

CITY

CENTER

PLAN



**RIVER CITY
COMPANY**

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City Center Vision

Between the river and the railroads, at the base of Chattanooga's mountains and ridges, City Center is a historic hub of commerce, government, lodging and entertainment. The last half of the 20th century was not kind to such districts as suburban development and the expansion of highways bled much of the lifeblood of cities to their edges. As economies and demographics changed, city centers lost their traditional positions.

Chattanooga, however, opened the 21st century with a string of downtown revitalization successes along the Waterfront and in the Southside. While powerful moves were made in the City Center, including Miller Park and Plaza, the EPB building and repurposed department stores, it has not been enough to fully reestablish the City Center.

During the City Center planning process, Chattanoogaans expressed a vision that acknowledges the district's past and looks to a future of fulfilled potential. The vision recognizes the area's assets such as historic buildings, well connected streets, and proximity to UTC, the Waterfront and Main Street. The vision also responds to how new generations want to occupy downtown to live, play, create, and work.

City Center will reclaim its place as the bustling core of the city- authentic and evolving, lively and attractive, diverse and engaging, dignified and celebratory. City Center is a place of unique identity for all Chattanoogaans.

Executive Summary

The revitalization of downtown Chattanooga is a remarkable and well-chronicled story. Redevelopment along the riverfront has been an economic engine for the region and the Southside has provided a viable option for people who want to live close to downtown. While portions of downtown are shining examples of urban redevelopment, the City Center has not seen the same level of activity. An assumption underlying this plan is that the city's core is currently a "daytime downtown" which operates predominantly during business hours. This assumption was validated by a market study, stakeholder interviews, and public comment received during a charrette.

Market Study

Concurrent with this planning process, Robert Charles Lesser & Co. was engaged to perform a market study for downtown Chattanooga. The findings of the study form the basis for market-related recommendations made in this plan. The study estimates that "ultimately, downtown will be able to support approximately 125-195 new for-sale units each year (including rehabilitated SFD, new SFD, and townhomes), 40-60 new for-sale condos, 250-350 new rental units, and 250-300 student housing units annually." From a retail perspective the study suggests that there is a potential of 50,000sf of grocery, 70,000sf of restaurants and 30,000sf of boutique retail over the next ten years. The study also notes that the existing inventory of office space will be sufficient to satisfy demand until 2020.

The market study was augmented by a robust stakeholder engagement process. The process reinforced the findings of the market study and indicated that the biggest problems in City Center are a lack of retail activity, a general lack of activity outside of normal business hours, and a concentration of vacant and underutilized buildings. While there are no silver bullets for the revitalization of a city, it is apparent that increasing the number of residents in the City Center would be the single most effective intervention. Increased population will attract more retail and service use and generate activity outside of normal business hours. Reusing existing vacant buildings increases residential density and decreases vacant space.

Development

While increasing residential numbers in the City Center is the solution to a number of perceived problems with the district, there are challenges to providing new housing. The most oft-cited issue is parking. A second issue is a lack of proximate accessory services that support residential use. There are also a number of architectural issues inherent in the development of constrained sites that make development and redevelopment challenging.

Pro formas were developed for three potential projects in the district (see appendices). Of these projects, one is an unimproved city block, one is an infill site, and one is a building rehab. In each case, the pro forma highlights the dysfunction of the market between development cost and anticipated return. It is clear that additional tools are needed to bring under-performing properties back into productive use. The reinstatement of a PILOT (payment in lieu of taxes) program is therefore a strong recommendation of this plan.

While the driving and parking habits of downtown dwellers are significantly different than those of the general population, it is unrealistic to assume that considerable numbers of new housing can be added without making some accommodation for auto storage. The plan calls for a diversified solution to the parking issue. Substantial numbers of parking spaces can be found in

existing structures by creating shared parking arrangements. Parking on-street where feasible also provides some capacity. The bulk of the parking demand for new residential units, however, will need to be accommodated in strategically located structures. A structure proposed for the 700 block of Broad and Market is the most strategically important facility identified in the plan. Because of its location, a parking resource in this block has the potential to induce over 400 units of housing in eight adjacent properties. While the site is currently in active use, the owners have expressed a willingness to discuss relocation.

There are a number of supporting services that are required to make living downtown a viable option for a broad segment of the population. These uses include services like grocery stores, drug stores, schools, and convenience retail. While some of this infrastructure is in place (two elementary schools, a couple of small grocery stores, and a number of dining options), most of it is located just outside of the City Center. Housing and these services are complimentary uses that require one other to be successful. While there is some question as to which market should develop first, the most likely scenario is that the service market will develop only after a robust residential population is established.



Public Space

The open space network of the City Center comprises parks, plazas, streetscapes, and alleyways. Collectively these spaces form the public realm which supports development activity, cultural activity, and social interaction. The goals of the open space network are to improve the quality and quantity of open space of all types in the City Center while providing a clearly legible armature around which the life of the city can further develop. The development of a strong network of open spaces also presents the opportunity to integrate green infrastructure strategies as a part of open space improvements throughout City Center. The goal is to allow the floor of the City to become greener with an ability to effectively infiltrate stormwater.

A renewal of Miller Park would in many ways be a renewal of the core of the City Center. Removal of the berms, raised plaza, and central pool coupled with raising the floor of the park would allow for the creation of a large multipurpose central lawn surrounded by a variety of seating. Retention of the fountain would provide a location for a large art installation in the upper pool and allow the waterfall to drop into a grate so that children could play in the waterfall. At the southern edge of the park a multistory building is proposed with restaurants and outdoor dining at the park level and housing on the upper levels. Use of the park into the evening would be extended with specialty lighting of the fountain art installation as well as specialty lighting effects and projections onto the white facade of the courthouse at times of celebration.

Transportation

How people move to, through and within the district has a direct impact on the quality of the place. Transportation initiatives form an important portion of the overall vision. Several guiding principles led the development of the specific transportation initiatives. These include:

- Creating streets that reflect the vision for City Center;
- Evaluating one way streets for conversion to two way travel
- Providing a well-connected,navigable system for all travel modes;
- Maximizing active and green transport options such as bike and car share, and high quality, frequent transit;
- Developing a "park-once" strategy with well-placed, managed, and connected parking resources; and
- Reallocating pavement assets to maximize efficiency, access, economic development, and public space.

Broad Street currently carries approximately 8,000 vehicles per day on six travel lanes. As a six lane cross section, its capacity is approximately 36,000 vehicles per day. Therefore, a road diet can be employed to reallocate pavement to better serve users- both motorized and non-motorized. In context with the overall vision for Center City, a number of alternative cross sections were developed. The preferred alternative proposes reducing the number of travel lanes from six to four, retaining parallel parking on each side, and constructing a five foot sidewalk-level one-way cycle track on each side. This initiative requires moving the curbs, but has the benefit of widening the sidewalk, adding a protected bicycle facility, and creating an opportunity for green infrastructure improvements.

Many streets in Center City are one way, requiring out-of-direction travel and additional turning movements for motorists to reach their destinations. The conversion of one way streets to two way where traffic volumes are not heavy should be considered, and is therefore a recommendation of this study. The district is generally a very walkable place. There are, however, a few key infrastructure issues that should be addressed to improve the safety and comfort of pedestrian in City Center. These include improved crossings, widened sidewalks, traffic calming, increased shade and lighting.

Consistent with the complex and interconnected nature of the urban environment, the recommendations of the plan necessitate partnerships among the public, private and non-profit sectors. The City Center Plan proposes a comprehensive set of recommendations that present a roadmap for the continued evolution of the district into a vital, vibrant and healthy heart of the community.

Summary of Market Study

Concurrent with this planning study, Robert Charles Lesser & Co. (RCLCO) was contracted to perform a market study for downtown Chattanooga. The market study considered a broadly defined downtown footprint, with the City Center being one of seven districts in the study area. The findings of the study form the basis for market-related recommendations made in this plan.

The following key findings are excerpted from:
Downtown Chattanooga Study: Housing, Retail and Office Market Opportunities
Robert Charles Lesser & Co.
November 27, 2013

UNIQUE POSITIONING OPPORTUNITIES:

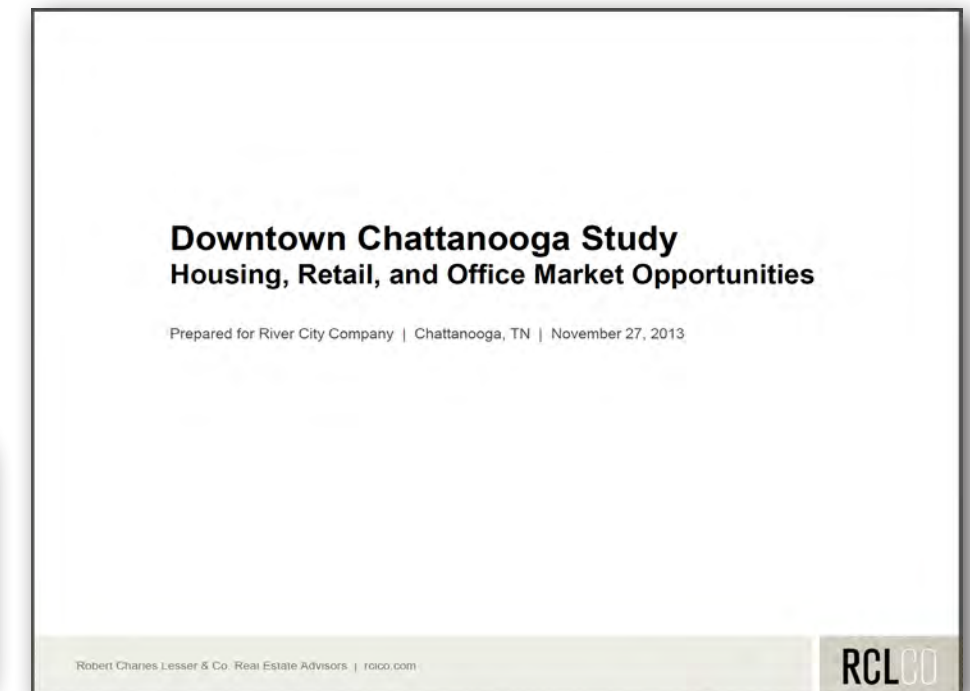
City Center

Primarily **office, retail and residential conversions** with a focus on attracting more than just daytime activity/users. Some small-scale infill sites for new development, but that will likely require off-site parking solutions.

LIKELY HOUSING OPPORTUNITIES:

City Center

Likely Market Appeal: Unique historic reuse; discount to riverfront
Caveats: Smaller infill sites will need to identify nearby, off-site parking solutions.



RESIDENTIAL

Today, Chattanooga and Hamilton County have undiversified suburban housing options that do not provide the breadth of housing locations and types that new and future residents may desire. As one of the only dense locations in the MSA, downtown Chattanooga can aspire to capture a significant segment of the market seeking city mixed use living. RCLCO estimates that ultimately, downtown will be able to support approximately 125-195 new for-sale units each year (including rehabilitated SFD, new SFD, and townhomes), 40-60 new for-sale condos, 250-350 new rental units, and 250-300 student housing units annually.

However, downtown Chattanooga is still evolving and will need to continue to strategically encourage development that provides basic retail and community services (grocery, schools, etc.) contributing to the liveability of downtown.

UTC provides a huge opportunity to build the residential base today by building student-oriented housing, particularly for the MLK district. Incorporating the growing student body into the downtown area will add vitality and life to what otherwise is often a "daytime downtown." Students support retail demand and offerings that will in turn attract more downtown residents.

RETAIL

Downtown Chattanooga boasts a few clusters of retail and restaurants, particularly centering around the Riverfront as well as scattered throughout the City Center. Much of this retail serves a rather transient population of visitors and employees, and while a benefit to residents, does not fulfill their day-to-day retail needs. One exception of this is the small retail district in the Southside, which likely helps explain developers' success in selling new SFD and townhome product nearby.

Top "wish list" household-serving retailers in the core of downtown, include a grocer and a drug store. Today, these stores all skirt the border of downtown – adequately serving downtown residents from a retailer's perspective. While a major grocer may be challenging to attract due to the two major stores located on the Northshore, attracting a pharmacy presents a realistic near-term objective for City Center.

New retail downtown will primarily be supported by new residents, UTC students, and tourists. Downtown employees, while strong support for retail today, are not projected to be a growing demand source. Over the next 10 years, the full potential for retail from all potential market segments could include: 50,000 SF of grocery and pharmacy, 70,000 SF of restaurants, and 30,000 SF of boutique/soft goods retailers.

In the near term, Chattanooga should focus on strengthening and revitalizing the current retail offerings and identifying key locations that are currently underperforming. RE-tenanting should be a very strategic process accounting for new growth and which tenants would be appropriate for which neighborhood, particularly as retail tends to cluster together.

OFFICE

The existing office supply in downtown Chattanooga will likely meet the needs of office-using employment until 2020, unless a significant shift in the market occurs, such as residential conversion, to reduce the supply of vacant and underutilized office buildings.

Another opportunity to enliven underutilized buildings is the consider non-traditional office tenants such as institution/university, and more creative opportunities, such as renovating space to attract a new type of tenant (aka shared office space, loft-type space).



Process

In keeping with River City Company's practice of engaging stakeholders and interested citizens in any planning process involving downtown, a multi-pronged approach was taken to gauging citizen ideas, concerns, hopes and aspirations for the City Center. This process took several weeks and culminated in a public three-day charrette from October 7-9, 2013.

As members of the planning team were gathering and analyzing a range of information about the City Center district, River City Company invited dozens of stakeholders for small group meetings over the course of several weeks. More than 70 people attended these meetings. Stakeholder groups included the following:

- Downtown Owners Collective (Residents)
- Local government representatives
- Developers
- Bankers
- District property owners
- Realtors and property appraisers
- The Downtown Chamber Council
- Arts and entertainment representatives
- Hospitality industry representatives
- Parking and transportation professionals
- Downtown innovators

A survey was distributed to members of the downtown merchants group by email and a number of them sent in responses about City Center.

Input ranged from the general, such as the desire for City Center to be a more vibrant place, to specific ones dealing with trash on sidewalks and the timing of various traffic light signals.

Design Team Members gathered at River City Company early on October 7 and briefed each other on progress to date. A two hour walking tour of the district allowed for additional observations and conversation. At 5:00 pm the opening public meeting began at Bessie Smith Hall. After a brief visual overview of the district, approximately 200 people, sitting at tables of 8-10 each, discussed and recorded their dreams and ideas for the district on base maps. Each table had a facilitator to assist in recording input. Participants were asked to respond to the following prompts:

1. Envision the district 20 years from now and list three adjectives describing the place as you envision it.
2. 20 years in the future, what is different about:
 - a. How you move through and around the district?
 - b. How you use the out of door spaces?
 - c. Entertainment and cultural options in the district?
 - d. It as a place to live?
 - e. It as a place to shop?
 - f. How it connects to the districts around it?
 - g. It as a banking and government center?
3. Give the district a tag line- "Center City.....(fill in the blank)"

When table work was finished, spokespersons from each table brought their base map ideas before the assembly to summarize their input. Base maps were saved and photographed. The team invited participants to come by River City Company during the next two days to see and take part in the work in progress, and to attend the closing public meeting on October 9.

The next two days the team worked to flesh out ideas from the charrette. As various plans for housing, bike lanes, green spaces, and street design were debated and studied, the team touched base with stakeholders such as City government leaders and property owners for their reaction and additional input. Drop-in visitors added to the mix of ideas.

By Wednesday afternoon the team went into production mode to produce the renderings, diagrams and plan drawings to illustrate the plan in progress to the public later in the evening.

Over 200 people attended the public meeting later at the Bessie Smith Hall. The team presented the work in progress and responded to questions from the floor.

In following weeks as the team continued to refine and study various parts of the plan, River City Company continued the public dialogue generated by the plan in progress.



