
4 IMPLEMENTATION STRATEGY

A. INTRODUCTION

The ability to develop a long term strategy that includes short term tactics to initiate, stabilize, and sustain economic activity and growth in the communities of Pacolet and Glendale is paramount the successful implementation to this feasibility study. There are factors influencing the economic revitalization stimulated by outdoor recreation and tourism for the Town of Pacolet and the Glendale community that have been considered and have influenced the recommendations set forth herein. These include, but are not limited to:

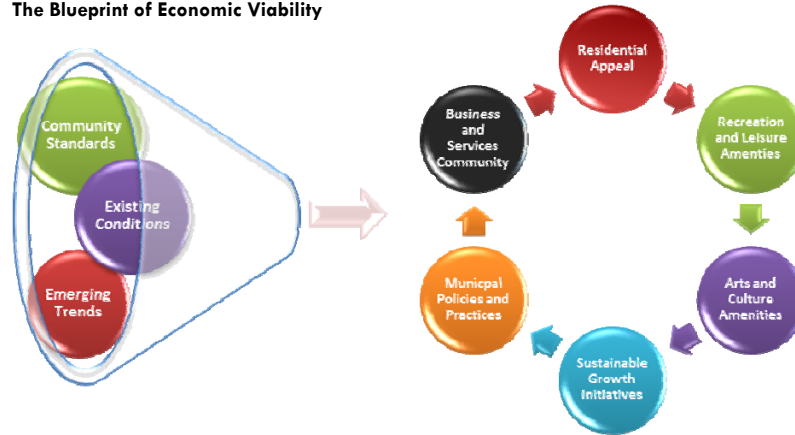
1. The study area is located within a County and region that has been aggressively and successfully pursuing economic development, tourism, and business relocation opportunities for many years;
2. There are several public, private and non-profit stakeholders with disparate interest and needs that will have to be actively engaged in this process to reach a high level of success;
3. Existing recreational venues and tourist-based destinations are limited to a relatively new non-profit entity (GOLS) and the newly formed paddle trail;
4. There is a lack of significant ancillary/complimentary spin-off businesses (i.e. restaurants, lodging/accommodations, retail establishments, etc.) located in close proximity to the Blueway Corridor;
5. Most established special events and destination amenities that would traditionally attract out-of-town visitors are being held outside the Blueway Corridor, and also have nearby accommodations available to support them;
6. As an area within the greater Spartanburg County, the Blueway Corridor and the two main anchors – Pacolet and Glendale – must share in all marketing and promotional campaigns with more established destinations as opposed to benefiting exclusively from these services;
7. Potential assets and amenities considered for the Blueway Corridor to strengthen its destination appeal must reflect the standards, uniqueness and historic character of the communities and not be something considered “ordinary” or “canned”;
8. Economic development and sustainability strategies for the Blueway Corridor must include elements, such as financial incentives, that typically serve communities working to leverage financial growth in a market with economic constraints to broaden the future capacity of the community while adhering to the core values of the residents of each community.

To attain the stated goal of the Pacolet and Glendale communities of a unified “partnership plan” of action to reinvent the local economies and create jobs, a long term strategy must be implemented that focuses on all four critical elements of business – human resources, financial resources, physical resources, and capital. With this, the blueprint for economic viability can be achieved, including:

- Sustainably grow the economic capacity of the community;
- Serve the needs of the local community and existing economic stakeholders;

- Preserve, rehabilitate, and promote all of the quality of life attributes that make the Blueway Corridor a destination;
- Position the Blueway Corridor and the local communities to meet its tourism destination potential; and
- Attract the businesses and organizations that can become credible new stakeholders.

Figure 4.1
The Blueprint of Economic Viability



B. PRIORITY ACTIONS

While the balance of this chapter details a myriad of implementation recommendations and strategies that capitalize on the market feasibility of tourism-based economic development, there are a few strategies and actions that can be classified as “priorities,” or those actions that will have a substantial impact on a large number of the other recommendations. The Consultants consider these actions to require immediate attention and resolution either concurrently with implementation efforts or even a precursor before approaching other items. To this end, this report seeks to enumerate these actions separately from the remaining tasks.

Four core objectives essential to achieving the comprehensive plan for outdoor-tourism-based economic development through a solution, value, access, and inspired informational approach are:

- Organizational Development
- Cooperative Branding, Marketing and Outreach
- Consistency in Experience
- Outdoor Recreation and Visitation

1. Organizational Development

Strategy – the essence of an implementable plan – focuses on the approach to preparing for the future; the process, organization, objectives, and timeframes. The key to any type of planning is the follow through, or strategic deployment. This is where the plan takes shape and “comes to life”, where strategy is converted into action. The detailed action plan will need to be established based on the recommendations brought forward in this plan as the major stakeholders gauge their subjectivity to risk, whether favorable or averse, in conjunction with available resources. The action plan will focus on the resource allocation, performance measures, communication, and ultimately, visual evidence. As the

Blueway Corridor begins to evolve, the implementation and deployment of the strategies will be instrumental in the long range success of the authority.

Paramount to the successful implementation of the recommendations laid out in this document is the establishment of an entity that has the capacity, support and representation to: [1] adequately address the financial requirements necessary to implement the various development components of the plan including fundraise, incur debt and hold property and [2] develop partnerships and strategic alliances between all of the public, private and non-profit entities that have financial, physical or jurisdictional ties to the Blueway.

Currently, there are several existing entities that meet some or most of the requirements necessary to lead this effort, but none has all of the tools. Based on the need to provide a synergistic approach that will incubate economic development via tourism and outdoor recreation along the Blueway Corridor, it is the recommendation of the RKG Team that an overarching Blueway Authority manage the common interests of the corridor. This will include the standardized care and maintenance of all circulatory walks, pathways, and trails, put-in and take-outs, and other common assets and amenities necessary to deliver a valued experience.

It is the Consultant's vision that the Blueway Authority Board be made up of representatives from each of the key stakeholders that have influence to further this effort, and suggest the Board structure include representation from (but not necessarily limited to) the following entities (listed alphabetically):

- Glendale Community
- Glendale Outdoor Leadership School (GOLS)
- Pacolet Milliken Enterprises
- Palmetto Conservancy Foundation (PCF)
- Spartanburg Area Conservancy (SPACE)
- Spartanburg County Planning and Development Department
- Spartanburg Parks Commission
- Town of Pacolet
- Vulcan Materials Company
- Wofford College

In addition to the Board structure, the new Blueway Authority should seek to gather additional financial, professional and technical members through the development of an advisory committee and/or the establishment of a "Friends of the Blueway" group designed to serve as ambassadors and champions of the successful implementation of the Board's efforts. This group would include, but not be limited to, additional Blueway Corridor property owners, corporate citizens/sponsors, interested citizens/elected officials and professionals in the recreation, engineering, design and construction trades.

The authority should be established as a non-profit entity following state and federal laws to allow it to fundraise, incur debt and hold property. The Consultants also would encourage that ability to bond and/or impose fees also be considered, but do not believe these functions are critical to the successful implementation of the recommendations. It is recommended that this authority origination entail the following specific measures:

1. Glendale community (Spartanburg County) and the Town of Pacolet authorize the authority to administer the duties and responsibilities to achieve the mission and goals as defined by the development plan of the outdoor oriented tourism development plan; authority will be responsible for financial management and maintenance of all communal areas and associated assets
2. A board of advisors, endorsing policy design and strategic guidance through a collaborative approach, should be established; board to be founded by one representative from each major (tier one) stakeholder; board should elect a sitting member to act as the authority's chairman

3. Define delivery of services
4. Blueway Corridor authority to explore/obtain partnerships (financial and equitable) and establish user agreements for all common circulatory paths, walks, and trails, and where appropriate, facilities and/or assets for an agreed upon period
5. Authority to create a detailed pro forma and operating and management plan (i.e. business plan) illustrating sustainable management practices
6. Authority management/staffing for standardized care and maintenance, initial positions may have to be comprised of dedicated volunteers until fiscal viability is achieved
7. For long-term sustainability, cohesive operating standards for the corridor authority should be developed to meet the desired outcomes. The standards should include the corridor's philosophy, the focus for each market segment targeted, complimentary activities, programs and events, and a pricing philosophy. The operating standards drive the business decisions, budgeting, organization design, and staffing.

