



**Downtown Montgomery Master Plan**  
Adopted by the Planning Commission February 22, 2007

# DOWNTOWN MONTGOMERY PLAN

*was created by:*

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*and Hundreds of Montgomery Citizens*



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# research & observations 1

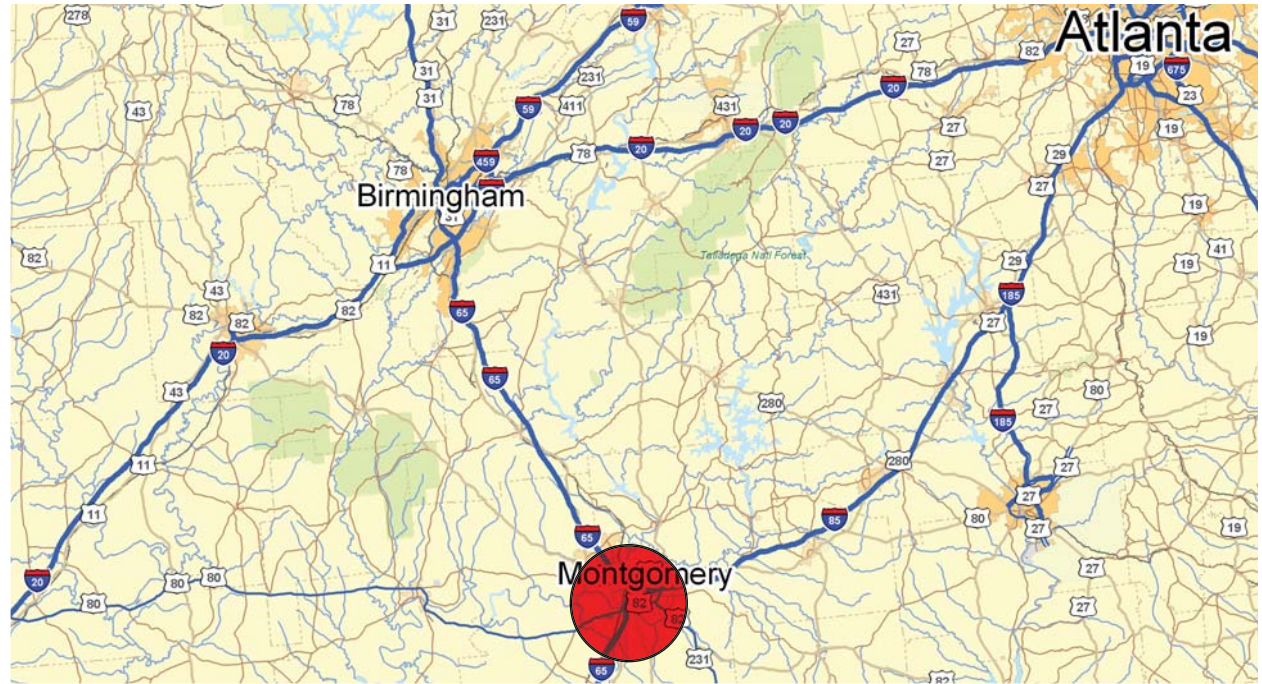
*"The Downtown is the heart of the City... everybody has a vested interest in developing Downtown."*

– Mayor Bobby Bright  
September 8, 2006  
Community Kick-Off Presentation

Overlooking the banks of the Alabama River, historic Downtown Montgomery is poised for rediscovery. The same features which drew the region's early settlers provide a backdrop for a downtown poised for regeneration. During recent years, rapid growth has occurred in the area surrounding Downtown Montgomery. This trend is expected to continue into the future without action on the part of the community. The City seeks to attract more of this growth into Downtown to provide an exciting and vibrant place for residents, visitors, and businesses.

To accomplish this goal, the City and citizens of Montgomery, along with the town planning firm of Dover, Kohl & Partners, gathered in September 2006 to create a plan for the revitalization of Downtown Montgomery. They were joined by a team of experts in economics, housing, traffic engineering, preservation, and land use law. The Downtown Montgomery Plan is intended to provide a road map to guide future growth and development in the heart of the city.

The planning process began with a review of all previous planning efforts, along with a thorough evaluation of the study area. This chapter provides a historical overview of Downtown Montgomery and details existing conditions; the chapters following describe the design charrette and resulting plan.



Regional map – Montgomery is circled in red



Downtown from the Alabama River

## DOWNTOWN ANALYSIS

Montgomery is the second largest city in Alabama and the state's capital. The city is located in the south central part of the state, 90 miles south of Birmingham and 150 miles southwest of Atlanta, GA. Montgomery enjoys a prominent location on the southern bank of the Alabama River.

The study area defined for the Downtown Plan is bounded by I-65 to the west, Jackson Street to the east, the Alabama River to the north, and I-85 to the south. This is an area encompassing a number of distinct neighborhoods and shared corridors. Dexter Avenue and Commerce Street are the prominent streets that run through the historic core of the city, as well as the center of business and commerce for the city.

The thorough collection of background information – whether through photographing existing conditions, talking to citizens, or analyzing base maps – helped the planning team to better prepare for creating a workable plan for Downtown.



State Capitol



Cottage Hill bungalow



Union Station



The Downtown study area is outlined in red

## STUDYING THE PAST

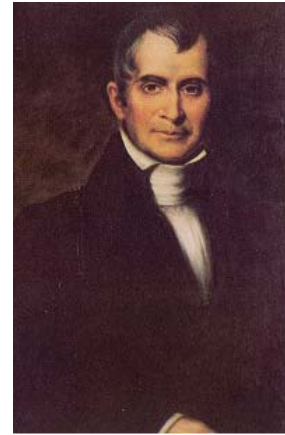
Montgomery's rich history began in 1816 when land in Alabama was first offered for sale. Two groups made initial payments to settle the area which became Montgomery. The first group was led by Andrew Dexter of Massachusetts who founded New Philadelphia. The second group was composed of Georgians led by General John Scott. General Scott bought land adjacent to Dexter's and laid out the town of East Alabama. Initially, the two groups were bitter rivals and a fierce feud erupted as they competed to lure settlers to their respective towns. Eventually, the feud was laid to rest. On December 3, 1819, the two towns merged and incorporated under the name Montgomery.

Montgomery quickly established itself as a center of commerce in the southern states. In 1846 Montgomery was named Alabama's capitol. The city's importance was further affirmed when Montgomery became the first Capitol of the Confederate States and Jefferson Davis was inaugurated as the first president of the Confederate States on the steps of the Alabama State Capitol.

Montgomery became the center of the civil rights movement in the 1950's and 60's. Dr. Martin Luther King, Jr. gained national attention for civil rights issues during his tenure as pastor of the Dexter Avenue Baptist Church, located two blocks from the state capitol building. Another of Montgomery's civil rights heroes, Rosa Parks, claimed her place in history on December 1, 1955 when she refused to give up her seat on a city bus. Downtown Montgomery became the symbolic center of national struggle, confrontation, and eventual triumph, with the bus boycott following her arrest and the dramatic Selma to Montgomery Voting Rights March that culminated at the State Capitol.



Andrew Dexter  
*The Way It Was, 1850-1930*



General John Scott  
*The Way It Was, 1850-1930*



Perry Street  
*Spaces & Places: Views of Montgomery's Built Environment*



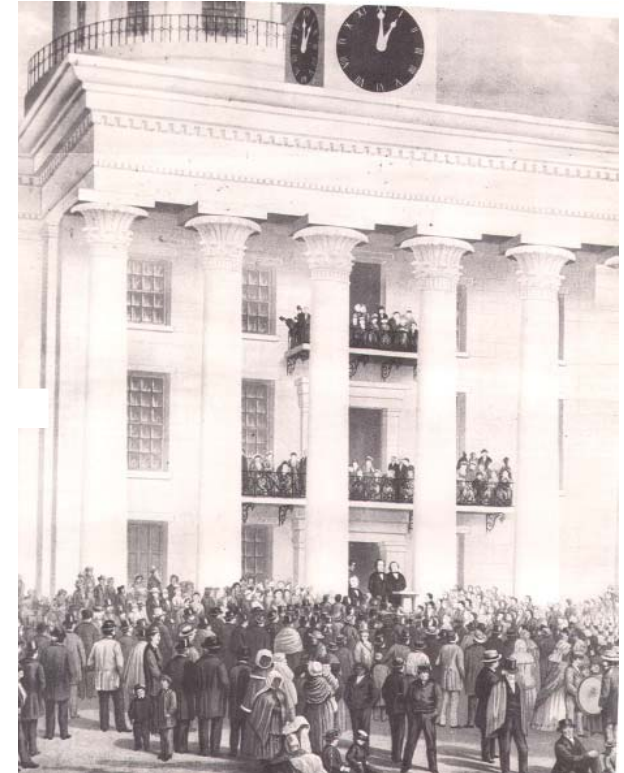
Dr. Martin Luther King, Jr.  
*Montgomery: An Illustrated History*



Rosa Parks  
*Montgomery: An Illustrated History*

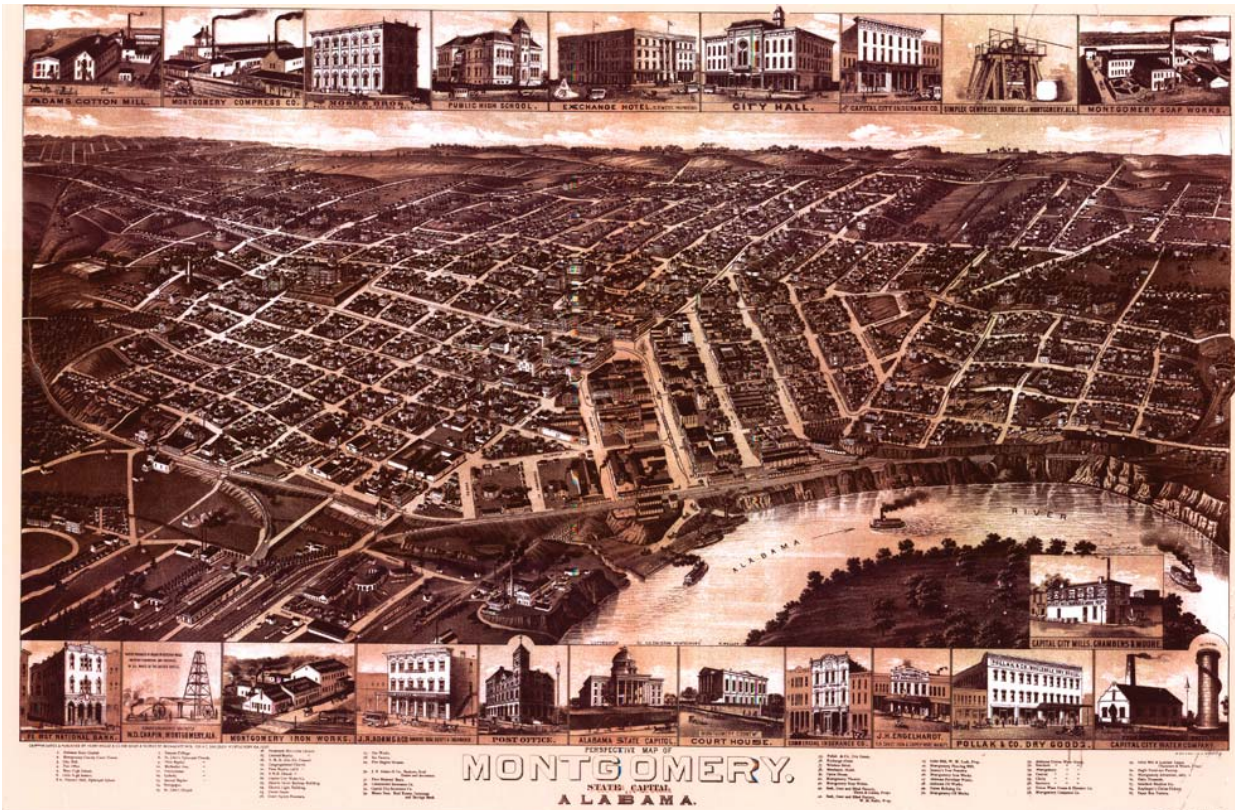


Exchange Hotel  
*The Way It Was, 1850-1930*



Jefferson Davis' Inauguration – February 18, 1861  
*Montgomery: An Illustrated History*





Montgomery, 1859



Early postcard of Court Square



Early postcard of Downtown



Montgomery, 1920's

## ANALYSIS OF EXISTING CONDITIONS

A wide variety of land uses and building types exist in Downtown. From the handsome homes overlooking the river along Clay Street to the handcrafted main street buildings on Commerce Street, Downtown Montgomery enjoys a substantial built heritage. Recently completed projects such as Riverwalk Stadium, home of the Montgomery Biscuits, and the amphitheatre at Riverfront Park have positioned the Downtown for a successful revitalization. Other projects are also underway which will add to this momentum and increase Downtown's appeal for visitors and residents alike. Such projects include:

- A redesigned Court Square Plaza will soon terminate the west end of Dexter Avenue and provide the city with needed civic space.
- Work continues on Riverfront Park; the park will extend to Powder Magazine Park, providing over a mile of continuous public frontage along the Alabama River.
- A \$29 million upgrade of the current civic center and a new \$53 million hotel in the heart of Downtown will serve to attract visitors to the area.
- A new Intermodal Transportation Facility transportation center adjacent to Union Station will connect these Downtown destinations with a new Downtown trolley system.

Commerce Street



North Court Street



Five Points



Homes in Downtown range from quaint bungalows in Cottage Hill to the recently renovated industrial lofts along North Court Street. The main street buildings on Dexter Avenue and Commerce Street have the potential to provide a plentiful supply of retail storefronts with offices or residences above. Other areas are available for the construction of single-family homes on infill lots within existing neighborhoods. There is also an opportunity for mixed-use infill development along Bell Street which would provide new housing with dramatic views of the Alabama River. Whether urban lofts in historic Downtown warehouses or single family homes in established neighborhoods, Downtown can offer a variety of housing options.

Walking and driving every street in Downtown, the planning team photographed and documented the range of building types, building uses, frontages, architectural styles, open spaces and civic buildings that contribute to the character of Downtown.

Clay Street



Dexter Avenue

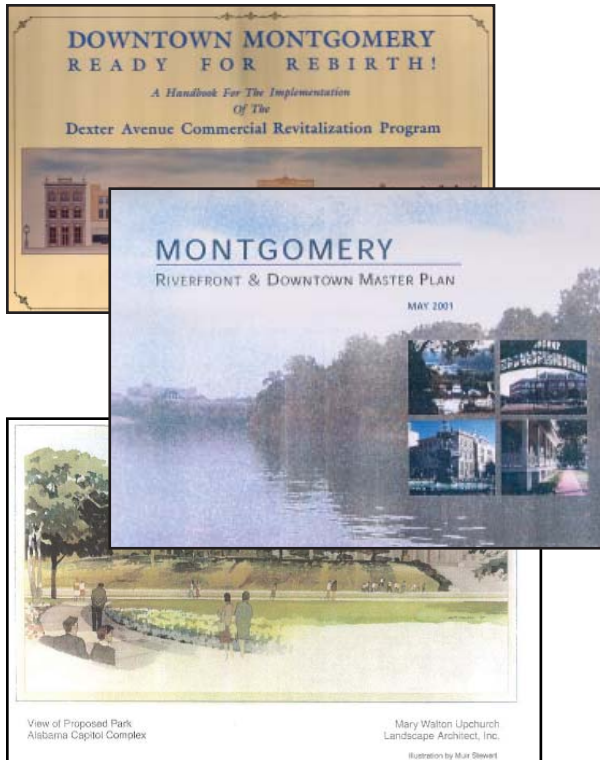


Sayre Street



**ANALYSIS MAPS\***

In addition to photographing the study area, the team reviewed past studies of Downtown, the City's Zoning Ordinance (including the SmartCode adopted in March 2006), recent development proposals, and other relevant background information. The reports and plans helped the team to better understand recent efforts relating to infill development and proposed redevelopment in Downtown. Using the City's Geographic Information Systems (GIS) data, the team created a series of analysis maps to better understand the dynamics of the study area.



The team reviewed all previous studies and regulations relating to Downtown Montgomery.



Existing Conditions

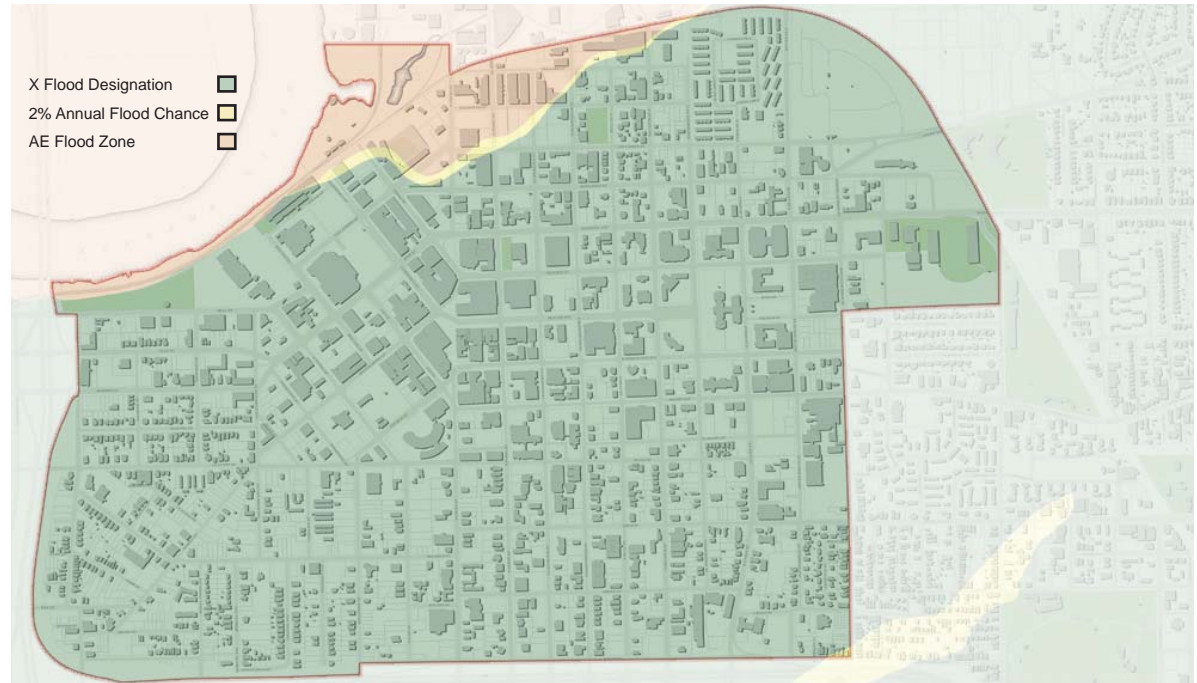


Building Footprints

*\*The analysis maps are based on September 2006 GIS information provided by the City of Montgomery; any inconsistencies with this data should be brought to the attention of the City's GIS Coordinator.*

## Flood Zone

All new structures or infrastructure must take into consideration FEMA flood zone requirements. Though the majority of the Downtown is located in an X Flood Designation, which is above the statistical 100 year flood level, the area along the river is more prone to flooding and is classified by FEMA as an AE Flood Zone.