Figure 1.1 Cherry St & 8th



Figure 1.2 Chestnut St & 8th



Figure 1.3 Cherry St & 7th



Figure 1.4 - Patten Parkway



Figure 1.5 Chestnut & 7th



Figure 1.12 Chestnut Center



Figure 1.7 Mayfield Building



Figure 1.8 Miller Park



Figure 1.10 700 Block



Figure 1.9 Volunteer/American Legion Lots

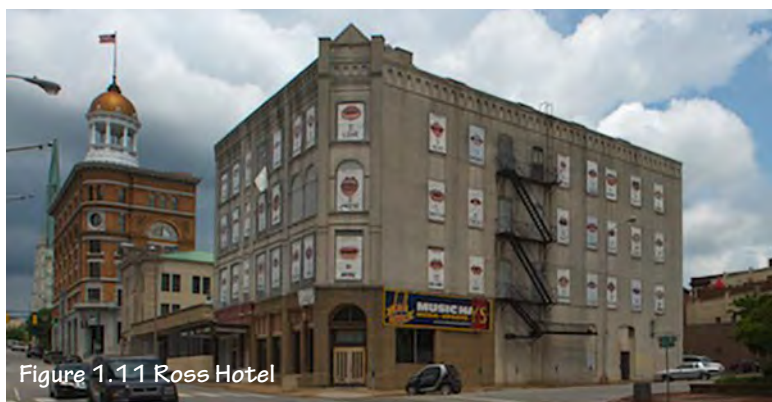


Figure 1.11 Ross Hotel



Figure 1.6 Volunteer Parking Garage



Figure 1.13 700 Block of Cherry



Figure 1.14 Market Center Lot

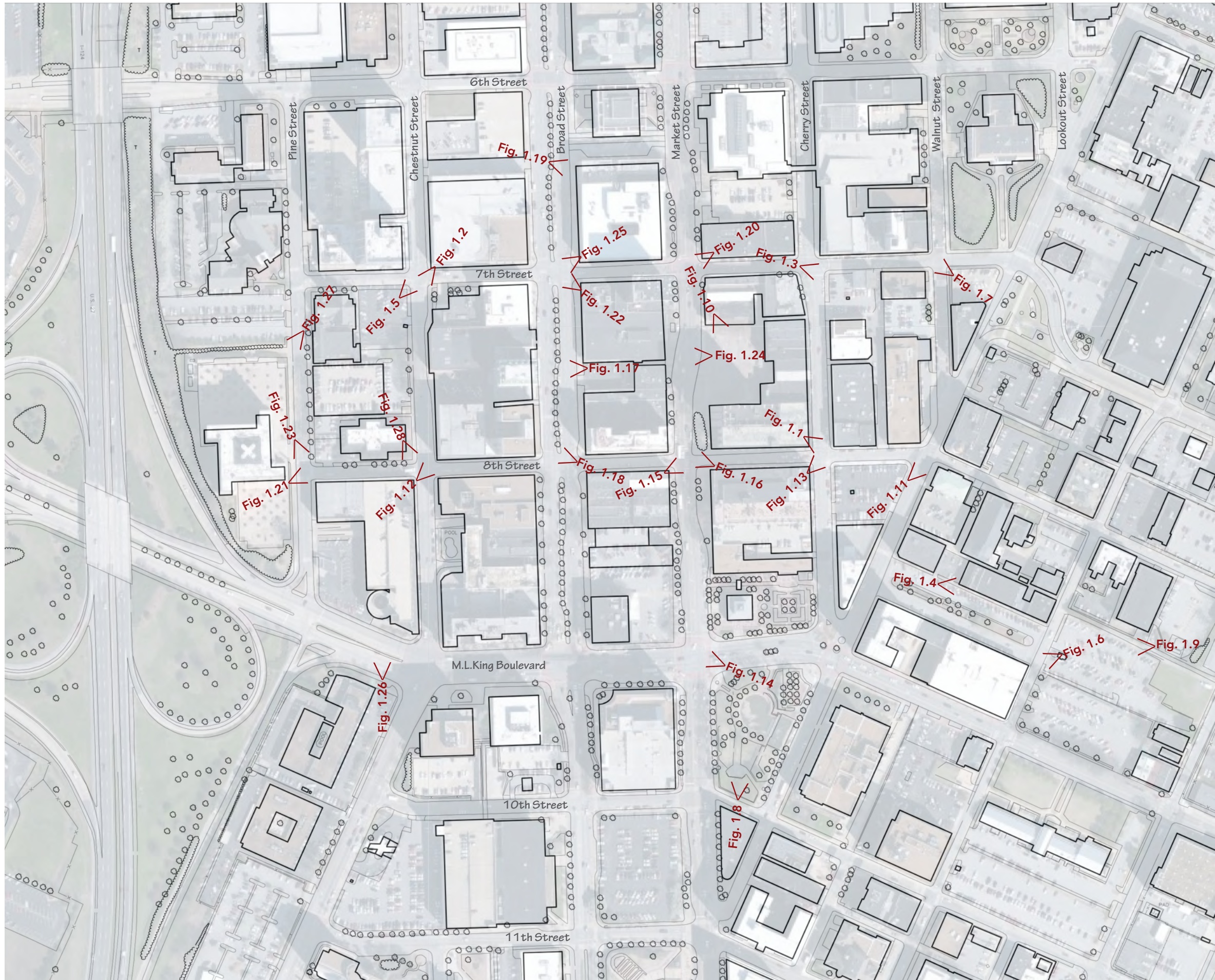


Figure 1.0 Existing Conditions

- Fig. 1.1 Cherry St & 8th
- Fig. 1.2 Chestnut St & 8th
- Fig. 1.3 Cherry St & 7th
- Fig. 1.4 Patten Parkway
- Fig. 1.5 Chestnut & 7th
- Fig. 1.6 Volunteer Parking Garage
- Fig. 1.7 Mayfield Building
- Fig. 1.8 Miller Park
- Fig. 1.9 Volunteer/American Legion Lots
- Fig. 1.10 700 Block
- Fig. 1.11 Ross Hotel
- Fig. 1.12 Chestnut Center
- Fig. 1.13 700 Block of Cherry
- Fig. 1.14 Market Center Lot
- Fig. 1.15 SunTrust Bank Building
- Fig. 1.16 Chattanooga Bank Building
- Fig. 1.17 Maclellan Building
- Fig. 1.18 James Building
- Fig. 1.19 "Regions" Buildings
- Fig. 1.20 First Tennessee Bank Building
- Fig. 1.21 Mountain City Club
- Fig. 1.22 Hub Building
- Fig. 1.23 Pine & 8th
- Fig. 1.24 TVFCU
- Fig. 1.25 Tivoli Center
- Fig. 1.26 CitiPark
- Fig. 1.27 Gold Building
- Fig. 1.28 Pioneer Bank Building



Figure 1.15 SunTrust Bank Building



Figure 1.16 Chattanooga Bank Building



Figure 1.17 MacLellan Building



Figure 1.18 James Building



Figure 1.19 "Regions" Buildings



Figure 1.20 First Tennessee Bank



Figure 1.21 Mountain City Club



Figure 1.22 Hub Building



Figure 1.23 Pine & 8th



Figure 1.24 TVFCU



Figure 1.25 Tivoli Center



Figure 1.26 CitiPark

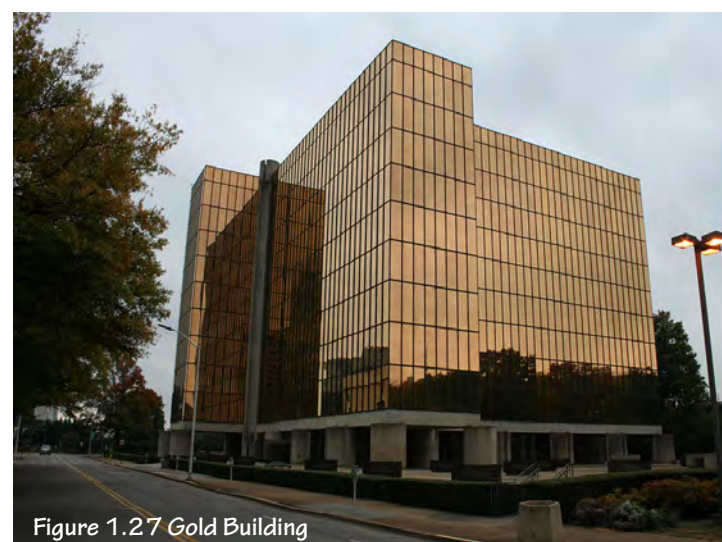


Figure 1.27 Gold Building



Figure 1.28 Pioneer Bank Building

City Center Plan



Figure 2.1 Potential Housing Projects

Key	Building	Units
A	700 Block	85
B	Chattanooga Bank Building	120
C	Civic Forum Block	126
D	Miller Park	40
E	MacLellan Building	80
F	James Building	80
G	Pioneer Bank Building	52
H	First Tennessee Bank	30
I	SunTrust Bank Building	54
J	CitiPark	40
K	Mayfield Building	16
L	Chestnut Center	55
M	Market Center	70
N	"Regions Buildings"	16
O	8th & Pine	240
Q	Ross Hotel	40
R	Tivoli Center	27
S	7th & Cherry	20
T	700 Block Of Cherry	20
U	Hub Building	30
V	Volunteer Surface Lot	50
W	Gold Building	
X	Miscellaneous Housing Infill	
	Total	1,261+

The RCLCO market study suggests that, with certain caveats, there is demand for 191 new housing units a year for the next ten years (1,910 units). This chapter makes specific recommendations for the location of more than 1,260 units, and general recommendations for the balance.

Pro formas were developed for potential projects in the district. The three projects include an entire unimproved city block, a vacant infill site, and an existing building. In each case, the pro forma highlights the gap in the market between estimated development costs and anticipated return. It is clear that additional tools are needed to bring underperforming properties back into productive use. Toward that end, the reinstitution of a PILOT program, or other appropriate development incentive is strongly recommended.

Development

Overview

Input gathered throughout the process indicated that the biggest issues in City Center are a lack of retail activity, a lack of activity outside of normal business hours, a concentration of vacant and underutilized buildings, and aggressive panhandling by transient users of the district. While there are no silver bullets for the revitalization of a city, it has become apparent that increasing the number of residents in the City Center would be the single most effective intervention that could be made. Increased residential numbers will attract more retail and service activity and generate activity outside of normal business hours. Repurposing existing office buildings will both increase residential density and decrease the amount of vacant office space. Increased numbers of residents, active uses, and “eyes on the street” can increase safety and the perception of safety.

There appear to be three primary challenges to increasing the amount of housing in the City Center. The first is fairly straightforward- parking. The second is a lack of accessory services that support residential use. The final hurdles are the economic and architectural issues inherent in the development of constrained urban sites.

The lack of available and convenient parking was a constant theme in stakeholder input. While the car driving and parking habits of downtown dwellers are different than those of the general population, it is unrealistic to assume that significant numbers of new housing can be added without some accommodation of auto storage. The plan calls for a multi-faceted solution to the parking issue. Significant numbers of parking spaces can be found in existing structures by leasing existing spaces and by creating shared parking arrangements. Car share will present an option for a number of potential residents. On- street parking also provides some level of capacity. It appears, however, that the bulk of the parking demand for new residential units should be accommodated in new, strategically located parking structures.

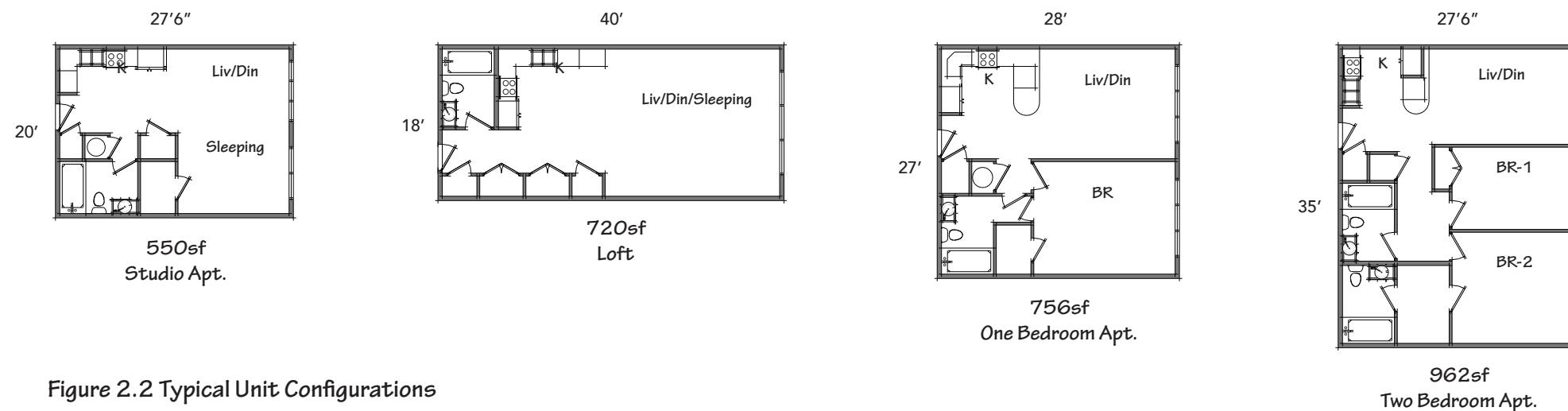


Figure 2.2 Typical Unit Configurations

Housing

It is clear that there are a number of supporting services and uses that are required to make living downtown a viable option for a broader segment of the population. This includes services such as grocery stores, drug stores, schools, and convenience retail. While some of this infrastructure is in place, most of it is located just outside of the City Center. Housing and services are complimentary uses that require one other to be successful. While it is possible to debate which market should develop first, it is likely that the service market will develop after a residential population is established.

The development of new housing in the City Center is complicated by the fact that this portion of downtown was developed in the early 1800’s and in the intervening years the sites in the district have been developed and redeveloped. Unimproved land in the district is scarce, and where it exists it tends to be dimensionally constrained. While existing vacant buildings provide the bulk of opportunity for new housing units, these buildings are often constrained by less than ideal dimensions or construction types that make HVAC and plumbing retrofits prohibitively expensive. The density that defines the downtown core, and makes sense from a land value and urban design standpoint suggests that new buildings should be tall. This characteristic, however, brings into play added costs owing to the need for more robust seismic and building systems requirements.

Another inherent complication with developing housing in the district is the regulatory environment. The City operates in conformance with the International Building Code (2012), the International Fire Code (2012), and the NFPA Life Safety Code (2006). While these codes are invaluable tools to ensure the health, safety and welfare of the community, many of the provisions of the codes are subject to interpretation. Most codes are crafted to favor (if not create) sub-urban conditions. In these cases, the vision of our citizenry is at odds with the authors of the codes. The result is that some interpretations of code language create hurdles to urban development.

Potential Housing Projects

A. 700 Block (Fig. 1.10) The eastern side of the 700 Block of Market Street is the sole unimproved development site in the district. The plan suggests that the site be developed as a mixed-use, rental residential project with ground floor retail. The constraints of the site require that a majority of the parking for the development be accommodated on an adjacent site- in this case, a parking structure proposed for the current site of the Tennessee Valley Federal Credit Union (TVFCU). It is anticipated that a five-story development would provide 48 rental housing units, 9,000 square feet of ground floor retail space, and 36 parking spaces. (See Fig. 4.8, Appendix B)

B. Chattanooga Bank Building (Fig. 1.16)- This existing building is slated for conversion to rental apartments by a private developer. The current plan is to provide 200 beds in 120 units for the student market. Preliminary arrangements have been made for parking in the Hub Building garage. While this temporary arrangement works now, a new garage in that block on the current site of the TVFCU would provide a better long-term alternative.

C. Civic Forum Block- The lot bounded by Market, Broad, 10th and 11th represents the best opportunity for a large-scale project in the district. Additionally, The location of a significant parking resource on site will not only accommodate on site users, but make future development more viable on adjacent properties such as Miller Park and Patten Towers. The plan calls for 126 units on six floors and a 500-car parking structure. (Appendix A)

D. Miller Park (Fig. 1.8)- As more thoroughly explained in the public space chapter, the plan calls for a redesign of Miller Park. A major component of the redesign is the creation of active uses on site. A seven-story building on site would provide ground-floor retail/restaurant opportunities and 40 residential units. Parking for the residents could be accommodated at either the EPB parking garage or a new garage on the Civic Forum lot. (Fig. 4.6)

E. Maclellan Building (Fig. 1.17)- This former office building is currently vacant. The building has been identified as a potential site for a boutique hotel. This potential use is consistent with community vision and the goals of this plan. For the purposes of this document, however, the building is envisioned as residential rehab project that will produce 80 rental units with an active retail/service ground floor. Regardless of use, lack of parking for the building is a barrier to redevelopment. A new parking structure at the adjacent site of TVFCU could increase the viability of the project. (Fig. 4.5)

F. James Building (Fig. 1.18)- This handsome structure is currently about 25% vacant. A rehabilitation of the building would create 80 rental units with an active retail/service ground floor space. As with the Maclellan Building, a lack of parking for the building is a barrier to redevelopment. A new parking structure at the adjacent site of the TVFCU could increase the feasibility of the project. (Fig. 4.4)

G. Pioneer Bank Building (Fig. 1.28)- This current office building was designed to accommodate additional development atop the current structure. A six-floor build would provide an additional 52 residential units. Parking for the development could be accommodated in the CitiPark garage.

