelry Stores-44831                             | 3,568,890  | 4,862,699   | (1,293,809)  |
| Luggage and Leather Goods Stores-44832           | 308,439    |             | 308,439      |
| Sporting Goods, Hobby, Book, Music Stores-451    | 13,323,042 | 5,698,146   | 7,624,896    |
| Sportng Goods, Hobby, Musical Inst Stores-4511   | 9,150,100  | 4,233,701   | 4,916,399    |
| Sporting Goods Stores-45111                      | 4,511,560  | 1,329,559   | 3,182,001    |
| Hobby, Toys and Games Stores-45112               | 3,127,066  | 1,237,997   | 1,889,069    |
| Sew/Needlework/Piece Goods Stores-45113          | 840,927    | 1,446,590   | (605,663)    |
| Musical Instrument and Supplies Stores-45114     | 670,547    | 219,555     | 450,992      |
| Book, Periodical and Music Stores-4512           | 4,172,942  | 1,464,445   | 2,708,497    |
| Book Stores and News Dealers-45121               | 2,821,870  | 937,454     | 1,884,416    |
| Book Stores-451211                               | 2,629,253  | 937,454     | 1,691,799    |
| News Dealers and Newsstands-451212               | 192,617    |             | 192,617      |
| Prerecorded Tapes, CDs, Record Stores-45122      | 1,351,072  | 526,991     | 824,081      |
| General Merchandise Stores-452                   | 89,853,499 | 102,591,652 | (12,738,153) |
| Department Stores Excl Leased Depts-4521         | 60,343,478 | 86,179,359  | (25,835,881) |
| Other General Merchandise Stores-4529            | 29,510,021 | 16,412,293  | 13,097,728   |
| Warehouse Clubs and Super Stores-45291           | 19,100,323 | 466,001     | 18,634,322   |
| All Other General Merchandise Stores-45299       | 10,409,698 | 15,946,292  | (5,536,594)  |
| Miscellaneous Store Retailers-453                | 18,410,992 | 21,670,928  | (3,259,936)  |
| Florists-4531                                    | 2,191,847  | 5,894,757   | (3,702,910)  |
| Office Supplies, Stationery, Gift Stores-4532    | 7,548,766  | 8,075,950   | (527,184)    |
| Office Supplies and Stationery Stores-45321      | 3,280,840  | 969,818     | 2,311,022    |
| Gift, Novelty and Souvenir Stores-45322          | 4,267,926  | 7,106,132   | (2,838,206)  |



|                                          |            |            |             |
|------------------------------------------|------------|------------|-------------|
| Used Merchandise Stores-4533             | 1,800,968  | 3,059,755  | (1,258,787) |
| Other Miscellaneous Store Retailers-4539 | 6,869,411  | 4,640,466  | 2,228,945   |
| Restaurants-722                          | 50,742,814 | 37,946,520 | 12,796,294  |

### 3.2.2 Retail Leakage in the Secondary Trade Area

A similar analysis looking at the Secondary Trade Area reveals some very similar patterns. The Secondary Trade Area includes six communities, has a larger population base with more robust growth. The retail base in this area, however, has not “caught up” with the growth. Stores in the Secondary trade area sold \$287.0 million in merchandise last year. Consumers spent \$622.8 million in merchandise. The Secondary Trade Area is leaking \$335.7 million annually in virtually every retail category. The table below shows the detailed leakage data for the STA:

|                                                    | <b>Demand<br/>(Consumer Expenditures)</b> | <b>Supply<br/>(Retail Sales)</b> | <b>Opportunity<br/>Gap/Surplus</b> |
|----------------------------------------------------|-------------------------------------------|----------------------------------|------------------------------------|
| Total Retail Sales Incl Eating and Drinking Places | 622,773,309                               | 287,045,833                      | 335,727,476                        |
| Furniture and Home Furnishings Stores-442          | 20,504,752                                | 12,197,125                       | 8,307,627                          |
| Furniture Stores-4421                              | 11,420,889                                | 10,299,786                       | 1,121,103                          |
| Home Furnishing Stores-4422                        | 9,083,863                                 | 1,897,339                        | 7,186,524                          |
| Electronics and Appliance Stores-443               | 18,020,616                                | 7,271,553                        | 10,749,063                         |
| Appliances, TVs, Electronics Stores-44311          | 11,667,541                                | 6,578,811                        | 5,088,730                          |
| Household Appliances Stores-443111                 | 2,237,816                                 | 524,310                          | 1,713,506                          |
| Radio, Television, Electronics Stores-443112       | 9,429,725                                 | 6,054,501                        | 3,375,224                          |
| Computer and Software Stores-44312                 | 5,734,888                                 | 692,742                          | 5,042,146                          |
| Camera and Photographic Equipment Stores-44313     | 618,187                                   |                                  | 618,187                            |
| Building Material, Garden Equip Stores -444        | 88,752,561                                | 27,873,860                       | 60,878,701                         |
| Building Material and Supply Dealers-4441          | 80,235,033                                | 22,567,851                       | 57,667,182                         |
| Home Centers-44411                                 | 31,339,639                                | 7,998,424                        | 23,341,215                         |
| Paint and Wallpaper Stores-44412                   | 1,275,343                                 |                                  | 1,275,343                          |
| Hardware Stores-44413                              | 5,416,597                                 | 3,535,472                        | 1,881,125                          |
| Other Building Materials Dealers-44419             | 42,203,454                                | 11,033,955                       | 31,169,499                         |
| Building Materials, Lumberyards-444191             | 13,712,664                                | 3,762,698                        | 9,949,966                          |
| Lawn, Garden Equipment, Supplies Stores-4442       | 8,517,528                                 | 5,306,009                        | 3,211,519                          |
| Outdoor Power Equipment Stores-44421               | 1,350,188                                 | 539,712                          | 810,476                            |
| Nursery and Garden Centers-44422                   | 7,167,340                                 | 4,766,297                        | 2,401,043                          |
| Food and Beverage Stores-445                       | 110,845,801                               | 49,351,148                       | 61,494,653                         |
| Grocery Stores-4451                                | 93,555,916                                | 44,032,858                       | 49,523,058                         |
| Supermarkets, Grocery (Ex Conv) Stores-44511       | 89,266,786                                | 43,721,856                       | 45,544,930                         |
| Convenience Stores-44512                           | 4,289,130                                 | 311,002                          | 3,978,128                          |
| Specialty Food Stores-4452                         | 12,668,274                                | 5,122,212                        | 7,546,062                          |
| Beer, Wine and Liquor Stores-4453                  | 4,621,611                                 | 196,078                          | 4,425,533                          |
| Health and Personal Care Stores-446                | 50,538,670                                | 32,879,987                       | 17,658,683                         |
| Pharmacies and Drug Stores-44611                   | 42,310,471                                | 32,207,473                       | 10,102,998                         |
| Cosmetics, Beauty Supplies, Perfume Stores-44612   | 2,134,067                                 | 333,392                          | 1,800,675                          |
| Optical Goods Stores-44613                         | 2,254,302                                 | 114,173                          | 2,140,129                          |
| Other Health and Personal Care Stores-44619        | 3,839,830                                 | 224,949                          | 3,614,881                          |
| Gasoline Stations-447                              | 88,287,351                                | 68,005,987                       | 20,281,364                         |
| Gasoline Stations With Conv Stores-44711           | 56,042,988                                | 38,677,322                       | 17,365,666                         |
| Other Gasoline Stations-44719                      | 32,244,363                                | 29,328,665                       | 2,915,698                          |

|                                                |             |            |             |
|------------------------------------------------|-------------|------------|-------------|
| Clothing and Clothing Accessories Stores-448   | 35,951,116  | 8,662,453  | 27,288,663  |
| Clothing Stores-4481                           | 26,222,371  | 6,887,868  | 19,334,503  |
| Men's Clothing Stores-44811                    | 2,829,852   |            | 2,829,852   |
| Women's Clothing Stores-44812                  | 7,610,531   | 125,582    | 7,484,949   |
| Childrens, Infants Clothing Stores-44813       | 1,387,313   | 36,000     | 1,351,313   |
| Family Clothing Stores-44814                   | 11,866,048  | 5,576,996  | 6,289,052   |
| Clothing Accessories Stores-44815              | 567,676     | 530,317    | 37,359      |
| Other Clothing Stores-44819                    | 1,960,951   | 618,973    | 1,341,978   |
| Shoe Stores-4482                               | 5,448,349   |            | 5,448,349   |
| Jewelry, Luggage, Leather Goods Stores-4483    | 4,280,396   | 1,774,585  | 2,505,811   |
| Jewelry Stores-44831                           | 3,928,229   | 1,774,585  | 2,153,644   |
| Luggage and Leather Goods Stores-44832         | 352,167     |            | 352,167     |
| Sporting Goods, Hobby, Book, Music Stores-451  | 14,937,927  | 3,639,526  | 11,298,401  |
| Sportng Goods, Hobby, Musical Inst Stores-4511 | 10,727,655  | 2,944,638  | 7,783,017   |
| Sporting Goods Stores-45111                    | 5,230,875   | 2,313,125  | 2,917,750   |
| Hobby, Toys and Games Stores-45112             | 3,718,316   | 191,178    | 3,527,138   |
| Sew/Needlework/Piece Goods Stores-45113        | 1,006,460   | 412,890    | 593,570     |
| Musical Instrument and Supplies Stores-45114   | 772,004     | 27,445     | 744,559     |
| Book, Periodical and Music Stores-4512         | 4,210,272   | 694,888    | 3,515,384   |
| Book Stores and News Dealers-45121             | 2,691,649   | 114,314    | 2,577,335   |
| Book Stores-451211                             | 2,460,349   | 114,214    | 2,346,135   |
| News Dealers and Newsstands-451212             | 231,300     | 100        | 231,200     |
| Prerecorded Tapes, CDs, Record Stores-45122    | 1,518,623   | 580,574    | 938,049     |
| General Merchandise Stores-452                 | 107,559,371 | 41,227,853 | 66,331,518  |
| Department Stores Excl Leased Depts-4521       | 71,681,548  | 19,696,641 | 51,984,907  |
| Other General Merchandise Stores-4529          | 35,877,823  | 21,531,212 | 14,346,611  |
| Warehouse Clubs and Super Stores-45291         | 23,312,320  |            | 23,312,320  |
| All Other General Merchandise Stores-45299     | 12,565,503  | 21,531,212 | (8,965,709) |
| Miscellaneous Store Retailers-453              | 22,859,878  | 16,458,223 | 6,401,655   |
| Florists-4531                                  | 2,679,140   | 6,249,316  | (3,570,176) |
| Office Supplies, Stationery, Gift Stores-4532  | 9,396,487   | 1,646,231  | 7,750,256   |
| Office Supplies and Stationery Stores-45321    | 4,092,650   | 46,180     | 4,046,470   |
| Gift, Novelty and Souvenir Stores-45322        | 5,303,837   | 1,600,051  | 3,703,786   |
| Used Merchandise Stores-4533                   | 2,142,647   | 1,129,393  | 1,013,254   |
| Other Miscellaneous Store Retailers-4539       | 8,641,604   | 7,433,283  | 1,208,321   |
| Restaurants-722                                | 64,515,266  | 19,478,118 | 45,037,148  |

Combined, this retail leakage equates to \$358.3 million dollars lost to other markets from the combined trade areas last year.

An initial look at the findings for the combined trade area indicate potential demand for new restaurants, sporting goods stores, specialty clothing stores, and book stores. A more detailed analysis for the final report will take a potential “capture scenario” to determine the number of stores that uptown might support.