2. Cooperative Branding, Marketing and Outreach

It is critical that cooperative branding and messaging inform both residents and regional tourists of the synergistic offering of the Blueway Corridor to enrich the development factors that are vital to sustained success and financial validity. Although Glendale and Pacolet should retain their individual identity in terms of municipal and/or residential hub, a co-branding campaign that features a planned, standardized message of the value and benefits of the Blueway Corridor is imperative. This message will provide residents and regional visitors to the corridor a greater sense of place; a destination that is based on the comprehensive collaboration of major stakeholders. Specific examples of co-branding and messaging vehicles and opportunities include, but are not limited to:

- Distinctive signage that provides a sense of place and arrival for all Blueway Corridor partners and areas
- Collaborative website that is updated routinely with site maps, schedules, results, events, amenity descriptions, tenant information, and links to websites of tenants, stakeholders, and sponsors
- Collaborative promotional material

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3. Consistency in Experience

There are a multitude of tasks that can dramatically strengthen the sense of the Blueway Corridor's mission. From an experiential standpoint, maintaining consistency in maintenance standards, design and operating standards for amenities and assets throughout the length of the Blueway Corridor is most important. Simply put, the Corridor spans the property boundaries of several owners, each with their own unique sense of style, financial and mission-oriented interest in the Blueway goals and tolerance for maintenance and upkeep. To this end, the long-term success of this endeavor will be heavily influenced by whether users (local residents and tourists) have a pleasant experience. If different components of the Blueway are maintained in an inconsistent manner, it will jeopardize the potential return of the user and influence their value as a marketing tool through word-of-mouth referrals. Key strategies related to consistency in experience include:

- Consistent signage themes and appearance throughout the corridor, local communities, and County
- Consistent maintenance standards for communal assets/amenities, facilities, structures, and grounds

- Consistent design standards for assets/amenities, facilities, and structures constructed by/for corridor management
- Consistent messaging associated with any publication, press release, or promotional material of the Blueway Corridor; this would include a single, consistent statement that defines the activity, event, experience, amenity, and/or destination as a component of Blueway Corridor (regardless of vicinity to the actual waterway), and briefly summarizes the value and benefit to the local community and/or tourist

4. Outdoor Recreation and Visitation

Unlike the three previous priorities, this priority action focuses on stratification of the different physical efforts being proposed. The Organizational Development, Cooperative Branding, Marketing and Outreach, and Consistency in Experience address the strategic and structural priorities that need to be established before beginning the physical actions. This recommendation addresses the Consultant's assessment that the first "phase" of implementation needs to focus on increasing the number and variety of outdoor recreation offerings and amenities that will drive increased visitation to the Blueway. Simply put, the feasibility of many of the other recommendations is contingent upon increasing the volume and frequency of visitors to the Blueway.

The continued development of these tasks is a logical place to start because Pacolet and Glendale already have experienced some success in this area. On the Glendale side, the implementation of GOLS and its programs have increased activity near and along Lawson's Fork. Based on conversations with the GOLS leadership, plans are already underway to expand their on-site activities and use of the Lawson's Fork waterway. In Pacolet, the continued increase in awareness and usage of the Pacolet Museum, the educational outreach/Tours being provided through the Museum and the festival/community events such as the Indian Summer Festival and The Magic of Christmas have established awareness within the community and throughout the region of Pacolet as a hub of activity along the Pacolet River.

To this end, the continued increase in outdoor recreation opportunities and destination-style events will further enhance the potential to attract interest to implement other recommendations, especially as the implementing entity seeks to transition from temporary/interim solutions (i.e. food carts) to permanent fixtures (i.e. food pavilion). Along this line, the physical connection of Pacolet and Glendale with water and non-motorized terrestrial activities falls within the purview enhancing the recreation and visitation of the Blueway.

C. CLOTH ROOM ASSESSMENT AND OPPORTUNITY

The Cloth Room in Pacolet is a unique asset that provides an opportunity to make a literal connection between the community's history and culture with its future and economic vitality. The Cloth Room's physical layout and location make it an ideal focal point for the revitalization of Pacolet into a tourism/recreation anchor along the Blueway Corridor. On the positive side, support has been building to see the facility become a more viable center within the Community. Some investments have been made in rehabilitating and securing the facility. However, the facility faces several challenges that have been well documented in previous efforts. In fact, the very questions asked during the Mayors Institute event hold as true today as they did during this event:

- How does the town go about funding this Cloth Room project?
- What kind of work will need to be done to make the Cloth Room a viable space?
- What use would best interest the community and provide growth opportunities for the economy?

- Where does the town start and how does it build support?

Figure 4.2
Pacolet Cloth Room



The two largest hurdles facing the reactivation of the Cloth Room are the capital costs to fully rehabilitate the structure and the operating costs once the structure is habitable. From a financial analysis approach, it will be extremely challenging to find a user that will be able to absorb the costs to fully rehabilitate this building and carry the operational costs once it is complete while still making a reasonable return on the investment. There are state and federal grant programs and financial assistance packages available to rehabilitate historic mill structures. However, the financial reality is that even the subsidized costs will be more than an investor will undertake as a private venture.

Furthermore, the operational costs of maintaining a historic, industrial structure for anything other than industrial or warehouse use will be extremely high. The layout offers great flexibility in terms of use (i.e. high ceilings in the main room, substantial glazing throughout the building...), but it also creates inefficiencies in terms of utility costs. And while there are grant programs for capital improvements, there are no known grant programs that will subsidize operation costs.

Given the stated long-term vision to see this facility reused as a cultural and/or educational venue, the Town (and Blueway Authority) will need to adopt an incremental approach to the rehabilitation and upgrade of the facility. More to the point, the rehabilitation and eventual reuse of the Cloth Room will require a long-term commitment from Pacolet, Spartanburg County and the state of South Carolina.

The RKG Associates Team believes the most effective method for the community to realize its vision for the Cloth Room is to utilize a series of public private partnerships that will allow for incremental investment in the building while keeping it an active part of the cultivation of recreation-focused economic development within Pacolet. More specifically, there are several opportunities in the short-term to reactivate the Cloth Room in its current state that will provide revenue and opportunity to stabilize and gradually rehabilitate the building.

Most notably, Hub City Farmer's Market expressed interest in using the front room of the Cloth Room as an open-air farmers market on weekends. This opportunity has a very low capital cost requirement to get the facility ready for occupation while generating revenue that can be used to continue rehabilitation. In addition, Partner's for Active Living has expressed an interest in exploring the potential to occupy a portion of the facility as a bicycle rental/storage facility. In both situations, the entities involved noted there is the potential to access grant money not available strictly for the rehab of the building without these uses. Furthermore, both a farmer's market and a satellite location for Partner's for Active Living are consistent with the goal of generating recreation and tourist-based economic development.

The Consultant's recognize that the Town already has a contract with a local business to use part of the facility as storage space. The RKG Team encourages the Town to continue this relationship, as the other uses will not require the entirety of the Cloth Room. An additional short-term opportunity to activate the Cloth Room is as a short-term home for an outfitter operation (or outfitter satellite operation). The development of the take-outs and put-ins along the Pacolet River will open an opportunity to have watercraft rentals for persons interested in utilizing Lawson's Fork Creek and the Pacolet River. Providing low-cost space could attract a small outfitter or allow an existing vendor such as GOLS to have a presence in Pacolet until more permanent facilities become financially feasible.

It is important to note that the Town (through the Blueway Authority) should be utilizing as much of any revenue generated towards rehabilitation projects. In concert with these potential short-term uses, the Consultant encourages the Authority and the Town to continue to hold sponsored and unsponsored "clean up" days and charity benefit events dedicated to raising capital to continue to rehabilitate the Cloth Room.

The Consultant's do not envision these uses to remain at the Cloth Room in perpetuity. The strategy is to use the Cloth Room as an "incubator" for the businesses needed to develop and enhance recreation-based economic development efforts until such time where these businesses can and/or need to find more permanent facilities in the area. Simultaneously, the Authority and Town should be actively making strategic investments to rehabilitate the facility through revenues generated by fundraiser and the tenants leveraged against grants. The long term strategy would be to minimize the capital costs to an eventual user, allowing the economic market of Pacolet village to improve, and therefore become a less risky investment environment.

