



Cleveland East-West Connector Plan

Study Area Characteristics and Transportation Planning Analysis

February 2024

This page left intentionally blank.

TABLE OF CONTENTS

1) Introduction.....	4
Plan Purpose.....	5
RAISE and Railroad Crossing Elimination (RCE) Grant Successes.....	5
Study Area.....	6
Ongoing & Future Projects.....	9
Schedule.....	11
2) Current Trends.....	12
Current Population & Employment.....	12
Future Population & Employment.....	16
Historic Sites.....	19
Flood Plains.....	19
Current Land Use and Zoning.....	22
Destinations.....	25
3) Plan Review.....	28
Downtown Revitalization Initiative.....	28
Inman Street/US 64/SR 40 Corridor Traffic Analysis & Road Diet Study.....	28
Blythe Oldfield Neighborhood Master Plan.....	29
Cleveland Urban Area MPO Documents.....	29
4) Transportation Conditions.....	31
Primary East-West Roadways.....	33
Safety.....	34
Railroad Crossings.....	37
Traffic Trends.....	39
Future.....	42
Transit.....	44
Multimodal Facilities.....	46
October 2023 Site Visit.....	48
5) Conclusion and Next Steps.....	51
Identified Needs.....	51
Next Steps.....	51

FIGURES

Figure 1. Cleveland East-West Connector Plan Study Area	8
Figure 2. Cleveland East-West Connector Plan Project Schedule.....	11
Figure 3. 2021 Population Density.....	14
Figure 4. 2021 Employment Density.....	15
Figure 5. 2045 Population Density	17
Figure 6. Historic Sites	20
Figure 7. Flood Prone Areas	21
Figure 8. Downtown Cleveland Current Land Use	23
Figure 9. Downtown Cleveland Zoning.....	24
Figure 10. Study Area Destinations.....	28
Figure 11. Functional Classification of Primary Roadways.....	32
Figure 12. Crashes per Year (Study Area).....	35
Figure 13. Crashes Severity (Study Area).....	35
Figure 14. Manner of Collision (Study Area).....	35
Figure 15. Crashes (2018-2022)	36
Figure 16. Railroad Crossings.....	38
Figure 17. 2022 Average Annual Average Traffic (AADT)	40
Figure 18. 2018-2022 East-West AADT.....	41
Figure 19. 2018-2022 North-South AADT	41
Figure 20. 2045 Projected AADT	43
Figure 21. Current Cleveland Urban Area Transit System (CUATS) Transit Network.....	45
Figure 22. Multimodal Facilities	47

TABLES

Table 1. Planned and Programmed Projects.....	9
Table 2. 2021 Population Density.....	12
Table 3. 2021 Employment Density.....	13
Table 4 2045 Population and Employment Density	16
Table 5. Zoning District Definitions.....	25
Table 6. Primary Roadways in Downtown Study Area	31
Table 7. Inman Street/US 64/SR 40/US 64/SR 40 Historical Traffic	33
Table 8. 3rd Street/US 64/SR 40 Historical Traffic.....	33
Table 9. Study Area Crash Summary.....	34
Table 10. 3rd Street/US 64/SR 40 Historical Traffic	37

1) INTRODUCTION

Cleveland, Tennessee is a historic City with a rich heritage that dates to its establishment in 1836. As the county seat of Bradley County, it holds a prominent position in the region and is known for its blend of tradition and progress. With an estimated municipal population of 48,544 and an urbanized area population of 72,870, Cleveland stands as the sixteenth largest city in the state of Tennessee.¹

In 2019, the City of Cleveland completed its *Downtown Revitalization Initiative*, which created a vision to revitalize and enhance its downtown as a more livable, vibrant, memorable, and welcoming destination for residents and visitors. Specifically, the initiative heard residents call for a connection over the downtown railroad as a way for pedestrians to better link the City center with adjacent neighborhoods that have long been divided by up to 15 trains per day.

The 2019 initiative paved the way for this *Cleveland East-West Connector Plan*, which is a result of a successful RAISE Planning Grant awarded through the Federal Highway Administration (FHWA). The *East-West Connector Plan* will evaluate transportation needs, including a new east-west vehicular fly-over bridge in the downtown area of the City. By identifying potential locations for the fly-over bridge as well as other transportation improvements, both pedestrians and vehicles will bypass an existing at-grade railroad crossing and reconnect historic neighborhoods in downtown Cleveland.



Existing Grade-Separated Railroad Crossing at Inman Street/US 64/SR 40

¹ 2022 American Community Survey (ACS) estimates

Plan Purpose

In 2021, the City of Cleveland applied for and was awarded a RAISE Planning Grant through FHWA to build upon the 2019 *Downtown Revitalization Initiative*. This effort was spurred by the community's vision to provide an east-west connection over the railroad owned and operated by Norfolk-Southern (NS) that runs through the heart of downtown. With an at-grade crossing on 3rd Street that creates delays for vehicles including first responders, and a low-clearance grade-separated railroad bridge on Inman Street/US 64/SR 40 that experiences frequent bridge strikes, there was a clear need to plan for alternative vehicular and pedestrian movements.

The *Cleveland East-West Connector Plan* seeks to evaluate transportation needs, project impacts, and project costs and benefits for a new roadway, and include recommendations for new roadway alignments and potential cross sections within downtown. Additionally, the Plan will provide preliminary plans to subsequently feed into preliminary engineering (PE) and final design for the elimination of the existing at-grade railroad crossing, including the identification of any high-level right-of-way (ROW) needs for connecting the proposed section.

This Plan aims to achieve five outcomes for the City of Cleveland:

- Address railroad crossings
- Improve connectivity for underserved neighborhoods
- Improve pedestrian amenities
- Preserve and enhance connections with major routes for people and freight
- Optimize opportunities for brownfield redevelopment, environmental justice, and system preservation.

RAISE and Railroad Crossing Elimination (RCE) Grant Successes

The City of Cleveland has successfully applied for and been awarded two highly competitive federal grants - a Railroad Crossing Elimination Grant (RCE) through the Federal Railroad Administration (FRA) and a RAISE Planning Grant FHWA. Both grants require proper coordination with various local, state, federal, and railroad partners to ensure successful implementation efforts and an outcome that will have a lasting positive impact on the City.

Rebuilding American Infrastructure with Sustainability and Equity, better known as RAISE, is a grant that allows cities to invest in road, rail, transit, and other infrastructure projects that work to achieve national USDOT objectives.² While the RAISE grant typically funds larger infrastructure projects, 2021 was the first year in which funds were also reserved for the planning of large infrastructure projects. In 2021, the City of Cleveland applied for and received funding to study the impacts associated with eliminating an at-grade railroad crossing, identify potential roadway cross-sections for a fly-over bridge, and identify intersection and multimodal amenity needs.

Following application to the RAISE program, in 2022 the City submitted an additional application for a Railroad Crossing Elimination (RCE) Grant through FRA. The RCE Grant program allows for funding of highway-rail or pathway-rail crossing improvement projects that focus on improving safety and improved mobility of people and freight.³ The City imagined if these two grants were funded, the RAISE Planning Grant would serve as the necessary guide for exploring the fly-over bridge and all associated impacts, while the RCE Grant would provide a significant portion of the financial investment needed to complete the project.

The RCE Grant application called for a new flyover bridge to replace an existing at-grade crossing on 3rd Street, between Linden Avenue and Church Street in the downtown area. By establishing the fly-over bridge, the City would provide a needed alternative to the Inman Street/US 64/SR 40 low-clearance railroad bridge for both pedestrians and vehicles. These applications are a significant win for the City of Cleveland, the region, and the State of Tennessee.

² USDOT | www.transportation.gov/RAISEgrants/about

³ FRA | Railroad Crossing Elimination Grant Program | [FRA \(dot.gov\)](http://FRA.dot.gov)



Inman Street/US 64/SR 40 at Keith Street SW/US 11/SR 2

Study Area

The focus of this *East-West Connector Plan* centers on improving east-west connectivity through downtown Cleveland with a focus on 3rd St/US 11/US 64/SR 40 and Inman Street/US 64/SR 40⁴ in downtown Cleveland. The study area extends from Wildwood Avenue/SR 74 and Dooley Street SE to the east, Keith Street/US 11/SR 2 to the west, Inman Street/US 64/SR 40 to the north, and 3rd St/US 11/US 64/SR 40 to the south. The community around the *East-West Connector Plan* study area lies within an Area of Persistent Poverty (APP) as defined by the federal government, and consequently requires a sensitive approach that includes multiple levels of public feedback and input from the residents of Cleveland. Within the study area, there is a mix of commercial enterprises, residential neighborhoods, and potential recreational spaces. According to Cleveland's *Downtown Property Inventory*, 80% of all properties in downtown are occupied, with the remaining 20% for sale or lease.

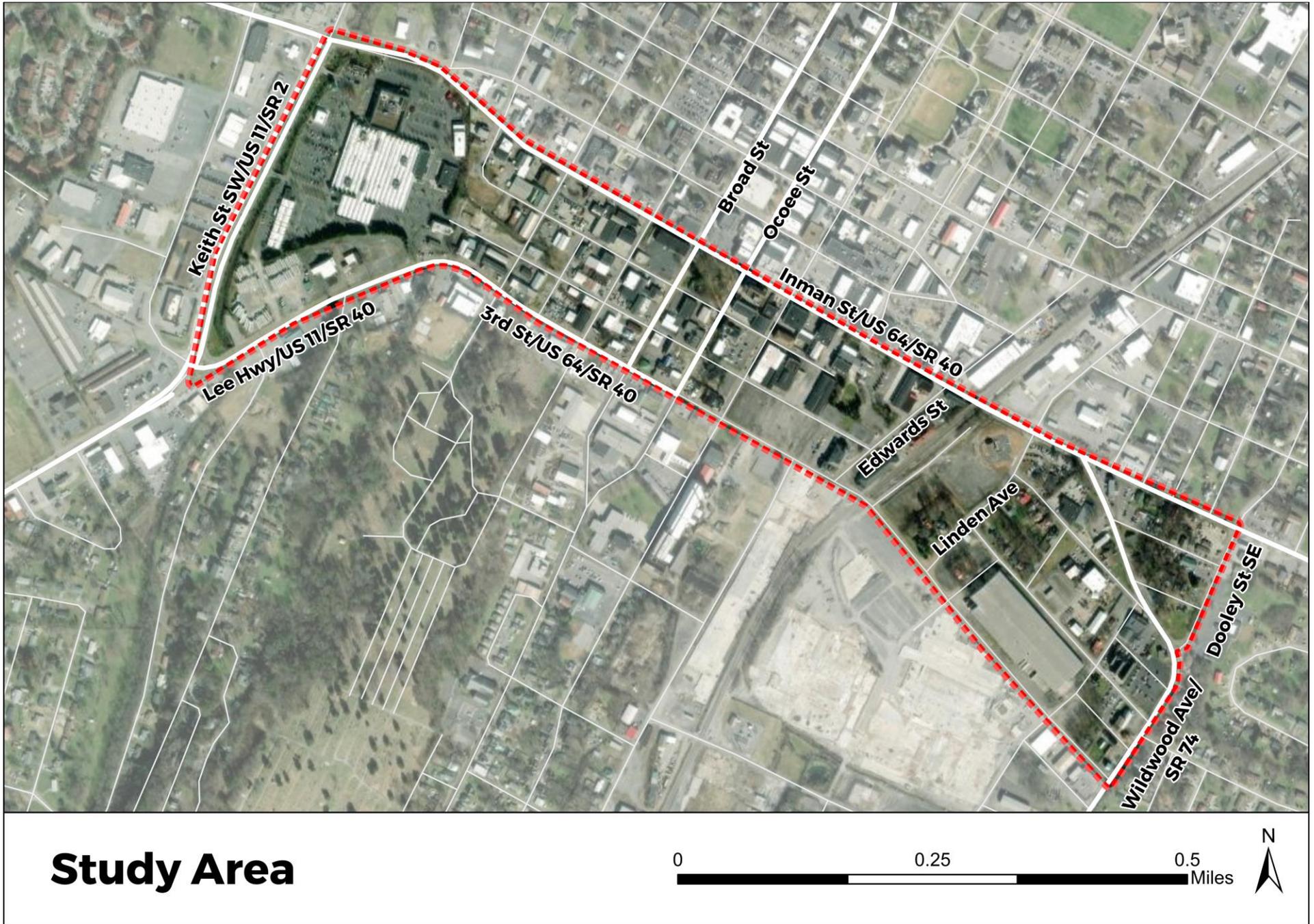
Adjacent to the bound, defined study area lies the College Hill and Blythe-Oldfield neighborhoods, which are physically disconnected from the downtown area due to the existing railroad tracks. These neighborhoods have a

⁴ The segment of Inman Street from Keith Street/US 11/SR 2 to Broad Street is not a designated US route nor state route.

greater concentration of low-income and minority population concentration, commercial disinvestment, etc. Therefore, the Plan will address racial inequity and barriers to opportunity in the underserved College Hill and Blythe-Oldfield neighborhoods by improving their access to opportunities in the rest of downtown and by supporting economic development within them.

This memo includes an evaluation of the study area and the characteristics that encompass it and will provide the planning analysis required to identify feasible and desirable solutions to improve east-west connections within downtown. For visual reference and planning purposes, Figure 1 provides a clear depiction of the study area's boundaries.

Figure 1. Cleveland East-West Connector Plan Study Area



Ongoing & Future Projects

Transportation projects in the study area come from a variety of sources and project sponsors, including the City of Cleveland, Cleveland Urban Area Metropolitan Planning Organization's (MPO) TIP, and the Tennessee Department of Transportation (TDOT). All current and future planned projects within the study area are listed in the table below.

Table 1. Planned and Programmed Projects

Project	Project #	Source	Sponsor Agency	Description
Inman St./SR 40 Improvements	131373.00	TIP/TDOT iTRIP	TDOT	Safety Improvements with electronic over height warning system. Inman St from near Parker Street Northeast to near SR-74 (Wildwood Avenue).
Inman St./SR 40 Resurfacing	130480.00	TDOT iTRIP	TDOT	Resurfacing from SR-2 to near McKamy Street.
Wildwood Ave/SR 74 Resurfacing	130483.00	TDOT iTRIP	TDOT	Resurfacing from SR-311 to SR-40.
N Ocoee St/SR 74 Resurfacing	131319.00	TDOT iTRIP	TDOT	Resurfacing from north on Inman Street/US 64/SR 40 to north of SR 60.
Dooley St Sidewalks	123116.01	TIP/TDOT iTRIP	Cleveland	Construction and re-construction of sidewalks on Dooley Street from near Wildwood Avenue to Inman Street/US 64/SR 40.
Keith St/SR 2 Greenway Phase VI	128170.00	TIP/ TDOT iTRIP	Cleveland	Greenway Phase VI extension - construct greenway parallel to Keith St/SR 2 from Inman St to south of Willow St.
Various Curb Ramp Upgrades	133441.06	TDOT	Cleveland	Curb ramp upgrades along Inman St/US 64/SR 40 at eastern edge of study area and S Ocoee St north of study area.
Downtown Commute Hub	25584.00	TIP/ TDOT iTRIP	Cleveland/CUATS	Cleveland Chattanooga Commute Hub - Park-and-Ride lot at southeast corner of 3 rd St/US 11/SR 40 and Church St.
Inman St. SR 40 Improvements	RTP ID #130	RTP 2045 Horizon	Cleveland	Safety improvements to reduce speed; streetscape improvements to add sidewalks and bicycle facilities. From Keith St to East St.
S. Ocoee St/SR 40 Alternative Connector	RTP ID #134	RTP 2045 Horizon	Cleveland	Alternative Connector, 6 th St to 3 rd St safety improvements; reconstruct to add streetscape improvements including sidewalks and street trees.
Parker St. Improvements	RTP ID #131	RTP 2045 Horizon	Cleveland	Inman Street/US 64/SR 40 to east of 2 nd St. Multimodal streetscape improvements to add street trees, connect sidewalks, and improve crossings.
Midtown Connector/Keith St/Lee Hwy	RTP ID #100	RTP 2045 Horizon	Cleveland	Keith St. to Lee Hwy. to Wildwood Ave. to improve connection between state routes and may include grade separation and pedestrian improvements.
Church St Improvements	RTP ID #132	RTP 2045 Horizon	Cleveland	6 th St. to Central Ave. Reproportion pavement for traffic parking and bicycles. Improve sidewalks and crossing locations.
3rd St/US 11 Improvements	RTP ID #145	RTP 2045 Horizon	Cleveland	Keith St. to Ocoee St. Safety Improvements to reduce vehicle speed; add center turn lane and sidewalks.
Pavement Rehabilitation	N/A	RTP 2030 & 2045 Horizon	Cleveland	Various sidewalk rehabilitation projects within the study area.

