Overview

The City of Rock Hill ("Rock Hill" or the "City") has seen great growth and development through a vast number of arteries including Celanese, Cherry, and Galleria. However, the south side of the City (the "Southside") has experienced little interest from private investment and remains largely underdeveloped.

Development interest has historically been scarce along the Southside corridor. In order to help spur more interest, a number of public investments have been made. Over $36 million has been spent on road projects (through York County’s "Pennies for Progress" program) and hundreds of thousands of dollars has been spent other beautification projects including a new southern gateway. Despite these efforts, private development remains elusive.

There have been a number of potential developments over the past decade, including the purchase of a major tract of land by Walmart, only to fall by the wayside during a corporate model change. Large tracts of the Southside remain undeveloped, including the former Walmart site. The presence of vacant sites have resulted in a number of stresses in the Southside including deterioration of structures in neighboring areas adjacent to the vacant land and lack of adequate public infrastructure.

The Southside of Rock Hill clearly falls within the definition of a “blighted area” according to the Tax Increment Financing for Redevelopment Projects law (Title 31, Chapter 6 of the Code of Laws of South Carolina, 1976, as amended) (the “TIF Act”). The Southside’s blight is due to many challenges, including: the age of these sites (for example the Albright grocery store closed over 12 years ago), depreciation of physical maintenance, overcrowding of structures, structures that are not up to minimum code standards, excessive vacancies, and a multitude of other reasons. Empty grocery store fronts, derelict buildings, and abandoned lots have become synonymous with the Saluda, Albright, and Clinton areas.

Following years of efforts, it is unlikely that any private initiatives in the Southside will be able to alleviate the blight or increase property values without substantial public assistance. Therefore, the City has begun a renewed focus on the plans needed to redevelop the Southside. Beginning in 2015 and completed in 2017, the Albright Road and Saluda Road Corridor Study was completed. This effort has been supplemented by the Opportunity Zone designation and community-driven efforts of both the Saluda Business District and the Clinton ConNEXTion. The culmination of these preliminary steps has been the creation of this Southside Redevelopment Plan.
Background Information

**Albright Road and Saluda Road Corridor Study**

The Albright Road and Saluda Road Corridor Study provided an overview of the challenges and recommendations associated with this major thoroughfare. Created by City staff with input from residents, this study provided a number of recommendations including enhancements to major projects, efforts to make the area more walkable/bike-able, STEAM campus for Rock Hill Schools, zoning adjustments, and increased code enforcement. Despite the recommendations, Walmart’s lack of interest in developing their thirty acres at the southern end of the corridor has halted much progress.

**Saluda Business Association**

In November 2011, a group of concerned citizens and businesses from Rock Hill’s Southside began meeting to discuss ways to improve the Saluda Corridor. Since that time, the group has focused on ways to enhance the businesses along Saluda Street. A number of efforts focused on goals related to public infrastructure, pedestrian/bike friendly crossings, enhancing the case for external development to the area, and improving the maintenance of properties.

**Opportunity Zone Designation**

In March 2018, Governor Henry McMaster designated four census tracts in Rock Hill as Opportunity Zones. These designations are meant to jumpstart investment and spur economic development in low income areas. Working from Downtown Rock Hill to the corner of Saluda and Albright, these tracts are prime for development. The Opportunity Zone program provides a valuable financing tool by allowing investors to defer paying capital gains if those gains are invested in Opportunity Zones.

**Clinton ConNEXTion Action Plan**

The Clinton ConNEXTion Action Plan (CCAP) was a community-led endeavor to bring clear focus on defining development goals for the geographic area around Clinton College based on community input and values. The primary goals and objectives of the CCAP have centered around: 1) health and safety; 2) inclusivity; 3) placemaking; 4) community of opportunity; 5) jobs and business growth; 6) housing development and redevelopment; 7) talent development and attraction.