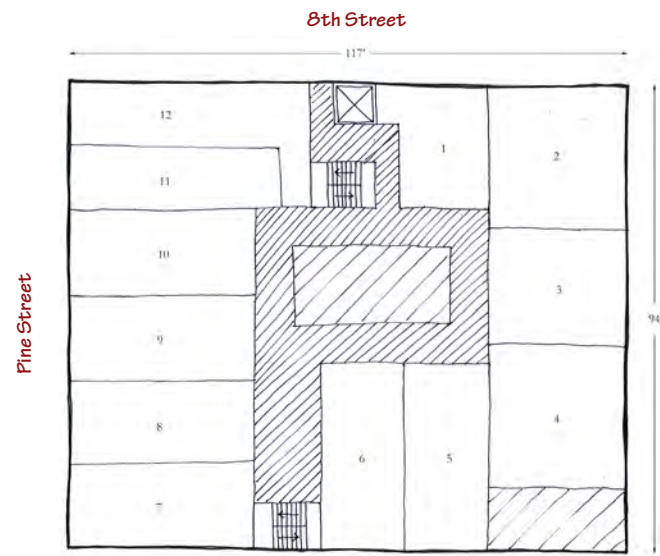


Figure 2.3 8th & Pine
 Unit 1 - 530sf
 Units 2&4 - 870sf
 Units 3&5 - 720sf
 Unit 11 - 585sf
 Unit 12 - 740sf

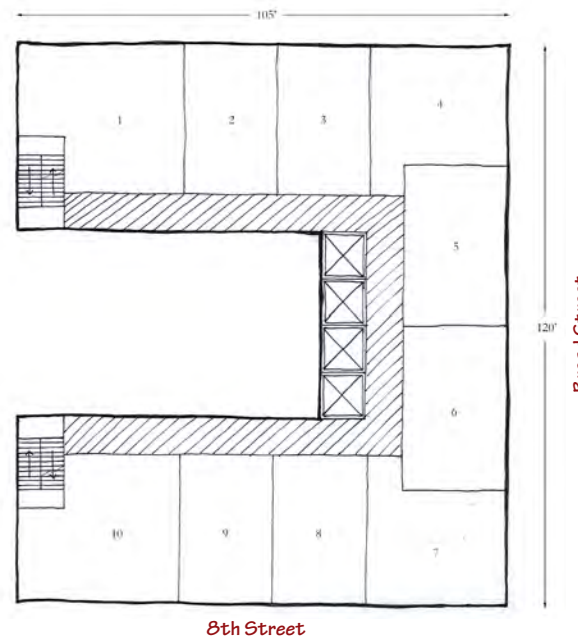


Figure 2.4 James Building
 Unit 1 & 10 - 980sf
 Units 2,3,8,9 - 640sf
 Units 4 & 7 - 800sf
 Unit 5 & 6 - 770sf

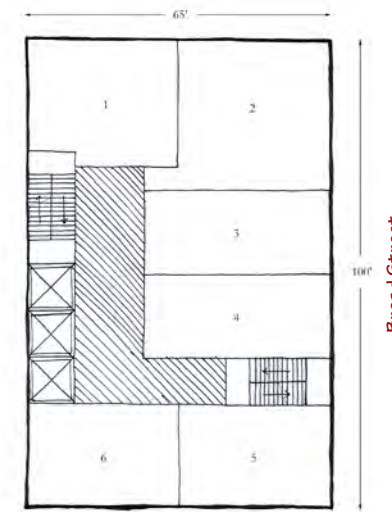


Figure 2.5 Maclellan Building
 Unit 1 - 830sf
 Unit 2 - 1,060sf
 Units 3 & 4 - 720sf
 Unit 5 & 6 - 705sf

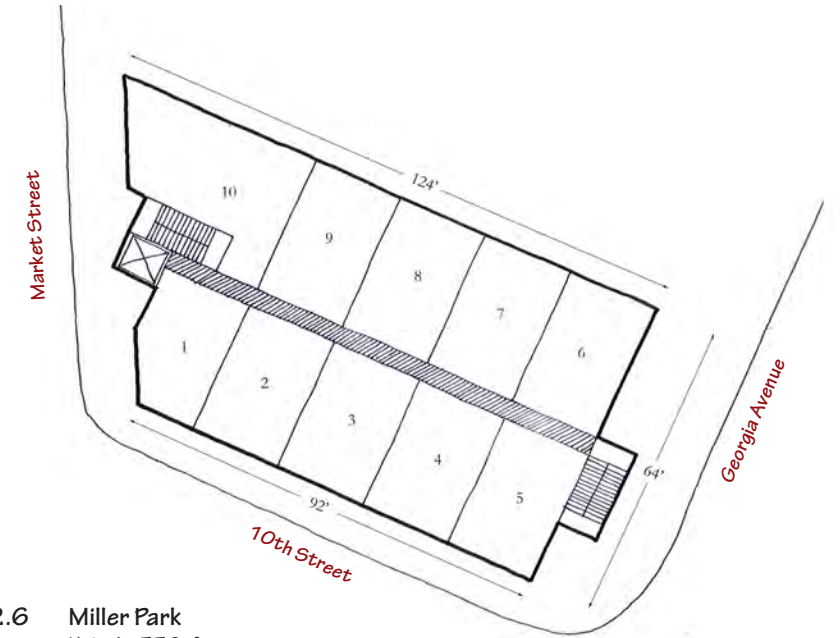


Figure 2.6 Miller Park
 Unit 1 - 550sf
 Units 2-9 - 600sf
 Unit 10 - 790sf

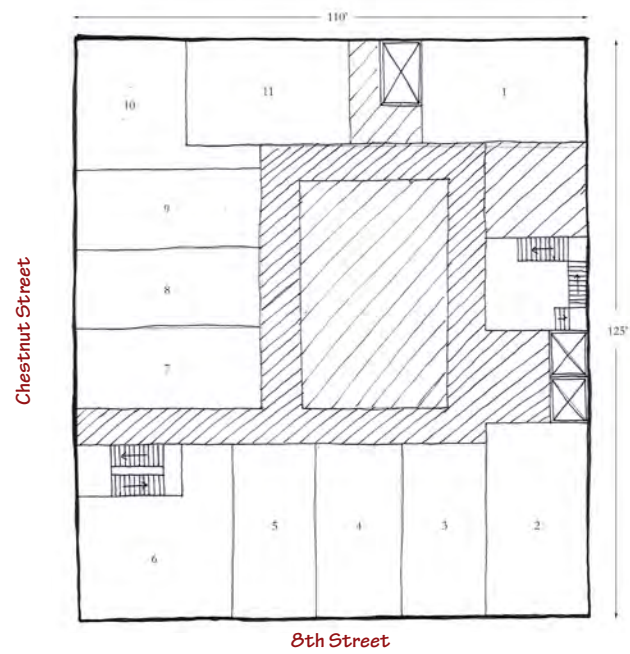


Figure 2.7 Chestnut Center
 Units 1 & 11 - 770sf
 Unit 2 - 925sf
 Units 3-5 - 665sf
 Unit 7-9 - 720sf
 Unit 10 - 750sf

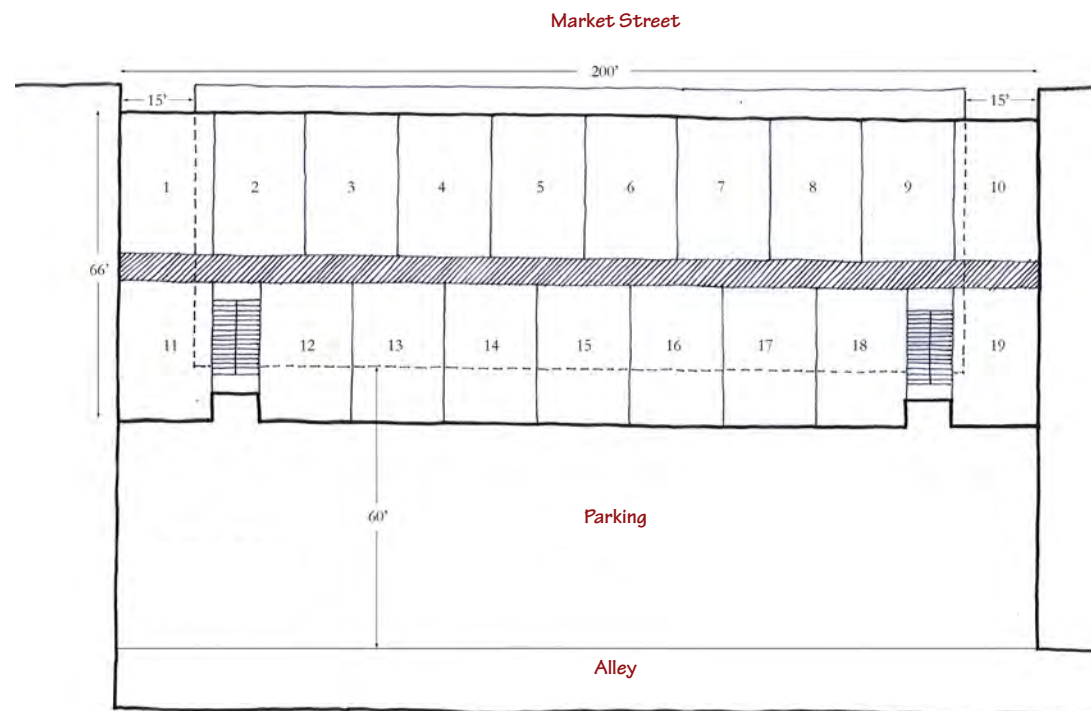
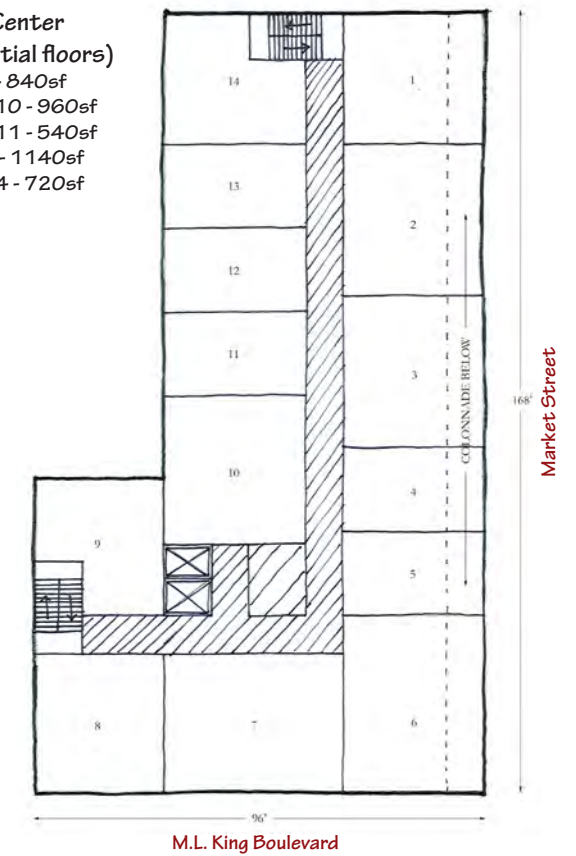


Figure 2.8 700 Block
 Unit 1-19 - 600sf

Figure 2.9 Market Center (Residential floors)
 Unit 1 & 8 - 840sf
 Units 2,3,10 - 960sf
 Units 4,5,11 - 540sf
 Unit 6 & 7 - 1140sf
 Unit 9 & 14 - 720sf



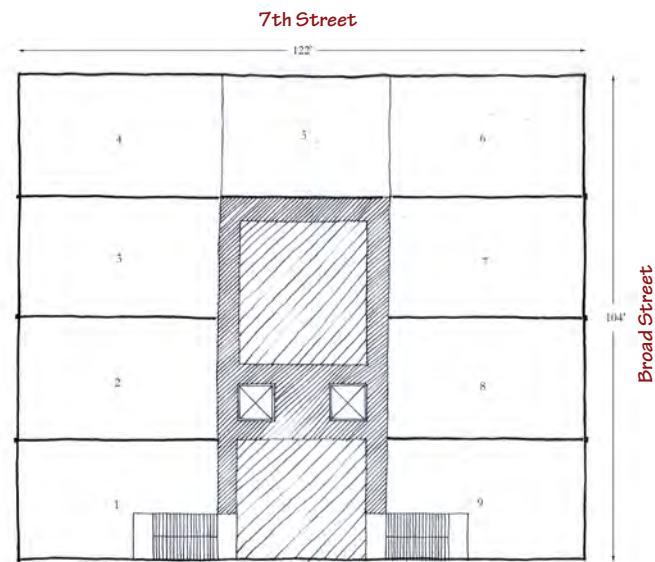


Figure 2.10 Tivoli Center
 Units 1 & 9 - 890sf
 Units 2,4,6,8 - 1,050sf
 Unit 5 - 900sf

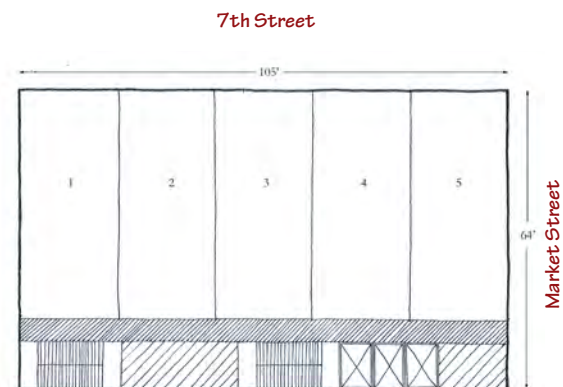


Figure 2.11 First Tennessee Building
 Unit 1-5 - 1,000sf

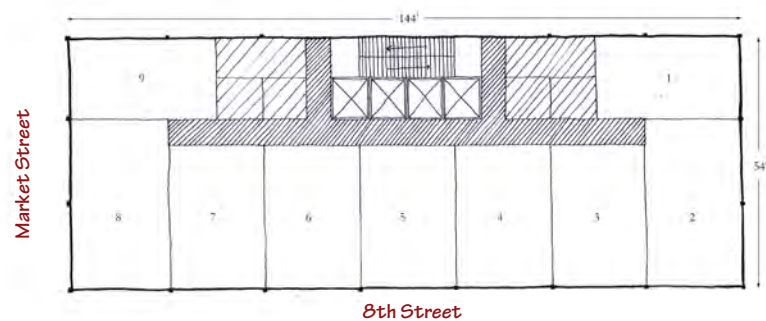


Figure 2.12 SunTrust Building
 Unit 1,3-7,9 - 600sf
 Units 2 & 8 - 720sf

H. First Tennessee Bank Building (Fig. 1.20)- This building currently has a number of vacant floors. The owners have shown willingness to use innovative techniques to populate the building, as evidenced by the Society of Work co-work space. Six floors of residential rehabilitation would net 30 units. The biggest challenge to this concept is the cost associated with providing residential plumbing and HVAC in the existing structure. Parking on the site of the TVFCU could increase the project's feasibility. (Fig. 4.11)

I. SunTrust Bank (Fig. 1.15)- The building currently has a number of vacant floors. Six floors of residential rehabilitation would net 54 units. The biggest challenge to this concept is the cost associated with providing residential level plumbing and HVAC in the existing structure. Parking for the new units could likely be accommodated in the on-site parking structure. (Fig. 4.12)

J. CitiPark (Fig. 1.26)- Developers have explored the concept of developing residential units atop the garage. Such a development would be consistent with community vision and the goals of the plan, but at planning level, it is difficult to determine economic feasibility. It would be anticipated that a development would create 40 new for-sale residential units with parking accommodated within the underlying structure.

K. Mayfield Annex (Fig. 1.7)- The status of the County-owned building at the corner of Walnut and 7th is uncertain. There is an opinion that the structure has outlived its usefulness as an office building. The plan recommends further investigation into the rehabilitation of the building for residential use. Funds slated for demolition could conceivably be put into a larger effort for residential rehabilitation. Should the site be cleared, a similarly scaled and articulated residential structure would be recommended. In either case, a project would yield roughly 16 residential units. Parking for the development could prove to be problematic in the short term, but in the longer term could be accommodated in the County garage within the same block.