A road diet is planned along Inman Street/US 64/SR 40 as a result of an upcoming resurfacing project (PIN 130480.00) that runs under the grade-separated railroad crossing in downtown Cleveland (see Table 1). A road diet, in the case of Inman Street/US 64/SR 40, is a reduction of a four-lane roadway to to a three-lane facility (one lane in each direction with a turn lane/median and dedicated eastbound and westbound left turn lanes at the specific, applicable intersections), in order to better accommodate multimodal improvements without greatly altering the vehicular throughput on the highway.

In 2018, TDOT created an Instructional Bulletin (IB) on the requirements needed if a city wishes to reconfigure a state-owned roadway. As the average daily traffic count on Inman Street/US 64/SR 40 was over the threshold as stated in the IB, Cleveland was required to conduct a traffic analysis of the roadway to determine if any change in the level-of-service should occur if the roadway was to be altered. After the analysis and in consultation with TDOT, it was determined that a minimal delay on Inman Street/US 64/SR 40 would not greatly affect vehicular throughput. As a result, Inman Street/US 64/SR 40 will be reconfigured from a four-lane section to a two-lane section with pedestrian amenities in and around the railroad underpass. This project is expected to be constructed in early 2024.



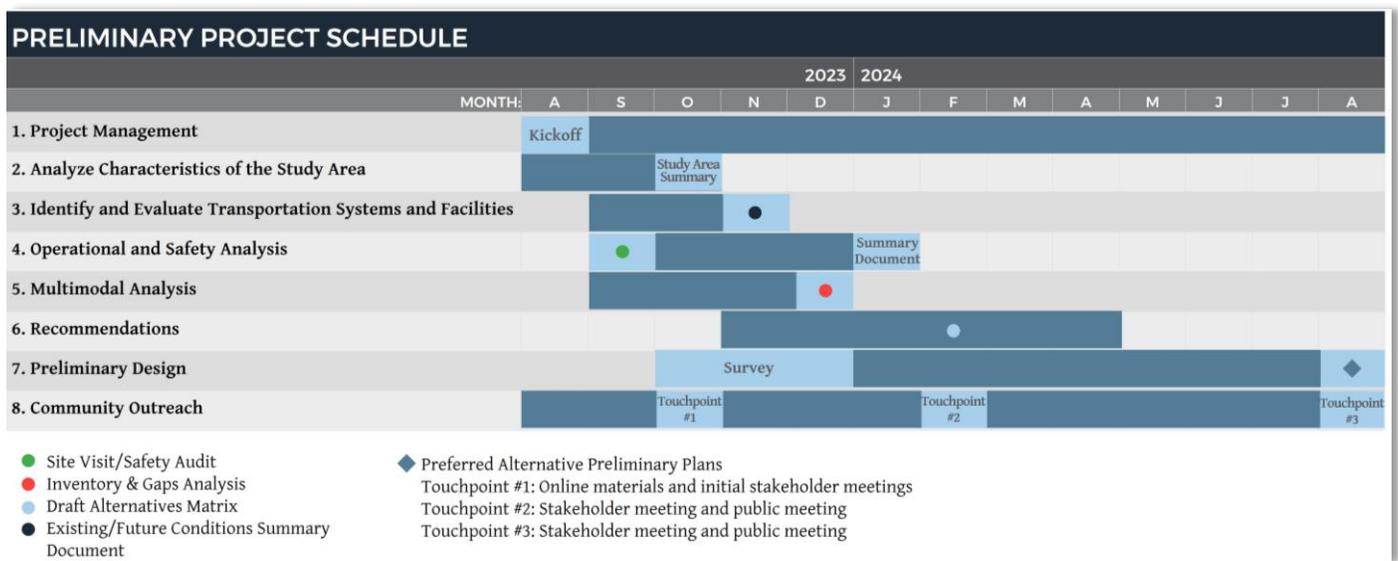
Inman St/US 64/SR 40 at Edwards St SE

Schedule

The *East-West Connector Plan* kicked-off in August 2023 with a contract end date of August 2024. The project is divided largely into two critical phases, planning and pre-engineering. Planning and public participation will continue throughout the length of the plan while preliminary plans of the desired fly-over bridge roadway alignment will be coordinated at various stages throughout the study. Survey of the study area began in early November 2023 and will continue through December 2023. Once survey is completed, planning efforts will continue into early spring 2024 after public meetings and feedback from the City, state, and federal partners are received.

Once the *East-West Connector Plan* has been finalized, the results of this planning process will feed directly into the RCE Grant and preliminary engineering and resulting construction phases can occur. While the RAISE Grant and the RCE Grant are separate efforts with differing objectives, every effort will be made for a smooth transition by ensuring proper coordination and communication.

Figure 2. Cleveland East-West Connector Plan Project Schedule



2) CURRENT TRENDS

Downtown Cleveland serves as the historic center of the city, characterized by its role as a central business and commercial district. While its predominant purpose is commerce, the study area also encompasses residential accommodations.

Current Population & Employment

A thorough understanding of the current population and employment dynamics in the study area is instrumental in understanding how the study area functions and interacts as part of the City as a whole and in formulating transportation and infrastructure recommendations that can stimulate economic growth and encourage redevelopment.

Population and employment within the study area was assessed by consolidating publicly accessible data at the Census block or block group level. Population data was obtained from the Census Bureau's American Community Survey (ACS), specifically the five-year estimates for the period 2017-2021. The project team identified and utilized a total of five block groups to analyze and present population and employment trends.

- Census Tract 104, Block Group 2
- Census Tract 105, Block Group 2
- Census Tract 107, Block Group 1, 2
- Census Tract 108, Block Group 1



3rd St/US 11/SR 40 near Broad St NW/SR 40

Table 2 displays current population data for block groups within or overlapping the study area in comparison to the City and county. Population density within the study area is significantly greater than that of Cleveland, Tennessee, and Bradley County as a whole.

Table 2. 2021 Population Density

2021	Acres	Population	Population Density (People per Acre)	Median Age
Study Area	2,022	7,816	3.8	34
Cleveland, TN	19,760	47,356	2.3	34
Bradley County, TN	211,840	109,769	0.5	40

2021 employment data was extracted from the LEHD (Origin-Destination Employment Statistics - LODES), a Census Bureau program that allows for detailed analysis of employment patterns at the Census block level. Table 3 presents

data from LEHD LODES, offering a finer granularity compared to more commonly utilized county or metropolitan-level resources.

Table 3. 2021 Employment Density

2021	Acres	Employment	Employment Density (Jobs per Acre)
Study Area	2,022	1,263	0.6
Cleveland, TN	19,760	22,171	1.1
Bradley County, TN	211,840	50,347	0.2

In 2021, the study area was home to 1,263 jobs, yielding an employment density of 0.6 jobs per acre. Jobs are concentrated at the western edge of the study area, at the Village Green shopping center. Study area employment density is approximately half that of the city, and approximately triple the employment density of Bradley County.

Figure 3. 2021 Population Density

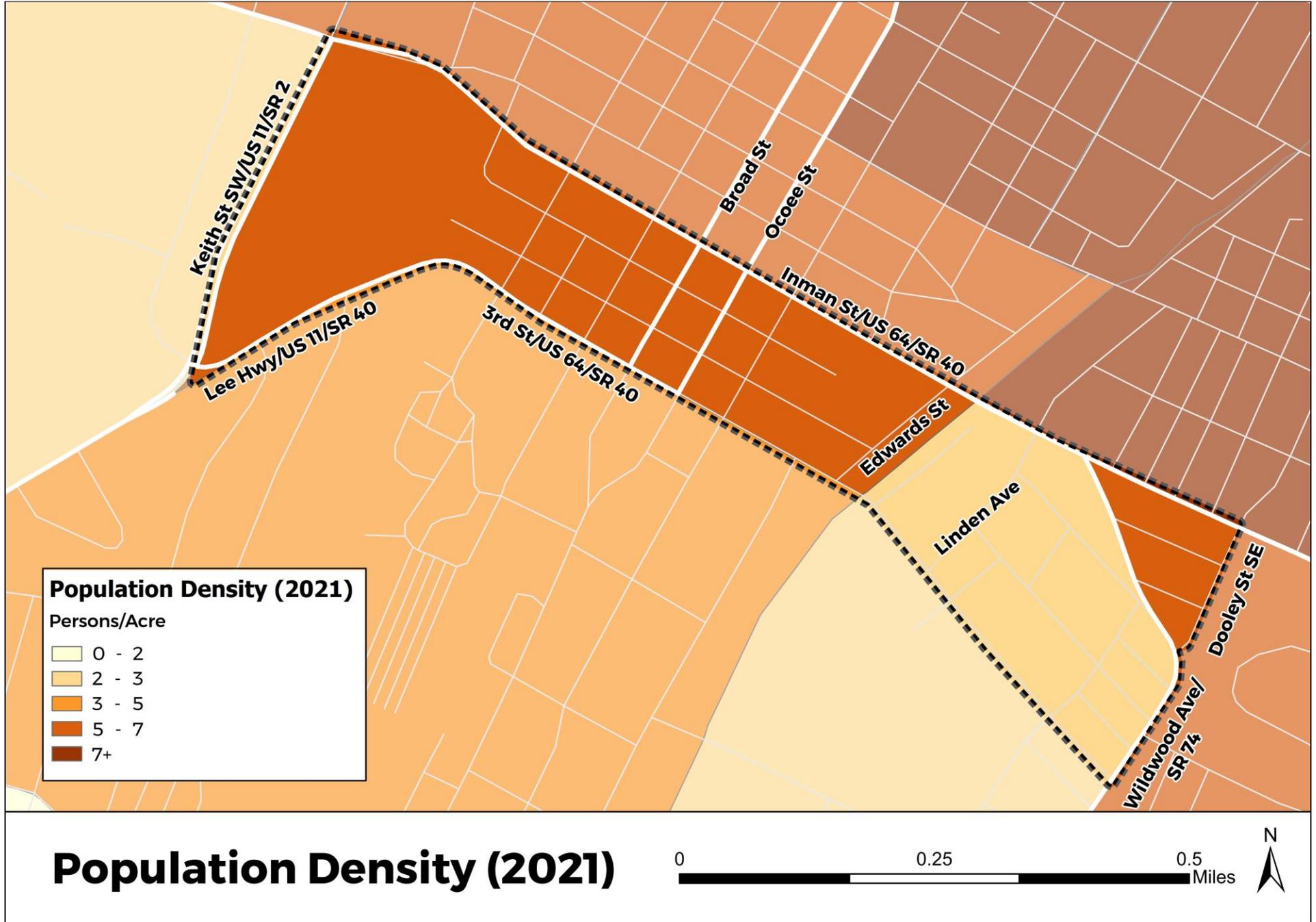
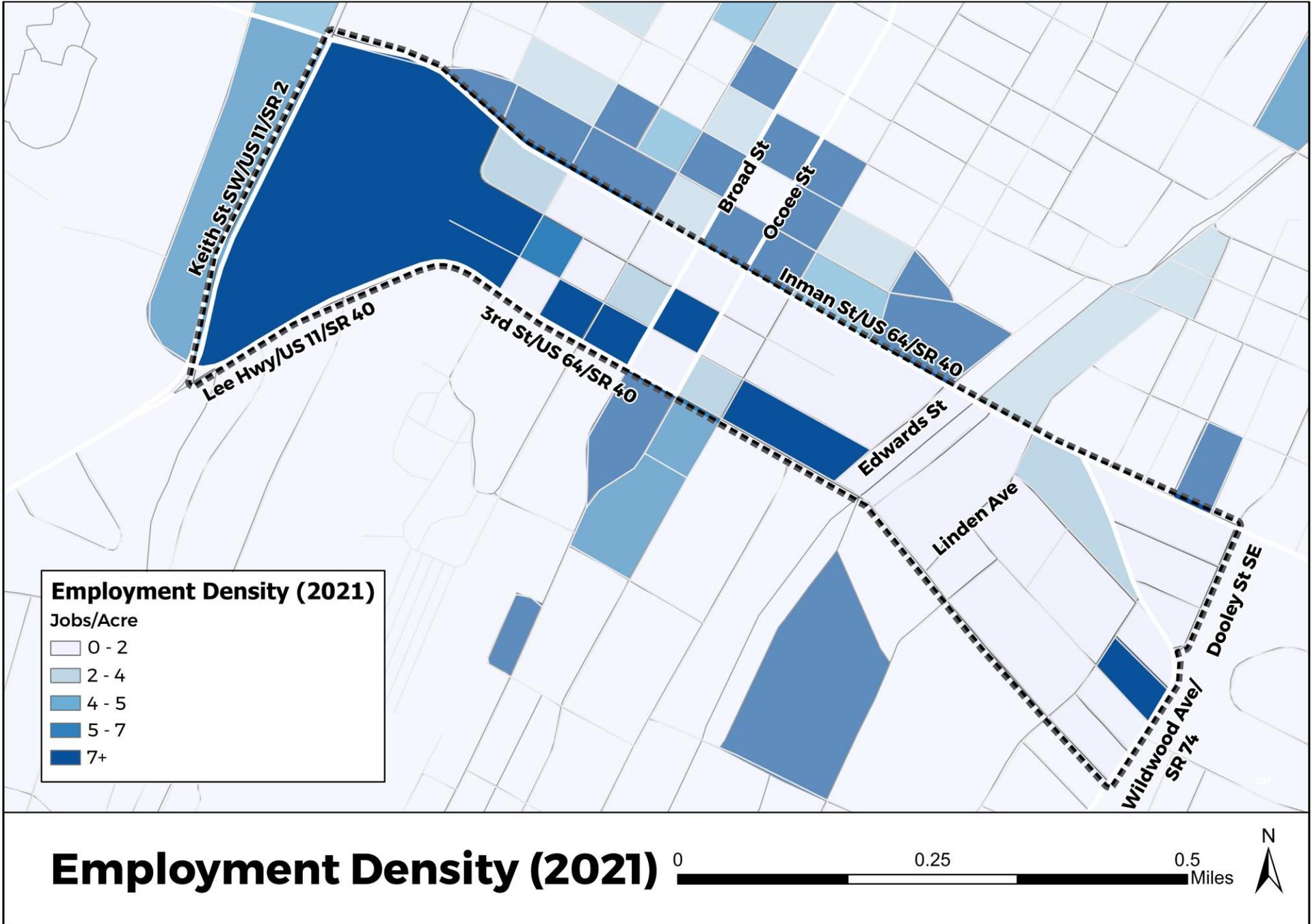


Figure 4. 2021 Employment Density



Future Population & Employment

Anticipated shifts in population and employment patterns highlight key areas requiring expanded infrastructure capacity, particularly in ensuring accessible and reliable transportation options. The data presented is sourced from the Cleveland Urban Area MPO travel demand model (TDM), which includes forecasts for population and employment up to a 2045 horizon year. These projections are grounded in historical trends and local plans, offering insights into areas poised for growth.