### 3.2.3 Capture Scenarios

It isn't reasonable to expect that Shelby will capture all of the leaking retail sales from the Primary and Secondary Trade Areas. So we examine a scenario to see which store types might have the best opportunity for success in Uptown Shelby. The scenario first looks at retail categories where both the Primary and Secondary Trade Areas have retail leakage. It then assigns a captures rate for both the Primary and Secondary Trade areas for each category. For Shelby we have selected a capture rate of 10% (or 1 in every 10 leaking dollars) for the Primary Trade Area and 5% (1 in every 20 leaking dollars) for the Secondary Trade Area.

| Category                                    | Scenario Support | Square footage |
|---------------------------------------------|------------------|----------------|
| Home Furnishing Stores-4422                 | \$667,028        | 3,335          |
| Specialty Food Stores-4452                  | \$1,342,108      | 4,474          |
| Men's Clothing Stores-44811                 | \$318,666        | 1,062          |
| Women's Clothing Stores-44812               | \$754,436        | 2,515          |
| Childrens, Infants Clothing Stores-44813    | \$163,440        | 545            |
| Family Clothing Stores-44814                | \$637,729        | 2,126          |
| Shoe Stores-4482                            | \$236,044        | 787            |
| Sporting Goods Stores-45111                 | \$464,088        | 1,547          |
| Hobby, Toys and Games Stores-45112          | \$365,264        | 1,218          |
| Book Stores-451211                          | \$286,487        | 955            |
| Prerecorded Tapes, CDs, Record Stores-45122 | \$129,311        | 431            |
| Office Supplies and Stationery Stores-45321 | \$433,426        | 1,445          |
| Restaurants-722                             | \$3,531,487      | 11,772         |

Under this conservative scenario an additional 32,000 square feet of space could be supported in Uptown in the categories listed above. The most likely store types to be successful in downtown Shelby using this scenario would be: restaurants, home furnishings, specialty food, women's clothing, family clothing, and sporting goods.

It is important to recognize that this analysis looks only at local traffic and does not capture potential visitor traffic for stores, which would add to the success of these stores. The capture scenarios are also highly variable and should be examined thoroughly by anyone doing specific research for a store types.

### 3.3 Market Assessment Conclusions

- Shelby's uptown is the "image maker" for the community and the symbolic heart of town. While the retail strength of Shelby has shifted to 74, uptown remains a strong part of the image of the community.
- It does appear from the data that uptown Shelby has a significant opportunity to capture additional specialty retail especially if uptown is able to capture more customers from the secondary trade area.
- The downtown should shore up its local loyalty to reduce the significant decline between market penetration in the city and outside.
- The community should pursue an aggressive marketing campaign to recruit visitors from the immediate "region"

## 4.0 *Physical Assessment*

### 4.1 **Assets and Liabilities**

Following is an outline of physical assets and liabilities that have been identified by stakeholders and observed by the master planning team. Preserving and enhancing the assets while addressing liabilities forms the foundation for the projects recommended later in this report.

#### 4.1.1 *Image*

- **Image at I-85 and Route 74:** The interchange area for Route 74 and I-85 that is the initial gateway to Shelby is quite positive. The medians of each highway are wider here and landscaped with evergreen and deciduous trees and broad sweeps of wildflowers. In addition, King’s Mountain is quite prominent at this interchange. All of these factors translate to a positive association with Shelby.
- **Image of Marion approach from the east:** Visitors and residents arriving from the east and I-85 are directed to Uptown Shelby via Marion Street. Overall, this is quite an attractive approach through rural farmland and historic neighborhoods. Because it is several miles between Route 74, and Uptown, first-time visitors can get the feeling that they missed a turn or are on the wrong road as there is limited signage beyond the initial signage at Route 74.
- **Image at Route 74 and Lafayette Street:** The most direct approach to Uptown is via Lafayette Street from Route 74. This access point utilizes a modified grade separated interchange configuration with Lafayette passing above Route 74. Because of the grade changes and adjacent slopes, there is a strong “sense of place” at this location. Unfortunately, the interchange ramps which also serve as access to adjacent development result in a confusing experience for first time visitors. In addition, directional signage is not very visible and it is not difficult to miss the exit.
- **Image along Lafayette Street:** The image along Lafayette Street between Route 74 and Uptown is not attractive. The “commercial strip” character comprised of predominantly suburban style development which emphasizes the automobile does not provide any hint of the unique and special environment that awaits visitors at the historic core. There are examples of recent developments along Lafayette Street that were done quite well by orienting buildings toward the street with parking located to the rear and sides.
- **Image of Warren approach from the west:** Visitors and residents arriving from the west are directed along Warren Street to the Uptown. This intersection is not very visible and the approach to Uptown along Warren Street is somewhat circuitous. As a result, first time visitors may wonder if they are on the correct road.

#### 4.1.2 *Public Realm*

- **Court Square renovations:** Court Square recently underwent renovations and the result is an outstanding public square for Shelby. The simplicity of the landscape improvements (large canopy trees, lawn and groundcover) provide an attractive setting for pedestrians while not obscuring views

to the architecture of the courthouse or of buildings facing the square. There is, deservedly, much pride in Court Square and it represents the heart of Shelby's Uptown.

- **Streetscape and street trees:** The streets within the 6-block core area of Uptown are quite distinct as they are lined with Live Oaks which were installed in the 1970's. The evergreen canopy is visually prominent and defines a strong sense of place for the core area. In addition, the trees provide a shady environment for pedestrians during the hot summer months. The trees are of a size now that allows lower branches to have been trimmed and views to businesses are quite clear. The trees have been subject to some ice damage and over the years have heaved some of the sidewalk paving. They continue to be the subject of debate and strong community pride. Other streets within the Uptown area utilize a variety of shade trees and/or low ornamental trees.
- **Alley System:** The Uptown core is characterized by an alley system which distinguishes the Uptown environment. In most places, the alleys provide glimpses of the courthouse and provide important pedestrian connections to Court Square. Segments of Trade and Arey alleys in the block between Warren and Graham are quite attractive with good examples of façade renovations and business signs. Most alleys, however, present a "back door" image to the businesses they serve.
- **Proposed Pedestrian Plan:** Shelby has recently developed a pedestrian plan which proposes a major trail connection through Palmer Park to the south and linking Uptown with the regional trail system.
- **Raper Roark Trust Improvements:** The Raper Roark Trust has been responsible for a number of physical improvements throughout Uptown Shelby, most notably the flower pot program that provides for planters planted with flowers for businesses who agree to maintain them. This addition of color throughout the Uptown contributes to a positive shopping and browsing environment.
- **Murals:** There are a number of murals throughout the Uptown on blank building walls. These provide color and help to enliven the public realm, particularly adjacent to parking areas.
- **Sidewalk Displays:** Many of Shelby's Uptown businesses utilize sidewalk displays to advertise their products. These sidewalk displays help to enliven the shopping environment and provide strong visual cues that a shop is open for business.

#### *4.1.3 Parks and Open Space*

- **City Park:** City Park is the jewel of Shelby, offering a variety of indoor and outdoor recreation opportunities. While City Park is the jewel of Shelby's open space and park system, it is physically removed from the Uptown Core.
- **Broad River Greenway:** The Broad River Greenway, although it is not in the City of Shelby, is an important regional park attraction that has created a significant pedestrian amenity close to the city.

#### *4.1.4 Downtown Activity*

- **Outdoor Dining:** A number of restaurants take advantage of the wide sidewalks and have outdoor dining which helps to enliven the shopping environment by creating visible pedestrian activity on the sidewalks. Much of this outdoor dining occurs during the lunch hour in the core area of Uptown. In

addition to providing visible signs of activity, the outdoor dining is a way for restaurants to “advertise” that they are a food establishment and open for business.

- **Event Spaces:** Washington Street in front of Court Square is closed regularly for Uptown events, providing a highly visible venue immediately adjacent to Uptown’s greatest amenity, Court Square. Court Square itself and numerous public parking areas provide outstanding venues for outdoor events as well. Having the ability to host events in the Uptown core provides visibility to Shelby’s attractive downtown environment and its shops.
- **Downtown Library:** While many communities are moving their libraries to suburban locations, Shelby enjoys a downtown library. This is an asset to Uptown.
- **Downtown Churches:** Shelby also enjoys numerous downtown churches which is another source of activity in the Uptown area. In addition, the churches add to the architectural diversity and character of the community.

## Opportunities and Threats

### *Image*

- **Image at I-85 and Route 74:** There is the opportunity to capitalize on the attractiveness and strong sense of place at this interchange to reinforce a positive impression of Shelby. Consideration should be given to working with the highway department to extend directional and wayfinding signage for Shelby to this exit.
- **Image of Marion approach from the east:** Because the approach to Uptown from the east along Marion Street is somewhat lengthy, consideration should be given to providing periodic wayfinding signage, particularly at decision points, to alert visitors that they are following the correct route.
- **Image at Route 74 and Lafayette Street:** As described earlier, the grade change at the interchange of Route 74 and Lafayette Street defines a clear sense of place for this exit. There is an opportunity to use landscaping to really capitalize on the embankments to reinforce this interchange and sense of arrival at someplace important. Additionally, there is an opportunity to use landscape to visually reinforce the exit ramps. The challenge will be to use landscaping and signage in a bold and simple manner that won’t create additional visual clutter and confusion for motorists.
- **Image along Lafayette Street:** As described earlier, the majority of the approach to Uptown along Lafayette Street is unattractive. There is an opportunity to make investments to the public realm (streetscape) and encourage investments to the private properties along the corridor to create an attractive approach to the Uptown. In addition, there is an opportunity to give the historic residential district some presence on Lafayette with sensitive infill and new development. There is also the danger that as properties such as the former cinema redevelop, they will continue to develop in a suburban style with buildings surrounded by parking and little attention to architectural quality or the pedestrian environment.
- **Image of Warren approach from the west:** As the existing access to Uptown from the west along Warren Street is somewhat circuitous, there is an opportunity to emphasize the Marion Street corridor which is more visible and offers a more attractive route to Uptown. Care will need to be given to balance the desire to create a more attractive gateway and arrival experience with unnecessarily rerouting all traffic along this corridor.

## ***Public Realm***

- **Court Square Renovations:** The Court Square renovations are outstanding and some of the best this master planning team has seen. While there is little that can be done to improve this environment aesthetically, there is a tremendous opportunity to take advantage of this open space by encouraging more activity within the square and easier pedestrian access to the square. As with any public park, especially a courthouse grounds, there is always the danger of “cluttering” the space with monuments, memorials, fussy plantings, etc. Care should be given to maintaining the clean appearance of the grounds, visibility into and out of the square and the classic landscape treatment of trees and lawn.
- **Streetscape and Street Trees:** The Live Oaks within the core of Uptown distinguish Shelby from other places and provide and contribute significantly to an attractive and comfortable pedestrian environment. There is an opportunity to protect this asset and address some of the concerns associated with the trees through a proactive tree maintenance strategy. There is also the danger of allowing tangible concerns (occasional ice damage and pavement upheaval) trump intangible benefits (shade, comfort, attractiveness).
- **Alley System:** The alley system in the core of Shelby distinguishes Uptown from other communities’ downtowns. Since some of the alleys in Shelby are already models for how attractive they can look, there is an opportunity to look long-term at how they can become an integral part of the pedestrian environment, particularly since they offer a more intimate scale and sometimes “funky” environment when compared to the sidewalks along the business fronts. There is the danger, however, that too much emphasis on pedestrian access via the alleys can take away from pedestrian activity along the streets and storefronts. A balanced approach will need to be taken.
- **Proposed Pedestrian Plan:** With the proposed Pedestrian Plan, there is an incredible opportunity to reinforce pedestrian linkages among districts and between neighborhoods and the Uptown core. The development of the plan has given Shelby a good start in implementing these improvements as well. A successful pedestrian environment is dependent upon several factors, however, in addition to the presence of trails and sidewalks. Care should be given to make sure that redevelopment and new development efforts, tree planting and implementation of a way-finding system support the pedestrian plan as much as possible. It will be important, particularly in the Uptown core and adjacent districts, that sidewalks are reinforced by buildings rather than parking lots and that there is plenty of shade and lighting to provide comfort and a sense of security.
- **Raper Roark Trust Improvements:** The flower pot program is a positive asset to the community and is a good example of individual businesses partnering with an entity to improve the physical environment of Uptown. There is an opportunity to possibly expand this program or create similar programs to increase the amount of seasonal color within the Uptown core.
- **Murals:** The existing murals enliven the Uptown environment. In addition, there are numerous blank walls throughout Uptown, presenting the opportunity to expand this program. In particular, murals on blank walls adjacent to public parking lots or key pedestrian routes could enliven these areas and help to reinforce connections between resources.



