

CITY OF CLEVELAND

downtown revitalization initiative

REIMAGINING THE **HEART** OF DOWNTOWN



INMAN STREET AT CHURCH STREET

July 2019

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July 2019

TABLE OF CONTENTS

Acknowledgements

I	Introduction.....	1
II	Community Outreach	15
III	Inman Street Corridor Design Plan.....	37
IV	Core Revitalization Plan and Market Study	57
V	Parking Analysis and Plan.....	85
VI	Catalyst Projects	93

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CITY OF CLEVELAND

downtown revitalization initiative

REIMAGINING THE HEART OF CLEVELAND



I INTRODUCTION

Overview

A Steering Committee was established to guide the development of the plan and associated components of the Downtown Revitalization Initiative. Comprised of business and property owners, as well as other interested members of the Cleveland community, this Steering Committee developed a vision and supporting framework to reinvigorate the downtown, address dilapidated structures and underutilized properties, conceptualize major streets and commercial corridors, and establish needed public recreation and open spaces to support the revitalization of downtown Cleveland.

VISION

Revitalize and enhance downtown into a more livable, vibrant, memorable, and welcoming destination for all.

This vision is underpinned by the following framework to support making downtown Cleveland...

More attractive by stimulating street activities, creating interesting urban spaces and architecture, and by establishing it as a destination;

More sustainable by creating a safe and memorable downtown of distinct neighborhoods connected by walkable and strong infrastructure accessible to everyone;

More livable by linking the surrounding neighborhoods with a broader array of retail stores, services, and open spaces;

More diverse and affordable by promoting growth, jobs of different types, and additional and wider ranges of residential options;

More memorable and easily recognizable by emphasizing bold, ambitious moves such as narrowing and streetscaping Inman Street; and

More unique by establishing distinct districts for government, arts/culture, sports/recreation, and entertainment.



Goals and Objectives

The City of Cleveland is undertaking the Downtown Revitalization Initiative in support of a series of goals and objectives that include improvements to streetscapes, transportation features, and parking as well as a downtown greenway extension. Focused on improvements within the public rights-of-way and open space, the Downtown Revitalization Initiative is intended to leverage these improvements with other public and/or private efforts as part of an overall revitalization effort.

Building upon these efforts, recent projects undertaken by Lee University, as well as other private undertakings, the goals of the Downtown Revitalization Initiative include:

Goals...

GOAL 1

Create a redevelopment impact in the near term by designing and implementing a small area of streetscape improvements within the downtown that will support private reinvestment and serve as a “blueprint” for additional streetscape improvement in the downtown.

GOAL 2

Make Inman Street a pedestrian-friendly corridor that is the signature street and a locus of activity within a revitalized downtown.

GOAL 3

Create a positive aesthetic and a sense of place for the downtown through visually appealing public and private downtown projects, and through coordinated, recognizable design features in public spaces.

GOAL 4

Create more jobs and a diversity of employment along major downtown corridors by creating an environment conducive to dining, arts, sports, entertainment, retail, office uses, and creative and maker spaces.

GOAL 5

Create a diversity of downtown housing choices for different income ranges, including choices in upper story lofts, “live-work” spaces, and traditional housing types in adjacent residential neighborhoods.

GOAL 6

Extend the Greenway into downtown and make it a central organizing feature for the downtown redevelopment and revitalization, connecting pedestrians and cyclists along a visually interesting and comfortable path to employment, shopping, dining, entertainment, and cultural activities.

GOAL 7

Connect downtown neighborhoods and adjacent neighborhoods to the downtown core with pedestrian friendly transportation, supporting the concepts of accessibility by walking or biking access within 20 minutes and transit access.

GOAL 8

Provide for transportation needs in the revitalized downtown, addressing mobility and access needs for people and freight, for different modes, for downtown destinations versus through trips, and safety.

GOAL 9

Provide for parking needs associated with the revitalized downtown, providing parking in the amounts, locations, and types needed to serve increased residential, employment, visitor, and event based needs.



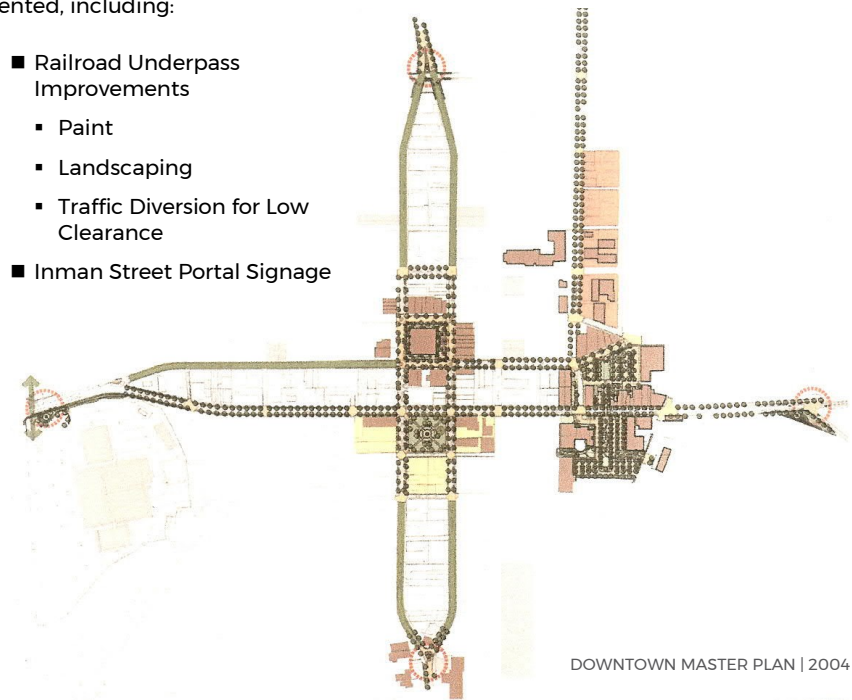
Mainstreet Cleveland Downtown Master Plan

The Downtown Revitalization Initiative is intended as a “refresh” of the Mainstreet Cleveland Downtown Master Plan. Developed in 2004, this plan served as a catalyst for additional investment, supporting an infusion of new residents and businesses; to create a more pedestrian-, bicycle-, and transit-friendly downtown; and to address other transportation and parking issues for downtown Cleveland.

However, the earlier master plan was more focused on the north side of Inman Street, the boundaries terminated at Wildwood Avenue, and at the time of its development the relocation of Whirlpool from the downtown area and the growth and expansion of Lee University southward was not anticipated.

To date, a number of the Mainstreet Cleveland Downtown Master Plan elements have been successfully implemented, including:

- Courthouse Square, Events Plaza, and Bandstand
- Broad Street Improvements
 - Curbs and Sidewalks
 - Pedestrian Crosswalk Bump-outs
 - Trees
- First Street Square
 - Additional Greenspace
 - Event Stage
 - Additional Parking
- Streetscape Improvements on First Street
- New Stop Sign Systems and Decorative Sign Posts
- Wayfinding Program
- Railroad Underpass Improvements
 - Paint
 - Landscaping
 - Traffic Diversion for Low Clearance
- Inman Street Portal Signage

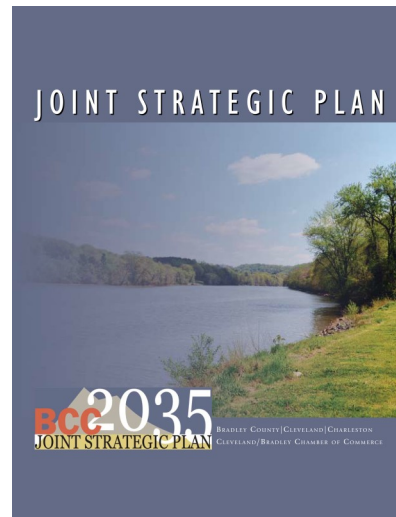


DOWNTOWN MASTER PLAN | 2004



Other Related Studies and Plans

Beyond the Mainstreet Cleveland Downtown Master Plan, there are other plans and studies that have been undertaken more recently to guide the growth and development of the City and Bradley County.

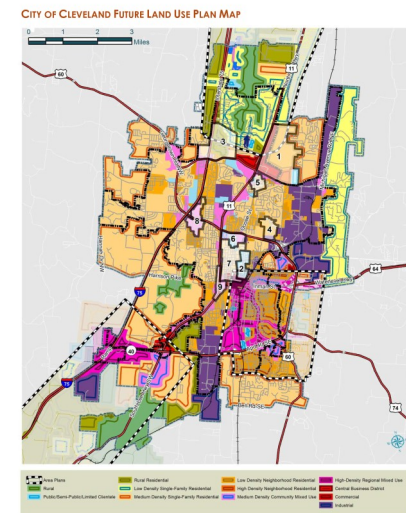


BCC 2035 Strategic Plan

In 2010, in response to growth and major industrial employment announcements such as the nearby Volkswagen plant, the City of Cleveland along with Bradley County and the nearby City of Charleston undertook a strategic planning process, the BCC2035 Strategic Plan. The Strategic Plan shaped the evaluation of existing and future land use and was foundational to the land use planning in the 2013 Comprehensive Plan.

The Strategic Plan presented a series of common goals agreed upon by the affected jurisdictions including a growth framework indicating where growth would be anticipated and established growth scenarios encompassing different alternative policies for directing future growth.

The 2035 BCC Joint Strategic Plan also identified three areas within Bradley County requiring additional analysis in order to plan for and accommodate anticipated regional growth. The plan forecasts that Bradley County will receive an influx of 32,000 new residents by 2035, increasing the total county population to 131,212 residents. To accommodate this estimated growth, the plan identified areas for reinvestment, managed growth, and rural preservation. The Central City Area was identified as a reinvestment area, and was recommended for a small area study to analyze the impact of growth on the area and to envision a reinvigorated central city.



2013 Comprehensive Plan

Following the Strategic Plan, in 2013 the City completed its most recent comprehensive plan, including a small area plan encompassing a downtown redevelopment area. This small area plan, known as the Central City Area (CCA) Plan identified a number of “targeted planning challenges”, including:

Vacancy Rates

Vacancy rates should be broken out and analyzed separately in the context of residential units, commercial space, and industrial space. Just over 10% of residential units in the CCA are vacant, a rate higher than that seen in both the City of Cleveland and Bradley County. Commercial vacancy rates create



challenges in the City of Cleveland's Central Business District (CBD) and the commercial corridor of Dalton Pike, as well as in sporadic instances throughout the study area. Within the CBD, occupied storefronts contribute to a vibrant downtown; however, much of the second-floor office and storage space is underutilized.

According to a staff-led windshield survey of Wildwood Avenue/Dalton Pike, approximately 17 storefronts in the area between Inman Street and 20th Street NE are vacant. Similarly, approximately 14 storefronts along Inman Street/Waterlevel Highway between Ocoee Street to APD 40 are vacant. Industrial vacancy is a growing issue in the CCA as a majority of the industrial buildings built prior to 1965 are currently vacant and contribute to the approximately 1,000,000 square feet of vacant industrial space in the study area.

Property Ownership and Rental Ratios

A balance of renter-occupied and owner-occupied housing provides housing options and attracts new residents of various economic backgrounds and lifestyles. When analyzed by census tract, rental rates within the CCA range from just over 20% to 77%, whereas the rental rate for Bradley County in its entirety is 34%. The CCA features a higher concentration of rental units in some areas due to its location in proximity

to the CBD and the availability of urban levels-of-service. All 426 traditional public housing units controlled by the Cleveland Housing Authority and a portion of the rental units approved for the Housing Choice Voucher Program are located within the CCA, contributing to high rental ratios in some portions of the study area.

Housing – Mix, Type and Maintenance

Housing type and age also contribute to the balance of housing options in an area. Housing type within the CCA ranges from the City of Cleveland's tallest building – the seven-story Cleveland Summit Apartments – to typical 1960s and 1970s ranch style subdivisions and newly constructed multi-family complexes. The study area also features a range in housing age, as the area contains many new developments near APD 40, as well as the City of Cleveland's oldest residence, the historic Raht House.

Connection with the Downtown Plan

In 2004, Mainstreet Cleveland produced the 2004 Downtown Master Plan. The plan is well-suited for the City of Cleveland and has served the downtown well. As implementation is ongoing, and continued implementation of the plan is recommended, it is critical that future planning efforts reflect the recommendations of the plan.

Brownfield Redevelopment and Reuse

The CCA contains many vacant industrial sites and buildings – remnants of the City of Cleveland's industrial past, left underutilized as trends push industrial development outward from the city. Therefore, the CCA features an abundance of obsolete and undeveloped industrial sites. Some of these sites are hazardous, and some contain petroleum. The proximity of these sites to the downtown area creates an opportunity for redevelopment and reuse.

Greenway Connections

In June of 1998, the City of Cleveland received a grant to begin construction on Phase I of the greenway, a system of recreational trails throughout the city. When the master plan is complete, the greenway will run from Mohawk Drive to Village Green. The Greenway provides many benefits to the community, including contributing to a healthy lifestyle and expanding the city's pedestrian and bicycle network. The Cleveland Area MPO Bicycle and Pedestrian Plan proposes concepts for additional greenway connections and greenway trails, contributing to a proposed 16-mile greenway network. Due to the high number of residents without vehicular transportation and dense residential areas, greenway connections and safe pedestrian and bicycle routes are vital for the future of the CCA.

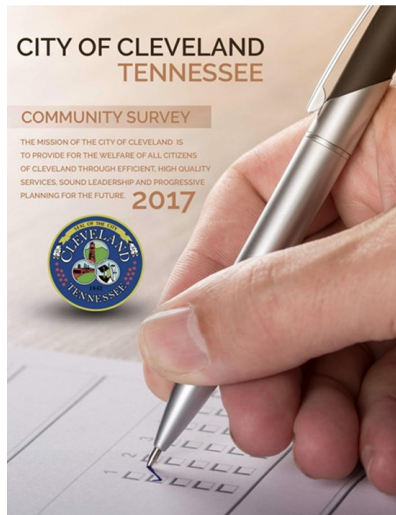
Neighborhood Safety

Neighborhood safety encompasses many elements, including pedestrian connectivity and crime rates. A common concern regarding neighborhood safety in the CCA is the lack of sidewalks, especially in neighborhoods with schools, recreational facilities, and children. In addition, drug abuse, distribution, and drug-related crime create neighborhood safety concerns. Eastern Tennessee has an abnormally high rate of methamphetamine production and consumption, and prescription drug abuse has increased in prominence throughout the United States. The construction of safe pedestrian routes and the incorporation of elements of Crime Prevention through Environmental Design can help improve neighborhood safety.

Infrastructure and Service Availability

Due to the availability of sewer mains and existing infrastructure within the CCA, the study area is a prime location for redevelopment and infill development. Redevelopment and infill development within the CCA utilizes the area's existing infrastructure and utility capacity to accommodate future growth rather than requiring infrastructure expansion to accommodate growth.





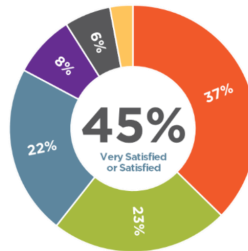
Community Survey

In December 2016, the Cleveland City Council initiated a community-wide citizen engagement survey. The primary goal of this survey was to assess and evaluate the opinions of Cleveland's residents.

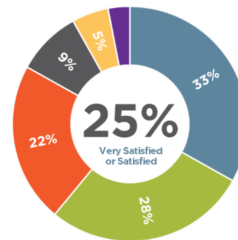
The survey focused on: **Quality of Life, Public Safety, Infrastructure and Transportation, Downtown Cleveland, and Government Communications.**

The following graphs summarize the community input received on various aspects of **downtown Cleveland**.

Availability of Dining Options



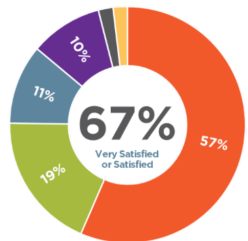
Availability of Entertainment Options



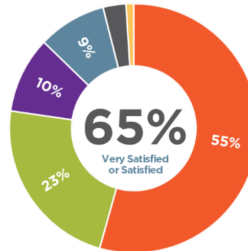
Availability of Retail Shopping



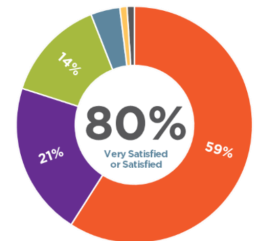
Cleanliness & Maintenance of Downtown Areas



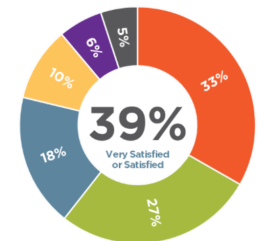
Signage & Wayfinding



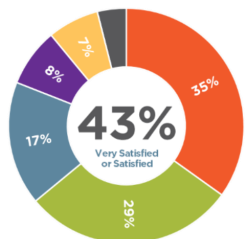
Feeling of Safety of Downtown During the Day



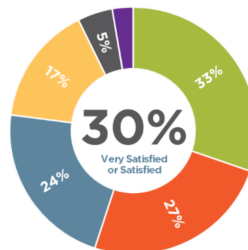
Feeling of Safety of Downtown at Night



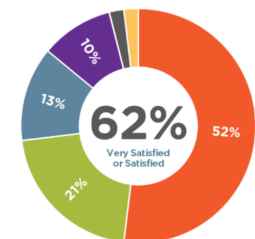
Quality of Public Events held Downtown



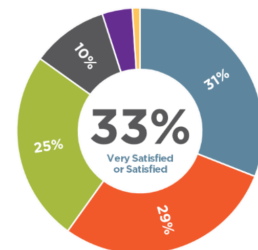
Number of Public Events

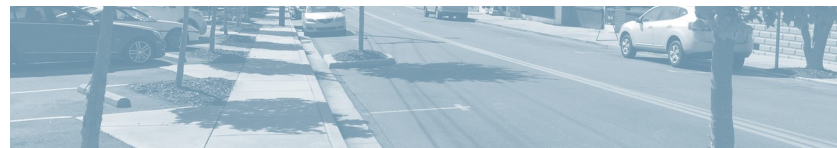


Landscaping and Green Space, including Trees



Availability of Parking





Blythe-Oldfield Plan

The Blythe Oldfield neighborhood is located immediately to the east of downtown Cleveland, but is disconnected from the downtown by the railroad tracks. As the first planned neighborhood in Cleveland, the neighborhood housed a population of workers who worked primarily in the downtown manufacturing plants. In 2018, City Fields, a local non-profit organization, initiated the development of a master plan for the neighborhood focused on the areas of physical revitalization, social revitalization, economic development, neighborhood safety and leadership development.

The master planning process included a week-long design charrette which invited neighbors and city officials to share their opinion on how the neighborhood might improve. Prevailing requests among the attendees included more civic spaces, improved walkability and better connections to downtown Cleveland. The masterplan presents before-and-after proposals of thoroughfares and potential public spaces, utilizing the unbuildable floodplain to create public parks and proposing a trail network throughout the neighborhood to provide a safe walk to school. On the abandoned factory site, the masterplan depicts a regional park which reconnects the neighborhood to downtown and provides a destination for people outside the neighborhood.



- | | | | |
|---|------------------------|---|---|
| A | Pond | G | Amphitheater |
| B | Connection to Downtown | H | Skate Park |
| C | Multi-purpose Fields | I | Carousel |
| D | New Homes | J | Basketball Courts |
| E | Bike Trail | K | Community Center (or Senior Center, Health Care Clinic, Homeless Shelter) |
| F | Pickleball Courts | L | Recycle Center / Cannery |



Recent Significant Downtown Events

In recent years, some significant events have taken place which impact the downtown. Whirlpool (formerly Maytag and formerly Magic Chef), which has manufactured cooking stoves in Cleveland for a century, relocated from downtown to a large modern facility on the east side of town.

The Whirlpool move, along with other industrial abandonments has resulted in a large brownfield area adjacent to downtown and just south of Inman Street. The Whirlpool site is traversed by Woolen Mill Branch where redevelopment could encompass an extension of the City's popular Greenway from near the western end of Inman Street.

Whirlpool is actively planning for the disposition and redevelopment of its brownfield properties and recently began the demolition of the former Plant 2 structure to clear the way for the City's downtown revitalization efforts.

Other major redevelopment is likely to include private redevelopment at the Old Woolen Mill where the City is seeking to provide parking enhancements through a CMAQ-funded Chattanooga-Cleveland Commute Hub project. The Commute Hub would provide approximately 150 spaces of paved and lighted parking near the Old Woolen Mill including park and ride spaces, an improved bus stop, bus interconnection with the

Chattanooga Area Regional Transit Authority (CARTA) transit system, and parking for Cleveland transit buses.

The City has also been actively working with the owner of the historic Cherokee Hotel, presently a subsidized rental housing development known as the Cleveland Summit, to relocate the subsidized housing to a better facility with more amenities and to rehabilitate and reuse the historic hotel for market rate housing on Inman Street adjacent to Johnston Park.





Study Area

The vision, as well as goals and objectives described on the prior pages are to be achieved within the fabric of Cleveland's downtown, its surrounding residential neighborhoods, its institutional components, and its public recreation and open spaces.

Downtown Revitalization Area

Established in 1836, the City of Cleveland, Tennessee is the county seat and the largest city in Bradley County. With a population estimated at 44,483 (2017), the City of Cleveland is the fourteenth largest city in Tennessee; however, the city is home to thirteen Fortune 500 manufacturers, giving it the fifth largest industrial base in the state.

During the late 1800s, Cleveland grew considerably with the establishment of numerous factories, including the Hardwick Stove Company (1879), the Cleveland Woolen Mills (1880), and the Cleveland Chair Company (1884). Many of the buildings in the core downtown area were constructed during or in response to this time of growth in the city. As the city continued to experience growth, the Church of God established a Bible school in 1918 that would expand into what is now Lee University.