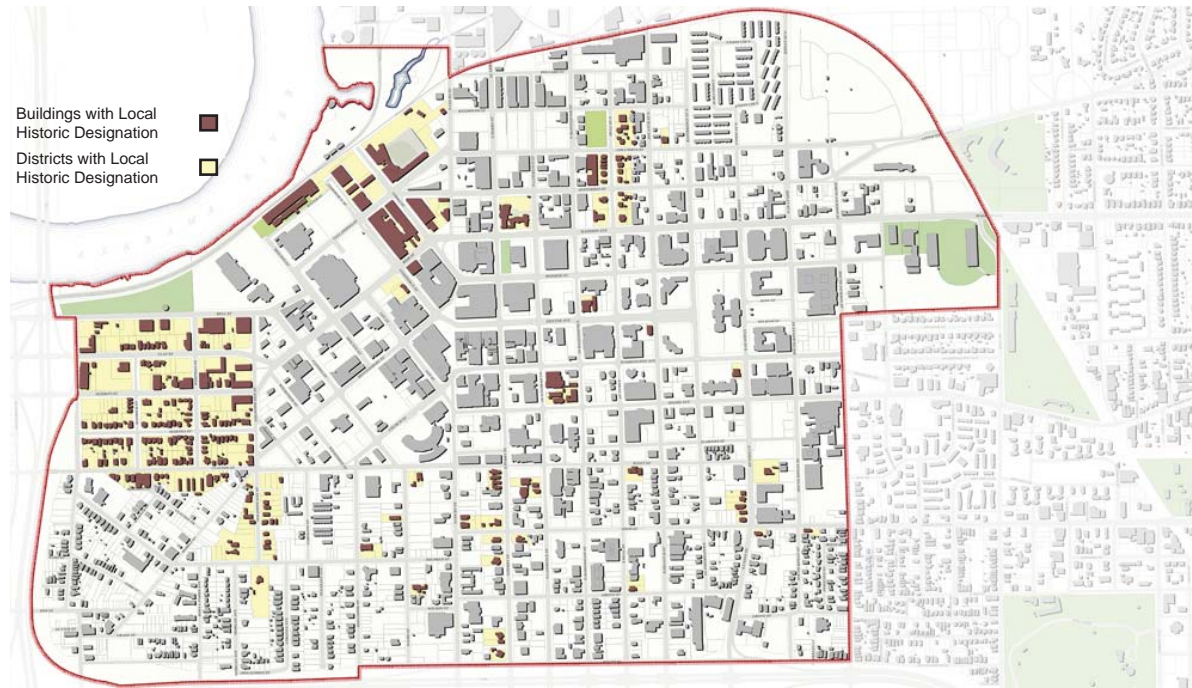
## Topography

The terrain of Downtown descends dramatically from the Capitol Complex to the river. The planning team paid careful attention to the topography of the study area, emphasizing that design must respect the natural landscape. The diagram to the right highlights various slopes, with the lighter shades representing higher elevations and the darker shades representing lower elevations.



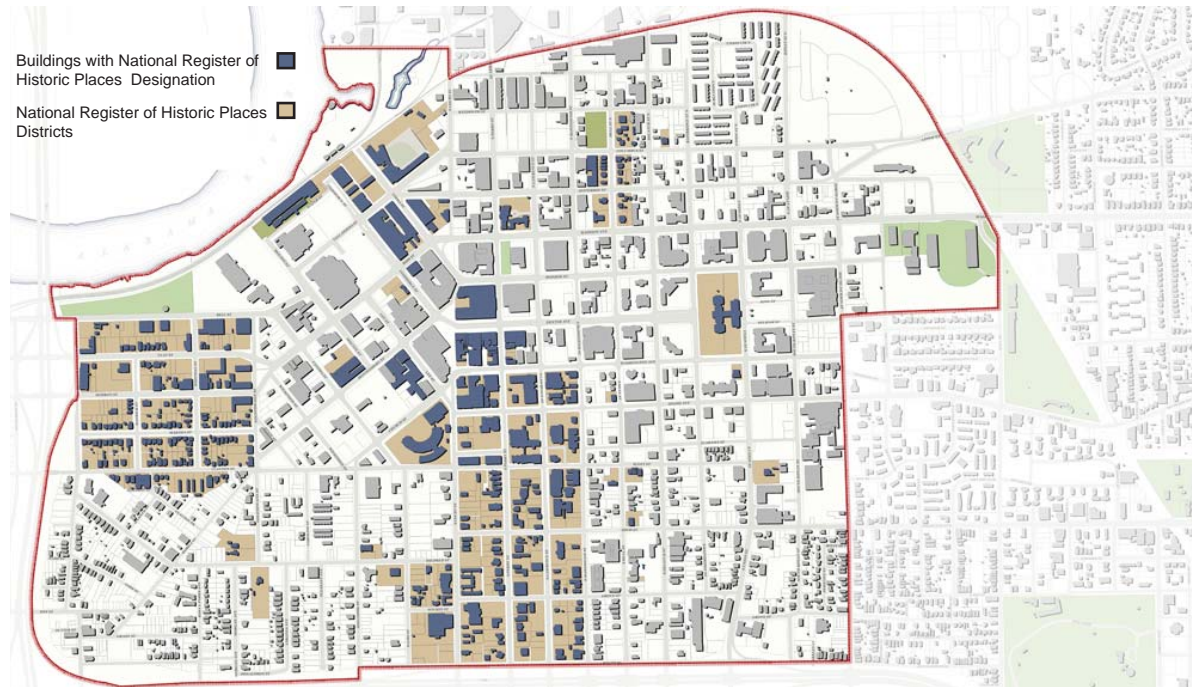
## Local Historic Designation

Downtown Montgomery is fortunate to have a large collection of historic buildings and neighborhoods. Several local historic districts have been formed Downtown. Infill development in historic neighborhoods and modifications to historic properties must be reviewed and approved by the City's Architectural Review Board to ensure the planned improvements are consistent with the architectural and historical character of the individual structure and/or the neighborhood in which it is located.



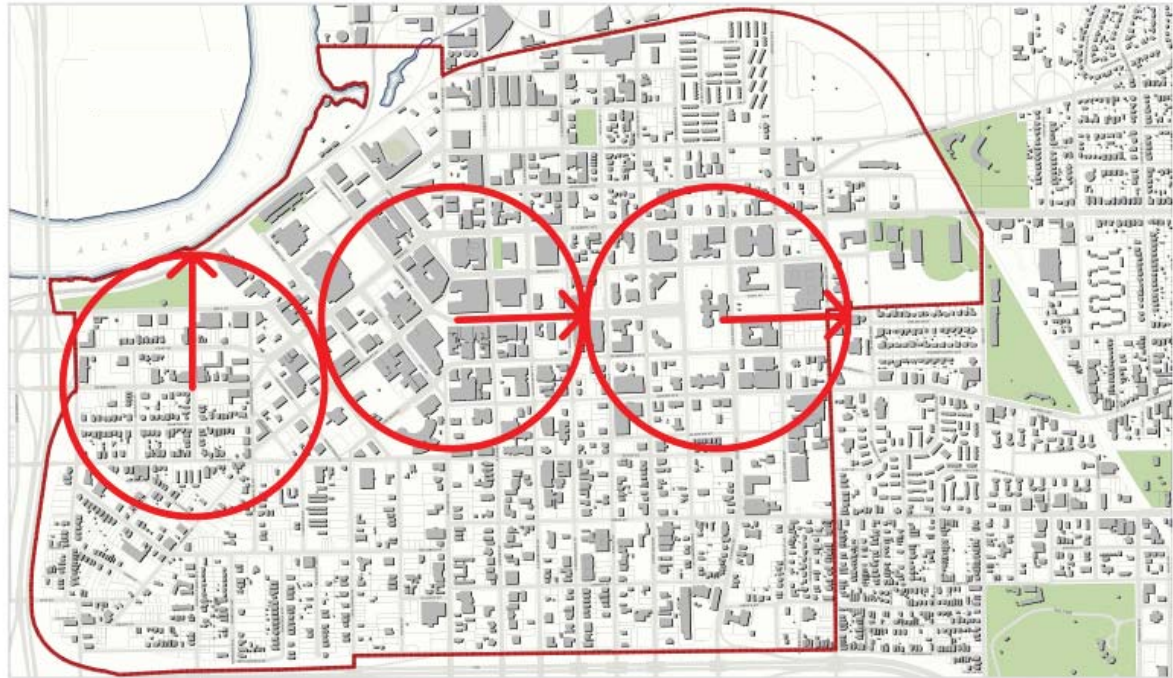
## National Designation

In addition to districts characterized as local historic districts, there are large portions of Downtown that are currently designated as National Register of Historic Places. It is important to protect these historic resources with local, state, and federal laws that will preserve them for future generations of Montgomery citizens.



### Five Minute Walking Circles

If streets are walkable, most people will walk a distance of approximately ¼ mile (1320 feet) or 5 minutes before turning back or opting to drive or ride a bike rather than walk. This dimension is a constant in the way people have settled for centuries. This distance relates to the manner in which people define the edges of their own neighborhoods. Of course, neighborhoods are not necessarily circular in design, nor is that desirable. The ¼ mile radius is a benchmark for creating a neighborhood unit that is manageable in size and feel and is inherently walkable. Neighborhoods of many shapes and sizes can satisfy the ¼ mile radius test. Downtown Montgomery demonstrates the ¼ mile radius principle with several distinct neighborhoods or quarters that combine to form the whole.



### Street Network

The network of streets and blocks Downtown is a grid running north to south to the east of Court Street interrupted by a rectilinear grid to the west of Court Street that orients towards the Alabama River. This pattern of blocks and streets is representative of the original organization of the city as two separate settlements.



## Public Transit

Bus service has returned to Downtown and the city. Operated by the Montgomery Area Transit System, the service has garnered considerable ridership in just a short time. The primary bus transfer station is located on Dexter Avenue, but will be relocated to the new Intermodal Transportation Facility when construction is complete. Downtown is well served by public transportation though there are opportunities to increase service to existing neighborhoods and to promote short-trip recirculation within Downtown.



## Public Lands

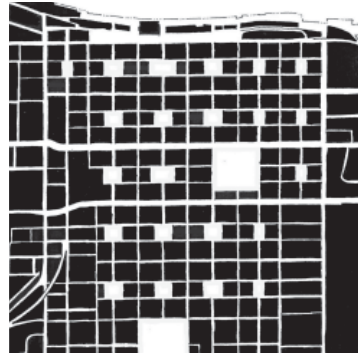
There are significant pieces of publicly held land located throughout Downtown. The public authorities should continue to work together to revitalize Downtown through the redevelopment of vacant properties, rehabilitation of historic structures, and the enhancement of green and civic spaces.



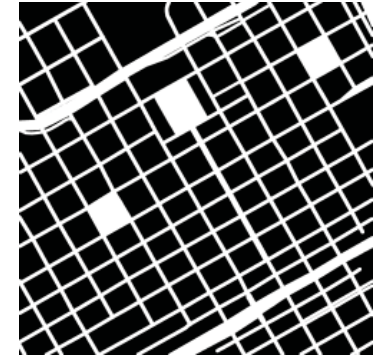


## SCALE COMPARISONS

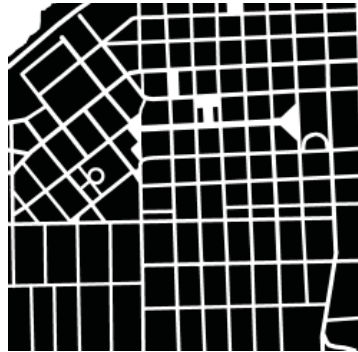
Scale comparisons helped the planners and community participants to better understand the scale of Downtown in relation to other great places. Below is Downtown Montgomery at the same scale as other well known towns in the south and around the world, including capital cities. The scale comparisons demonstrate the pedestrian oriented, urban blocks found in Downtown, yet also reveal the relative scarcity of organized public spaces in Downtown compared to some peer cities.



Savannah, GA



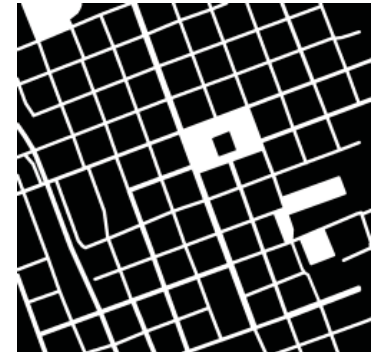
Birmingham, AL



Montgomery, AL



Chattanooga, TN



Columbia, SC



Boston, MA



Amsterdam, Netherlands





## creating the plan 2

## Designing in Public, September 2006

Community involvement was an essential component in creating a workable vision and plan for Downtown Montgomery. The visualizations, plans, and recommendations found in the Downtown Plan are the result of extensive public input from Montgomery residents, business owners, and community leaders. “Designing in public,” the Dover-Kohl team conducted an open planning process in September 2006 to identify the ideas, needs and concerns of the community. Over the course of seven days, participants helped to create the Downtown Plan through a design intensive event called a *charrette*. Over 800 interested residents and stakeholders participated in the planning process, including property owners, neighbors, business people, developers, elected officials, city staff, and community leaders.

### What is a Charrette?

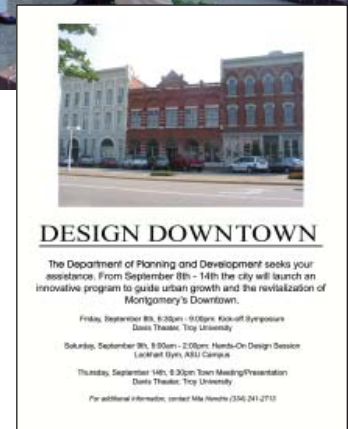
*Charrette* is a French word that translates as “little cart.” At the leading architecture school of the 19th century, the École des Beaux-Arts in Paris, students would be assigned a tough design problem to work out under pressure of time. They would continue sketching as fast as they could, even as little carts, *charrettes*, carried their drawing boards away to be judged and graded. Today, “charrette” has come to describe a rapid, intensive and creative work session in which a design team focuses on a particular design problem and arrives at a collaborative solution. Charrettes are product-oriented. The public charrette is fast becoming a preferred way to face the planning challenges confronting American communities.

### CHARRETTE PREPARATION

Prior to the charrette, the Dover-Kohl team focused their efforts on gathering base information and studying the existing physical conditions of the study area. This included learning about local history, reviewing previous plans and studies, examining existing city ordinances and land development regulations, and analyzing the physical, social, and economic characteristics of Downtown. A more detailed overview of the team’s review of background information can be found in Chapter 1.

Members of the team visited Montgomery throughout the summer of 2006 and met with City officials, City staff, property owners, business owners, residents, and other local stakeholders in preparation for the charrette. The meetings and interviews helped the team to better understand the dynamics of Downtown and gain full appreciation for Downtown’s role in the city and region. Team members met with City staff to review previous planning efforts and with City officials to better gauge the leadership’s vision and ideas for the future of Downtown.

A key element in preparing for the charrette was generating public awareness. City staff spread the word about the Downtown planning process with press conferences, newspaper interviews, postcards, flyers, radio interviews, public notices, extensive mailings, and updates on the City’s website.



## Study Tours

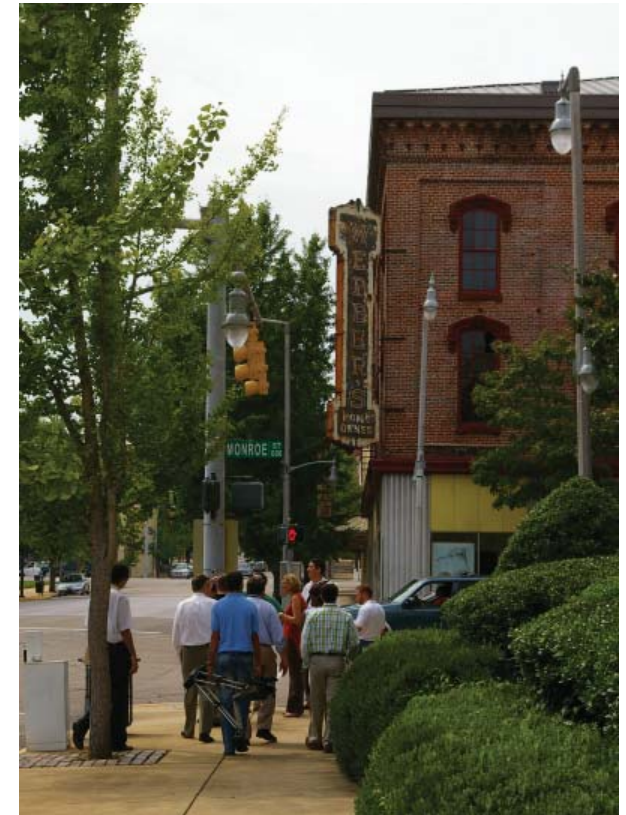
To further understand the planning context of Downtown, the team arrived a few days prior to the start of the charrette to allow time to study and tour Downtown and its environs. The team visited in-town neighborhoods like Old Cloverdale and the Garden District and new neighborhoods out east like The Waters. The tours offered insight into the traditional forms of neighborhood development in the city.

Team members walked and photographed streets Downtown, noting building form, building placement, architectural character, street design, and natural features. With base maps in hand, the planners and designers examined the existing urban fabric and analyzed the network of streets, blocks and lots, building types, and building forms. Team members documented potential areas for infill development and redevelopment. The team also noted unique conditions and characteristics, such as the magnificent views to the Capitol and the Alabama River, as well as the historic homes and buildings located throughout Downtown.

Cottage Hill



Old Cloverdale

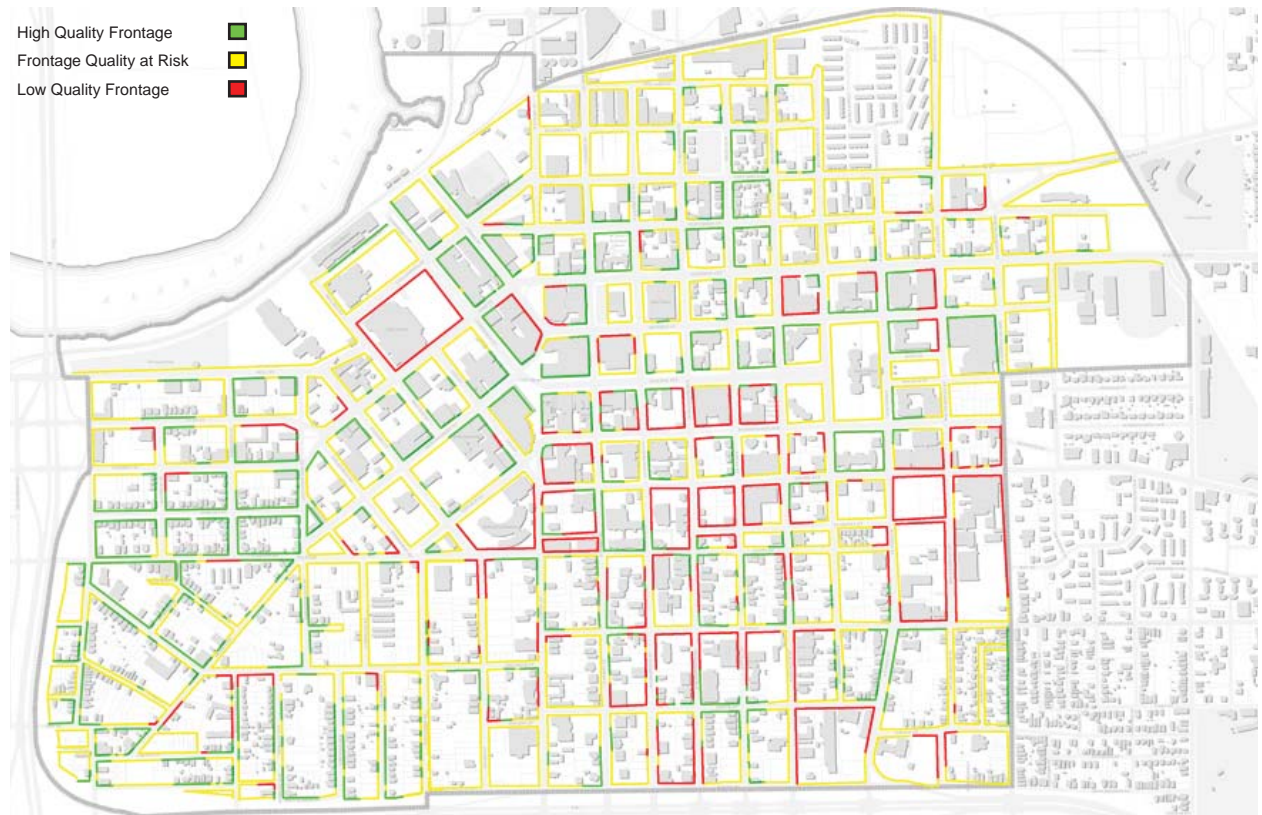


Touring Downtown



## Frontage Analysis

As part of the study tour documentation, the team carefully examined building frontages in the study area. The frontage analysis assisted the team in establishing priorities and identifying opportunities for improving the urban fabric. The frontage analysis evaluated the relationship of each building to the street. The team categorized these relationships as high quality street frontages, poor quality frontages, or frontages that are at risk. For example, buildings with blank walls facing the street were documented as low quality frontages while buildings with doors and windows facing the street were documented as high quality frontages. Buildings that had a good relationship with the street but were in need of major repair were characterized as frontages that are at risk.