### *Parks and Open Space*

- **City Park:** City Park is a tremendous asset to Shelby, but it is somewhat disconnected from the Uptown core. There is an opportunity to provide a stronger connection through cross programming and improved wayfinding signage.
- **Broad River Greenway:** While not in Shelby, the Broad River Greenway has provided insight into the power of greenway connections in the region. Ultimately, the Broad River Greenway could connect to a network of trails that converge in Shelby.

### *Downtown Activity*

- **Outdoor Dining:** The wide sidewalks and abundant shade provides the ideal environment for outdoor dining. There is an opportunity to increase the amount of outdoor dining and enliven the streetscapes with colorful umbrellas.
- **Event Spaces:** With so many potential event venues within the Uptown, there is the opportunity to take advantage of events to continue to highlight Uptown businesses as well as attractions. In particular, Court Square could be utilized more as an event venue to take advantage of this spectacular and visually prominent setting. There is a danger of too many events damaging the Court Square lawn, however, so care should be taken to explore protective measures such as the use of “mats” to prevent compaction over tree roots. Also, there is an opportunity to use public parking lots as event spaces and using events to call attention to these resources.
- **Downtown Churches:** With the numerous churches in the Uptown core, there is the opportunity to explore partnerships with some of these churches to provide development opportunities and better utilize large surface parking lots. In addition, there is the opportunity to look at the church congregations as Uptown stakeholders and involve them more in the revitalization of Uptown.

### *2.2.5 Available Parking*

As with many downtowns, the lack of parking is often more perception than reality. As described earlier, Shelby has abundant public parking resources, however, they are not always used to their full potential. There is an opportunity to make these resources more visible through wayfinding and identification signage as well as improve the sense of security through enhanced lighting. In addition, there is the opportunity to use events to highlight these resources. For example, an event could be held in a particular lot to highlight physical improvements (new paving, landscaping, signage, etc.).

### *2.2.6 Redevelopment Catalysts*

- **Interest in Equestrian Center:** With a potential new indoor equestrian center, there is the opportunity to use this as a catalyst for redevelopment of an entire district and expand development opportunities for residential and commercial uses while improving linkages between the Uptown core and adjacent neighborhoods. There is the danger, however, of not capitalizing on immediate (or future) opportunities to use the equestrian center as a catalyst for new development or to reinforce connections between neighborhoods and Uptown. Care should be given not to develop in a suburban format with the building set back from the street edge and surrounded with large seas of

surface parking. Facilities such as these also require large blank walls. Care should be taken to plan the facility so that other uses (with more active uses along the façade) could be developed in front of large blank wall sections concurrently or at some point in the future.

- **Court Square Mixed Use Project:** With the new mixed use project planned at the northeast corner of Court Square, there is an opportunity to activate this quadrant of the square and to complement the historic Rogers Theater. In addition, there is the opportunity to use the new development to strengthen connections to the north along Washington Street where additional development/redevelopment opportunities exist. Care should be taken to not develop blank walls along Washington Street, which would weaken pedestrian connections to the north.



## 5.0 *Four Strategies for Shelby*

Equipped with the community input, the market data, and the physical assessment documented above, this chapter will use the assessment information to formulate the plan. This chapter presents four strategic initiatives for the City Center and develops goals and strategic action items in three tiered time phases. The four strategies are:

- Connecting Uptown to the Market: Branding
- Catalyst Projects: A Regional Destination
- A Spectacular Setting: Physical Strategy
- United for Success: Organizational Strategy

### 5.1 **Connecting Uptown to the Market: Branding**

Shelby's Uptown is a highly localized market with 64% of the customers coming from the two Shelby zip codes. An additional 20% of the customers come from Cleveland County. Ultimately, uptown will need to market to three tiers of customers: locals (the bread and butter of the market), regional residents (Cleveland County and adjacent counties), and visitors. Fortunately, the market demographics for Uptown customers have certain strengths, a growing base of families, retirees (some of whom are well-off), and a rapidly growing region to continue fueling customers to uptown.

However, the Uptown area lacks a cohesive positive image targeted to its customer base. A strong brand that communicates everything uptown has to offer will help sustain existing businesses, recruit new customers, and ultimately result in more investment in uptown. The goal is clear:

*Uptown Shelby will brand itself as a regional destination sharing it's success story with local residents, countywide customers, and residents of the large metropolitan areas in order to enhance the consumer base for the City Center.*

#### 5.1.1 *The Initial Projects: 2007*

- *Launch a popular Shelby logo and image package (the Shelby "brand").* Consumers understand the meaning of a 'brand' whether it is as iconic as Nike's swoosh or exclusive like the Tiffany blue box. Communities can also present a consistent image to attract business, retain customers, and instill local pride. Shelby has taken significant steps to develop a brand and logo for the City. The City Hall Cupola is used on letterhead, painted on the water tower, and printed on official publications. For Shelby, the brand only slightly revises the City's brand and expands and uses the red type and similar arrangement to expands it to both Uptown Shelby Association and Destination Cleveland County. Figure \_\_ on the following page shows how the brand might be expanded.
- *Redesign all print material incorporating the "brand":* As Shelby implements the brand, it should incorporate the color scheme and design cues into all of the publications used to promote the city center. Shelby should publish a distinctive shopping and dining guide that can be distributed local shops and restaurants using the brand. The Uptown Shelby Association should also slightly modify its newsletter to incorporate the brand. Figure \_\_ on the following page shows examples.



Figure 6: The Brand for Shelby, North Carolina and brand extension to stakeholder organizations.

OCTOBER 2006 Volume 4 Issue 4 Published by The Uptown Shelby Association PO Box 2042 Shelby, NC 28151

# WHAT'S UP<sub>town</sub>

## E-X-T-E-N-S-I-O-N

**2006 Events**

**FALL for SHELBY**  
Oct. 28  
11am until 1pm  
Costume parade, crafts & activities on the square for all ages

**SHELBY CHRISTMAS PARADE**  
Nov. 19 3pm  
(Entries Due Nov 6)

**CARRIAGE RIDES**  
Fridays:  
5:30 to 8:30pm  
Nov. 24 Dec. 1  
Dec. 8 Dec. 15  
\$8 for adults  
\$4 for children  
Under 2 ride free!

State officials OK December deadline for more than 20 CDBG projects

It's a good thing, a very good thing.

Kelly Hastings and more than 20 other Uptown Shelby property owners committed to facade rehabilitation projects using CDBG funds (Community Development Block Grant) no longer have to worry about a once-looming October 1st completion deadline.

"We made an extension request of the state, and it was approved," said Chandler Poole, executive director of the Uptown Shelby Association and one of the grant's chief administrators. "The good thing is that there were so many projects in ongoing stages - nearly 20 - that it would have been tough for the state to put the brakes on. The request was essential to giving these property owners the time they needed for completion."

Navy awnings, warm beige paint, pressure washing, exposing original brick and tuck pointing were all part of the facade improvements made to Hastings's property on Lafayette Street. From the moment he heard about the CDBG funds Hastings said "I was in."

Working within the grant parameters was easy, Hastings said. "I had all the information I needed upfront, and if I had a question I got an answer right away." Hastings spent about \$5900 total, and will recoup \$2950 from grant funds.

Ongoing projects and property owner investments include:

- 9 East Marion, former BB&T \$400,000; Farmer's Market \$200,000; George Blanton Jr. Center (PNB) \$1.5 million;
- Mike Putnam \$14,000; John McCluney \$4200; Nancy Morgan \$5900; and Antique Market of Shelby \$600.

**INSIDE:**

- Director's Cuts 2
- On the Block: Uptown Properties 3
- Passport 2

# What's Uptown

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Figure 5: Examples of the existing Uptown Shelby Association newsletter revised to showcase the brand identity.

- *Redesign web site with Uptown brand, provide clearer links between the various organizations.* The web has become one of the principal ways that people learn about places they visit. Shelby's uptown website is an excellent resource already and rich in content. Once the Brand is incorporated into the design, it will truly become a key part of the overall branding effort. The example below is an initial concept of how the downtown brand might be incorporated into the website. Additionally, the Uptown Shelby Association and the City of Shelby websites should have clear links to one another so the consumer can easily navigate them.



Figure 7: Example of how the website for Uptown Shelby Might be redesigned to use the brand identity.

- *Launch brand extension for other organizations, activities, and venues.* As activities take place in uptown Shelby, the community should carefully consider how the brand might be extended to reinforce the identity of uptown. The examples shown in the figure below show how the brand might extend to future events, venues, and activities in uptown.





- *Develop demonstration project for co-operative advertising using the brand.* The first phase of marketing should be cooperative ads that involve local businesses using the overall brand for uptown. These ads can be a way to provide a unified focus to uptown and draw attention to everything the community has to offer. An example of a co-op ad is shown below for the Theatre, similar ads could be developed for businesses in Uptown.



Figure 8: Example of a co-op advertisement promoting a business and uptown Shelby as a whole.

- *Launch the “open for business” campaign.* One way to communicate the vibrant nature of uptown Shelby is for the local businesses to have an “open for business” campaign. This could consist of wall mounted or garden type flags with the Shelby logo on them that businesses would fly when they are open.
- *Initiate first phase of Wayfinding signs.* Wayfinding is simply a sign program that directs motorists and eventually pedestrians to key locations in the community. For Shelby, the wayfinding should be a communitywide initiative that directs people to downtown as well as the many other amenities of the community. The exhibit on the following page shows what a potential wayfinding program might look like for the community using the Shelby brand. Wayfinding systems include several levels of signs.
  - *Gateway signs* announce the entrance to the community or district. For Shelby, primary gateways should occur at major entrances to the City limits and secondary gateways at the entrance to the City Center.
  - *Primary Trailblazers* are signs that direct motorists to major districts or attractions within a city. These would be placed along major thoroughfares in the city and would have up to three major attractions listed. Uptown should be one of the listings on all trailblazers.

- *Downtown Trailblazers* would direct motorists to attractions within uptown including the Courthouse, visitors center, and public parking.
- *Parking Signs* would occur at the entrances to parking facilities.
- *Building Markers and Informational Kiosks* take the sign system from a vehicular system to one that pedestrians use.
- *Banners* allow the community to promote specific events, attractions, or historical figures or stories about the community. They can be changes frequently but should always consider the overall brand even if they vary somewhat to add variety through the year.

In 2007 Shelby should consider implementing some form of the banner program, selected parking signs, and some of the wayfinding trailblazers directing people to uptown.