D. IMPLEMENTATION CONSIDERATIONS

1. Conceptual Blueway Corridor Development Strategies

- Recreation trends have been shifting to an individualistic, self-directed approach with a focus on passive and non-traditional programming
- Blueway Corridor conceptual development and programming is focused on recreational and educational activities and venues supported by complimentary entertainment and leisure services
- Conceptual recreational opportunities should potentially include:
 - Multi use system-wide trail system (natural surface nature trails to urban trails) to mitigate use of vehicular movement within the corridor
 - Interactive exhibits focusing on the historic and cultural fabric of the communities and native ecosystem; could include museum(s)/exhibit(s), etc.
 - Adventure sports amenities including off-road bicycle/equestrian trails, climbing walls, and group camping sites
 - River-side amphitheater
- Conceptual complimentary entertainment/leisure opportunities should potentially include:
 - River market (i.e. Little Rock, Richmond, Kansas City) including boutique retail, coffee and soda shops, sidewalk dining venues, and local flavor / specialized retail, farmers market, etc.
 - Exhibit and/or visual/performing arts area (including the river-side amphitheater)
- Glendale and Pacolet as the original north-south anchors of the corridor

- Demonstrated success could increase corridor offering
- Connectivity along the corridor has the potential to enhance circulation and programmatic opportunities
- Ability to offer distinguishable, yet a multi-generational, synergistic activities
- Concentrate majority of active recreational activities in Glendale
- Concentrate majority of passive recreational activities and business opportunities in Pacolet

2. Sustainable Development

Sustainable development is often defined as a multitude of things; from The World Bank's emphasis on putting people at the heart of all development, to the Education for Sustainable Development Toolkit's emphasis on public awareness, education, and training as keys to moving society toward sustainability. Throughout these various definitions and objectives, all of which have merit, one thing is certain, rarely does the definition of sustainable development fit neatly in a box. For the purposes of this feasibility study, sustainable development will entail multiple facets, with the following serving as a general guide:

- Planning efforts which seek to balance access, finance, mobility, affordability, community cohesion, and environmental quality
- Land use and transportation practices that promote economic development while using limited resources in an efficient manner

3. Standards of Excellence in Recreation-Based Development

Outdoor oriented tourism development along Lawson's Fork Creek and the Pacolet River blueways that connect the two communities, to meet the goals and objectives of the two communities and spur an economic revitalization in the area, will require a heightened level of development standards. While many variables have the potential to impact the overall experience provided by a destination, three key elements of recreation-based development are highlighted in this subsection. These standards of excellence in recreation-based development include the value derived by visitor's experience, a blend of activities, and an overall choice in venue. These include:

Design driven by the visitor's experience – communicates to the ease of use associated with a destination; this pertains to the access and egress as well as the circulation once the destination has been reached and participation has commenced

- Sense of Arrival
 - Highway signage
 - Gateway
 - Landscape / hardscape
- Aesthetic and Functional Signage
 - Directional and informational
 - Visitor guides
 - Safety and management
- Architecture and Use

- Design with natural surroundings
- Customer flow
- Mixed use
- Generates satisfaction and revenue

Blend of entertainment, recreation, and retail – most activities associated with entertainment are designed around a desired length of experience; a blend of passive and active recreational opportunities extends the length of experience and preserves the frequency of participation. This offering necessitates that the core resources and attractions be in sync with the demand of the market. Recreational opportunities may be defined as a very broad range of activity – socializing with friends and family and shopping are two of the top four entertainment, recreation, and leisure activities most participated in

- Recreation
 - Trails; multipurpose, including hike/bike, mountain bike, fitness, equestrian, interpretive/educational
 - Board / deck walk
 - Outdoor climbing facility; zip-line
 - River access; beach; put-in and take-out areas
 - Primitive/tent camping; limited development camping (i.e. yurt)
 - Visual and performing arts; education and interpretation
- Food
 - Casual dining; sidewalk café(s); local flavor and tie-in; built market and immediate destination
 - Picnic area(s)
- Retail
 - Unique shopping; boutique
 - Vending / farmers market; local/regional flavor; farm-to-table
 - Recreation equipment and supplies; water based recreation; rentals/outfitters

Choice in venue – multiple attractions can be viewed as a subsidiary of the blend of passive and active opportunities; strategically placed venues dictated by market demand provide for several zones or areas to host various programs. Multiple attractions also lends itself to programming across the entire collection of age segments

E. STRATEGIC ACTION PLAN

Feasibility and business planning places the emphasis on the operational and financial perspective of current and/or future endeavors; an internal diagnosis of a chosen line of business; a roadmap of strategic analysis and recommendations based on the market, product, and resources – human, financial, and capital among others.

Understanding the market is essential to any entity that engages in the transaction of goods and services. The fluid customer base is dependent on internal factors – quality of product, service level,

price point, etc. – and external factors – direct and indirect competition, product substitutability, etc. – which results in a continuous ebb and flow. A sustainable endeavor requires that the industry compel the target audience to act – to become users, placing a greater entrepreneurial burden on the shoulders of entertainment, leisure, and recreation industry for business development. Ultimately, the culmination of a successful vision will go beyond the direct financial gain of any single party involved and result in the net-gain of the comprehensive offering of the Blueway Corridor’s development factors.

The relatively new operational model which requires the entertainment, leisure, and recreation industry to not only entice persons to participate, but retain these customers for the optimal tactic of sustainability makes marketing essential to success. Prior to the last couple of decades and still in use among some industry sectors, businesses had long been committed to an old and outdated mantra of marketing. This long standing practice touted marketing as informational versus inspirational. The day and age of being able to just create awareness and inform the customers of services and offerings, and have that translate into reasonable success, is over. Today, target markets must be inspired to act; inspired by the entire marketing and product mix that stresses the importance of value of experience and benefits received over the feature or the program.

The ability to capitalize on the consumer wants and desires is instrumental to sustained success. Sustainability requires that the classic approach to the supply-side of operations – the “four P’s” of product, price, place, and promotion – be attuned with the demand-side, or “customer-centric” approach, known as SIVA – solution, information, value, and access. The incorporation of these two operational models results in the following:

- Product – Solution: supply-side model focuses on the product while the customer is in search of a solution to a want and/or need; the modern day consumer is searching for an entertaining experience in which a broad realm of activities – both active and passive – can occur if so desired
- Price – Value: as a supplier, pricing of the service is based on the ability to activate the space/asset and is a product of the volume of use and associated costs incurred; the consumer is searching for an experience where the benefit received and the value are equal
- Place – Access: the old adage “location, location, location” rings true in entertainment, leisure, and recreation; the importance of locating the “marketplace” where goods and services are exchanged for money within a market that has expressed need is paramount; today, the typical consumers appreciates convenience; with fixed assets, the market has a tendency to shift over time which can result in a redefining of access and/or product selection
- Promotion – Inspirational Information: promoting the product mix requires that the supplier connect with the consumer in a way that influences their purchasing behavior; primarily, it is the intent to drive demand while effectively differentiating the product from all of those that are similar in nature; the flip side of the supply-model is the research and analysis of the consumer; the advent of the internet has tilted the scale in favor of the modern day consumer, drastically increasing the knowledge of the product mix

The four core areas that are vital to sustainable development resulting in economic viability include:

- Pacolet Anchor
- Glendale Anchor
- Blueway Connection and Natural/Open Space

Each of these bulleted items is extrapolated on in the ensuing sections.