L. Chestnut Center (Fig. 1.12)- This vacant, former office building is an archetypal residential conversion opportunity. The building would yield about 55 units. Parking for the units could be accommodated in the adjacent CitiPark structure or a new structure to be located across the street. (Fig. 4.7)

M. Market Center (Fig. 1.14)- This site represents the last unbuilt parcel addressed in the Miller Park District Guidelines. The dimensions of the parcel are not ideal from a development standpoint, but a five-story, mixed-use building would yield 70 units and 10,000sf of ground floor space. The displacement of parking on site, and newly generated demand would likely necessitate the construction of a new structure within the block. (Fig. 4.9)

N. "Regions Buildings" (Fig. 1.19)- These buildings in the 600 block are currently vacant. The sites are constrained by a lack of dedicated parking and configurations that make rehabilitation difficult. Constraints notwithstanding, a shrewd developer could create a modest residential project of 16 units with parking accommodated in the adjacent Hub Building parking structure.

O. 8th and Pine (Fig. 1.23)- The current site of the Mountain City Club (MCC) has been identified by private developers as a piece in a larger vision for this portion of the district. Their proposal calls for the relocation of MCC, creation of a new open space, and the balance of the site being devoted to residential development. While negotiations are on-going, the plan recognizes that the proposal for public space and 200 housing units is more consistent with a vibrant downtown than the existing single-story structure.

Q. Ross Hotel (Fig. 1.11)- This historic structure is currently vacant. It is anticipated that a significant level of investment will be required to return the building to a usable standard. Both a return to the past use of boutique hotel or residential renovation would be consistent with community vision and plan goals. The property is constrained by a lack of dedicated parking; however, new demand could be accommodated in the existing Volunteer garage, or a new parking facility at the corner of 8th and Georgia.

R. Tivoli Center (Fig. 1.25)- Two of the buildings four floors are now vacant. The interior layout of the building is not necessarily ideal for residential rehabilitation, and a lack of dedicated parking is also problematic. It would be possible, however, to produce a total of 27 units at 9 units per floor with 8,000sf of ground floor use. Parking for the project could be accommodated either in the existing Hub Building parking garage or at a new parking structure across the street at the current site of the TVFCU. (Fig. 4.10)

S. 7th & Cherry (Fig. 1.3)- The current site of a surface parking lot could be a housing development site. In the short term, parking is a barrier from the standpoint of the current use of the existing spaces, and a lack of dedicated parking for the new potential units. In the long term, a relocation of County facilities could free a number of spaces in the adjacent County parking structure. A four-story building on this site would net 20 units.

T. 700 Block Cherry Street (Fig. 1.13)- The vacant upper floors of the current office buildings have been identified as potential residential rehabs. It is anticipated that about 20 units could be created. Parking for the development could potentially be accommodated in the SunTrust parking structure, or in a new parking deck at the corner of 8th and Georgia.

U. Hub Building (Fig. 1.22)- The vacant upper floors of the building provide an opportunity for a residential intervention. Residential rehab would likely net 30 units, with parking provided in the attached parking structure.

V. Lindsay & M.L.King (Fig. 1.9)- The current surface lot represents one of the best opportunities for large-scale new construction in the district. The site has strategic importance as the transition between City Center and the M.L.King district. The plan suggests a new mixed-use development fronting M.L.King Boulevard. The project could yield 50 units in four residential floors above an active commercial ground floor of approximately 10,000sf.




W. Gold Building (Fig. 1.27)- This former BCBS office building is constrained from an adaptive reuse standpoint. The building, however, has been identified as the future site of an up-scale hotel- one of the few uses that will work within the current architectural framework. For the purposes of the plan, the hotel use is assumed, with parking to be accommodated in an existing on-site, underground structure.

X. Miscellaneous Housing Conversions- Consistent with the overall theme of the plan, it is recommended that where feasible, vacant upper floors of buildings within the district be considered for conversion to residential use.

Figure 2.13 - Proposed Parking Structures

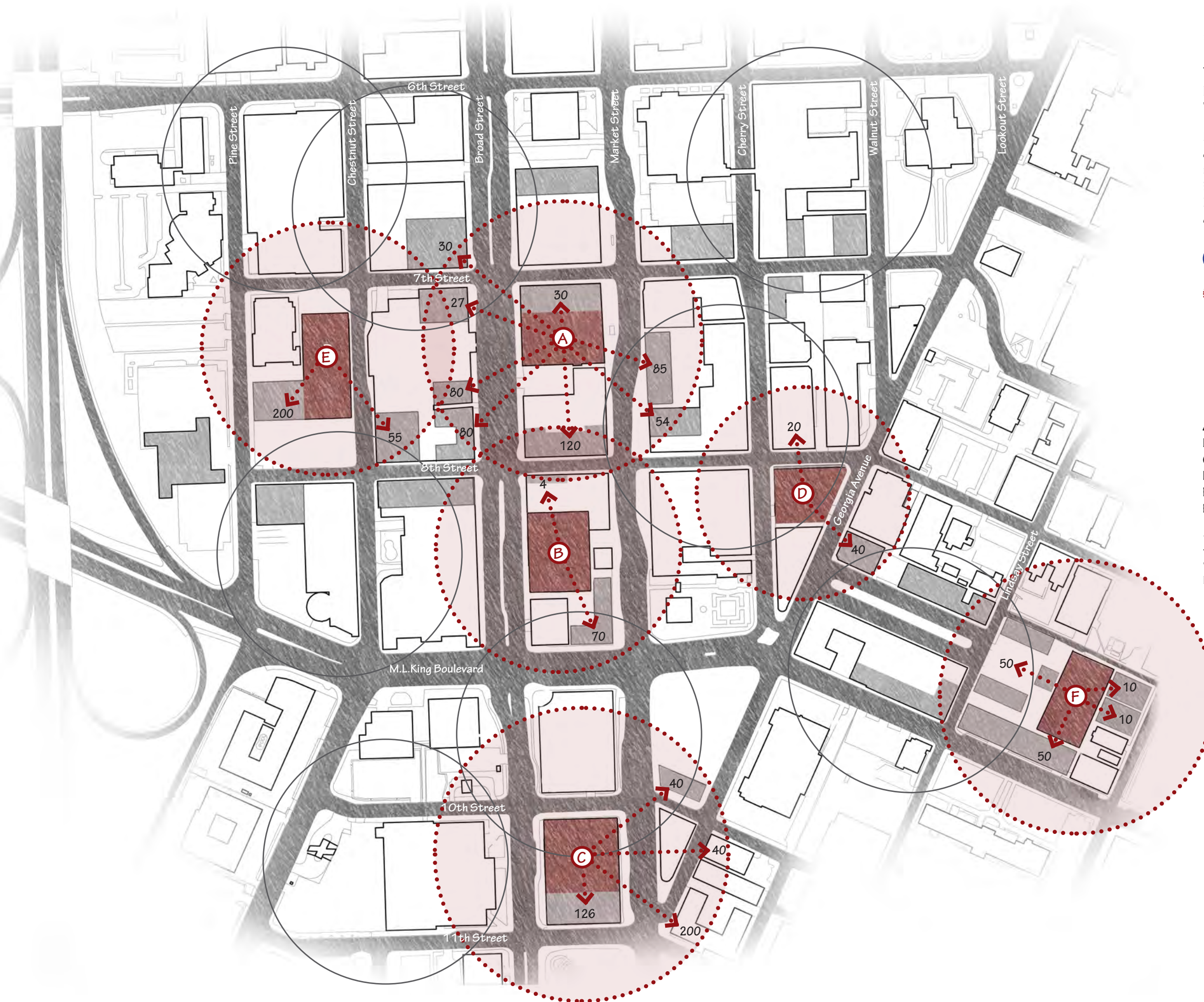
The provision of new parking structures has the potential to spur the redevelopment of existing, vacant office buildings.

Building structures along the north/south of downtown creates a legible rhythm of parking infrastructure for visitors and residents. Establishing the ability to find parking in each block of Broad and Market serves both on-site development and broader district needs.

-  Existing Parking Structure: 1-block radius
-  Proposed Parking Structure
-  Parking Demand: Potential Housing Projects (1 space per unit)

	Potential Residential Unit Demand	Est. Structure Size*
A. 700 Block	506	500
B. 800 Block	74	500
C. Civic Forum Block	406	500
D. 8th/Georgia	60	124
E. 7th/Chestnut	295	500
F. M.L.King/Houston	120	500

*These estimates are based on potential residential demand, transient visitor demand, and economies of scale. Structure size will ultimately be determined by the Parking Authority and/or private parties responsible for development.



Parking

The lack of available and convenient parking was a constant theme in stakeholder input. While the car driving/parking habits of downtown dwellers are different than those of the general population, it is unrealistic to assume that significant numbers of new housing or other development can be added without making some accommodation for auto storage. The plan calls for multi-faceted solution to the parking issue. Significant numbers of parking spaces can be “found” in existing structures by leasing existing spaces and by creating shared parking arrangements. It appears, however, that the bulk of the parking demand for new residential units will need to be accommodated in new, strategically located parking structures. The market study reinforces this notion, noting that there are “Some small-scale infill sites for new development, but that will likely require off-site parking solutions.”

A. 700 Block of Broad & Market Structure- A structure proposed for the 700 block of Broad and Market is the most strategically important parking facility identified in the plan. Because of its location, a parking resource in this block has the potential to induce over 400 units of housing in eight adjacent properties (700 Block, Chattanooga Bank Building, James Building, Maclellan Building, Tivoli Center, First Tennessee Bank, SunTrust and Hub Building). While the site is currently in active use, the owners, Tennessee Valley Federal Credit Union, have expressed willingness to move to another location if an equitable deal can be arranged. A 500-car structure would be sufficient to accommodate increased residential demand while providing support for general parking needs in the district.

B. 800 Block Structure- The surface parking currently located at the corner of Market and M.L.King belies the importance of the underlying site. In order for that site to be developed, a parking resource must be provided to accommodate the new development and the needs of Market Center. A structure at this site could also serve as a parking resource for the district as a whole. Economics will likely guide the sizing of the structure, but it should, at a minimum account for new users (60 spaces) and displaced spaces (113).

C. Civic Forum Block Structure- This current surface lot provides an excellent opportunity to create a significant parking resource that will not only accommodate on site users, but make future development on adjacent properties more feasible. The site has the potential to serve on-site residential development, the public library, future development at Patten Towers, Warehouse Row, the Times Building, and potential development at Miller Park. The potential parking demand for new residential units is over 400 spaces. A 500-car structure would mirror the adjacent EPB garage and be sufficient to accommodate increased residential demand while providing support for the district in general.

D. 8th/Georgia Structure- The irregularly shaped surface lot has the potential to double capacity and make development on adjacent sites more feasible. The change in elevation on the site suggests that with some excavation, two trays of parking could be accommodated: one access from Cherry Street, the other from Georgia Avenue. Doubling the current capacity of 62 would provide support for redevelopment at the Ross Hotel, and the 700 Block of Cherry St.

7th/Chestnut Structure- The western end of 8th Street has been identified as a site for significant private sector investment. A new parking resource in this area would increase the feasibility of the more than 300 proposed residential units.

M.L.King/Houston Structure- The current surface lots have the potential to augment a redevelopment of the Patten Parkway area. A parking structure would provide capacity for new mixed-use development, accommodate displaced surface spaces, and provide a resource for increased activity in the area. Economics will likely guide the sizing of the structure, but it should, at a minimum account for new residential units and displaced spaces.

Retail

The market study by RCLCO reiterates the notion that retail and residential uses form a symbiotic relationship. People consider convenient access to goods and services when choosing where to live and retailers like to locate in close proximity to the markets they serve. The greater the population density, the greater the retail offerings. At this stage in the development of the city center, the greatest retail needs are for basic household service. The market study identifies a grocery store and pharmacy as key (RCLCO p.4):

“Top “wish list” household-serving retailers in the core of downtown, include a grocer and a drug store. Today, these stores all skirt the border of downtown – adequately serving downtown residents from a retailer’s perspective. While a major grocer may be challenging to attract due to the two major stores located on the Northshore, attracting a pharmacy presents a realistic near-term objective for City Center.”

The majority of development proposed in this plan is residential. However, the plan strongly recommends that ground floor development in the district provide the goods and services required to make residential development possible and that contribute to an active and engaging streetlife. As residential numbers grow, so will the market for a variety of retail uses in the district. Existing and proposed ground level space have the potential to accommodate the market projection for retail use (RCLCO p.4):

“Over the next 10 years, the full potential for retail from all potential market segments could include: 50,000 SF of grocery and pharmacy, 70,000 SF of restaurants, and 30,000 SF of boutique/soft goods retailers.”

Office

The downtown office market is still feeling the effects of the Blue Cross/ Blue Shield move from downtown to Cameron Hill. The vacant space left in the wake of their departure, coupled with other activity in the market has created an office occupancy rate of about 78%. While the office market has been active in recent months, the activity is largely from existing downtown tenants moving into existing downtown buildings. The market study confirms the anecdotal observations made by the stakeholder groups (RCLCO p.4):

“The existing office supply in downtown Chattanooga will likely meet the needs of office-using employment until 2020, unless a significant shift in the market occurs, such as residential conversion, to reduce the supply of vacant and underutilized office buildings.”

The goal of the plan is to simultaneously increasing the number of housing units and decrease the amount of vacant office space by recommending that existing vacant office space be converted to residential use where possible.

Design & Vision

Many of successes in the City Center over the past few decades are a direct result of work by the former Urban Design Studio. Community conversations regarding the reestablishment of a design resource are on-going. Such a resource would benefit both public and private sectors, provide a steward for the community urban design vision, and raise the level of design quality in City Center and downtown.



Figure 3.1 - Proposed Miller Park Improvements



Figure 3.3 - Proposed Miller Park Improvements



Figure 3.2 - Open Spaces

Public Space

Overview

The Open Space Network of the City Center is comprised of parks, plazas, streetscapes, and alleyways. Collectively these spaces comprise the public realm which supports development activity, cultural activity, and social interaction. The goals of the Open Space Network are to improve the quality and quantity of open space of all types in City Center while providing a clearly legible armature around which the life of the city can further develop supported by a vibrant and engaging pedestrian focused environment.

The development of a strong network of open spaces presents the opportunity to integrate green infrastructure strategies as a part of open space improvements throughout City Center to allow the floor of the City to become greener with the ability to effectively infiltrate stormwater.

Our public spaces also provide opportunities for artistic expression, and public art has played a key role in the revitalization of the Riverfront and Southside. Provision of this public amenity in the public realm was a repeated comment at the charrette. As the district continues to evolve, public art should be integrated in both public and private sector projects.

Open Spaces

Miller Plaza / Miller Park Connectivity

Miller Plaza and Miller Park are the largest dedicated public open spaces in the City Center. They are visually and functionally separated by Martin Luther King Boulevard. Providing a planted central median in MLK and changing the pavement to a drive over plaza concept would unify the two open spaces while providing a place of refuge for pedestrians when crossing the busy street. During special events MLK could be closed to allow pedestrian use of the street as a continuation of the two open spaces.

Miller Plaza Upgrades

Miller Plaza is a high quality open space. Its pavilion and stage host many public gatherings at the front door to the City. Miller Plaza could be made more special with upgrades to its lighting and planting. The lighting system and lighting levels should be reevaluated to assure a greater emphasis on the pavilion and fountains while achieving a level of lighting that is comfortable. The planting should be edited to assure a greater sense of openness. Seasonal plantings should be added to mark the change of the seasons.

Miller Park Renewal

The original design of Miller Park in the seventies established berms, a raised plaza, a recessed central court and other elements that separate the park from the adjacent areas of the City. Most of the land base of the park is devoted to a large pool and there is very little area or flexibility of the space for public gatherings or other programming to attract the downtown population at lunch or in the evening.

A renewal of Miller Park would in many ways be a renewal of the City Center. Removal of the berms, raised plaza, and central pool coupled with raising the floor of the park would allow for creation of a large multipurpose central lawn with movable chairs surrounded by a variety of seating. Refurbishment of the existing fountain would provide a location for a large art installation in the upper pool. A modified waterfall would drop into a grate at the park floor level to allow interactive water play in the waterfall. A multistory building is proposed with restaurants and outdoor dining at the park level and housing on the upper levels on the southern edge of the park. At the corner of Georgia and MLK a small plaza is proposed with tables and seating under trees with adjacent parking for food trucks to service lunch time users of the park. Use of the park into the evening would be extended with specialty lighting of the fountain art installation as well as specialty lighting effects with projections onto the white facade of the Courthouse at times of celebration. Green Infrastructure improvements include infiltration lawn, pervious pavements, and infiltration basins.