Frontage Analysis Map



High quality frontage



At risk frontage



Low quality frontage

## THE CHARRETTE

On Friday, September 8 Montgomery residents, City leaders, and local stakeholders came together at Troy University's Davis Theatre for a Community Kick-off Presentation.

Mayor Bobby Bright and Planning Director Ken Groves welcomed the crowd of over 200 people and stressed the importance of community participation throughout the planning effort. Victor Dover, principal of Dover, Kohl & Partners and charrette leader, then outlined the challenge for participants during the charrette week. He reinforced the importance of citizen involvement throughout the process to ensure the creation of a plan truly representative of community ideals. Victor emphasized that the plan for Downtown would be created by the community, for the community. He provided background information on traditional town building, infill development, and preserving community character. At the end of the presentation attendees were able to ask the planning team questions about the process and the project. In addition, participants completed "one word cards" describing their view of Downtown today and their vision for its future.

ONE WORD that comes to mind about Downtown:

NOW: awakening

IN THE FUTURE: alive!!!  
(In my vision)

ONE WORD that comes to mind about Downtown:

NOW: Shabby

IN THE FUTURE: Vibrant  
(In my vision)



Kick-off Presentation at the Davis Theatre



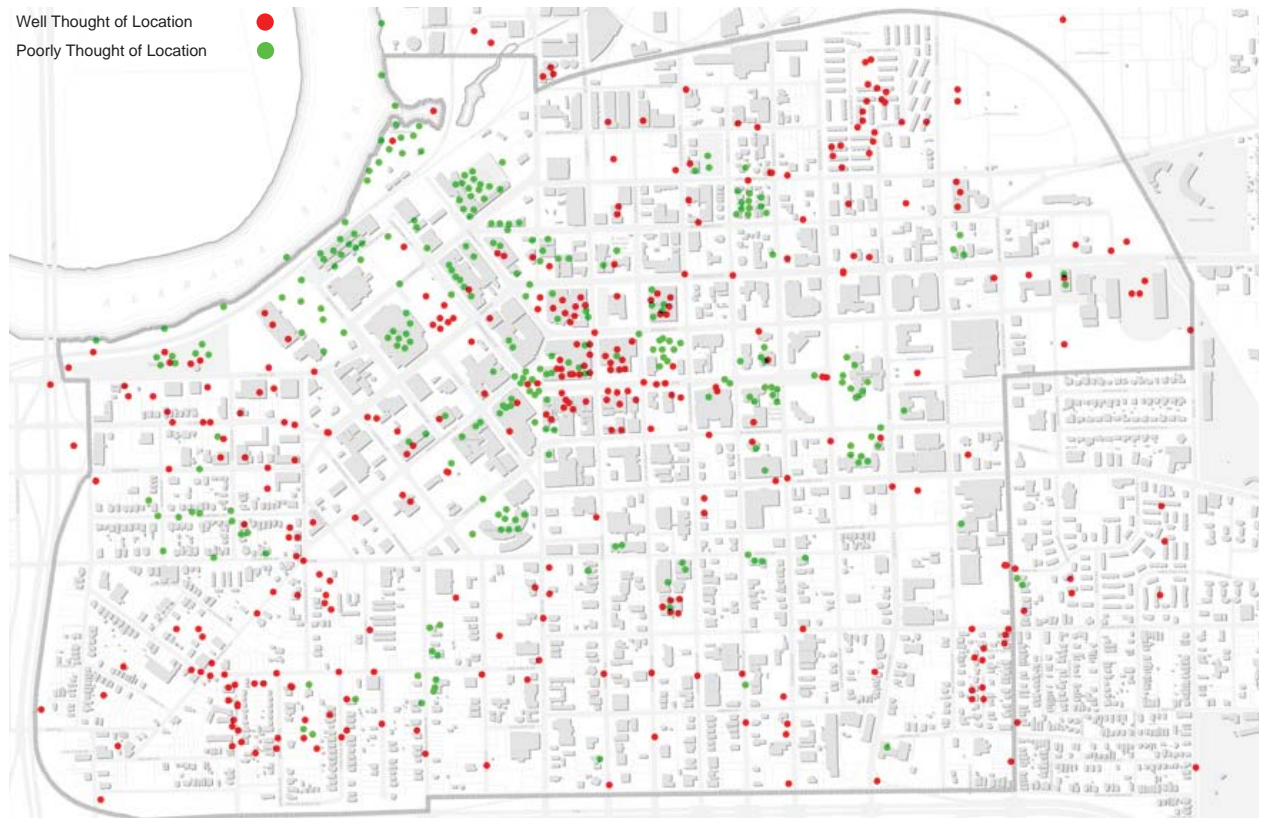
Residents voiced their hopes and concerns at the Kick-Off Presentation



## Hands-On Design Session

On Saturday, September 9 approximately 150 community members turned out to Alabama State University's Lockhart Gymnasium for the Hands-on Design Session. The event began with a short introduction and briefing by Victor Dover to further explain the exercise, orient participants to base maps, and set ground rules and goals for the session. Working in small groups of approximately eight people, participants gathered around tables to draw and share their varied ideas for the future of Downtown. Each table was equipped with base maps, markers, scale bars, and aerial photographs. A facilitator from the Dover-Kohl team or a City staff volunteer was assigned to each table to assist participants in the design exercises.

During the first part of the table sessions, participants identified the important issues associated with the future of Downtown and discussed their ideas in small groups. They began with an exercise that involved placing red and green stickers on a map to identify the areas that had positive and negative characteristics. With this completed, participants began to draw and write on base maps to illustrate how they might like to see Downtown evolve. They described the land



Community Perceptions of Downtown



Residents worked together, sharing their ideas for the future of Downtown.





uses, open spaces, building design, landscaping, road design, parking, civic spaces and services for the area.

During the second part of the workshop participants focused on specific redevelopment areas in Downtown. Each table worked on one or all of the “close-up” areas which included Columbus Street, Dexter Avenue, and the Five Points intersection. At the end of the workshop a spokesperson from each table reported the findings and major points to the entire assembly. Common themes began to emerge quickly, as the important goals for Downtown were identified. Of the many ideas heard, some of the most widely shared ideas included:

- Make Downtown green
- Bring nightlife back to Downtown
- Convert one-way streets back to two-way
- Clean up Trenholm Court
- Provide quality housing for all income levels

The goal of the hands-on session was to forge an initial consensus and develop a long-range community vision for Downtown. In addition to the group presentations, each participant filled out an exit survey at the end of the session. The surveys allowed the planning team to gain more detailed insight into the ideas of the many individuals that participated.



Table representatives presented ideas discussed in their groups.



A sample of the drawings produced during the Hands-On Session



## Open Design Studio

From Sunday, September 10 through Thursday, September 14 the design team continued to work with the community in an open design studio at the historic Winter Building (2 Dexter Avenue). Citizens and local leaders were encouraged to stop by the studio throughout the week to check the status of the plan, provide further input, and to make sure the design team was on the right track. Over 150 people visited the studio throughout the week. The table drawings and plans from the Saturday design session were placed around the studio for easy review as new people became involved.

While community members visited the studio, the design team and City staff continued to analyze the information gathered at the hands-on session and during the site analysis in order to formulate the initial concepts for the plan. The team was tasked with synthesizing the many ideas heard from the community throughout the week into a single cohesive plan for Downtown. The planners and designers created computer visualizations, diagrams, drawings, and plans, working to combine and refine the ideas. Working in the heart of Downtown allowed the design team ready access to the study area during all hours and days of the week. The

planners observed day-to-day traffic patterns, visited local businesses, and experienced other details of everyday life in Downtown Montgomery.

In addition to the open design studio, members of the design team met with key stakeholders and experts in scheduled technical meetings. The meetings were used to answer design questions, discuss the draft plan, and further gain input in regards to current and potential infill development opportunities. The technical meetings included sessions with City staff, City Council members, the Riverfront Foundation, the Montgomery Housing Authority, Chamber of Commerce, State of Alabama, local developers and architects, property owners, and others. The technical meetings helped to further shape the detailed elements of the plan and to ensure that the ideas being processed were consistent amongst many viewpoints.

On September 12 the planning team hosted an evening Open House at the design studio. Participants toured the studio, met with members of the planning team, and reviewed draft plans and sketches.



Meetings during the week helped to shape the details of the technical plan.

Page 2.8



The plan was created on-site in an open design studio.



Residents and Interested citizens stopped-by the design studio to check the progress of the plan and share ideas.

## The Work-In-Progress Presentation

The charrette week ended with an evening “Work-in-Progress” presentation on Thursday, September 14 held at Troy University's Davis Theatre. Over 200 citizens gathered for the presentation eager to see how the planners and designers were able to synthesize the community’s ideas into a vision for the future of Downtown.

Victor Dover began the presentation with a summary of the week’s events, then presented sketches and plan diagrams illustrating the idealized build-out of Downtown. Renderings showed “before and after” illustrations of possible infill development scenarios. Rick Hall of Hall Planning & Engineering then spoke on transportation and street improvements, demonstrating how balance can be reached between traffic capacity and walkability. Ed Starkie of UrbanAdvisors concluded the event with a discussion on the Downtown market and how to make the vision for Downtown a built reality.

At the end of the presentation, a new survey was distributed to gauge the community’s opinion on the ideas presented that evening. Of the surveys received, 100% responded positively to the plan.

## AFTER THE CHARRETTE

Over a period of three months the Master Plan produced during the charrette was refined and this report was created. Montgomery residents were asked to continue to provide their input on the draft plan; the plan and corresponding images were available for review at the Planning Department as well as on the City of Montgomery website. On January 11, 2007 over 250 community members returned to the Davis Theatre for a presentation on the status of the plan and an overview of recommended strategies for implementation. The following report represents a synthesis of the community’s desires and goals for the future of Downtown and a workable framework to achieve such goals.



Residents reviewed the work produced during the charrette



*"We can attract more people to Montgomery by building a town we love, not just one we can live with."*

*"develop an entertainment district"*

*"improve our streets by planting street trees"*

*"economic incentives to lure businesses to Downtown"*

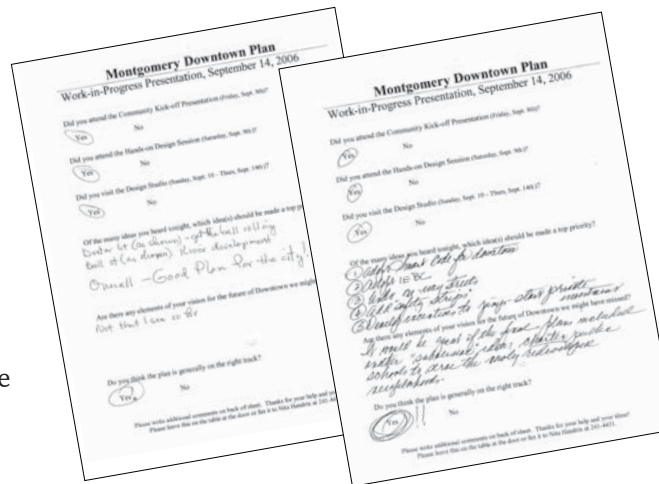
*"don't forget the waterfront"*

*"return one-way streets to two-way"*

*"restore our historic buildings"*

*"provide more open space"*

*"initial efforts should focus on Dexter Avenue"*



Sample exit survey responses

Community input during the charrette





# planning prescriptions 3

Through the charrette process, the community and design team arrived at a series of basic urban design, transportation, and policy principles to guide the redevelopment of Downtown Montgomery. Shaped from input by Montgomery citizens, the “Planning Prescriptions” embody the citizenry’s vision for the future of Downtown. The Planning Prescriptions summarize the results of the open planning process and promote responsible growth and development. They apply to Downtown Montgomery, but are also essential planning principles that should apply to the redevelopment of any traditional downtown.

This chapter presents the important themes and action steps needed to revitalize Downtown; specific design components of each principle are further described and illustrated in Chapter 4. General guidance on implementing each principle is included; detailed implementation strategies can be found in Chapter 7.



Proposed infill development along Bell Street

## **PLANNING PRESCRIPTIONS**

- 1. Preserve, Restore, and Reuse Historic Buildings and Addresses**
- 2. Foster an Improved Environment for Private Investment and Development**
- 3. Expand Downtown's Green and Civic Spaces**
- 4. Mix Land Uses, Building Types, and Housing Options**
- 5. Promote a Better Balance of Transportation Options and Designs**



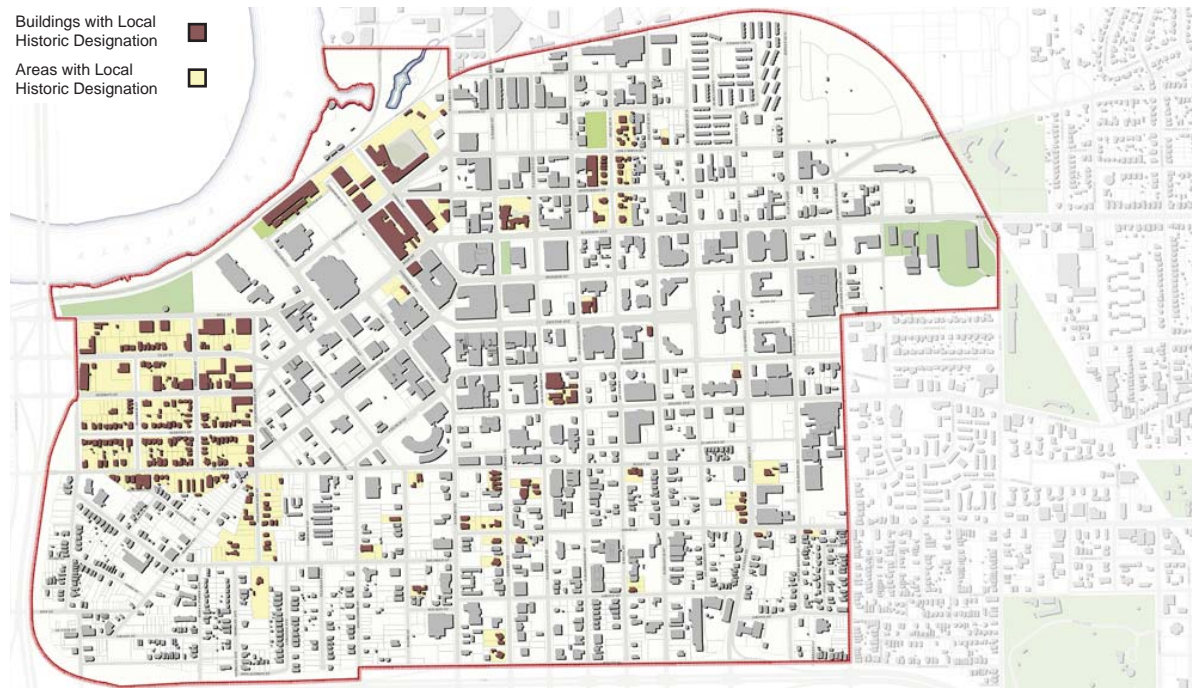
The Illustrative Master Plan was created during the charrette. The plan synthesizes community ideas and depicts the idealized build-out for Downtown. This map is for illustrative purposes and is not a regulating document. The Illustrative Master Plan identifies key opportunity parcels for infill development and preservation of open space.

## Preserve, Restore, and Reuse Historic Buildings and Addresses

The preservation of historic buildings and signature public spaces is essential to the revitalization and rebirth of Downtown. The urban fabric of Downtown is the heart of this important southern city and the many buildings that tell its story must be preserved. Historic architecture should not only be preserved but restored, and re-occupied. Many historic structures have undergone restoration and adaptive reuse recently to create quality spaces Downtown. Union Station and the warehouses of lower Commerce Street, for example, host new restaurants and offices. Recently restored Victorian cottages have made Cottage Hill an enviable neighborhood. The State Capitol Complex and Dexter Avenue King Memorial Baptist Church attract many visitors annually.

The community's commitment to preservation is evident in projects like the creation of Old Alabama Town, the restoration of the Capitol, and the local historic designation of hundreds of buildings. And yet, there are additional steps needed to protect Montgomery's historic buildings. Preservation efforts have been successful over the years, but more needs to be done to preserve and maintain Downtown's historic structures. Historic buildings in Downtown and its surrounding neighborhoods should be preserved and restored to their original use, or adapted to new uses when appropriate. For example, the Sayre Street School has gone through a number of uses in its lifetime. It is an example of a building of solid construction and lasting architectural style that has withstood the test of time.

While it is of great importance to save and restore historic structures, it is important to add to the built environment in a way that makes Downtown more complete. Where the urban fabric has been eroded for surface parking lots or vacant lots,



Buildings and areas with local historic designation



Historic buildings on Commerce Street



Historic Klein Building at Court Square



these areas need to be reclaimed. In doing so, infill development should respect the architectural styles and material vocabulary of nearby historic structures. New buildings should be of a similar scale and proportion and should be placed on lots so that they create a spatial relationship that represents improvement in the continuity of the street scene. New buildings should have a similar building to street relationship as neighboring historic structures.

Building upon the awareness raised in the planning process for Downtown, it is time to increase historic preservation efforts and recognize the economic benefits of preservation. The City leadership and property owners need to strategize together on specific funding mechanisms and incentives to encourage the stabilizing and refurbishment of historic buildings. For example, there are a number of historic commercial buildings along Dexter Avenue hidden by “modern” façades; these façades should be removed as part of a City-led façade restoration initiative. Vacant historic structures – some striking, like 20th Century shops on Madison Avenue and Craftsman bungalows near Old Alabama Town – sit abandoned and are quickly deteriorating.

Many of the buildings on the National Register of Historic Places have yet to receive local historic designation. Locally registered buildings, which have some protection by city ordinance, are threatened by demolition or inappropriately remodeled. The city’s zoning code needs to be modified to reduce the visual conflicts between new development and historic structures. In the immediate future, the City can work to adopt the International Existing Building Code to make adaptive reuse more cost-effective and feasible.

## PRESERVE, RESTORE, AND REUSE HISTORIC BUILDINGS AND ADDRESSES – GETTING THERE

The following steps are necessary to preserve, restore, and reuse historic buildings and addresses:

- a. Adopt the Downtown Plan.
- b. Amend the SmartCode regulations for Downtown to include the ordinance changes in the Downtown Plan.
- c. Preserve and enhance historic structures through the Federal Historic Rehabilitation Tax Credit.
- d. Implement a façade improvement program through CDBG funding.
- e. Adopt the International Existing Building Code to make renovations and the adaptive reuse of historic buildings as practical as possible.
- f. Inventory and target historic buildings that if restored could become contributing historic structures and make tax credits available for their renovation.
- g. Help building owners identify funding appropriate for adaptive reuse.
- h. Identify a New Market Tax Credit source or work with a local entity to achieve New Market funding for Montgomery.

Additional Implementation Strategies are included in Chapter 7.



Sayre Street School



Cottage Hill bungalow

## Foster an Improved Environment for Private Investment and Development

The Downtown Plan is a blueprint to guide infill development and redevelopment. Understanding that Downtown is made up of a variety of land owners, the plan is intended to assist the city with coordinating both public and private development efforts Downtown. The success of creating a vibrant downtown is dependent on partnerships between local government and private developers. Local government can only spend a small amount of the total money that has to be spent to build and continually rebuild a thriving downtown. The great majority of money needed to buy properties, fix buildings, and build new buildings to create the place that Downtown embodies to be will be the result of private investment.