1. Pacolet Anchor

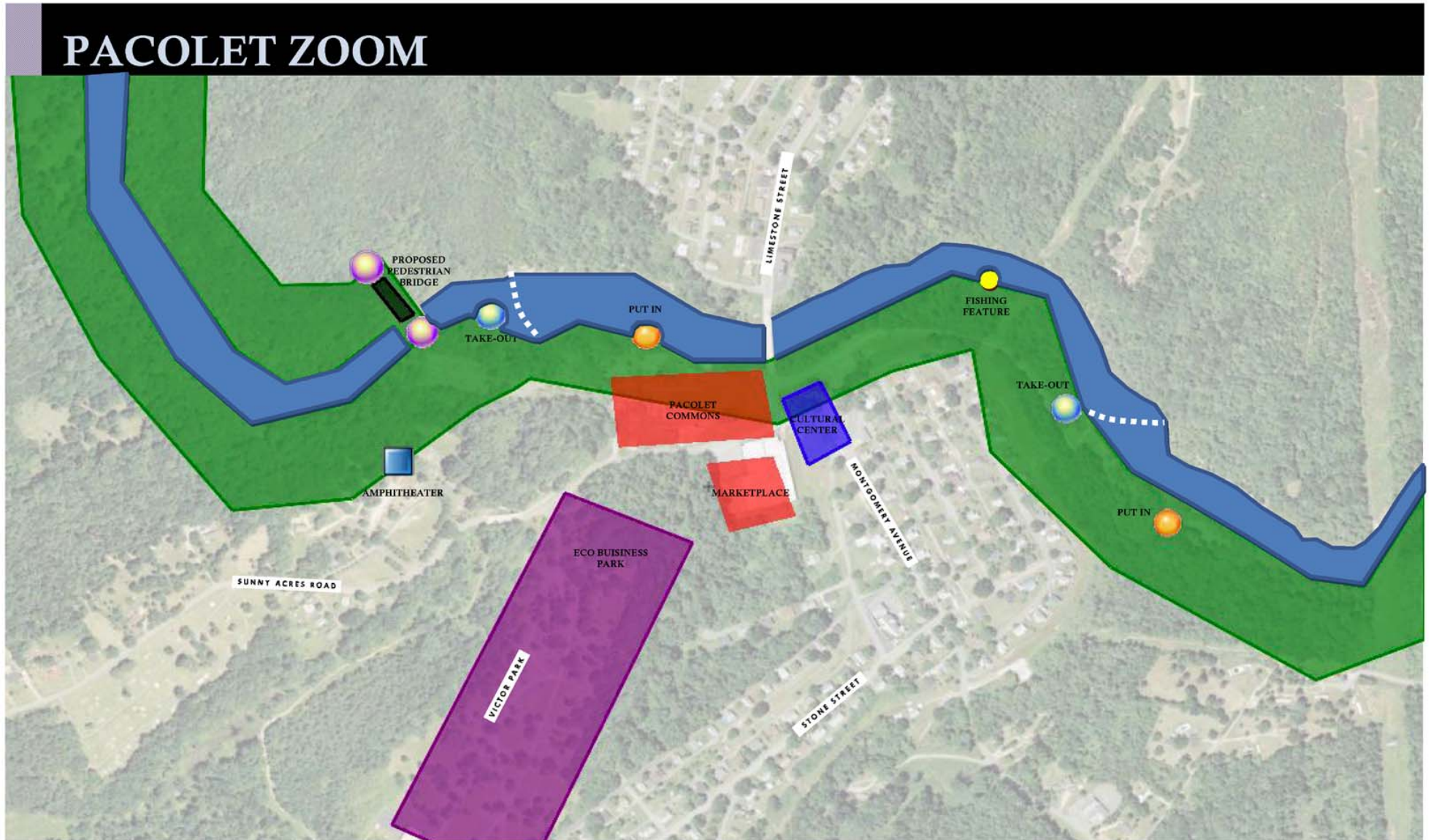
Based on the concepts identified in Map 4.1 for the Pacolet area, the following key development components should be phased in over the course of the Blueway Corridor implementation plan.

- Pacolet Put-Ins and Take-Outs – The put-ins and take-outs are already under consideration and development. The Consultant encourages that available land adjacent to the Amphitheater be maximized to allow for the Pacolet take-out to circumnavigate the Pacolet Dam by providing for parking/staging area accommodations for water recreation while compartmentalizing waterfront/river activities (i.e. physically and visibly separating complimentary yet significantly different activities such as water recreation and riverfront market happenings).
 - Former mill site parking lot entrance off of Sunny Acres Road (to be named) will be extended to accommodate boat ramp/launch/take-out area
 - Similar considerations should be considered for the take-out and put-in at the lower dam as well
- Pacolet Boat Launch – River access south of the Pacolet Commons concept circumventing the lower dam would provide opportunities for such uses as a fishing pier, a boat launch and passive recreation facilities (i.e. picnic areas). However, the Authority will need to explore potential access points/parking/staging areas accessible from Walker Street (SR 42-809) as opposed to the power plant access road due to the inadequate/inconvenient staging area required for security purposes
 - Convenience equates to frequency of use by the average participant (the most profitable market segment). Access point via power plant access road would result in a significant distance in which the water craft would need to be hauled to the put-in/launch
- Pedestrian Bridges – Water crossings allowing for access to assets and amenities on both sides of the Pacolet River are integral in developing trail connectivity between Pacolet and Glendale by safely accommodating non-motorized traffic.
 - A pedestrian bridge under Sunny Acres Road will improve safety for trail users seeking to reach the amphitheater and/or the waterfront. This will allow connection with the larger Blueway Trail (to be completed).
 - A new pedestrian Bridge should be built to span the Pacolet River near the upper dam area. This bridge will provide access to the large wooded preserve on the opposite bank from the Pacolet Commons area as an alternative to using the existing bridge that accommodates car traffic.
 - The design and construction of the bridges should be consistent with the look and feel of the trails they are connecting, while trying to respect the architectural design and finish of main town bridge.

Figure 4.3
Example of a Pedestrian Bridge



Map 4.1



- **Vulcan Respite** – Vulcan Material Company has expressed a willingness to provide as much as 35 acres of riverfront access through its property in areas that are conducive to the safety requirements the Company must follow. This offer translates into an effective 100 foot buffer from the river’s edge through the entire property. This offer should be capitalized, working with Vulcan to define the exact boundaries for the easement.
 - The Authority should work with Vulcan to define boundaries that maximize the recreational value of their offer while respecting their need to operate their business without disruption.
 - Components of a formal respite could include an informational kiosk, picnic areas including shelter(s)/pavilion(s); accessible via multi-use trail (hike/bike/equestrian) utilizing sewer line easement. The respite should be located at the termination of the County sewer line, located approximately 0.66 miles west of Brown Mill Road (SR 42-377).
- **Pacolet Commons** – The Consultants envision the continued development of a river market boardwalk to include retail storefronts and businesses, restaurant/sidewalk cafes, a “heritage walk” interpreting the historic and cultural significance of the river and pioneers of commerce, a water-play feature (sprayground, fountains, etc.), and a “village green” area to serve as the communal gathering place.
 - Initial investments should be focused on promoting passive usage of the river including the heritage walk, the riverwalk and the communal gathering place. These features will enhance the beauty of the area while building into the connectivity between Pacolet and Glendale. The Consultant envisions the heritage walk to be placed along the site of the former mill, creating an axis that connects the Town Hall and amphitheater and laid out in a manner that is conducive for holding large gathering events including the Pacolet Indian Summer Festival.
 - As part of this development, the Consultant recommends that the Pacolet horse currently affixed in the river be relocated to a plaza-style setting as part of the Commons. More specifically, the Consultant encourages the County explore recreating the traffic circle at the foot of the Route 150 bridge similar to what existed years ago and use the horse as the centerpiece of the new circle green. This will both improve traffic safety at an irregular intersection while celebrating a piece of Pacolet history in a manner more suited for recreation economic development efforts.

Figure 4.4
Riverwalk Concept



Figure 4.5
Marketplace/Dining Pavilion Concept



➢ The riverwalk should be developed in a manner that can eventually accommodate a permanent commercial presence, particularly dining facilities. The feasibility study revealed that permanent facilities may not be viable until after recreation and tourist activity improves. In the short term, there is potential for

temporary, portable food vendors and carts. However, the increased usage of the area could attract local restaurateurs and shop owners to open a facility to serve both the community and the visitors. As mentioned in the market analysis, mid-term and long-term efforts should focus on developing more permanent structures.