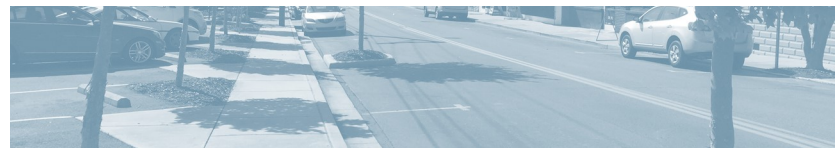
Following World War II, the city continued its expansion, mainly to

the north, drawing much of the population and businesses out of the historic downtown business district.

Apart from government facilities and health care which are centered just north of the downtown core, the primary downtown institutional presence is Lee University which has reshaped much of downtown, constructing campus buildings in former residential areas and converting streets into landscaped and pedestrian-friendly corridors. A large brownfield area abuts Inman Street from the south and is dominated by the former Whirlpool plant site and other industrial properties.

A major attraction for Cleveland residents has been the Greenway, a bicycle and pedestrian trail constructed largely along South Mouse Creek. The intention is to bring the Greenway into the downtown core partially along or near the Woolen Mill Branch.

Some of the dynamics now in play within the downtown include redevelopment planning by Whirlpool (about 90 acres of the brownfield area) which is still largely unknown by the city, ongoing redevelopment efforts at the Old Woolen Mill, ongoing planning to renovate and repurpose the historic Cherokee Hotel, reuse and new construction for downtown condominiums and apartments now being planned by a few developers,



and the continued expansion of the Lee University campus.

Inman Street Corridor

At the center of all of this is Inman Street, the major east-west downtown corridor, and Ocoee Street/Broad Street which are the major north-south downtown corridor; together these streets form the axis of the existing downtown redevelopment plan area.

Western Inman Street

Western Inman Street is bounded by Keith Street (US Highway 11/State Route 2) on the west and Broad Street on the east. Newer Tennessee Department of Transportation (TDOT) installed sidewalk exists near Keith Street and the adjacent Village Green commercial development, but it is mostly an area of four-lane roadway without sidewalk and without distinguishable driveway openings serving primarily automotive repair businesses and some other retail and service businesses. The nature of the existing businesses makes Western Inman Street fairly automobile-centric.

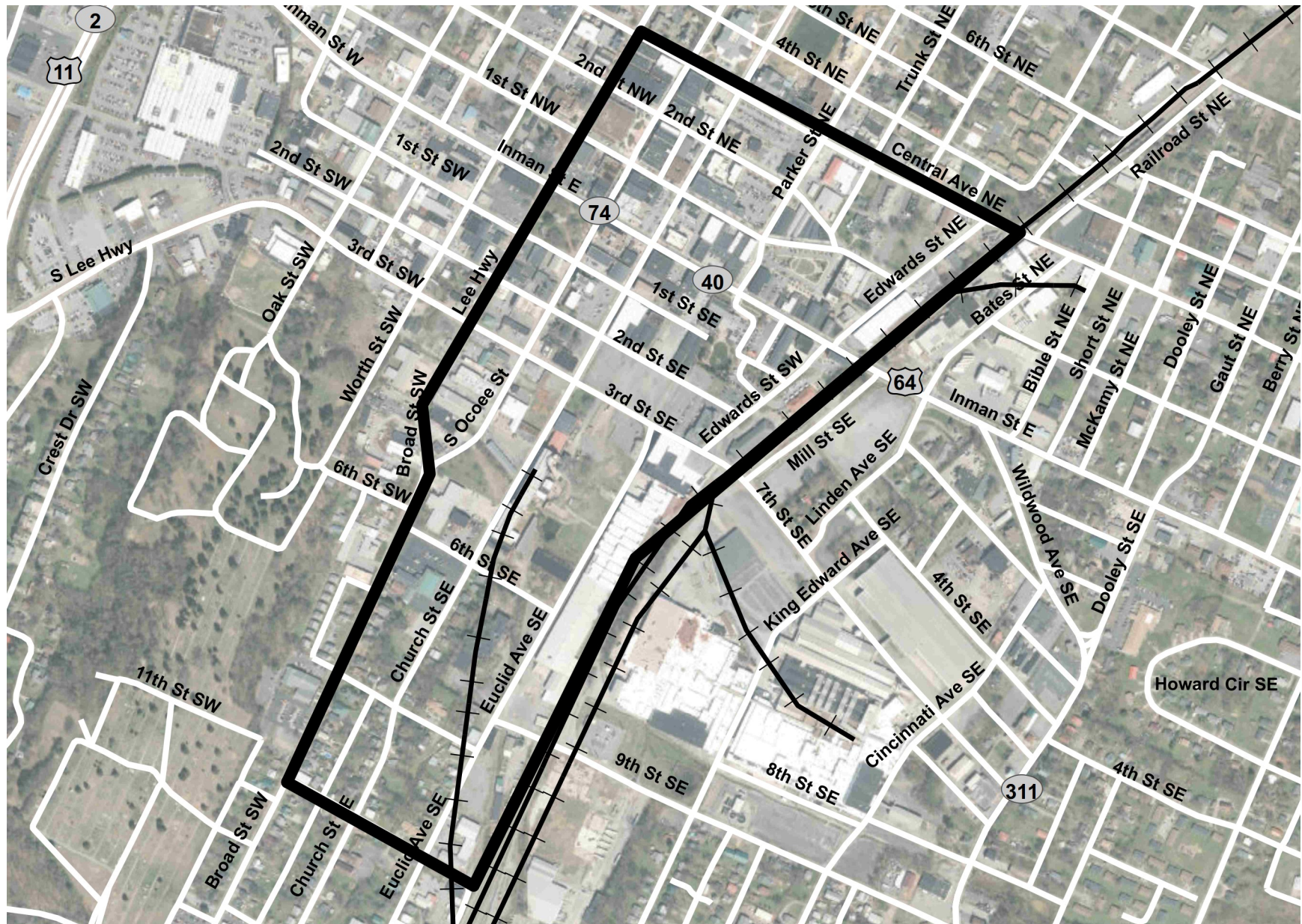
Traffic in this section is free-flowing except for two traffic lights at Keith Street and Broad Street. The topography is generally level until near Broad Street where the road rises sharply. Throughout this area, 1960s era buildings line the roadway, some of which can be accessed from parallel streets running north and south of Inman Street. The parallel

street to the north, First Street, intersects Inman Street at an acute angle where Inman Street begins to curve and where it is intersected by the north-south Highland Avenue near the crossing of Woolen Mill Branch, making for a complex intersection. The Greenway is planned to extend southward to Inman Street in this area where it will encompass the new Taylor Springs Park (the location where the City of Cleveland was founded) on First Street before continuing southward along the Woolen Mill Branch corridor.

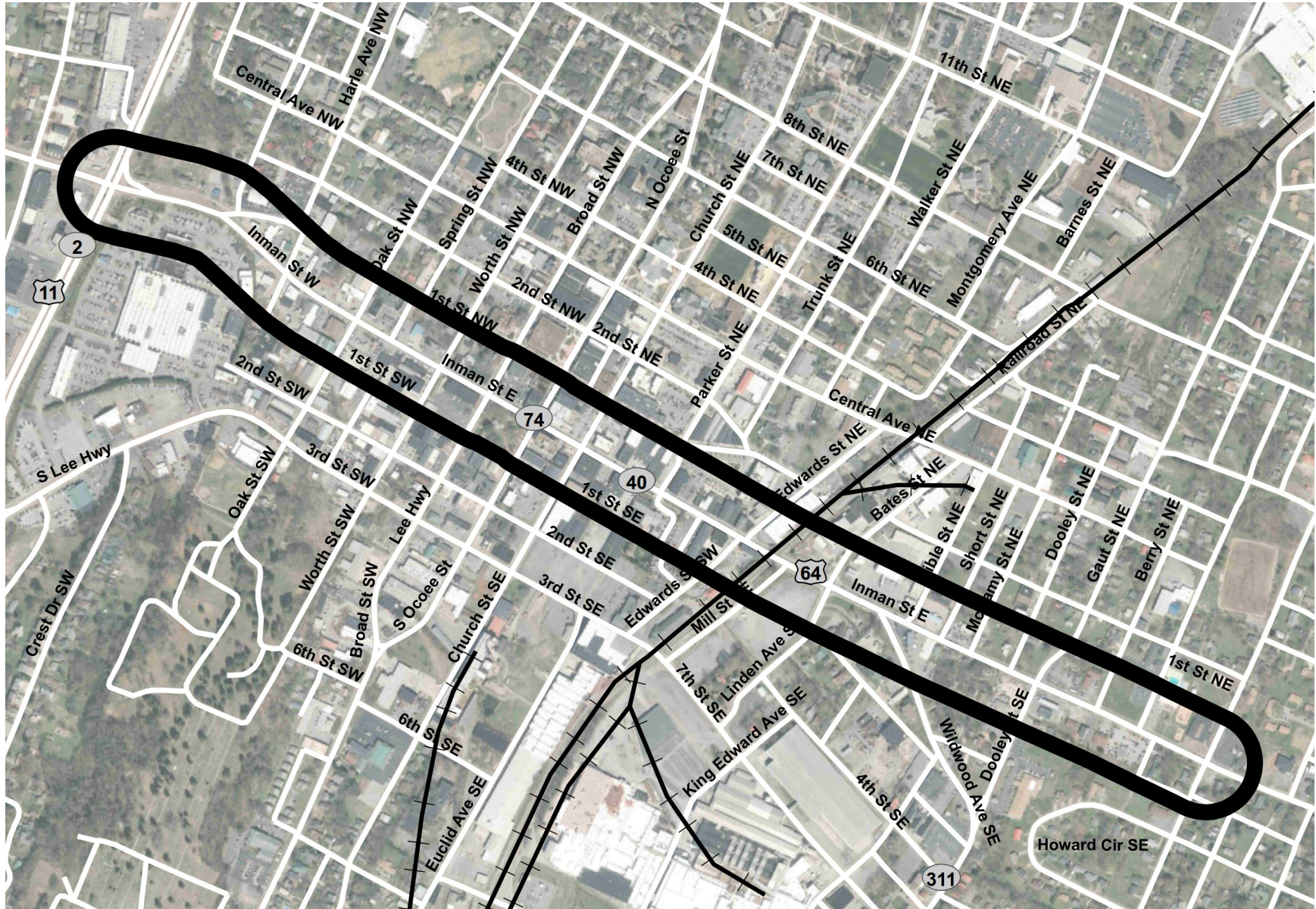
Central Inman Street

Central Inman Street begins at Broad Street and runs to the Norfolk Southern Railroad. Banks, law offices, and other businesses dominate the north side of Inman Street in this area to approximately Church Street where the adjacent uses transition into restaurants, shops, and some residential uses that are characteristic of the Five Points and Main Street Square area. On the south side of Inman Street between Broad Street and Ocoee Street is Johnston Park and across Ocoee Street from this park is the historic Cherokee Hotel. Continuing to the east, past Church Street is the Meagher & Meagher Wholesale Furniture store, followed by a large vacant dry cleaning facility, the Museum Center at Five Points, the Bradley Rescue ambulance station, a large vacant building, and the recently redeveloped Five Points

STUDY AREA DOWNTOWN REVITALIZATION AREA



STUDY AREA INMAN STREET CORRIDOR





Pharmacy restaurant and condominiums. Just to the south of this area along Edwards Street is the Cleveland Transit Center in the historic renovated train depot.

Traffic lights exist in this core of the central business district at Broad Street, Ocoee Street, Church Street, Parker Street (in front of museum) and Edwards Street by Five Points Pharmacy. Many of the properties in this area are served by on-street parking on adjacent streets or by nearby parking lots as parking is not allowed on Inman Street. A substantial proportion of the building entrances in this part of the corridor are on adjacent streets or the major north-south streets, until the Five Points area east of Church Street, where shops, restaurants, etc. have entrances oriented more toward Inman Street. Sidewalks exist in this area on both sides of the street but are directly adjacent to the travel lane making the sidewalks feel too narrow for the building entrances in the Five Points area.

Eastern Inman Street

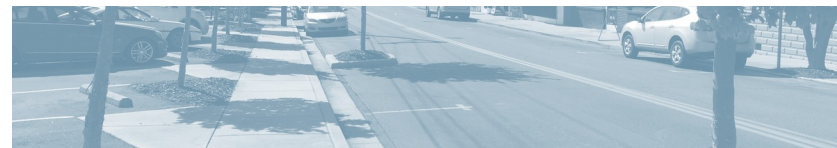
Eastern Inman Street is generally bounded by the Norfolk Southern Railway on the west and East Street on the East. Inman Street goes underneath the railroad and the underpass is equipped with flashing lights to warn high vehicles of the low clearance. Adjacent land uses are industrial before transitioning to commercial near the intersection of Wildwood Avenue (State Route 74).

Some aging residential properties are interspersed with older commercial development along Eastern Inman Street, particularly just east of Wildwood Avenue, and near East Street. The area between the Gaut Street/Dooley Street intersection is characterized by public, institutional and businesses uses on Inman Street or nearby, including the Health Department, Mosby Park and Pool, College Hill Recreation Center, churches, a funeral home and several businesses.

Traffic lights exist at Second Street/ Linden Avenue, Wildwood Avenue, the Gaut Street/Dooley Street intersection, and East Street. Traffic converges on the Inman Street corridor from US Highway 64 and the APD-40 by-pass flowing directly along Inman Street and from eastern Cleveland and Bradley County from Gaut Street, and from the south on Wildwood Avenue (State Route 74)/ Dalton Pike. Eastern Inman Street is the heart of the historically African American community in Cleveland.

Residents in this area have expressed a desire to be connected to the rest of the Inman Street corridor by similar streetscaping and other improvements. The City has applied for a Transportation Alternatives grant that would provide new sidewalks and a bus shelter along portions of Gaut, Dooley, and Inman Streets generally between the Health Department and the College Hill Recreation Center.





Elements of this Plan

Building on the opportunities identified by the community-wide citizen engagement survey, the City of Cleveland initiated the Downtown Revitalization Initiative to identify short-, medium-, and long-term goals for future growth and development in downtown Cleveland. This effort is intended to gather input from a wide variety of stakeholders and the public to “reimagine the heart of Cleveland”.

This study, comprised of the components outlined to the right, will examine current and future land uses, streetscape improvements, a greenway extension, public / event spaces, as well as the amount and location of parking to support current and future needs. In addition, the study will take an in-depth look at potential redevelopment options for three catalyst projects intended to help jumpstart other development.



Inman Street Corridor Design Plan

The purpose of the Inman Street Corridor Design Plan is to establish a vision for the Inman Street Corridor, by creating gateway entrances into the downtown; reducing travel lanes via a “road diet”; streetscape improvements, including pedestrian improvements and amenities; as well as other, an extension of the greenway.

Core Revitalization Plan and Market Study

The purpose of the Core Revitalization Plan and Market Study is to establish a vision for downtown Cleveland. The plan includes an economic redevelopment framework, an analysis of buildings and land uses, as well as recommendations for future office, hotel, housing, retail, and entertainment in the downtown area.

Parking Analysis and Plan

The purpose of the Parking Analysis and Plan is to inventory existing parking in the downtown area and provide recommendations on the future supply / location of parking.

Catalyst Projects

An assessment of three “catalyst projects”, including the Cherokee Hotel, the Old Woolen Mill, and the Moore Building will be undertaken to determine possible / appropriate reuse. The assessment includes schematic redevelopment plans along with potential redevelopment costs.



II COMMUNITY OUTREACH

Overview

Extensive public and stakeholder engagement was a substantial and important component of the overall Downtown Revitalization Initiative. Throughout the study process the Consultant team targeted and solicited information and input from specific organizations, groups, and individuals with a vested interest in downtown Cleveland, including civic organizations, neighborhood associations, and business and property owners. Working cooperatively with the City, the community outreach efforts were intended to create enthusiasm and build consensus among key stakeholders throughout the planning and conceptual design process.

Introductory Meetings

At the outset of the project, one-on-one and group meetings were held with various stakeholders to better understand issues, concerns, or opportunities that would need to be explored further during the public and stakeholder involvement process. The concepts, ideas, and concerns expressed by the various stakeholders during these smaller meetings established a baseline for the discussions that occurred during the charrette process and formed the foundation for the ideas and design concepts that were developed for the Inman Street Corridor and the Core Revitalization Area Plan.

APRIL 9, 2018

Mayor and City Council Meeting

The Consultant team presented an overview and introduction of the project to the Mayor and City Council during their April 9, 2018 meeting. As part of the presentation, ideas and feedback were solicited from the Mayor and members of the City Council in response to a series of questions. In addition, the Mayor, Councilmembers, and other meeting attendees were provided the opportunity to place colored dots on a map of downtown Cleveland to identify Strengths, Weaknesses, and Opportunities.

In response to the question “Think of one thing you’ve experienced in another downtown that you think Cleveland should have. It can be an activity, destination, quality, or something else,” the Mayor, members of Council, and other attendees, provided the following responses:

- Downtown in the 1950s / 1960s
- Mix of retail, residential, and offices
- Coordination of building exterior – outside seating
- Use of brick – sidewalks, streets, buildings
- Cambridge Park (Ooltewah, Tennessee) – outdoor cafes
- The Factory in Franklin, Tennessee
- A downtown boutique hotel



- More entertainment – Jazz festival, arena (a location for events), parades, different cultures / diversity, cooking contests
- Asheville, North Carolina – pet-friendly, heated patios / pet menus
- Public WiFi
- Mast General Store (Murphy, North Carolina)
- Downtown Streetscape – very attractive landscaping, seating, outdoor eating (Greenville, South Carolina)
- Townhouses
- Pocket parks
- Slower traffic
- Jazz Festival / Entertainment
- Diversity
- Diversity of Shopping
- Brewery
- The friendly feeling and atmosphere of a downtown like Franklin, Tennessee
- Outdoor Event Space
- Destination Hotel and associated Shops
- General Morgan Inn (Greenville, Tennessee)
- Availability of Retail / Food
- A real performing arts / civic arena (capable of supporting significant entertainment)





APRIL 19, 2018

Steering Committee Meeting

The City of Cleveland and the Consultant team held an initial meeting with the Steering Committee established for the project on April 17, 2018. The meeting afforded an opportunity for the Consultant team to present an overview and introduction of the project and solicit ideas and feedback from the Steering Committee members in response to a series of questions. The responses to the questions provided by the Steering Committee members are summarized in the following sections.

What do you like about downtown Cleveland?

Based on feedback to this question, the Steering Committee values the unique small-town community that revolves around history and family. The central proximity of Cleveland is also a great value, along with the long standing local businesses and cultural activities.

Strengths, Weaknesses, and Opportunities in Downtown Cleveland

Similar to the Mayor and councilmembers, the members of the Steering Committee were provided the opportunity to place colored dots on a map of downtown Cleveland to identify Strengths, Weaknesses, and Opportunities. A green sticker signified a strength, a red sticker indicated a weakness, and a yellow sticker identified an opportunity within the downtown core or along the Inman Street corridor.





Overall, the major strengths included sections of Inman Street, Ocoee Street, local businesses, the Museum Center at Five Points, parks, Lee University, recreational areas, and buildings ripe for redevelopment. The weaknesses identified included, the Village Center, Johnston Park, the Inman Street railroad overpass, vacancies, lack of streetscaping, street impairments, courthouse congestion, and the Bradley County Fire Station.

The opportunities identified included revitalizing old buildings and vacant areas such as the Village Center, the three identified catalyst sites, Five Points, Courthouse Square, and sections of Inman Street.

Strengths

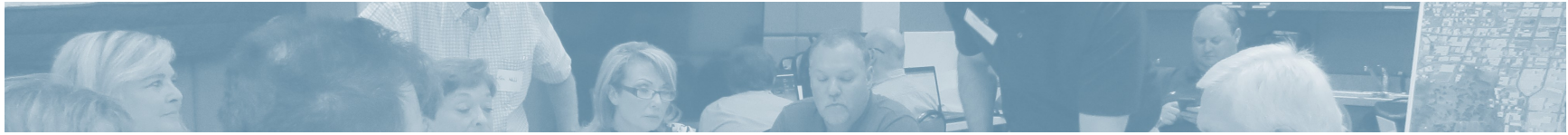
- Inman Street West
- West of Broad Street SW
- United Way of Ocoee Region
- Church Street NE and First Street NE (Pinnacle Bank/Stack/Mash & Hops)
- Museum Center at Five Points
- The Catch/Ever After Bridal
- Mosby Pool
- Lee University
- North Ocoee Street (between 1st and 2nd)
- First Street Square Park
- Triangular Building on First Street NE (north of park)
- Cherokee Hotel
- Whirlpool Storage
- Cleveland Christian Fellowship & Christian School
- Linden Ave SE

Weaknesses

- SE Corner of Inman and Keith Street SW (Village Center)
- Broad Street SW & First Street NW/First SE (Johnston Park)
- First Street SE & Church Street SE
- Jack's Kleen-Rite
- Bradley County Fire Station
- Moore Building
- Inman Street railroad overpass
- Inman Street E & Short Street NE
- Inman Street E
- East Street NE
- Courthouse
- Edwards Street NE and Central Avenue NE
- ADM Milling
- Whirlpool site (west of railroad)
- Roadway merge of Broad Street SW and S Ocoee Street

Opportunities

- SE Corner of Inman and Keith Street SW (Village Center)
- Inman and Harle Ave SW (Clark Music)
- Five Points
- Inman Street and Short Street
- Inman Street E and Dooley Street SE
- Mosby Pool
- Parking lot at Central Ave NE and Church Street NE
- Asbury Methodist Church
- Courthouse Square
- Elk's Lodge
- Edwards Street NE and First Street NE
- Triangular Building at First Street NE (north of park)
- Cherokee Hotel
- Moore Building
- Inman Street railroad overpass
- New Life Bible Church
- Church Street and Second Street SE
- Old Woolen Mill
- Cleveland Fire Department Station #1
- Cleveland Christian Fellowship and Christian School
- Whirlpool site



Creating a Vision

During the meeting, the members of the Steering Committee were divided into three groups to help craft a vision for downtown Cleveland, based on the following statement, “Create a livable and memorable downtown of distinct neighborhoods connected by walkable and strong infrastructure.”