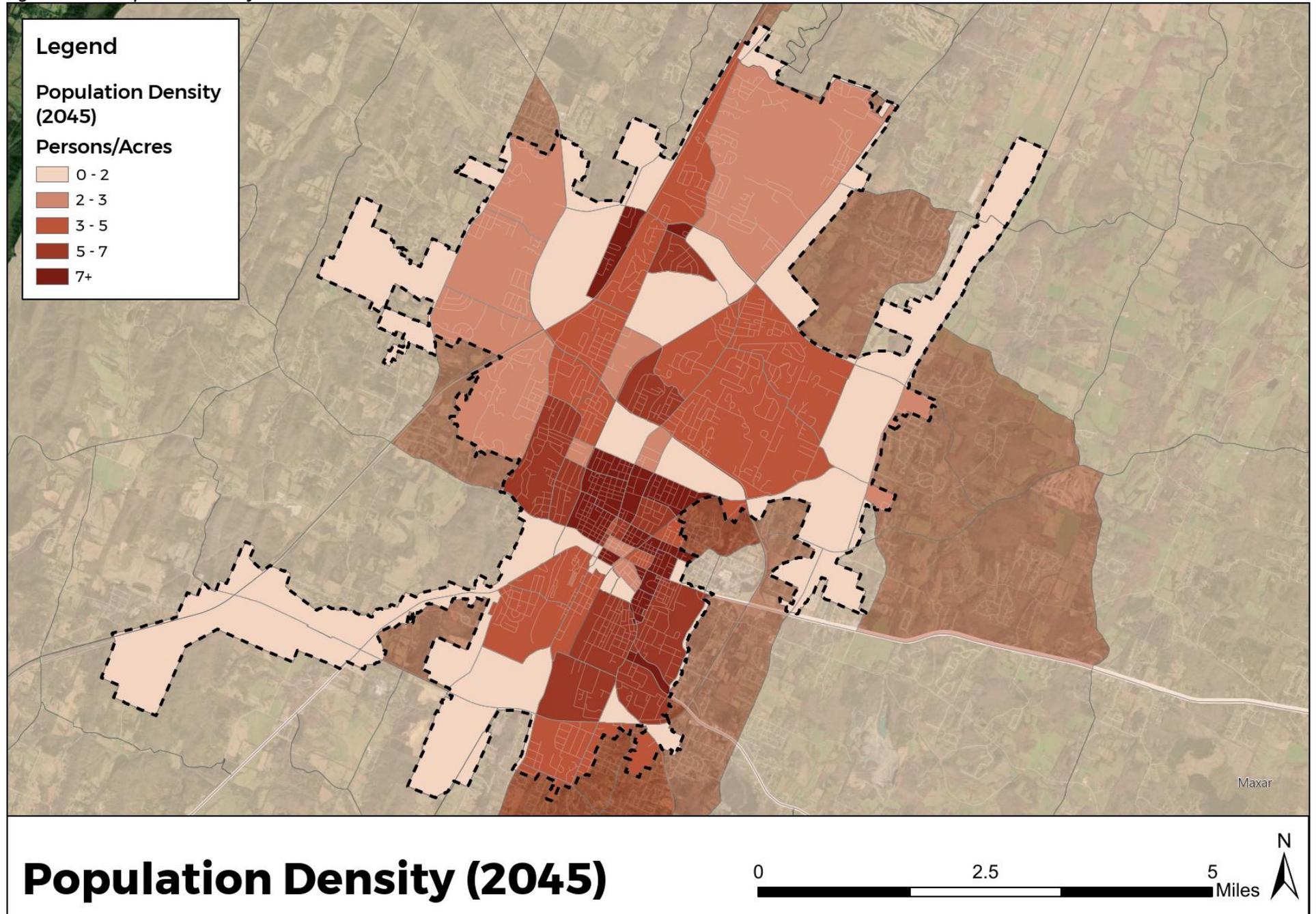
To examine future population and employment trends, this memo uses TDM Traffic Analysis Zones (TAZs), which house future population and employment forecasts in the MPO planning area through 2045. It's important to note that the TAZ boundaries differ from Census block groups boundaries used in an analysis of existing population and employment patterns. As a result, this section summarizes future city-wide population and employment forecasts.

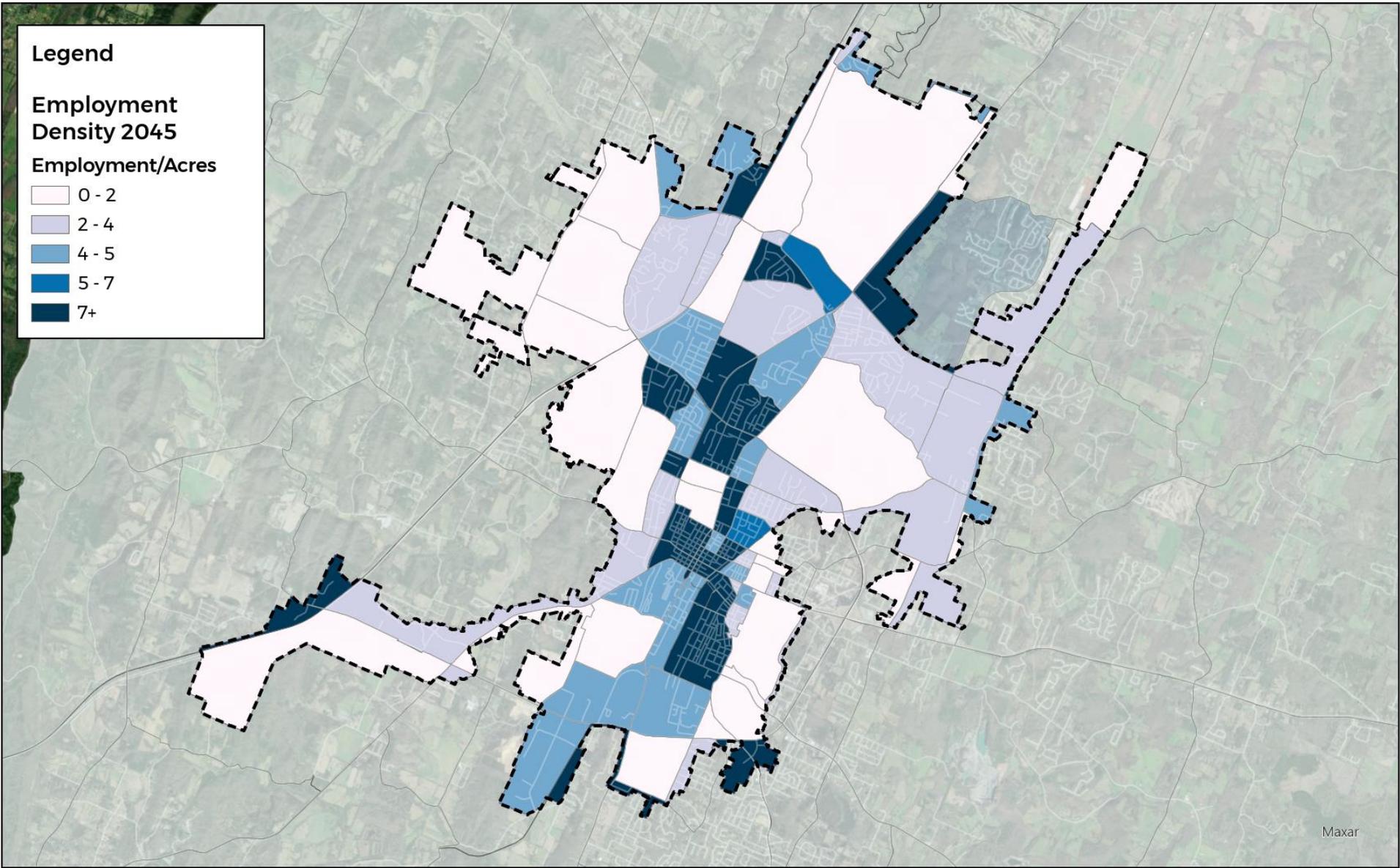
Table 4 2045 Population and Employment Density

Variable	Acres	Population	Population Density (People/Acre)	Employment	Employment Density (Jobs/Acres)
City Totals	19,760	86,712	4.3	70,959	3.5

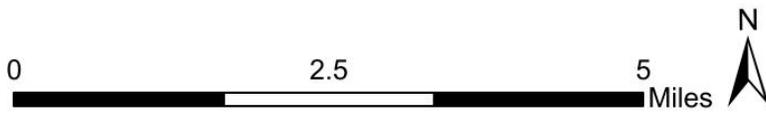
Table 4 provides a snapshot of the anticipated substantial growth in both population and employment for the City by the year 2045. The data suggests an increase in population from around 47,000 to over 86,000 residents, reflecting a percentage growth of approximately 83%. Over the same period, employment is expected to experience a significant upswing, rising from approximately 22,000 to over 70,000 jobs across the city, indicating a percentage growth of approximately 218%.

Figure 5. 2045 Population Density





Employment Density (2045)



Historic Sites

Cleveland is home to a large downtown historic district with 20 sites listed on the National Register of Historic Places. While no nationally listed sites lie directly in the study area of the *East-West Connector Plan*, The W.J. Huges Business House is located just north of Inman Street/US 64/SR 40 on Ocoee Street. The W.J. Huges Business House dates to the 1840's, soon after the founding of the City of Cleveland in 1838. While most historic sites appear north of the study area, the Tennessee Historic Commission has identified eight additional protected historical sites within the study area. With two sites centered around Ocoee Street, the remaining six historic sites can be found in the southeastern portion of the study area near Wildwood Avenue and 4th Street in the historic Blythe-Oldfield neighborhood. These are:

- First United Methodist Church | 155 Ocoee St.
- Cherokee Hotel | 44 E Inman St.
- Rush House | 253 Wildwood Ave.
- Kersey House | 550 4th St.
- Bryson House | 570 4th St.
- Samples House | 580 4th St.
- McCamish House | 340 Wildwood Ave.
- Raines House | 260 Wildwood Ave.
- W.J. Hughes Business House | 3202 Ocoee St. (outside of study area)



Keith Street SW/US 11/SR 2 at Inman St/US 64/SR 40

Flood Plains

Flooding stands as a primary concern when assessing the potential risks associated with development, notably constraining opportunities for future growth. The Federal Emergency Management Agency (FEMA) is responsible for producing maps that delineate areas susceptible to flooding risks, encompassing 500-year and 100-year floodplains, along with floodways. The floodplain within the study area is primarily located along the west and northwestern portion of the area, extending along Keith Street and Inman Street/US 64/SR 40, and continuing south to 3rd Street.

Figure 6. Historic Sites

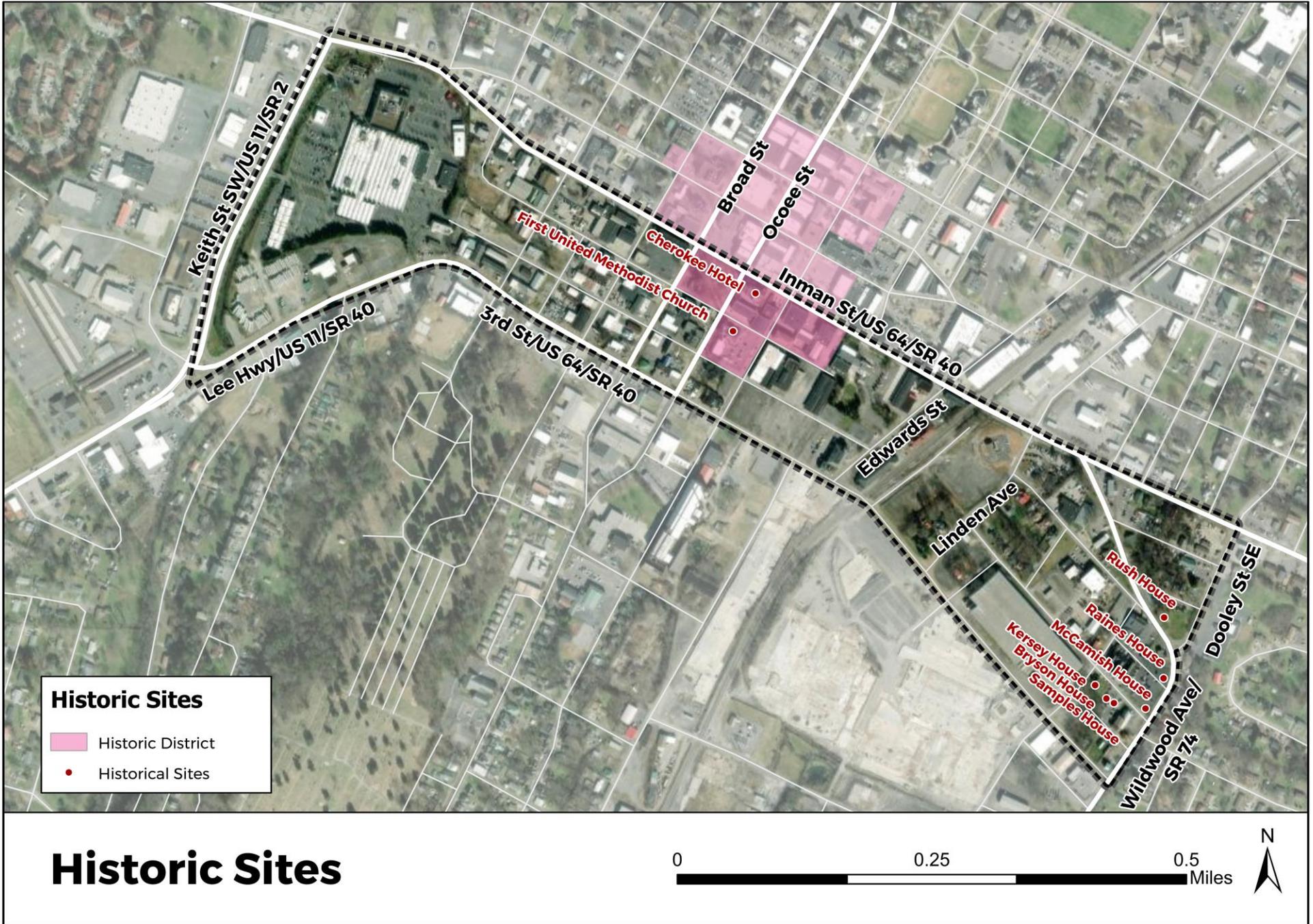
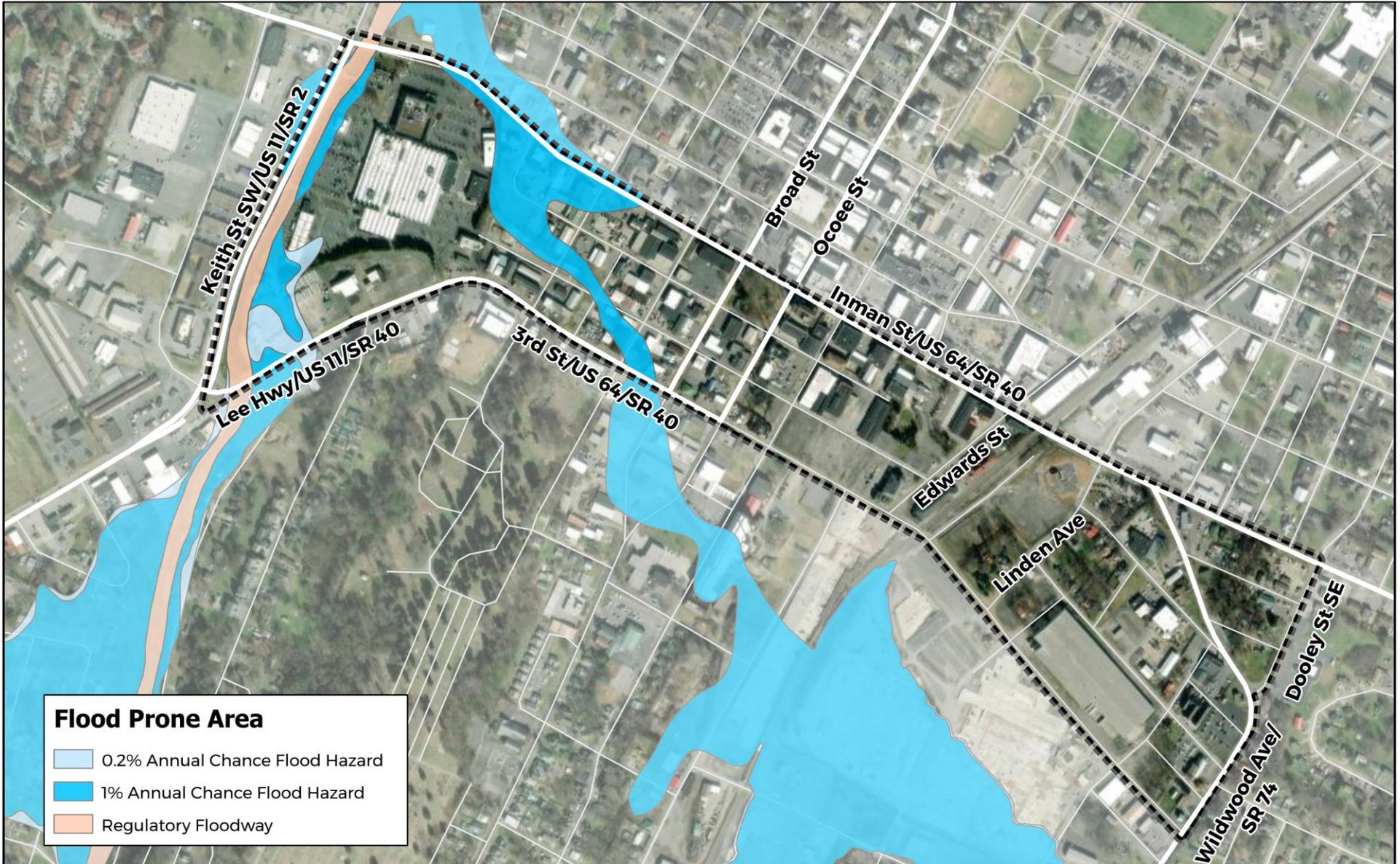


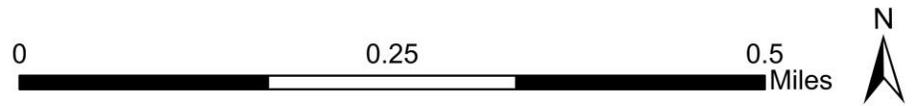
Figure 7. Flood Prone Areas



Flood Prone Area

- 0.2% Annual Chance Flood Hazard
- 1% Annual Chance Flood Hazard
- Regulatory Floodway

Flood Prone Area



Current Land Use and Zoning

Land Use

Land use data is a key resource for assessing and understanding property utilization within a defined geographic area. It offers insights into the historical trajectory of growth and development within a community, helping communities to make informed decisions that are aligned with evolving needs and long-term objectives.