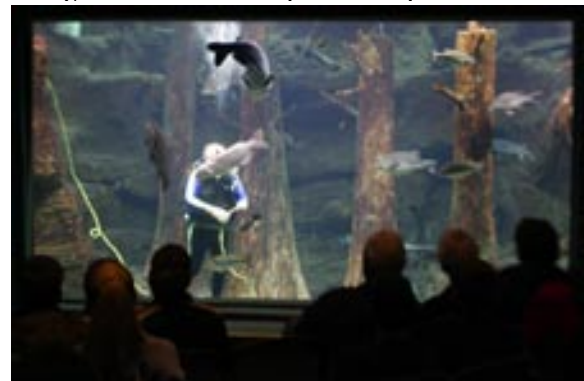
- Potential to offer a similar experience as the Little Rock River Market (<http://www.rivermarket.info/default.aspx>) and Kansas City River Market/City Market (<http://www.thecitymarket.org/index.html>)
- **The Historical Cloth Room** – As mentioned, the Cloth Room offers a unique opportunity and challenge for the Pacolet-Glendale Blueway Corridor Plan. The community has identified a long-term strategy to see the Cloth Room be reactivated as a cultural and educational center. While this vision may be obtainable in the long-term, the fiscal and financial realities indicate the best approach to reach this vision is an incremental investment strategy, activating the space in a manner than stabilizes the structure while forwarding the tourism/community draw to the river.
 - In the short-term, the result of renovating the front room of the Cloth Room to serve the purpose of an open air marketplace and/or rental/meeting space is a more financially viable initial action that can begin the rehabilitation process without substantial operation costs.
 - The large storage space in the rear of the building (accounting for roughly 60%+ of the structure) can continue function as a self-storage facility, supporting storage needs (non-climate controlled) of the river market while generating revenue to fund rehabilitation efforts.
 - In the long term, the combination of the continued success of implementation of this strategy and the phased rehabilitation efforts will better position the Town to accommodate an indoor, climate controlled mixed-use community, arts and education center.
- **Amphitheater** – A mid-term strategy to rehabilitate the existing amphitheater to allow for more regular usage of the performance/festival area is consistent with the recreation economic development implementation plan. The costs of the rehabilitation should be addressed through grant and fundraising efforts, and implemented on an “as secured” basis. While the eventual reuse of the amphitheater will enhance opportunities to develop a wider variety of activities, the facility’s condition is enough to support current use levels and suitable for more festival-style uses.
 - A longer-term strategy is to remove and replace current storage/staging structure with a new structure that incorporates meeting/gathering space, concessions space and storage.
 - Rehabilitation efforts should include the existing “music hall” venue to continue to host music events.
- **Eco-Business Park** – Pacolet Milliken Enterprises owns the former Victor Park neighborhood area on the hill adjacent to the amphitheater. While the market for residential development is limited within the Pacolet area, the current road layout and property condition is conducive for the development of a pastoral business park. Given the relative affordability of property in this area, the Victor Park Eco-Business Park concept would be attractive to businesses that are not location dependent (i.e. IT professionals, accountants...). Furthermore, the local area is underserved in medical support services.

Figure 4.6
Eco-Business Park Concept



- Given the relationship between Pacolet Milliken and Lockhart Power, there is a substantial opportunity to create an eco-business park, focusing on green-building practices and the reduction of the building's carbon footprint. Similar developments in other areas have revealed there is a market for businesses (and business owners) that are seeking to be more environmentally conscious.
 - According to Smart Communities Network, eco-business parks should offer firms the opportunity to cooperatively enhance both economic and environmental performance through increased efficiency, waste minimization, innovation and technology development, access to new markets, strategic planning, and attraction of financing and investment.
 - The intent should be to market available office space to all sectors/businesses.
 - The park concept should start with the development of 1-2 "premium" pad sites adjacent to the Pacolet Commons area to take advantage of the proximity to the investment interest along the river as well as waterfront views.
 - The "upland" component should be offered in 10,000 square foot to 20,000 square foot pad sites for a limited-footprint build-to-suit facility that meets strict design requirements to ensure consistency with the park's development concept.
- Fisheries/Nature Center Concept – The Consultants see a long-term opportunity to develop a small scale education/nature center concept as a component of the Pacolet Commons development. The Education/Nature Center would complement the existing Pacolet Area Museum as well as the Pacolet River Heritage Preserve, bringing a greater variety of interpretive exhibits that would attract school children and tourists alike.
- One concept for the facility would be to tie in the environmental sensitivity of the Pacolet River and all waterways in South Carolina. This idea would dovetail into the eco-business park and hydro-power dams.
 - A site alternative would be to incorporate it into the Cloth Room, as facilities like these are very good at attracting grants and sponsorship dollars, increasing the timeline for the rehabilitation of the building.
- Horseback Riding/Camp Croft Connection – Camp Croft is a regionally known equestrian facility that draws thousands of enthusiasts a year. These households often spend multiple days in the area utilizing the trails and facilities at Camp Croft. Based on this analysis, there are only a handful of property owners between the trail network at Camp Croft and downtown Pacolet. The Consultants believe it is feasible to make a direct trail connection with Camp Croft and the Blueway Trail, allowing horseback riders to access Pacolet, Glendale and the activities being proposed along the corridor. Not only does this connection add to the draw that is Camp Croft, it opens another market segment to support the recreational and economic development amenities being proposed for the Blueway.
- The Authority should work with Camp Croft and the conservancies to educate and sell the vision to the property owners between the closest component of the trail network and the Blueway Corridor

Figure 4.7
Fishery/Wildlife Education Component Concept



- Trail configurations along the Blueway will need to accommodate horses as well as walkers, joggers and bicyclists.
- An additional concept similar to this would be for powered trail ridership (i.e. ATVs) However, the Consultants recommend that a separate environment be created for these uses given the stated vision of the Blueway focuses on non-motorized connectivity.

Figure 4.7
Horseback Trail Connection Concept



▪ **General circulation/access**

- Pedestrian trail connectors to/from the Historic Pacolet Town Hall, Pacolet Area Museum (which has the potential to be enhanced as demand dictates), the Cloth Room, and the Pacolet Commons
- Pedestrian circulation among all assets/amenities should be hard surface (i.e. concrete) and of a width that can accommodate multiple parties simultaneously

2. Glendale Anchor

Based on the concepts identified in Map 4.2 for the Pacolet area, the following key development components should be phased in over the course of the Blueway Corridor implementation plan.

- **Restaurant** – The existing Post Office/Masonic Lodge building has the potential to be converted/adapted into a full-service restaurant facility. In addition to having a good location with visibility of the shoals and iron bridge, the building has strong character and has been reported to be in relatively good condition on the inside, with a large meeting hall in the upper floor.
 - If implemented in the near-term, the restaurant tenant will have to be an existing restaurateur that has a strong local following due to the lack of surrounding venues to attract pass-by traffic. This would provide an immediate clientele that would support the facility while its reputation continues to grow.
 - The upper floor space could be either traditional dining space or meeting and banquet space that is not activated unless needed.
 - The concept would be to incorporate an outdoor dining patio area that overlooks the soon-to-be-rehabilitated iron bridge and the shoals. This component is crucial in adding draw to the facility, providing an environment that is unique and desirable by diners.
 - The facility could also serve as a venue for events being held on the iron bridge, which is reported to be a popular place for events such as weddings.

Map 4.2

GLENDALE ZOOM



- Climbing Wall(s) / Repelling Wall(s) – The Glendale Outdoor Leadership School (GOLS) has master plans for the expansion of their operations to attract “walk-up” patrons as well as groups and special events. This includes a low-ropes course, a high-ropes course and multiple mountain bike courses. To this end, it is evident that Glendale is a logical place to develop more active and “extreme” outdoor activities. One concept that has market viability is the development of an outdoor climbing wall/repelling wall facility. The remaining stairwells from the old mill facility that burned in 2004 provide ideal facilities to accommodate this concept. Structure offers the potential for a variety of layouts and usages within this genre of activity.
 - A structural assessment of the facility will need to be undertaken before discussions of leasing/acquisition of the structure should occur to ensure the costs of adapting the structure for these uses would not be too great.

Figure 4.8
Stairwell Climbing Concept

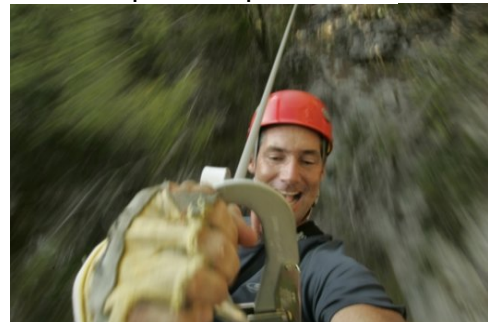


Figure 4.9
Adapted Reuse Climbing Concept



- The concept would include climbing and repelling on opposite sides of the exterior of the structures, with a stairwell/platform structure on the inside to accommodate person only seeking to repel or climb as well as guests and staff to access interval openings and the roof/tie-in riggings.
 - GOLS would provide management and operational services for the facility, incorporating it into their business model and offerings to contract and walk-up users.
- Zip-Line – Similar to the climbing wall/repelling wall concept, the Consultants have identified the potential to accommodate a pole-based zip-line consisting of five stations crisscrossing Lawson’s Fork. The addition of this zip line will further enhance the business potential and financial solvency of GOLS while developing the critical mass of active outdoor recreation venues to attract users from a large area. Integrating the smoke stack and/or the stairwell structures from the former mill would be an added benefit, tying a unique feature into the zip line experience.

Figure 4.10
Pole-Based Zip-Line Concept



- Water Access Point – GOLS, through the Palmetto Conservancy Foundation (PCF) is in the process of developing a water craft put-in/staging area within the Glendale study area. The development of this amenity should be considered when planning and executing the other recommendations in this section. No development should impede or substantially diminish the water experience along Lawson’s Fork Creek.