Patten Parkway / Bessie Smith Linkage

The linkage of Patten Parkway and the Bessie Smith Cultural Center allows for more public open space; provides connectivity for future development; and creates an open space activity area that would be attractive to university students and Center visitors. This would further enhance Bessie Smith as an anchor attraction for additional development that would be centered on a multipurpose plaza/lawn.

Patten Parkway

The arrangement of Patten Parkway today remembers the site of the original market house and subsequent city facilities that were removed in the early 1940's to make way for a park containing fountains and memorials honoring veterans. The central open space and sidewalks adjacent to the surrounding buildings are very restrictive to pedestrian movement. The open space is dominated by parking and parking access drives which give the area an overall appearance of a parking lot.

Proposed improvements include dieting the driveway isle to provide additional space for a wider median open space and wider sidewalks at the building perimeters. The basic elements of the Veterans Memorial, monuments, flag pole and the large oak in the median will be retained. The memorial is proposed to be restored with cleaning and restoration of the eternal flame element. The parking aisles, parking spaces, and central open space are planned to be united with a drive over plaza containing a grove of trees. The central space will be restored with fountains, plantings, tables and seating to create a pedestrian dominated open space that allows limited vehicular movement and parking. The potential is to create a multipurpose city square that can on occasion be closed to vehicular traffic for special events such as a farmers market or festival while supporting the development of shops and restaurants attractive to the downtown population and university students. Use of the area in the evening will require an overall lighting improvement integrating functional and specialty lighting to establish a safe and festive atmosphere. Green Infrastructure improvements include pervious pavements and infiltration areas.

Eighth Street Park

A new park is proposed along Eighth between Pine and Chestnut in conjunction with the redevelopment of the Gold Building into a major new hotel. The park is located along Eighth between Pine and Chestnut. It is bordered on the north by a proposed development containing housing, parking, and ground level commercial fronting on the park. The park is proposed to be the new center of open space in the southwest quadrant of the City Center. It will have a large open lawn with movable chairs, tree plantings, a pavilion, chairs and tables, public art, interactive fountains, and a small children's play area. Streetscape improvements along Eighth will connect the open space to the core of City Center. Green infrastructure improvements include an infiltration areas and pervious pavers .



Figure 3.4 - Proposed Patten Parkway Improvements

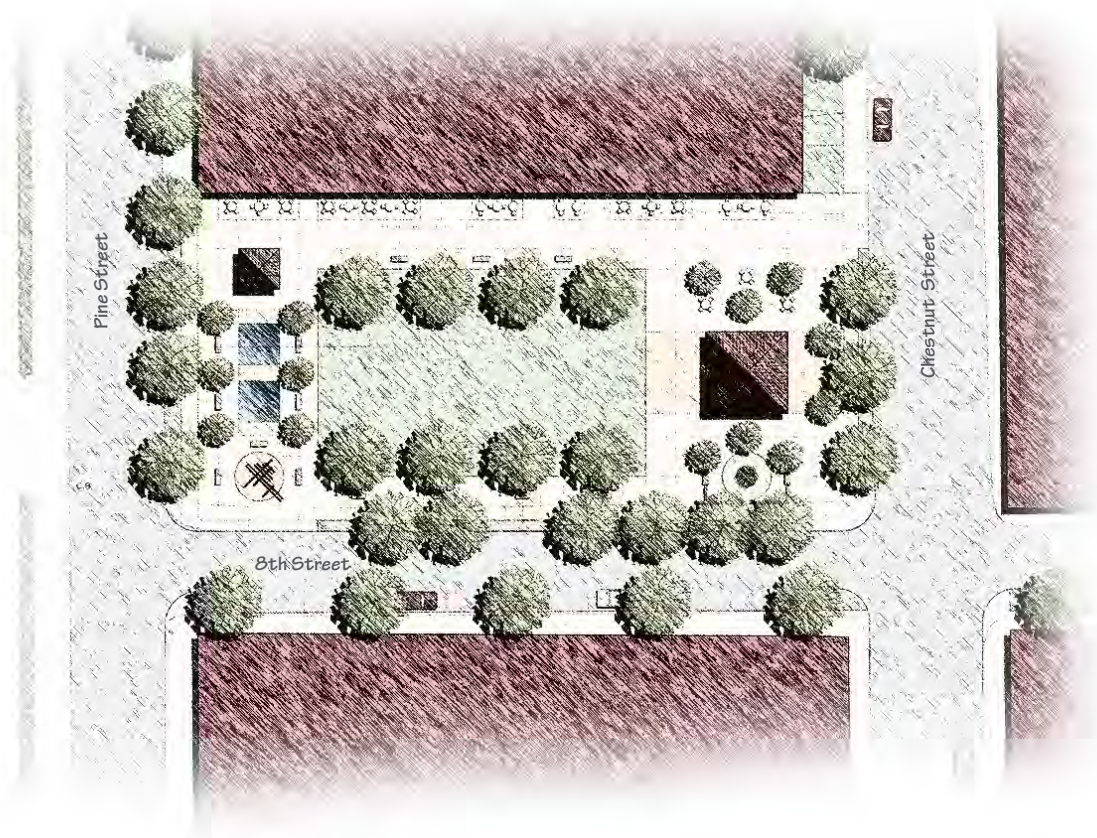


Figure 3.6 - Proposed 8th Street Park Improvements



Figure 3.5 - Proposed Patten Parkway Improvements



Streetscapes as Open Spaces

MLK Gateway Boulevard – Gateway to City Center

Gateway Blocks – Pine to Georgia: East Martin Luther King Boulevard forms the significant vehicular gateway entrance into the City Center. Today the character of MLK is characterized by an overabundance of pavement with little ceremonial quality. The street tree plantings are visually overwhelmed by the expanse of paving and continuous parking at the existing curb line. One potential strategy for improving these four blocks would be to remove the parallel parking and use the resulting 14' of space to develop a planted median while maintaining all existing lanes. The median would be a raised planter of vibrant, colorful, and interesting planting that marks the seasons – a direct contrast to the other streets in the district – a distinctive and memorable gateway. In addition to reinforcing the ceremonial gateway into the city the median also provides a place of refuge for pedestrians in the middle of a wide street crossing.

Typical Blocks – Georgia to Douglas: The character of M.L.King to the east of Georgia is appreciably different than the west, but it still serves as a major gateway into the City Center. Currently, the blocks east of Lindsay have corner curb extensions and full blocks of uninterrupted parallel parking bays. The expanse of impervious pavement detracts from the visual character of the area and contributes to stormwater issues. One potential solution would be to add planting to the corner curb extension and to the parking bays such that there are no long runs of continuous parked cars. A mid-block crossing in the block east of Lindsay would reinforce both planned development and the Bessie Smith Hall site. The Georgia to Lindsay block would be a special case with the areas of improvements on the north side only, with the Potential of the Federal Building responding planting wise on the south. Planted areas offer the opportunity for highly visible stormwater infiltration green infrastructure improvements.

Broad / Market / Georgia – Places for Gathering

The Broad, Market, and Georgia streetscapes are major components of the open space network of the City Center with various potentials for the development for small scale places for gathering, dining, vending, and other forms of civic engagement related to increased housing in the City Center. Market and Broad have adequate space for places for gathering to be added while Georgia offers the challenge of streetscape development and existing open space unification / linkage in very limited space. The goal of any improvements to these streetscapes is to exhibit a lively and fresh appearance, accommodate pedestrian development, support the expansion of appropriate commercial activities on to the public sidewalk, and to improve the landscape character of City Center while maintaining on-street parking and appropriately accommodating bicycles. Green Infrastructure improvements include pervious pavement and stormwater infiltration.

Eighth – Green Linkage

The Eighth Street corridor is a visual connector between the western sector of the City Center and the Dome Building located in the eastern sector. Although limited by a narrow right of way, there is potential for developing Eight Street into a green link between the Dome Building and the area of the redeveloped Gold Building and proposed Eight street Park. The goal for these improvements is to establish the visual link while providing a strengthened landscape character related to the proposed Eighth Street Park. Two way traffic should be restored, with on-street parking and loading areas located on the south side. Curb extensions are proposed at corners and at mid block while maintaining on-street parking. Green Infrastructure improvements include pervious pavement and stormwater infiltration.

Figure 3.7 - Streetscape as Open Space



Figure 4.2 - Broad Street- Scenario 1



Figure 4.4 - Broad Street- Scenario 2



Figure 4.3 - Broad Street- Scenario 1

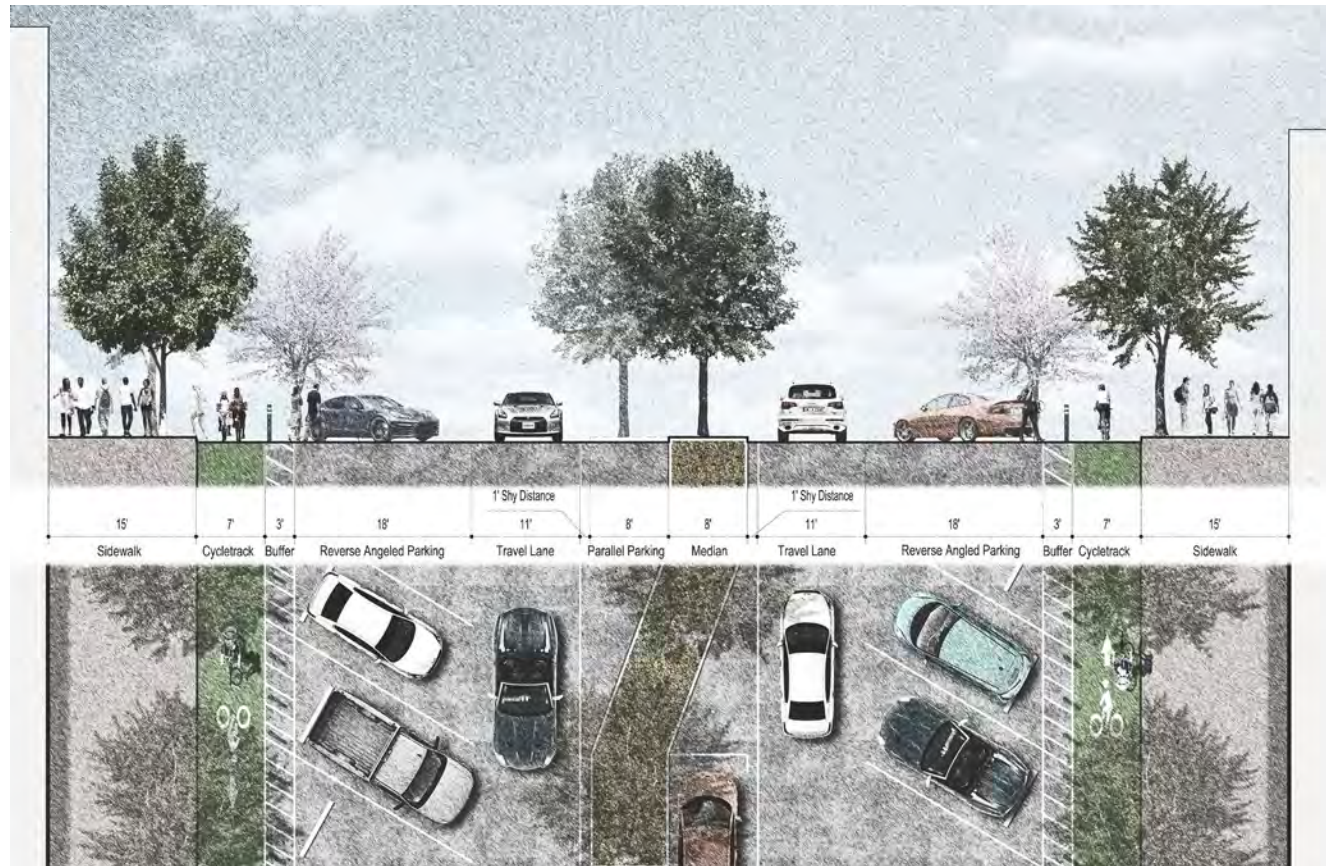


Figure 4.5 - Broad Street- Scenario 3

Transportation

Overview

In determining the recommendations for mobility as part of the Center City charrette effort, the team integrated transportation initiatives into the overall vision. Several guiding principles led the development of the specific initiatives:

- Create streets that reflect the civic vision for the City Center and that respect land uses;
- Evaluate one way streets for conversion to two way travel;
- Provide a well-connected and navigable system for all travel modes (motorized and non-motorized);
- Maximize and promote active and green transportation options: bike share and car share, taxi apps, high quality, and frequent transit;
- Develop a "park-once" strategy with well-placed, managed, and connected parking; and
- Reallocate pavement assets to maximize efficiency, access, economic development/revenue, and public space.

Streets

Recommendations for the streets focus on providing mode and route choices and designing complete streets that would move people (not just cars) while supporting and enabling the overall vision. Street recommendations also focus on road diets to "right size" facilities to the amount of traffic they should carry while reallocating excess space for other considerations, and on mobility choices such as the proposed conversion of one way streets to two way. The four major north-south streets (Chestnut, Broad, Market, and Cherry) have capacity for approximately 84,000 vehicles per day but only carry 27,500. This confirms that the system could be rebalanced through road and lane diets and reallocations of pavement to create a more walkable, bikeable, and liveable City Center.

Broad Street

Broad Street currently carries approximately 8,000 vehicles per day on six travel lanes. As a six lane cross section, this facility's capacity is in the range of 36,000 vehicles per day; therefore pavement could be reallocated to better serve the users (motorized and non-motorized) of Broad Street. The following alternate cross sections were developed:

- Scenario 1: Reduce travel lanes from six to four, keep parallel parking on each side, and construct a 5' sidewalk-level one-way cycle track on either side. This requires moving the curbs, but has the benefit of widening the sidewalk and adding a protected bicycle facility. (Figures 2.2 and 2.3)
- Scenario 2: Reduce travel lanes from six to four, add back-in angle parking on both sides, and add sharrows to denote shared bike condition in outside travel lane. This alternative adds a significant amount of on street parking while not requiring reconstruction of the street. (Figure 2.4)
- Scenario 3: Reduce travel lanes from six to two, add back in angle parking on both sides, and add a 7' one-way cycle track in the street between the parking and the curb with a 3' protected buffer. This alternative also does not require moving the curb or reconstructing the street, and is similar to Scenario 2 in that it provides increased parking over the parallel configuration. The two travel lanes should be sufficient to handle traffic volumes, as long as the center median facilitates left turns at intersections. (Figure 2.5)

All proposed sections for Broad Street could accommodate traffic volumes while providing a more walkable environment. Scenario 1 is the only one that requires significant street reconstruction; however, that reconstruction adds enough sidewalk width to provide for outdoor dining opportunities.

Martin Luther King

ML King serves as a primary entry corridor into City Center from US 27. It carries in the range of 19,000 vehicles per day on four travel lanes. Between US 27 and Georgia, a center left turn lane is present along with parallel on street parking. East of Georgia, the center turn lane is discontinued leaving four undivided lanes. The concept developed during the charrette was to enhance the segment at Miller Plaza to allow for a "festival street" concept that would allow Miller Plaza to be "extended" into the street for festivals and events. The street could function exactly as it does today, but with added flexibility and character befitting of a gateway to Center City.

It is recommended that the City ultimately consider a road diet on the eastern segment of M.L.King to convert the current four lane section to three lanes (two travel lanes with a center median/turn lane) with bicycle lanes. This segment would carry the same relative traffic volume due to the addition of the center turn lane to pull left turns out of the travel lanes.

Market Street

Currently Market Street includes four travel lanes and a center left turn lane, as well as two parallel parking lanes. Market Street carries a traffic volume of approximately 14,500 vehicles per day. Market could serve as the major north-south transit spine for City Center given its connection to the Market Street Bridge. Even though it is not proposed at this time to implement a road diet on Market, a couple of initiatives could make the street more walkable and friendly. First, the outside travel lane could accommodate parallel parking in a "Cinderella" fashion in which parking would be allowed after a certain hour such as 6:30 pm in an effort to bolster parking for evening entertainment activities. Spot medians could be added in the center turn lane to break up the expanse of asphalt and provide planting opportunities mid-block on key blocks.

Long term, the City and partners should consider a detailed study to assess options for streetscape redesign and complete street alternatives. The goal is to make the street more walkable, bikeable, and transit- and development-friendly. The mature trees and streetscape features are beginning to reach the end of their life-cycle and a fresh look at the Market Street corridor through downtown is warranted.