Figure 8 illustrates the land use profile of the study area and its immediate vicinity, showcasing a diverse array of land uses. Inman Street/US 64/SR 40, the focal point of the analysis, accommodates a variety of properties, encompassing office spaces, general commercial establishments, single and multi-family residential areas, light industrial facilities, as well as various public and semi-public properties. Additionally, it is noteworthy that there is one vacant parcel also observed and is situated on 1st Street SE.

In the wider vicinity, the predominant land uses are heavy commercial and industrial, occasionally interspersed with mixed-use properties. Notably, light industrial and residential land uses are primarily concentrated at the periphery of 3rd Street.

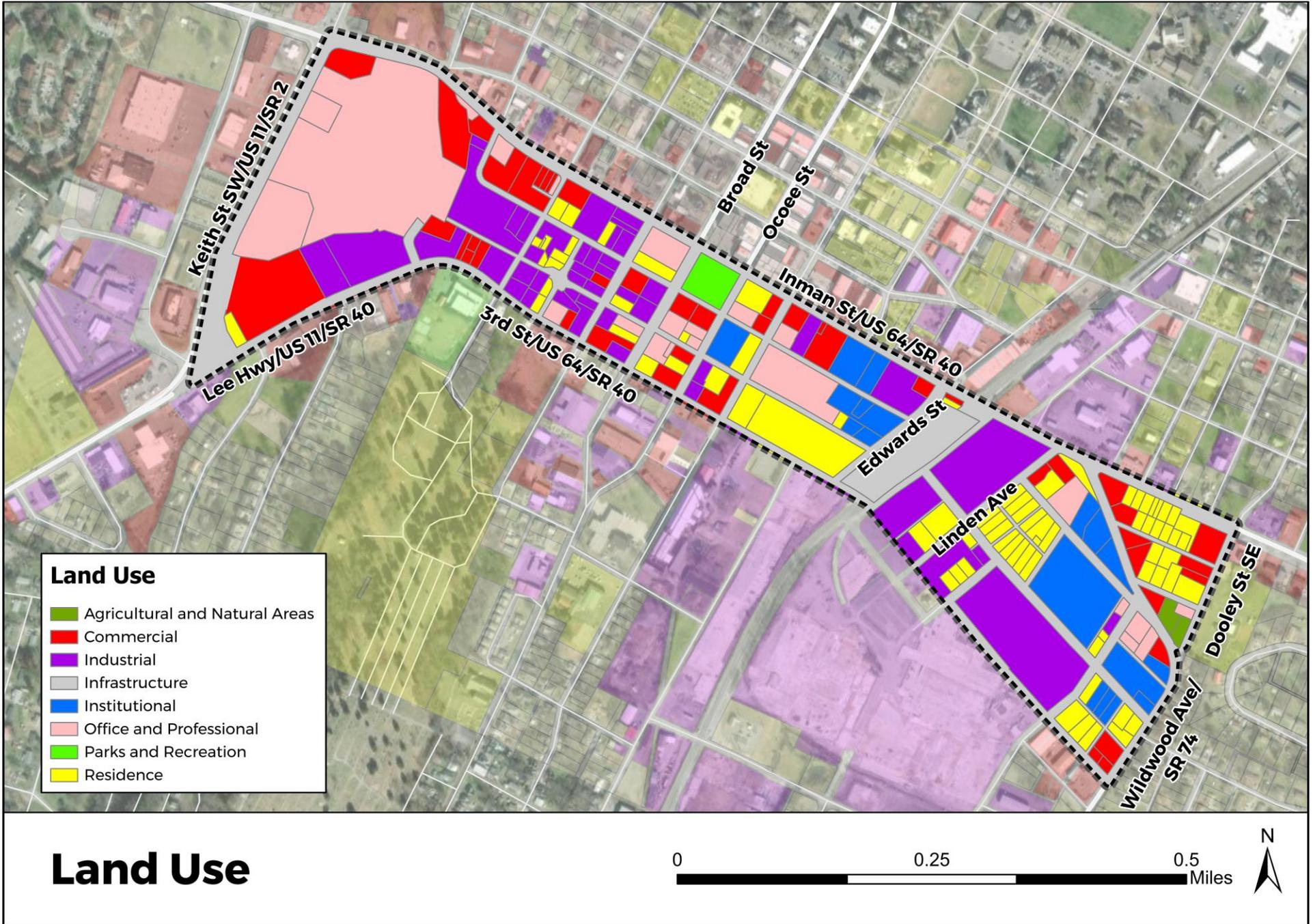
Zoning

Local municipalities exert control over land use patterns through the implementation of zoning ordinances, commonly known as zoning codes. These ordinances serve as legally binding documents that define the prescribed land use parameters for specific geographic regions. Within a municipality, distinct zones are designated to accommodate various land use types and development intensities. These zones may exclusively permit industrial activities, residential accommodations, or a combination of diverse land uses such as residential and commercial together. Municipalities have the authority to enact local legislation to amend their zoning ordinances, thereby facilitating specific categories of development. For example, a city aiming to encourage heightened commercial growth might modify its zoning ordinance to permit increased commercial densities in designated areas. Similarly, a city may choose to authorize residential uses in a zone initially designated solely for commercial purposes.

The City of Cleveland's Zoning Ordinance establishes zoning districts throughout the City. Its fundamental purpose is to advance the welfare of the City by prioritizing considerations related to public health, safety, convenience, and general welfare. The ordinance includes residential, commercial, and industrial zones, as well as site development standards including requirements related to building heights, landscaping, access, and parking. The City also convenes a Historic Preservation Commission, with a historic preservation zoning district located within the study area and shown in Figure 6.

Figure 9 shows the designated zoning districts that exist within and surrounding the study area.

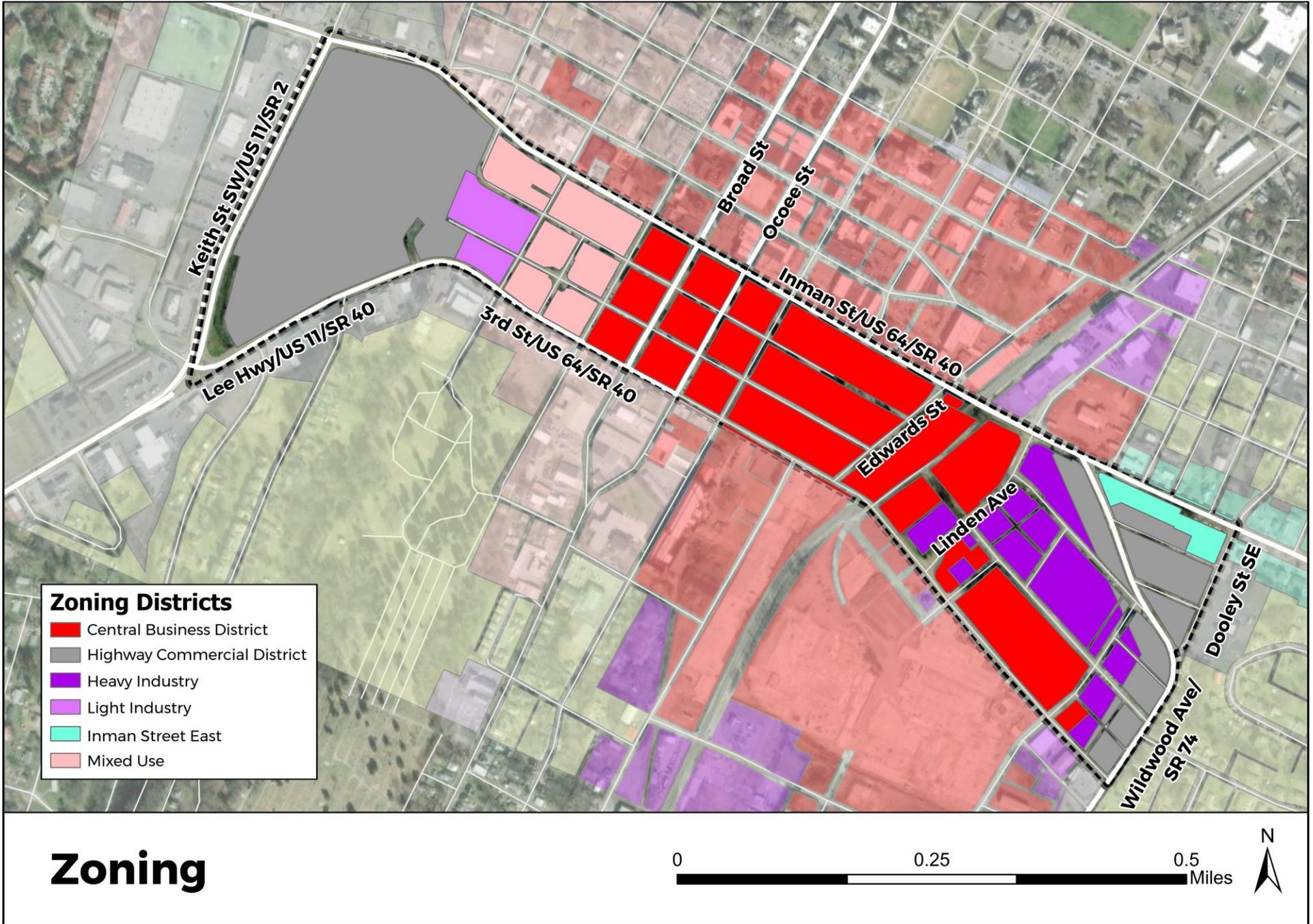
Figure 8. Downtown Cleveland Current Land Use



Land Use



Figure 9. Downtown Cleveland Zoning



General characteristics of the zoning districts within the study area are outlined below.⁵

Table 5. Zoning District Definitions

Zoning District		Uses Allowed	Conditional Uses	Prohibited Uses	Parking Requirements
CBD	Central Business District	Promote urban development with multi-story buildings built close to sidewalk. Higher density development that supports transit and multimodal transportation is encouraged. Multifamily and residential allowed	Automobile sales	None listed	Off-street parking shall not be permitted between the building and the primary street. Parking shall be located to the rear of the building.
CH	Highway Commercial District	All uses in the General Commercial (CG) District. Vehicle sales, gasoline sales, restaurants, etc.	Region-serving commercial and office parks, mini warehouses, outdoor arenas, car wash, nightclubs, animal kennels, etc.	None listed	None listed
IH	Heavy Industry District	Existing or replacement of single/multifamily developments, manufacturing businesses, maintenance facilities, recycling centers, mini warehouses, vehicular sales, etc.	Junkyards and salvage yards, Cryptocurrency Mining	New residential uses, temporary uses	None listed
IL	Light Industry District	Existing or replacement of single/multifamily developments. Churches, wholesale businesses, light manufacturing, emergency services, etc.	Outdoor arenas, car wash, vehicle sales, oil change facilities	New residential uses	None listed
ISE	Inman Street East District	Mix of uses including retail, professional facilities without imposing undesirable impacts upon existing residential area.	None listed	Billboards, off-premises signs, veterinary offices, residential uses, outdoor sales	Development should demonstrate there is adequate parking for proposed use. Parking encouraged at rear or side of structure.
MU	Mixed Use District	Many available uses by right	All uses by right in the Highway Commercial and Light Industrial Districts	None listed	None listed

Destinations

The study area encompasses several destinations distributed throughout. Destinations include the Museum Center at Five Points, the Social Security Administration, the Cleveland/Bradley County Chamber of Commerce, and Erlanger Primary Care, to name a few. These entities serve various functions for the City, including community engagement, administrative services, and healthcare, attracting individuals from different parts of the City and region. The location of destinations within the study area can be seen in .

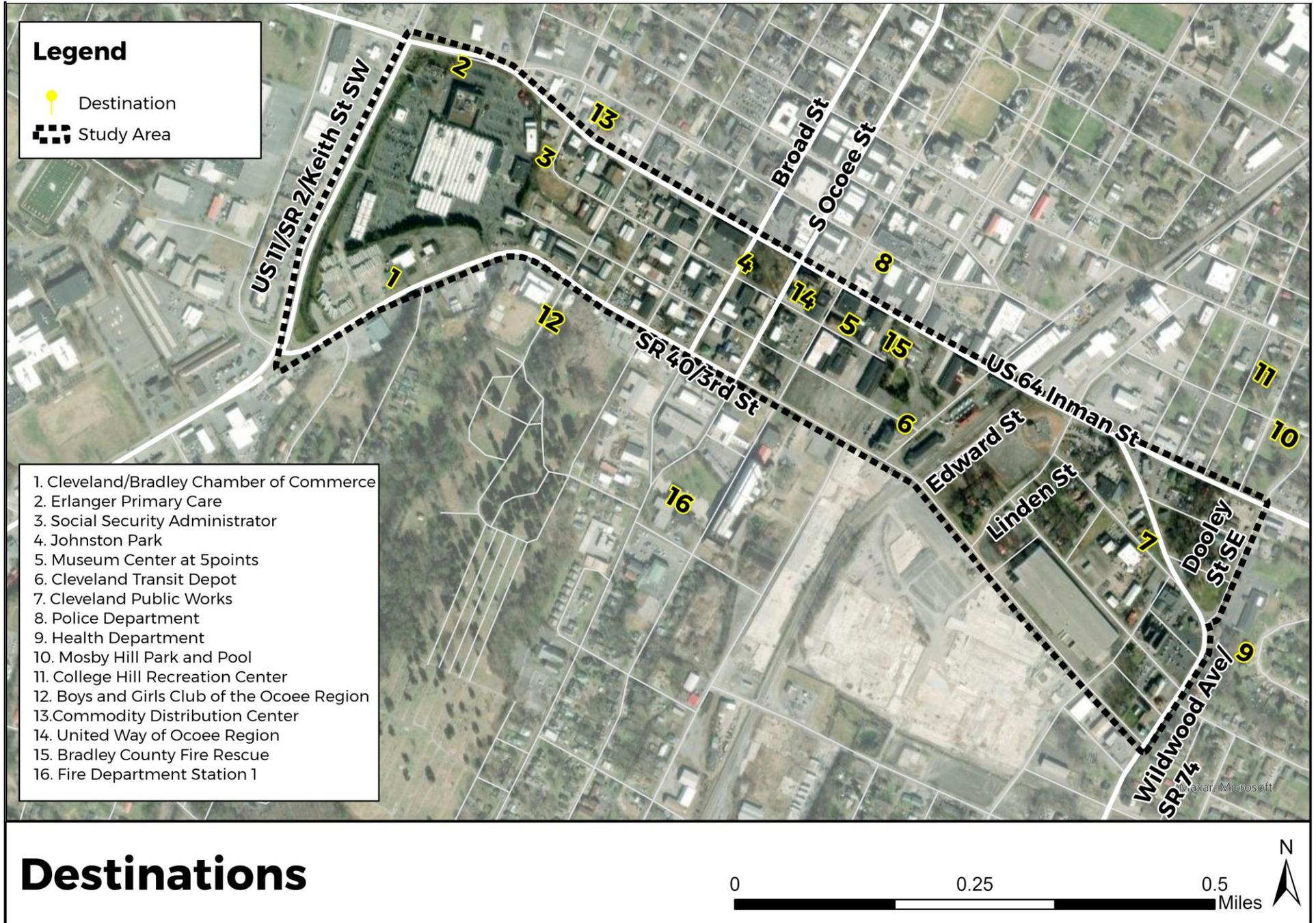
⁵ Cleveland Zoning and Land Use Control https://clevelandtn.gov/DocumentCenter/View/2654/Cleveland-Zoning-Ordinance_2022---Updated-7172023

It is crucial to emphasize that access to these sites will play an important role in the success of the *East-West Connector Plan* and recommendations developed as part of it. Ensuring easy access to these destinations for all modes will be of paramount importance, underlining the necessity for strategic planning and implementation.