The City of Montgomery needs to be a leader and partner in the continued revitalization of Downtown. In recent years the city has made considerable investments in Downtown, including a new civic center, ballpark, parking structures, and a riverfront park. The private sector has followed in turn with new offices, restaurants, hotels and parking decks. While initial efforts have begun to spark continued improvements Downtown, much remains to be done to create a vibrant 24-hour city center. In order to get private investors to do their part, the city has to make it easier to achieve appropriate development Downtown. The unpredictable bureaucratic process and extensive red tape currently associated with reinvestment in Downtown needs to be removed. Uncertainty in investing Downtown needs to be replaced with certainty. The lack of certainty is the greatest enemy of revitalization. The Downtown Plan, and corresponding revisions to the land development regulations, is a step in the right direction to providing certainty and a coordinated effort in the successful revitalization of Downtown.



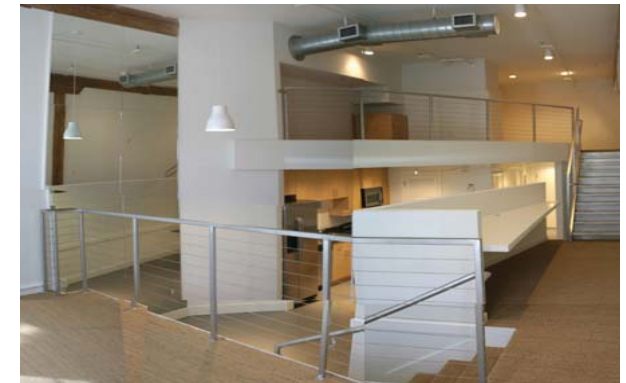
Riverwalk Stadium from Tallapoosa Street



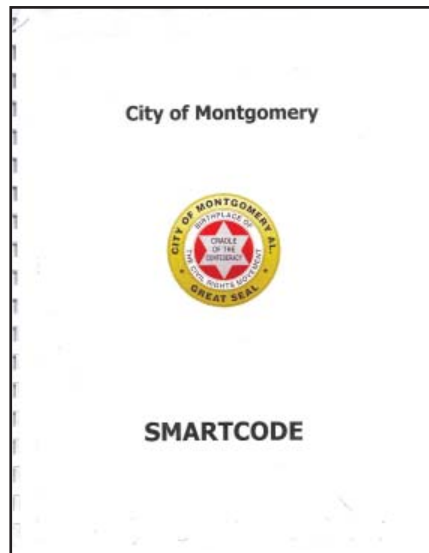
Troy University's Davis Theatre



Aerial view of the new Riverwalk Stadium and Riverwalk Amphitheatre



Many buildings Downtown are in the process of being converted to lofts (photos courtesy of *City Loft Corporation*).



A first action for the City to better foster development Downtown is to make changes to the land development regulations that implement the Downtown Plan and specifically apply to Downtown. Appropriate regulations that are supportive of community endorsed planning policies can encourage development by providing clarity and certainty. A zoning process that requires additional hearings and variances increases the risk of time and money to developers and has not proven effective in guaranteeing the desired results. By establishing clear standards that support the community's vision and provide a visual guide to design criteria, investors can be certain that their project will be approved if they follow the rules. Neighbors can also be assured that what will develop will be desirable, not harmful, to Downtown.

The City of Montgomery has taken the initial step in providing increased certainty by adopting the

## FOSTER AN IMPROVED ENVIRONMENT FOR PRIVATE INVESTMENT AND DEVELOPMENT – GETTING THERE

The following steps are necessary to foster an improved environment for private investment and development:

- a. Adopt the Downtown Plan.
- b. Amend the SmartCode regulations for Downtown to include the ordinance changes in the Downtown Plan.
- c. Use Tax Increment Financing (TIF) funds for street improvements and pedestrian amenities to support Downtown retail and businesses.
- d. Work with the private sector to implement a Montgomery based Small Business Investment Company to fund local entrepreneurs.
- e. Identify a New Market Tax Credit source or work with a local entity to achieve New Market funding for Montgomery.
- f. Investigate using industrial incentive programs for industrial codes that actually use offices—the “industrial idea factories”.
- g. Use the City's GIS system to locate and market opportunity sites and to track economic conditions to demonstrate viability of locating and investing in Downtown (see Appendix B).

Additional Implementation Strategies are included in Chapter 7.

SmartCode as part of the City's zoning ordinance. The SmartCode is a form-based code that strongly addresses the physical form of building and urban structure. The code is based on the transect and works to ensure that a community offers a full diversity of building types, thoroughfare types, and civic space types, and that each has appropriate characteristics for its location. The SmartCode encourages increased private investment by providing

an expedited review process, greater flexibility of uses, reduction of required parking, and more maneuverability for the siting of infill development. The SmartCode also creates a Consolidated Review Committee (CRC) to cut down on bureaucratic red tape. This single committee has representatives from all of the local regulatory agencies working together to process applications. By consolidating the administrative review process, projects are more quickly reviewed.

## Expand Downtown's Green and Civic Spaces

During the charrette process, community members expressed the desire for a “greener” Downtown. Participants stressed the need for more street trees and park spaces Downtown. As a result, the Downtown Plan places importance on balancing infill development and redevelopment with restoring and protecting open space. Small, urban parks should be included in Downtown neighborhoods. Such parks should be distributed throughout Downtown neighborhoods so that green spaces are more accessible for people who live and/or work Downtown. Neighborhood parks should be connected with walking / biking trails, connecting green spaces with the larger riverfront park. Streets should be reclaimed as walkable places and a street tree campaign should be started to increase the planting of street trees.

The Illustrative Master Plan depicts a series of green and civic spaces, including some that are simple to accomplish as part of large-scale redevelopment approvals and others that will take strategic cooperation and patience to realize. The city should acquire property for new green spaces by purchasing and/or accepting donations of land.

The State Capitol Complex is the city's and state's most important civic space, but it lacks a well-ordered foreground which properly dramatizes the building's symbolic significance. The original landscape plan for the Capitol Complex, designed by the Olmsted Brothers, was intended to transform the area around the Capitol into a monumental setting flanked by physical structures and park space. Currently, oversized surface parking lots are the central feature of the foreground to the Capitol. A strategy that satisfies the parking needs but does not detract from the site's stately civic beauty is required.



Map showing ideal location for future parks and civic spaces

### URBAN HEAT ISLANDS

Modern research about energy conservation and climate have revealed a phenomenon called the “urban heat island.” This describes the buildup of heat (in urbanized areas in both downtowns and suburbs) that results in part from the increased amount of unshaded pavement, dark rooftops and other darkened surfaces; experts tell us this brings about energy waste, not to mention summertime discomfort. However, the urban heat island is tamed by the shade produced by street trees. Street trees are thus essential for not only controlling glare and improving our air, but also for conserving energy.

The U.S. Environmental Protection Agency (EPA) has a Heat Island Reduction Initiative (HIRI). For more information, refer to: [www.epa.gov](http://www.epa.gov).





New park at Union Street and High Street



New park at Columbus Street and Hull Street

## EXPAND DOWNTOWN'S GREEN AND CIVIC SPACES – GETTING THERE

The following steps are necessary to expand Downtown's green and civic spaces:

- a. Adopt the Downtown Plan.
- b. Amend the SmartCode regulations for Downtown to include the ordinance changes in the Downtown Plan.
- c. Acquire green space to further complete the green network through Downtown.
- d. Initiate increased funding for tree plantings possibly with TIF funding.
- e. Apply a range of funding mechanisms to secure grants and other funding sources for the preservation of the tree canopy.

Additional Implementation Strategies are included in Chapter 7.



The Capitol Complex, current conditions



The Capitol Complex is transformed into a park space.

## Mix Land Uses, Building Types, and Housing Options

Downtown Montgomery contains a diverse mix of businesses, residences, and workplaces. Thankfully, it never fully made the switch to become a mono-functional “central business district,” a trend left over from the mid-20th Century that still plagues many other Sunbelt towns that are virtually vacant after office hours. Downtown’s mix is vital to the continued revitalization and redevelopment of the area. Land uses should not be segregated into individual pods of development, but rather should be mixed and integrated within Downtown neighborhoods. A variety of uses within a neighborhood creates the ability to live, work, shop, and have daily needs and services within walking distance.

Most importantly, this mixed-use approach means that Montgomery won’t be putting all of its eggs in one basket economically, like cities that have focused exclusively on office buildings, military posts, or tourist attractions for their financial well-being, only to find themselves vulnerable to shifts in industry or large-scale pullouts. The smarter path is to nurture many economic centers and large and small businesses simultaneously, so that the community remains financially nimble.

As we look to the future of Montgomery, it is important to encourage and provide more opportunities for people to live Downtown. If more people live Downtown, overall revitalization efforts will benefit by this increase in population. Increasing the residential population in the vicinity of local businesses and civic uses will help to stimulate these activities. Encouraging a balance of people living and working Downtown has several other benefits. With more people living close to work, there will be fewer daily trips that rely on the regional road network. In addition, by

building new housing and rehabilitating historic buildings for housing, a greater variety of price points will be available in Montgomery. The Illustrative Master Plan identifies specific sites for residential and mixed-use infill development.

As cities grow, it is natural to add or fill-in existing neighborhoods and to build new neighborhoods. In both cases, it is important to keep the whole in mind – meaning that changes and additions should respect and enhance the surrounding area. This is why the Illustrative Master Plan and SmartCode maps have been produced; they are the tools the builders of individual buildings, streets, or blocks can use to be sure their piece of the puzzle fits into the overall picture.

This attitude of connectedness and integration is in contrast to many contemporary developments that are constructed as isolated enclaves, with little effort to integrate into the existing fabric of the community. A genuine neighborhood should contain a variety of uses within close proximity to enable people to live, work, and shop in the same neighborhood. It is especially important to have daily needs and basic services, such as the dry cleaner, corner store, and day care, within walking distance to homes. This provides additional convenience for adults and the ability for kids to enjoy some independence as they grow older. A neighborhood contains not just houses, but a mix of uses that are adaptable for change over time. And the houses that are included are not just one type; they are a range of housing types that occur on a variety of lot sizes.

Housing for a mix of incomes must be provided Downtown. A variety of building types allows for a diversity of family sizes, ages, and income levels to



**Today** – The current conditions of the Mobile Street and Grady Street intersection.



**Step 1** – The empty lot on the corner is replaced with a neighborhood green.



**Step 2** – Infill development occurs adjacent to the neighborhood green, with a mix of building types and housing options.



**Step 3** – A vibrant neighborhood center replaces what was formerly scattered buildings and vacant lots. As the place where the Selma to Montgomery Voting Rights Trail enters Downtown, the transformed area will help to formalize the important Trail.

live in the same neighborhood. Downtown should be a place for everyone, and should support a diverse population. To attract a diverse population, Downtown living should be provided for people of all incomes. This mix of incomes is essential for securing a socially and economically balanced community.

There is an emerging mix of single-family homes, apartments, and lofts Downtown. Each vary in shape, size, and architectural style giving Downtown a unique and diverse neighborhood fabric. The neighborhoods adjacent to the Downtown core – Cottage Hill and Centennial Hill, for example – contain the qualities of excellent neighborhoods. These neighborhoods each maintain a distinct character and have great potential to further build on their strengths through improved street design and infill development. These neighborhoods feature building types that are moderately dense, architecturally rich, and well-oriented towards the street. They have embedded civic uses such as schools and churches and are within walking distance of small scale commercial uses and transit stops. Downtown Montgomery's neighborhoods resemble many of the older neighborhoods in cities across the United States that were rediscovered by home buyers during the past twenty years. In many places, these older neighborhoods secure higher prices than new conventional subdivisions.

## MIX LAND USES, BUILDING TYPES, AND HOUSING OPTIONS – GETTING THERE

The following steps are necessary to mix land uses, building types, and housing options:

- a. Adopt the Downtown Plan.
- b. Amend the SmartCode regulations for Downtown to include the ordinance changes in the Downtown Plan.
- c. Develop an infill development strategy to target locations Downtown for residential and mixed-use development.
- d. Where applicable, encourage Downtown residents and property owners to use Federal Historic Rehabilitation Tax Credits to rehabilitate historic structures.
- e. Create a rehabilitation / adaptive reuse strategy as a mechanism to create housing Downtown.
- f. Conduct an annual inventory of land uses to compare the supply and demand for housing Downtown.
- g. Institute a discussion between the city, lenders, funders, and local builders and Community Development Corporations (CDC's) to form new standards for lending in redeveloping areas based upon expected change (see Chapter 6).
- h. Assist housing owners in obtaining and using State of Alabama historic housing funding.
- i. Assist larger projects with planning approvals and funding sources such as New Market Tax Credits.
- j. Create a revolving fund for affordable housing and housing rehabilitation by local builders and CDC's.
- k. Use historic patterns of neighborhood development as a guide to the creation of new housing.

Additional Implementation Strategies are included in Chapter 7.



## Promote a Better Balance of Transportation Options and Designs

More choice and balance in transportation options are needed for Downtown. While the culture of driving will continue, balance must be restored so that not everything is dependent on long, single-occupant automobile trips. Walking, biking, or using transit should be added to the mix of options to get from one place to another Downtown and beyond.

A network of interconnected blocks and streets is present in Downtown Montgomery. The historic urban fabric of the place allows for a series of intimate public spaces and streetscapes. Over time, however, the traditionally walkable streets have been disturbed by road widenings and automobile

dominance. In the future these streets must be reclaimed, creating a healthy balance between vehicular and pedestrian traffic. The Downtown Plan supports the continued creation of “great streets” in Downtown.

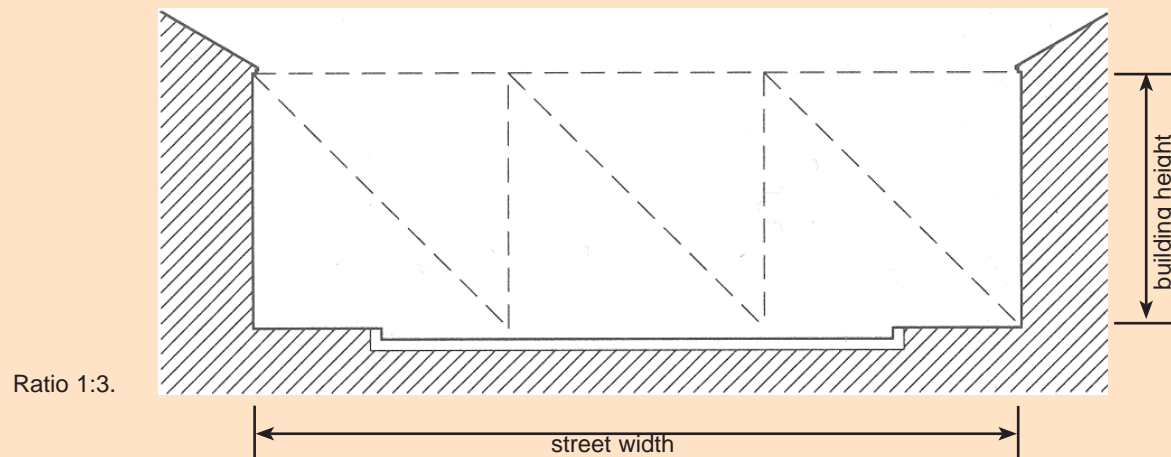
More than any other feature, streets define a community’s character. “Great streets” are walkable, accessible to all, interesting, comfortable, safe, and memorable. While great streets accommodate vehicular and pedestrian travel, they are also signature public spaces. Great streets showcase high quality buildings; mixed-use streets provide good addresses for sustainable commerce while residential streets are key to livability in neighborhoods.

### 1. Design for pedestrians first

The configurations of great streets consistently provide a high-caliber experience for pedestrians as a baseline obligation, and go on from there to accommodate all other required modes of travel.

### 2. Scale matters

A street should function as a three-dimensional outdoor room, surrounding its occupants in a space that is welcoming and usable, especially for pedestrians. A ratio of 1:3 for building height to street width is often cited as a minimum benchmark of success, although even more narrowly proportioned street spaces can produce a still more satisfying urban character.



Excerpted from  
*AIA Graphic Standards*

### Proportions of Street Space

*The height-to-width ratio of the space generates spatial enclosure, which is related to the physiology of the human eye. If the width of a public space is such that the cone of vision encompasses less street wall than sky opening, the degree of spatial enclosure is slight. The ratio of 1 increment of height to 6 of width is the absolute minimum, with 1 to 3 being an effective minimum if a sense of enclosure is to result. As a general rule, the tighter the ratio, the stronger the sense of place and, often, the higher the real estate value. Spatial enclosure is particularly important for shopping streets that must compete with shopping malls, which provide very effective spatial definition. [emphasis added]. In the absence of spatial definition by facades, disciplined tree planting is an alternative. Trees aligned for spatial enclosure are necessary on thoroughfares that have substantial front yards.*



Church Street, Charleston, SC

Although pedestrians are invariably more comfortable on narrower streets, great streets vary in size and shape and are successful in many different configurations. Width is only part of the recipe. From an urban design point of view, there are extremely successful eight-lane roads just as there are miserable failures two lanes wide. Streets need to be sized properly for their use and matched in proportion to the architecture and/or trees that frame them. The Champs-Élysées in Paris, for example, is 230 feet wide but it is considered a “great street;” the scale of the boulevard is defined three-dimensionally. Buildings on the Champs-Élysées are 75 to 80 feet tall, creating an effective sense of enclosure. By contrast, intimate residential segments of Church Street in Charleston have a right-of-way only twenty-two feet wide—just seventeen feet curb-to-curb, plus a sidewalk—and the houses that line both sides are two stories tall. Classic streets in American streetcar suburbs, feature shallow front yards, broad planting strips for trees, and relatively narrow pavement; the trees on both sides enhance the spatial definition. The designed ratio of height to width is followed on most great streets around the world.

### 3. Design the street as a unified whole

An essential distinction of great streets is that the whole outdoor room is designed as an ensemble, including utilitarian auto elements (travel lanes, parking, curbs), public components (such as the trees, sidewalks, and lighting) and private elements (buildings, landscape, and garden walls). As tempting as it may be to separate these issues, by for example leaving building placement and orientation out of the discussion when planning new upgrades to thoroughfares, all the public and private elements must be coordinated to have a good effect. For example, the best city streets invariably have buildings fronting the sidewalk, usually close to the street. The random setbacks generated by conventional zoning only rarely produce this effect, so the land development regulations along a given corridor must be rethought in conjunction with any road improvement (especially widenings). In some cases, minimum height of buildings should be regulated to achieve spatial definition, almost impossible to attain with one-story buildings. Similarly, the old routine of widening roads but citing last-minute budget problems as the reason to leave street trees or sidewalks “for later” is unacceptable, comparable to building a house with no roof.

### 4. Include sidewalks

Without sidewalks, pedestrian activity is virtually impossible. The design matters, too. One of the simplest ways to enhance the pedestrian environment is to locate the walkway at least 5 or 6 feet away from the curb, with the street trees planted in between. Pedestrians will be more willing to utilize sidewalks if they are located a safe distance away from moving automobile traffic. The

width of the sidewalk will vary according to the location. On most single-family residential streets, five feet will usually suffice, but more width is needed on rowhouse streets to accommodate stoops. On Main Streets, fourteen feet is usually most appropriate, but the sidewalk must never fall below an absolute minimum of eight feet wide.

### 5. Provide shade

Motorists, pedestrians, and cyclists all prefer shady streets. Street trees should be placed between automobile traffic and pedestrians, for an added layer of psychological security for pedestrians. Street trees with fairly continuous canopies that extend over the travel lanes and the sidewalks should be the norm. This is especially vital on arterial roadways or other wide streets that contain expanses of concrete and asphalt and depend on trees for spatial definition. In areas like Bell Street, as illustrated in the design team’s renderings, architectural encroachments over the sidewalk like awnings, arcades and colonnades, and cantilevered balconies can be used (where there may not be the opportunity to plant shade trees) to protect pedestrians from the elements and shield storefronts from glare. In Downtown, streetlights, bus shelters, benches, and other street furniture occupy the wider sidewalks and provide the appropriate separation between pedestrians and the curb.