The three visions developed by the members of the Steering Committee had similar themes of revitalizing / transforming downtown to be livable, vibrant, memorable, safe, and a welcoming environment connected by strong, walkable and accessible infrastructure. These themes were used in establishing the vision that guided the development of the study effort.

Reimagining the Heart of Cleveland

In order to “reimagine” downtown Cleveland, a series of questions were posted to the members of the Steering Committee. The following is a sampling of the responses received to these questions, focused on the future of downtown Cleveland.

What does “Reimagining the heart of Cleveland” mean to you?

The meaning of the heart of Cleveland is an inviting lifestyle, vibrant downtown, continued growth, and preserving historic character.

- Thinking about what downtown “ought” to be
- Reimagining Cleveland as Nashville / Vision of a lifestyle
- Reemphasizing the look of the City (inviting)
- Making downtown Cleveland vibrant and busy
- Heartbeat of community
- Pulse of the City
- Feels like home
- Providing growth opportunity in the younger demographic (currently an aging population)
- Visitors – increase revenue
- New growth, historic character, diverse offerings night life
- Building on historic principles

What one thing will help to “reimagine the heart of Cleveland”?

One thing that would help reimagine Cleveland is community investment, incorporating family-friendly activities and nightlife, preserving history, and uniting live, work, and play in downtown.

- Investment
- Community Buy-in
- Uniting of logical thoughts
- Family-friendly (parks and affordable restaurants)
- Image of lifestyle
- Preserving our past while embracing our future
- Who could I meet in the street
- Moving away from courthouse square
- More night-time and weekend activity (adults and children).
- New large multi-use building
- Living and working downtown



What one word would you use to describe a “reimagined” downtown Cleveland?

When reimagining the heart of Cleveland, all of the above exercises had concise outcomes with maintaining a local family-friendly feel and historic character, while revitalizing downtown to a vibrant area where all of Cleveland can live, work and play.

- Vibrant
- Friends
- Beautify
- Family
- Progress
- Hometown
- Revitalization
- Crowded

Prioritizing Goals

Finally, the members of the Steering Committee were asked to “spend money”, in the form of green stickers, on various identified projects and/or activities. The results can be viewed as a prioritized list of goals, outcomes, and objectives of the Steering Committee members as the outset of the project. In terms of priority, the three identified catalyst projects ranked high on the list, as well as roadway improvements and establishing lodging opportunities in downtown.

Peer Cities

Peer cities are cities that are experiencing similar trends or challenges. Identifying a city's peers can give needed context to policymakers and practitioners. During the study process, the following cities were identified as peer cities for the City of Cleveland.



Peer City
Kannapolis North Carolina

Population
48,806

Revitalization Efforts
The City purchased a large portion of the downtown to in an effort to spur redevelopment.

Similarities to Cleveland

- Downtown changes spurred by loss of major manufacturer
- Built new city hall, small train system and a splash pad
- Building a new minor league baseball stadium as part of a downtown entertainment district
- Similar sized community



Peer City
Owosso Michigan

Population
 14,539

Revitalization Efforts
 Massive downtown redevelopment effort, focused on entertainment and arts.

Similarities to Cleveland

- Streetscaping, street festivals, and redevelopment of theatre / restaurants in the downtown area
- Redevelopment of old factory buildings
- Smaller community



Peer City
Indian Trail North Carolina

Population
 38,980

Revitalization Efforts
 Downtown redevelopment effort focused on community gathering space and sports tourism.

Similarities to Cleveland

- Built new city hall
- Sports complex
- Similar sized community



APRIL 19, 2018

City of Cleveland Meeting

The Consultant team met with representatives for the City of Cleveland to gather input on their perspectives about downtown Cleveland, as well as to discuss any comments received during the Steering Committee meeting or in meetings held with various community representatives. At the outset of the meeting, the Consultant team presented an overview and introduction of the project and the members of the City staff in attendance were asked to identify their favorite aspects of downtown Cleveland.

Favorite Aspects of Downtown

Employees with the City of Cleveland stated their favorite aspects of downtown Cleveland as follows:

- Historic Downtown character
- First Street Square area
- Main Street feel
- Walkability
- Lee University
- New and local restaurants
- Small-town feel
- Appearance from Inman Street toward the railroad underpass
- Events
- Greenway

Major Themes

The major themes identified and discussed in the conversation with the City staff included a focus on safety, the potential impact of changes to Inman Street, any known issues or potential impacts to utilities, and parking.

Safety

- Belief that the community survey reflects people's sense of safety versus actual crime rate. It appears downtown Cleveland is more likely to have crime during the day versus night. Vacant buildings and gaps in density downtown likely help with this perception.
- Police would need to restructure their patrol zones to accommodate significant growth. There is not a downtown patrol district, since the station is downtown.
- Lee students tend to wander around downtown unsafely; they treat it like campus.

Inman Street

- A road diet on Inman Street could impact access to new developments downtown, especially for fire department. There needs to be a place to put traffic if there is a road diet.

- Lee University installed traffic calming on Parker Street, which resulted in more traffic toward Inman Street.

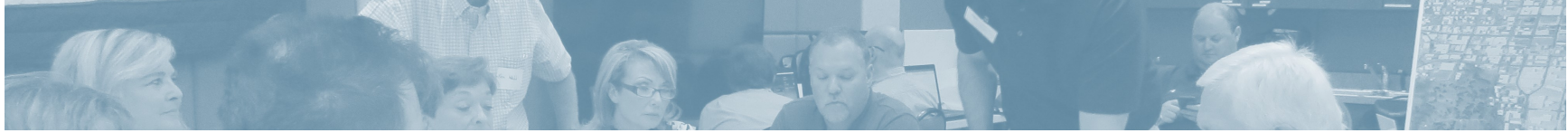
- Height restrictions at Inman Street railroad underpass is an issue for recreational vehicles because GPS will reroute them in that direction when heading towards Ocoee River. Tennessee's laws recently taken off the books for railroad crossings. Police say there is a city ordinance, but unclear who the citation should be given to. A train was spotted broken-down, so Norfolk Southern may be aware. ADM (flour company) is confirmed to be the main user of the rail line.

Utilities

- Need to upgrade stormwater drainage due to regular flooding at the railroad underpass.
- Unsure if water/sewer is adequately sized for new development.
- Difficult to get water flow for sprinkler system in older buildings.
- Water quality non-issue due to downtown being impervious.
- Redevelopment might be opportunity to identify new stormwater storage areas.
- New floodmap showing floodway through Old Woolen Mill property.
- Need for broadband downtown.

Parking

- Expect increase need for parking enforcement. Employees have a workaround for parking enforcement. However, employees expect enforcement except on themselves.
- Lee University consumes parking on Tuesdays and Thursdays.



APRIL 17-19, 2018

Stakeholder Outreach

In mid-April 2018, the consultant team interviewed and met with a variety of stakeholders throughout the study area and along the Inman Street corridor. This initial outreach effort resulted in the following themes and areas of focus for the planning effort:

Downtown Safety

- Feeling of being unsafe in evening, due to a perception or because of vacant buildings (lack of density) and lack of lighting

Preserving history

- Importance of downtown to the community, but difficulty when looking to revitalize older buildings (codes)

Nightlife

- Interest in having more to hand out, especially in the evenings and weekends (music and restaurants)

Affordable Activities

- For family and Lee Students (movie theatre, water park, sports park, playground, ice-cream, street vendors, etc.)

Arts and Cultural Activities

- Museums, Theatre, etc.
- Incorporate the arts

Everyday Needs

- Pharmacy, Grocery Store, General Store, etc
- Residential 2nd Floor Lofts
- Lodging (Boutique Hotel)

Connection/Access

- Greenway
- Neighborhoods (Blythe-Oldfield Community)
- Lee University

Lee University

- Value cleanliness, walkability, beautification
- Need to get Lee University students downtown
- Need a new arena, and would consider sharing with City

Density

- Too many vacant buildings
- Creates walkability

Homelessness

- Mechanisms in place to help with homelessness
- Revitalize Johnston Park

Stakeholder Meetings

- Lyndhurst Foundation
- Lee University
- Cleveland City School District
- Cleveland Urban Area Transit System
- Cleveland Chamber of Commerce
- Historic Downtown Cleveland Neighborhood Association
- Blythe-Oldfield Community Association
- Nicholas Lillios, Property Owner
- Rodney Williams, Property Owner & College Hill Neighborhood
- MainStreet Cleveland
- Tennessee Department of Health
- Sherry Brown, Property Owner
- City Fields
- Beverly Johnson, Johnson Family Foundation / Walk Bike Cleveland
- United Way of the Ocoee Region
- Museum Center at Five Points
- Old Woolen Mill Property Owners
- Pinnacle Financial
- Cleveland / Bradley County Advisory Board
- Dee Burris, Cleveland Municipal Planning Commission/Burris Construction
- Cleveland Tree Board
- Ron Hill, Church of God/ Teachers Association Board
- Robert Thompson, Property Owner
- Bank of Cleveland
- Brown and Associates
- Donald Humes, Business Owner
- Mash and Hops
- Emerald Housing
- Chrissa Services
- Stamper's Furniture
- The Spot
- Quilt Shop
- Cobblestone Grill
- Jones Management
- Thrive Regional Partnership
- Cleveland Housing Authority
- Designs by Denise



Parking

- Perception or real?
- No parking for visitors because employees park in visitor parking
- No parking for employees
- Little enforcement for two-hour parking
- Need to park in front of store/ business is issue

Inman Street Value

- Museum
- Restaurants

Safety

- No lighting
- Narrow sidewalks
- Speedway

Road Diet

- Many would like to see two-lane roadway with center turn-lane
- If road diet, need identify another thoroughfare
- Fire Station may have access issues

Development

- Redevelop old / vacant buildings
- Expand Museum
- Build density
- Additional parking

Beautification

- Streetscaping
- Clean-up old buildings
- Railroad underpass

Railroad Crossing

- Trains block intersections

Catalyst Sites

Cherokee Hotel

- Agreement on this being an important catalyst site, but debate on its use
- Residential, Lodging, Restaurant, Mixed-Use, or Commercial

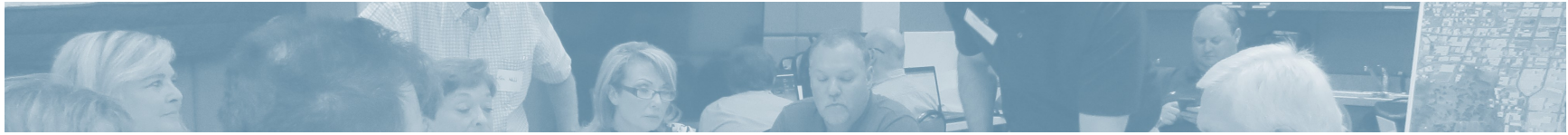
Old Woolen Mill

- Vision exists, but need more investment to improve
- Thought that redevelopment would naturally occur after Whirlpool site is redeveloped

Moore Building

- City-owned
- Visually not appealing, debate to teardown or redevelop
- Originally thought to be parking lot





May 9, 2018

Arnold School Students and Staff

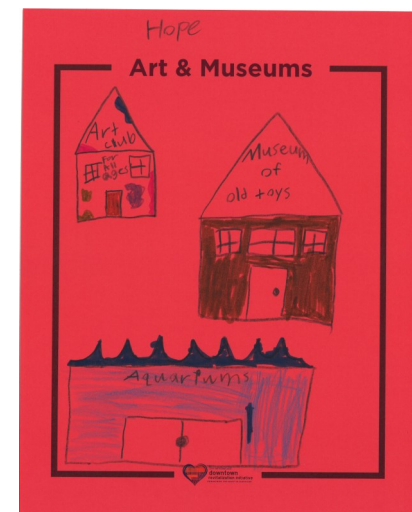
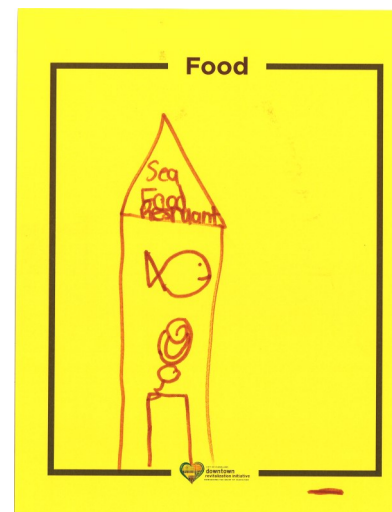
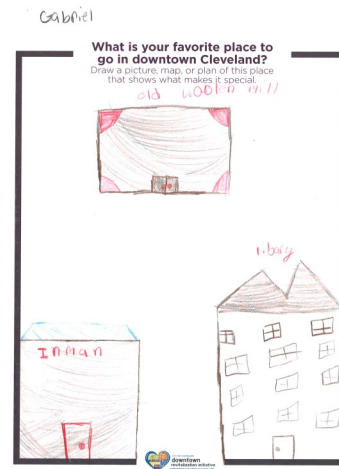
The Consultant team met with several 4th Grade Arnold Elementary students (and teachers) to gather their input and ideas on the future of downtown Cleveland.

The students were asked to draw pictures of:

What is your favorite place to go in downtown Cleveland?

The students were also asked to think of one thing they have experienced in another downtown that Cleveland should have. (parks, art & museums, fun activities, walking & biking, food).

Examples of the students' drawings are shown to the right.





Visioning Meetings

During the visioning process, the consultant team met again with the Steering Committee and held a charrette, or series of workshops, to gather input from City, key stakeholders, as well as the public to inform the future plans for downtown Cleveland and to ensure that the design is founded on the goals and objectives of the community.

AUGUST 7, 2018

Steering Committee Meeting

The second Steering Committee meeting was held on Tuesday, August 7, 2018. A total of 15 steering committee members attended the meeting, not including staff members from the City of Cleveland.

For outreach purposes, the downtown area was divided into four districts

- 1) North Inman Street
- 2) Museum District
- 3) Old Woolen Mill District
- 4) Whirlpool District

In addition, concepts for the three catalyst sites, Old Woolen Mill, Cherokee Hotel and Moore Building, as well as concepts for improvements to the Inman Street corridor were developed and presented.

Must Haves

During the meeting, an overview presentation outlining the initial stakeholder outreach “must haves” was given to the Steering Committee. These ‘must haves’ included:

- Inman Street Improvements
- Museum as a Key Contributor
- Greenway as a Connective Thread
- Mix of Uses (Residential, Retail, Restaurant, Hotel)
- Parking
- Family-oriented Activities
- Larger Indoor Venue
- Connection to Blythe-Oldfield Neighborhood
- Big Ideas, or Economic Drivers

Big Ideas

The committee was also presented with a series of “Big Ideas” to consider for revitalizing downtown Cleveland.



Big Ideas

Sports Complex

- Sports Tourism
- Community Resource
- Multi-use / Multi-generational



Adventure Park

- Family-friendly Activities
- Connection to the Outdoors
- Downtown Destination

Children's Museum

- Expand Existing Offerings
- Establish a Museum Campus
- Family-friendly Activities



Events Center

- Larger Venue for Events
- Downtown Hotel
- Civic Plaza for Outdoor Events

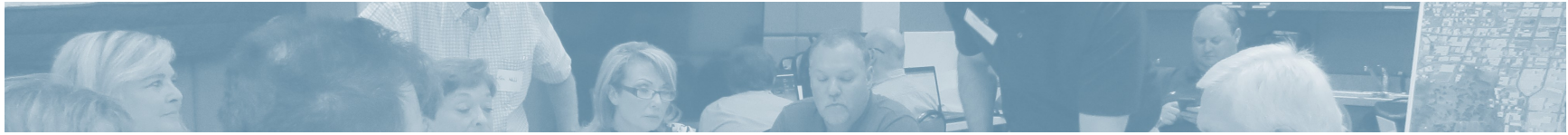


District Maps

As part of the meeting, the committee members were divided into groups to view and discuss the district maps and provide their comments. The following are the key points of input and discussion from the district map discussion:

- Is the talked about events center going to overlap with convention center at Exit 20?
- It's important to connect the children's museum to the Museum Center.
- The sports complex sounds expensive, concerned with maintenance. How will we support it? Need justification from Market Study first. Sounds intimidating.
- How would this "Big Idea" be funded?
- Residents go to these "Big Idea" places only occasionally, but they go to the movies often. What about IMAX for entertainment?
- We need to wait until the Market Study is complete.
- Should broaden the boundary to 8th Avenue and focus on Broad Street, like the previous plan.
- What about the Arts?
- Local businesses downtown do not have a plan; we should provide training service to them so there isn't as much turnover.
- We need to be mindful of the church community.





The committee provided the following specific comments on each of the district plans.

North Inman / Downtown District

Student housing, retail and lofts, restaurants, access, shared parking, and need east/west thoroughfare (3rd Street).

Museum District

More activities (like IMAX and adventure/whitewater park), more connections (pedestrian alleys), more density, apartments, parking, open space, expand events center, grocery, hotel and business incubator. Greenway connection by United Way.

Old Woolen Mill / Whirlpool Districts

Connect with pedestrian bridge over railway to Whirlpool site and improve connections to downtown.

Economic Drivers

The committee was also asked to think about:

Downtown as a...

Business & Education Incubator

- Connect Lee University and Downtown via Central Avenue Streetscaping
- Residential and Supportive Uses (Retail, Restaurant, etc.) along Central Avenue, Edwards Street, and at the Old Woolen Mill
- Whirlpool Technology Park
- Broadband Availability

Civic & Cultural Arts Center

- Five Points Museum Expansion, increasing the size and offerings (i.e., Children's Museum)
- Civic Plaza, including civic / convention space, hotel and parking
- Greenway as a Unifying Element
- Family-oriented Activities

Sports & Recreation Destination

- Outdoor / Ocoee River Supportive Uses, including retail, hotel, and other activities, etc.
- Sports Complex
- Active / Passive Outdoor Recreation at Whirlpool Park



Precedent Rock Hill South Carolina

Population
75,505

Distance to Charlotte, North Carolina
26 miles

Winthrop University
6,000 students

Knowledge Park Corridor

- \$230 million, 23-acre project
- Former home of several factories
- New link between Downtown and University

- Commercial Office Space
- Indoor Athletic Complex
- 120-room Hotel + Banquet Center
- Market Pavilion Retail + Food Vendors
- Restaurants + Indoor Stage Complex
- 500-bed Student Housing
- Apartments Market Rate + Active Adult
- Outdoor Festival Spaces
- Structured Parking



APRIL 7-9, 2018

Community Charrettes

The consultant team held a series of charrettes, or workshops, from Tuesday, August 7 through Thursday, August 9, 2018 at the Museum Center at Five Points. Each charrette session totaled 1.5 hours and involved various stakeholders and members of the public.

In total, 13 charrettes were held and 173 Cleveland residents and stakeholders participated over the three days. Each charrette session started with a presentation to provide background and to help guide participants to what opportunities, or “big ideas”, would be possible for revitalizing downtown Cleveland.

Following the presentation, participants sat around two tables with the four district maps and the consultant team members facilitated discussion to elicit input from the participants on the area and to express what they would like to see in each district. During the remaining part of the charrette, participants could walk around and provide additional input at various stations.

One station included maps and potential cross-sections for the Inman Street Corridor. Another station included boards exhibiting the catalyst sites and the proposed site profiles and another board of proposed landscape design for the Old Woolen Mill site. The InfraWorks Station was available for anyone who wanted to see the modeling team work or to test any ideas to see what they could potentially look like within the 3D model.

Lastly, the charrettes incorporated a “Big Idea” Station with various images for participants to choose and have their picture taken with their preferred “big idea” for downtown Cleveland.



Inman Street

Inman Street is a state route/trucking route and many residents feel that traffic moves too fast. Residents would like to remove the state route designation and reroute traffic/trucking route. Inman Street is used as a gateway corridor to downtown as well as to the Ocoee River. The rail overpass is very low, too low for kayaks on top of vehicles to fit under, ugly, and floods due to stormwater issues. The corridor is a division between downtown and the Museum Center and does not allow for pedestrian activity with narrow to no sidewalks. The businesses here struggle and the street has an unsafe feel.

During the charrette, two cross-section options were presented and throughout the charrettes a combination of the two cross-sections became an option. These cross-sections included a two-lane section with on-street parking and a three-lane section with center turn lane.

Based on the feedback from the charrette participants the majority favored a combination of the two cross-sections that includes a three-lane section with two-lane cross-section and wider sidewalks in front of the Museum Center.

Other aspects of Inman Street that citizens liked included:

- Roundabouts
- Gateway
- Pedestrian-friendly / Wider sidewalks
- Streetscaping / Beautification

The following is a list of concerns that were raised during the charrettes:

- Diversion of truck route
- General traffic movement with traffic calming
- Loss of open access parking
- Intersection at Moore Building is difficult
- Stormwater issues at rail overpass.
- Make a first priority – Key to Redevelopment
- Gateway to Cleveland and Ocoee River





Downtown Districts

North Inman Street District

Based on the feedback and input of the charrette participants, Cleveland values the history, pocket parks, loft apartments and local businesses in downtown. Residents would like to create more density, nightlife, and provide a safe and walkable feel. The lack of broadband was a hot topic for a majority of residents, and especially among Lee University students. Additionally, the lack of parking has been an issue or is perceived to be an issue in downtown. Beautification was also a focal point for all the districts.

Major Themes:

- Broadband
- Restore Johnston Park
- Parking
 - Shared parking deck
 - Enforce street parking
- General Community Needs
 - General Store
 - Emergency Shelter
 - Consolidate Services and Government Buildings
- More Density
 - Restaurants (outdoor, family friendly, dessert shops)
 - Retail
 - Entertainment (movie theater, performing arts, music, nightlife)

- Greenway Connection
- Improving Walkability (sidewalks and crosswalks)
- Hotel
- Streetscaping
 - Lighting, planters, benches, etc.