The Museum and Cultural Center at Five Points. Source: The Museum and Cultural Center at Five Points

Figure 10. Study Area Destinations



3) PLAN REVIEW

The City of Cleveland has been focused on planning for its future for many decades and produced various planning studies that have included downtown. Planning efforts have been led not only by the City of Cleveland, but also include efforts by the region's Metropolitan Planning Organization (MPO) and adjacent historic neighborhoods. An overview of these plans is provided below.

The *East-West Connector Plan* will continue to identify and examine all relevant past planning from the City and incorporate many elements of that work into this plan to continue building on the desires and needs of the City and its residents.

Downtown Revitalization Initiative



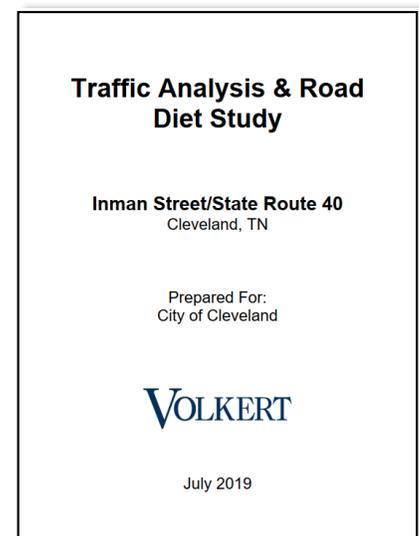
The City of Cleveland's *Downtown Revitalization Initiative: Reimagining the Heart of Downtown*, was completed in 2019 focusing largely on streetscapes, transportation features, parking, and a downtown greenway extension. The Plan was intended to serve as an update to the *Mainstreet Cleveland Downtown Master Plan* that was developed in 2004, although the plan's central focus was on the area north of Inman Street/US 64/SR 40, largely outside of the study area associated with the *Downtown Revitalization Initiative*.

The *Downtown Revitalization Initiative* and its in-depth public input sessions sought feedback on what residents hoped to see in the future of the downtown core along Inman Street/US 64/SR 40 and the neighborhoods directly adjoined to it. **Public**

feedback revealed that the railroad overpass on Inman Street/US 64/SR 40 was a key weakness to safety and connectivity, while also showing potential as a great opportunity for improvements. City officials noted that height restrictions at the underpass are a large issue for recreational and safety vehicles that are routed through the area by GPS. Stakeholder input also showed that multiple trains a day block the railroad crossing on 3rd Street. With the railroad crossing in downtown, input showed a large divide exists between the downtown core and the College Hill and Blythe-Oldfield neighborhoods. The plan ultimately called for improvements that included reducing travel lanes through the Inman Street/US 64/SR 40 corridor to one lane in each direction with a center median and turn lanes at key intersections, wider sidewalks, a raised central median, and landscaping elements. In addition to the Inman Street/US 64/SR 40 upgrade recommendations, an elevated pedestrian bridge was proposed to provide a connection between the Blythe-Oldfield neighborhood to the east and the downtown core. While initially proposed as a pedestrian-only bridge, the citizen input was clear that a connection between downtown and the adjacent neighborhoods for all modes of transportation was of great importance to residents of Cleveland.

Inman Street/US 64/SR 40 Corridor Traffic Analysis & Road Diet Study

After the completion of the *Downtown Revitalization Initiative* in 2019, and the strong desire to convert portions of Inman Street/US 64/SR 40/SR 40 into a



more pedestrian friendly corridor, the City of Cleveland looked to complete a traffic analysis of the roadway to ensure making the improvements would not greatly alter the vehicular throughput of the state route. In 2018, TDOT released an Instructional Bulletin (IB No. 18-05) that outlined the needed requirements of a city should a road diet or road reconfiguration be desired on any state-owned facility. As the Annual Average Daily Traffic (AADT) for Inman Street/US 64/SR 40 was between 10,000 and 16,000, a Key Intersection Traffic Analysis was required to be performed on nine intersections along Inman Street/US 64/SR 40. As a result, the analysis concluded that most intersections would see no significant reduction in the level-of-service (LOS) and one intersection would see an improvement in LOS. Ultimately the recommendation for the analysis was that a road diet would benefit both vehicular and pedestrian traffic, and the corridor was a good candidate for reconfiguration. With the existing cross-section being a four-lane undivided roadway with two travel lanes in either direction, the road diet calls for a two-lane facility with one travel lane in either direction. Key intersections will provide a 15 ft. two way left turn lane, while other portions of Inman Street/US 64/SR 40 will include a 15 ft. grass median, all while allowing for curb and gutter and maintaining the 5 ft. sidewalk on both sides of the street. The termini of the project on Inman Street/US 64/SR 40 will extend from near Oak Street to the west, to near Dooley Street to the east. This road diet (PIN 13048.00) is the same project listed above in the active projects table and will be constructed in early 2024.

Blythe Oldfield Neighborhood Master Plan



The Blythe-Oldfield neighborhood is a historic community just southeast of downtown Cleveland that served as the first planned neighborhood in Cleveland. Originally planned in 1919 and built between 1920 and 1969, the area saw nearly all the 500 planned homes built during this time. Blythe-Oldfield became known as “the neighborhood that build Cleveland,” as the community was largely home to residents that made-up the manufacturing employment in the area. Throughout the years the neighborhood has seen factories come and go and employment fade as the area has had many years of decline in home ownership and seen an increase in available rental units.

In 2018, City Fields, a local non-profit organization based in Blythe-Oldfield, created the *Blythe-Oldfield Neighborhood Master Plan*. City Fields focuses on revitalization efforts in the area and has five “Fields” of focus: physical revitalization, social revitalization, leadership development, economic development, and neighborhood safety. The main tenant of the *Master Plan* was to gather community input through a series of charrette’s, in which the community was engaged over a six-day process to create a public dialogue about the area and provide input on design ideas to make Blythe-Oldfield more accessible and safer, while recreating an emphasis on overall beautification of the neighborhood.

A portion of the six-days of feedback received during the charrette process involved more connections to downtown from the neighborhood. **In addition, the *Master Plan* noted that historical records illustrate that the area consistently desired to be more connected to downtown but has been unable to remove the barrier due to the railroad and industrial buildings that separate it from downtown.** It is clear to see that the *Master Plan* illustrated a key desire for much stronger connectivity between residents and their downtown.

Cleveland Urban Area MPO Documents

Cleveland is part of one of Tennessee’s eleven Metropolitan Planning Organization’s (MPO) in which a Regional Transportation Plan (RTP) is required to be completed and updated every five years. A RTP is a federally required document that identifies and programs funds for the transportation needs of the Cleveland urban area for the next 25 years. In addition to the RTP, the MPO is required to maintain a Transportation Improvement Program (TIP), which is a

fiscally constrained document that shows four-years' worth of projects that the City and other MPO member organizations will invest in over the short term. All investments that use federal funds, either locally managed projects by the City, or state investments by the Tennessee Department of Transportation (TDOT), are required to be included in the TIP. Both the RTP and TIP include projects that lie within the study area of this plan and coordination between local and state officials is ongoing.

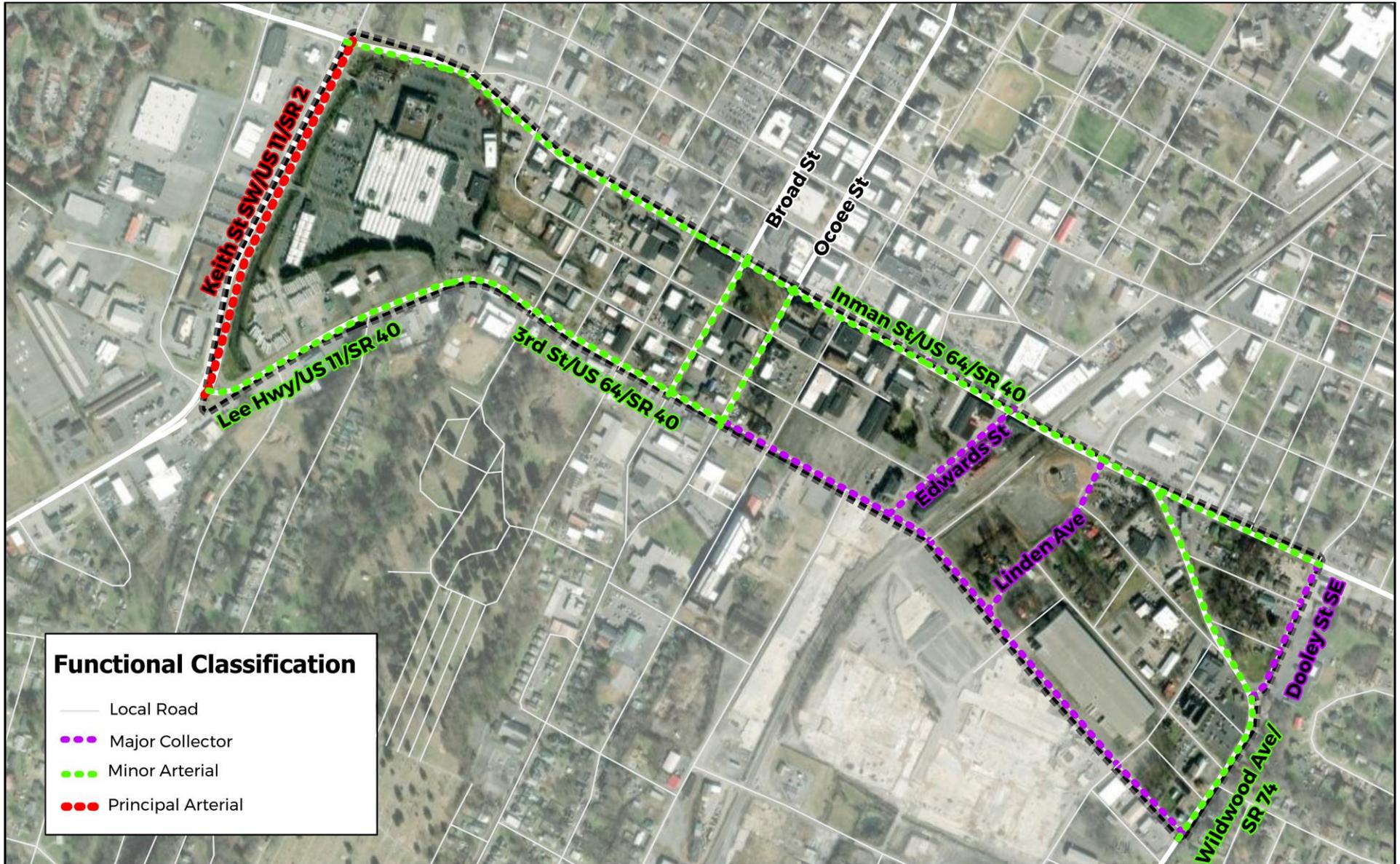
4) TRANSPORTATION CONDITIONS

Within the downtown Cleveland study area, Inman St/US 64/SR 40 serves as the main east-west corridor carrying between approximately 10,000 to 16,000 vehicles per day, while 6th Street and 3rd St/US 64/SR 40 serve as a secondary east-west facility presently carrying approximately 2,000 to 6,000 vehicles per day. These primary east-west roadways are intersected by roadways providing north-south connectivity, including Keith St SW/US 11/SR 2, Broad St NW/SR 40, S. Ocoee St/SR 40, and Wildwood Ave/SR 74. An overview of each of these facilities is found in Table 6 and Figure 11.

Table 6. Primary Roadways in Downtown Study Area

Roadway	Termini	Functional Classification	Primary Direction	ROW (ft)	Speed Limit (mph)	2022 AADT	# Lanes
Inman St/US 64/SR 40	Keith St/SR 2 to Dooley St SE	Minor Arterial	E-W	60' <i>(45' near Dooley St, 84' near Keith St)</i>	30	9,469 – 16,346	4
Lee Hwy/US 11/SR 40	Keith St/SR 2 to west of Oak St	Minor Arterial	E-W	60'	30	6,125	2-3
3 rd St/US 11/US 64/SR 40	West of Oak St to Edwards St	Major Collector	E-W	40'-46'	30	3,671 - 6,125	2
6 th St	Edwards St to Wildwood Ave (SR 74)	Major Collector	E-W	40' – 50'	N/A	1,834	2
Keith Street SW/US 11/SR 2	Inman St to Lee Hwy/SR 40	Principal Arterial	N-S	90'	45	14,216	4
Broad St NW/SR 40	Inman St/SR 40 to 3 rd St/SR 40	Minor Arterial	N-S	64' – 67'	30	3,371	3
S. Ocoee St/SR 40	Inman St/SR 40 to 3 rd St/SR 40	Minor Arterial	N-S	57'	30	4,238	2
Edwards St SE	Inman St /SR 40 to 6 th St	Major Collector	N-S	40'	N/A	867	2
Linden Ave SE	Inman St/SR 40 to 6 th St	Major Collector	N-S	40'	N/A	920	2
Wildwood Ave/SR 74	Inman St/SR 40 to 6 th St	Minor Arterial	N-S	42'	30	6,132 – 10,032	2
Dooley St SE	Wildwood Ave/SR 74 to Inman St/SR 40	Major Collector	N-S	50'	30	2,864	2

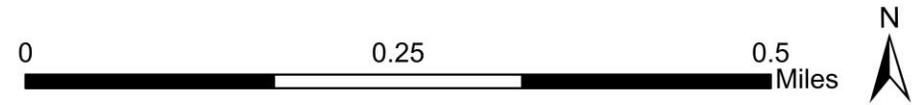
Figure 11. Functional Classification of Primary Roadways



Functional Classification

- Local Road
- Major Collector
- Minor Arterial
- Principal Arterial

Functional Classification



Primary East-West Roadways

Inman Street/US 64/SR 40 is functionally classified as a Minor Arterial roadway that has an annual average daily traffic (AADT) of 16,346 on the western end of the study area and an AADT of 14,952 near the eastern portion. The majority of Inman Street/US 64/SR 40 consists of a four-lane undivided roadway with a total right-of-way width of 60 feet. A small portion of Inman Street/US 64/SR 40 between Highland Avenue and Keith Street/SR 2 consists of a four-lane divided highway with a center turn lane with 84 feet of right-of-way. The entire corridor maintains a 30-mph speed limit with eight signalized intersections between Keith Street SW/US 11/SR 2 and Wildwood Avenue/SR 74. Inman Street/US 64/SR 40 has narrow lane widths throughout the corridor and open frontage along businesses between Lee Highway and Worth Street and the west side of the corridor. Moving eastward, the downtown core along Inman Street/US 64/SR 40 provides adequate sidewalks with limited open frontage, providing strong access management that continues to Wildwood Avenue/SR 74. Inman Street/US 64/SR40 is also the main truck route through the downtown core, although there is a deviation from the route to avoid the low clearance railroad overpass. The current truck route designation continues east on Inman Street/US 64/SR40 and turns south on Edwards Street for two blocks, east on 3rd Street for two blocks, north on Linden Avenue for three blocks, until continuing east on Inman Street/US 64/SR40.