- To this end, a long-term strategy should be to regain control of the dam facility underneath the iron bridge and rehabilitate the structure to allow for controlled releases of water. Simply put, Lawson’s Fork Creek does not have a consistent flow that will accommodate a long and regular kayak/water sports season. This lack of control adversely impacts the potential

Figure 4.11
White Water Course Concept



to develop this area as a true recreation destination. The repair and activation of the dam to create a more consistent customer base will only enhance the market potential of increasing activity along the entire Pacolet-Glendale Blueway Corridor.

- North-side Hike/Bike Trails – There is short-term opportunity to provide hike/bike trails on north side of Lawson’s Fork with a varying degree of difficulty to attract users of all skill sets. Access could be provided via the GOLS headquarters site with a transition/connector trail at the southern portion of the proposed trail to access the Zip-Line and climbing venues to the west.

Figure 4.12
Permanent Trail Concept



Figure 4.13
Natural Trail Concept



- The Authority would need to work with the large property owners to gain easements/purchase the property to accommodate trail infrastructure.
- Trail system should have tie-in to the larger trail connectivity along the entirety of the Blueway Corridor. Sufficient width of the trail system should be maintained if motorized or horse trails are to be incorporated into the development strategy.
- South-side Hike/Bike Trails – The Consultant envisions the development of hiking and biking trails in a loop trail design with access to multi-use trails on the south side of Lawson’s Fork. A conducive track could be developed featuring two to three loop trails varying in distance of between two and three miles.
 - The open area north of the Emma Cudd and Hilton Hill (SR 42-9289) appears to be fairly accessible and of mixed terrain with some vegetation; and could also provide access to Lawson’s Fork.
 - This concept would require access points and parking/staging areas to be incorporated into the trail development for day users.
 - These trails should be incorporated into the existing trail network in place within the north side of Lawson’s Fork in Glendale as well as the Pacolet-Glendale Blueway trail system through one or more footbridge points along the Creek. Design should be one to accommodate the waterborne recreation activity, but also provide vantage points to observe these events.
- Transient Housing – There is a limited market for a “cabin” or “cottage” rental concept tied into the use of the GOLS facility and the expansion of active outdoor recreation venues along the riverfront. Strategic renovation of existing housing stock that is relatively easily accessible from main ingress (Country Club Road) should be phased in as demanded. Initial investments likely would be those properties located closest to the river with views of the shoals and the new activity venues (i.e Glendale Avenue and Douglas Street).
- Respite Areas – There are existing respite areas along Lawson’s Fork that should be incorporated into the trail network to allow access and to and from the Blueway Corridor. However, additional respites will be necessary to accommodate the increased activity generated from the trail expansion and connectivity. These venues will provide opportunities for picnics, small gatherings, rest areas, etc.
 - Based on the final location and adjacent amenities, limit the structures with roofs should be incorporated into areas that do not obstruct the view sheds of proposed gathering places.
- Primitive Camp Site – There is an immediate opportunity to develop both “primitive camping” and “hike-in” camp sites with prepared tent pads but minimally defined amenities (i.e. tent pad, fire ring, etc.). Management and enforcement should be based on the “leave no trace” concept of campground operations. Deposits and fines are encouraged.
 - The initial number of pads should number between 8 and 12, and be added to according to demand. Individual campsites should be limited to no more than 50 pads, but more ideally at 20 to 30.
 - Multiple campsites are envisioned as the area continues to draw larger numbers of visitors and individual sites could be rented out by medium to large groups.
 - A primitive camp site at the Lawson’s Fork and Pacolet confluence has immediate potential. It should include “primitive camping” hike-in camp sites that has prepared tent pads with minimally defined amenities (i.e. tent pad, fire ring, etc.).

- **Yurt Camping** – Yurts are defined camping structures, and require vehicular access and necessary parking to accommodate families and/or groups; shared parking with the Hike/Bike Trails would reduce the amount of capital outlay and acreage required.

- The initial number of yurts should number between four and eight. Individual yurt sites should not exceed 20 yurts, with a more ideal number being less than 15 to promote sustainability and exclusivity.
- Multiple campsites are envisioned as the area continues to draw larger numbers of visitors and individual sites could be rented out by small to medium groups.
- Yurt camping should only be developed after all complimentary assets/amenities (i.e. trails, recreational activities, etc.) have been developed

- **Mixed-Use Development Plaza** – The former mill site offers an excellent opportunity to create an anchor-style facility tied into the strengths that already exist within Glendale as well as those assets being proposed in this feasibility assessment.

The Consultants envision this property to house a mixed-use development that can accommodate some combination of residential units, short-term accommodations, retail space and office/classroom space with a minimum development size of four stories in a design respective of the mill construction style of the former facility. The current opportunities are limited, but continued success of this area could attract a wide range of potential residential and commercial tenants including:

- Young professionals/college students seeking to be close to the recreation venues and/or the Wofford College facility.
- An outfitter and convenience/dry goods vendor to serve the outdoor enthusiasts utilizing the amenities within the community.
- Education operations, particularly Wofford College, if the need for additional space ever arises related to the existing facility adjacent to this property.
- Office users with similar needs and desires of those being targeted for the Victor Park Eco-Business Park.

Figure 4.14
Yurt Cabin Concept



Figure 4.15
Semi-Permanent Cabin Concept



- ***Historic Commercial Buildings*** – The existing commercial village located on the opposite side of the Creek at the end of the iron bridge pose the greatest challenge in terms of feasibility for rehabilitation. The structures are in less than ideal condition and their relative location on the “other” side of the river pose a challenge to the psychological connection with the critical mass of activity envisioned for Glendale. That said, there may be a long-term potential for these facilities as period reenactment commercial spaces tying together a potential need for additional commercial space and the historic fabric of Glendale.
 - Any efforts to rehabilitate these facilities must be able to incorporate the renovated bridge and a pedestrian-only esplanade (non-motorized) to/from the Plaza area.
- **General circulation/access**
 - Pedestrian trail connectors to/from GOLS and project Plaza (plaza refers to the shoals/post office/Wofford building/Wofford amphitheater/former mill site property)
 - Pedestrian circulation among Plaza assets/amenities
 - Use of all utility easements as major trail arteries; all trail types should be utilized based on specific need of the connection/circulation

3. Blueway Connection and Natural/Open Space

Trail development connecting the communities of Glendale and Pacolet should abide by, at a minimum, the following guidelines:

- **Broad circulation/trail categories should include the following:**
 - Pedestrian Circulation / Hiking Trail
 - Dedicated Street-Connector (i.e. similar to what the west uses with bike lanes; markings on the street to assign pedestrian right-of-way)
 - Hike/Bike Trail
 - Mountain Bike Trail
 - Equestrian Trail
 - Hike/Bike/Equestrian Trail (Multi-use Trail)
- **Circulation/trail surfaces:**
 - Plaza (Glendale) and Commons (Pacolet) areas – areas that are expected to accommodate leisure-inspired activities – should be concrete surfaces
 - Multi-use trails should be natural surface trails
 - Transition/connector trails leading to/from concrete paths to multi-use trails should be engineered surfaces comprised of decomposed granite (DG)
- Multi-use trails should follow the waterway linking the Glendale and Pacolet anchors together; at no time should the main trail venture further than 100 feet from the waterway
- Utilization of utility right-of-ways for trail/circulation arteries is paramount to system-wide connectivity

F. DESIGN AND DEVELOPMENT STANDARDS

1. General Trail/Circulation Standards

Corridors, greenbelts, multi-use trails, and circulatory paths/walkways are recognized for their ability to connect people and places. Linking communities, neighborhoods, attractions, parks, recreation assets/amenities, and natural areas with a multi-use trail fulfills two guiding principles simultaneously: protecting natural areas along river and open space corridors and providing the public with a way to access and enjoy them. Multi-use trails also offer a safe, alternative form of transportation, substantial health benefits, habitat enhancements for plants and wildlife, and unique opportunities for outdoor education and cultural interpretation.

Trail systems offer a combination of hard surface (i.e. concrete, asphalt paving, etc.), wood plank, or natural surfaces along corridors, such as rail and utility corridors, along rivers and creeks, and in open space areas. In addition to the connector trails and linear trails, the integration of loop trails enhances the experience. Trails typically span as few as 2-feet in width (i.e. mountain bike trails) to more than 12-feet (i.e. urban circulatory path).