Museum District

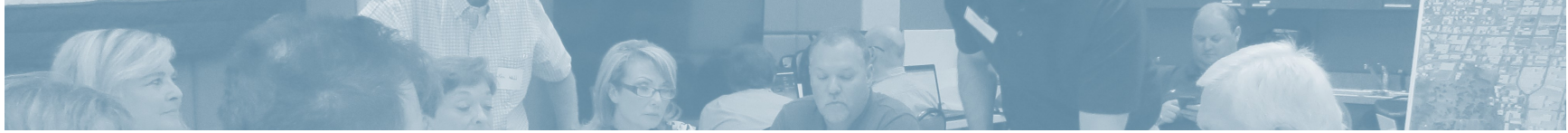
For the Museum District, many participants agreed with the expansion of the museum and that being a priority. This expansion would involve a satellite of the Chattanooga Children's Museum to the east and event/exhibit space to the south. To the east is the current home of the Bradley County Fire Department that is not well liked for its' location because it adds noise to the area. Building density with restaurants and retail on Inman Street is also an interest to support the museum district.

For the linear Whirlpool site, many people see the building being torn down and replaced with shared parking (for Mill/Whirlpool sites) and a sports complex or shopping center (like Warehouse Row). The front portion of the linear Whirlpool Site is expected to remain and be redeveloped into either a music venue, adventure park/indoor climbing gym or sports complex.



Major Themes:

- Arts and Culture emphasis
- Expanding Museum
 - Satellite location for Chattanooga Children's Museum
 - Event space
 - Additional exhibit space
 - Include water feature or splash pad
- Pedestrian Connections
- Develop Inman Street
 - More restaurants and retail
 - Save Street Frontage Portion of Jack's Clean Rite
- Need for Parking
- Hotel
- Tear Down Linear Whirlpool Building
 - Parking
 - Climbing gym
 - Event Space/Indoor Music Venue
 - Warehouse Row - Shopping
 - IMAX
 - Indoor Sports Complex
- Save Front Portion of Whirlpool Site
 - Indoor Sports Complex
 - Music Venue
 - Climbing Gym



Mill District

The Old Woolen Mill is a local favorite with an historic feel and interesting architecture. This site is currently used as a mixed-use site but has been slow to develop. Much of the surrounding area is underutilized and in need of beautifying. The area behind the Mill is not landscaped and the parking area is mostly gravel. This area is currently used for a Farmers' Market and many suggested the need for shade and the large onsite shed was recommended to be redeveloped into a pavilion that would cater to community events.

Students at Lee University favor this site as well for its' aesthetic feel and identified a need for an indoor (standing) music venue that could be somewhere on site. There is also a lot of interest in living in this area and creating a mixed-use destination with a brewery, restaurants, coffee shops, bakeries, etc. It was also noted that the Old Woolen Mill is not well connected and residents mentioned having a pedestrian corridor from Inman Street, near the Museum Center.

In addition, beautifying Church Street as a main corridor was also suggested. The Mill could use shared parking at the Whirlpool site or directly south, where a previous building just burned down. A grocery, or urban market was also mentioned and could be located within the Mill or directly to the south.

Major Themes:

- Remain as Mixed-Use Development
 - Expand upon existing mixed-use development
 - Residential (student) / Retail / Restaurants / Grocery
- Landscape
 - Preserve property for greenspace
 - Sculpture Garden
 - Highlight Spring
 - Restore Pavilion for Farmers' Market
 - Plaza
 - Keep stage for outdoor music events
 - Parking
- Focus on Social Activities
 - Music
 - Bowling
 - Movies
- Gateway/Entrance
 - Church Street - Beautify
 - Pedestrian Corridor
- Utilize Land to South
 - Parking / Grocery Store / Residential
- Street Festivals
 - Utilize street between Whirlpool site and Old Mill Site
 - Church Street in front of the Mill





Whirlpool District

The former Whirlpool site is approximately 99 acres. Collectively, this area is envisioned to be primarily outdoor/recreation areas with some mixed-use development or business/technology park development. The majority of the site lies within the floodplain or floodway; however, it was noted that the heavy flooding is in the southwestern portion of the property near the railway.

Many participants liked the southern portion starting as a greenspace with retention pond and restored Dye Creek with a greenway. Additionally, people liked the idea of outdoor sports, an adventure park, whitewater park, splash pad, dog park and/or amphitheater in this area.

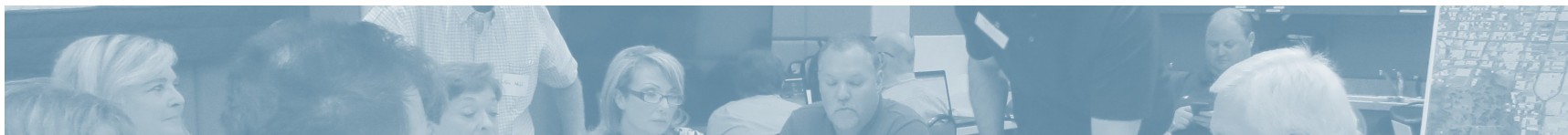
For the northern portion of the project area, mixed-use development with a mix of residential property (affordable housing and homes for elderly) and retail/restaurants/indoor family activities. Other ideas proposed for the most recently constructed Whirlpool building was having a business/technology park or indoor sports complex.

Connections were important throughout the process, and here people would like to see a pedestrian connection bridge across the railway, a connection to Blythe-Oldfield neighborhood and a gateway entrance from Inman Street.

Major Themes:

- Activity Center
 - Amphitheater (Outdoor Music)
 - Activity centers with high frequency for residents (movies, bowling, etc)
 - Indoor/Outdoor Sports Complex
 - Whitewater Park (Kayaking simulation)
 - Adventure Park (Ropes Course, Zip-Line, Climbing Gym)
- Greenspace / Parks
 - Dog Park
 - Splash Pad
- Restore Woolen Mill Branch
 - Greenway
- Retention Pond/Lake
 - For fishing, kayaking, or paddle boats
- Access / Gateway
 - Access to Blythe-Oldfield Neighborhood
 - Gateway from Inman Street
 - Pedestrian Bridge over Railway
 - Greenway
- Multi-Use Development
 - Apartments (students)
 - Condos (retirees)
 - Hotel
 - Retail/Restaurants/Breweries
 - Movie Theater/IMAX





Other Topics

The following are additional topics heard throughout the charrettes such as: bike and pedestrian needs, extended greenway connections, people mentioned other street corridors in need of work, streetscaping, public transportation, parking, entertainment interests, incorporating the community's general needs, and prioritization.

Bike / Pedestrian

- Pedestrian Bridge Over Railway
- Bike Corridors – Church and First Streets
- Bike Sharing
- Walkability
 - Create density
 - Streetscape
 - Improve sidewalks
 - Create Connections
 - Pedestrian Plazas
 - ADA Compliance

Greenway Connections

- First Street / Park / Museum
- Church Street
- Woolen Mill Branch
- 9th to King Edward to Linden
- Blythe-Oldfield Neighborhood
- Cemetery
- Taylor Springs
- Village Green
- Connect pocket parks

Other Streets / Corridors

- Church Street
 - Health and Fitness Corridor
 - Active Pedestrian Traffic (Lee Students)
 - “Lightway”– Streetscape – Beautify (especially in front of Old Mill Site)
- Parker Street
 - Good streetscaping and traffic calming
 - Change alignment
 - Need more residences at Trunk Street
- Central Avenue
 - Bridge between downtown and University
 - Gateway
- Ocoee Street
 - Pretty
 - Historic
 - Traffic travels fast
 - Gateway
- Broad Street
 - Traffic travels fast
 - Should be a focus corridor
 - Bypass – Hurting Downtown

Streetscaping

- Lighting
- Beautification – planters / trees / benches
- Wayfinding
- Street Art / Murals



Public Transportation

- Improve system and stops
- Use electric shuttle system Downtown

Parking

- Shared Parking Structure Downtown
 - Use Street Edge for Retail, etc.
- Enforce two-hour parking limit downtown
- Improve Signage
- Handicap Parking is an issue.
- Event Parking at Lee University is an issue
- Angled Parking
 - Along Broad and Ocoee Streets
- SETHRA needs parking
- More trees in surface lots
- Park and Ride Lot in the works
- Suggested Parking Locations
 - Elks Lodge
 - Site where First Cumberland Presbyterian, City, and Lee University own property
 - Moore Building
 - Site south of Old Woolen Mill
 - Within Museum District – shared parking
 - Courthouse Annex

Entertainment Interests

- More family activities (adventure/whitewater center, splash pad, sports complex, IMAX, children's museum)
- Broadband
- Restaurants (outdoor) and Retail
- Greenspace
- Nightlife
- Event Space
- Music

Community Needs

- Incentives for local businesses to flourish, or training.
- Incentives for developers
- Flexibility on zoning
- Affordable Housing
- Affordable, Family Friendly restaurants
- Preserve historic buildings
- Community Gardens
- Senior and Student Housing
- Emergency Shelter
- Consolidate service needs
- Beautification and walkability
- Revitalize Johnston Park
- Jobs for students

Prioritize

- Beautification
- Inman Street Improvements

Final Meetings

The consultant team presented the final recommendations outlined in this plan to the Steering Committee and the Mayor and City Council in separate meetings held on May 13, 2019.



III INMAN STREET CORRIDOR DESIGN PLAN

Overview

Inman Street is the primary east-west corridor into and through downtown Cleveland. Today, Inman Street is very auto-centric and does not provide a comfortable environment for pedestrians. Creating a more pedestrian-friendly Inman Street that provides opportunities for additional development and redevelopment along the corridor is central to the revitalization efforts in the downtown.

For the purposes of this study, the Inman Street Corridor has been divided into three segments - Western Inman Street, Central Inman Street, and Eastern Inman. Although each of these segments have their own character, the intent is to create a cohesive design for the entire corridor to improve the pedestrian experience, to better connect the areas north and south of Inman

Street, and to foster additional economic development and revitalization along the corridor.

The improvements planned for the Inman Street Corridor are intended to maximize the width of sidewalks to improve the pedestrian experience and provide opportunities for outdoor seating; to add trees and planting beds to create a buffer between vehicles and pedestrians, as well as, establish a cohesive look for the entire corridor; and add crosswalks, lighting, and other amenities to enhance safety for vehicles and pedestrians alike along the corridor.

Historically, Inman Street has been an auto-centric corridor and has proven to be an unfriendly roadway for pedestrians to cross and the design of the corridor has discouraged pedestrians from

walking along the roadway. In addition, Inman Street and the railroad have combined to create a divide between downtown and the College Hill and Blythe-Oldfield neighborhoods. In order to encourage more north-south and east-west connections and encourage additional economic development along the corridor, a number of enhancements to the corridor are proposed.

The improvements planned for the Inman Street Corridor include reducing the travel lanes through the corridor to one lane in each direction with a center median and turn lanes at key intersections. The cross-section for Inman Street includes wider sidewalks, a raised central median, and a landscape strip on either side of the roadway that will both enhance the aesthetic appearance of the corridor as well as

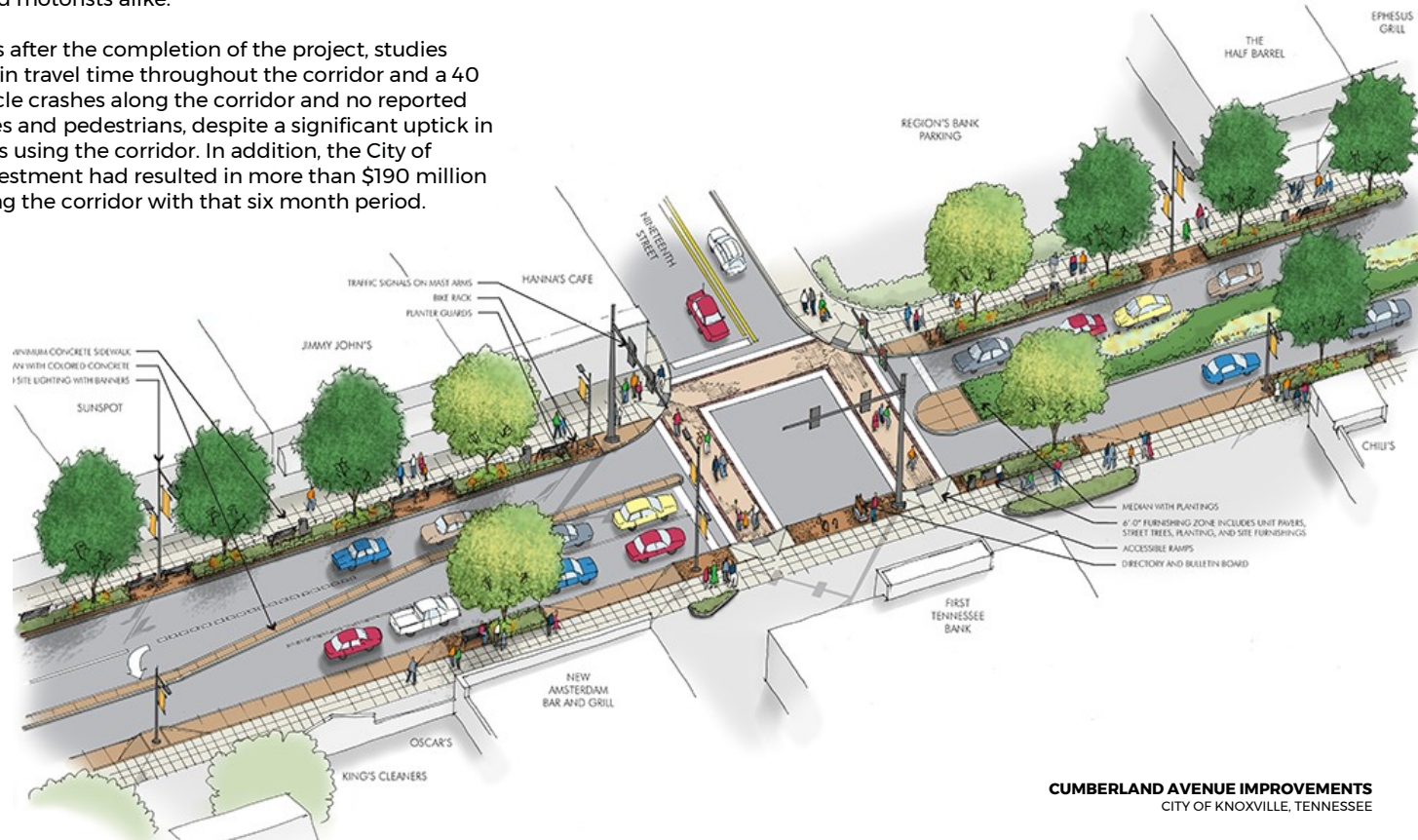
provide a buffer between the vehicles and the pedestrians. Cross walks are provided at key intersections to indicate where pedestrians should cross the roadway. The conceptual design for the streetscape includes breaks in the landscaping to for driveways and to allow access to existing and future businesses along the corridor.

Case Study

Cumberland Avenue Knoxville, Tennessee

The proposed improvements for the Inman Street Corridor are based on the input and feedback received from the community during the study process and are inspired in part on the design developed for Cumberland Avenue in Knoxville, Tennessee. Similar to Inman Street, Cumberland Avenue was a four-lane undivided street that was often congested and was not very pedestrian-friendly. The reconstruction of Cumberland Avenue began in April 2015 and was substantially completed in August 2017. The result was a more aesthetically pleasing and safer corridor for pedestrians, bicyclists, transit users, and motorists alike.

Approximately six months after the completion of the project, studies showed an improvement in travel time throughout the corridor and a 40 percent reduction in vehicle crashes along the corridor and no reported collisions between vehicles and pedestrians, despite a significant uptick in the number of pedestrians using the corridor. In addition, the City of Knoxville's \$25 million investment had resulted in more than \$190 million of private investment along the corridor with that six month period.



CUMBERLAND AVENUE IMPROVEMENTS
CITY OF KNOXVILLE, TENNESSEE



THE TRANSFORMATION
INMAN STREET

THE TRANSFORMATION INMAN STREET

[CLICK HERE](#)
TO VIEW THE PROPOSED
INMAN STREET CORRIDOR



INMAN CORRIDOR



THE TRANSFORMATION INMAN STREET

Western Inman

The western portion of the Inman Street Corridor has historically been comprised of auto-centric businesses with driveways off of Inman Street and parking directly adjacent to the corridor. The proposed concept for this portion of the corridor maintains access and parking for the existing businesses, but also creates opportunities for landscaping and other aesthetic improvements and improved sidewalks to encourage more pedestrians.

A crosswalk is provided at the intersection of Inman Street, 1st Street SW, and Harle Avenue NW to provide a safe pedestrian connection across Inman Street. Left-turn lanes are provided at the intersection with Oak Street. The two block portion of Worth Street from 1st Street NW to 1st Street SW is proposed to be closed to vehicular traffic and converted to greenspace and a pedestrian pathway.

ELEMENTS OF THE TRANSFORMATION

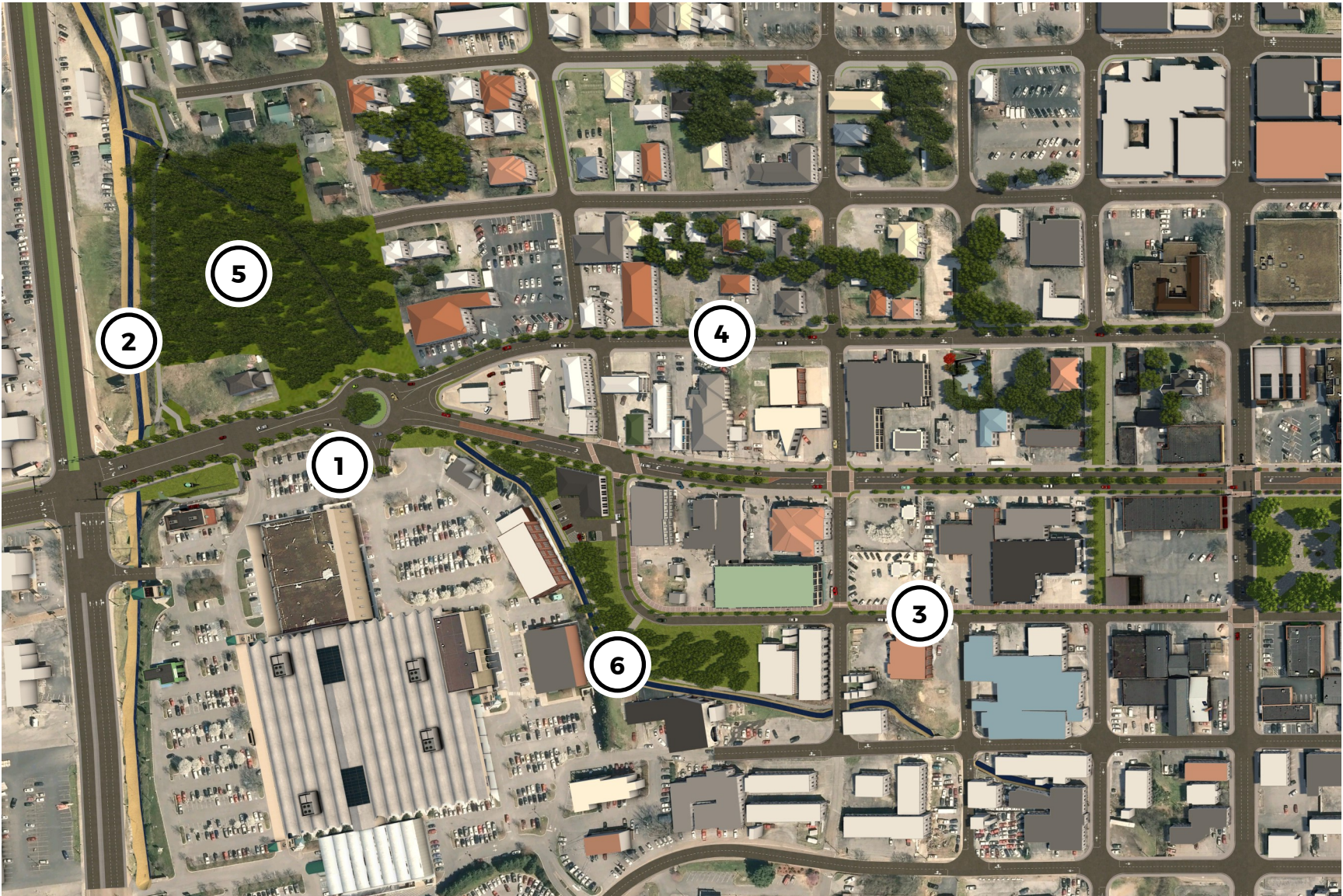
- Gateways / Iconic Elements
- Integration of the Greenway
- Open / Gathering Spaces

Gateways / Iconic Elements

A roundabout is proposed at the western end of the Inman Street Corridor at the current confluence of Inman Street, 1st Street NW, and Highland Avenue NW. This confusing intersection of Inman Street and 1st Street NW would be replaced with a roundabout creating a gateway into downtown Cleveland. As shown, the central island could be landscaped or could potentially include a sculpture or other iconic element welcoming residents and visitors to downtown. As part of the improvements, the portion of Highland Avenue NW from 2nd Street NW to 1st Street NW would become greenspace.



WESTERN GATEWAY ROUNDABOUT



- | | | | |
|---|--------------------------------|---|----------------|
| 1 | Western Gateway Roundabout | 4 | 1st Street NW |
| 2 | Mouse Creek Greenway Extension | 5 | Gateway Park |
| 3 | 1st Street SE | 6 | Dye Creek Park |

THE TRANSFORMATION INMAN STREET

[CLICK HERE](#)
TO VIEW THE PROPOSED
1ST STREET SE



Roundabouts

Designed to accommodate vehicles of all sizes, including emergency vehicles, buses, and trucks, in comparison to a traditional intersection, roundabouts help to improve traffic capacity and are generally safer than traditional intersections. The proposed roundabouts include a raised central island that controls the direction of traffic, reduces the speed of vehicles entering into the downtown, and reduces the likelihood of collisions that typically can occur at a traditional intersection. The center island of the roundabout includes a truck apron, or a raised section of concrete, that provides additional space for larger vehicles. Three roundabouts are planned for the Inman Street corridor.