### 6. Make medians sufficiently wide

Where divided thoroughfares are unavoidable, the medians must be generous enough to serve as a pedestrian amenity. For street trees to thrive and for pedestrians to have adequate refuge when crossing streets, the medians need to be sized accordingly.

## 7. Plant the street trees

Great streets are not the place to experiment with random, romantic, or naturalistic landscaping. Urban trees are typically planted in aligned rows, with regular spacing, using consistent species. This will not appear rigid or mechanistic, for trees do not grow identically; rather, the power of formal tree placement is that it at once shapes the space, reflects conscious design, and celebrates the intricacy and diversity within the species. More importantly, the shade produced by the trees will be continuous enough to make walking viable, and the spatial impression of aligned trees also has a traffic calming effect.

## 8. Use smart lighting

Streets should be well lit at night both for automobile safety and pedestrian safety. Pedestrians will avoid streets where they feel unsafe. “Cobra head” light fixtures on tall poles spaced far apart do not provide for pedestrian safety. Shorter fixtures installed more frequently are more appropriate, and can provide light under the tree canopy as street trees mature.

## 9. Allow on-street parking

On-street parking provides further separation between pedestrians and moving cars and also serves as a traffic calming device because of the “visual alertness” it triggers. Parallel parking is often better than head-in or diagonal parking because it requires less space, although diagonal parking is acceptable in exceptional cases on shopping streets if the extra curb-to-curb width is not achieved at the expense of properly sized sidewalk space. Parking near the fronts of buildings also encourages people to get out of their cars and walk, and is essential to leasing street-oriented retail space.

## 10. Resist parking lots in front of buildings

The bulk of a building’s parking supply should not be up against the sidewalk or facing the street but should occur behind the building instead (or in a few cases, beside the building). The acres of surface parking between storefronts and the street are responsible for the negative visual impact of the typical commercial “strip”. Such a disconnected pedestrian environment is in part due to bad habits on the part of auto-oriented chain stores, but also reflects the large setbacks and high parking requirements in conventional zoning. If the rules are changed to provide “build-to” lines rather than mandatory front setbacks for commercial buildings, it is possible to grow streets with real character.

Streets are the public living rooms in a community. In a downtown, the spaces between the buildings matter even more than the spaces within. Buildings located along streets sell for great addresses, street scene, and the convenience to walk places. Street oriented architecture does not turn its “back” to the street; doors, windows, balconies, and porches face the street, not blank street walls. In this way, a level of safety is reached by creating “eyes on the street.” In a thriving downtown, street oriented architecture makes the public realm between buildings satisfying.

Every street in Downtown Montgomery is important. Within the network of streets, there are certain streets that should be showcased, protected, and thought about with even more care. These streets include Dexter Avenue, Commerce Street, Madison Avenue, Bainbridge Street, Bell Street, Bibb Street, Herron Street, and Mobile Street. Each street is identified as a signature connection in Downtown. These streets should receive priority in regards to investment and a careful examination of the rules.



Old Cloverdale, Montgomery, AL



Savannah, GA



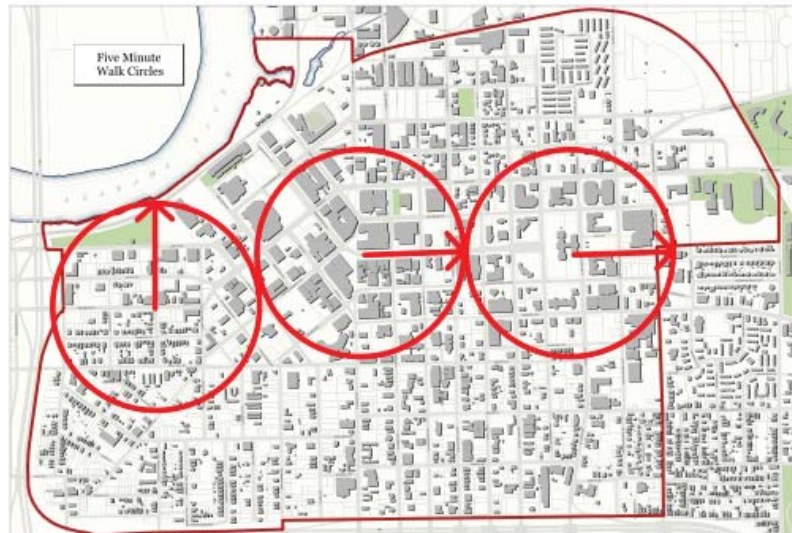
Mobile, AL

Reversion to two-way traffic is crucial for many streets in Downtown that today function as one-way streets. Historically, two-way streets have slower traffic speeds than one-way streets; slower speeds make roadways safer for pedestrians and further enhance walkability Downtown. Two-way streets perform far better for storefront businesses, as well.

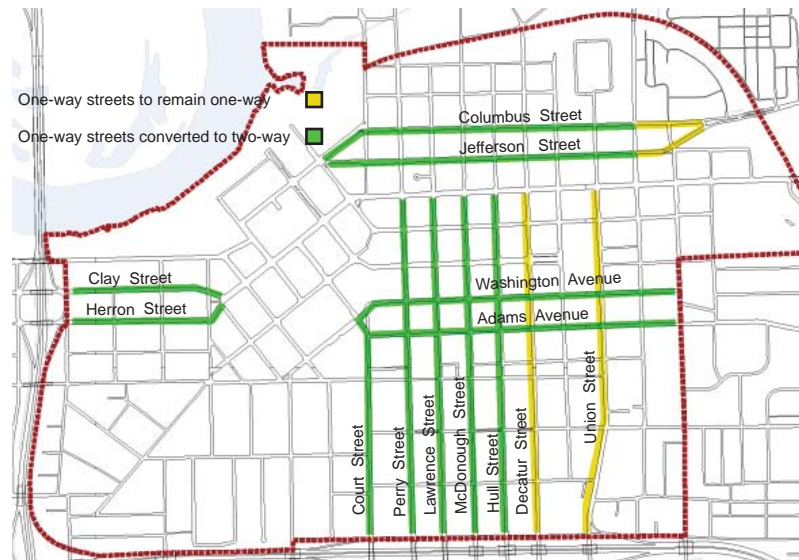
Within Downtown, all existing one-way streets were reviewed to determine the feasibility of one-way operation reverting to two-way operation. With only two exceptions, all current one-way streets can feasibly revert to two-way operation. (The exceptions include Decatur Street and Union Street). Each has a sufficient street width to continue parking on at least one side of the street when converted back to two-way operation.

Areas designated for increased walkability should have streets narrowed as economically as possible. Striping of new, on-street parking and proper identification of spaces is one primary tool to achieve this. Many of the streets in Downtown are wide enough to accommodate on-street parking. On-street parking would add additional parking for Downtown destinations, while enhancing the street space and pedestrian-friendly design of Downtown.

The city is in the process of building and approving parking garages in response to the needs of the business community. The downside is that in many key places Downtown the dominant visual theme is the side of parking garages. A simple corrective is provided by the SmartCode – liner buildings are allowed and at times required in the setback between the road and the garage. This creates valuable leasable space in central areas like Downtown Montgomery.



Red circles illustrate the 5-minute walking distance at key locations Downtown.



The yellow lines illustrate the streets to remain in one-way operation. The green lines show the streets that are recommended to be converted back to two-way operation.

## PROMOTE A BETTER BALANCE OF TRANSPORTATION OPTIONS AND DESIGNS – GETTING THERE

The following steps are necessary to promote a better balance of transportation options and designs:

- a. Adopt the Downtown Plan.
- b. Amend the SmartCode regulations for Downtown to include the ordinance changes in the Downtown Plan.
- c. Concentrate retail in Downtown to create a “park once” environment so that patrons can walk to many shops and stores rather than having to drive to each location.
- d. Encourage sidewalks on every street Downtown.
- e. Add on-street, parallel parking to all appropriate streets in Downtown.
- f. Where structured parking is being built, demand off-street structured parking with habitable liner buildings fronting the street. Create structured parking over time, as the demand exists.
- g. Work with the private sector to establish management of underused parking and by creating shared parking agreements between uses such as office and restaurant or night-time entertainment.

Additional Implementation Strategies are included in Chapter 7.





# getting there 4

While the Downtown Plan focuses on the long-term vision for the future of Downtown as a whole, there are specific sites and opportunities identified in the plan that can be addressed immediately or in the very near future. These sites are places where things can begin to happen in the next few years and where urgent repair of the urban environment will be needed. Such locations include the Court Square Plaza, its immediate environs, and Dexter Avenue. Other opportunities, while not as urgent, provide easily accomplished objectives that celebrate the culture, history, and civic life of Downtown.

Other improvements can occur over time by transforming ordinary streets into great streets and by promoting commercial activity and infill housing. Over the next 20 years, infill development should be focused in certain areas to allow Montgomery to achieve a critical mass of Downtown residents. Special attention should be paid to the Downtown Core, the Warehouse District, and Cottage Hill, all of which have begun to show signs of a comeback.

Looking to the long-term future of Downtown, over the next 20 to 50 years, there are several locations within Downtown where change should be accommodated, as part of a natural maturing process. While these are long-term improvements, incremental steps should take place over the years to insure the appropriate development of each eventually takes place. Meanwhile, care should be taken not to foreclose the longer range possibilities.

This chapter details Immediate Projects, In Our Generation, and Long Term Prospects in the physical implementation of the Downtown Plan.

### **Immediate Projects**

- ① Complete Court Square Plaza
- ② Complete Dexter Avenue
- ③ Restore Historic Façades
- ④ Formalize the Selma to Montgomery Trail
- ⑤ Convert One-Way Streets to Two-Way
- ⑥ Provide Shared Parking
- ⑦ Redevelop Trenholm Court
- ⑧ Redevelop Five Points as a Demonstration Area

Adopt the SmartCode Transect Map

Adopt International Existing Building Code

### **In Our Generation**

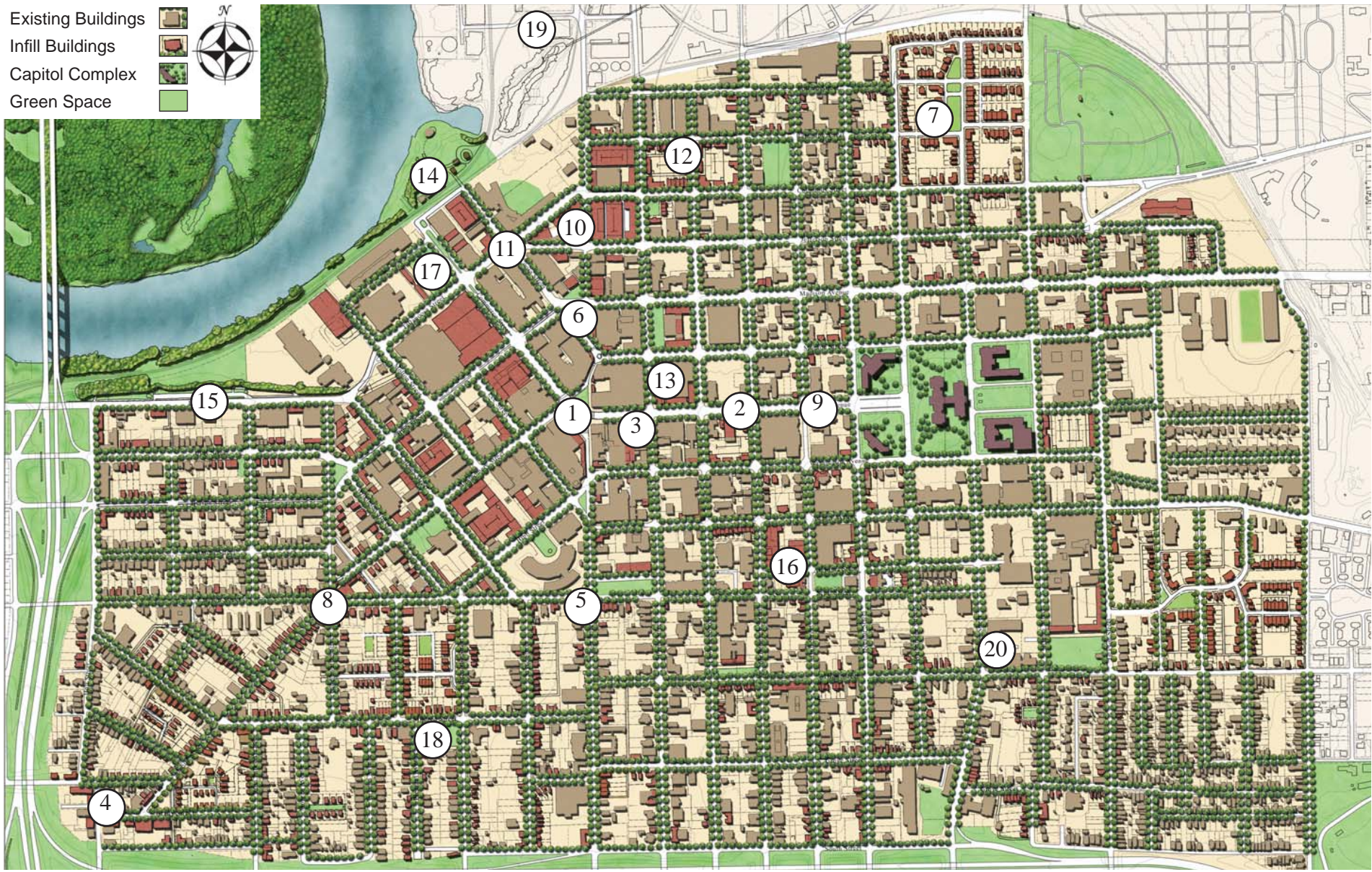
- ⑨ Restore the Lightning Route
- ⑩ Create an Arts District
- ⑪ Plant Street Trees in an Organized Campaign
- ⑫ Encourage Infill Projects
- ⑬ Rethink Existing Parking Structures
- ⑭ Reinforce Connections to the River
- ⑮ Infill along Bell Street
- ⑯ Implement a Historic Preservation Program

- ⑰ Assemble a Green Network Downtown
- ⑱ Continue Neighborhood Planning

### **Long Term Prospects**

- ⑲ Reclaim Industrial Areas to the North
- ⑳ Improve Civic Spaces





## IMMEDIATE PROJECTS

### Complete Court Square Plaza

The Court Square Plaza terminates the western end of Dexter Avenue and features the 1885 Court Square Fountain. The current plan for the redesign of the plaza will transform the area into a signature public space and return the plaza to its historic, pre-1950s configuration. The plaza design features flush pavement at the edges, traffic circulating around the historic fountain, bollards at key locations, and cobblestone pavers. The cobblestone pavers will add character and manage traffic speeds to increase pedestrian comfort. The Court Square Plaza may be the first new plaza of its kind on a major U.S. city street in over fifty years. The redesign of the plaza was approved by Mayor Bright in September 2006. Construction has begun and is scheduled to be completed in early 2007. The redesign of the Court Square Plaza is an example of the city's foresight, leadership, and investment in revitalizing Downtown.



Court Square, existing conditions



Court Square is reconstructed as a proper Downtown plaza with high quality buildings fronting the space.

## Complete Dexter Avenue

Dexter Avenue is the most important street in Alabama. Once a center of economic activity, today many storefronts sit empty and boarded-up. Pedestrian activity is minimal. The physical design of the street is a wide expanse of pavement that accommodates four travel lanes and diagonal parking. The Downtown Plan proposes to re-establish a vibrant street scene along Dexter Avenue and to reclaim the lost space along the corridor.

The urban environment must be improved to stimulate pedestrian activity. Historic façades should be restored and buildings rehabilitated to accommodate a mix of uses. Residences should be located above ground floor retail and offices. Adding housing and new residents to the area will help to stimulate economic activity and will provide "eyes on the street." The focus should be on restoring and reusing the buildings that are there, and then adding to the built environment by filling-in the lost space. Blank walls should be removed and storefront visibility increased by the planting of proper urban street trees. The city and private property owners should work together to create a street scene that is a transit supportable environment. This step fits neatly with the strategic investment in restoring the Lightning Route trolley. The successful revitalization of Dexter Avenue will reflect the new economic prosperity of Montgomery and the State of Alabama.

The Dexter Avenue Streetscape Plan is currently underway; physical improvements are scheduled to begin in 2007.

- Court Square transformed into an urban plaza
- Urban street trees lining Dexter Avenue
- Parking decks wrapped with habitable space
- Infill development





**Today:**

The existing conditions on Dexter Avenue include blank walls facing the street and boarded-up storefronts. The sidewalk is wide and clean, yet the physical conditions of the built environment make the area feel unfriendly to pedestrians. This view of Dexter Avenue is looking east towards the Capitol.



**Step 1:**

Proper urban street trees are planted, offering a clear view to signage and storefronts. The street lights along the corridor are replaced with pedestrian scaled lights.



**Step 2:**

The blank wall of the parking garage is wrapped with habitable space. Storefronts activate the street scene and residences or offices above add "eyes on the street." The diagonal parking spaces along the street are rotated from 30 degrees to 45 degrees. The minor change in the re-striping of the parking spaces can increase the number of spaces available and reduce the visual appearance of the road in width. In doing so, vehicular traffic is slowed and the area becomes more friendly to pedestrians.



**Step 3:**

The physical improvements, and return of pedestrians to the area, activate the street scene and make Dexter Avenue a transit-worthy place. The Lightning Route returns and the most important street in Alabama is once again a vibrant, pedestrian-friendly area.

## Restore Historic Façades

Many of the most impressive historic structures in the Downtown are hidden behind applied modernistic façades. This condition is common in American cities and is often easily corrected. *Downtown Montgomery, Ready for Rebirth: A Handbook for the Implementation of the Dexter Avenue Commercial Revitalization Program* (1985) by Holmes and Holmes Architects suggests improvements to the façades of buildings along Dexter Avenue that are applicable throughout the Downtown. When historic buildings are reoccupied or retrofitted for new uses, the altered façades should be restored to their original architectural design.

The City of Montgomery has gained funding from the Small Business Administration to initiate a façade improvement program. The purpose of the program is to make the visual aspect of Downtown more aesthetically pleasing while facilitating bringing vacant and under utilized buildings back into service for retail, office, and residential space. Projects are approved by the city in scope, design, materials, and colors for façade improvements. The improvements should retain historic elements present and should replicate historic materials when missing or deteriorated beyond repair.

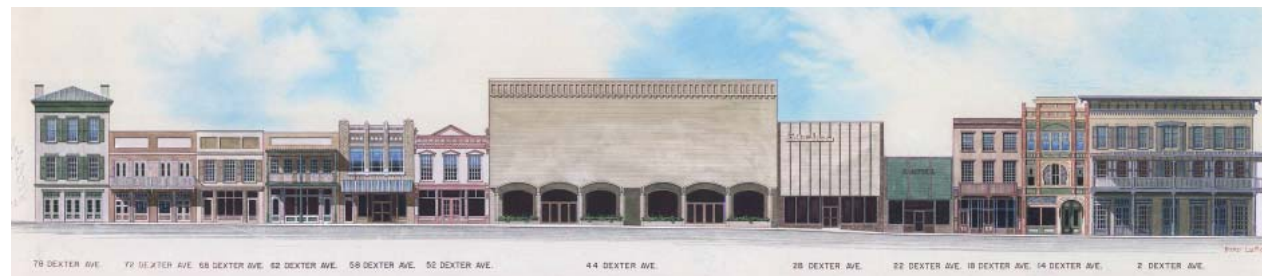
The city should work with an amenable property owner(s) who would be willing to give one or two storefronts a facelift to bring attention to the program. For example, the storefronts on South Court Street near the Court Square Fountain are smaller, and may only require some storefront level work/replacement if the building interiors are intact. The proper restoration of a few façades

would help to demonstrate the possibilities and positive benefits associated with restoration. In addition, the city should offer in-house design assistance to provide consistency in the overall improvements of façades Downtown. City staff should discuss and guide applicants on the proper restoration of façades. This education process will be critical to insure that there are successful, built examples of the program.