There are eight signalized intersections on Inman Street/US 64/SR 40 between Lee Highway and Dooley Street, at the intersections of Broad Street, Ocoee Street, Church Street, Parker Street, Edwards Street, Bates Street/Linden Avenue, Wildwood Avenue, and Dooley Street.

Table 7. Inman Street/US 64/SR 40/US 64/SR 40 Historical Traffic

Location	Count Station Number	Historic AADT					2018-2022 Annual Growth
		2018	2019	2020	2021	2022	
Inman St. at Harle Ave.	73	14,980	17,164	14,950	15,763	16,346	1.76%
Inman St. at Bates St.	66	15,263	15,821	12,426	12,637	14,952	-0.41%

3rd Street/6th Street/7th Street is an east-west corridor south of Inman Street/US 64/SR 40 that starts as 3rd Street towards Lee Highway on the west and transitions to 7th Street at the railroad crossing at Mill Street. 7th Street transitions to 6th Street at SE King Edward Avenue and remains until it ends at Wildwood Avenue to the east. 3rd Street is classified as a Minor Arterial from Lee Highway until the intersection at Ocoee Street, where it transitions to a Major Collector, east to Wildwood Avenue/SR 74. Right-of-way (ROW) widths vary from 40 feet to 60 feet with a two-lane undivided road configuration with a 30-mph speed limit. 3rd Street is largely made up of commercial properties with narrow lane widths and large amounts of open frontage. 7th and 6th Streets, east of the railroad are largely made up of industrial properties with some sidewalks connecting to SE King Edward Avenue that starts a residential neighborhood.

There are two signalized intersections on 3rd Street/6th Street/7th Street between Lee Highway and Wildwood Avenue, at the intersections of Broad Street/SR 40 and Ocoee Street/SR 40.

Table 8. 3rd Street/US 64/SR 40 Historical Traffic

Location	Count Station Number	Historic AADT					2018-2022 Annual Growth
		2018	2019	2020	2021	2022	
3 rd St. at Oak St.	57	6,660	6,865	5,979	5,900	6,125	-1.66%
3 rd St. at Church St.	157	3,407	3,624	3,244	3,480	3,671	1.5%
6 th St. near Cincinnati Ave.	145	2,069	2,032	1,746	1,478	1,834	-2.38%

Safety

Crash data was obtained from TDOT via ETRIMS, which contains georeferenced crash data for all roadways in the state. This analysis focused on crashes on all roadways within the study area. Crash data was obtained for the five-year period between 2018 and 2022. During this five-year period, there were a total of 622 crashes, and no fatal injury crashes.

A summary of prevalent crash types is provided in

Figure 14. A large portion of “No Collision” crashes (81) refer to crashes due to collisions with non-vehicles such as a bicycle, pedestrian, deer or other animal, utility pole, and mailboxes. In this case, a significant majority of these no-collision crashes (42, 52%) occur at the low-clearance grade-separated railroad crossing on Inman Street/US 64/SR 40. Angle crashes were the primary type of crash across the entire study area, contributing 38% (238) of all crashes. Rear-end crashes represent 35% (220) of study area crashes.

During the five-year analysis period, there were 10 total crashes involving a pedestrian or bicyclist. Seven of these crashes occurred along Inman St with the remaining three occurring at the intersection of 3rd St and Ocoee St, 1st St SW and Worth St SW, and Dooley St SE north of Wildwood Avenue. Three of the ten crashes (30%) resulted in serious injuries, with five resulting in minor injuries.

Table 9. Study Area Crash Summary

2018-2022	#	%
Total	622	100%
Bike/Ped	10	1.6%
Severity		
Minor Injury <i>(including possible injuries)</i>	103	16.6%
Serious Injury	8	1.3%
Fatal	0	0
Prominent Types		
Angle	238	38.3%
Rear-End	220	35.4%
No Collision w/ Vehicle	81	13.0%



View of Inman St/US 64/SR 40 and grade-separated railroad bridge

3rd Street, which turns into 6th Street and 7th Street within the study area had 88 total crashes, making up 14% of all crashes in the study area from 2018-2022. Rear-end (28) and angles type crashes (40) made-up most crashes on this east-west corridor.

Inman Street/US 64/SR 40 A significant majority of the 622 crashes that occurred from 2018-2022, specifically 436 or 70% occurred along Inman Street/US 64/SR 40 as it runs from Lee Highway to the west and Dooley Street to the east. As this is a busy downtown corridor with an AADT of over 16,000 and many signalized intersections, many rear-end collisions at intersections are to be expected. Rear-end collisions (163, 37%) and angle crashes (152, 35%) make-up the majority of crashes. As mentioned previously, a significant number of crashes along Inman St/Us 64/SR 40 are a result of vehicles striking the low-clearance grade-separated railroad crossing. This accounts for 42, or approximately 10% of total crashes along Inman St/US 64/SR 40 during the five-year analysis period.

Figure 12. Crashes per Year (Study Area)

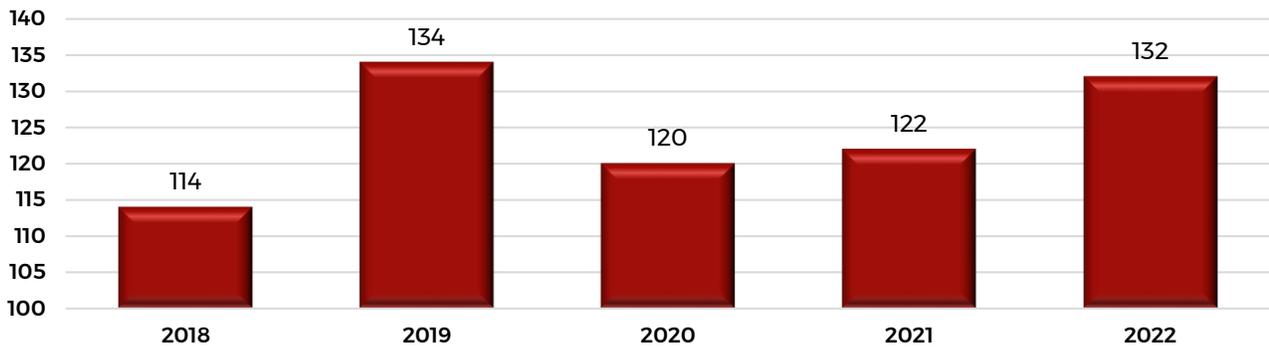


Figure 13. Crashes Severity (Study Area)

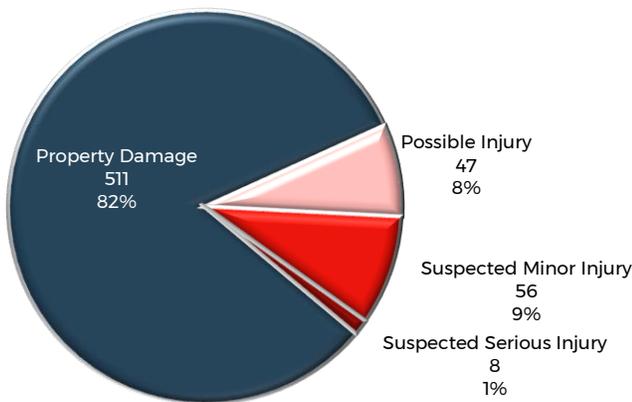


Figure 14. Manner of Collision (Study Area)

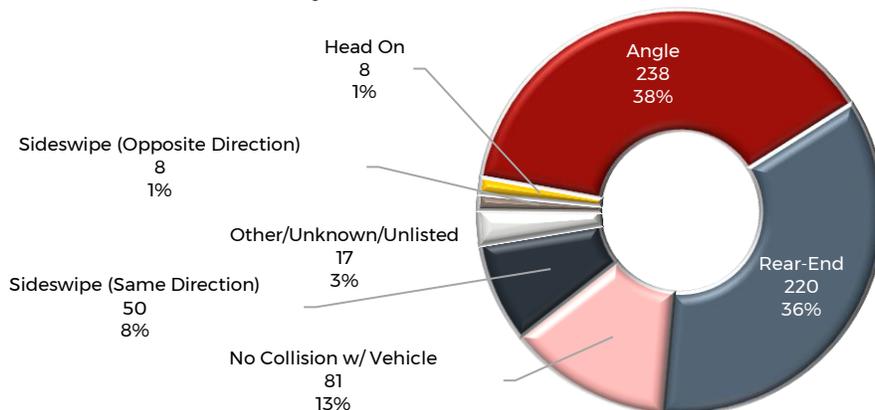
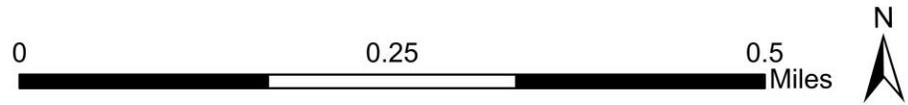


Figure 15. Crashes (2018-2022)



Crashes (2018-2022)



Railroad Crossings

The study area consists of one at-grade and one grade-separated railroad crossing that are owned by Norfolk-Southern (NS). The one grade-separated crossing provides an overpass above Inman Street/US 64/SR 40 with an AADT below the crossing of 14,952, while the at-grade crossing has an AADT of 1,834. The Inman Street/US 64/SR 40 overpass, the only grade separated crossing within downtown Cleveland, has a clearance of only 10 ft. and 10 in., making the crossing subject to frequent bridge strikes by commercial and recreational vehicles. Both crossings have two tracks, with the at-grade crossing on 3rd Street having illuminated gates for safety. 3rd Street sees eight trains per day with four of them occurring between 6:00 AM-6:00 PM and four between the hours of 6:00 PM-6:00 AM. The Inman Street/US 64/SR 40 crossing sees 15 trains per day, with seven occurring between 6:00 AM-6:00 PM and four between 6:00 PM-6:00 AM, with four additional trains switching throughout the day. The maximum speed of the trains through this area is 60 mph with the average speed between 25-30 mph as of 2021.

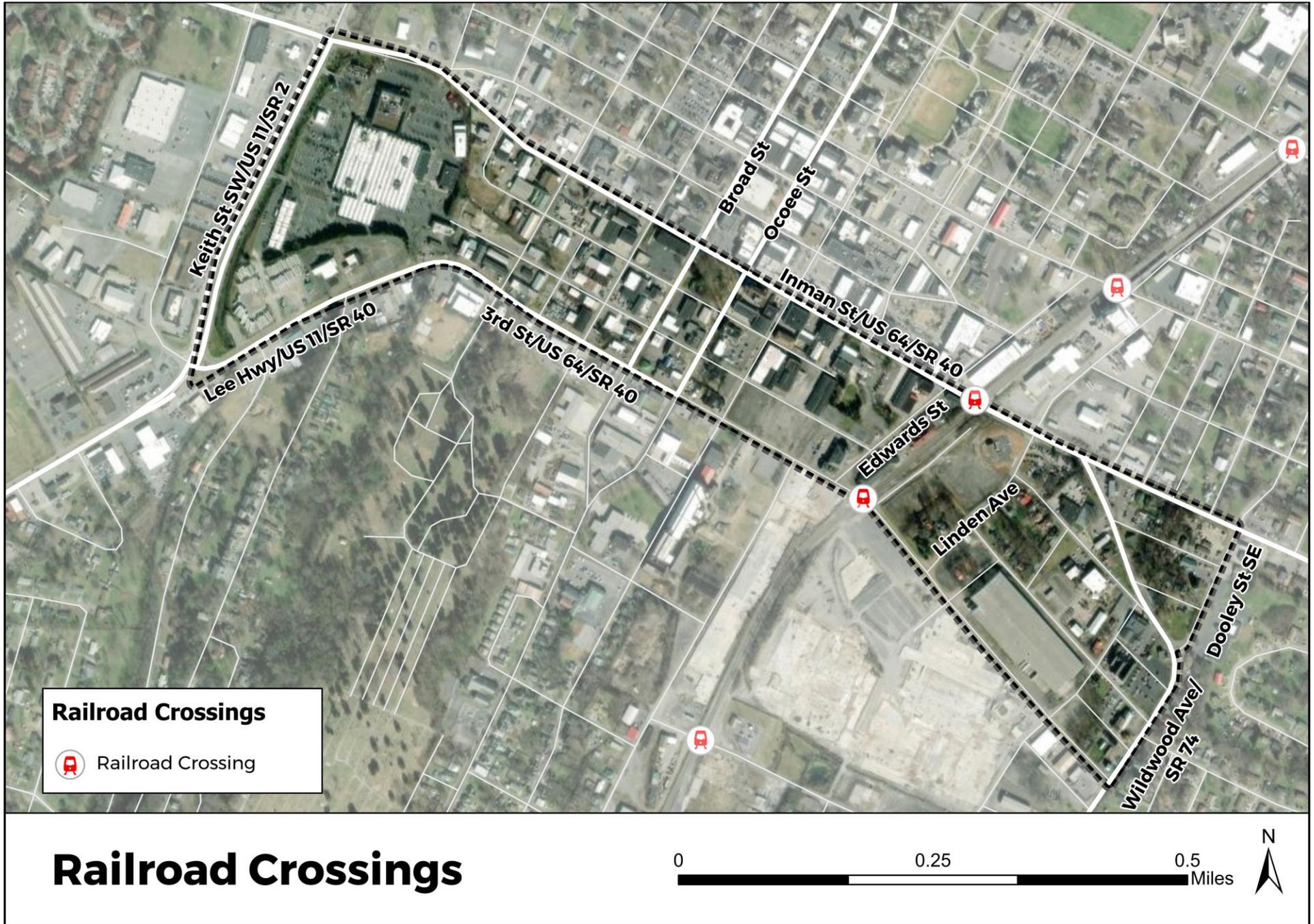
Table 10. 3rd Street/US 64/SR 40 Historical Traffic

Location	Grade type	AADT	Speed Limit	# of Tracks	Trains per day	Illuminated gates
3rd St. /7th St. at Mill St.	At-Grade	1,834	30 mph	2	8	Yes
Inman St. overpass, between Edwards St. and Bates St.	Grade Separated	14,952	30 mph	2	15	N/A