Greenway

Extension of the Mouse Creek Greenway is proposed along Mouse Creek south across Dye Creek to the Gateway Park site near the confluence of the two creeks. Greenway connector paths constructed on the north side of Dye Creek would provide a connection to Highland Avenue and on the south side of Dye Creek up to Inman Street. The main greenway would continue along Mouse Creek to Inman Street and pass under Inman Street through an existing concrete structure installed adjacent to the creek. It would then ramp up to Inman Street and follow Inman Street around the proposed roundabout and across Dye Creek. The greenway would then follow Dye Creek behind the existing Clark Music building to the proposed Dye Creek Park. This would require an elevated path due to the steep creek bank.



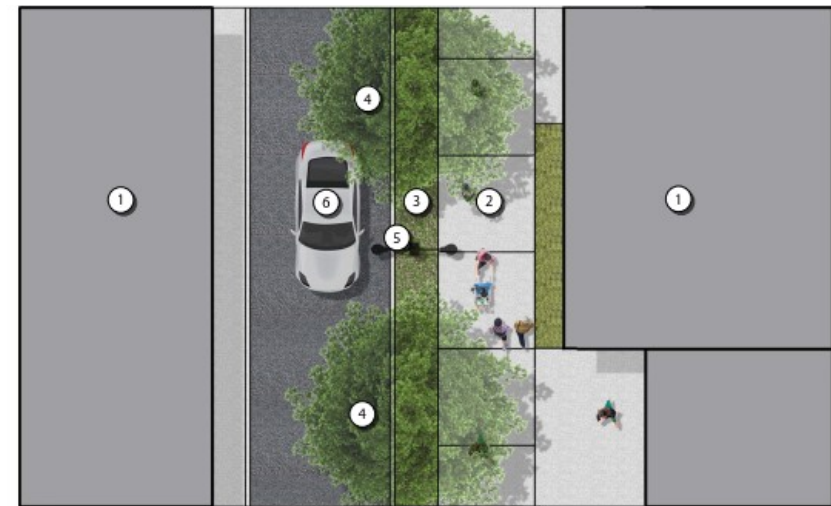
MOUSE CREEK GREENWAY EXTENSION



Due to the low volume of vehicular traffic on 1st Street SE, it is an ideal route for pedestrians and bicycles. We recommend creating a shared use / yield street along 1st Street SE that becomes the main greenway connection from Dye Creek Park to the Museum Center. Improvements would include a multi-use path, specialty paving, and pedestrian scale street lights. A pedestrian plaza is recommended from Church Street to the Museum Center and north to Inman Street. A pedestrian greenway corridor is proposed from the Museum Center south to the Old Woolen Mill and North to Lee University along Parker Street.



1ST STREET SE



SECTION



- | | |
|------------------------------------|---|
| 1 Existing Building | 4 Proposed Shade Trees |
| 2 Proposed 10' Multi-use Path | 5 Proposed Pedestrian Scale Light Poles |
| 3 Proposed 4' Planting Verge Strip | 6 Proposed 15' Wide Yield Street |

THE TRANSFORMATION INMAN STREET

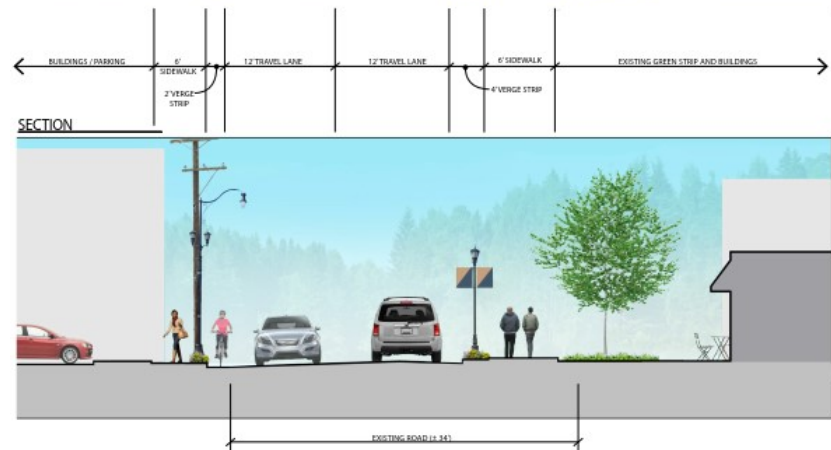
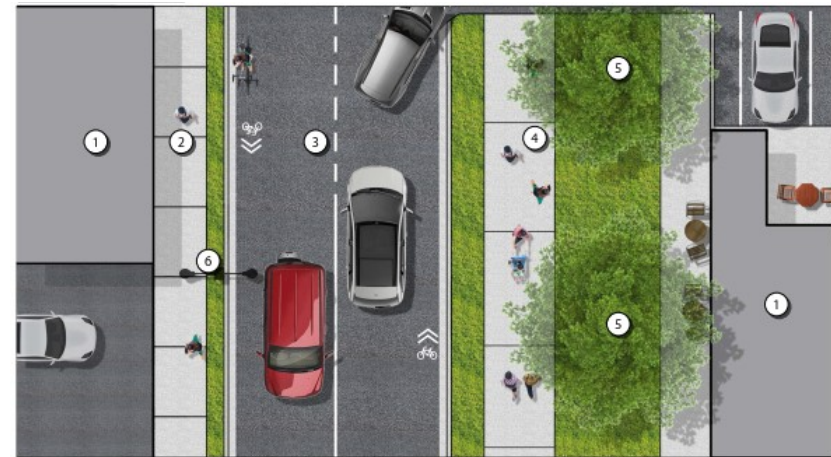
CLICK HERE
TO VIEW THE PROPOSED
1ST STREET NW



Although 1st Street NW was not originally in the project study area, during the initial site reconnaissance it was noted that the character of the street created by the existing shade trees, street width, and traffic volume is much more pedestrian-friendly than Inman Street. Streetscape improvements are proposed along 1st Street NW, including new sidewalks, landscaping, pedestrian scale lights, and shared bike lanes. Improvements on the north side of 1st Street NW should minimize impact to existing shade trees to avoid impacting the existing character of the street. The primary pedestrian path is recommended on the north side of the street from Highland Avenue across Broad Street with a protected crosswalk to connect to Taylor Springs Park. After crossing Broad Street, the primary path crosses to the southside of the roadway and continues to 1st Street Square.



1ST STREET NW



- | | |
|------------------------|-------------------------------------|
| 1 Existing Building | 4 Proposed 6' Sidewalk |
| 2 Improved 6' Sidewalk | 5 Existing Shade Trees to Remain |
| 3 24' Shared Roadway | 6 Proposed Decorative Street Lights |



Open / Gathering Spaces

A new gateway park is proposed on the peninsula at the confluence of Mouse Creek and Dye Creek that will include parking access from Highland Avenue. Most of the park site is located within the flood plain and is covered with a dense canopy of shade trees. We propose the understory vegetation be thinned out and invasive species such as privet and honeysuckle be removed to create an open woodland park that could be used for passive recreation and relaxation.

A new park is proposed at the intersection of Harle Avenue SW and 1st Street SE. The park is proposed to be a passive greenspace to provide parking and access to the greenway extension. Based on design discussions with longtime residents, Dye Creek was so named due to the color of water changing based on the color of fabric dye being used in the Old Woolen Mill, which is built over the creek. Interpretive signage could be developed for the park to relay this and other unique historical anecdotes related to the park site.



GATEWAY PARK



DYE CREEK PARK

THE TRANSFORMATION INMAN STREET

Central Inman

The proposed concept for the central portion of the Inman Street Corridor is to encourage pedestrian activity and create more opportunities for outdoor seating and encourage expansion of existing businesses and the location of new businesses along this portion of the corridor. More pedestrian activity is anticipated in this portion of the corridor and crosswalks are provided at Broad Street, Ocoee Street, Church Street, Parker Street, and at Edwards Street. Left turn lanes are also provided at each of these signalized intersections.

ELEMENTS OF THE TRANSFORMATION

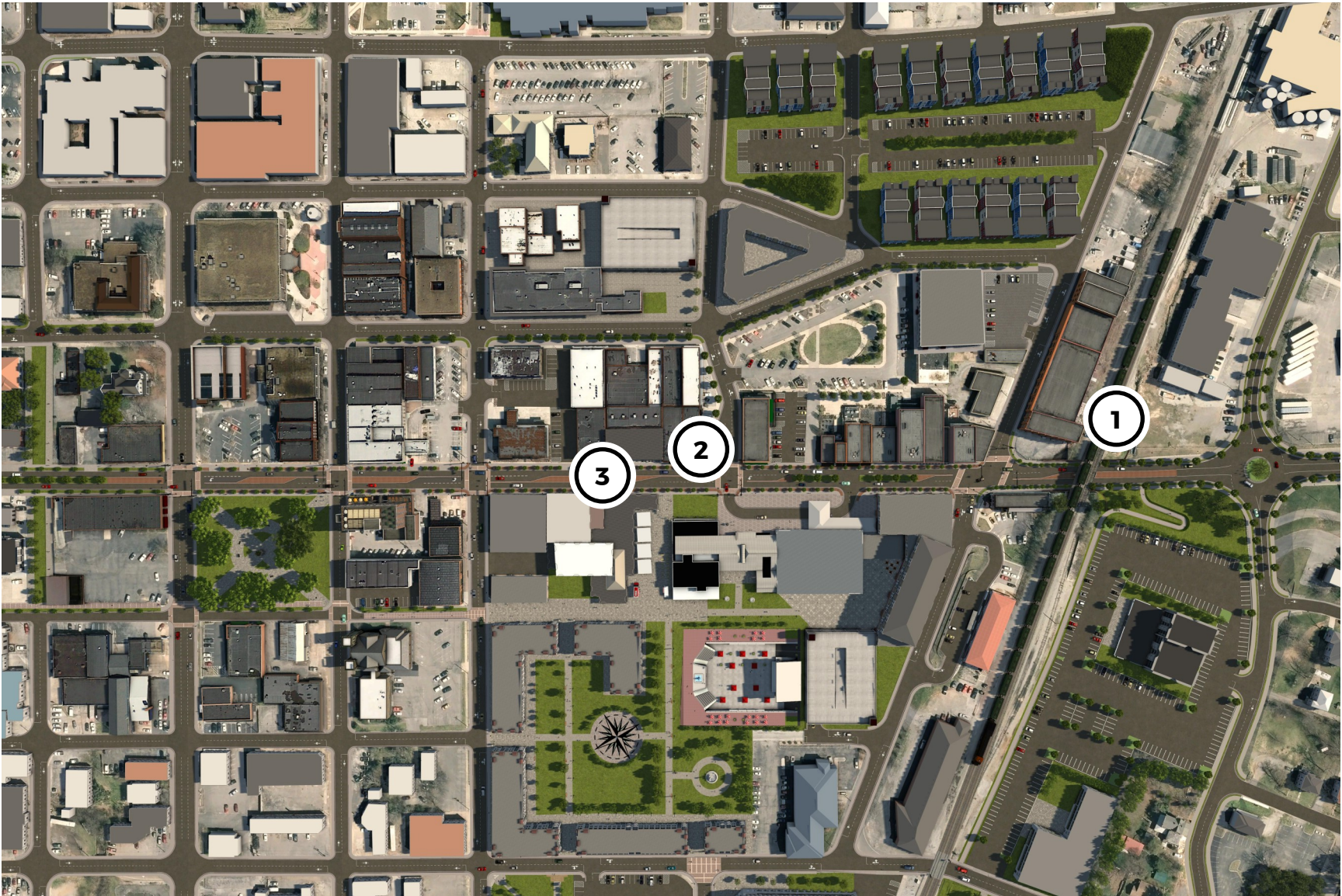
- Gateways / Iconic Elements
- Integration of the Greenway
- Infill Opportunities

Gateways / Iconic Elements

The proposed landscaping and other streetscape improvements extend under the existing railroad underpass. In addition to the expanded sidewalks, raised median, and landscaping, the support walls will be enhanced with brick to carry the aesthetic improvements of the corridor under the railroad and reconnect the two sides of the corridor both visually and with physical improvements.



RAILROAD UNDERPASS



- 1 Railroad Underpass
- 2 Greenway Connection
- 3 Redevelopment Opportunities

THE TRANSFORMATION INMAN STREET

Greenway

A greenway connection is proposed along Parker Street NE from 1st Street Square Park to connect with Inman Street. After crossing the street, pedestrians will be able to continue along the sidewalk on the southside of Inman Street to enter the proposed Five Points Park via the gateway entrance located between the Museum at Five Points and the vacant building that housed Jack's Kleen Rite.



GREENWAY CONNECTION

Infill Opportunities

Along with the proposed redevelopment of the Cherokee Hotel, the proposed streetscape and other improvements should encourage additional investment along the central portion of Inman Street. Infill opportunities exist along the north and south sides of Inman Street between Church Street and Parker Street. Filling in the "gaps" in the buildings along the street will help to bring a more cohesive look and feel to the corridor, as well as encourage additional street activities. The expansion of the Museum at Five Points with additional meeting and event space, as well as the addition of new hotel at the corner of Inman Street and Edwards Street will greatly enhance and transform the central portion of Inman Street.



REDEVELOPMENT OPPORTUNITIES



Greenways

Connecting the Community

The downtown greenway concept evolved from both observation and discussions with members of the community during the charrette process. Currently, the downtown and the surrounding neighborhoods are disconnected which discourages residents from walking to destination or events in the downtown area. Beyond this disconnect, there is no clear, decipherable network of paths through the downtown for a pedestrian or bicyclist to traverse from one location to another destination.

A defined greenway into and through the downtown area would establish a recognizable connection between destinations within the downtown. This system of connections would weave together the businesses, destinations, and open spaces in the downtown with a cohesive element. Establishing clear and safe connections between the surrounding neighborhoods and destinations will create a more unified and pedestrian- and bicycle-friendly downtown and provide well-defined and safe connections for the community.

Greenways enhance quality of life, help to protect the environment, offer opportunities for recreation, and provide economic development benefits. Cleveland's greenways are much beloved and used by residents and visitors alike, but currently the existing greenway terminates on the east bank of South Mouse Creek just south of Willow Avenue and there is no greenway connection to or through the downtown area.

Connections between surrounding neighborhoods and the core of the City are essential to creating a vibrant and inviting downtown. Today, there is little that binds them together. Bringing the greenway into and through the downtown area creates connections between residents and businesses and destinations in the downtown. A connected greenway system will create the opportunity to weave together the businesses in the downtown area, open spaces and parks, and the surrounding neighborhoods.

Based on the input received from the public engagement process with the community, this plan includes recommendations for several improvements and extension options for the greenway. The proposed greenway improvements include pedestrian-friendly streetscape solutions along Inman Street, 1st Avenue NW, and 1st Street SE, as well as the establishment of two new parks that will provide access to the Mouse Creek and Dye Creek greenways.

THE TRANSFORMATION INMAN STREET

Eastern Inman

The proposed concept for the central portion of the Inman Street Corridor is to encourage pedestrian activity and create more opportunities for outdoor seating and encourage expansion of existing businesses and the location of new businesses along this portion of the corridor. More pedestrian activity is anticipated in this portion of the corridor and crosswalks are provided at Broad Street, Ocoee Street, Church Street, Parker Street, and at Edwards Street. Left turn lanes are also provided at each of these signalized intersections.

ELEMENTS OF THE TRANSFORMATION

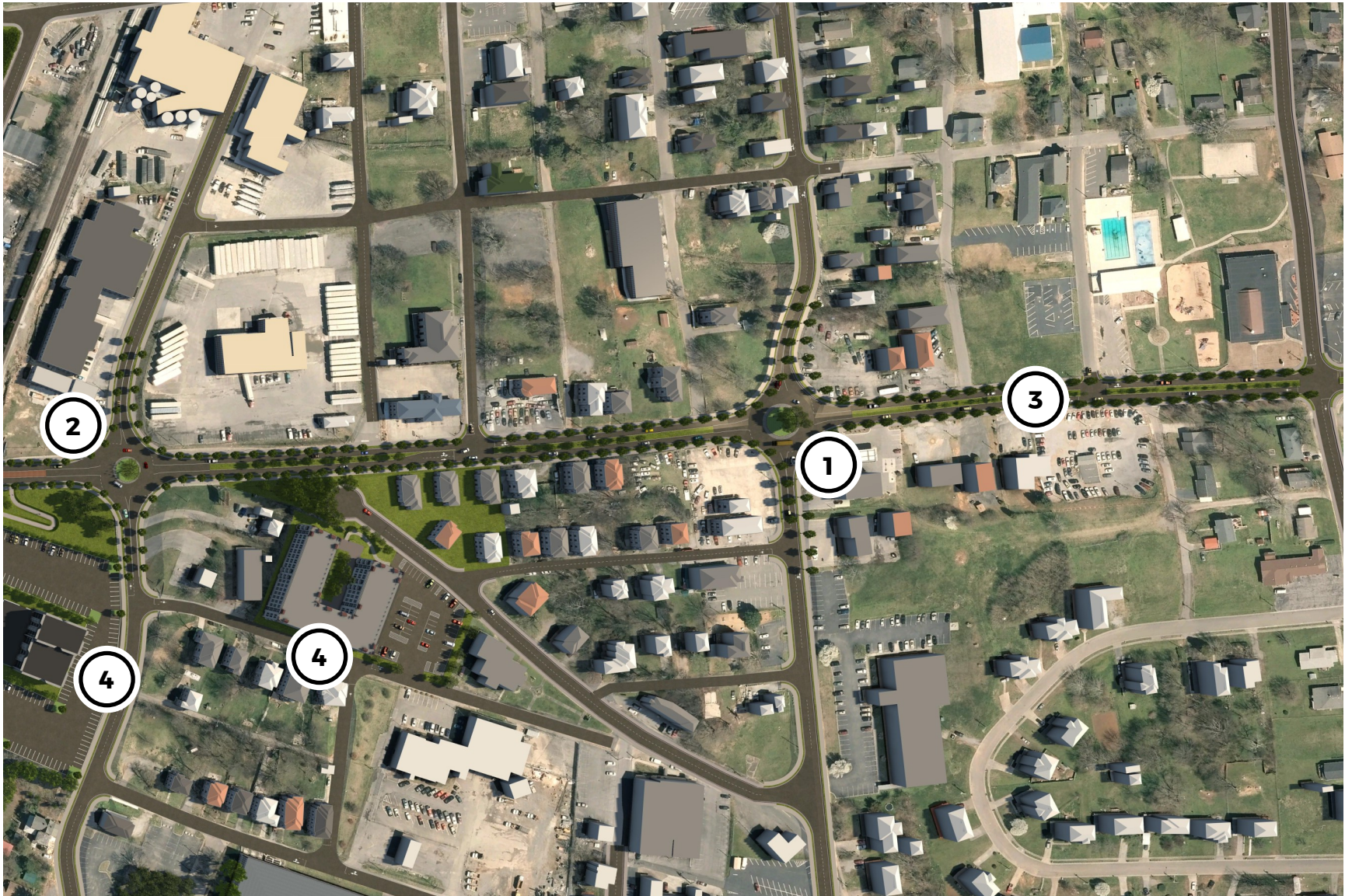
- Gateways / Iconic Elements
- Paths / Connections
- Building Opportunities

Gateways / Iconic Elements

At the eastern end of the Inman Street Corridor, a roundabout would create the eastern gateway into downtown. Located at the intersection of Inman Street, Dooley Street SE, and Gaut Street NE, similar to the western roundabout, this roundabout would create a gateway into downtown Cleveland. Landscaping or a sculptural / iconic element in the center island could also be incorporated into the roundabout design.



EASTERN GATEWAY ROUNDABOUT



- | | | | |
|---|---|---|-------------------------------------|
| 1 | Eastern Gateway Roundabout | 3 | Streetscape / Sidewalk Improvements |
| 2 | Linden Avenue / Bates Street Roundabout | 4 | Infill Opportunities |

THE TRANSFORMATION INMAN STREET

Linden Avenue / Bates Street Roundabout

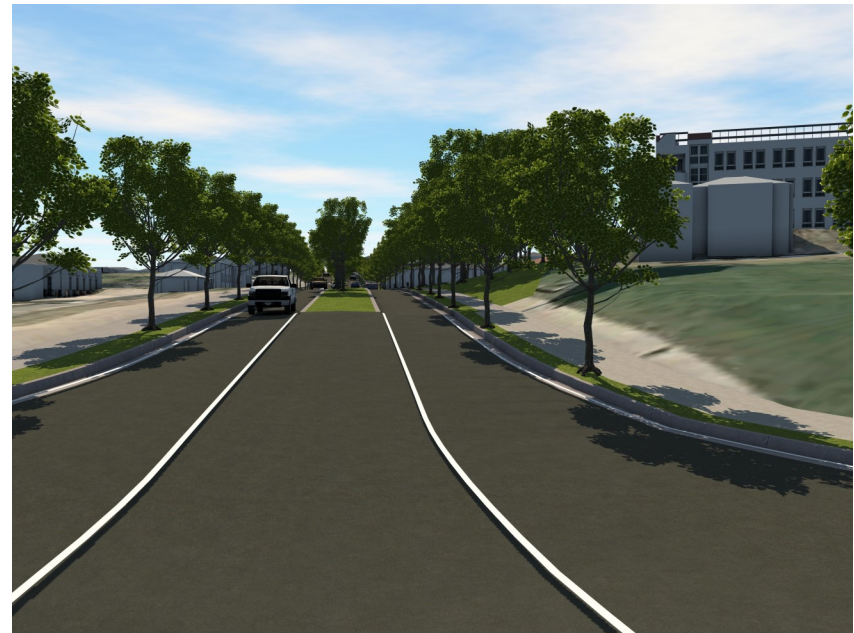
A roundabout is also proposed at the intersection of Inman Street, Linden Avenue SE, and Bates Street NE. This roundabout is also proposed as a gateway, but is intended as a gateway to the redevelopment that is desired to occur to the east side of the railroad on the vacant and underutilized properties (including the former Whirlpool property). This roundabout signifies the importance of this intersection and provides a formal entrance to the future uses along this portion of the corridor.