The façade improvement program alone will not rehabilitate Downtown structures. Many buildings will require additional stabilization or rehabilitation in order for them to be usable. Other incentives need to be available to make the investment, both for the building owner and lenders, less risky. In addition to state funding, the city should look for additional funding sources for the program, such as CDBG funding of a Low Interest Loan Program. Buildings that have experienced façade alteration and coverage could become eligible for the National Register with façade improvements, which would make them eligible for federal tax credit for rehabilitation and the ad valorem property tax reduction.



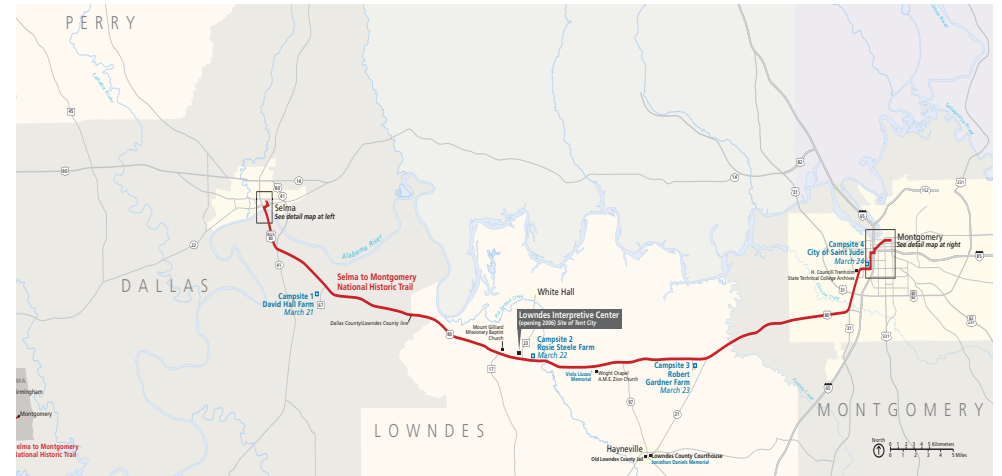
Many façades along Dexter Avenue are in need of repair.



Sample façade restorations from *Downtown Montgomery, Ready for Rebirth: A Handbook for the Implementation of the Dexter Avenue Commercial Revitalization Program* by Holmes and Holmes Architects, 1985

## Formalize the Selma to Montgomery National Voting Rights Trail

The Selma to Montgomery National Voting Rights Trail commemorates the route of the 1965 Voting Rights March. It is a National Scenic Byway which begins in Selma and culminates in Montgomery with stops Downtown at the Rosa Parks Museum, Dexter Avenue King Memorial Baptist Church, the State Capitol, and the Civil Rights Museum. Street furniture, interpretive signage, and trees should mark the path of the Trail along Mobile Street, Montgomery Street, and Dexter Avenue.



The Selma to Montgomery National Historic Trail, consists of 54 miles of city streets and U.S. Highway 80 from Brown Chapel A.M.E. Church in Selma to the State Capitol in Montgomery. The red line on the map above marks the historic route (Source: National Park Service).



Improvements should be made along Mobile Street to commemorate the Trail.



The yellow line on the map above marks the route of the Trail through Downtown.

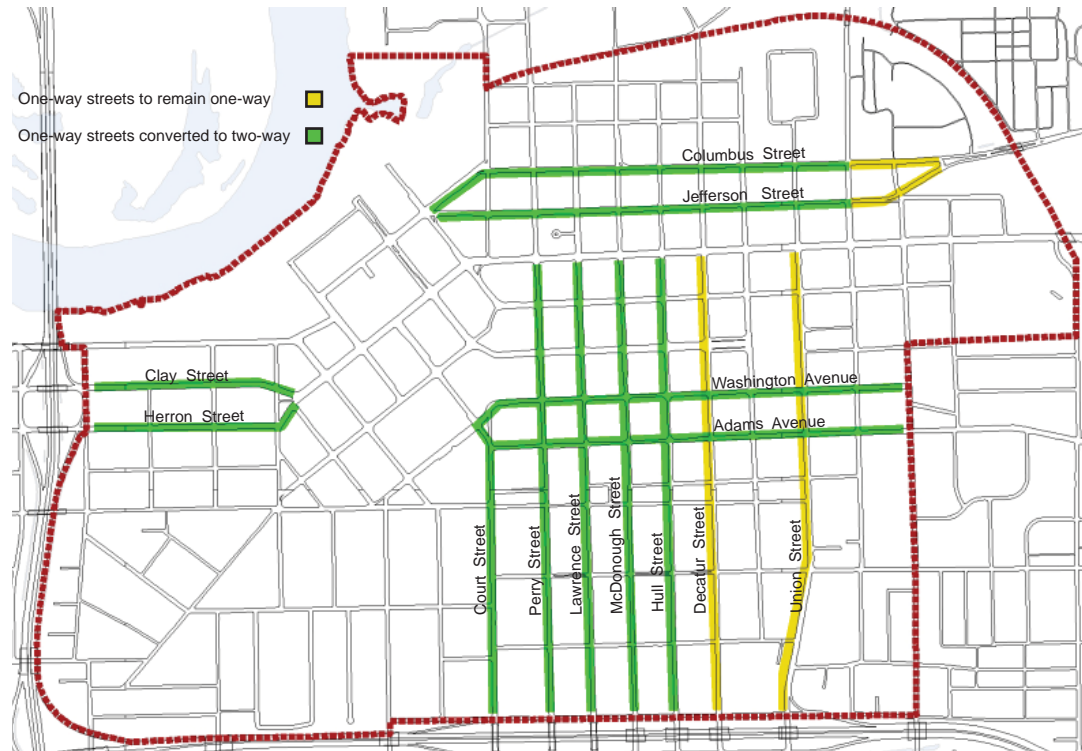
### Convert One-Way Streets to Two-Way

The physical form of the historic streets found in Downtown have been altered over time. Streets have been widened and many of the important thoroughfares were converted to one-way streets during the 1960s. The original thinking for the one-way streets was to get people in and out of Downtown as quickly as possible. In doing so, the livability and economic vitality of Downtown was jeopardized. Downtown streets need to be reclaimed and one-way streets converted back to two-way traffic. More detail on one-way street conversion is provided in Chapter 5: Transportation Analysis.

### Provide Shared Parking

An efficient method for handling parking Downtown is through the coordinated use of shared parking. Office workers may be able to use certain parking spaces during the day while these same spaces could then used by residents at night. Why build two spaces when one will do in a shared parking scenario? Shared parking works best in a mixed-use, park-once, pedestrian-friendly environment, all of which are key elements of the Downtown Plan.

Prior to building any additional off-street parking, the city needs to maximize its on-street parking in Downtown and coordinate a shared parking strategy for the area. The city should also seek to make under utilized parking decks available to the public, or at least help broker shared parking arrangements between businesses.



All but two of Downtown's one-way streets should be converted back to two-way operation.



## Redevelop Trenholm Court

Trenholm Court should be redeveloped into a mixed-use, mixed-income neighborhood. The area should be transformed from a housing "project"—a standalone collection of low-income households—to a mixed-income neighborhood attractive to both owner and renter occupants. The area should be redeveloped and redesigned as a traditional neighborhood, with a variety of building types fronting streets and greens and an interconnected street network. The design for Trenholm Court proposed in the Downtown Plan is an example of what is possible with proper redevelopment, yet many questions remain. The Montgomery Housing Authority should continue its efforts to re-think Trenholm Court and should involve the community in planning efforts for the area.



Trenholm Court, in its current form, is configured as a super block with barrack-style housing.



Trenholm Court redesigned as a mixed-use, mixed-income neighborhood

### Traditional neighborhoods:

1. Have an identifiable center and edge.
2. Are of a walkable size.
3. Include a mix of land uses and building types.
4. Have an integrated network of walkable streets.
5. Reserve special sites for civic purposes.

### Redevelop Five Points as a Demonstration Area

Five Points was identified time and again as an important intersection within Downtown and a gateway to the core of the city. The area's significance makes it ideal for development. Old storefronts and civic structures provide a strong base for the creation of a new neighborhood center. Various options for development of the area were explored during the charrette. Five Points, as a mature center, would incorporate existing structures as well as new street-oriented retail, housing of various types, a new triangular green, and a roundabout to help slow traffic.

As a demonstration initiative, Five Points would illustrate the city's commitment to its Downtown neighborhoods while providing a powerful spur to revitalization of the larger neighborhood. Like Trenholm Court, this is an area where positive immediate change would alter regional perceptions, while providing much needed amenities to current residents. The Downtown market is dependent upon perceptions of the region; changing the perception of Downtown neighborhoods is urgently required.



#### Today:

The Five Points intersection, in its current condition, consists of vacant properties and parking lots along the streets. The public spaces (the areas between buildings) are not well defined.



#### Step 1:

As part of the Downtown street tree campaign, trees are planted along the streets. The street is improved with the introduction of a roundabout, a safe way to reconcile the joining of the five streets.



**Step 2:**  
Street oriented buildings, that have doors and windows facing the street, are introduced. The new buildings help to shape the unique public space created by the roundabout.



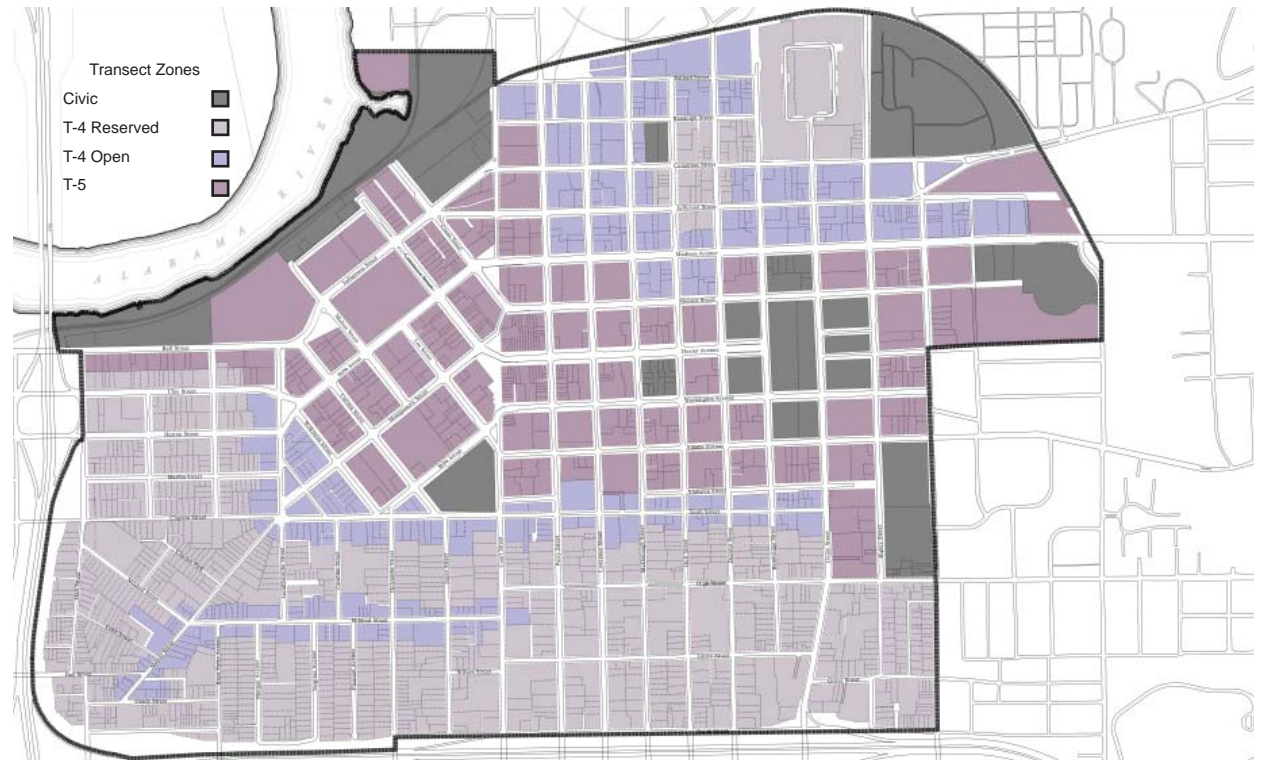
**Step 3:**  
Infill development continues as Five Points grows more complete.



**Step 4:** Piece by piece addresses are restored and Five Points is returned as a center of neighborhood commerce.

### Adopt the SmartCode Transect Map for Downtown

The Transect Map for Downtown should be adopted by the City Council and included in the City of Montgomery Zoning Ordinance. The existing land development regulations that apply to properties Downtown limit opportunities for redevelopment and new development. Setbacks, building placement, and parking make appropriate development Downtown difficult, further diminishing the existing urban fabric. The application of the SmartCode and Transect Map would allow further development and redevelopment of Downtown to occur in a cohesive and proper manner. Amendments to the Montgomery SmartCode and the Transect Map for Downtown are included in Appendix A.



Proposed Transect Map for Downtown Montgomery

## IMMEDIATE PROJECTS – GETTING THERE

The following steps are necessary to implement the Downtown Plan:

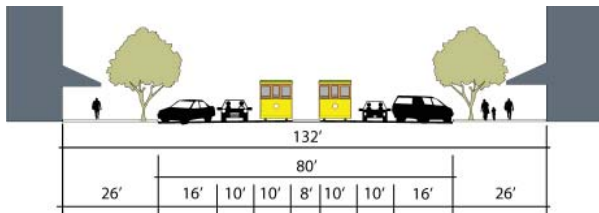
- a. **Adopt the Downtown Montgomery Plan.**
- b. **Adopt the SmartCode Transect Map for Downtown.**
- c. **Complete Dexter Avenue**
  - Expand the façade improvement program to use CDBG funding.
  - Appoint a Downtown Development Coordinator to work with willing property owners.
  - Meet with Retirement Systems of Alabama to generate a plan to create a liner building for their parking structure.
  - Set up a HUD Section 108 loan program supported by CDBG funding to encourage new employment along Dexter Avenue.
  - Replace low canopy street trees with proper urban street trees to allow views of businesses and signage.
  - Adopt the International Existing Building Code to assist in building renovations.
  - Restripe 30 degree angled parking to 45 degree angled parking.
- d. **Restore Historic Façades**
  - Expand the façade improvement program to use CDBG funding.
  - Appoint a Downtown Development Coordinator to work with willing property owners.
  - Adopt the International Existing Building Code to assist in building renovations.
- e. **Formalize the Selma to Montgomery National Voting Rights Trail**
  - Gather public sentiment for how the trail should be memorialized – many ideas have been expressed such as footsteps that mark the trail, interpretive kiosks with information, pocket parks commemorating the walk at specific places, etc.
  - Create a Selma to Montgomery Trail Fund able to accept donations for implementing art, trail markers and signage, and memorializing the community members who participated.
  - Coordinate with relevant federal, state, and local agencies and historic preservation groups to properly formalize the trail.
- f. **Convert One-Way Streets to Two-Way**
  - Identify streets that are scheduled for signalization improvements and begin conversions as part of the on-going public works budget.
  - Convert critical streets identified in the plan as soon as possible.
- g. **Provide Shared Parking**
  - Meet with parking lot and garage owners to discuss cross easements to allow shared parking.
  - Create a Downtown district parking plan so that each site does not need to provide on-site parking.
- h. **Redevelop Trenholm Court**
  - Work with the Montgomery Housing Authority and the surrounding neighborhood and its institutions and churches to redevelop Trenholm Court as a traditional neighborhood.
- i. **Redevelop Five Points as a Demonstration Area**
  - Identify and work with property owners in Five Points to develop a plan for the demonstration area.
  - Identify funding sources including new market tax credits, small business funding, and historic preservation tax credits where applicable.

Additional Implementation Strategies are included in Chapter 7.

## IN OUR GENERATION

### Restore the Lightning Route

Montgomery was the first city in the United States to implement an electric streetcar system. Service began in 1886 and soon became known as the “Lightning Route”. In 1936, after nearly fifty years of service, the Lightning Route was replaced by buses. The idea of restoring the electric trolley system to Downtown was widely expressed by the community during the charrette. The restored Lightning Route would expand transportation opportunities and would further enhance the walkability of Downtown. (Additional information on the revival of the electric trolley system can be found in Chapter 5.)



Dexter Avenue street section showing the return of trolleys

### Create an Arts District

The opening of the Riverwalk Stadium in 2004, the recent conversions of historic warehouses into loft residences, and the continued success of Troy University’s Rosa Parks Museum and Davis Theatre have sparked the beginning of an Arts District Downtown. The district could include museums, galleries, theaters, educational facilities, artist studios, and more. The area around the University and the Warehouse District make Downtown a prime location to cluster arts and entertainment venues. The area lends itself to expanded cultural facilities, vibrant evening activities, and efficiently-provided shared parking. The building stock is available and it is recommended that the city examine the potential for creating an Arts District.

## Cultural Districts

A cultural and entertainment district is typically a well-recognized, labeled, mixed-use, geographically defined area of a city in which a high concentration of cultural and entertainment facilities serve as the anchor of attraction. Cultural and entertainment districts can be found in both large and small cities across the United States. The primary motivation behind the establishment of such districts is urban revitalization. Cultural and entertainment Districts boost urban revitalization in many ways:

- beautify and animate cities
- provide employment
- attract residents and tourists to the city
- complement adjacent businesses
- enhance property values
- expand the tax base
- attract well-educated employees
- contribute to a creative, innovative environment

While no two cultural districts are exactly alike each reflects its city’s unique environment, history of land use, urban growth, and cultural development they can be divided into one of five categories:

1. Cultural Compounds
2. Major Arts Institution Focus
3. Arts and Entertainment Focus
4. Downtown Focus
5. Cultural Production Focus

The impact of cultural districts is measurable: the arts attract residents and tourists who also support adjacent businesses such as restaurants, lodging, retail, and parking. The presence of the arts enhances property values, the profitability of surrounding businesses, and the tax base of the region. The arts attract a well-educated work force a key incentive for new and relocating businesses. Finally, the arts contribute to the creativity and innovation of a community.

## Cultural Tourism

In 2000, an estimated 2/3 of American adult travelers included a cultural, arts, heritage, or historical activity or event while on a trip of 50 miles or more. Ten considerations to guide successful cultural tourism programs:

1. Visitor experiences and attractions provide genuine entertainment and educational value.
2. Sites and attractions have been developed to preserve their authenticity.
3. Visitor safety, convenience, and value are paramount concerns.
4. Visitation is viewed as an important part of the local and regional economy.
5. Business and employment opportunities accrue in the communities where cultural tourism development occurs.
6. Visitors travel a “circuit,” so that less-popular sites get their share and more popular sites are not adversely affected by excessive visitation and commercialization.
7. A regional pride and identity exists among residents that are interpreted in its many facets at area attractions.
8. An understanding exists among all that tourism requires accomplished hosts and that the community’s hospitality is genuine.
9. The best promotion is that provided by the recommendations of the region’s residents.
10. Where participation in cultural and civic life is cherished and considered by the community to be vital in economic development, as well as an enhancement of the quality of life.

Source: [Cultural Districts: The Arts as a Strategy for Revitalizing Our Cities](#), Americans for the Arts



The warehouses on South Court Street should continue to be renovated providing storefronts and housing for what could become a thriving Arts District.



### **Plant Street Trees in an Organized Campaign**

The city should embark on a street tree planting campaign for Downtown. The once familiar tree-lined streets of Downtown are slipping away and the city needs to take action. Appropriate urban street trees should be planted in the Downtown Core and shade trees should be planted on neighborhood streets to form a lush tree canopy. For the next five years or more there should be a sustained investment in the city's annual budget to restoring and maintaining Downtown's tree canopy. The City of Montgomery should create a Downtown green space maintenance crew, supervised by the Urban Forester, to install and maintain the Downtown street trees and green spaces.