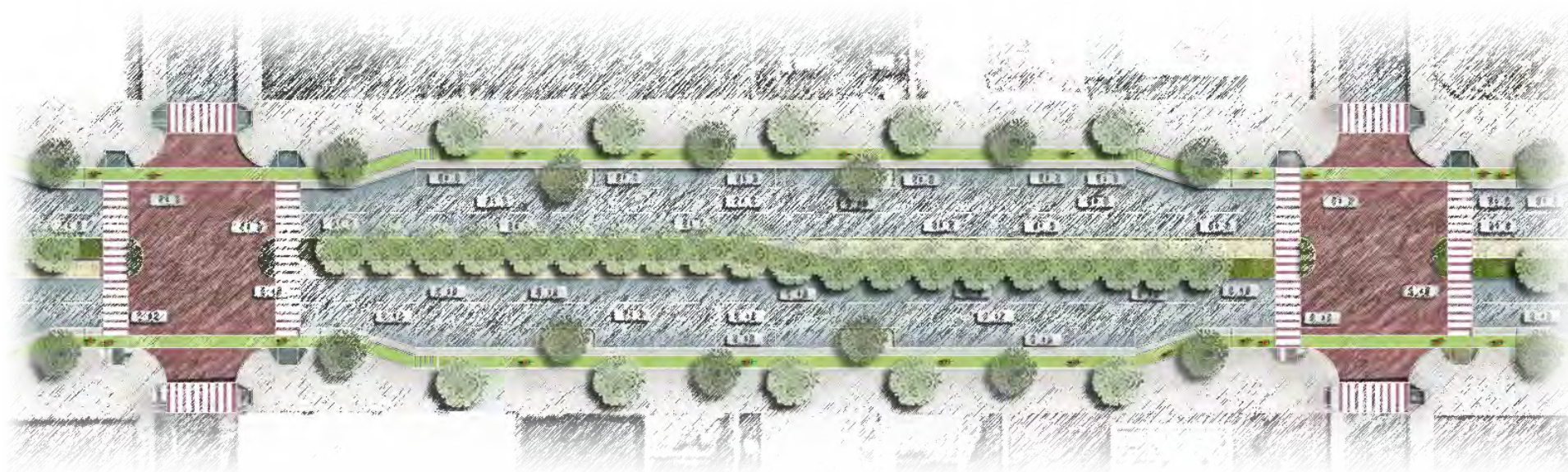
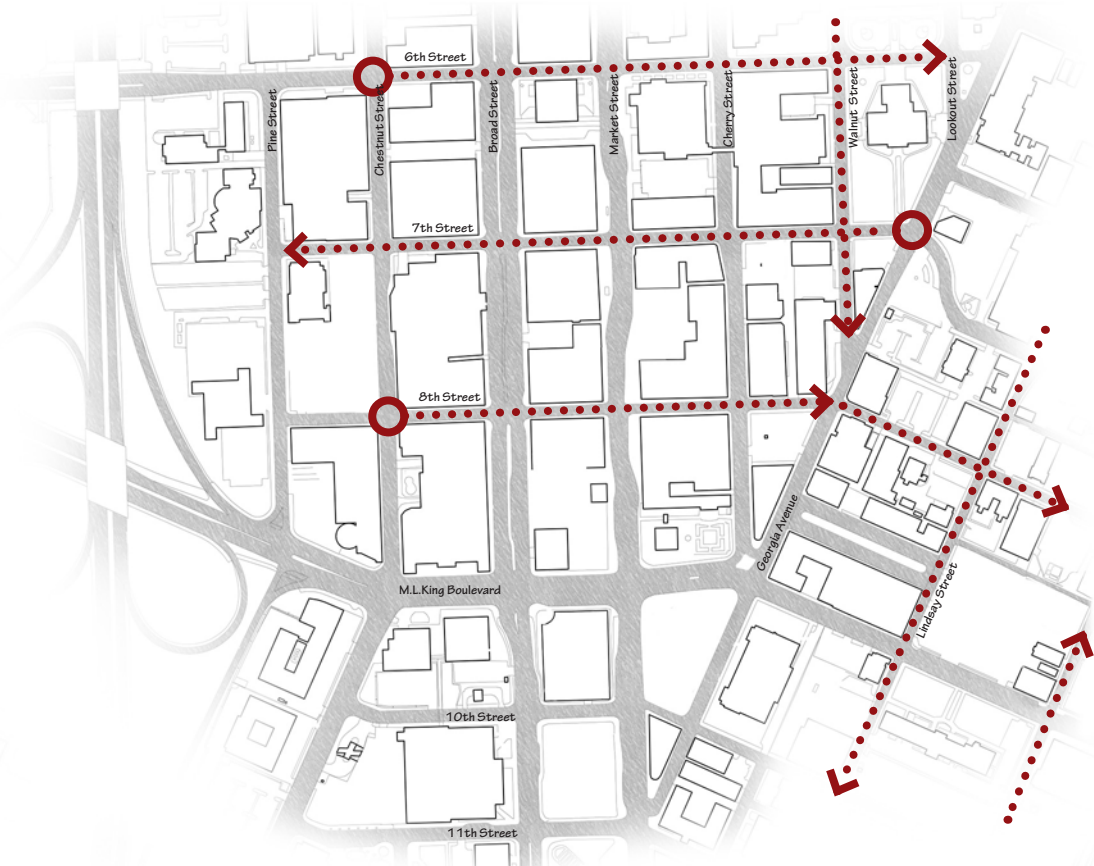


Figure 4.1 Broad Street-Proposed Plan



Two Way Streets

Many streets in City Center are one way, requiring out-of-direction travel and additional turning movements for motorists to reach their destinations. Prior to the development of the freeways, and when Downtown was a center for employment but not housing, a one way street network was often seen as a way to get commuters in and out of the city quickly and efficiently.

With the development of I-24 and US 27, and since City Center is not only an employment but also a retail and residential center, the need for these high speed high capacity arteries has passed. Chattanooga has already converted one of its most trafficked one way pairs, the M.L. King/McCallie and Bailey Avenue, as well as Fourth Street downtown.

Two way streets reduce turning movements, vehicle miles traveled, and confusion for first time visitors, and also reduce vehicle speeds making a better walking environment for pedestrians. They also provide the economic benefit of fully visible frontages for all four corners of an intersection.

It is recommended that the following be considered for a conversion to two-way traffic:

- The 5th and 6th Street pair;
- The 7th and 8th Street pair;
- Lindsay Street;
- Walnut Street; and
- Houston Street.

Figure 4.6 - Existing One-way Traffic

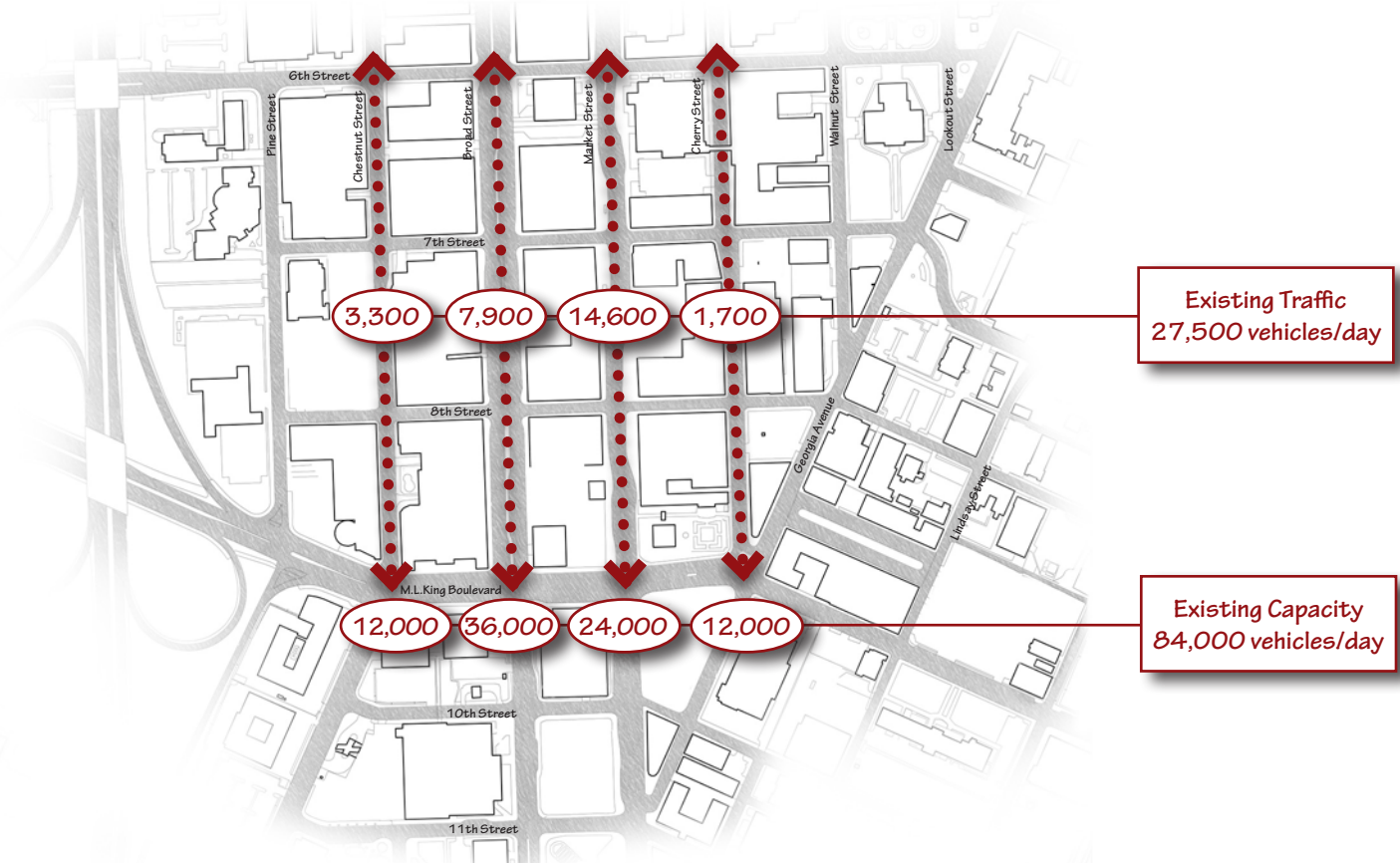


Figure 4.7 - North/South Traffic Capacity

Parking

Parking was also considered as part of the City Center visioning, as an adequate amount of convenient parking is critical to the success of any redevelopment initiative. The amount of parking provided should be "right sized" to fit the demand, and should be well-distributed within the district.

General recommendations developed during the charrette include:

- Create a "park-once" strategy of well-placed, managed and connected parking;
- Implement a "shared parking" policy and strategy for new and existing development;
- Set on-street parking rates to encourage turnover. (At least 15% of spaces should be available to district business patrons.);
- Unbundle parking costs from housing unit costs;
- Reinvest parking revenue in the District;
- Consider parking maximums or district parking caps;
- Enhance edge parking attractiveness for long-term parkers; and
- Enhance walking and transit options.

By implementing changes within the streets such as road and lane diets, additional on street parking is provided along several streets. In addition to new on-street parking, the plan proposes to add six structures within the study area, providing more than 2,500 new parking spaces. Coupled with policy recommendations such as the shared parking, rate adjustments, and pricing modifications it is anticipated that the parking strategy will help enable the Center City vision.



Figure 4.8 - Proposed New Parking Structure Locations

Bicycle Parking

Sufficient high quality bike parking is a critical component of a bicycle-friendly district. The City has installed a good number of new bike parking racks in last 18 months in the downtown area. These sidewalk racks provide adequate parking for short term visitors and patrons to downtown businesses and services. However, racks alone do not provide for longer term bike parking needs for employees and residents who need additional security, cover (from rain and sun), and a storage place for bicycle accessories. City staff indicated that UTC and private residential developers are looking for longer term bike parking solutions for tenants in existing and new buildings. Bike parking is not currently required of developers by ordinance.

Recommendations:

- Establish development requirements for short and long term bicycle parking options (including lockers, bicycle rooms in office and residential buildings, showers and lockers in office developments for bike commuters, etc.)
- Consider a commuter station with long term parking options in any new multi-modal transit center. Consider bike rooms, high capacity bike storage, bike lockers, showers and lockers for accessories.
- Consider locations in the district where bike parking corrals and covered bike parking or bike lockers can be installed to increase the amount and quality of long and short term parking in the district.
- See Bicycle Parking Guidelines, 2nd Edition for best practices.

Car Share

Car share is an emerging opportunity for existing and future residents, visitors, and workers in the City Center. Car sharing can reduce the number of cars needed in the district, reduces parking demand and provides a cost-effective transportation options, potentially reducing the cost of car ownership and cost of parking.

The City is in the midst of establishing an all-electric, walk up based car share program for that will be broadly distributed at tourist locations and downtown. The program is modeled after one recently established in Paris and soon to be established in Indianapolis.

Recommendations:

- The City and its City Center partners and stakeholders will need to provide dedicated parking spaces for car share vehicles and electric car charging stations in key locations to promote their usage.
- The City may also want to work with existing and future parking providers and developers to provide spaces for car share cars and electric charging stations.
- City Center developers, businesses, and property owners may want to offer reduced or car share memberships to their tenants, employees, or members as a way to reduce parking demands in the district and to attract and retain employees and tenants.

Transit

The district is blessed with robust bus transit service. Twelve bus routes servicing the city travel through the City Center district, primarily along Market Street. Additionally, CARTA's free electric shuttle servicing downtown operates along Broad Street. The City's number four bus route provides some east-west connectivity through the district.

The City and the local transit agency, CARTA, are currently performing studies that will affect transit service and transportation options in City Center. The City's Transit Center Study will address multi-modal transit options in the city's core, including how bike share, car share, and transit can provide for an integrated transit system. It will also take a comprehensive look at effective transit routes and where a new transit center might be located and may consider new transit services such as a Bus Rapid Transit (BRT) option.

CARTA is evaluating the free electric shuttle that currently runs up and down Broad Street. The shuttle has been a 20 year success story in Chattanooga and has been an asset to downtown users and visitors. However, some stakeholders have commented that the route may not be as effective as it could be in providing transportation service for downtown.

Recommendations:

- Shuttle
 - Consider including Market Street on the shuttle loop to serve businesses and destinations along this corridor
 - Considering extending the shuttle service to Main Street;
 - Consider adding an east-west shuttle loop to UTC to provide easy options for students going to and from City Center and
 - Study a free transit zone in the downtown core area which would expand the footprint of the shuttle service and provide movement options throughout the district.
- Consider combining some bus routes into a BRT service along the Market Street and/or Broad Street corridors
- Integrate transit, bike share, car share, parking with single membership options and payment options
- Expand/refine bike share stations
- While the charrette team and local partners/stakeholders did not determine a specific recommended location for the future transit center, the group's consensus focused on the need to locate the transit center in or near downtown.

What People Need to Bicycle – The Four Elements:

- Safety: Travel by bicycle is sufficiently safe
- Convenience: Travel by bicycle is sufficiently convenient
- Social Acceptability: Travel by bicycle feels socially acceptable and worthwhile
- Access: Bicycles are available

From: Getting the Wheels Rolling: A Guide to Using Policy to Create Bicycle Friendly Communities (page 30; changelabsolutions.org)

Active Transportation Improvements: Walking and Bicycling

Pedestrian Safety and Comfort

With short blocks, shaded streets, and buildings that are generally pedestrian-oriented, the district has many of the pieces in place to be a vibrant and inviting walking environment. As the vision for the district begins to come to fruition with new buildings, new residents and workers, and improved open spaces, the quality of the pedestrian environment will get even better.

There are a few key infrastructure issues that need to be addressed to improve the safety and comfort of pedestrians in City Center. These include improved crossings, widened sidewalks, traffic calming, increased shade and lighting. Improving the feeling of comfort and safety is a priority of local stakeholders.

Recommendations:

- Widen sidewalks, where possible, through new development or streetscape redesign. For example the sidewalks on Broad Street can be widened to provide additional space for pedestrian-oriented retail uses and public space. Longer term, the pedestrian space along Market Street, Georgia, and M.L. King may be enhanced through new development and/or updated streetscape plans.
- Reduce vehicle speeds through the district. Stakeholder input and observation revealed higher than appropriate urban vehicle travel speeds along some streets- Georgia and Broad specifically. Proposed street redesigns for Broad would help to moderate travel speeds.
- Improve pedestrian crossings along major roadways such as M.L. King, Market, Georgia, and Broad.
 - Improve the crossings and the space between Miller Park and Miller Plaza on M.L. King. Other M.L. King intersections should be reviewed to maximize pedestrian crossing time and minimize pedestrian crossing distances.
 - Ensure that intersections in the district are consistently designed with high visibility crosswalks, ADA ramps, and pedestrian countdown signals at signalized crossings.
- Implement pedestrian, bike, and open space improvements at Fountain Square. Prototypical intersection improvements at this location are illustrated in the concept plan (fig. 4.9). Proposed improvements include: shortening crossing distances, improving crossings and increasing the number of crossing locations, providing dedicated bicycle infrastructure and enhancing the public space around the park into a festival street-type conditions for occasional event space.
- Ensure continued pedestrian connectivity west on M.L.King. As a part of the US 27 reconstruction project, ensure that sidewalks are provided on both sides of M.L.King.
- Consider potential pedestrian mid-block crossings on Broad between 7th and 8th, Market between 7th and 8th, and on Broad at the library entrance.