Following an 18-month community engagement process, the CCAP’s vision is to improve the overall quality of life in South Rock Hill so that community members can thrive and have equitable access to resources and opportunities. The results of the CCAP have included the “great eight” priority projects designed for their catalytic nature in support of the core visions and principles of the process. The Clinton ConNEXTion Action Plan is included in Appendix A hereto.
Examples of Blight in the Southside Redevelopment Project Area

According to the TIF Act, a:

(1) “Blighted area” means any improved or vacant area within the boundaries of a redevelopment project area located within the territorial limits of the municipality where:
   a) If improved, industrial, commercial, and residential buildings or improvements, because of a combination of five or more of the following factors: age, dilapidation, obsolescence; deterioration; illegal use of individual structures; presence of structures below minimum code standards; excessive vacancies; overcrowding of structures and community facilities; lack of necessary transportation infrastructure; presence of or potential environmental hazards; lack of water or wastewater services; inadequate electric, natural gas or other energy services; lack of modern communications infrastructure; lack of ventilation, light, sanitary or storm drainage facilities; inadequate utilities; excessive land coverage; deleterious land use or layout; depreciation of physical maintenance; lack of community planning; and static or declining land values are detrimental to the public safety, health, morals, or welfare or;

(2) if vacant, the sound growth is impaired by:
   (i) a combination of two or more of the following factors: obsolete platting of the vacant land; diversity of ownership of such land; tax and special assessment delinquencies on such land; deterioration of structures or site improvements in neighboring areas adjacent to the vacant land; overcrowding of structures and community facilities in neighboring areas adjacent to the vacant land; lack of necessary transportation infrastructure; presence of or potential environmental hazard; lack of water, or wastewater; lack of storm drainage facilities; inadequate electric and natural gas energy services; and lack of modern communications infrastructure; or
   (ii) the area immediately prior to becoming vacant qualified as a blighted area.

There are a number of these factors evident in the Southside Redevelopment Project Area (as described below) of Rock Hill. Despite the efforts of the public sector, the most obvious examples include:

Age: The majority of structures in the Southside Redevelopment Project Area were built over 40 years ago – most of which have existed beyond the useful life for typical retail structures. The significant reinvestment to bring these large structures to current building standards is not only largely expensive, but current market and consumer needs do not lend themselves to structures such as the Plaza Shopping Center and the Three Points site.

Dilapidation, Obsolescence and Deterioration: A number of structures in the Southside Redevelopment Project Area have numerous code violations for not maintaining their buildings. Because there is so much undeveloped land, many property owners are not regularly maintaining their properties. This leads to deteriorating roofs, facia/soffit/trim issues, broken windows, trash/debris, and a number of other issues.
**Excessive Vacancies/Structures Below Minimum Code Standards:** In addition to empty big box storefronts, there are a number of other buildings that are vacant in the Southside Redevelopment Project Area. Although the corridors are largely zoned General Commercial (GC), there are more empty commercial properties on the Southside than any other area of town. Of the 736 parcels included in the Southside Redevelopment Project Area, 52% are currently vacant. With so much undeveloped land and so many vacant properties, a number of buildings in the Southside Redevelopment Project Area don’t meet minimum code standards – and a significant financial investment would be needed to bring these buildings into compliance.

**Lack of Storm Drainage Facilities:** The Southside of Rock Hill has historically had a number of challenges as it relates to stormwater. In addition to expansive, empty parking lots with empty big box retail stores, the elevation changes also make stormwater a very large challenge for the Southside. Several intermittent streams are found throughout the Southside Redevelopment Project Area. The Federal Emergency Management Area (FEMA) has designated a number of properties and areas in the 100- or 500-year flood areas. Additionally, the City has conducted a large number of stormwater studies in the area for more localized flooding issues. For the Southside alone, an estimated $60-65 million in known projects are included on the City’s Capital Improvement Plan.

**Lack of Community Planning:** Although much work has been done over the years to enhance the development potential of the Southside, there has not been one comprehensive, unifying plan to manage the entire geographic area including zoning, land use, etc. The Saluda/Albright plan focused from the Flexible Learning Center to Rambo Road; the Knowledge Park Action Plan focused on the northern end of Saluda near Downtown. This Southside Redevelopment Plan integrates all the main corridors of the Southside – from Cherry Road down to Mt. Holly Road, Saluda Street down to Mt. Holly Road, and the Saluda/Albright area.