### **Encourage Infill Projects**

There are many under utilized properties Downtown. Many are the result of demolition to provide surface parking or simply to remove dilapidated structures. Under utilized properties should be filled in with multi-story buildings. This lost space must be reclaimed. A variety of building types and uses should be added to the Downtown mix, including rowhouses, live-work units, and mixed-use buildings with shopfront businesses on the ground floor.



Downtown Montgomery, current conditions



Through an active street tree campaign, street trees are added to Downtown streets.

## Rethink Existing Parking Structures

Much of the parking for Downtown office buildings is accommodated in parking structures. Although these garages have helped to increase the supply of parking, the urban fabric has suffered as a result of their siting and design. Entire blocks of historic buildings have been demolished along the way, creating a lackluster, sometimes hostile, pedestrian environment. A downtown must have parking, but the city must handle parking in smart ways so that it does not dominate the entire environment. Most parking needs to be located near the middle of the block, so that the valuable street edges can be recaptured for urban architecture or green space. Where possible, parking lots and structures should be lined with buildings or otherwise screened so that parking does not visually dominate the street scene. Lining parking structures with multi-story habitable space along the street edge is crucial to natural surveillance and street character. These “liner buildings” provide an opportune location for housing, offices, and small businesses. There are locations Downtown where existing parking structures can be lined and transformed to address the street and encourage a vital downtown. Examples include the Retirement Systems of Alabama parking garage on Monroe Street and the City Hall garage on Madison Avenue.



By adding a liner building to the RSA garage, a vibrant street scene is created.

The Retirement Systems of Alabama (RSA) garage between Dexter Avenue and Monroe Street is a prime example of a parking garage that could be retrofitted. The side facing Dexter Avenue is set far enough back from the street so that a significant liner building could be constructed in front of the existing structure. By adding several floors of habitable space around the existing structure, the once vibrant street scene could be restored.



Existing conditions



Rooftop terrace

Parking structure

Liner building

Garage wrapped with multi-story habitable space



Liner buildings can also be used at the edges of parking lots to screen surface parking.

## Reinforce and Create New Connections to the Alabama River

The riverfront is one of Downtown Montgomery's greatest and most enduring assets. The recent creation of the Riverfront Park and Amphitheatre capitalizes on this asset. To continue to reinforce and enhance the riverfront, additional connections, both visual and physical, should be provided for in the years to come. Physical connections should come primarily in the form of bridges over the railroad tracks; these bridges would serve as platforms from which to view the river and to allow for greater pedestrian access to the riverfront. In conjunction with the proposed Arts District, the additional connections would also help to better integrate the park with Downtown.

The 2001 Riverfront Plan recommended improvements to the riverfront. Thanks to the hard work and dedication of the City of Montgomery, the Montgomery Riverfront Development Foundation, the Montgomery Area Chamber of Commerce, and community members, many of the recommendations have been achieved. The leaders of Montgomery and community should continue to work together to insure the completion of the Riverwalk connection west to Powder Magazine Park and to continue economic development efforts in the Riverfront District.



Additional connections should be made to better connect Downtown neighborhoods with the Riverfront Park.

### Infill along Bell Street

Overlooking the Alabama River, Bell Street should be redeveloped with a mix of street-oriented buildings. New development should take advantage of the view to the river and access to Overlook Park and the Riverfront Park. Multi-story, mixed-use development should be included with active storefronts on the ground floor and residences, hotel space, or offices above. Dignified buildings along Bell Street would help to make the riverfront complete and would serve as a memorable entrance into Downtown.



Bell Street redeveloped as a mixed-use gateway into Downtown

### **Implement an Aggressive Historic Preservation Program**

Numerous federal and state preservation programs are in place to offer incentives to building owners who are willing to restore historic structures. Locally, more should be done to inform the public of such programs, in addition to starting new programs sponsored by the city to preserve its rich architectural and urban heritage. The city and community together need to strategize on specific funding mechanisms and incentives to encourage the stabilizing and refurbishment of buildings. The city should work with state legislators to enact legislation passed to provide tax credits to businesses and homeowners of historic properties. In the immediate future, the city can adopt the International Existing Building Code to make adaptive reuse more feasible.

### **Assemble a Green Network Downtown**

The plan for Downtown includes a series of intimate squares and urban parks. These public spaces should be linked by tree-lined streets and should form a green network Downtown. The network should expand to connect with the larger city-wide parks and trails network. A bicycle and pedestrian trail should be included along the abandoned railroad track. The planting of street trees, increased connections to the Riverfront Park, and increased park spaces will combine to create a greener Downtown Montgomery.



Before: A neighborhood street in Cottage Hill, existing conditions



After: Historic homes are preserved and new homes are added. As infill development occurs, new buildings should respect the scale, massing, placement, and architectural features of adjacent buildings.

## **Continue Neighborhood Planning & Revitalization Efforts**

The Downtown study area is comprised of a series of neighborhoods. Understanding that each neighborhood is unique, the plan organizes Downtown into ten distinct neighborhoods; specific recommendations are included for each of the neighborhoods. The City's Planning Department is actively working with neighborhoods throughout the city to create neighborhood plans. Such recent efforts include neighborhood plans for Centennial Hill and Cottage Hill. The city should focus revitalization efforts on Downtown neighborhoods and the surrounding neighborhoods to the west and south of the study area.

### **A. Downtown Core**

The Downtown Core is the heart of the city. The area includes a large collection of historic main street buildings, as well as twentieth century high-rise office buildings. Public and private investments have been made in the area, including the redesign of Court Square Plaza and renovations to the Civic Center. While the area is the intended center of commerce Downtown, the area is nonetheless plagued with empty storefronts and unsightly parking structures. Strategies to improve the Downtown Core include restoring altered historic building façades, encouraging mixed-use infill development, converting one-way streets to two-way streets, revitalizing Dexter Avenue, and formalizing the Selma to Montgomery Trail.

### **B. Warehouse District**

The older warehouses of Downtown form the unique Warehouse District. The area includes the Riverwalk Stadium and is close to the Riverfront Park, Court Square, and the Civic Center. Recent building renovations in the area have led to a new

form of housing Downtown – loft apartments. Due to its physical character and recent development trends, the area has the opportunity to become part of the Arts District. Buildings in need of repair should be renovated and new buildings should fill in empty spaces.

### **C. Cottage Hill**

Cottage Hill is located at the western entrance to Downtown and is a collection of historic homes and residences. Many of the homes have been restored and a strong community organization exists. Opportunities exist to continue the preservation and restoration of the Cottage Hill neighborhood. In particular, revitalization efforts should focus on the edge of the neighborhood, along Clay and Herron Streets. Historic houses that are in disrepair should be restored and the city should continue to encourage the efforts of preservationists in the neighborhood.

### **D. Five Points Neighborhood**

The Five Points area is rich in history. The Selma to Montgomery Voting Rights March passed through the neighborhood. Jefferson Davis once lived in the neighborhood. There are historic structures scattered throughout the neighborhood, yet the neighborhood has a tough reputation due to perceived crime and drug-related activity. The revitalization of the Five Points neighborhood should be at the center of re-investment Downtown. All strategies for revitalization should include provisions for retaining existing residents and business incentives should be put in place to encourage economic development in the neighborhood. Neighborhood parks should be added and the Selma to Montgomery National Voting Rights Trail should be formalized along Mobile Street.

### **E. Sayre Street Neighborhood**

The Sayre Street neighborhood is located between the Downtown Core and I-85. There is an inherent clash between historic houses and commercial buildings on its neighborhood streets. Efforts in the area should focus on the rehabilitation of historic structures, residential infill, restoring two-way traffic, and removing the junk yard near I-85. Infill and restoration of buildings near Mildred Street and Sayre Street should occur first, building upon the success of the old Sayre Street School and the work of the Faith Rescue Mission.

### **F. Perry Street District**

Perry Street was historically one of the best residential addresses in town. Today, homes are in need of repair and there is a clash between existing residences and commercial buildings. Speeding traffic is a problem; two-way traffic should return and traffic calming should occur on Perry and Lawrence Streets. Homes should be restored and infill residential development should include single family homes and mansion apartment buildings. A mansion apartment is a two- to four-story flexible-use structure with a street façade resembling a large detached house (hence, “mansion”). The building can accommodate a variety of uses—from rental or for-sale apartments, professional offices, any of these uses over ground-floor retail, a bed and breakfast inn, or a large single-family detached house—and its physical structure complements other buildings within a neighborhood.

### **G. High Street Neighborhood**

The High Street Neighborhood is located between the Downtown Core and I-85. There is a low percentage of homeownership and mechanisms should be put in place to assist first time homebuyers. Revitalization efforts should work to maintain a balance of residential and commercial uses.



Downtown neighborhoods

### H. Centennial Hill

Centennial Hill has a strong legacy and an active neighborhood organization. The neighborhood is anchored by three major institutions – Jackson Hospital, the State Capitol, and Alabama State University. The large and scenic park, Oak Park, is adjacent to the neighborhood. A recent plan for the neighborhood was sponsored by Freddie Mac and produced by community members and APD, Inc. While the neighborhood includes many historic structures and homes, homeownership is low and many lots and storefronts remain empty. Revitalization efforts should focus on the infill strategies as proposed in the Centennial Hill Plan and additional assistance should be put in place for housing rehabilitation and homeownership programs. In addition to infill development within the neighborhood, the adjacent Victor Tulane Court should be redeveloped as a mixed-use, mixed-income neighborhood. The street network should be reconnected with the surrounding neighborhoods and new parks should be created within the community. New housing should be street-oriented and should feature an architectural style similar to the older homes in the surrounding Centennial Hill neighborhood.

### I. The Capitol

The State Capitol is the center of state governance and the location of many historical events of state and national importance. The area surrounding the Capitol building lacks the landscaping needed to dramatize its symbolic significance at the terminus of Dexter Avenue. The surface parking lots flanking the Capitol should be removed. A parking strategy is needed to better accommodate parking that satisfies the state’s needs but does not detract from the civic beauty of the Capitol. A new landscaping plan for the Capitol Grounds should

be implemented. The plan for the area should incorporate mechanisms to improve the knowledge of past events, provide space for commemorations, and provide an appropriate stage for future events.

### J. Capitol North

The heartbeat of the Capitol North neighborhood is Old Alabama Town. The area is close to the State Capitol, the Downtown Core, Riverwalk Stadium, and the Riverfront Park. Operated by the Landmarks Foundation, Old Alabama Town is a three-dimensional inventory of architecture from throughout the state and from various periods of time. It serves as a “safe haven” for historic structures which otherwise would have faced the wrecking ball. The efforts of the Landmarks Foundation should be continued and Old Alabama Town should be expanded as necessary. Empty lots immediately adjacent to Old Alabama Town allow for additional structures to be relocated and restored, or for infill development to occur. Infill development around Old Alabama Town should reflect the scale, massing, and architectural styles of the historic structures. The beauty and value created by this collection of structures can be used to continue the revitalization of the surrounding neighborhood. With a redeveloped Trenholm Court, the area can become a complete neighborhood of residences, workplaces, shops, and cultural amenities.



The State Capitol



Old Alabama Town



## IN OUR GENERATION – GETTING THERE

The following steps are necessary to implement the Downtown Plan:

- a. **Adopt the Downtown Montgomery Plan.**
- b. **Adopt the SmartCode Transect Map for Downtown.**
- c. **Restore Historic Trolley Route**
  - Apply for transit project funding from the Federal Transportation Administration (FTA) and by Congressional appropriation.
  - Apply for transit-oriented project funding from the FTA for residential and employment generating projects that support ridership on the trolley line.
- d. **Develop an Arts District**
  - Use the city's GIS database to identify redevelopment opportunities within the target area and market them to potential businesses.
  - Adopt the International Existing Building Code to assist in building renovations.
  - Address parking so in a central location so that interesting venues can be located close together without major breaks in the pedestrian experience.
  - Consider the development of a district wide valet parking program.
- e. **Plant Street Trees in an Organized Campaign**
  - Incorporate street trees into capital improvements planning so that as sidewalks or other street improvements take place, trees are included.
  - Start a memorial street tree program (trees with memorial plaques funded by private citizens or businesses).
  - Consider a Downtown improvement district to fund tree plantings and maintenance.
- f. **Encourage Infill Projects**
  - Use the city's GIS system and the Downtown Plan to identify and prioritize opportunities for infill.
  - Address parking and storm drainage by neighborhood so that each project is not mandated to provide on-site solutions that dictate using large areas for surface parking or storm drainage storage.
- g. **Rethink Existing Parking Structures**
  - Work with willing parking owners to create habitable space along the street faces of parking structures.
  - Create an incentive package including low-interest loans for space that will create employment, façade improvement, design assistance, and pedestrian improvements adjoining refaced structures.
- h. **Reinforce and Create New Connections to the River**
  - Add additional pedestrian connections to the riverfront.
  - Continue the implementation of the Riverwalk west to Powder Magazine Park.
- i. **Infill Along Bell Street**
  - As part of an infill development strategy, target properties along Bell Street for redevelopment.
  - Promote a mix of uses along Bell Street.
- j. **Implement an Aggressive Historic Preservation Program**
  - Encourage preservation of structures Downtown by utilizing Federal and State Historic Rehabilitation Tax Credits.
  - Utilize adaptive re-use and housing rehabilitation programs for under-utilized properties in Downtown neighborhoods.
  - Join the Alabama Trust and the Birmingham Regional Planning Commission in their lobbying efforts for state legislation that would provide tax credits to businesses and owners of historic homes.
  - Adopt the International Existing Building Code to assist in building renovations.
- k. **Assemble a Green Network Downtown**
  - Acquire the necessary land for urban parks and squares.
- l. **Continue Neighborhood Planning & Revitalization Efforts**
  - Partner with local churches and Community Development Corporations (CDCs) to plan for, and obtain funding for, housing renovation.
  - With the help of neighborhood representatives, identify the need for assistance to elderly residents who are having difficulty in maintaining units.
  - Identify units owned by absentee landlords who fail to comply with code or whose units have become neighborhood liabilities due to dilapidation or criminal activity, and use the code and city ordinances to compel change.
  - Work with local lenders to institute a revolving development fund for commercial lending in challenged areas.
  - Use the existing local institutions such as churches and schools to gather public opinion and understand neighborhood needs and issues.

Additional Implementation Strategies are included in Chapter 7.

## LONG TERM PROSPECTS

### Reclaim Industrial Areas to the North

As Downtown revitalization continues, the city should expand the planning effort to include the industrial area bordering the river to the north. The city and private development community should work together to convert these brownfields into viable urban neighborhoods.

### Improve Civic Spaces

In time, improvements will need to be made to the civic infrastructure of Downtown. The auditorium at City Hall should be restored and reopened to host community meetings and events. Improvements should be planned for the Juliette Hampton Morgan Memorial Library to enhance its presence as a Downtown civic institution and to maintain its functionality as a state-of-the-art facility.



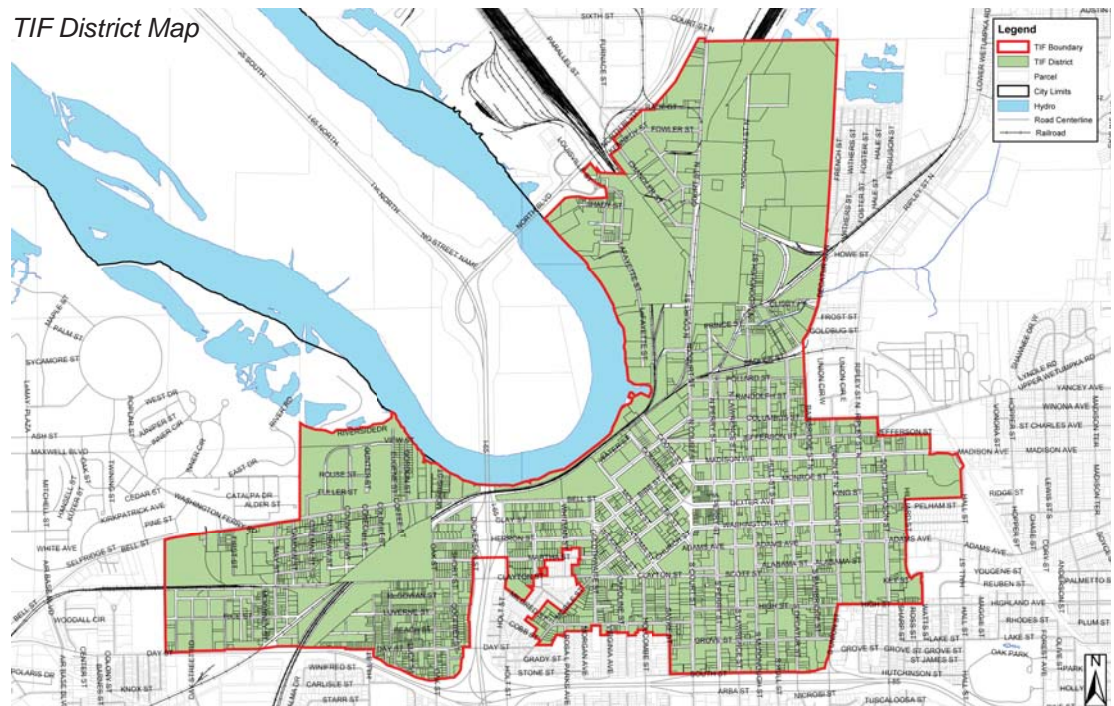
Downtown Library

## LONG TERM PROSPECTS – GETTING THERE

The following steps are necessary to implement the Downtown Plan:

- a. Adopt the Downtown Montgomery Plan.
- b. Adopt the SmartCode Transect Map for Downtown.
- c. Expand planning efforts to include the industrial area north of Downtown.
- d. Begin to set aside capital improvements money for renovations of the library and the City Hall Auditorium.

Additional Implementation Strategies are included in Chapter 7.



Areas adjacent to Downtown should receive proper planning to stimulate redevelopment and reinvestment.



# transportation analysis 5

During the September 2006 design charrette, Hall Planning & Engineering (HPE) worked as integral members of the design team to show how to transform the character of Downtown from an auto-oriented destination to a pedestrian-friendly center of the city. The charrette included interviews with stakeholders to identify transportation issues, as well as an examination by HPE of the area's transportation context. HPE studied traffic speeds and street designs throughout Downtown, conducted interviews with City Public Works and Planning staff, and met with local citizens and citizen groups.

This chapter highlights specific street and transportation improvements; additional information on the implementation of improvements can be found in Chapter 7.



Downtown study area



## THE TRANSPORTATION CHALLENGE

Montgomery is rich in history and much of the city's historic architecture and street design have been preserved. During the last 100 years, modifications made to accommodate automobile traffic have begun to erode the historic urban fabric. Examples include the removal of the streetcar lines, reconfiguration of sections of Dexter Avenue, and the modification of the Court Street intersection. The areas surrounding Downtown have also undergone automobile-oriented modifications, and in some places have been more or less neglected. The study area includes redevelopment areas near the river, to the north, and residential areas surrounding the Downtown. Interstate highways bound the study area on the west and south.

The team identified the following issues as relevant to meeting the transportation challenges currently facing Downtown Montgomery:

1. Identify a specific vision for Downtown urban design patterns
2. Create walkable thoroughfares
3. Improve Dexter Avenue
4. Re-open Court Street and restore the Court Square Plaza
5. Revive the electric trolley system
6. Balance park supply and demand
7. Return one-way streets to two-way operation

## 1. Identify a specific vision for Downtown urban design patterns

Much of America's suburban land development pattern results from street and highway networks dictating its structure. Highways designated as arterials change little as they approach developed areas. Generally speeds drop from 55 to 45 or 35 mph, but on-street parking is usually not allowed in emerging areas and is often removed from older areas. Arterial street designs, by definition, tend to exclude intersections with side streets of limited volume, leading to longer block size (600 to 1,000 feet and higher) and higher speeds, 45 mph or more, both of which cause difficulty for pedestrians. The arterial design concept emerged from a rural heritage and rarely serves urban peak travel demand well due to exclusive reliance on the single facility serving a single mode— the motor vehicle.