Paths / Connections

The proposed streetscape improvements along the Inman Street Corridor extend to East Street and continue the streetscape and sidewalk improvements to encourage additional pedestrian activity and to establish a better connection between existing uses and destinations in the eastern portion of the corridor with the downtown. The existing skewed intersection between Inman Street and Wildwood Avenue is removed and replaced with a cul-de-sac to address issues with this intersection.



LINDEN AVENUE / BATES STREET ROUNDABOUT



STREETSCAPE / SIDEWALK IMPROVEMENTS



Building Opportunities

The removal of the connection between Inman Street and Wildwood Avenue provides an opportunity for additional development, or redevelopment, in this area. The proposed roundabouts encourage drivers to slow down and act as a gateway to existing and future redevelopment of this portion of Inman Street.



INFILL OPPORTUNITIES (RESIDENTIAL)



INFILL OPPORTUNITIES (COMMERCIAL)



IV CORE REVITALIZATION PLAN AND MARKET STUDY

Overview

For the purposes of the public and stakeholder input efforts, the study area was divided into four (4) redevelopment districts, including the North Inman District, the Museum District, the Mill District, and the Whirlpool Technology and Park District. During the charrette process, suggestions and ideas were gathered from participants regarding each of these districts.

Overall, as outlined in the Chapter II Community Outreach section, people were interested in initiating catalyst projects to spur economic development in and around the downtown. There was also a strong desire to extend and expand the greenway into the downtown and to create better connections throughout downtown to improve walkability, beautify the area, and enhance community safety.

People also encouraged the incorporation of public art and indicated that there was a strong interest and desire in more family-friendly activities, as well as family-friendly restaurants in the downtown area.

Across the board there was an interest in more residential opportunities, including affordable residential, in the core of the city as well as a desire to address homeless issues by providing additional services and housing opportunities.

Finally, parking was an issue identified by nearly everyone involved in the study process as well as the need to provide broadband through the downtown to serve the businesses in the downtown and better Internet access for students and others while they are hanging out downtown.

On the following pages, the primary elements of transformation are outlined for each of the four redevelopment districts.

THE TRANSFORMATION

NORTH INMAN DISTRICT

CLICK HERE
TO VIEW THE PROPOSED
NORTH INMAN DISTRICT



North Inman District

The North Inman District is generally bounded by Broad Street to the west, Central Avenue to the north, Inman Street to the south, and the railroad to the east. Central Avenue forms the north edge of downtown Cleveland and is also the southern edge of the Lee University campus.

The North Inman District is the core of downtown Cleveland and is home to the Bradley County courthouse, the City of Cleveland City Hall and Police Department, as well as other destinations. Several banks are located in this portion of downtown and law offices and small retail shops are located near the courthouse. Many of the events and festivals take place around the courthouse which is constrained in both terms of available space and accessibility. The district is also home to several restaurants (Gardner's Market, Café Roma, Stack Southern Bistro, Mash and Hops, Catch Bar & Grill, etc.) which are lunch destinations for locals and dinner destinations for locals and other visitors to Cleveland.

ELEMENTS OF THE TRANSFORMATION

- Residential
- Inman Street Infill
- Parking

Residential

The primary catalyst for redevelopment in the North Inman District is residential development. This is driven by the desire for additional residential uses in the downtown to catalyze on Lee University's expansion toward downtown. As the university grows their will be a continued desire by students, faculty, and others associated with the school to live in close proximity to the campus.

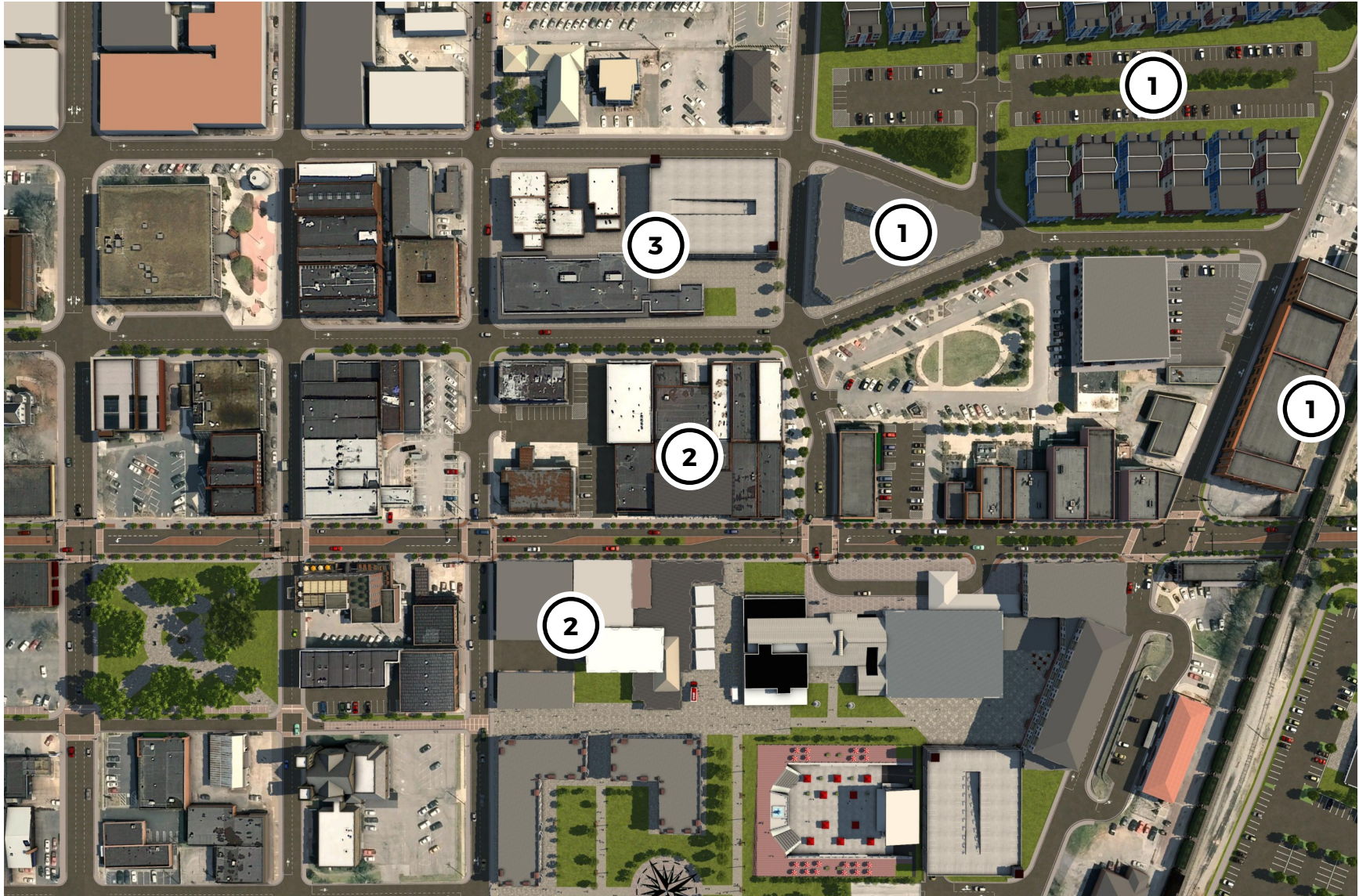
Elks Lodge

New residential development is proposed on the existing Elks Lodge property. A series of townhome, or individual three- or four-story buildings, along with open space and surface parking is depicted in this plan, but the layout could be reconfigured. A total of 16 buildings, comprising 250,000 square feet is shown, which would equate to 200-215 apartment units ranging in size from one- to three-bedrooms.



RESIDENTIAL

NORTH INMAN DISTRICT



- 1 Residential
- 2 Infill Development
- 3 Parking Garage

THE TRANSFORMATION NORTH INMAN DISTRICT

Parker Street

The triangular shaped property located between 1st Street NE and 2nd Street NE, abutting Parker Street is a desirable location for a residential development. This property could be developed in conjunction with the parking garage located immediately to the west of Parker Street and behind City Hall. The three-story triangular building totals approximately 55,000 square feet as shown, which would equate to 40-45 apartment units ranging in size from one- to three-bedrooms.



RESIDENTIAL

Edwards Street

Additional residential development is shown along Edwards Street with the conversion of the Sanda Hosiery Building to mixed-use. Based on discussions, it is anticipated that this development would consist of a total of 26 loft-style apartments with commercial / retail on the lower level of the building.



RESIDENTIAL

Inman Street Infill

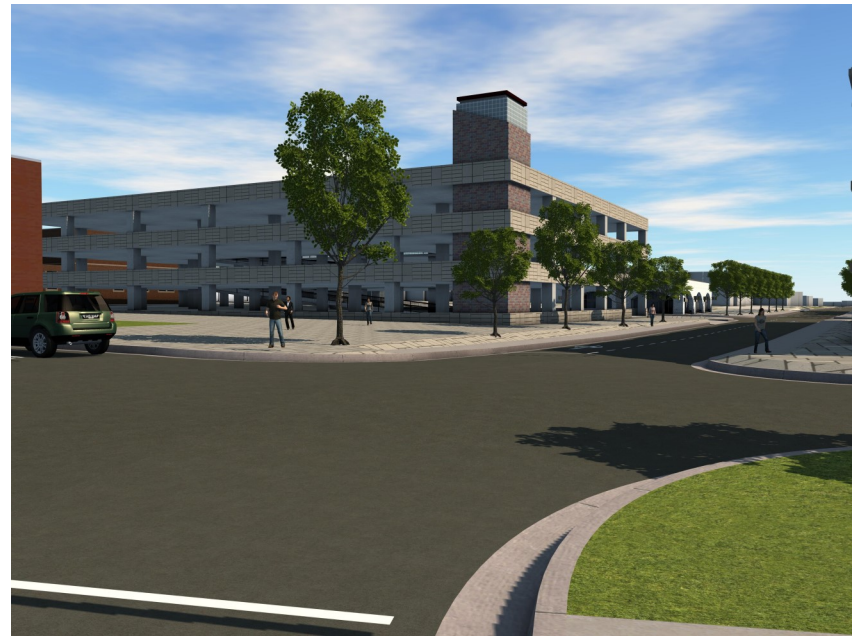
With the proposed streetscape improvements to Inman Street, there is an opportunity to further activate Inman Street with additional infill development. Two opportunities along Inman Street between Church Street and Parker Street are highlighted as part of this plan, but other opportunities should be explored as well. The two infill buildings total approximately 17,000 (3 stories) and 14,000 (2 stories) square feet, respectively, and could house office, retail, restaurant, or a mix of uses.



INFILL DEVELOPMENT

Parking

To support the existing businesses and future development in the North Inman Street, it is recommended that the City develop a parking garage along the west side of Parker Street, immediately behind the Cleveland City Hall. The three level parking garage totals approximately 120,000 square feet as shown, which would equate to a total of approximately 335 parking spaces. The first floor of the parking garage could be wrapped with retail and other uses (approximately 3,000 square feet) along Parker Street and Second Street that would cater to downtown workers and the newly proposed residential across the street.



PARKING GARAGE

THE TRANSFORMATION

MUSEUM DISTRICT

[CLICK HERE
TO VIEW THE PROPOSED
MUSEUM DISTRICT](#)



Museum District

The Museum District is generally bounded by Broad Street to the west, Inman Street to the north, 3rd Street SW to the south, and the railroad to the east. The Museum District is currently home to the Museum at Five Points, the Bradley County Fire Department, the Moore Building, as well as vacant buildings and properties that were once a part of Whirlpool's operations. The plan envisions the creation of a large park at the center of a bustling area of activity. The park would provide needed open space in the downtown area, as well as be the new location for downtown events and other activities that would draw in members of the community and other visitors. The park would be surrounded by a mix of uses that would help to invigorate and activate this portion of the downtown.

ELEMENTS OF THE TRANSFORMATION

- Five Points Park
- Museum Expansion
- Hotel
- Residential
- Parking
- Cherokee Hotel
- Johnston Park

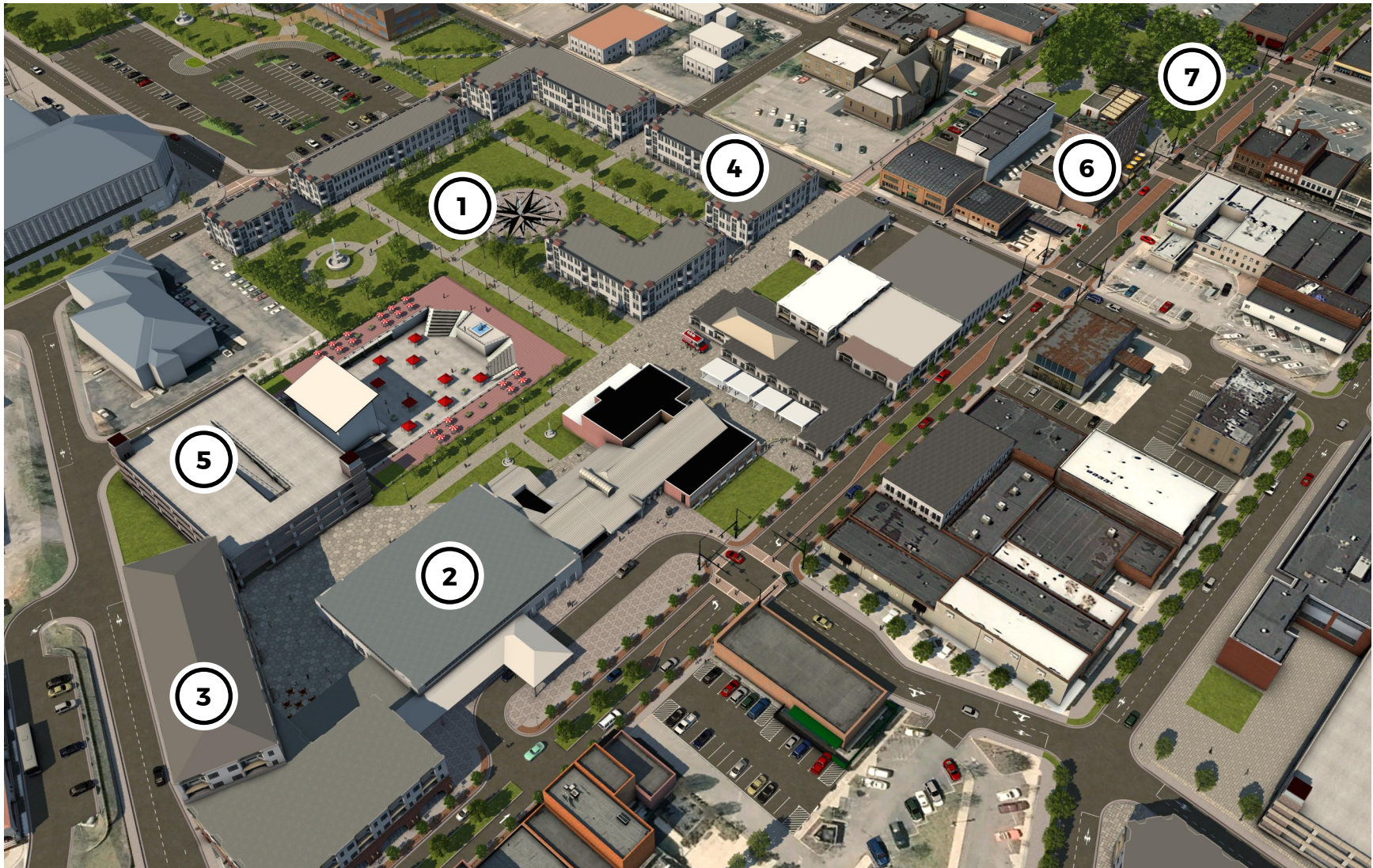
Five Points Park

The primary catalyst for redevelopment in the Museum District is Five Points Park. The park would offer a new location for downtown events and would connective element for the surrounding uses. The park would include open spaces and formal walks, as well as an amphitheater for concerts and other events, a fountain, and a splash pad for an element of more active use.



FIVE POINTS PARK

MUSEUM DISTRICT



- | | | | |
|---|------------------|---|----------------|
| 1 | Five Points Park | 5 | Parking Garage |
| 2 | Museum Expansion | 6 | Cherokee Hotel |
| 3 | Hotel | 7 | Johnston Park |
| 4 | Residential | | |

THE TRANSFORMATION MUSEUM DISTRICT

Museum Expansion

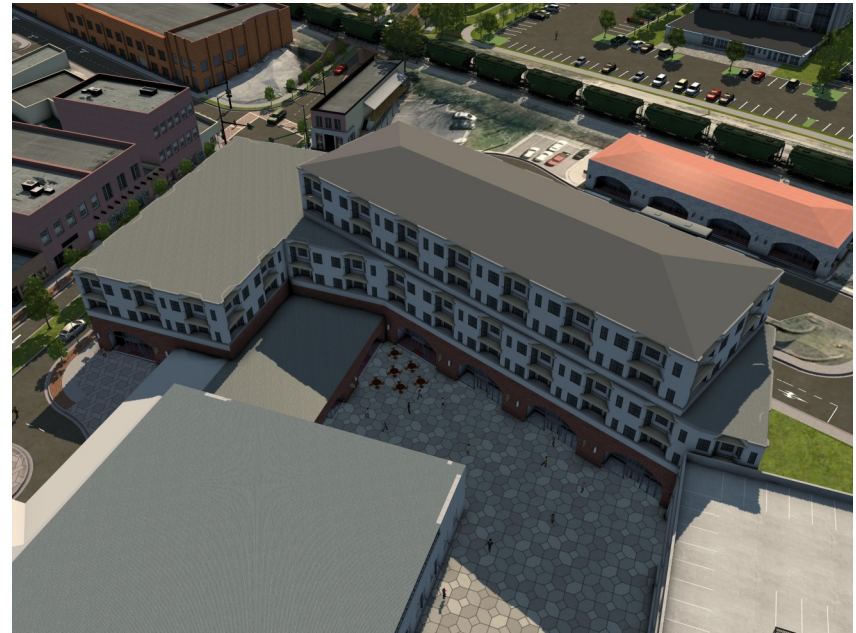
The existing Museum at Five Points is a downtown destination and brings visitors to downtown Cleveland for a variety of events. Expansion of the museum to include a larger event venue is one of the core elements of the plan. The expansion would add approximately 18,000 square feet to the existing museum and would integrate with the proposed hotel at the corner of Inman Street and Edwards Street. The expansion of the museum and the addition of the hotel would require relocation of the Bradley County Fire Department and the existing Fallen Police/Fire Memorial would be relocated to First Street Square or Johnston Park.



MUSEUM AT FIVE POINTS

Hotel

A new hotel is proposed at the corner of Inman Street and Edwards Street. Comprising three or four stories, the 90-120 room hotel would draw Lee University visitors and others attending events in the downtown area or at the expanded Museum at Five Points.



HOTEL

Residential

New residential development is proposed overlooking the new Five Points Park. A series of three-story buildings is depicted in this plan, but the layout could be reconfigured. A total of 160,000 square feet is shown, which would equate to a total of approximately 125-130 apartment units ranging in size from one- to three-bedrooms.



RESIDENTIAL

Parking

To support the hotel, museum expansion, residential, and events at the park, it is recommended that the City develop a parking garage along Edwards Street. The three level parking garage totals nearly 88,000 square feet as shown, which would equate to a total of approximately 250 parking spaces.



PARKING GARAGE

THE TRANSFORMATION MUSEUM DISTRICT

Cherokee Hotel

The plan envisions the Cherokee Hotel restored as a boutique hotel with a restaurant / boutique shopping housed in the lower levels of the building and the addition of a rooftop bar / restaurant to further activate the building. Restoring the building as a boutique hotel would most likely be the best use for this building due to its existing structure and layout. A total of 13 hotel rooms per floor is anticipated, for a total of 65 rooms.



CHEROKEE HOTEL





Johnston Park

The plan depicts the reconfiguration of Johnston Park back to its original layout. The park is an important historical and open space element of downtown Cleveland and should be returned to its original vision. A statute is depicted at the center of Johnston Park in this plan, but some form of large-scale artwork to showcase the history of Cleveland could also be appropriate for this location.



JOHNSTON PARK

THE TRANSFORMATION

MILL DISTRICT

CLICK HERE
TO VIEW THE PROPOSED
MILL DISTRICT



Mill District

The Mill District is generally bounded by Broad Street to the west, Inman Street to the north, 3rd Street SW to the south, and the railroad to the east. Today, the shops, galleries, and other businesses, as well as the unique beauty of the mill buildings are what draw people to this area. In the future, enlivening the mill with residential, office, and venues for music and outdoor entertainment will complement the development the new sports complex immediately to the east.