3rd St/US 11/SR 40At-Grade Railroad Crossing

Figure 16. Railroad Crossings



Railroad Crossings

 Railroad Crossing

Railroad Crossings

0 0.25 0.5 Miles



Traffic Trends

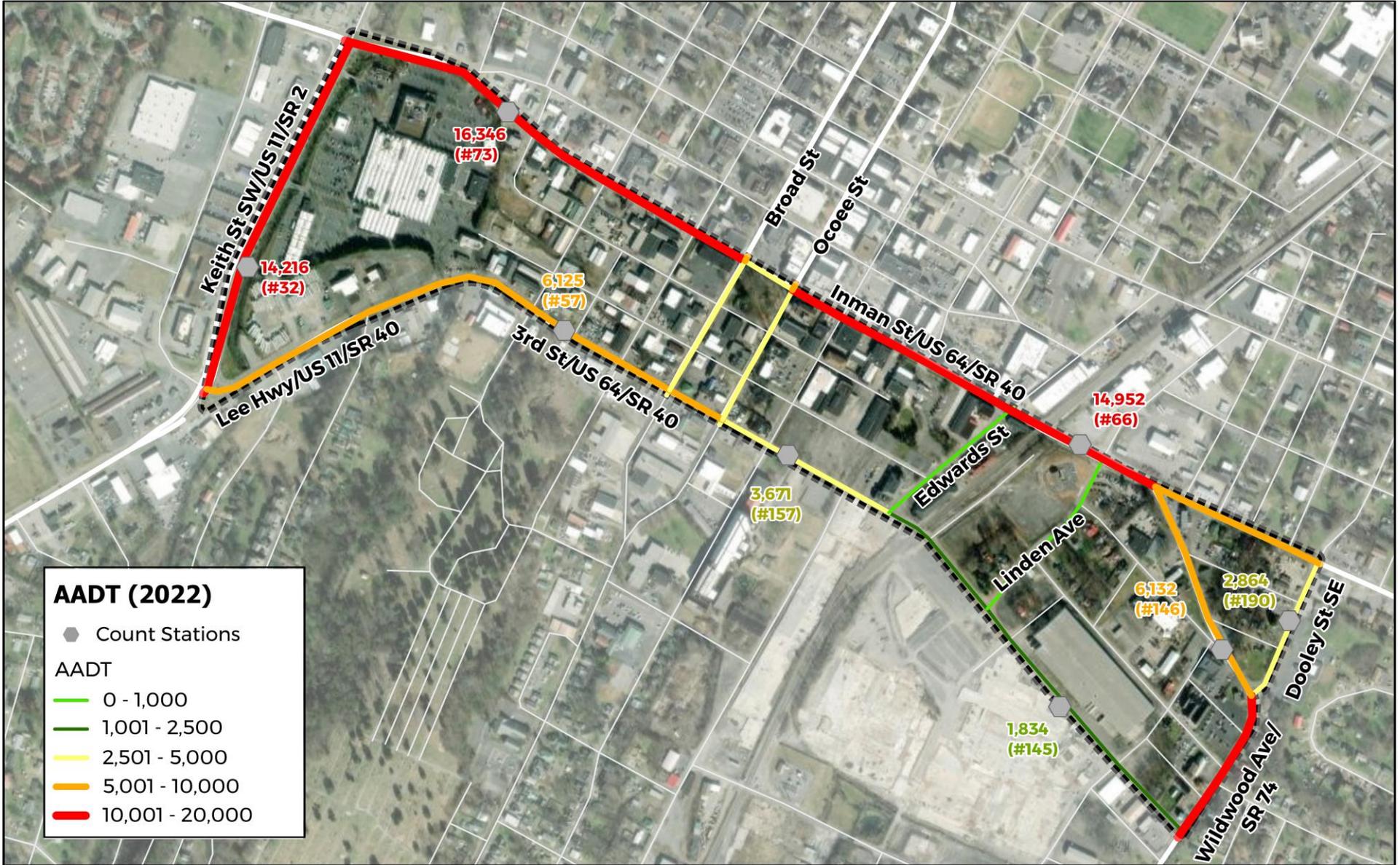
Historical & Current Trends

Inman Street/US 64/SR 40 average Annual Daily Traffic (AADT) volumes were collected from TDOT's Traffic Information Management and Evaluation System (TN-TIMES) for 2018 through 2022. See Table 10. TDOT conducts continuous traffic volume measurements at various monitoring stations across the state. To ensure data accuracy, TDOT applies traffic variation factors (TVF) to account for weekly and monthly traffic variations. Subsequently, TDOT publishes the AADT for each monitoring station, which is calculated as the total number of vehicles passing through the station in a year, divided by 365 days. AADT data for the year 2023 is not yet accessible.

Over the course of the five-year period, every traffic monitoring station within the study area observed a reduction in Annual Average Daily Traffic (AADT). Notably, Broad St SW (#192) recorded the most substantial decrease in AADT, experiencing a decline of 50.20%. Conversely, Inman Street/US 64/SR 40 (#66) demonstrated the least significant decline, with a decrease of only -2.0%

The count stations depicted in Figure 17 represent the immediate neighboring stations near the study area. The data collected from these stations offers a contextual basis for understanding traffic patterns within the study area. The comparison between these neighboring count stations provides valuable insights into how traffic flows in and out of the study area and how it relates to the broader transportation network.

Figure 17. 2022 Average Annual Average Traffic (AADT)



AADT (2022)

- Count Stations
- AADT
 - 0 - 1,000
 - 1,001 - 2,500
 - 2,501 - 5,000
 - 5,001 - 10,000
 - 10,001 - 20,000

2022 AADT

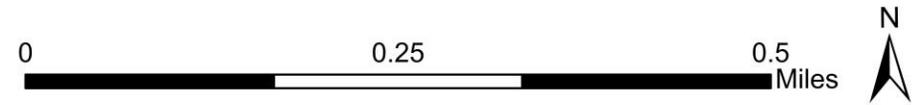
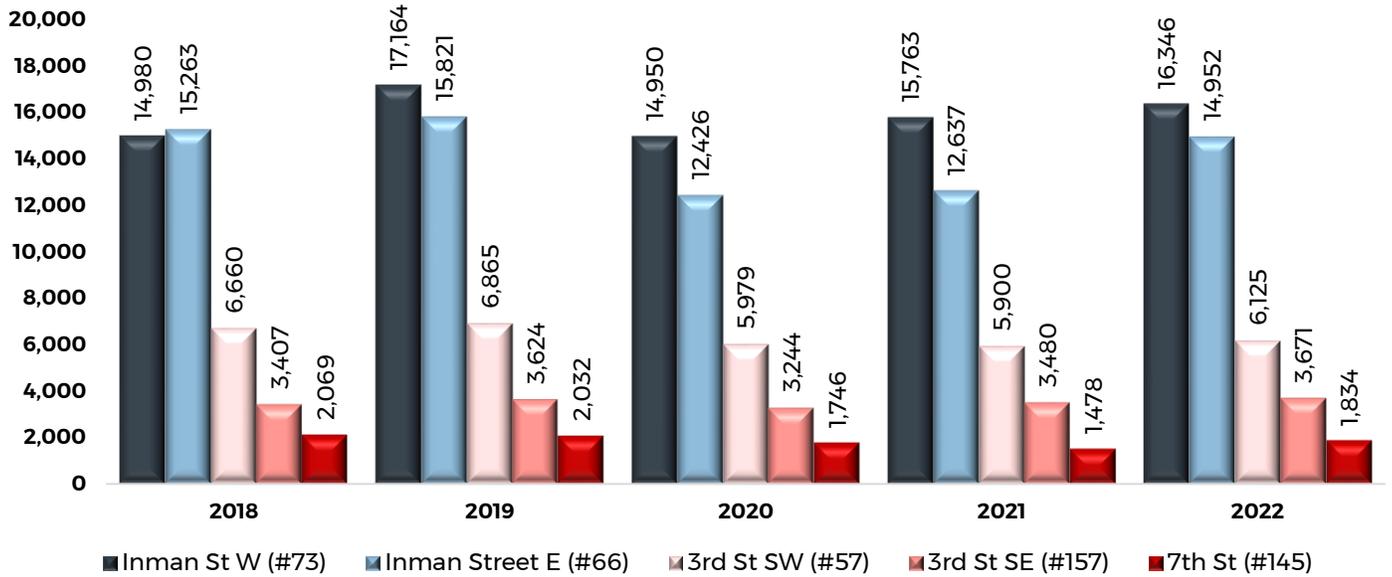


Figure 18. 2018-2022 East-West AADT



The analysis of AADT data spanning the five-year period confirms that Inman St/US 64/SR 40 carries most of the east-west traffic in the study area, as shown in Figure 18. Traffic increases from 2018 to 2019 were followed by a decline in 2020, possibly influenced by external factors such as the COVID-19 pandemic, which led to altered traffic patterns. In 2021, there was a slight increase in AADT, though it did not reach the levels observed in 2019. Traffic volumes continued to increase in 2022.

Figure 19. 2018-2022 North-South AADT

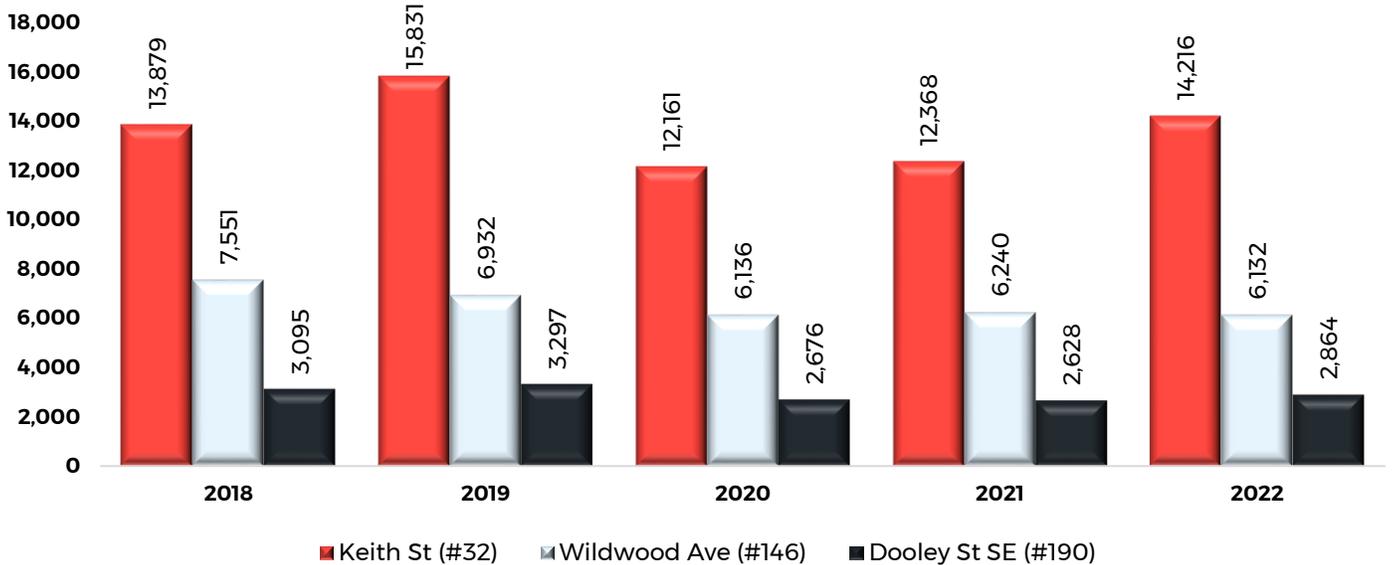


Figure 19 shows AADT count trends for north-south roadways within the study area. As expected, Keith Street SW/US 11/SR 2, which serves as a principal arterial in the study area, carries the most north-south traffic in the study area, with an AADT of nearly 14,000 in 2022.

Future

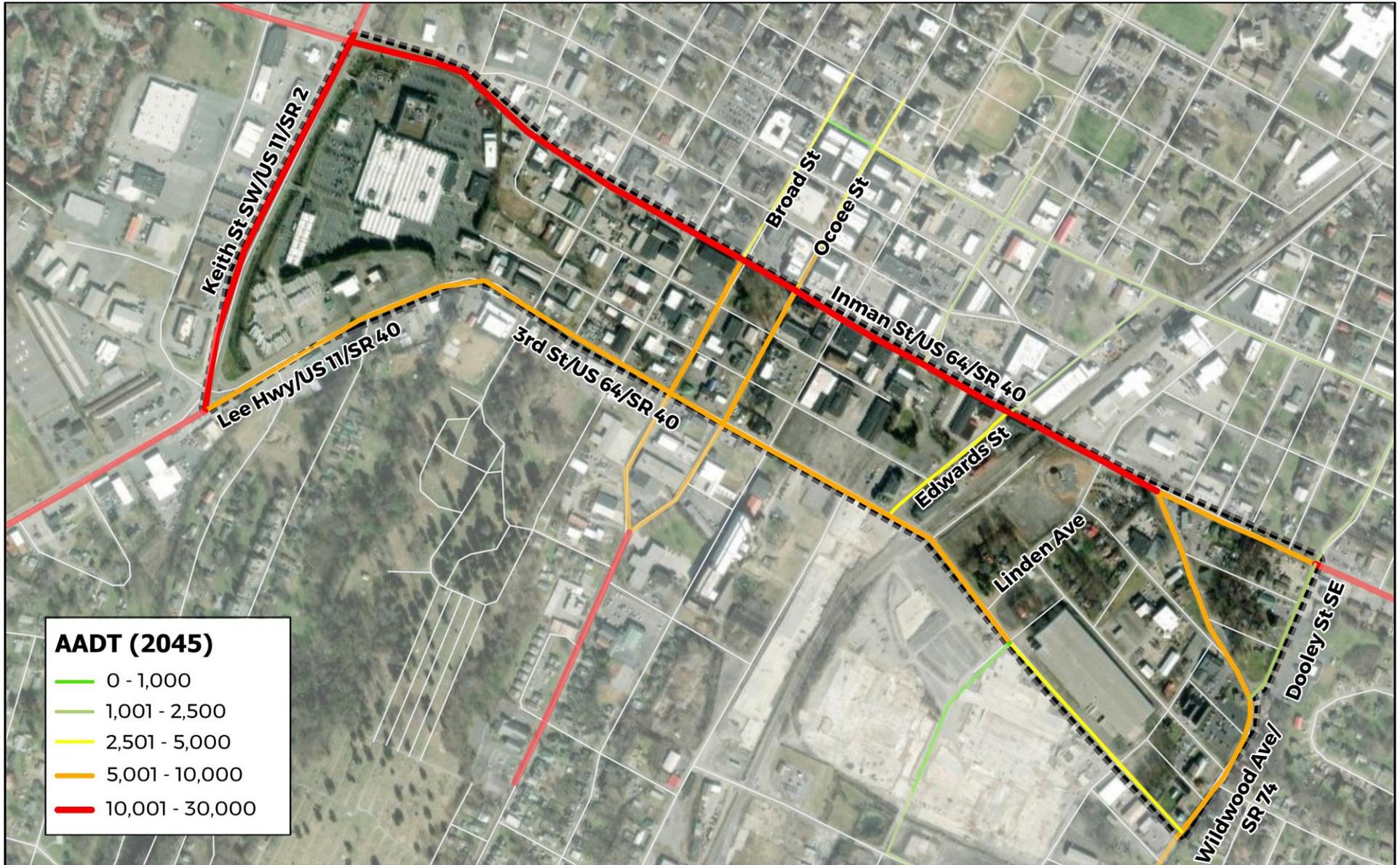
The Cleveland Metropolitan Planning Organization's TDM was used to project future traffic volumes. The analysis identified specific areas within the study area where significant increases in traffic volumes are anticipated.

Figure 20 provides a comprehensive depiction of a significant upswing in anticipated traffic growth on the southwest side of both Inman Street/US 64/SR 40 and Keith Street. The forecasted trajectory indicates a substantial increase in traffic volumes along Inman Street/US 64/SR 40, surging from 16,346 to 19,701, marking an approximate uptick of 4,000 vehicles per day. Simultaneously, Keith Street is expected to experience a noteworthy escalation in volumes, projecting an increase from 14,216 to 20,000. Notably, a considerable portion of this heightened traffic is foreseen to access Inman Street/US 64/SR 40, with volumes gradually diminishing as one progresses towards the east side of Inman Street/US 64/SR 40.

Notably, this forecast anticipates Keith Street and Inman Street/US 64/SR 40 to continue as primary thoroughfares, particularly in proximity to 3rd Street.

Please note that traffic counts and forecasts are currently being collected as part of this planning effort. These will be provided to the project team as they become available and may result in changes to the findings included in this memo.

Figure 20. 2045 Projected AADT



2045 AADT

0 0.25 0.5 Miles



Transit

The Cleveland Urban Area Transit System (CUATS) operates fixed-route and paratransit services within downtown Cleveland. Presently, this includes five routes: Red, Gold, Blue, Green, and Orange, all of which connect through the City's transit depot located in downtown Cleveland at 165 Edwards Street SE. Routes operate 13 hours a day, from 6:00 am to 7:00 pm, with approximately 60-minute headways. According to the Cleveland Urban Area MPO's 2045 RTP, transit ridership has steadily increased since 2013, mostly notably on the Gold Route. Annually fixed-route ridership has averaged approximately 108,000 trips across all routes, increasing at an average rate of nearly 8 percent.