- Role: support walk, bike, run, equestrian type activities; ability to enhance/activate active lifestyle initiatives to combat obesity epidemic
- Lighting: At trailheads and high use areas
- Amenities: Parking and restrooms at major trailheads, respites and/or cooling/warming huts along trails for relief of runners and/or bicyclists
- Signage: At half mile markers and where kiosks are located; interpretive trails will require signage at points of interest; dedicated fitness trails may require markers at every tenth-mile
- Maintenance standards: Varies based on trail use/intent/purpose; consistent minimum level throughout the Blueway Corridor based on demand and availability of funds
- Other: Strong color scheme; connectivity to signature/regional attractions/facilities along the Blueway Corridor

2. Open Space/Natural Area Standards

Open space and natural areas are generally undeveloped/underdeveloped, but may have natural or hard-surface trails. Areas could include grasslands under power line corridors. These green spaces contain natural resources that can be managed for recreation and natural resource conservation values, such as a desire to protect wildlife habitat, water quality and endangered species. These natural areas also can provide opportunities for nature based, unstructured, low-impact recreational opportunities, such as walking and nature viewing.

- Amenities: Hard-surface or natural trails, wildlife viewing areas, mountain biking, disc golf, interpretation and education facilities, etc.
- Signage: Informational kiosks and interpretative markers
- Lighting: Limited to staging areas
- Maintenance Standards: Demand based maintenance with available funding; Biological management practices observed

At a minimum, river access points should be located at/near the Glendale site, at the confluence of Lawson's Fork and the Pacolet River, and at the former mill driveway off of Sunny Acres Road in Pacolet (based on aerial views, this will require an extension of the SR). Access points should have

parking/staging areas, informational kiosks, respite/picnic areas including shelter(s)/pavilion(s); due to the maintenance and operations cost associated with portable toilets and the high capital cost of permanent restrooms, it is not recommended that this service is offered unless funding sources and/or partnerships can be identified for this sole purpose.

G. REVENUE STRATEGY

As with any recreation-based economic development strategy, one of the largest obstacles is finding the appropriate funding to implement the capital investment strategy. Simply put, recreation-based activities, such as walking trails, generally do not generate enough revenue to justify the costs from a financial feasibility standpoint. To this end, the initial implementation steps to strengthen the recreational offerings along the Blueway will require continued level of securing grants and generating revenue from non-traditional sources such as tax incentives, sponsorships, fund raising and user fees. The following section addresses different tools available to generate the revenue to address capital and operational needs.

However, it is important to note that the strategies for developing the recreation-based amenities likely will require a different approach than those for revenue-generating support development such as dining facilities and commercial venues. Most notably, a strategy will need to be put in place to address operational needs for the more passive investments to be made. In contrast, the strategy for investments that will operate on a lease or performance basis should target operational self sufficiency once constructed and active.

Furthermore, each opportunity will require a unique approach to generating the necessary capital and operational investments. Simply put, this effort identified the feasibility of developing recreation-based economic development along the Blueway Corridor. The recommended actions in the preceding sections have proven to be feasible (or potentially feasible given a series of prior investments) based on a series of locally-derived market assumptions. Individual business plans will need to be created to implement each component of the final strategy. The Consultants envision the new Blueway Authority will be given the responsibility and support to formulate these individual business plans.

1. Common Examples of Economic Development Incentives

From the public side, there are many examples of economic development incentives that can be employed to incentivize new development, recreational or otherwise. The Town of Pacolet, Spartanburg County and the state of South Carolina each have their abilities and limitations to bring some form of financial inducement (i.e. infrastructure investments) or financial subsidy (i.e. real property tax relief) as part of an investment strategy. For the purposes of this effort, financial investments are more appropriate for the “public realm” improvements such as trail development and water investments; while inducements would be more appropriate for private sector investments in retail facilities, the proposed Eco-Business Park or any fee-based service or amenity (such as a lodging facility).

The effectiveness of an individual tool will be determined by issues such as the goals and objectives of the proposed development (or investor), the extent that the particular development meets the stated vision from the Authority, and the timing of the investment. The Consultants recommends that the Town and County work closely together on developing a toolbox that provides the greatest flexibility for implementation while preserving the financial stability of both jurisdictions. Common examples of local, state and federal economic development incentives to be considered include:

Financial Inducements:

- Community Development Block Grant (CDBG) funds – CDBG is a flexible program administered by the U.S. Department of Housing and Community Development (HUD) that provides communities with resources to address a wide range of unique community development needs
- Economic Development Administration Revolving Loan Fund (RLF) grants – A RLF recipient disburses money from the RLF to make loans at interest rates that are at or below market rate to small businesses or to businesses that cannot otherwise borrow capital
- Industrial Development Revenue Bonds – Bonds issued for the development of a new corporate enterprise where the business pays the note on the bonds in exchange for the capital to begin operations. Generally reserved for projects over \$2 million.
- Jobs Tax Credit – The State provides a tax credit to companies that establish or expand manufacturing, distribution, processing, tourism, warehousing, and R&D facilities. Credits range from \$1,500 to \$8,000 per job depending on the county. The tax credit is non-refundable and non-transferable, but unused credits can be carried forward for up to 15 years.
- Small Business Administration (SBA) Loans – Various loan programs available through the U.S. Small Business Administration geared towards providing small businesses guarantees on loans from a variety of lending sources for capital, real estate or operational assistance.
- Small Firm Attraction and Retention Grant Program – Create a grant program that provides financial incentives to small companies for each job created that sign a long-term lease within the program's target boundary.

Financial Subsidies:

- Building permit fee rebates – Refund of costs for getting permits to build and occupy new buildings that forward the vision of recreation-based economic development along the Blueway.
- Capital Access Program – The Capital Access Program is designed to provide financial institutions operating in South Carolina a flexible and non-bureaucratic tool to make business loans that are considered more risky than conventional loans and that may not meet conventional underwriting standards.
- Economic Development Set-aside Fund – Provides grants to reimburse infrastructure and other project costs.
- Enterprise Zone Program – Provision of tax benefits within a defined district in exchange for the creation of certain jobs, including certain tourism-based businesses.
- Fee In Lieu of Property Tax (FILOT) – A FILOT reduces a property's millage (tax) rate and assessment ratio for up to 20 years resulting in a tax reduction. In order to qualify, the project must have a minimum capital investment of \$2.5 million
- Financing incentives – There are multiple options to incentivize a development project through enhancing financing packages. These include loan guarantees, interest rate buy downs and gap financing.
- Hiring tax credit – The South Carolina legislature is considering a bill to provide \$1,200 to employers to hiring persons currently unemployed.
- Real property tax abatements – The County has the potential to provide real property tax incentives for a limited period of time in exchange for an investment consistent with the recreation economic development efforts along the Blueway.
- Tax increment financing – The County is authorized to utilize incremental tax revenues within a defined area threatened to experience economic decline and blight due to disinvestments to finance infrastructure improvements.

2. Examples of User Fees

These fees are charged primarily to customers/participants and are based on the direct and indirect cost to provide a consumptive service. These fees will vary based on the cost recovery goals and pricing policy in place for the various partners and their associated programs.

- Recreation Fees/Charges – Each autonomous entity must position its fees and charges to be market-driven and based on the value of experience received by the customer. These fees are most appropriate for venues such as the climbing/repelling wall and the zip-line amenities.
- Recreation Service Surcharge – This is a dedicated user fee surcharge for the purpose of constructing and maintaining facilities/assets/amenities. The fee can apply to all organized activities, which require a reservation of some type or other purposes, as defined by the organization. The surcharge allows participants an opportunity to contribute toward the routine and preventative maintenance of the facilities/assets/amenities being utilized.
- Ticket Sales/Admissions – This revenue source is on accessing facilities/assets/amenities for self-directed activities such as festivals, concerts, and other entertainment facilities. These user fees help offset operational costs.