ELEMENTS OF THE TRANSFORMATION

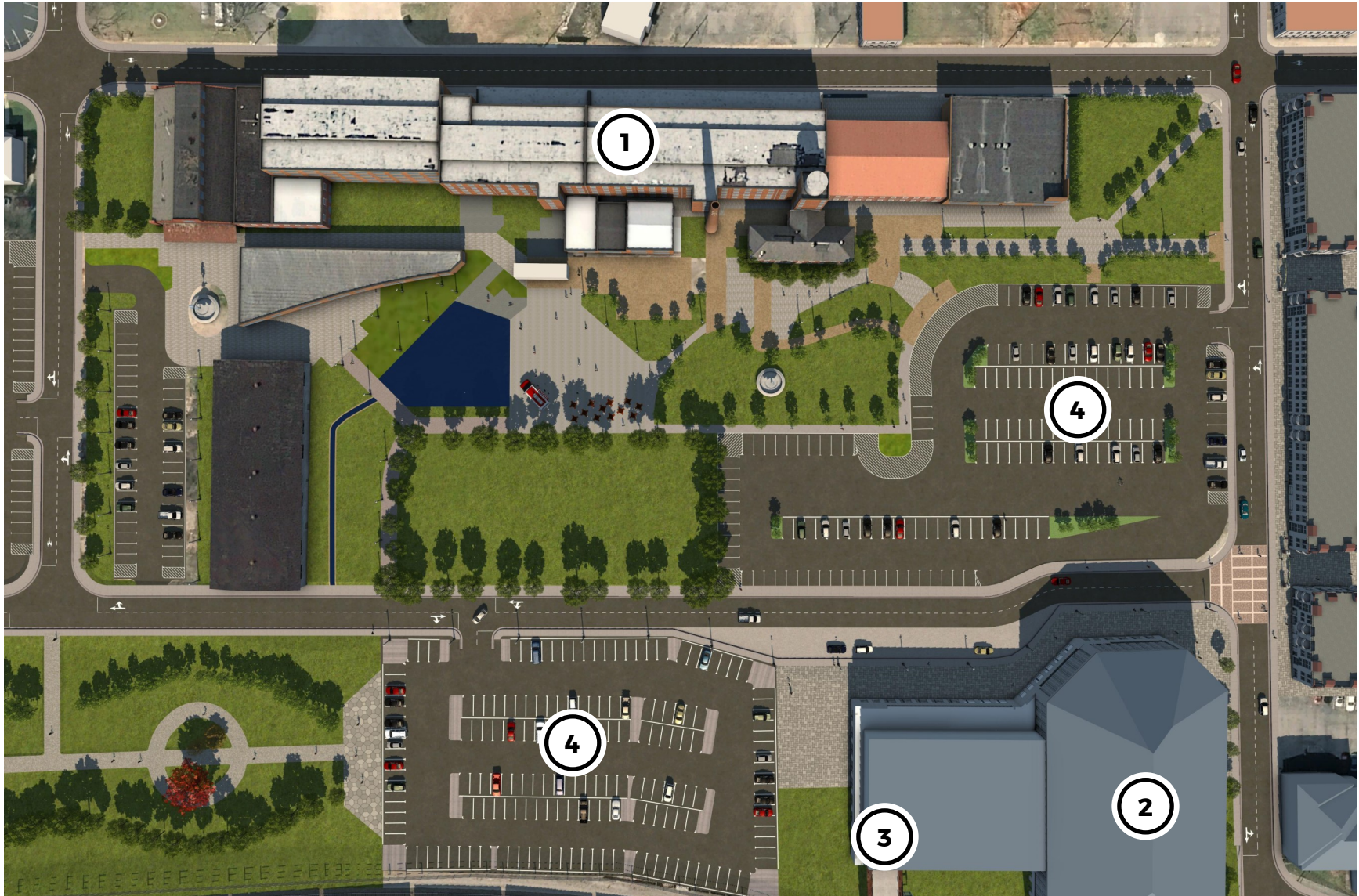
- Old Woolen Mill
- Sports Complex
- Pedestrian Connection
- Parking

Old Woolen Mill

The recommendations presented in this plan are aligned with the current vision and efforts by the property owner to revitalize the mill into a mixed-use area containing shopping, restaurants, event space, office space, and residential spaces that could be a key part of Cleveland's redevelopment. The revitalization of the mill includes 10,000 square feet of restaurant/dining, 35,000 square feet of shopping, an event space that could seat 450 people, nearly 32,000 square feet of office space, and 54 residential units including a mix of apartment and condos, as well as an outdoor pavilion and other open space that could serve as a music venue or host festivals and other events.



OLD WOOLEN MILL



- 1 Old Woolen Mill
- 2 Sports Complex

- 3 Pedestrian Connection
- 4 Parking

THE TRANSFORMATION MILL DISTRICT

Sports Complex

One of the “big ideas” presented during the charrette process was the development of a sports complex in downtown to draw large youth sports tournaments and also to serve as a community resource. The proposed sports complex totals nearly 100,000 square feet as shown, and would include multiple basketball, volleyball, and pickle ball courts, as well as an exercise room and other support facilities.



SPORTS COMPLEX

Pedestrian Connection

The existing railroad is a physical barrier between the downtown and the Blythe-Oldfield neighborhood. To overcome this barrier, an elevated pedestrian connection is proposed as part of the Sports Complex to provide a connection between the facility and the active and passive uses proposed for the Whirlpool Park.



PEDESTRIAN BRIDGE OVER RAILROAD

Parking

To support the uses envisioned in the Mill District, the City is working in coordination with the Mill owners to develop a parking lot and transit hub on a portion of the Old Woolen Mill property and additional parking would be developed in conjunction with and to support events at the proposed Sports Complex. These two parking areas would add a total of 400 additional parking spaces to the district to support existing and future uses.



OLD MILL PARKING



SPORTS COMPLEX PARKING

THE TRANSFORMATION

WHIRLPOOL TECHNOLOGY AND PARK DISTRICT

CLICK HERE
TO VIEW THE PROPOSED
WHIRLPOOL DISTRICT



Whirlpool Technology and Park District

Although the Whirlpool Technology and Park District is not located in the original study area, the consultant team acknowledged the importance of examining the opportunities for this large tract of land and how it could expand the revitalization of downtown and better connect the downtown to the adjacent neighborhoods. The area is generally bounded by the railroad to the west, Inman Street to the north, 9th Street SE to the south, and Wildwood Avenue / Dalton Pike to the east. The Whirlpool Technology and Park District is comprised primarily of the vacant buildings and underutilized properties that comprised the former Whirlpool plant. The recommendations in this plan are in keeping with the vision outlined for this property as part of the recently completed masterplan for the Blythe-Oldfield neighborhood.

ELEMENTS OF THE TRANSFORMATION

- Open Space
- Adventure Park
- Residential
- Commercial
- Business Incubator

Open Space

Much of the Whirlpool property is within the floodplain and is more suited for a combination of passive and active open space to serve the adjacent Blythe-Oldfield neighborhood and the larger Cleveland community. The centerpiece of the park is a large lake surrounded by walking paths, a gauge train, and grassy areas that can serve more passive uses.



PARK AND OPEN SPACE

WHIRLPOOL TECHNOLOGY AND PARK DISTRICT



- | | | | |
|---|----------------|---|--------------------|
| 1 | Open Space | 4 | Commercial |
| 2 | Adventure Park | 5 | Business Incubator |
| 3 | Residential | | |

THE TRANSFORMATION WHIRLPOOL TECHNOLOGY AND PARK DISTRICT

Adventure Park

In addition to the more passive activities offered in the park, the plan depicts a large adventure park that could draw residents and visitors to the downtown. The adventure park includes a climbing wall, zip lines, a ropes course and other activities that reflect the close proximity of Cleveland to the Ocoee River and other outdoor activities.



ADVENTURE PARK

Residential

New residential development is proposed near the Whirlpool Park area. A series of buildings is depicted in this plan, but the layout could be reconfigured. A total of approximately 395,000 square feet is shown, which would equate to a total of approximately 300-325 apartment units ranging in size from one- to three-bedrooms. In addition to these residential buildings, a new residential building is proposed along Wildwood Avenue. This three-story building totals approximately 70,000 square feet as shown, which would equate to a total of approximately 55-58 apartment units ranging in size from one- to three-bedrooms.



RESIDENTIAL

Commercial

Additional commercial development is envisioned along the railroad tracks to replace the vacant and underutilized industrial properties. As shown, these new buildings total approximately 80,000 and could house office or other light industrial uses that would be suitable in the downtown area.



COMMERCIAL

Business Incubator

The former Whirlpool building is envisioned to house a business incubator space for innovators and entrepreneurs who want to start and grow their own business. The existing Whirlpool building totals over 300,000 square feet and would be an ideal location for a wide range of programs, including training, networking, and mentoring opportunities could be offered to help these new business owners get their business off the ground.



BUSINESS INCUBATOR

MARKET STUDY

DOWNTOWN

Overview

As part of the larger Downtown Revitalization Initiative, a real estate market study was prepared to evaluate the opportunity for new land uses in the defined Core Redevelopment Area. Economic, demographic, and market supply data for apartments, retail, office, and hospitality uses were gathered and analyzed to generate market-driven findings, conclusions, and recommendations. The results of this effort are designed to inform the most likely near- and long-term land use scenarios that best position the City to achieve its future vision for downtown Cleveland.

The following pages highlight the conclusions and recommendations of the market study.

Anticipated Growth and Development

Household growth in the City of Cleveland trailed growth in Bradley County and the region from 2000-2010, but has outpaced both of them in more recent years (2010-2017). The City is forecast to grow by 130 households per year from 2017-2022 (650 total), lagging the broader region. If Cleveland grows at a pace closer to the 2010-2017 rate, annual household growth will be closer to 200 (1,000 total) through 2022.

Younger Population

The median income in Cleveland is 20% lower than that of the region, due in part to having a relatively younger demographic makeup.

Unemployment

In the 1990s, Cleveland suffered from higher unemployment than the region and state. However, since 2000, the City and region have generally fared better than the state, and tracked closely with the state average during the Great Recession and following recovery.

Annual Employment Growth Rate

Cleveland's annual growth pattern has trailed the timing of that of the region and state at times. Post the Great Recession, Cleveland took longer to rebound, but experienced the strongest single year of percentage growth (4.5% in 2012) relative to the region and state.

Manufacturing Still Dominant but Diversifying

Compared to the state, manufacturing is still the dominant sector in Bradley County. However, the area trails in "knowledge industry" sectors, which are characterized by higher growth and higher than average wages.

Although the area's economy continues to be driven by manufacturing, this employment sector declined from 33% of total employment to 22% from 2001 to 2017.



Residential Market Conditions

Over the past 20 years, Bradley County has averaged 500 housing permits issued annually. However, the pre-recession average from 1998-2007 is closer to 600 while the average from 2008-2017 is closer to 400.

Cleveland's share of county permits was lowest during the pre-recession housing boom, as single-family units in unincorporated, greenfield locations increased to a peak in 2006. The majority of Cleveland's housing permits from 2010-2017 were multifamily issuances, an increase over previous decades.

Apartment demand analysis suggests downtown could absorb 100-125 units per year.

Residential Market Opportunity

Strengths

- Healthy market conditions and demographic trends favoring mixed-use, downtown living
- Lee University provides deep, steady source of baseline demand (albeit seasonal)
- Downtown units would have several locational competitive advantages over apartments in more suburban settings (e.g. historic setting, walkable proximity to retail, employment concentrations, and other downtown amenities)

Weaknesses

- Limited parcel availability for larger-scale new construction; more units in single project make full set of on-site amenities and staffing feasible
- Adaptive reuse (Cherokee and Old Woolen Mill) more challenging / costly than conventional greenfield development
- Inability to retrofit smaller properties with elevators hinders demand potential from older households, a key growing segment of demand

Opportunities

- Assuming adequate supply existed, demand analysis indicates the downtown study area could absorb 100-125 market rate units per year from 2018-2023 (500-600 total units)
- Increased resident population would support additional retail and help make the area more vibrant and active at night
- Recommend exploring all options available to facilitate large-scale delivery of more downtown units



Hospitality Market Conditions

The Cleveland hotel market has experienced recent, significant new construction activity. From 2012 to 2017, four new hotels were built, totaling 350 rooms. This activity resulted in a 23% increase in total supply to the Cleveland hospitality market. These new hotels fall in the midscale and upper midscale chain scale (as defined by Smith Travel Research).

Although total hotel inventory has increased with these projects delivered over the past decade, the majority of existing and new supply is clustered at the two I-75 interchanges, away from the downtown area.

A downtown boutique hotel configured in a historic building could be positioned as an upscale offering, differentiating it from the existing hotel supply.

Hospitality Market Opportunity

Strengths

- Several drivers of hotel demand concentrated in and around downtown; including destinations like Lee University, outdoor activities (e.g. Ocoee River), heritage tourism attractions, and business visitation
- A downtown hotel would have several competitive advantages over existing, conventional, highway-oriented formats clustered at the two I-75 interchanges

Weaknesses

- Market conditions for upper midscale hotels has softened in recent years with addition of new hotels
- Similar to multifamily apartments, limited availability for larger-scale new construction that makes full set of on-site amenities feasible; likely limited to the former Cherokee Hotel and the Old Woolen Mill
- Adaptive reuse more challenging / costly than conventional greenfield development

Opportunities

- Strong demand drivers from tourism and business, and locational strengths of downtown suggest strong opportunity for 100-150 room upscale hotel
- Upscale positioning would best fit the downtown context and also differentiate from existing supply
- A boutique downtown hotel would further increase daytime and nighttime population in downtown from visitors and employees
- Recommend exploring all publicly available options to catalyze delivery of Cherokee Hotel or Old Woolen Mill



Commercial Market Conditions

The Cleveland retail market experienced strong net absorption in 2015 and 2016 (146,000 square feet total). This reduced the overall vacancy rate from a peak of 3.7% in 2014 down to 1.5%. New construction activity has been limited over the 10-year period analyzed.

A retail leakage / surplus analysis was conducted for 5-, 10-, and 15-minute drive time zones from the study area. Retail categories with gaps that may fit with the existing downtown retail landscape include:

- Specialty food
- Beer, wine, and liquor
- Shoes
- Jewelry, luggage and leather goods
- Special food services
- Home furnishings
- Sporting goods / hobby / musical instruments

Commercial | Retail / Office

Market Opportunity

Strengths

- Historic character and unique mix of existing retail and restaurants make downtown a compelling destination compared to conventional retail formats (malls, power centers, strip retail, etc.)
- The Cleveland retail market has historically had a low average vacancy rate and generally healthy market fundamentals

Weaknesses

- Lack of new construction activity in Cleveland market in recent years reflect somewhat flat market for office and retail
- Relatively low concentrations of employment in higher-growth office-using sectors
- Much like other uses, adaptive reuse / less conventional physical spaces can be challenging / costly
- Retail industry is evolving rapidly; identifying strong/ viable tenants that fit in unique locations and spaces will likely be an ongoing challenge

Opportunities

- The market for office space is relatively flat, and remains more of a longer-term opportunity in downtown; office potential should increase over time as downtown evolves; timing could align with redevelopment of Whirlpool site
- There are strategic niche opportunities for retail in Downtown for the right types of tenants / store categories
- Recommend implementing an overarching downtown tenancing strategy to optimize the downtown retail experience and attract more visitors



Land Use Market Opportunities in the Context of the “Big Ideas” for Downtown

Residential

Hotel

Office

Business / Education Incubator

- Units that successfully attract Lee University students, faculty, and staff will help achieve goal of strengthening connectivity between campus and downtown
- An inventory of high-quality units will make downtown more attractive to employers seeking to relocate

- A downtown hotel would strongly support this concept, especially if good connectivity with Lee University
- An upscale hotel within walking distance would be an attractive amenity for existing and potential employers

- Opportunity for less conventional shared office space format may be viable as incubator space in near term

Civic / Cultural Arts Center

- A more robust set of civic/ cultural amenities and attractions will further strengthen demand for downtown living, which will enhance the overall opportunity for new apartment units

- To the extent that downtown’s increasing civic/ cultural “scene” successfully draws tourism demand, a hotel would be strongly supportive
- If built in a storied, historic structure, it could be integrated into the visitor’s cultural/heritage experience

- Limited fit unless civic / cultural support operations need off-site office space

Sports / Recreation Destination

- To the extent that this vision increases sports/recreation oriented business operations, these new employees will be an additional source of apartment demand

- For destination sports events / tournaments, a nearby hotel is all but a necessity to keep these visitors in and around downtown to dine / shop.

- Limited fit unless sports / recreation support operations require off-site office space

Conclusion

- A significant inventory of high-quality downtown units would complement all three themes in varying ways
- Beyond themes, increased resident population would help make downtown more vibrant in general
- A downtown hotel has the strongest mutually beneficial fit with each of the desired visions
- Each theme can increase hotel demand/feasibility and a hotel can increase chance of success of each theme
- Office is somewhat secondary in the context of the “big ideas”



Retail Strategies

As part of the market study a series of retail strategies were outlined for downtown Cleveland to support future growth and development and to enhance the area as a destination for local residents and visitors alike.

Invest in Infrastructure that Enhances the Shopping Experience

Public investments in streetscape enhancements, pedestrian friendliness and walkability have the potential to achieve more than basic goals of aesthetic and/or traffic improvements.

- These investments are also key design elements that improve the neighborhood shopper's experience, encouraging repeat visits, longer exploring/browsing, and socializing.
- Because of these additional economic benefits, these types of improvements should be prioritized over other infrastructure investments if necessary, all other things being equal.

Increasing the supply of parking is another effective way to make downtown shopping a more inviting experience.

- In parking-constrained locations, this can be a critical investment that serves to benefit all downtown populations, not just shoppers (i.e., employees, tourists, residents).
- Parking investment can also be a good candidate for public-private partnership in which public sector and private sector share the costs (and benefits).
- Depending on the scenario, a public investment in a parking structure can also serve as a development incentive in cases where adjacent or nearby projects are not financially feasible under current parking requirements.

Manage the Downtown Retail Mix Like a Shopping Center

Although ownership is by definition fragmented, the downtown retail inventory and mix of tenants should be viewed holistically, similar to that of a shopping center, to accelerate incremental retail success.

When landlords, tenants, and public stakeholders view downtown's retail through this lens, it helps:

- Foster a shared vision and a culture of collaboration;
- Improve tenant recruitment and retention; a more diverse and optimal mix of stores can help downtown attract more retail visitors and better compete with established, standalone retail centers, which will help all downtown retailers, and
- Successfully recruit quality tenants; a potential tenant presented with a cohesive vision and strategy for downtown retail may be more convinced to sign up.

Manage the Downtown Retail Mix Like a Shopping Center

This type of proactive approach to strengthening Downtown's retail mix requires:

Leasing Strategy

A strategy that clearly defined strategy that identifies key missing or focused retail categories, actively targets these tenants, and locates them in spaces with the most potential to spark ongoing momentum in the area.

For example, it could prioritize certain blocks or intersections with the strongest near-term potential, or direct tenants to spaces that help form a critical mass or concentration of identified store types.

Champion

- **Mainstreet Cleveland is likely the best entity to lead such an effort, and may already be conducting similar tasks.**
- **A single point of contact can help direct potential tenants to landlords based on the overarching leasing strategy.**



Some landlords, particularly those with shorter-term, financially-driven goals or constraints, may not like the approach of managing the downtown retail mix like a shopping center. Based on several interviews and meetings, it is clear that downtown property owners and other stakeholders make up a diverse group with differing business models and philosophies. Some owners will prioritize cash flow and accept low lease rate terms to the first interested tenant, while others prefer to remain vacant while seeking a tenant that is the right fit at the right rent.

However, despite these diverging perspectives and opinions, all stakeholders shared a critically important desire: **to see Downtown Cleveland revitalize and thrive economically as a regional destination.**

Embracing a proactive, holistic leasing strategy requires a willingness to potentially defer near-term revenue and transfer some control of tenant recruitment. Ultimately, however, a well-executed strategy has the potential to establish downtown as a more robust retail destination, thereby generating higher financial upside in the longer term. In this light, potential short-term losses represent an investment with stronger long-term returns in the form of higher achievable rents and property values.

Target “Experiential” Retailers that Support the “Big Ideas”

The retail industry is rapidly evolving, due to the increasing shift of spending online, which has forced major national retailers to close thousands of stores across the country. The most successful retailers have adapted by shifting their in-store focus to “experiential” retail.

Experiential retailing can take on several meanings, but in the most general sense, it takes the customer experience beyond a simple purchase of goods by incorporating hands-on experiences. Some businesses, such as restaurants and art galleries, are already experiential by definition and experiential retail does not need to be complicated, but it is an increasing key to success in today’s retail industry.

Targeting tenants with a proven experiential plan will draw demand, increase success, reduce turnover, and reduce overall risk.



Terra Running Company

Terra Running Company is a great local example; in addition to selling running shoes, they offer several ways to connect with their customers and local market through experiences:

- Run training programs throughout the year
- In-store events and group runs that start at the store
- Organizing races such as 5Ks, half marathons, and trail races



In addition to a focus on experiential retail, several retail categories can also help downtown achieve its “big ideas” around the themes of a sports/recreation destination, civic/cultural center, and business/incubator hub.

“Big Idea”

Sports / Recreation Center

Civic / Cultural Destination

Business / Education Incubator

Supportive Retail Category / Tenant

- **Sporting Goods** – these stores have always been ahead of the experiential curve, incorporating mini-tracks and basketball goals for customers to test out shoes as far back as the 1980s.
- **Biking and Outdoor Gear** is also a strong fit; REI’s flagship store in Denver incorporates outside dirt trails for customers to test out mountain bikes, and shoppers generally tend to appreciate looking at camping and similar outdoor goods in person.
- A sizable sporting goods store as an anchor of sorts (assuming a suitably sized space / property exists) could do well adjacent to or near a downtown sports venue.
- **Art-oriented experiences**, such as painting classes and guided craft making are becoming increasingly popular experiential group activities.
- Other experiential options could include a small, **independent film theater**, perhaps with dinner service, or a **performance venue**, or coffee shop with a small stage for **open mic nights**.
- These activities have the potential to draw more night-time visitors to downtown, including Lee University students.
- Spaces that **attract college students** as destinations to hang out or have group study sessions, such as **coffee shops**, could help draw more connection to Lee University.



V PARKING ANALYSIS AND PLAN

Introduction

Throughout the stakeholder meetings and charrette process to develop the Downtown Revitalization Plan, the issue of parking in downtown Cleveland was a frequent topic of discussion. The comments ranged from the availability of parking in and around the Courthouse during the normal work week, to parking during downtown events, and the loss and changes in parking resulting from Lee University's encroachment on the downtown core.

As part of the December 2016 Cleveland City Council community-wide citizen engagement survey, only 33% of the respondents indicated that they were "Very Satisfied" or "Satisfied" with the availability of parking in the downtown area. In addition, people participating in the survey ranked the availability of parking as a top priority for downtown Cleveland and indicated that it was one of the efforts that should be pursued over the next two years.

With the proposed redesign and enhancement of Inman Street, walking and biking conditions will improve, increasing the likelihood of residents and visitors parking in one location and walking to multiple destinations within downtown Cleveland. Creating this "park once" opportunity has the potential to reduce the amount of parking needed and allows for lots that would have been devoted to parking to be utilized for a wider variety of uses that could further enhance the downtown.