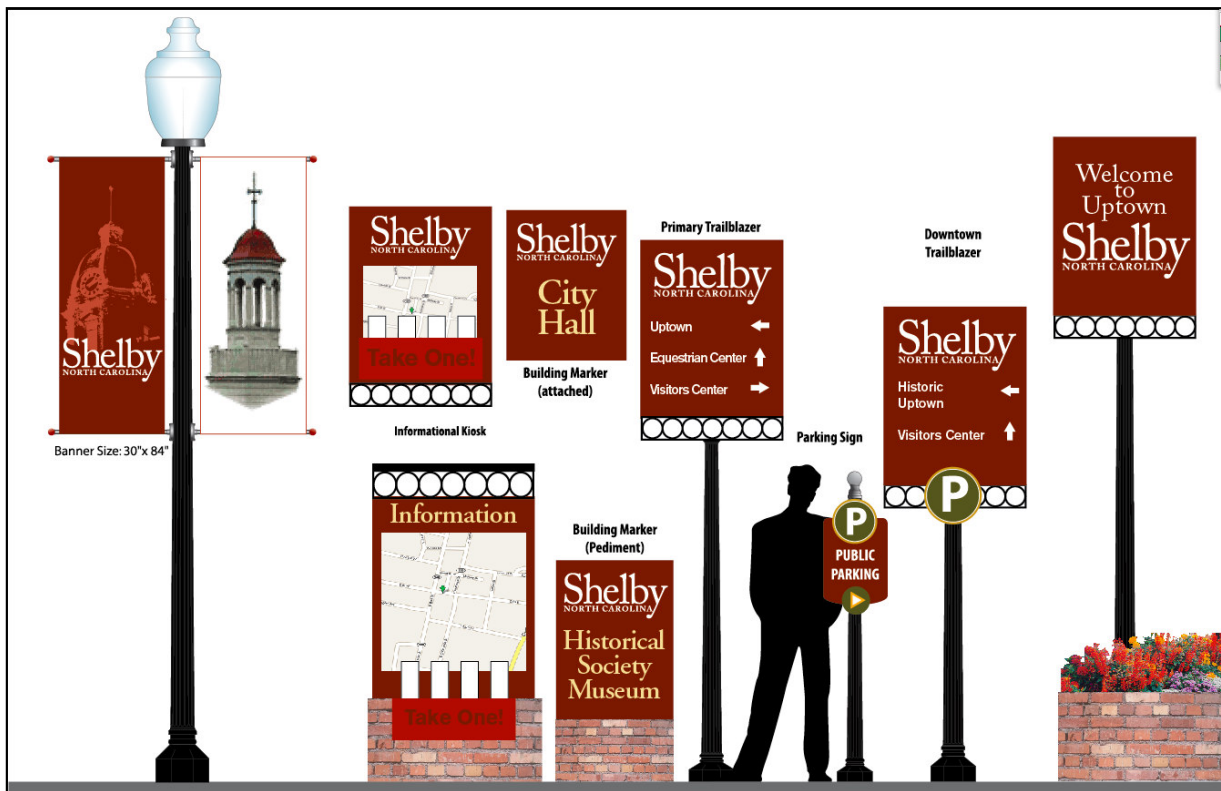


Figure 9: Wayfinding concept for Shelby.



### 5.1.2 Next Steps: 2008-2009

- *Continue co-op ad campaign for Uptown targeted to the greater Charlotte and GSP region.* While the local focus is important and should continue, Shelby should consider branching out its marketing to a more regional customer in years 2008 and 2009. These ads may portray some of the attractions available in the community and profile the shopping and dining options. Again, these might be co-op ads that the Uptown Shelby Association partners with local businesses to produce.



Figure 10: Regional marketing ad concept for Shelby.

- *Host a “downtown event summit” to: evaluate all events to determine their purpose and success at achieving goals for the Uptown solicit new volunteers.* Over time, events can become a source of division and controversy in communities. Shelby is no different. Shelby should host an “events summit” to evaluate each of the events downtown to ensure that they are doing what they are supposed to do to drive business and create interest in downtown. The summit should take place when there is not an “impending” event and should involve all of the partners in the process. The result should be a fine tuning of each event to tailor it to the goals for downtown.

### 5.1.3 Long Term Steps: 2010-2015

- *Complete wayfinding plan.* The wayfinding plan is likely to take a number of years to complete. It can be phased over time as budgets allow.

- *Continue to expand co-operative ad effort as successes continue.* Shelby should never “rest on its laurels” as the market base for uptown continues, the community will need to market the destination to an ever expanding group of potential customers.

## **5.2 Catalyst Projects: A Regional Destination**

Uptown Shelby has perhaps the premier courthouse square in the region and a very attractive uptown area. A group of active citizens, recognizing Shelby and Cleveland County’s potential as a visitor destination, has united as Destination Cleveland County. The young group has launched an aggressive initiative to stimulate investment in uptown through a number of catalyst projects centered on the unique characteristics of the city and county.

While many communities struggle to carve out a unique niche, Shelby has a singular opportunity to capitalize on the rich musical heritage that has played such a role in the city, county, state, and nation to become a regional destination for musical heritage. The projects that Destination Cleveland County is advocating can serve as valuable catalysts for private investment. It is time for continued investment to take place as several key properties in the uptown require investment soon or they will have a blighting influence on the rest of the effort.

The opportunity is present. The retail market study revealed that the secondary trade area for Shelby is leaking nearly one third of a billion dollars in retail sales each year. This retail demand coupled with the increasing demand for downtown residential options in communities large and small present the market foundation for future success in the uptown. The vision for this strategy becomes:

*Shelby’s Uptown will become the Carolinas’ regional music showplace with a variety of dining and shopping options that will set the stage for a resurgence of residential investment in adjacent neighborhoods.*

### **5.2.1 The Initial Projects: 2007**

- *Develop a savvy Uptown marketing piece to recruit investors, shopkeepers, and residents to the core of the community.* While Shelby is recruiting customers to its existing businesses, it should also be recruiting additional developers to work on new retail projects and redevelopment of existing buildings downtown. A marketing package geared toward developers can explain the market opportunities of this report, profile incentives available for development, and provide an overview of the public efforts underway in the community to make it a more attractive place for business.
- *Aggressively pursue a variety of partnerships to implement a multi-use catalyst project for the old County Courthouse.* The County Courthouse is perhaps the most recognizable structure in all of Shelby. This classic piece of architecture is set in the middle of Shelby’s spectacular town square and is the hub of activity for uptown. Destination Cleveland County has a vision to convert the Courthouse into a dynamic project that would showcase the musical heritage of the region. The conversion of the Courthouse should be more than a “museum” in the classic definition of the word; it should be an experience. Ideally, the center would include a restaurant or café component

with outdoor dining or the ability to add this service at the appropriate time. The outdoor dining would take advantage of the spectacular Courthouse Square setting and would provide much needed and highly visible activity on the square. Initially, the food service facility could be nothing more than a couple of vendor carts that sell coffee, cold drinks, cookies, and ice cream. It could then expand to a limited-service café serving sandwiches and salads and, if feasible, ultimately a full-scale restaurant. At a minimum, an outdoor terrace should be provided with umbrella tables and portable chairs that patrons could feel free to move out into the lawn. The availability of refreshments and portable furniture are two of the key factors for creating successful open spaces, inviting patrons to linger in a park with the ability to move to the sun or shade as desired. The Courthouse should be recognized as a statewide asset for North Carolina so this plan is suggesting the name: The North Carolina Musical Heritage Center.

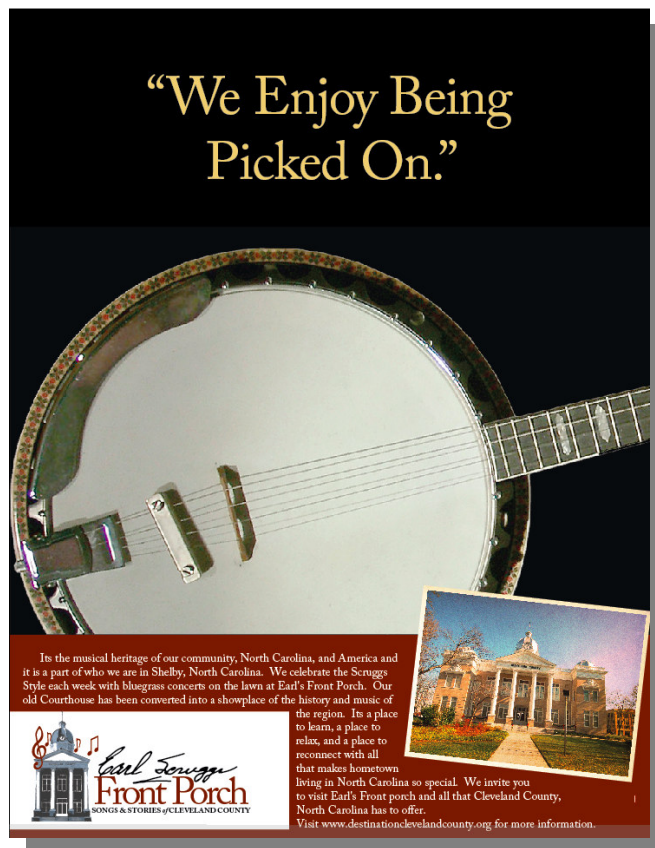


Figure 11: Concept ad for the NC Musical Heritage Center with possible alternate name: Earl Scruggs Front Porch.

- *Host a familiarization tour to: South Boston, Virginia and Newberry, South Carolina.* Fortunately, Shelby does not need to “reinvent the wheel” when it comes to successful catalyst projects for redevelopment. Whenever possible, the community should visit and learn from others who have succeeded in similar efforts. Both the Newberry Opera House and the Prizery in South Boston represent significant efforts that have parallels to the projects that Destination Cleveland County is seeking to complete.

- *Issue RFP to pursue private development for city owned properties.* The City of Shelby is the property owner of a number of significant parcels in Uptown. The City should carefully consider private development for these properties by placing them on the market through a thorough request for proposals from developers. This process allows the City to carefully consider proposals while setting parameters for developments that achieve the most long-term gain for uptown.

### 5.2.2 *Next Steps: 2008-2009*

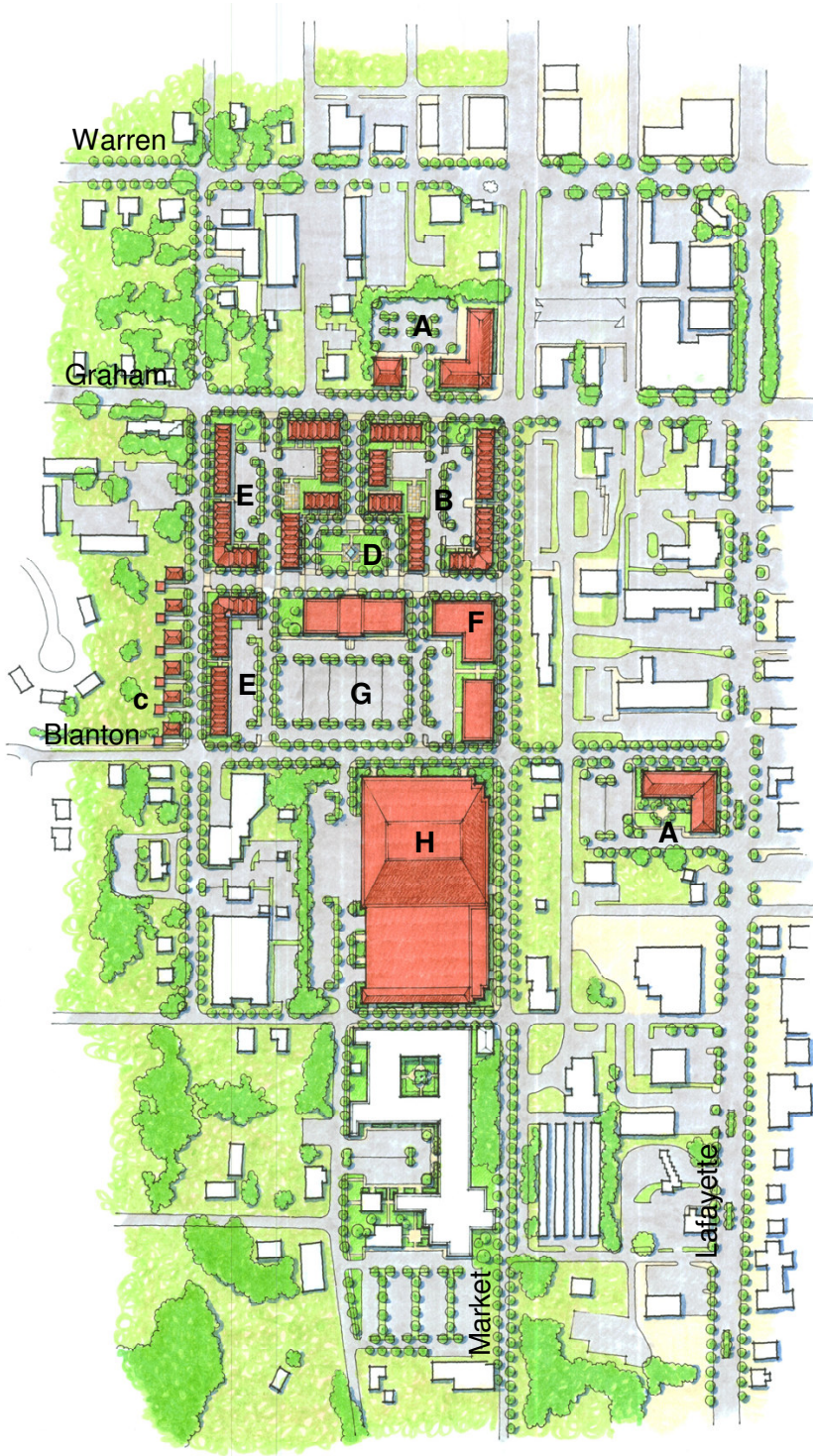
- *Open the North Carolina Music Heritage Center in the Courthouse.* Destination Cleveland County is aggressively pursuing this and other projects and the hope is that the center will open within a two year time frame.
- *Assemble property for Equestrian/Multi-Use Center.* The Equestrian/Multi-Use Center is the centerpiece of the Railroad District of Uptown Shelby. Emphasis should be placed on acquiring properties with frontage on Graham, Blanton, Gardner and Market Streets to help accommodate connections to the center of town, the historic mill property and adjacent neighborhoods, as the Railroad District properties are developed.