Future System Improvements

In April of 2023, CUATS and partner agencies including the Cleveland Urban Area MPO, City Staff, and Southeast Tennessee Human Resources Agency (SETHRA) held a Transit Workshop to help identify necessary system improvements as well as an overarching vision for transit throughout Cleveland. Planned system improvements likely to impact the downtown study area and recommendations developed as part of this effort include:

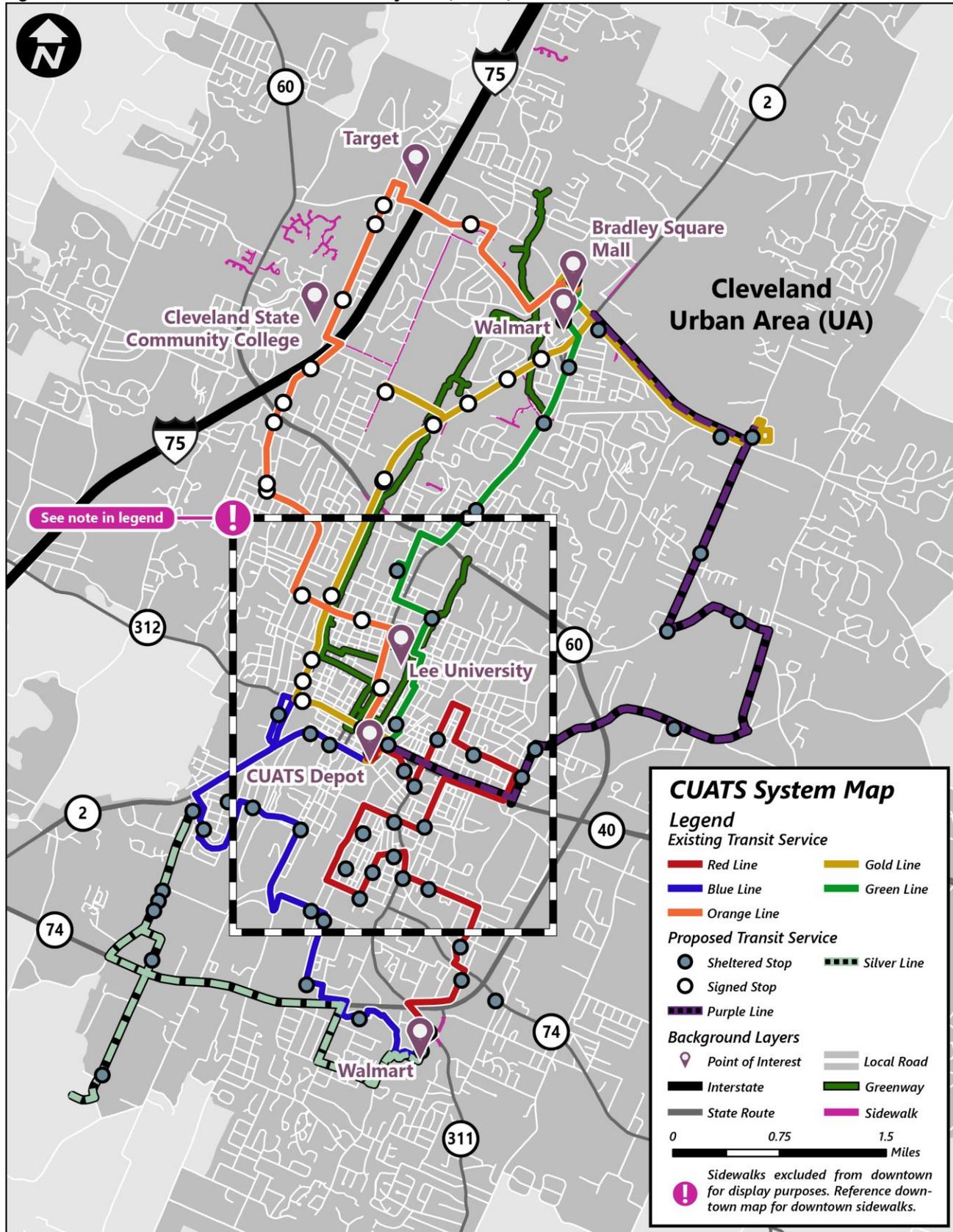
- Improvements to or replacement of the Transit Depot. SETHRA and CUATS participants noted a need to rethink the current Transit Depot as the central location for all transfers, ticket purchases, and other transit operations. Currently the Depot is open for ticket purchases, but does not include benches, restrooms, or other amenities for riders.
- Additional Routes. CUATS has two proposed routes being evaluate - the Purple and Silver routes. The Purple Route will serve Whirlpool and other warehousing and distribution locations and is intended to serve employees at this location.
- Conversion to fixed-stop service. CUATS also intends to convert from a flag-stop to a fixed-stop service, with preliminary stop and shelter locations identified by drivers. Several potential stops have been identified in the study area, as shown in Figure 21



Blue Route near at-grade railroad crossing

Alternatives developed as part of the *East-West Connector Plan* should include accommodations for shelters or stops, as planned by the City and partner agencies.

Figure 21. Current Cleveland Urban Area Transit System (CUATS) Transit Network



Multimodal Facilities

The study area includes generous sidewalks on both sides of Inman Street/US 64/SR 40, fostering a pedestrian-friendly environment. The downtown district is seamlessly connected by an expansive sidewalk network, with Inman Street/US 64/SR 40 and Wildwood Avenue featuring sidewalks on both sides, offering convenience to those exploring the City on foot. Nevertheless, there remain isolated sections in the study area where gaps in sidewalk infrastructure persist. The Cleveland MPO has sidewalk upgrades identified in horizon year 2030 within the study area by potential funding through TDOT's Multimodal Access Grant and Transportation Alternatives Program, both of which are competitive in nature. The proposed extension will extend the greenway south from Willow Avenue to Inman Street/US 64/SR 40 on the western edge of the study area. No additional planned sidewalk improvements are planned in the study area in horizon year 2045 within the study area.

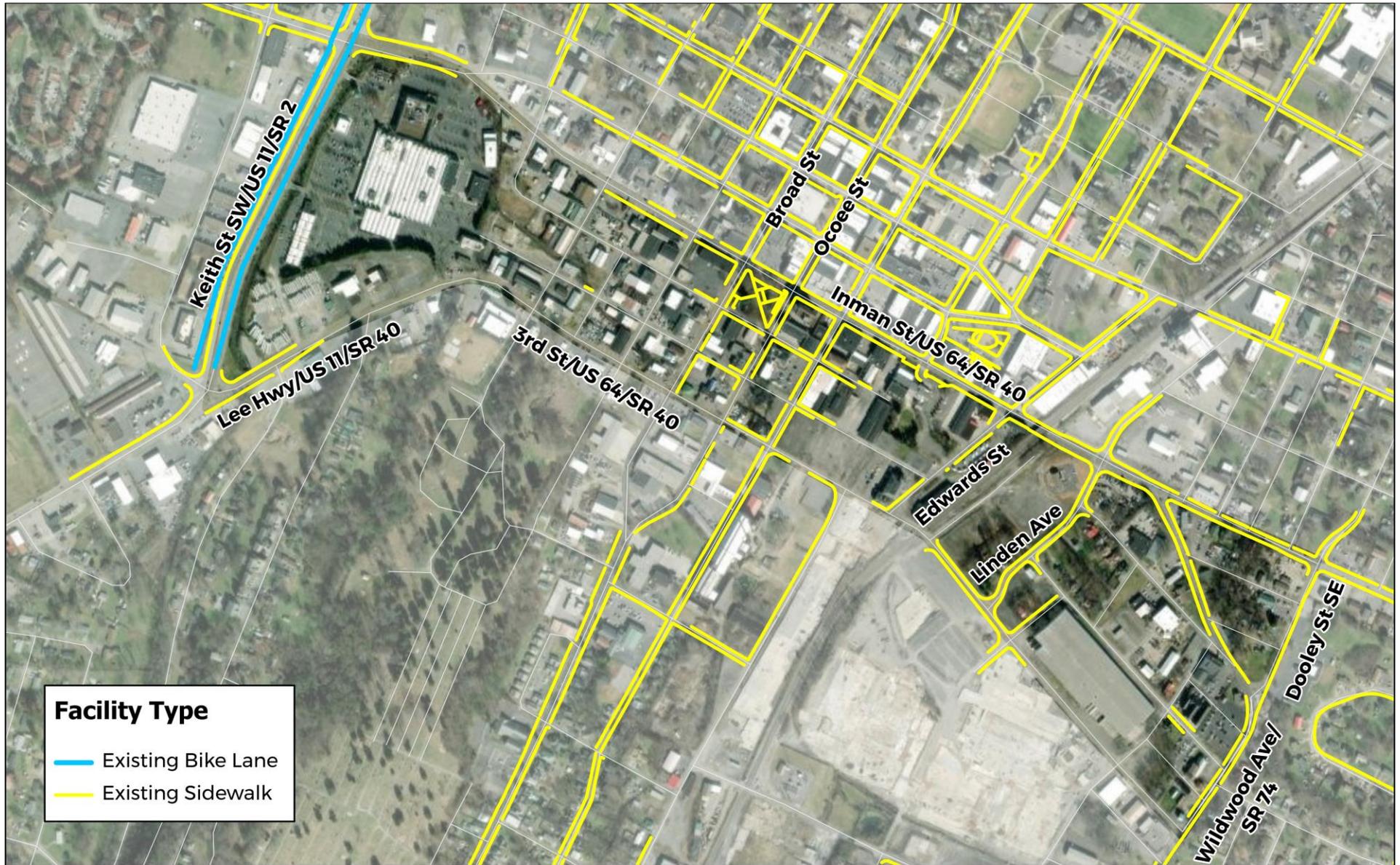
Currently, the City's greenway system is located entirely north and west of the study area and does not interact with the downtown and adjacent neighborhoods, outside of a northern connection with Lee University. However, Cleveland has made many efforts in the recent past to update the greenway system, with a current project in their MPO's TIP to extend the greenway on Lee Highway from Willow Street south to Inman Street/US 64/SR 40. In the MPO's RTP, there are plans to extend the greenway along Inman Street/US 64/SR 40 from Lee Highway with a planned horizon year of 2045 by potentially applying for TDOT's Transportation Alternatives Program grant.

Figure 22 distinguishes areas with existing sidewalk gaps from those where sidewalks grace both sides of the streets.

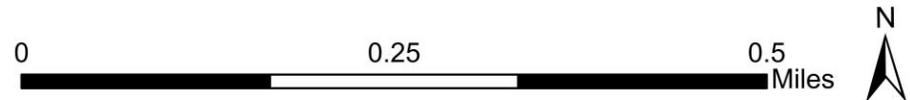


Existing sidewalk along Keith Street SW/US 11/SR 2 near Lee Hwy/US 11/SR 40

Figure 22. Multimodal Facilities



Multimodal Facilities



October 2023 Site Visit

A site visit was held on October 19, 2023, with the project team and key relevant stakeholders including TDOT and FHWA. During this, the team visited six key locations within the study area that had been identified as either crash hot spots or likely to be impacted by recommendations to be developed as part of this plan. Specific locations the project team visited included:

- Inman St/US 64/SR 40 Grade-Separated Railroad Crossing
- 3rd St/US 11/SR 40 and Mill Street At-Grade Crossing
- 3rd St/US 11/SR 40 and S. Ocoee St/SR 40 to 3rd St/US 11/SR 40 and Oak St. SW
- Inman St/US 64/SR 40 at Keith St/SR 2
- Keith St/SR 2 to Lee Hwy/US 11/SR 40
- Inman St/US 64/SR 40 at Wildwood Ave/SR 74 to Dooley St

Observations made during the site visit were summarized by the project team and reviewed during the first meeting of the *East-West Connector Plan's* Project Advisory Committee (PAC) meeting in late October. These observations will be used to develop policies and project level improvements that may enhance vehicular, multimodal, or transit safety, reliability, and accessibility as part of the solutions phase of this planning process.

A summary of these observations is provided below.



View of Old Woolen Mill at Former Whirlpool Site

Inman St/US 64/SR 40 Grade-Separated Railroad Crossing



City officials have already installed mast arm foundations within anticipated pedestrian medians to be used with future signals as part of the resurfacing project described earlier in this memo. There are flashing “low clearance” signs at the railroad bridge in both the eastbound and westbound approaches, in addition to LED lights embedded within the border of the signs. The City of Cleveland’s vision for Inman St/US 64/SR 40 is one with slower traffic, wider sidewalks, and multimodal amenities that will be addressed with the impending road reconfiguration project, which will also include resurfacing and signal improvements.

3rd St/US 11/SR 40 and Mill Street At-Grade Crossing



Norfolk Southern Railway has a depot adjacent to the rail crossing. Site visit attendees noted that this adds to the frequency of stopped trains, with employees frequently moving from the stopped train to enter the depot building. The property southwest of 3rd Street near the rail crossing was previously a Whirlpool factory and has since been demolished and sold to private investors. The City of Cleveland is attempting to purchase this land in anticipation of the vehicular flyover bridge and in support of ongoing downtown revitalization efforts. The City views this area as having great potential for redevelopment and plans infrastructure investments in the future.

3rd St/US 11/SR 40 and S. Ocoee St/SR 40 to 3rd St/US 11/SR 40 and Oak St. SW



There are multiple utilities that run under 3rd Street at this location, including sanitary sewer, water, stormwater, and gas all along the corridor. The City views this area serving as a major thoroughfare in the future, connecting 3rd Street and Inman St/US 64/SR 40 to Oak Street. Current back in/out parking configurations create safety and traffic issues. Site visit attendees noted a desire to remove this situation and treat new alignment as more of a thoroughfare.

Inman St/US 64/SR 40 at Keith St/SR 2



Cleveland has a long-term vision for this area to become more urban as the City starts to build more vertically in the downtown core. The area has great potential to serve as a gateway for the City with the downtown adjacent to this intersection to the east. Site visit attendees noted that existing conditions at this intersection are a result of an approximately 20-year old TDOT project aimed at improving the intersection. Keith St/SR 2 has dedicated bicycle facilities for both northbound and southbound bicycle traffic.

Keith St/SR 2 to Lee Hwy/US 11/SR 40



TDOT has previously studied this area with potentially modifying the current intersection and replacing with a roundabout with pedestrian amenities, including raised medians. However, TDOT noted there are currently no plans or funding for the proposed improvements. Bradley Central High School is located south of this intersection, with internal traffic circulation of the school including access and egress via South Lee Hwy/US 11/SR 2 and Grove Avenue.

Inman St/US 64/SR 40 at Wildwood Ave/SR 74 to Dooley St



This area poses challenges should the City look to acquire right-of-way in the future, with many historical buildings. The adjacent area has seen significant investments in new homes with multiple developments currently proposed, thus the City would like to consolidate traffic from Wildwood Ave/SR 74 in the future. Pedestrian activity is high and expected to increase with new residential units becoming available. The City currently has a Transportation Alternatives Program (TAP) grant to improve sidewalks in the area. The Inman Street East Zoning District covers parcels along Inman St/US 64/SR 40 beginning at the intersection of Wildwood Ave/SR 74 and heading east. This District aims to build upon the historic significance of the area, create a gateway into downtown, and include a mix of uses including retails and professional facilities.

5) CONCLUSION AND NEXT STEPS

The City of Cleveland has a strong history of planning for the future, as is evident by the previous plans profiled in this memo as well as the City's successful federal discretionary grant applications. While this plan seeks to address connectivity and enhance the quality of life for all residents, it is evident that an investment in the downtown core is vital and long overdue. High crash numbers on Inman Street/US 64/SR 40 due to a railroad overpass, a historically disconnected community in the Blythe-Oldfield and the Collage Hill neighborhoods, and a lack of pedestrian connections are all issues that need to be addressed.

Identified Needs

With the successful applications of both the RAISE Planning Grant and the RCE Grant focused on the construction of a vehicular flyover bridge, the City of Cleveland has identified a clear need for a new east-west connection in the downtown core of the City. A number of key findings and considerations within the study area have been identified through this analysis that should be taken into consideration as the project team continues to work through potential solutions for Downtown Cleveland. These include:

- Up to 15 trains per day separate downtown and adjacent neighborhoods.
- Planning conducted over the last few decades has shown residents calling for better connectivity within downtown.
- Crashes along Inman Street/US 64/SR 40 account for more than 50% of all crashes in the study area.
- Central Business District, industrial and commercial zones, and residential zones are all within great proximity to one another.
- Large sidewalk gaps exist outside of Inman Street/US 64/SR 40.

Next Steps

The planning aspects of the *Cleveland East-West Connector Plan* will continue through the completion of the plan, even as other activities are running simultaneously. On-site survey has been completed and will continue to be processed through December 2023. In August/September 2023, new traffic counts were collected throughout the study area, with traffic forecasting currently being conducted by TDOT. Although this plan does not include full design plans, the plan will identify two roadway alignments for a fly-over bridge for the City and stakeholders to review. Community outreach will begin in early 2024 with a public meeting, as well as the next PAC meeting in January 2024.