This Parking Analysis and Plan aims to provide a comprehensive and accurate view of parking activity and issues in downtown Cleveland. This plan focuses on accommodating both existing and future downtown growth and parking in a sustainable and fiscally responsible manner.

Goals

The availability and accessibility of parking is directly related to economic development. The ability to preserve and attract new businesses, retail and restaurants, as well as residential development is contingent on the availability of parking.

This Parking Analysis and Plan consisted of the following:

- A summary of key findings from the outreach effort to stakeholders and the public;
- An inventory of existing parking within the study area;
- An evaluation of the future parking demand based on the proposed land use / development changes within the context of a multi-modal downtown; and,
- Strategies and recommendations to address current and future parking needs.



Key Findings

As the result of a data gathering effort, observation and input from the public during the various stakeholder meetings and charrette process, several key findings emerged:

Parking is Generally Available in the Study Area

Within the study area parking is generally available, however:

- There is a perception of a lack of parking;
- Several of the parking lots do not have clear or visible signage indicating whether or not general public parking is permitted;
- There are available parking lots that are unknown to the general public;
- Some parking is difficult to find and/or difficult to access and therefore ends up being underutilized; and,
- Existing parking signage is either confusing or non-existent.



Employees and Customers Compete for Convenient Parking

Employees (long-term parking) and customers (short-term parking) compete over convenient parking spaces.

- Employees and customers both utilize the available street parking (particularly in the area surrounding the courthouse), often with employees taking up a majority of the parking spaces before customers arrive in downtown;
- Employees likely will need to be incentivized to not park in the most convenient parking spaces; and,
- The two-hour, on-street time limits are not enforced consistently, which confuses the long-term and short-term parking issues.

Parking is Perceived as Either Inconvenient or Not Available

The public and stakeholders indicated that parking is either inconvenient or not available.

- In the City's community-wide citizen engagement survey, 41% of the respondents indicated that they were "Dissatisfied" or "Very Dissatisfied" with the availability of parking in the downtown area.
- The availability of convenient parking is a potential barrier for retaining existing businesses and attracting new businesses.
- The "availability of parking", likely has varied meaning among the survey respondents (i.e., not being able to find a parking space immediately in front of their destination to not knowing where to find available parking).

PARKING EXISTING





Parking Inventory

This section summarizes the current parking conditions in downtown Cleveland and is based on data provided by the City of Cleveland. For the purposes of this study, the existing available parking in three of the four districts was analyzed to determine the current inventory of parking in the downtown. Currently, a total of 2,458 parking spaces exist in the North Inman District, Museum District, and the Mill District combined.

Of those existing spaces, 75% of the parking spaces are privately owned and 25% are publicly owned. All on-street parking spaces are available for general use, meaning that anyone can park on-street, regardless of their destination. In the three downtown districts, 82% of the parking is off-street and 18% is on-street.

Existing Parking

District	Private Parking		Public Parking		Total
	Number	Percentage	Number	Percentage	
North Inman District	438	46%	511	54%	949
Museum District	1,308	93%	94	7%	1,402
Mill District	107	100%	0	0%	107
Total					2,458

District	Off-Street Parking		On-Street Parking		Total
	Number	Percentage	Number	Percentage	
North Inman District	597	63%	354	37%	951
Museum District	1,328	94%	78	6%	1,406
Mill District	107	100%	0	0%	107
Total					2,464

Proposed Parking

District	Location	Total
North Inman District	City Hall Parking Garage	250
Museum District	Five Points Park Parking Garage	250
Mill District	Old Woolen Mill Parking Lot	205
	Sports Complex Parking Lot	195
Total		900



Future Development and Parking Needs

As outlined, the plan would envision nearly 650,000 square feet of new or revitalized commercial, retail, and office space in the downtown area. In addition, approximately 800 residential units are depicted in the various districts in and near the downtown core.

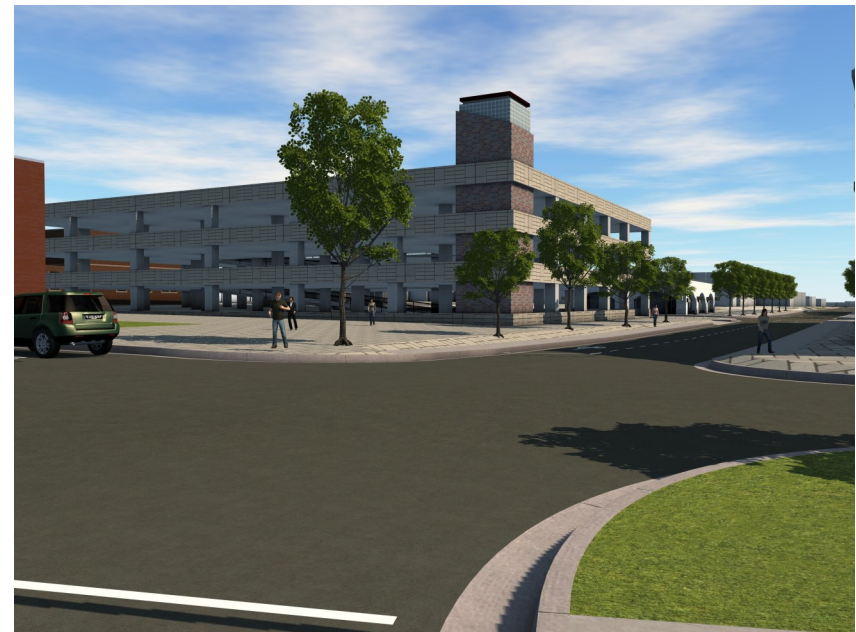
The plan also anticipates the addition of 155-185 hotel rooms in downtown with the conversion of the Cherokee Hotel and the construction of a new hotel in association with the expansion of the Museum at Five Points.

To support these new and expanded uses, additional visitors, and events in the downtown area, two new structured parking garages are planned with a capacity of 250 spaces each, as well as a new parking lot at the Old Woolen Mill (205 spaces) and another parking lot associated with the proposed sports complex (195 spaces). In addition to these 900 new parking spaces, new parking is planned to accompany the new residential developments and commercial uses along the railroad.

This additional parking supply, along with the other strategies and recommendations outlined in this plan should help to address the perception that parking is either inconvenient or not available, while still encouraging a pedestrian-friendly, mixed-use downtown.



PARKING



PARKING GARAGE



Strategies and Recommendations

These key findings were used to develop a series of strategies and recommendations to address these issues. The strategies and recommendations are grouped into the following categories:

Increase the Available Parking Supply

Although the number of parking spaces available within the study area appears to provide an ample supply to meet current parking demand, increasing the number of parking spaces in certain areas could help relieve some perceived parking issue and potentially increase the number of “convenient” parking spaces. Several approaches exist to meet current and future parking demand:

- Add on-street parking
- More efficient off-street parking
- Better use of underutilized parking
- Add new off-street parking

Increase Parking Availability in Key Areas

On-street and public parking are two of the most important resources in any downtown area, including downtown Cleveland. For those areas that experience high parking demand due to daytime activities, the City should identify goals to promote existing businesses and foster new development in the downtown area. Several approaches exist to increase parking availability in key areas for existing and future demand:

- Enforce parking requirements in high-demand areas to better manage the availability of parking
- Adopt a goal for the availability of parking (i.e, a target number of spaces that would be available during peak demand times) to advertise that parking is available
- Coordinate with local businesses and retail establishments regarding the availability of “off-site” parking for their employees.

Improve Parking Signage / Wayfinding

Parking in downtown Cleveland could benefit from clearer signage and/or wayfinding. Easy to understanding parking and wayfinding signage is helpful to clearly convey where parking is available, assists customers or visitors who may not be familiar with parking in downtown Cleveland, and can increase the use of parking spaces that are currently underutilized due to the lack of or unclear signage. Several approaches exist to provide clearer parking signage and/or wayfinding:

- Wayfinding signage to direct drivers to available parking
- Regulatory signage to clarify the rules and regulations about available parking
- Parking facility signage to more clearly identify available parking areas
- Publicly available (online and printed) information about downtown parking



Provide Better Access / Improve Safety

Downtown Cleveland has an active daytime population. New restaurants and retail stores are increasingly attracting residents and visitors in the evenings and/or weekends. The various events and community activities held in downtown throughout the year attract community residents and visitors alike. However, there are several unfriendly walking areas downtown. While 80% of people participating in the community survey indicated a feeling of safety of downtown during the day, only 39% indicated a feeling of safety of downtown at night. This real, or perceived safety issues have an impact on parking behaviors and the likelihood that people will be willing to park farther away from their intended destination. Several approaches exist to address access to parking and the real, or perceived, safety concerns:

- Improve the pedestrian environment (i.e., sidewalks, lighting, landscaping, amenities, routine maintenance and public safety improvements)
- Expand the greenway into the downtown area
- Add bicycle infrastructure, including bicycle parking racks
- Create additional public spaces (i.e., parks, greenways, plazas)

Encourage Additional Coordination

In Cleveland, parking involves multiple departments and decision-making bodies, which can lead to potential coordination and enforcement issues. The access to and control of parking is divided between the public and private landowners, which can lead to confusion or uncertainty on the behalf of drivers. On-street parking time limits are not enforced consistently. Several approaches exist to address these coordination issues:

- Centralize and coordinate parking oversight
- Update the zoning code
- Consistently enforce parking regulations and time limits
- Manage parking via pricing rather than time limits





Parking Management Action Plan

Adequate parking is needed to support existing businesses, as well as encourage future businesses to locate in the downtown area. Parking is also needed to support downtown as a destination for community events and festivals throughout the year. The simple solution to solving the issue of parking is to look for opportunities to increase the supply of parking. However, this approach would likely result in encouraging additional traffic and vehicle use, which in turn would result in a need for additional parking. The transformation of Inman Street and the revitalization of the downtown are intended to create a more mixed-use, pedestrian-friendly core of the city.

The following parking management plan outlines short-, medium-, and long-term action items implement a parking solution for Cleveland that both provides adequate parking in key locations to accommodate existing and future uses in the downtown and manages the supply and demand of parking. A comprehensive parking management plan, phased over a multi-year timeframe can address the parking needs of downtown and the future needs of a transformed downtown Cleveland with more destinations and places for visitors and residents to enjoy.

Short-Term (1-3 years)

Establish a Transportation Management Office

Establish a Transportation Management Office within the City and create a staff position to manage both on-street and off-street parking in the downtown. The Transportation Management Office would work closely and in consultation with an Advisory Board comprised of downtown business and property owners, as well as residents.

Enforce On-Street Parking Regulations

On-street parking regulations need to be enforced consistently in order to encourage turnover. The new Transportation Management Office staff should identify where new on-street parking meters should be installed and work in coordination with the Cleveland City Police Department to more consistently enforce the on-street parking regulations.

Develop a Signage / Wayfinding Parking Program

Evaluate the existing parking signage and develop a new wayfinding system that includes signs, maps, and other graphics to help locals and visitors identify and locate available parking in the downtown. Maps should be incorporated into promotional materials for downtown and/or other civic events that occur in the downtown area.

Implement a Parking Shuttle

Working closely with the Cleveland Urban Area Transit System, the new Transportation Management Office staff should identify opportunities to connect off-street parking locations with downtown destinations via a shuttle service. A program to incentivize downtown workers to park in off-street parking locations and hop the shuttle to their place of work could help to free up on-street spaces for others seeking to frequent the downtown businesses and restaurants.

Advertise a “Park Once” Approach

The Transportation Management Office staff should work with local businesses to encourage and promote a “park once” approach to parking in the downtown. Increasing and improving pedestrian connections into and throughout the downtown area will encourage a “park once” approach to parking by enabling people to park in a conveniently location and access a variety of destinations by foot, instead of getting back in their car and driving to each destination.

Medium-Term (3-5 years)

Establish a Business Improvement District

Establish a Business Improvement District (BID) where businesses are assessed a tax to fund proposed parking facilities in the downtown area that would be shared parking, instead of each business providing

and maintaining their individual parking. Funds could also potentially be used to provide more frequent street cleaning, sidewalk repair, streetlights, graffiti removal, street trees, etc.

Establish an In-Lieu Fee Parking Program

Establish an in-lieu fee parking program that would allow developers and downtown property owners to pay into a fund rather than provide on-site parking to encourage the development and redevelopment of existing buildings in the downtown.

Install Automated Parking Kiosks

Install on-street parking meters in the downtown with automated parking kiosks (i.e., eliminates the need for each on-street parking space to be metered). Adjust the rates, hours, and time limits to achieve 85 percent occupancy rates for on-street parking.

Long-Term (5+ years)

Construct Public Parking Facilities

The plan outlines several new surface or structured public parking facilities to support new uses and destinations in the downtown area. These public parking facilities are located to serve multiple destinations and could provide an additional source of revenue to the City.



VI CATALYST PROJECTS

Overview

As part of this study, the consultant team was asked to analyze the feasibility of redeveloping three key “catalyst projects”. The three projects included the Old Woolen Mill, the Cherokee Hotel, and the Moore Building.

The analysis included a redevelopment study to identify the highest and best use of the existing building stock. The consultant team coordinated with the current owner of each property and reviewed existing building plans to determine possible appropriate reuses of each building. A schematic redevelopment plan for each property was developed based on these initial discussions and presented to the public during the charrette process for input and feedback.

Following the data gathering and analysis effort, the consultant team conducted additional analysis and refined the schematic redevelopment plan for each of the buildings, including floor plans showing the proposed unit mix (living, retail, office, and entertainment), unit counts, and estimated square footages for proposed spaces. Finally, an estimate of the probable redevelopment costs for each building was prepared.





[CLICK HERE
TO VIEW THE PROPOSED
OLD WOOLEN MILL](#)



Old Woolen Mill

Catalyst Project

The Cleveland Woolen Mill was originally constructed in 1890 and is a key part of Cleveland's history. At the time, it was one of the only woolen mills in the world that could transform raw material to finished products in the same facility. Today, the associated structures of the Mill total roughly 200,000 square feet of floor space and provide a critical redevelopment opportunity for Cleveland's future.

The Mill was purchased in 1999 by Dr. Ron Coleman following visits to several similar mill redevelopments in Atlanta, Wilmington, and Charleston. During the study, meetings were held with Dr. Coleman to discuss his redevelopment vision and current efforts to revitalize the Mill buildings. The recommendations presented in this plan largely represent the owner's thoughts and vision for the Mill property, with the consultant team only making minor adjustments and additions to the proposed plan.

The recommendations present a mixed-use concept building containing shopping, restaurants, event space, office space, and residential spaces that could be a key part of Cleveland's redevelopment. The existing heavy timber construction of the Mill is ideal for adaptive reuse as the structure is already one-hour rated which allows for a mix of uses to happen with minimal upgrades.

The recommendations include 10,000 square feet of restaurant/dining, 35,000 square feet of shopping, an event space that could seat 450 people, nearly 32,000 square feet of office space, and 54 residential units including a mix of apartment and condos.

The consultant team suggests converting more of the planned office space to residential use, which according to the market analysis is a bigger need for downtown Cleveland.

Due to its size and adaptability, the Old Woolen Mill will undoubtedly be a key piece of Cleveland's redevelopment efforts moving forward, and the current owner has an exciting vision that dovetails with the desires of the City of Cleveland.



THE TRANSFORMATION

OLD WOOLEN MILL

THE TRANSFORMATION

OLD WOOLEN MILL

OLD WOOLEN MILL
FIRST FLOOR CONCEPT PLAN



OLD WOOLEN MILL
SECOND FLOOR CONCEPT PLAN



OLD WOOLEN MILL THIRD FLOOR CONCEPT PLAN



OLD WOOLEN MILL FOURTH FLOOR CONCEPT PLAN



THE TRANSFORMATION

OLD WOOLEN MILL

Probable Cost Estimate

	Cost	Cost/SF
Rehabilitation	\$14,988,206	\$93.94
Contingency (10%)	\$1,498,821	
Total	\$16,487,027	\$103.33

Notes

- Estimate is an opinion of probable cost for this type of construction based on current market conditions. Pricing is subject to change due to many factors.
- No geotechnical or Phase 1 reports have been reviewed. Pricing subject to change depending on results.
- Not included: construction materials testing, grading/building permit fees, tap/impact fees, water meters, SWPPP, AE fees, hazardous materials removal, FF&E, typical soft cost associated with development.





[CLICK HERE
TO VIEW THE PROPOSED
CHEROKEE HOTEL](#)



Cherokee Hotel

Catalyst Project

The Cherokee Hotel was originally constructed in 1928 and served as a key civic center for downtown Cleveland with a restaurant, boutique shopping, and the hotel. The Cherokee's most recent use is as the Cleveland Summit Apartments, which offers efficiency housing units under the US Housing and Urban Development Section 8 Program.

The consultant team was tasked with proposing relevant reuse strategies for this historic property. The design team looked at the project as a possible restoration to a boutique hotel and as a renovation for apartment use. The consultant team determined that restoration as a boutique hotel would most likely be the best use for this building due to its existing structure and layout. Restoration to a boutique hotel would be the least invasive and least expensive path of alteration, as the rooms and bathrooms as they are could be reused by updating and upgrading the finishes.

The projected redevelopment costs are similar for hotel and apartment renovation; however, the apartment option would yield only half the number of units as the hotel option (6 apartments per floor versus 13 hotel rooms per floor). Though the hotel rooms might not be the size of modern day hotel rooms, this is expected by the clientele that would frequent an historic 'boutique' property.

One additional hurdle that influenced the consultant team's recommendation is the lack of on-site parking. Hotel guests would be most likely to view valet parking as an amenity, whereas off-site parking may be less desirable for apartment dwelling tenants. Along with the hotel conversion, the consultant team would recommend restoring the traditional uses (restaurant / boutique shopping) to the lower levels of the building and the potential creation of a rooftop bar / restaurant to further activate the building.





THE TRANSFORMATION

CHEROKEE HOTEL

THE TRANSFORMATION

CHEROKEE HOTEL

Probable Cost Estimate

Boutique Hotel

	Cost	Cost/SF
Rehabilitation	\$4,812,368	\$166.66
Contingency (10%)	\$481,237	
Total	\$5,293,605	\$183.33

Probable Cost Estimate

Apartments

	Cost	Cost/SF
Rehabilitation	\$5,278,349	\$182.80
Contingency (10%)	\$527,835	
Total	\$5,806,183	\$201.08

Notes

- Estimate is an opinion of probable cost for this type of construction based on current market conditions. Pricing is subject to change due to many factors.
- No geotechnical or Phase 1 reports have been reviewed. Pricing subject to change depending on results.
- Not included: construction materials testing, grading/building permit fees, tap/impact fees, water meters, SWPPP, AE fees, hazardous materials removal, FF&E, typical soft cost associated with development.



CHEROKEE HOTEL SECOND FLOOR CONCEPT PLAN



CHEROKEE HOTEL TYPICAL HOTEL FLOOR



CHEROKEE HOTEL TYPICAL APARTMENT FLOOR



[CLICK HERE](#)
TO VIEW THE PROPOSED
MOORE BUILDING REDEVELOPMENT



Moore Building

Catalyst Project

The Moore Building was constructed in the 1920's and was formerly the Moore Pharmacy and also once served as the temporary location for the courthouse when the courthouse was being moved to a new location. Due to the building's character and prominent position at a corner intersection that serves as an entryway to the City, the consultant team suggests that the building being either be renovated or replaced with a new building.

Following discussions with the City and input gathered during the charrette process, the consultant team recommends renovating the structure to accommodate a business incubator space on the ground floor (or other similar office use) and four apartments on the second floor. The one story building element at the rear of the property could be demolished to accommodate eight (8) parking spaces to serve the building.

While the consultant team is aware that the building was deeded to the City with the intention of creating a parking lot for downtown, the number of spaces created with full demolition of the building is minimal and would harm the urban character of this corner.

As shown in the image to the right and on the following pages, the consultant team does support demolition of the building if plans were in place to create a building of a higher and better use, but do not feel that a surface parking lot is the correct, long-term solution for this prominent corner.





THE TRANSFORMATION

MOORE BUILDING

THE TRANSFORMATION

MOORE BUILDING

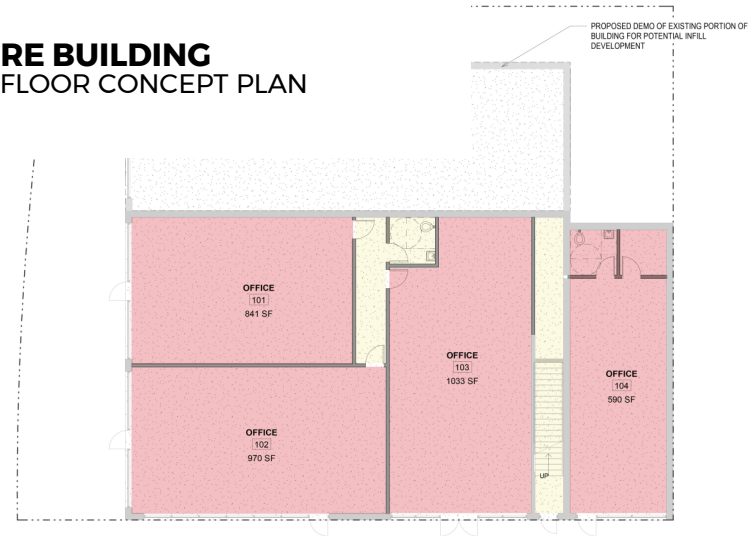
Probable Cost Estimate

	Cost	Cost/SF
Rehabilitation	\$1,446,985	\$181.90
Contingency (10%)	\$144,698	
Total	\$1,591,683	\$200.09

Notes

- Estimate is an opinion of probable cost for this type of construction based on current market conditions. Pricing is subject to change due to many factors.
- No geotechnical or Phase 1 reports have been reviewed. Pricing subject to change depending on results.
- Not included: construction materials testing, grading/building permit fees, tap/impact fees, water meters, SWPPP, AE fees, hazardous materials removal, FF&E, typical soft cost associated with development.

MOORE BUILDING FIRST FLOOR CONCEPT PLAN



MOORE BUILDING SECOND FLOOR CONCEPT PLAN