The design and site planning for the Equestrian/Multi-Use Center and Railroad District should be comprehensive and avoid “suburban style” development that has occurred along Lafayette Street. The Railroad District should include the following:

- The Equestrian/Multi-Use Center should be oriented to the street edges of Blanton, Market and Gardner Streets. Since the facility will need to include large spaces that are typically characterized by blank facades, consideration should be given to “wrapping” commercial uses (office and/or supporting restaurant/retail) around the perimeter of the structure and any parking structures to promote activity along the street edges. The primary entrance should be oriented toward the intersection of Blanton and Market to help reinforce connections to Lafayette and the core of Uptown.
- Planning of additional development to the north of Blanton Street should consider a mix of uses that provides a transition from the single-family residential neighborhood to the west to more intensive uses to the east. There is flexibility as to what the use mix actually is but should consider small lot single family homes to the east, townhouses, apartments and commercial office buildings/retail space. Uses should be oriented to the street edges with parking located to the rear. The large block should be divided into smaller blocks with new streets and open spaces as illustrated in the exhibit on the following page. The plan should provide flexibility that allows for large surface parking lots to be developed with structured parking and additional development in the future if market forces allow.
- Planning of infill development along Lafayette Street should also focus on locating buildings at the street edges. This is particularly important for the development of the former cinema property which has the potential to provide for a strong connection between Lafayette Street and the Equestrian/Multi-Use Center.



**Figure 12: Railroad District**



- A. Mixed – use infill development oriented to street to reinforce connections to downtown and neighborhoods
- B. Potential “townhouse” development to transition from single-family neighborhood
- C. Infill single-family homes
- D. “Neighborhood Green” to create amenity and sense of place
- E. Surface parking (off-street and on-street)
- F. Two-story office/mixed-use development
- G. Potential future structured parking to allow higher density development
- H. Mixed-use arena oriented to streets

- Pursue discussions with railroad about future use of RR right-of-way. The railroad bisects this district and creates a barrier between Uptown and the future Railroad District. Shelby should begin discussions with the railroad to secure the use of the right-of-way in the future. If acquisition of

the railroad property is not possible, then attention should focus on working with the Railroad to allow grading and street extensions across the railroad property. This is particularly important at Blanton Street where its extension could reinforce connections between the Equestrian/Multi-Use Center and Lafayette Street, through the redeveloped cinema property on Lafayette.

- *Create the Don Gibson Performance Hall at the Rogers Theatre.* Destination Cleveland County has identified the historic Rogers Theatre to emerge as the Don Gibson Performance Hall showcasing the music of the region in addition to film and live productions. The arts have emerged as major catalyst developments for downtown districts across the country and bringing this theater back will enhance the marketability of this part of Uptown Shelby. The Rogers Theatre project should be closely coordinated with the adjacent mixed-use infill development described below.



**Figure 13: Court Square  
Northeast District**

- A. Mixed – use infill development oriented to street to reinforce connections to downtown and neighborhoods
- B. Potential townhouse or apartment/condo development to transition from single-family neighborhood to Uptown core
- C. Infill single-family homes
- D. Deck parking “wrapped” by development to reinforce connection along Washington and take advantage of change in grade
- E. Surface parking (off-street and on-street)
- F. Potential church-related mixed-use development
- G. Potential future development as Uptown transitions from surface to deck parking. Architecture along Marion will enhance the image of this gateway street.

- *Complete mixed-use infill development on Courthouse Square.* This is perhaps the single most important vacant development site in all of Uptown Shelby with its prominent location at the intersection of Washington and Marion Streets shown as site “D” in figure 13 above. Regardless



of the mixture of uses that occurs on the site, it is important for the infill development to have architecture located at the street edge, to reinforce the streetscape and pedestrian environment. Because of the grade changes that occur with this site, consideration should be given to providing for deck parking (or future deck parking) adjacent to this building to take advantage of the grade change, as shown in the exhibit above. This parking structure could be developed in partnership with the City to provide some off-street public parking in this part of the Uptown.

- *Consider incentive package for uptown housing/neighborhood investment.* Uptown Shelby will only be as healthy as the neighborhoods that surround it. Some communities have created incentives and programs to encourage investors to purchase and renovate homes. One of the latest tools being explored is the Community Land Trust. North Carolina already has four Community Land Trusts in place and Shelby should consider a similar program to enhance its Center City neighborhoods.

### **5.2.3 Long Term Steps: 2010-2015**

- *Complete renovation of Equestrian/Multi-Use Center.* It is likely that the renovation of the Equestrian/Multi-Use center will take several years to complete placing it in the 2010-2015 time frame for implementation. Implementation of center should be closely coordinated with Railroad District streetscape improvements.
- *Complete renovation of historic mill as residential project.* The historic mill shown in Exhibit 12 presents an exciting opportunity to provide a significant amount of “loft-style” housing in the Uptown. The City of Shelby along with the private sector owner of the site could jointly prepare a request for proposals to attract a developer-led team to bring new life to this facility. Attention should be given to coordinating with the Equestrian/Multi-Use Center so that they compliment each other and to preserving the existing large shade trees along Market Street. Parking areas should be planned to the south and east of the building and should include planting medians and islands to accommodate large shade trees throughout the parking lots. Shared parking should also be explored with the Equestrian/Multi-Use Center if feasible. Financing for the project could come from a number of sources. The “mills bill,” was passed by the North Carolina General Assembly in 2006. The new law provides a 10-20% tax credit for the renovation of vacant industrial properties and the mill site in Shelby is an ideal candidate for renovation under this new tax credit. The credit can be combined with the existing State and Federal Historic Tax credits for a substantial incentive for mill rehabilitation.
- *Develop Court Square-Northeast district.* Several under utilized properties to the northeast of the Court Square provide for an opportunity to create new mixed-use development close to the Uptown core, while linking the core with adjacent neighborhoods. This district is shown in figure 13 above. The development plans for Court Square should consider the following:
  - Mixed-use infill development that is oriented to the street with parking located to the rear. This is particularly important along DeKalb, Washington and Sumter to reinforce connections to the Uptown Core.

- Multi-family residential uses should be considered for the vacant parcel bounded by Sumter to the south, DeKalb to the east and Washington to the west to provide for additional downtown residents to support the shops and restaurants and provide pedestrian activity on the streets. Parking for this complex should be located to the rear with as much green space provided as possible.
- Partnerships with the First Baptist Church might be considered to develop church-related mixed-use development southeast of the intersection of Sumter and Washington. Again, development should be oriented to Washington Street to reinforce connections to Court Square.
- As market forces change and there is new demand for additional development, surface parking lots along Marion and Sumter could be developed with structured parking wrapped with mixed-use.

### **5.3 A Spectacular Setting: Physical Strategy**

As mentioned before, the Courthouse square is an excellent physical environment that is made even more impressive by the thirty-year legacy of infrastructure improvements Uptown that began with the Live Oak trees. This wonderful core, however, does not effectively link with the rest of Shelby – particularly to the 74 by-pass. Additionally, the neighborhoods surrounding Uptown need stable and continuous investment to ensure that they remain a vibrant part of the fabric of Uptown. A comprehensive pedestrian system, already envisioned by the City, will be the key to unlocking the potential of these neighborhoods that comprise the City Center.

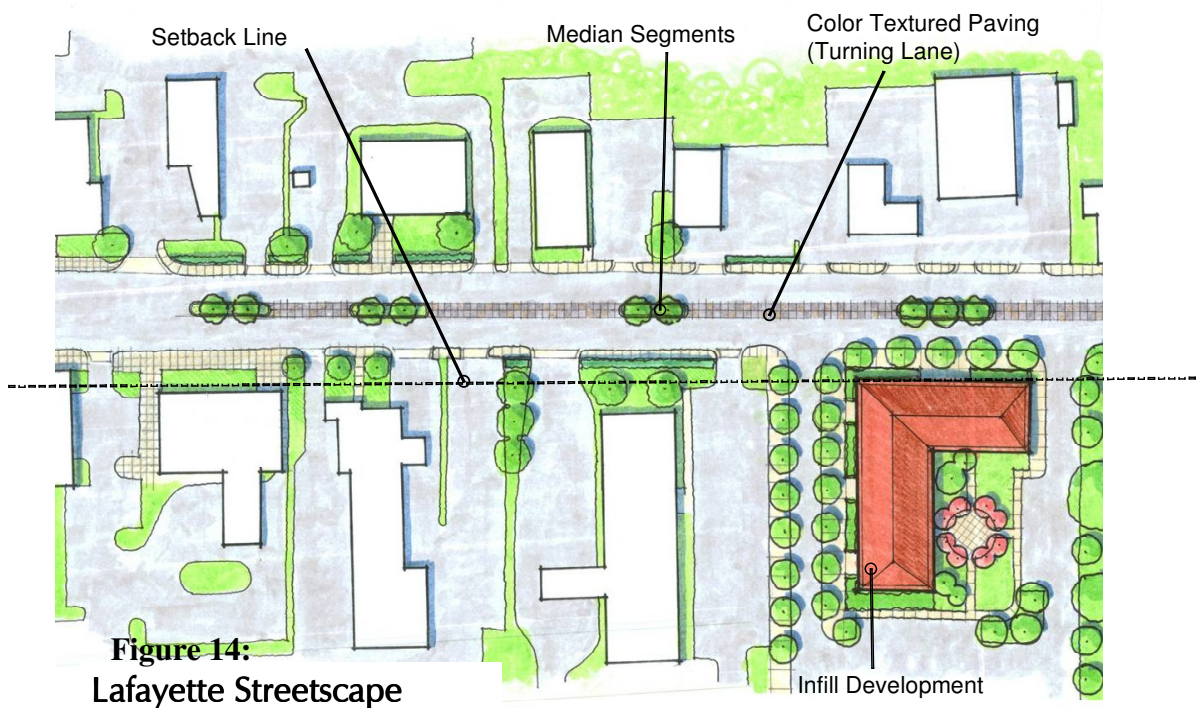
*Shelby's Uptown will capitalize on its spectacular setting and continue the legacy of investment in the physical environment that makes it one of the most beautiful downtowns in North Carolina.*