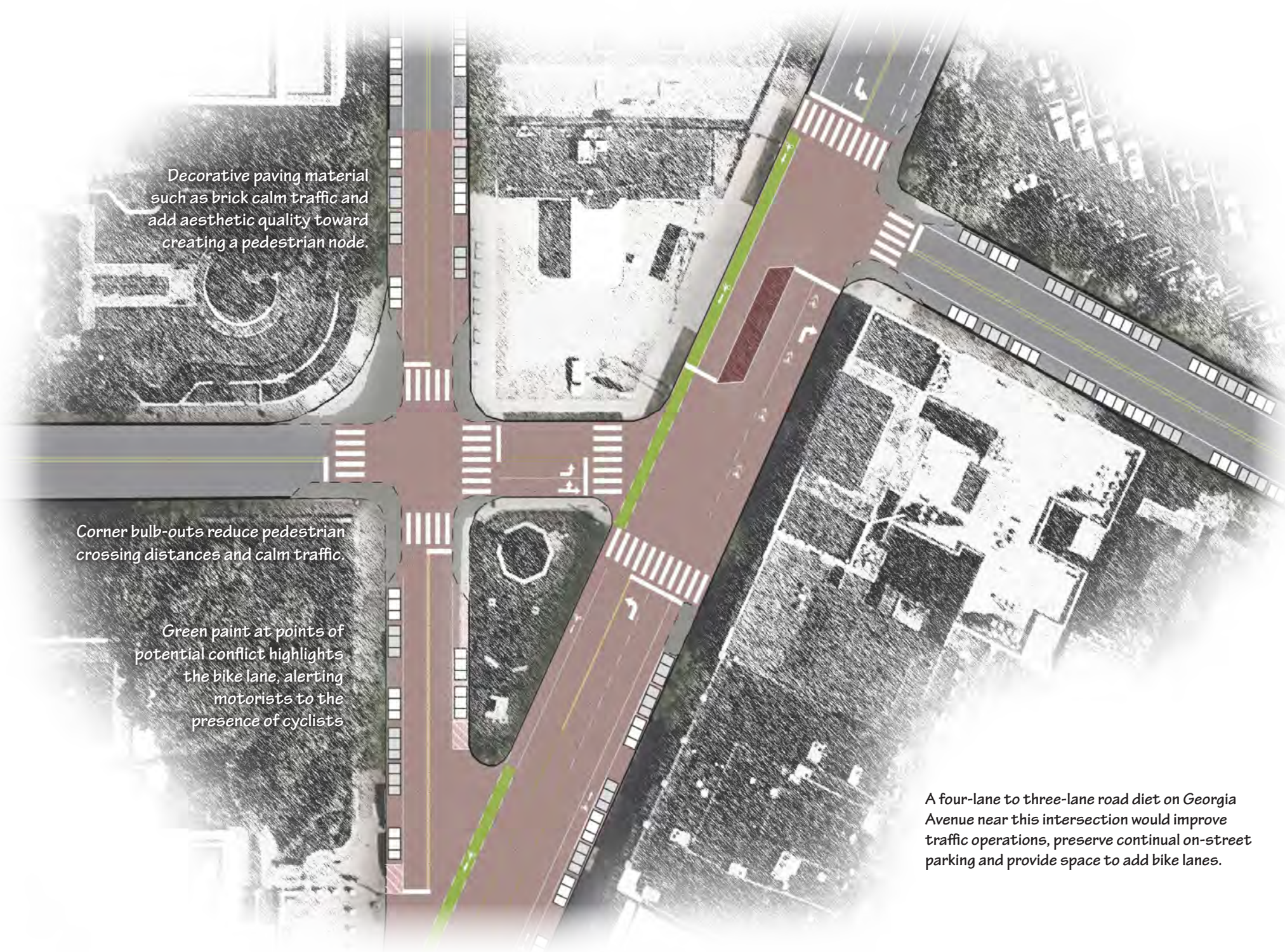


Figure 4.9 - Fountain Square Intersection

Bicycling Improvements

Bicycling in the City Center is comfortable for many of the same reasons that it is walkable: short blocks, connected streets, and relatively low traffic, low speed streets that provide for many bike route options. The district is generally flat, is well connected to key destinations such as the Riverwalk and UTC, and with bike share, the availability of bicycles is not a barrier. Currently, Chestnut Street has the only dedicated bike lane. Overall, the district's bicycle network will be improved through additional bike parking, new dedicated bikeways and bike routes, and improvements to education, encouragement, enforcement, and evaluation efforts to improve cycling conditions.

Recommendations:

- Bike Lanes and Protected Bikeways (cycle tracks):
 - Broad Street: Create cycle track or buffered bike lanes;
 - 6th Street: stripe bike lanes during two-way conversions;
 - Market Street: Study the potential to implement bike lane or protected bikeway;
 - Georgia Avenue: Study the potential to reallocate pavement to include bike lanes; and,
 - M.L. King Boulevard: Study the feasibility of a road-diet on the eastern section to gain space for bike lanes and/or on-street parking. Consider lane diet between Georgia and US 27 to gain bike lanes. Study potential for protected bikeways along M.L. King west of US27 to connect to the future Riverwalk extension.
- Create signed and marked bike routes on 7th, 8th, Cherry, Walnut, 11th, and Houston.
- Provide a comprehensive way finding system and map kiosks for cyclists and pedestrians in the district with information on routes to key destinations. Wayfinding should be done to complement existing or planned comprehensive wayfinding in the City Center.
- Work with the RPA, the MPO, and other partners to develop hard copy, digital, and kiosk maps for bicycle and walking patrons of the City Center.
- Consider a comprehensive Bicycle Friendly Business District plan, to include workshops with business owners and key stakeholders, and plans for infrastructure and policy improvements to ensure the district is maximizing the economic impact from existing and future cyclists.
- Perform bicycle and pedestrian counts to form a baseline to measure impacts of investment, and future economic impact.
- Work with the RPA's Green Trips program to promote walking, biking, and transit in the district.

Bike Share

Chattanooga was one of the first cities in the U.S. to have a major bike share system. The system is matching or exceeding performance of similarly sized bike share systems in other US cities in its first year. However, additional revenue from users and sponsors is needed to sustain the system. Growth in usage and memberships are expected to increase with greater participation by the UTC community and the community at large. This will accelerate as more residents and businesses are added to the City Center, as the bike culture continues to grow in Chattanooga, and as proposed bikeway and bike wayfinding projects implemented.

The bike share system is a valuable piece of the transit and transportation system in the City Center area. It complements existing transit service and provides an additional option to the shuttle service in the Broad St. corridor.

Recommendations:

- Enlarge any remaining 11-dock stations for operational efficiency and customer convenience. Expand the station in Miller Plaza to a double-sided station.
- Consider new or revised station locations and stations:
 - The station at 8th and Broad is well utilized but problematic in terms of the amount of sidewalk space it consumes. In the near term, consider moving it to another nearby location. Longer term, if sidewalks are widened along Broad, there may be more room for an on-sidewalk location.
 - Consider new stations near 7th and Cherry and 5th & Cherry on UNUM property.
- Consider spacing stations three blocks apart (vs. current two block spacing), to expand the area served.
- Investigate the integration of bike share memberships with CARTA bus and car share systems.
- Expand the promotion of the bike share system to existing businesses in the City Center and to new developers in the district.
- Work with property owners, major businesses and developers to promote bike share memberships to their tenants.
- Work with City Center business tenants and stakeholders to find additional bike share sponsors.

"Open Streets" Events

Car-free or Open Street events have many names: Sunday Parkways, Ciclovias, Summer Streets, and Sunday Streets. They are periodic street "openings" that create a temporary public park for walking, bicycling, dancing, hula hooping, roller-skating, etc. They are rapidly becoming popular in the United States. Car-free street events promote healthy spaces and active living by creating a safe and attractive space for physical activity and social contact, and are cost-effective compared to the cost of building new parks for the same purpose. Events can be weekly events or one-time occasions. Atlanta's recent "Streets Alive" event in October 2013 attracted 84,000 people and has more than quadrupled in attendance since 2012.

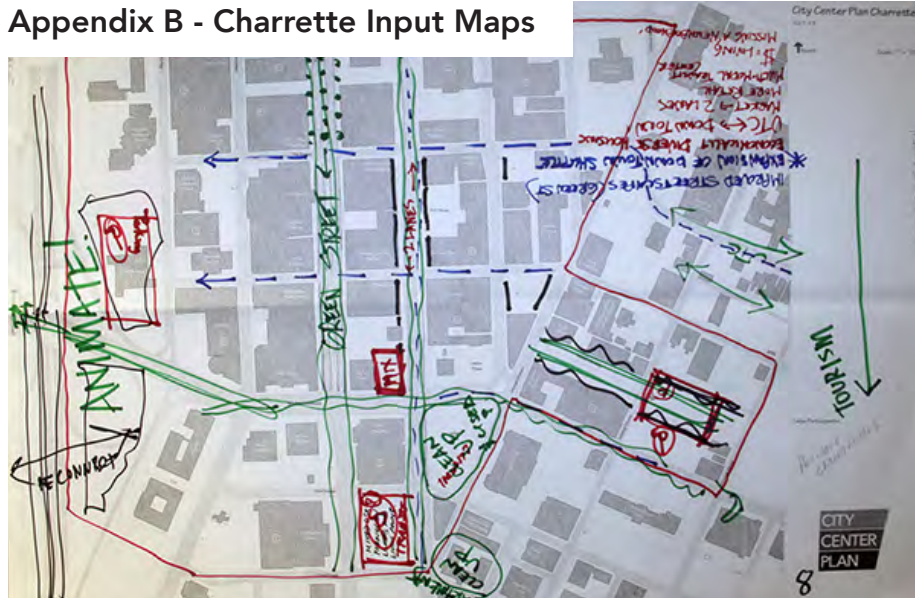
Imagine portions of Broad Street being "opened" for a car-free event for a few hours on a Sunday. It could also be a short route along certain streets and family-friendly corridors in the district that could include portions of the River Park and connections through various neighborhood streets.

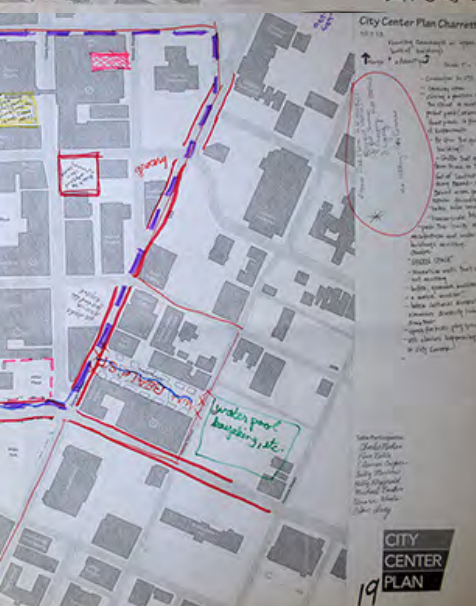
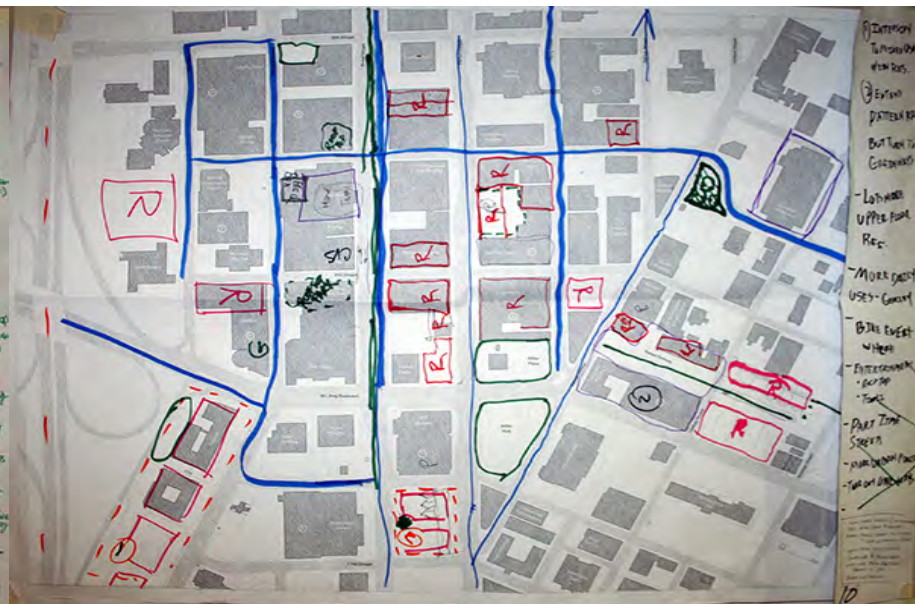
The street connectivity in City Center and the number of north-south and east-west street options means that closing a single street or a route to motor vehicles for a portion of a day will not harm traffic flow through the district.

Sample Programs:

- Atlanta Streets Alive: <http://www.atlantabike.org/atlantastreetsalive>
- San Francisco Sunday Streets: <http://sundaystreetsf.com/>
- Oakland's Oaklavia <http://oaklavia.org/media>
- New York City Summer Streets: <http://www.nyc.gov/html/dot/summerstreets/html/home/home.shtml>
- Portland Sunday Parkways: <http://portlandsundayparkways.org/>