**Inadequate Transportation Infrastructure:** The Southside area, despite a number of City and York County improvements over the years, still lacks adequate transportation infrastructure. Sidewalks and crosswalks are found in some areas, but there large number of gaps and most of the existing sidewalks are in poor condition. Crosswalk and pedestrian signage exists due to efforts of the Saluda Business District on Saluda Street, but it is localized to a small geographic area. In addition, there are some concerns about unsignalized intersections through these corridors. For example, there is almost a two-mile stretch on Albright between Black Street and Heckle Boulevard with no safe way for people to cross the street. Many pedestrians run across the street – having to navigate vehicle counts of over 20,000 cars a day. The City’s fixed route transit system, My Ride, has the Saluda/Heckle route down Saluda Street and up Heckle Boulevard with stops along Finley Road and Crawford Road. Additional infrastructure is needed to help residents safely access the fixed route bus system.

In summary, the Southside Redevelopment Project Area clearly falls under the definition of being a blighted area. The dilapidation of these corridors have been detrimental to the health, safety, and welfare of Rock Hill residents. Additional examples of blight in the Southside Redevelopment Project Area are included in Appendix B hereto.
Redevelopment Objectives

In collaboration with public and private stakeholders from the Saluda Business District, Clinton ConNEXTion, and a number of additional groups, this Southside Redevelopment Plan includes the following objectives:

1. The area’s retail base is strengthened and other viable general land uses such as mixed use, office, residential, restaurant, entertainment, financial, civil and institutional uses are expanded to broaden the area’s economic base.
2. Establishment and prosperity of a grocery store to remedy the existing food desert for local residents.
3. Build economic prosperity in the Southside Redevelopment Project Area that is on par with the rest of the City.
4. Provide additional opportunities for workforce housing so that residents can afford to live where they work.
5. Provide enhanced educational opportunities for all students that is on par with the rest of the City.
6. Address market rate housing needs while avoiding displacement and rapid gentrification.
7. Improve the health, nutrition, welfare and safety of residents in the Southside Redevelopment Project Area.
8. Expand recreational opportunities and build arts and entertainment activities at all age levels and areas.
9. Developing more linkages to Downtown and the surrounding area through enhanced pedestrian safety, vehicular, and bike routes.
10. Fully integrating Clinton College in the social, economic, and cultural fabric of the City.
11. Redevelop vacant, blighted properties to provide new retail, residential, restaurant, office, and institutional uses.
12. Preserving the history of African American people, buildings, and institutions vital to the community.
13. Develop a tourist attraction that allows the Southside to be a destination for visitors from the regional and state markets.
14. Continue to provide high quality public services and utilities to support the existing and new uses for the Southside Redevelopment Project Area.
15. Strengthen the Saluda Business Corridor to enhance economic activity.
Displacement Impact

Very limited property acquisitions are expected to take place and no business or residential displacements are expected as a result of the implementation of this Southside Redevelopment Plan. If the need for property acquisition and/or relocation does arise the City will follow all of the requirements of public law 91-646, “Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 as Amended” and South Carolina Code Section 28-11-10 “Relocation Assistance”. The general steps that will be followed are:

1. After the public hearing regarding this Southside Redevelopment Plan, City staff will assemble those affected by the Redevelopment Projects, distribute literature on the relocation process, provide a general explanation of the individual’s rights under public law, and schedule individual meetings to discuss details specific to each person.

2. Conduct appraisal on properties to be acquired, and begin the acquisition process.

3. Complete a profile on each property owner/tenant and structure.

4. Conduct a survey of properties available in the vicinity of the Redevelopment Projects, and contact relators and create a bank of comparable properties that are available.

5. Work directly with each property owner/tenant in locating and selecting a comparable location based on profile, and have the City Inspection Division verify that the new structure is safe, decent and sanitary and in compliance with all City building codes.

6. Prepare paperwork required to validate relocation assistance payment, provide assistance to minimize impact of the move, and assist with preparation of the claim for a relocation payment.

7. Acquire property from the owners.

8. Provide assistance to each property owner/tenant in moving to a new location, and upon completion of move make moving assistance payment.

Duration of the Southside Redevelopment Plan

This Southside Redevelopment Plan will have a duration of 30 years from the date of its adoption pursuant to City ordinance (the “Ordinance”).
Boundaries of the Southside Redevelopment Project Area

The Southside Redevelopment Project Area includes approximately 4,396 acres that encompasses 741 parcels that line the corridors of Albright Road, Saluda Street, Heckle Boulevard, and I-77. A map of the Southside Redevelopment Project Area is included in Appendix C hereto. A complete listing of parcels in the Southside Redevelopment Project Area is included in Appendix D hereto.