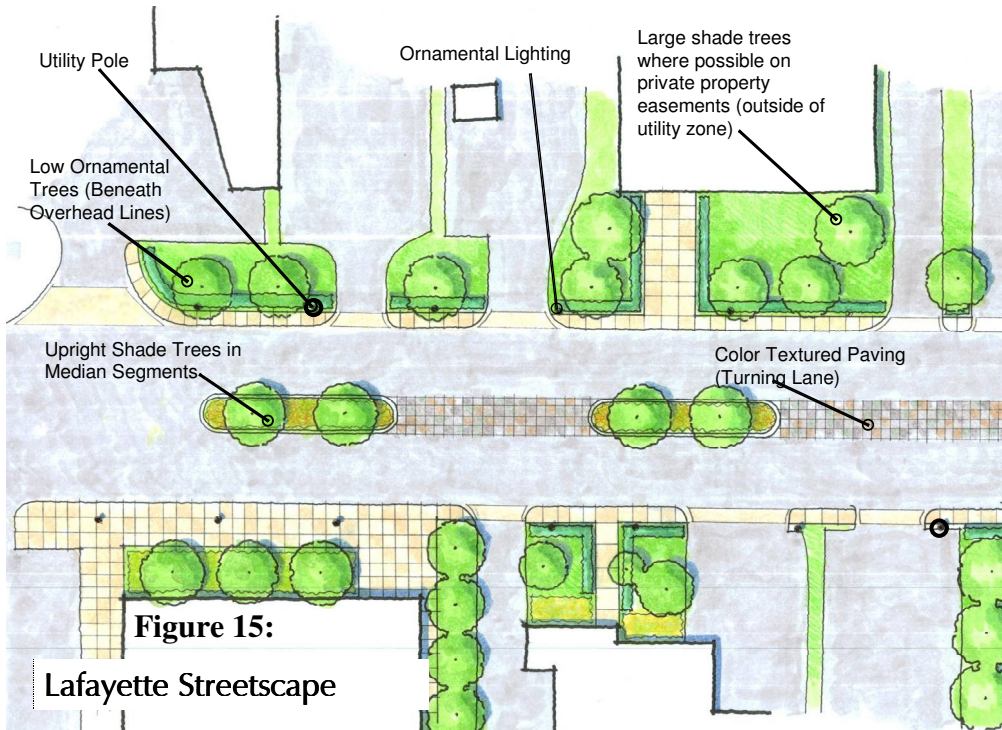
#### **5.3.1 The Initial Projects: 2007**

- *Develop a design development/ construction document plan for Lafayette Street streetscape improvements.* Full construction plans (Schematic Design/Design Development/Construction Documents) should be developed for Lafayette Street from Route 74 to Graham Street to create a dynamic and attractive gateway to the Uptown core. Streetscape designs should provide for the following:
  - Sidewalks, no less than 5' width, but ideally 6' wide should be provided on each side of Lafayette.
  - Sidewalk paving could be concrete or utilize special pavers. Where concrete is used, an attractive scoring pattern should be considered to provide visual interest. Pavers may be considered for the entire sidewalk area or could be used to highlight intersection areas. Regardless of the paving material used, the paving material and pattern should continue uninterrupted across access drives. This will unify the pedestrian environment and provide a strong visual clue to motorists that they are sharing the street with pedestrians.



- Decorative pedestrian-scaled lighting should be provided at regular intervals along both sides of the street. Bracket arms should be provided to accommodate banners or hanging baskets of seasonal color.
- Low, single-trunk ornamental trees or smaller sized shade trees should be provided for street trees where overhead utility lines exist. Where possible, larger shade trees should be provided, set back from the utility lines, within private properties. Access agreements could be coordinated with property owners to allow for this planting which could occur as part of the streetscape project.
- Short segments of median islands should be provided where larger shade trees and low groundcover could be planted. The median islands would be spaced and sized to minimize left-turn conflicts into businesses. Where possible, the streetscape scope should include consolidating access drives and providing for intra-parcel access to minimize curb cuts.
- Where median islands cannot be provided, the center turn lane should be paved with a different paver, or stamped concrete to provide a visual median and help reduce the scale of the overall street.
- Hedges should be provided where space allows to help screen surface parking areas.



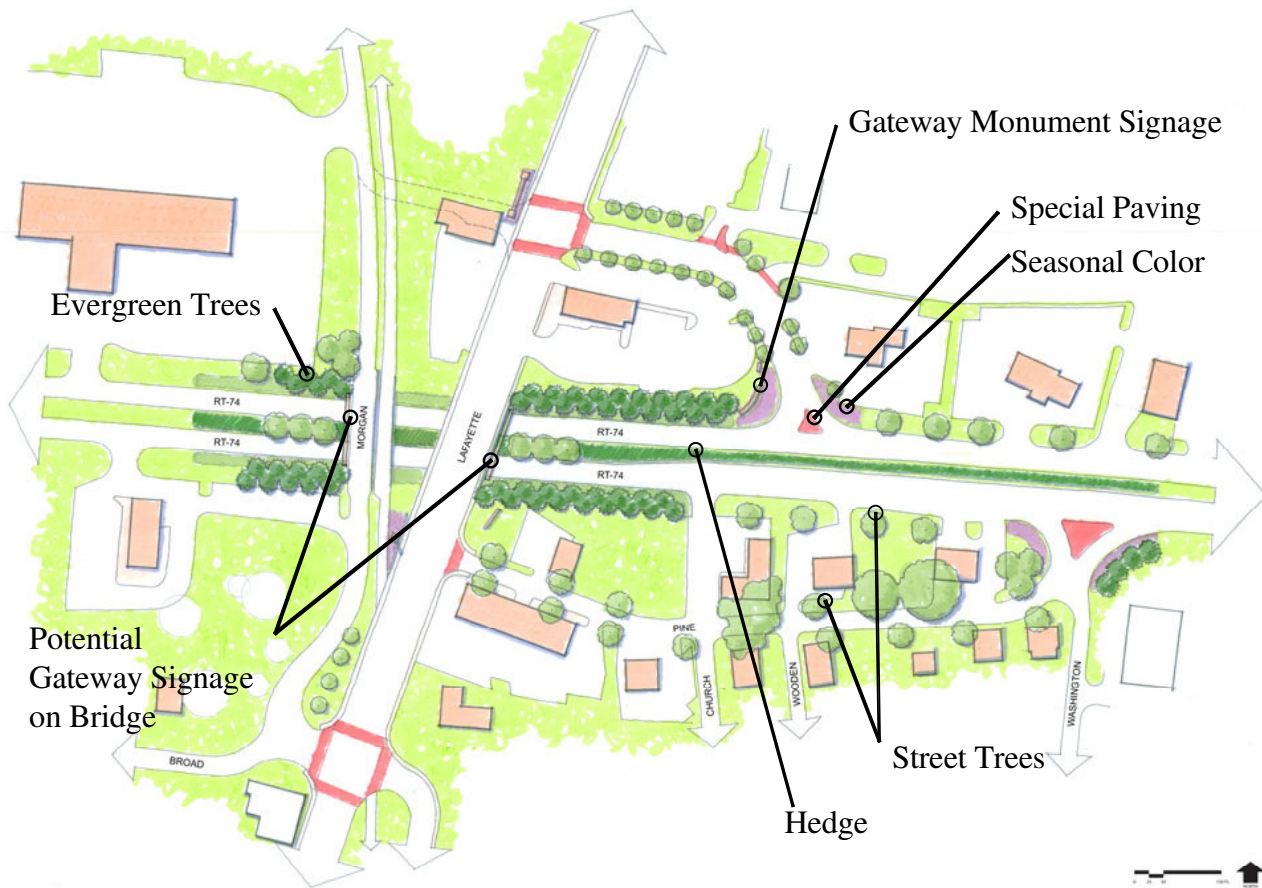


**Figure 16: Cross Section Options for Lafayette Street**

- *Develop design guidelines for the Lafayette Street corridor.* Lafayette Street is the main gateway corridor into Uptown Shelby and should aesthetically reflect the attractive environment of the Uptown core area. To that end, design guidelines should be developed for new development and redevelopment along the Lafayette Street corridor from the Route 74 interchange to Graham Street. Design guidelines should include the following:
  - A unified setback from the edge of pavement. The existing setbacks vary, however, a consistent setback for new buildings should be approximately 20' from the right-of-way, with the building edge located on this setback.
  - Parking between the front building façade and Lafayette Street should be prohibited, with parking located to the sides and rear.
  - Shared access drives and intra-parcel access to minimize and consolidate curb cuts off of Lafayette.
  - For streets that intersect with Lafayette Street, such as Blanton, new development should face onto these intersecting streets as well as Lafayette street to reinforce connections to the Railroad District and the historic residential neighborhood on the east side of Lafayette.
  - Sidewalks and clearly defined pedestrian access should be provided between building entrances and the sidewalk along Lafayette Street.
  - Building facades that face streets should be articulated with doors and windows to help activate the pedestrian environment as well as provide “eyes on the street”.
  - Internal surface parking areas and open spaces should be planted with trees and other attractive landscaping. Wherever possible, large shade trees should be used to provide cooling shade and visually reduce the scale of this corridor.
  - A series of architectural criteria providing guidelines for rooflines, façade articulation, use of quality materials, etc. should be provided in the guidelines.
  
- *Develop construction plans for Route 74/Lafayette Street interchange.* Full construction plans (Schematic Design/Design Development/Construction Documents) should be developed for the interchange of Route 74 and Lafayette Street. The scope of the design should include the interchange ramps and connections with Lafayette Street as well as the median and frontage of Route 74. Design alternatives should consider the following:
  - Provide evergreen trees on the embankments to reinforce the spatial quality and visibility of this interchange created by the existing topography.
  - Consider a gateway signage and/or public art on the bridge crossings of Lafayette Street (for westbound traffic) and Morgan Street (for eastbound traffic).



- Provide ornamental trees and an evergreen hedge in the median of Route 74 to visually minimize pavement expanse.
- Work with adjacent property owners along Route 74 and the exit ramps to gain access agreements for the planting of large shade trees to help visually reduce the scale of the space and to reinforce the travelways.
- Provide for seasonal color and/or colorful special paving at the exit ramps to make these more visually prominent.
- Seasonal color can be provided in conjunction with the monument signs described below. Careful attention should be given to providing bold sweeps of a few plant types, rather than “fussy” plant beds utilizing a large number of different plant materials which can be visually distracting to motorists. Bold, simple plant beds are less visually distracting and are more legible as highway plantings.