Appendix B - Charrette Input Maps

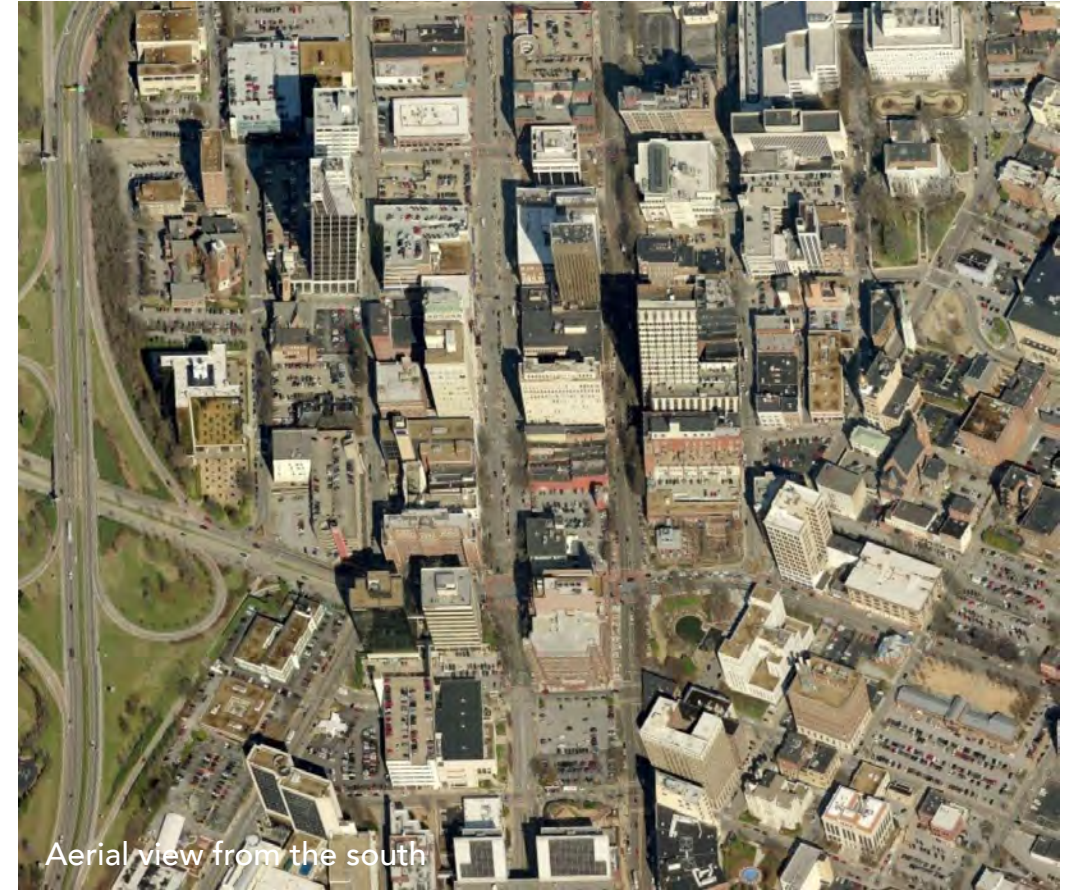




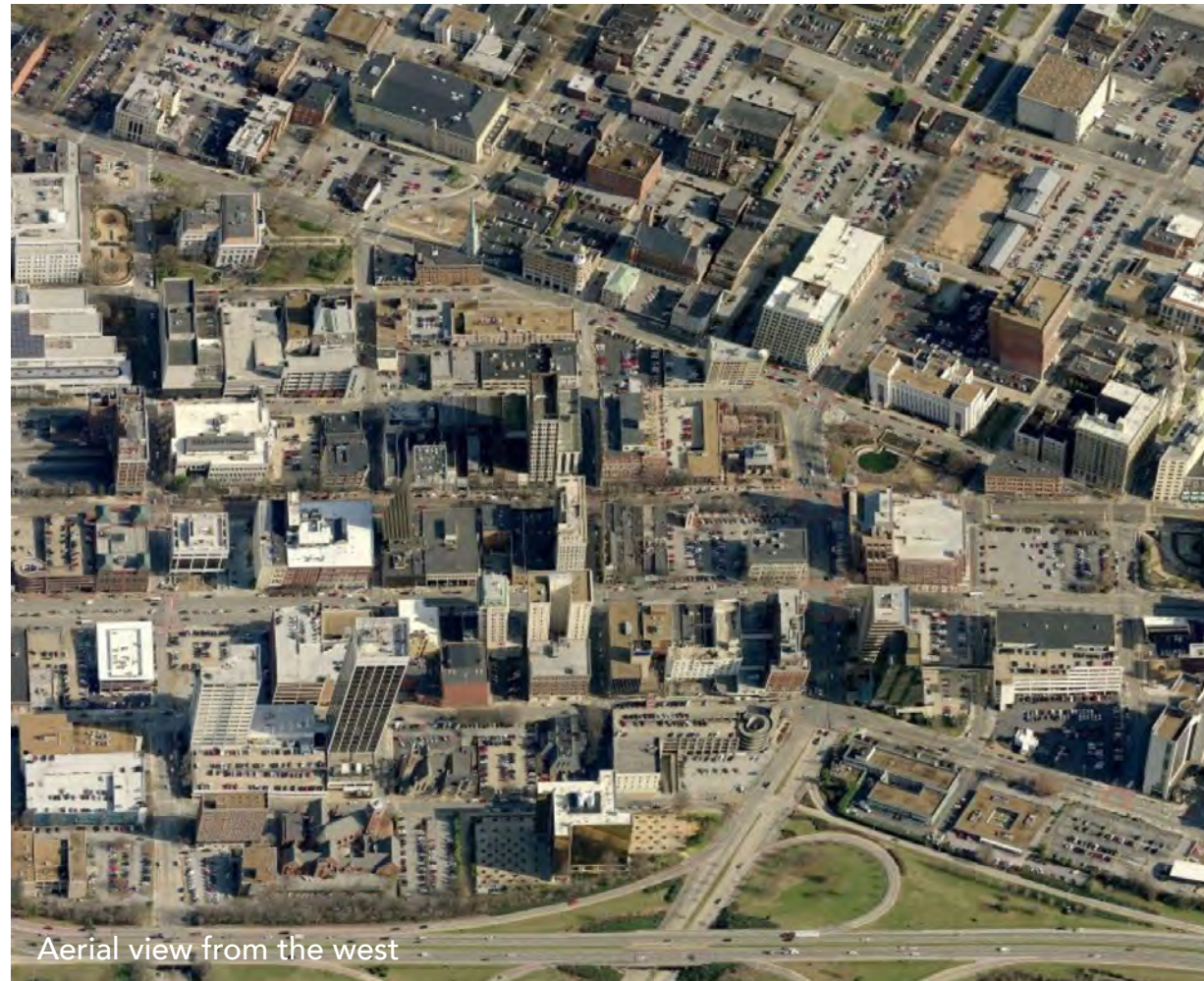
Appendix A- Inventory Maps



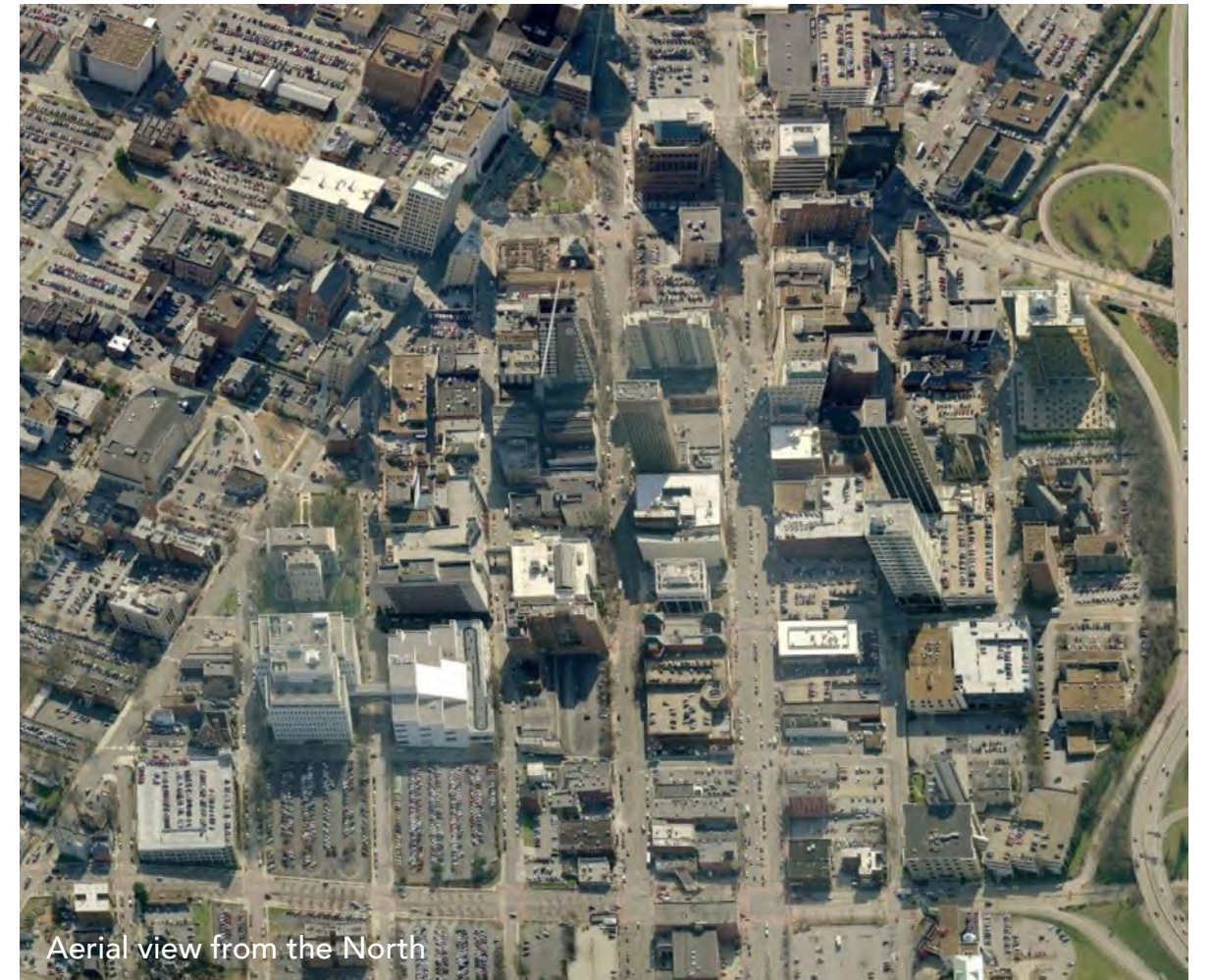
Aerial view from the east



Aerial view from the south



Aerial view from the west



Aerial view from the North






Planimetric

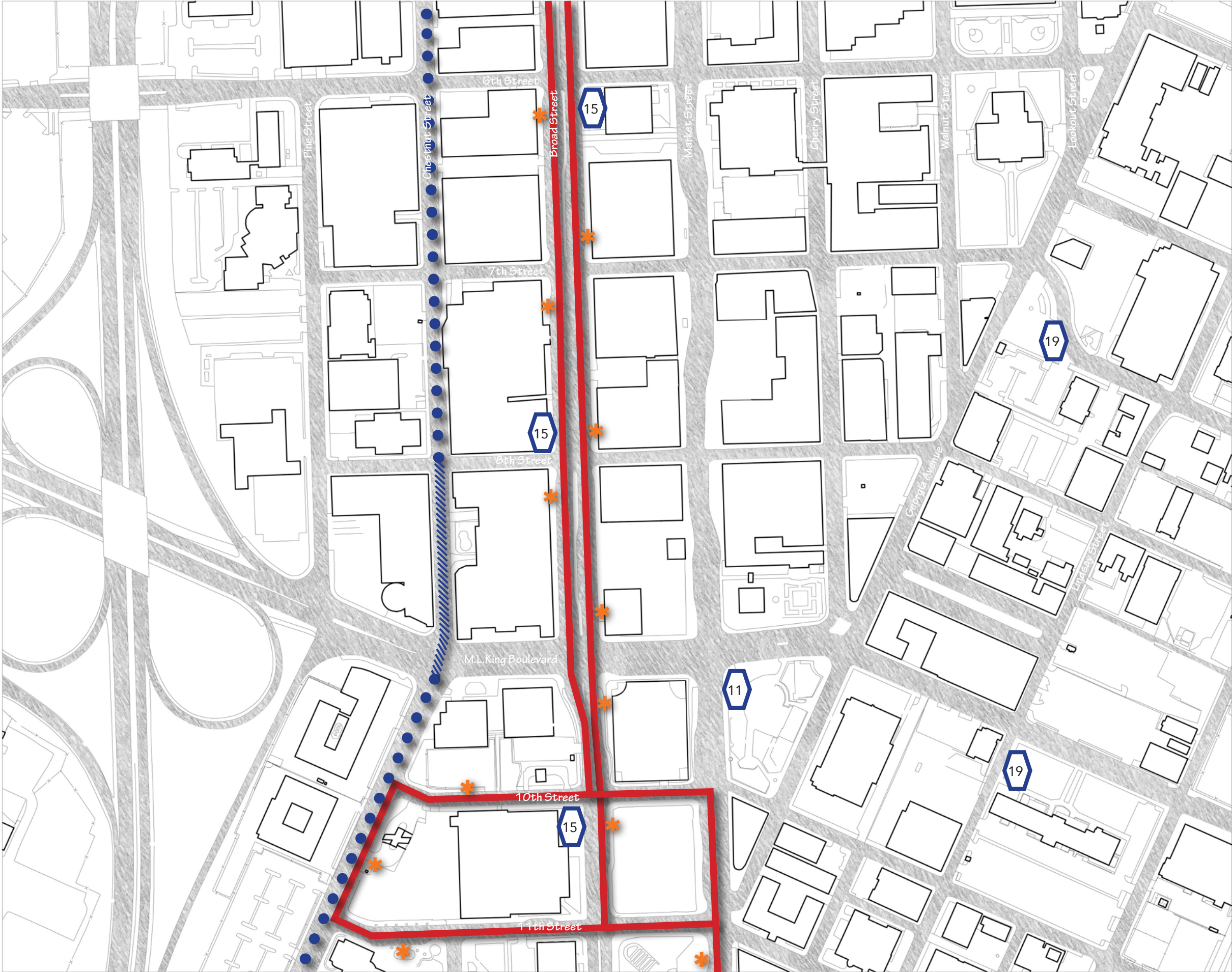


Buildings



Transit- Bikes/Shuttle

-  Shuttle Stop
-  Shuttle Route
-  Bike Lane
-  Bike Route
-  Bike Share Station

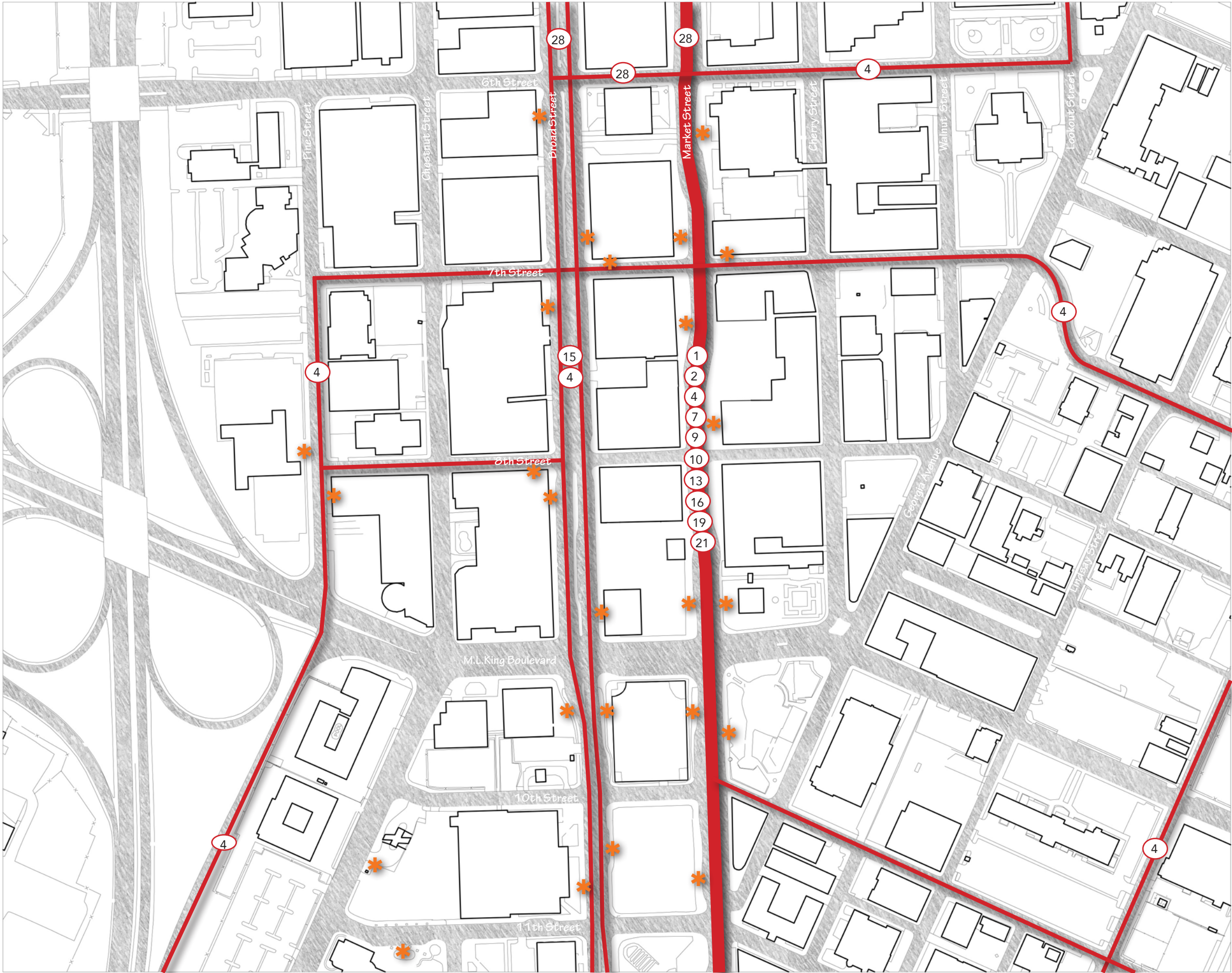


Transit- Bus Routes

✱ Bus Stop

— CARTA Bus Routes

- 1- Alton Park
- 2- North Chattanooga
- 4- Eastgate/Hamilton Place
- 7- Chattanooga Housing Authority
- 9- East Lake
- 10- East Chattanooga
- 13- Rossville
- 16- Northgate
- 19- Cromwell Road
- 21- Golden Gateway
- 28- Amnicola Highway



Parks & Open Space



- 1- Miller Park
- 2- Miller Plaza
- 3- Bessie Smith Hall
- 4- War Memorial Park
- 5- County Courthouse
- 6- Phillips Park
- 7- Center Park (transient use)
- 8- Library Plaza
- 9- Fountain Square