Redevelopment Projects, and Activities + Budget

Redevelopment of the Southside Redevelopment Project Area will require a multi-faceted approach and multiple funding sources, including public/private partnerships, grants, loans, incentives, and a number of other mechanisms. The redevelopment activities and projects are based on feedback from the “great eight” priority projects – as ranked by community members of the Clinton ConNEXTion Open House - as well as potential additional projects from a City standpoint. These projects include, but are not limited to the following:

The Great Eight Priority Projects:

- Mixed-income housing with green infrastructure
- Neighborhood farmers market/grocery initiative
- Elevate the Emmett Scott Center
- B.E.L.L. Incubator for Economic and Social Impact
- McGirt Auditorium as a Cultural Hub
- Focused Improvements to Carroll and Emmett Scott Parks
- Clinton College Beacon Center
- Strengthen Connections between Knowledge Park and Saluda Corridor

Potential Additional Redevelopment Projects (to the extent permitted by the TIF Act):

- Street improvements (including but not limited to sidewalks, curb, and gutter)
- Utility system improvements (including but not limited to stormwater, water, sewer, and electric)
- Public facilities (including but not limited to parks, parking facilities, public spaces, etc.)
- Property acquisition
- Professional services
- Financing costs

The Redevelopment Projects (as defined in the TIF Act) to be undertaken in connection with the Southside Redevelopment Project Area pursuant to this Southside Redevelopment Plan will be publicly-owned, and long-term maintenance of such Redevelopment Projects (including costs thereof) is anticipated to be undertaken by the City in accordance with established City maintenance practices.
Redevelopment Project Financing

The estimated Redevelopment Project Costs (as defined in the TIF Act), including long-term project maintenance, for the Southside Redevelopment Plan is currently $225,000,000. This amount is clearly an estimate and will be increased/decreased as funds become available.

It is anticipated that the Redevelopment Project Costs will be paid from a variety of sources. Incremental real property tax revenues generated in the Southside Redevelopment Project Area will be used to (i) pay debt service on tax increment bonds (“TIF Bonds”) issued by the City in one or more series from time to time to finance Redevelopment Project Costs, and (ii) pay directly for Redevelopment Project Costs on a pay-as-you-go basis. Funds from private developers, grants, partnerships, or any other legally-available source may also be used to pay Redevelopment Project Costs.

The City intends to issue the first TIF Bonds no later than 10 years from adoption of this Southside Redevelopment Plan pursuant to the Ordinance. The principal amount of TIF Bonds to be issued is dependent on unknown variables such as interest rates and the pace of private sector investment in the Southside Redevelopment Project Area; however, such TIF Bonds shall not be issued in the aggregate principal amount in excess of $225,000,000 (exclusive of the principal amount of any refunding TIF Bonds), and all such TIF Bonds shall have a final maturity no later than 30 years from the date of adoption of the Ordinance.

The most recent equalized assessed valuation of all property in the Southside Redevelopment Project Area is $5,484,097. The estimated equalized assessed valuation of all property within the Southside Redevelopment Project Area after redevelopment is completed in the year 2051 is estimated to be $38,753,500.

Conclusion

This Southside Redevelopment Plan seeks to change the trajectory of development and growth in the Saluda, Heckle, and Albright corridors. The future of Rock Hill, in conjunction with the taxing entities of Rock Hill School District #3 and York County, will be much brighter with successful investment in and redevelopment of the Southside to see new retail, office, grocery, and restaurant development. This historically blighted and dilapidated area will see new life with greater opportunities for all of Rock Hill’s residents.
Appendix
Appendix A: Examples of Blight in Redevelopment Project Area

One of the anchor stores in the Plaza Shopping Center has been empty over twelve years, photos from 2008 + 2021 Google Street view:

The Three Points site – No permanent storefront in years, photos from 2008 + 2021 Google Street view:

There are numerous vacant lots in the redevelopment area – and areas are typically the site of illegal dumping:
Appendix C: Map of Parcels Included in the Southside Redevelopment Project Area*

*Southside Redevelopment Project Area includes all right of ways adjacent to any of the parcels depicted above.
## Appendix D: Parcels in the Southside Redevelopment Project Area

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