**Figure 17: Lafayette/74 Interchange**

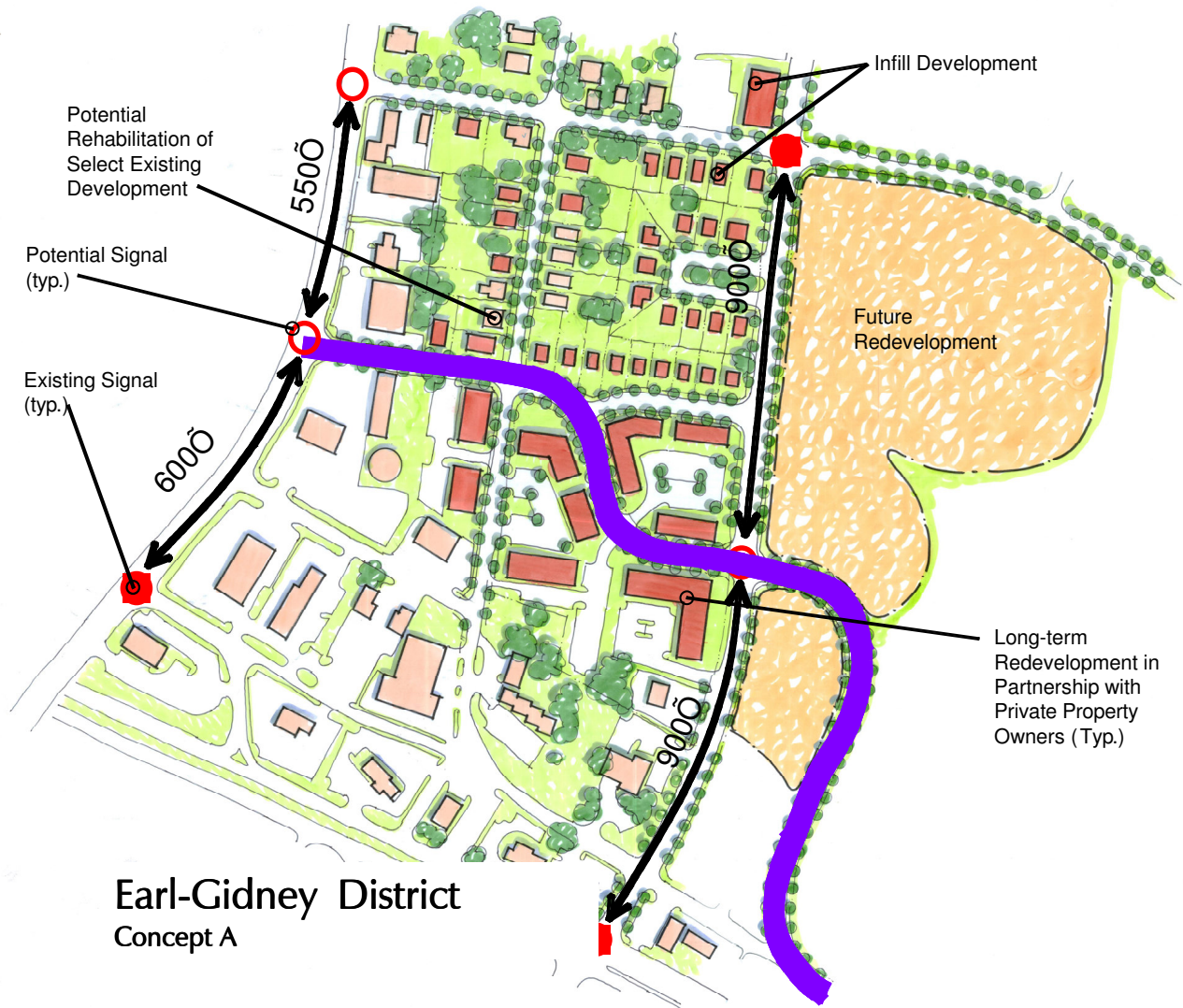
- *Provide for monument and directional signage at the interchange ramps to direct visitors and residents to the Uptown core:* Monument signs should be incorporated into a masonry element (brick or stone) that may include a pedestal or low retaining wall. The use of retaining walls as

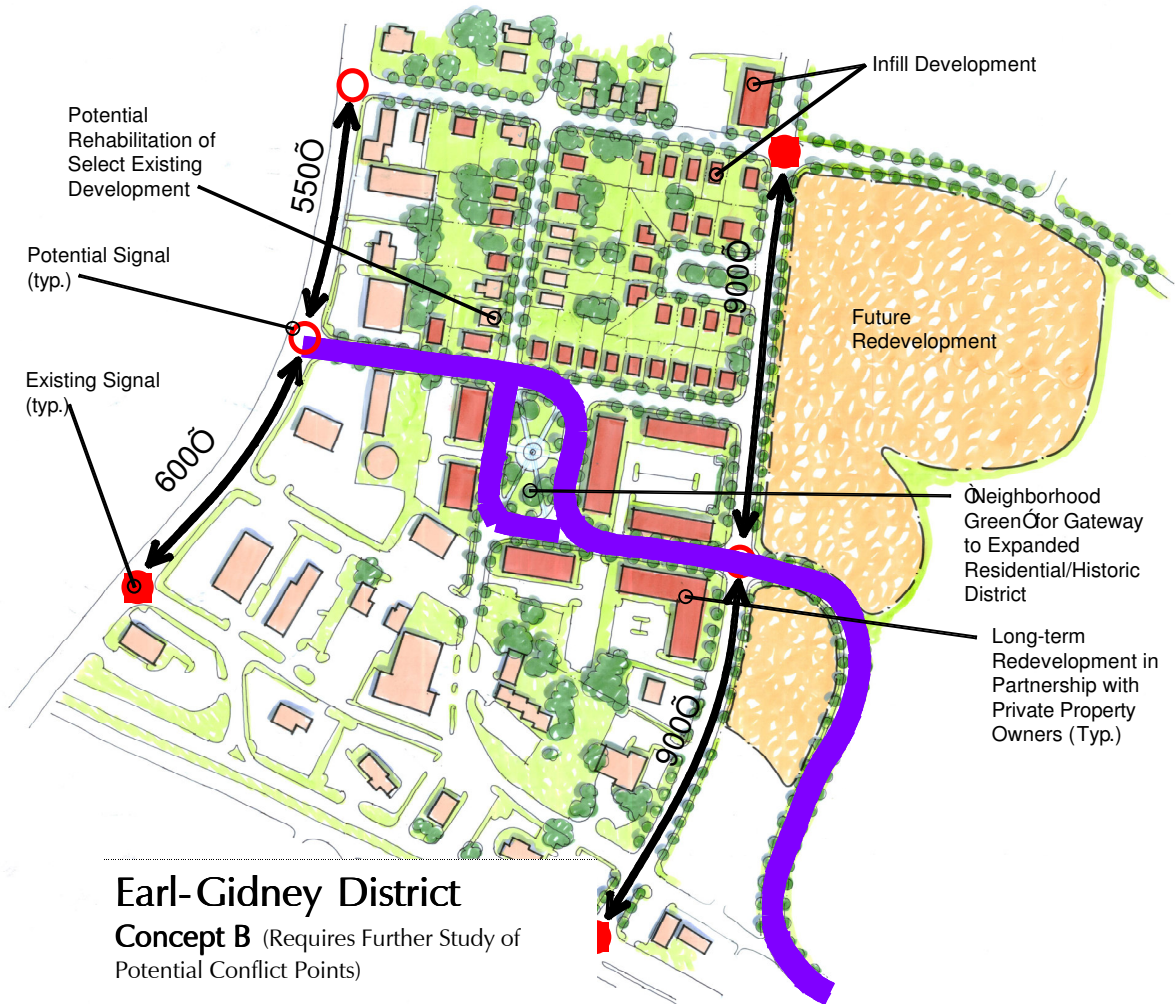
part of the monument signs could take advantage of the hillsides. The final design of the monument features should be included and/or coordinated with the design of the interchange treatment described above.

- *Develop plans for Earl Road Connection.* Changes to the roadway configuration of Earl Road as it intersects with DeKalb will help to relieve congestion along DeKalb in the vicinity of Route 74 and will provide a southern connection between DeKalb and Lafayette. Based on the transportation assessment, the following recommendations are proposed for the district.
  - Realign Earl Road to intersect with DeKalb midway between the Gidney and Route 74 intersections, which will improve stacking distance along DeKalb.
  - Connect Earl Road to Lafayette Street by tying into the existing alignment of Belmont St., placing the intersection with Lafayette approximately midway between Gidney and the off-ramp from Route 74. This will provide a much-needed southern connection between Lafayette and DeKalb Streets. This street connection could take one of two approaches. The most direct connection and most effective from a transportation standpoint is to show an “S” curve in the area between DeKalb and Washington Streets, as shown in Concept A. Another option is to utilize a “square” with one-way circulation around its perimeter. This would allow the creation of an open space which could serve as an amenity for future development and redevelopment in this area. In addition, a neighborhood square could serve as a southern anchor to the residential historic district which currently lacks a distinctive southern boundary.
  - Provide for a connection from Earl Road to Gidney on the east side of DeKalb to provide additional transportation relief as well as access to future development and redevelopment parcels.
- *Develop detail plans for Earl/Gidney District.* Changes to the roadway configuration of Earl Road as it intersects with DeKalb provides for exciting revitalization and development opportunities for an entire district, while accomplishing the improved transportation objectives described above. As transportation improvements are being planned, the following redevelopment objectives should be considered. Two options are illustrated in figures 18 and 19 below.
  - The land parcels bounded by Gidney to the north, Lafayette to the west, DeKalb to the east and bisected by Washington, should be planned for infill single-family homes that are designed to be compatible in scale and style with the homes in the historic district. The extent of new home development will depend upon a detailed survey and evaluation of existing structures. Wherever possible, existing homes should be rehabilitated. In other instances, homes may have to be demolished. Consideration should be given to creating a new street/court that extends off of DeKalb to eliminate homes that front or back onto this major corridor.
  - The land parcels to the south of Belmont Street should be considered for mixed-use development that may include multi-family housing, office and retail. This new

development should be developed to front onto the street network with parking located to the rear and sides of the properties.

- As redevelopment of this area will occur over many years, conversations with property owners and stakeholders should be initiated as plans are developed.



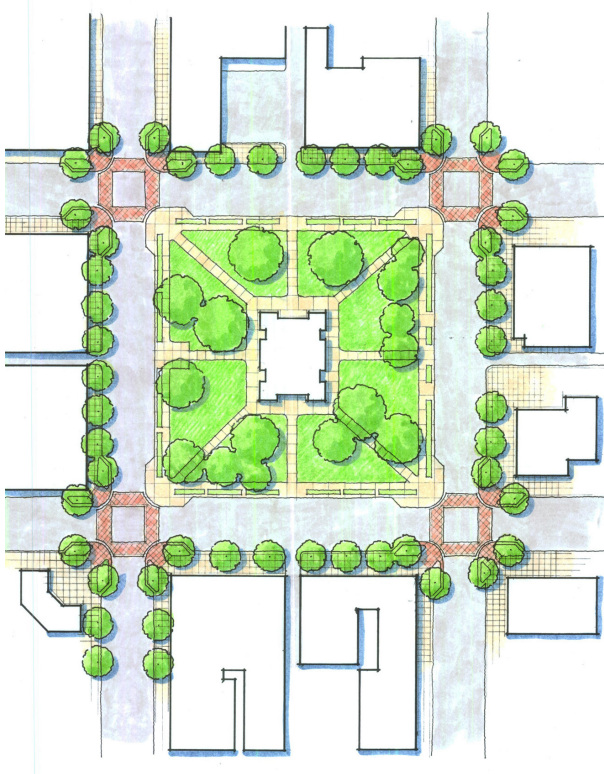




- *Consult with a professional urban tree expert to craft a policy for tree maintenance in Uptown.* The Live Oaks that line the streets in the Uptown core are a true asset to the aesthetics and economic appeal of the business district. The Live Oaks have been a focus of discussion since the 1980's where problems associated with blocking of business signs and upheaval of sidewalk pavement were weighed against the aesthetics of the trees. Over the years, problems were addressed with pruning and installation of brick pavers in the vicinity of the trees. The trees are now large enough that business signs are visible beneath the canopies. As there continues to be debate over the appropriateness of the trees, the majority of stakeholder input during this master plan process indicated a desire to preserve and protect the trees. An immediate focus should be on retaining the services of an arborist/urban tree professional to evaluate the condition of the Live Oaks as well as other significant trees in the Uptown core. In addition, the City should work with the professional to develop a policy for on-going tree maintenance. The policy should include identifying appropriate staff positions to provide on-going maintenance as well as a tree-replacement policy as trees decline in health or die. Most stakeholders who participated in the master planning process indicated a desire to continue to utilize Live Oaks for replacement trees.

### 5.3.2 Next Steps: 2008-2009

- *Complete the first phases of the pedestrian master plan using the Courthouse Square as the "hub".* The pedestrian plan should radiate from Courthouse Square and link the Uptown Core with surrounding districts and neighborhoods. The focus should be on providing crosswalks where none exist, improving crosswalks with poor markings and adding sidewalks where none exist.