3. Examples of External Funding Sources

The following examples provide external funding opportunities for the Blueway Corridor organization to consider for the future. Each of these sources can be evaluated in more detail to determine the level of funding they would yield if pursued aggressively. These could include:

- Corporate Sponsorships – This revenue-funding source allows corporations to invest in the development or enhancement of new or existing facilities/assets/amenities within the Corridor. Sponsorships are also highly used for programs and events.
- Partnerships – Partnerships are joint development funding sources or operational funding sources between two separate agencies, such as two government entities, a non-profit and a public agency, or a private business and a public agency. Two partners jointly develop revenue producing facilities/assets/programs and share risk, operational costs, responsibilities and asset management, based on the strengths and weaknesses of each partner.
- Foundations / Gifts – These dollars are raised from tax-exempt, non-profit organizations established with private donations in promotion of specific causes, activities, or issues. They offer a variety of means to fund capital projects, including capital campaigns, gifts catalogs, fundraisers, endowments, sales of items, etc.
- Private Donations – Private Donations may also be received in the form of funds, land, facilities, supplies/equipment, art, or in-kind services. Donations from local and regional businesses as sponsors for events or facilities should be pursued.
- Friends Association – These groups are formed to raise money typically for a single focus purpose that could include a signature facility/asset or program that will better the community as a whole in addition to their special interest.
- Irrevocable Remainder Trusts – These trusts are set up with individuals who typically have more than \$1 million in wealth. They will leave a portion of their wealth to an agency in a trust fund that allows the fund to grow over a period of time and then is available for an agency to use a portion of the interest to support specific facilities/assets or programs that are designated by the trustee.

- Volunteerism – The revenue source is an indirect revenue source in that persons donate time to assist the department in providing a product or service on an hourly basis. This reduces the organization’s cost in providing the service plus it builds advocacy into the Corridor.
- Special Fundraisers – Many agencies have special fundraisers on an annual basis to assist in funding specific programs and capital projects.

4. Examples of Grants

While not as strong as the grant market prior to the recession, the grant market continues to exist. Grant writers and researchers are required to make this funding source work financially. Matching dollars are required for most grants. A matrix of relevant grant programs is included in Table 4.1.

5. Examples of Other Funding Sources

Other funding sources that should be explored and considered for the development, maintenance, and operations of the Blueway Corridor include:

- Corridor Use Tax (i.e. Tax District/Benefit District) – Tax based on gross receipts from charges and meal services, which may be used to build and operate communal areas as well as signature and special use facilities/assets/amenities. Established to provide funds for certain types of improvements that benefit a specific group of affected properties. Improvements may include landscaping, the erection of fountains, and acquisition of art, and supplemental services for improvement and promotion, including recreation and cultural enhancements. The aggregate of this fund would be applied to the prioritized development plan as a feature of the Corridor reinvestment plan.
- Naming Rights – Many agencies have sold the naming rights for signature facilities, buildings, or areas for a percentage of the total development costs associated with the improvement.
- Advertising Sales – This revenue source is for the sale of tasteful and appropriate advertising on Corridor related items such as in the organization’s website, program/guide, and other visible products or services that are consumable or permanent that exposes the product or service to many people.

**Table 4.1
Grants, Funding and Incentives for Historic Preservation**

Name	Incentive	Qualifications	Process
FEDERAL			
20% Federal Historic Rehabilitation Tax Credit	Federal income tax credit equal to 20% of rehabilitation costs. In general, each dollar of tax credit earned reduces the amount of federal income taxes owed by one dollar.	Buildings listed individually in the National Register of Historic Places or buildings that contribute to a National Register historic district. Rehab costs must be more than \$5,000 and greater than adjusted basis of the building (purchase price minus land plus improvements already made minus depreciation)	The National Park Service must certify that the rehabilitation meets the Secretary of the Interior's Standards for Rehabilitation. Review begins with the State Historic Preservation Office (SHPO).
10% Federal Non-Historic Rehabilitation Tax Credit	Federal income tax credit equal to 10% of rehabilitation costs. In general, each dollar of tax credit earned reduces the amount of federal income taxes owed by one dollar.	Rehabilitation costs must exceed the adjusted basis of the building (purchase price minus land value plus the value of improvements made, minus depreciation already taken). Buildings placed in service before 1936 that are not individually listed in the National Register nor contributing buildings in National Register historic districts.	No State Historic Preservation Office or National Park Service review is required for these projects. More information about the 10% federal credit is available on the National Park Service website.
National Trust Loan Fund	Loan is similar to what you get at bank (competitive interest rates, loan fee). Benefit is in the "name." You can site source name for other funding grants, loans, etc.	Listed or eligible for listing in National Register	Not currently accepting applications (many have not been making loan payments - program suspended until outstanding loans are paid)
American Battlefield Protection Program	About \$25,000 for protection of Battlefield land (historical research, archaeological surveys, preservation plans, public education)	Sites where armed conflict, fighting or warfare occurred	Apply through National Park Service
2011 Federal Historic Preservation Grants	Planning for Individual Historic Properties - Plans and specifications for repairs to a historic building, conditions assessment for a historic building, feasibility and adaptive re-use for a historic building; Grant awards usually range from \$2,500 to \$25,000. The maximum amount awarded is \$30,000. The SHPO anticipates that up to a total of \$100,000 will be available for all grants.	CLG'S currently, funding for non-CLG (Pacolet) may become available later in year.	Because these are 50/50 reimbursable matching grants, each grant applicant must demonstrate a dollar-for-dollar match and pay for the project costs up front. Matching funds must be from any non-federal source, except in the case of Community Development Block Grant funds and certain tribal funds. The South Carolina Department of Archives and History will reimburse grantees after it approves the project work and receives appropriate documentation of expenditures.
Preserve America Grant	1-for-1 matching Money for research, education, marketing, planning; Grants range from \$25,000 to \$250,000	Must be preserve America community (Pacolet is a Preserve America Community, Glendale does not appear to be)	Submit application to Preserve America
Save America's Treasures Grant	One-to-one grants are available for preservation and/or conservation work on nationally significant intellectual and cultural artifacts and historic structures and sites.	Must be nationally significant - minimum grant \$25,000, max is \$700,000	Application available at National Park Service (SAT funds are eliminated in President FY 2011 budget request)
STATE			
Tax Incentives for Rehabilitating Textile Mill Buildings	25% credit against real property taxes or 25% state income tax or corporate license fee. Both credits are calculated on rehabilitation expenses, which are "expenses or capital expenditures incurred in the rehabilitation, renovation, or redevelopment of the textile mill site." The credits are based on the final costs, which must fall within eighty and one hundred-twenty percent of the estimate of the rehabilitation expenses provided in the "Notice of Intent to Rehabilitate." Rehabilitation expenses below eighty percent are not eligible for these credits and rehabilitation expenses above one hundred-twenty percent are not included in the calculation of the credit.	An eligible textile mill site is defined in the new law as the "textile mill together with the land and other improvements on it which were used directly for textile manufacturing operations or ancillary uses. However, the area of the site is limited to the land located within the boundaries where the textile manufacturing, dying, or finishing facility structure is located and does not include land located outside the boundaries of the structure or devoted to ancillary uses."	A "Notice of Intent to Rehabilitate" is required. Please see the steps outlined in the law. To receive the property tax credit, the law outlines a process by which the municipality and other local taxing entities must approve the incentive. Please see the steps outlined in the law (Section 12-65-30(B)).
10% State Historic Rehabilitation Tax Credit	State income or license tax credit equal to 10% of rehabilitation costs. In general, each dollar of tax credit earned reduces the amount of state income or license taxes owed by one dollar.	See Federal Historic Rehabilitation Tax Credit Qualifications	Owners of historic buildings in South Carolina who meet the requirements for the 20% Federal Historic Rehabilitation Tax Credit may also qualify for a state income tax credit. Taxpayers do not have to go through a separate State Historic Preservation Office (SHPO) application process. Successfully completing the federal application process qualifies them for the state credit.
Local Property Tax Abatement	The property is assessed on the pre-rehabilitation fair market value for the length of the special assessment (up to 20 years, length set by the local government).	A building must be designated historic by the local government and the local government must have adopted an ordinance to implement the property tax abatement program. Buildings designated historic by the local government can include buildings listed individually in the National Register of Historic Places or contributing to a National Register historic district, or buildings that meet the local government's criteria for historic designation.	A reviewing authority must approve that the proposed and completed rehabilitation work is appropriate for the historic building and the historic district in which it is located. The reviewing authority is the local board of architectural review, another designated entity with historic preservation expertise, or the State Historic Preservation Office (SHPO).
Job Tax Credit	Available for 5-year period and can be used to offset up to 50% of SC income tax in a single year (unused credits available for 15 years)	Establish or expand manufacturing, distribution, processing, warehousing, tourist, limited service or retail facility; create a monthly average of 10 net new full-time jobs in a single year - if fewer than 99 employees worldwide create monthly average of two or more net new full time jobs in a single taxable year	more info on economic future group

Note: Pacolet and Glendale Census Tracts DO NOT Qualify for New Market Tax Credits