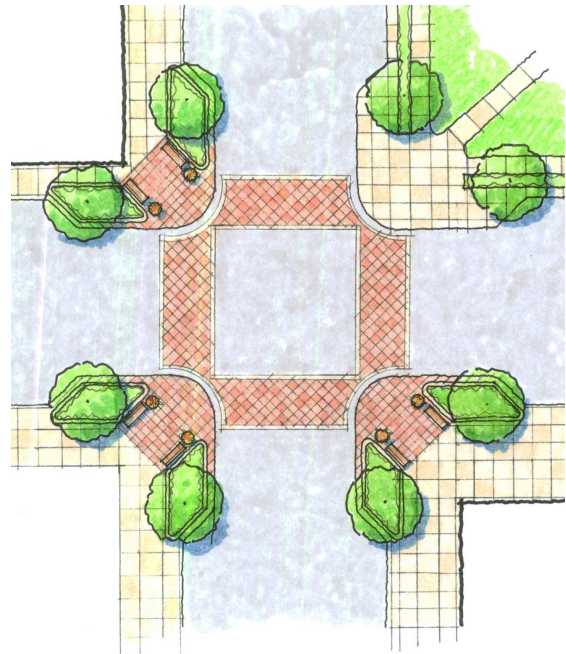


**Figure 20:**  
**Courthouse Square**

- A. Curb-extensions to reduce width of roadway at crosswalk area (loss of 2 parking spaces at each corner – 8 per intersection)
- B. Special paving (brick or stamped asphalt to reinforce pedestrian crosswalks)



- *Complete improvements to Route 74/Lafayette Street interchange.* The construction plans developed in Phase I should be bid and awarded for construction. If improvements need to be phased, the following improvements could be divided out by phase or separate projects as funding allows:
  - Gateway monument signs/walls and directional signs.
  - Bridge signs or public art.
  - Landscape enhancements.
  - Changes to pavement (crosswalks and concrete islands at ramps).
- *Examine gateway signs for all entryways into Uptown considering appearance and neighborhood needs.* In addition to the gateway sign at Route 74 and Lafayette Street, provide gateway and directional signs along Marion Street from the east at Route 74 and from the West at Route 74. In addition to the gateway signs, landscape enhancements should also be provided. While the existing gateway from the west is located at Warren Street, consideration should be given to locating it at Marion Street which is much more visible and offers improved sight distance for left turning movements. In addition, the approach to the Uptown Core along Marion provides for a more positive experience for visitors. It should be noted that some residents along Marion Street expressed concern with making Marion Street the gateway from the west. In addition to being a safer intersection than Warren and Route 74, most visitor traffic approaches the Uptown core from the east and residents will continue to use the route that is most direct for them. Therefore, it is not anticipated that there will be a significant increase in traffic along this route.
- *Complete pedestrian enhancements at the four corners of Courthouse Square.* There was considerable concern voiced that crossing the streets at Courthouse Square is daunting to the pedestrian. Improved pedestrian crossings can be made relatively easily by eliminating 2 parallel parking spaces at each corner of each intersection and adding sidewalk extensions. The sidewalk extensions include the following enhancements:
  - Brick paving on the 3 corners opposite the Courthouse Square (the Courthouse Square curb extension should utilize concrete paving to match the sidewalks at the square).
  - Benches and trash receptacles.
  - Planting beds with seasonal color or evergreen groundcover.
  - Ornamental trees or additional shade trees within planting beds.
  - Public art.
  - Special paving within the crosswalk area. Special paving may include brick or concrete pavers, stamped colored concrete or stamped colored asphalt.



**Figure 21: Courthouse Square Intersection Improvements**

- *Complete physical improvements to the Earl Road connection.* The Earl Road connection should be constructed during this phase based on plans developed during earlier phases. Improvements should include sidewalks on both sides of the roads, ornamental pedestrian street lights and regularly spaced street trees.

### 5.3.3 Long Term Steps: 2010-2015

- *Complete the implementation of the pedestrian master plan.*
- *Design and implement streetscape improvements along DeKalb.* With the redevelopment of the Earl/Gidney District, design and implement streetscape improvements along DeKalb from Route 74 to Sumter. Streetscape improvements should include sidewalks, ornamental pedestrian lights, street trees and way-finding signage. Similar to Lafayette Street, where overhead utilities prevent the planting of large shade trees, smaller, single-trunk ornamental trees should be used.
- *Design and implement streetscape improvements in the Railroad District.* Investment in streetscape improvements throughout the Railroad District will help to support private investment within the district. Streetscape improvements should include sidewalks on both sides of the streets, ornamental pedestrian scaled street lights, regularly spaced street trees and wayfinding signage. Streetscape improvements should be considered for the following streets within the district:
  - Market Street (from the historic mill to Marion Street)
  - Warren Street (from McBrayer to Lafayette)
  - Graham Street (from McBrayer to Lafayette)
  - Blanton Street (from McBrayer to Lafayette).
  - Gardner Street (from McBrayer to Lafayette).
  - McBrayer Street (from Marion to Gardner).
- *Prepare master plan for Palmer Park.* Palmer Park has the potential to become a critical component of the pedestrian master plan and amenity for the surrounding neighborhoods. A master plan should be developed for the park to identify a series of projects that can be implemented to enhance this park as a neighborhood and City amenity. The master plan process should involve stakeholders, particularly from adjacent neighborhoods. The master plan should include the following:
  - Recommendations for additional tree plantings. For the most part, high canopied deciduous trees should be used as they provide shade while allowing for unobstructed views beneath the canopies. Small trees and large shrubs that obscure sight lines should be avoided.
  - Removal of overgrown vegetation that obscures sightlines.
  - Addition of sidewalks and trails to provide access throughout the park.
  - Open lawn areas that provide flexibility for a variety of passive and active recreation.
  - Gateway signs at park entrances.

- *Implement improvements to Palmer Park.*



*Figure 22: Palmer Park Improvements*

## **5.4 United for Success: Organizational Strategy**

Uptown Shelby benefits from a variety of stakeholders in its success: the City of Shelby has a vested interest in and has supported uptown through infrastructure improvements over many years. The Uptown Shelby Association is the front line organization for the economic health of uptown. Most recently, Destination Cleveland County has emerged with an aggressive agenda to bring major attractions to uptown in order to catalyze future investment from the private sector.

These entities coupled with the businesses, property owners, and citizens of Shelby have set the stage for a significant effort to bring about positive change in the future. However, Shelby does suffer from a vocal minority of naysayers that have yet to realize the major opportunities that lie ahead for the

community. The majority of the stakeholders however, has united under a vision for the future and must continue to capitalize on the significant opportunities that lie ahead. The goal for this strategy is:

*Shelby's Uptown will continue to flourish in the coming years under the leadership of a variety of partners and emerge as a Great American Main Street for its revitalization efforts.*

#### **5.4.1 The Initial Projects: 2007**

- *Continue to fund downtown revitalization efforts through a variety of sources.* Any successful revitalization effort takes capital to implement. The goal of any project is to have the private sector be the lead player in making investments. Frequently, however, the public must make the first step in making investments to set the stage for private sector investment to follow. Furthermore, upkeep, programming, marketing, recruitment, and retention will continue to be functions needed in the Uptown. Fortunately, Shelby has the Uptown Shelby Association as a fully funded entity charged with these efforts. Furthermore, the City of Shelby has been a key partner in committing funds for public infrastructure such as street improvements, sidewalks, parking, and related improvements.

Shelby should continue to fund the Municipal Services District that fuels the efforts of Uptown Shelby Association. It may be prudent for the community to expand the boundaries of the district and re-examine the MSD rate for a more equitable use of the funds. Furthermore, the City of Shelby and the USA Board should have an annual joint meeting so that each group can report on the prior year's progress, coordinate joint efforts, and review upcoming goals for the coming year.

- *Host familiarization tours with regional developers to acquaint them with Shelby.* Shelby is fortunate in that it is positioned within a major market with significant development activity underway. Shelby should "court" selected developers and invite them to the community to share expertise and engage interest in downtown. The purpose of these meetings may not be to overtly court development interest in uptown at first, but rather, to learn from key developers, seek advice, and garner input on what might work best to continue revitalization efforts.
- *Create a Shelby Ambassador program to recruit regional retailers for expansion to Uptown Shelby.* Shelby is surrounded by communities big and small with many interesting and entrepreneurial business owners. Uptown Shelby Association should create an ambassador program to visit these business owners and explore whether they have an interest in expanding to downtown Shelby. The ambassadors can be equipped with data from the market study and the master plan and would be an excellent first step in recruiting new retail and restaurants to the community.
- *Explore capital campaign to fund initial efforts of Destination Cleveland County.* The efforts of Destination Cleveland County will take many partners and capital to implement. The leaders of the organization are experienced fundraisers who recognize the importance of an organized effort to tap many facets of the community. A capital campaign will help fund the organization and implement the major projects that Destination Cleveland County is pursuing.

#### **5.4.2 Next Steps: 2008-2009**

- *Host annual Uptown Summit to discuss progress on this plan.* As mentioned before, Shelby should host an annual Uptown Summit that would involve City Council, the Uptown Shelby Association Board, the Destination Cleveland County Board, and other needed stakeholders. The Summit is a chance to review progress on the master plan, celebrate successes, make course corrections as necessary, and develop a plan of action for the year ahead.

#### **5.4.3 Long Term Steps: 2010-2015**

- *Consider formalizing an alliance between various stakeholder organizations.* Over time, it may be necessary to explore a more formal relationship between organizations like Uptown Shelby Association and Destination Cleveland County. The community should always remain open to the prospect that allied groups may be more useful than separate organizations in the future.

## ***6.0 Implementation Strategy and Action Plan***

### **6.1 Projects and Initiatives**

The attached “Strategy Board”, summarizes all of the projects and recommendations included in the Center City Master Plan. The board is to be used as a working document for benchmarking and ongoing evaluation of the implementation process. Each recommendation that is presented in brief on the strategy board is supported in greater detail in the preceding chapter of this report.

#### ***6.1.1 Strategies and Visions***

Each of the plan strategies and visions are presented in the strategy board. Of course, each of these strategies is linked with one another, but failure to achieve any one goal does not negate the ability to achieve others.

#### ***6.1.2 Responsibilities***

The strategy board presents suggestions for the partner organizations that will be responsible for leading the implementation of each of the projects. These are color-coded based on the individual agencies involved. While an agency may be assigned lead role for implementation, each of these projects should be pursued through partnerships. As the plan progresses, these responsibilities should be reevaluated to determine where roles should change or shift.

#### ***6.1.3 Time Frames***

The projects are divided into three time frames. The first series of projects are demonstration projects that should begin immediately. For the most part, these are simple projects that will be highly visible, have significant impact and should be completed within the first two years after the plan is adopted. The second set of projects is labeled “next steps.” Some of these are more advanced projects while others are continuations of projects that began during the demonstration period. The next step projects should be completed within the following three years. The final series of projects are long-term or plan completion projects. While this category remains largely empty, many of the projects begun in the next steps phase will not be completed until later. Several of the completion recommendations are simply benchmarks to be evaluated as development occurs. Over time this category will continue to fill up as priorities evolve.

The strategy board and its recommendations represent a “living document”. As time goes by and implementation proceeds, some priorities will shift while other ones will arise. The implementation strategy board should be evaluated periodically, no less than annually. This evaluation process will allow for finished tasks to be indicated on the board, for responsibilities to be shifted between parties, and for time frames to be adjusted for individual projects.

### **6.2 Conclusion**

This report is the product of a successful partnership led by the City of Shelby with substantial assistance from the Uptown Shelby Association, Destination Cleveland County, and many citizens and

stakeholders from the community. It is only through this continued spirit of partnership that the plan can be successful.

This plan will serve as a flexible blueprint for the future. It will be a way to channel investment, build community pride and focus, and help organizations understand how their role in the community relates to others. Consequently, it looks many years into the future of uptown Shelby.

Fortunately, Shelby has not been sitting idly waiting to react to change. The community has already begun aggressively pursuing a number of the projects outlined in this report. As a result, Shelby is positioning itself for success.