To achieve urban places that encourage (and thrive with) pedestrians, bicycles, and transit vehicles as part of the mobility mix, the patterns of proposed development must be specified first, during the community planning stage. Then, transportation plans for balanced mobility can be crafted with walkability considered first and vehicle mobility second. This is not to imply that motor vehicle mobility will be dramatically reduced, but that pedestrians are more vulnerable than when they are drivers and solutions for their comfort are more complex. Often, greater walkability yields only small reductions in vehicle capacity, even though vehicle speeds are lower. Generally, more streets per square mile result in a more open network and drivers can avoid the degree of peak hour congestion that occurs when a limited number of large streets are clogged with traffic.

Downtown Montgomery has retained much of its historic grid street network. Over time, some streets have been widened and some intersections have been modified to permit higher-speed traffic operations than desired for a walkable area. In addition, the conversion of two-way streets to one-way operation in the 1960's has reduced the walkability of the area by encouraging higher vehicle speeds (as high as 40 mph on Perry Street approaching Dexter Avenue.) These modifications serve to allow speedy access into and out of the Downtown area, essentially "flushing" the Downtown at 5:00 p.m. on weekdays. While not in the most chronic phase, Montgomery's experience with this type of system has begun to mirror that of other cities, in that the Downtown is largely unoccupied after 5:00 p.m.

The urban design vision for Downtown Montgomery, as described by the community and refined by the design team during the charrette, is a return to a walkable city structure like that found Downtown in the early 1900's, with residences, places to shop and find entertainment, and restoration of the civic centers in the area. This urban design vision is also an important part of the transportation design criteria for Downtown Montgomery. The return to a walkable city requires managing traffic speeds to pedestrian friendly levels and ensuring connectivity of the street system. To accomplish this vision, HPE recommends the use of walkable thoroughfares for specific sections of the study area, as described in the proceeding pages.



## 2. Create Walkable Thoroughfares

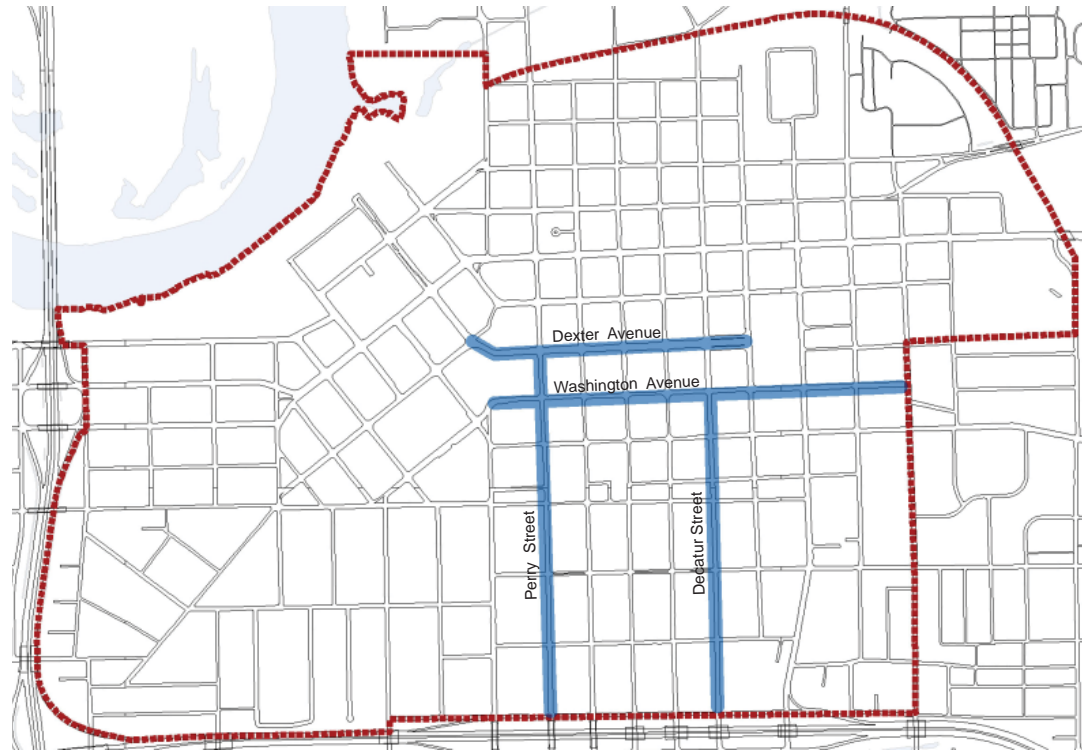
Following the paradigm of LU-1 TR-2, or Land Use First/Transportation Second, the design team identified areas for redevelopment and created specific land use development patterns for these areas. Two primary patterns are designated T-5, Urban Center Zone and T-4, General Urban Zone. Walkable thoroughfares were then created or adapted from existing street sections to serve these areas with appropriate vehicle speeds. The following pages contain recommendations for Downtown street sections.

### URBAN CENTER ZONE T-5

The most important street in Downtown is Dexter Avenue, which sweeps gracefully up a slight grade to the State Capitol. Historically, Dexter Avenue was a wide urban street lined with main street buildings, churches, and other civic buildings. Much of this fabric remains intact, but the streets that cross Dexter Avenue have been modified over the past few decades to allow faster vehicle speeds. These modifications include eliminating parking lanes and turning two-way streets into one-way pairs. The one-way to two-way conversion issue is discussed in item 7, but the following street sections were designed to address Dexter Avenue and its related streets in the Downtown Core.

Proposed street sections for the Urban Center Zone include:

- Avenue (AV) 132
- Street (ST) 80
- Street (ST) 82
- Street (ST) 100



Urban Center Zone Streets

## Avenue (AV) 132

80 16/10/10/8/10/10/16

The Avenue thoroughfare section for Dexter Avenue fits within the existing curb lines but incorporates narrower lanes and the reconstruction of electric trolley tracks. This thoroughfare keeps the angle-parking on Dexter Avenue, but uses a “safety strip” to narrow the existing travel lanes to 10’ each.

The safety strip is an 8’ wide textured pavement in the center of the street. The textured surface discourages continuous driving on the safety strip but allows temporary usage of the strip for delivery vehicle parking, slowly passing a transit vehicle, or for additional space for oversize vehicles if needed. The strip also provides a center area where pedestrians can stop to wait on a trolley or take photographs of the Capitol.

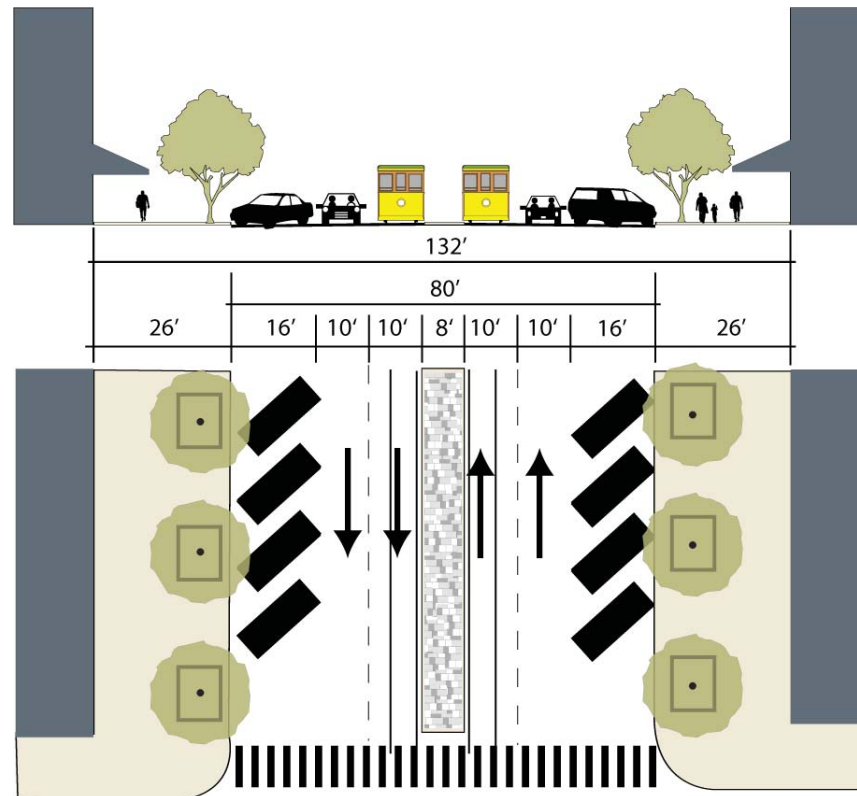
Traffic signalization is the primary means for managing vehicle speeds on Dexter Avenue today. If the one-way street system is modified, as recommended in this report, the signalization system may need assistance in the form of narrower lanes to manage vehicle speeds. The recommended thoroughfare section uses 10’ lanes to accomplish this goal.

The sidewalks remain their current width under this design, but trees would be replanted in treewells. New trees should be of a type that will balance the competing needs for pedestrian shade and visibility of storefronts.

The most unique feature of this thoroughfare is the inclusion of trolley tracks. The two inside lanes, adjacent to the safety strip, are the location for trolley tracks. HPE recommends double tracking on Dexter Avenue to allow the greatest frequency of trolley service possible. Trolley service is covered in greater detail in item 5.



Current conditions along Dexter Avenue

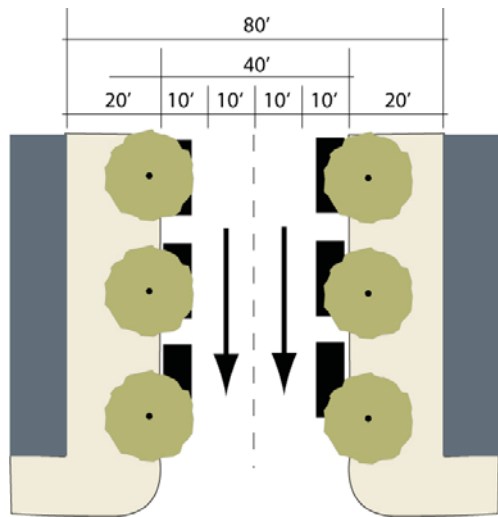


Proposed Dexter Avenue street section

**Street (ST) 80**  
**40 10/10/10/10**

Decatur Street is one of the two streets recommended to remain in one-way operation. Decatur Street crosses Dexter Avenue two blocks from the Capitol.

One-way streets often encourage higher travel speeds than similar two-way streets. Higher speeds conflict with the goal of greater walkability along Dexter Avenue. However, the traffic volumes generated by state employees may call for one-way operation of this street for the immediate future. To mitigate the higher speeds associated with one-way travel, the recommended street section is an ST 80 40 10/10/10/10, which narrows Decatur Street's two travel lanes to 10' each, and widens the on-street parking to 10' on each side.

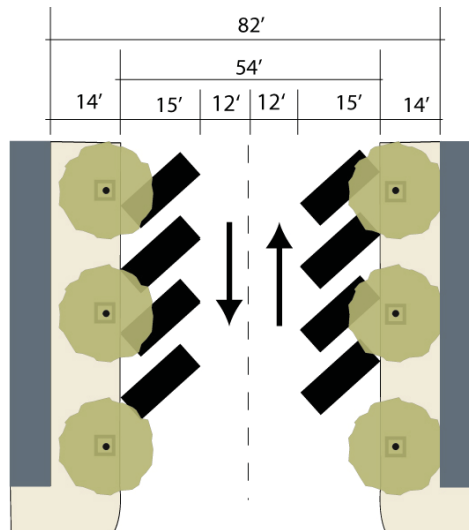


Proposed Decatur Street section

**Street (ST) 82**  
**54 15/12/12/15**

Perry Street is a one-way street carrying AM traffic north into Downtown from I-85. Currently Perry Street at Dexter Avenue has two lanes of parallel parking and three one-way travel lanes. The proposed section is a two-way street with two lanes of diagonal parking and two 12' travel lanes.

As with the other one-way street conversions, vehicle speed is the primary concern. HPE recorded speeds as high as 40 mph on Perry Street during the AM peak. This speed is much higher than the 25 to 30 mph desirable for good walkability. The proposed section change, occurring between the existing curb lines, will still carry commuter and local traffic on Perry Street, but the traffic speeds will be closer to the desired speed for this area. Reduced circulation will also help lower vehicle miles of travel (VMT).

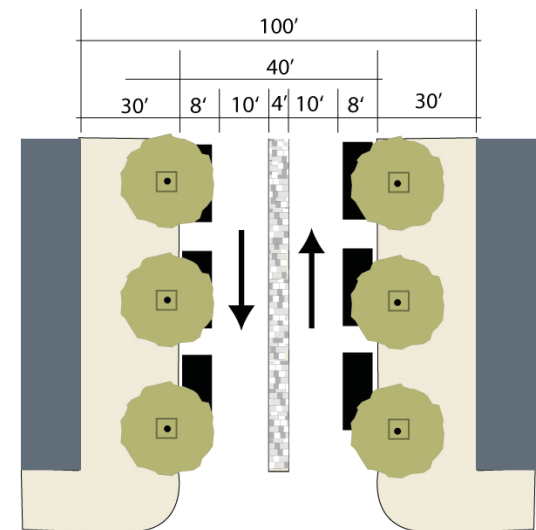


Proposed Perry Street section

**Street (ST) 100**  
**40 8/10/4/10/8**

Washington Avenue runs parallel to Dexter Avenue, one block to the south. Currently, Washington Avenue is a one-way street westbound. As part of the one-way street conversions, Washington Avenue should be returned to two-way operation. The 40' of pavement between curb faces on Washington Avenue does not accurately reflect the street conditions, as a number of parcels have provided angle or on street parking adjacent to the 40' pavement. The proposed section is intended for use in areas where the 40' pavement is intact. In other locations along Washington Avenue, angle parking might be used, depending on the parking demand generated by adjacent conditions.

The proposed section includes two 8' parallel parking lanes, two 10' travel lanes, and a 4' safety strip. The safety strip, described in the Avenue section, manages vehicle speeds by putting the automobiles in the travel lane closer to the parked parallel cars.



Proposed Washington Avenue section

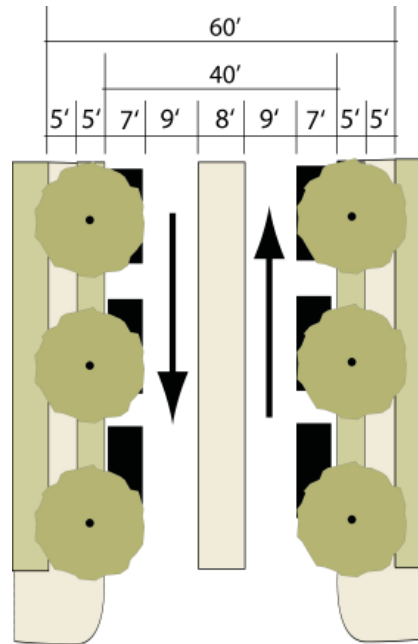


#### GENERAL URBAN ZONE T-4

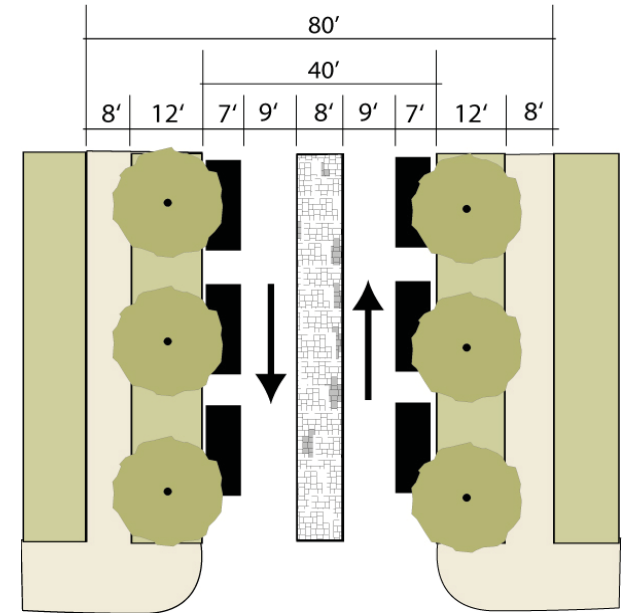
The context area surrounding the Downtown Core is mainly residential with a limited mix of neighborhood-scale commercial land uses. Proposed designs for these areas include appropriately scaled new development and infill development around neighborhood centers. The streets in these areas will carry primarily local traffic. Street design for this type of location calls for narrow streets to manage traffic speeds and provide few impediments to pedestrians.

HPE found that most of the streets in this area have either a 26' or 40' pavement width. The 26' wide streets work well for these T-4 zones, but the 40' wide streets are wide enough to encourage speeding. If the area redevelops as planned, additional traffic on these streets will yield dangerous, faster speeds.

HPE recommends two thoroughfare sections to address this problem. Both sections have 40' between curb faces, but one section has a 60' Right-of-Way (ROW) and the other an 80' ROW. This additional ROW is used for wider sidewalks and planting strips. For these sections the 40' pavement area is divided into a 7' parking lane, a 9' travel lane, an 8' safety strip, a 9' travel lane, and a 7' parking lane. The narrower parking lanes and travel lanes are designed to discourage speeding, and the textured safety strip discourages driving in the center section of the street. In limited circumstances, this area could also provide occasional extra parking if needed (for example, at a block party or a large public event).



Proposed 60' ROW street section



Proposed 80' ROW street section

### 3. Improve Dexter Avenue

The Downtown Plan identifies several items related to improving Dexter Avenue, including:

- Relationship of street trees to buildings
- Preserving important views
- Parade route considerations
- A proposed park at the Capitol

#### Relationship of Street Trees to Buildings

Street trees are commonly used in traditional street design for several purposes, including creating enclosure along the street, providing shade for pedestrians, and providing separation between the sidewalk and the street. With a main street like Dexter Avenue, however, concern was raised that street trees might obscure the view of storefronts and historic building façades. After discussion with the City of Montgomery Urban Forester and others on the design team, a balanced design was achieved through several features. First, the species along Dexter Avenue should have a columnar canopy type, as opposed to a spreading canopy. Second, the canopy should begin well above the first story. Finally, the trees themselves should be planted further apart, at 40' to 60' on center (o.c.) as opposed to the more standard 30' o.c. Using these criteria, the Dexter Avenue street tree design should provide traditional street tree functions without obstructing storefronts and façades.

#### Preserving Important Views

Montgomery's citizens identified several key views that must be preserved as Dexter Avenue is improved. First, the Capitol view from the Court Square Fountain must be maintained along the entire length of Dexter Avenue. This design criterion is easily achieved with the proposed street section. Second, the view from Dexter Avenue King Memorial Church to the Capitol must also be preserved. Any street tree planting must accom-

Dexter Avenue, existing conditions, *right*. Below, Dexter Avenue is transformed into a walkable, vibrant thoroughfare.



modate this view. Finally, the view from the Capitol steps to the Court Square Fountain must be maintained.

#### Parade Route Considerations

Dexter Avenue is a classic example of the street as a civic structure. In addition to providing the daily circulation of pedestrian and automobile traffic, the street is also a frame for viewing the Capitol (and the Court Square Fountain), a showcase for historic buildings and locations, and occasionally a public gathering place. As the state capital, Montgomery regularly hosts inaugural and other parades. Dexter Avenue is the traditional

parade route. During the charrette, the parade function was emphasized due to the civic nature of this street. To accommodate Dexter Avenue's parade route function, several design features were applied. First, the 80' pavement width, with no bulbouts or curb extensions, is consistent with local marching band formations. Second, in areas such as Court Square, the plaza, traffic markers and islands have been designed flush with the pavement to eliminate trip hazards for parades and other functions. Finally, no medians or center-island plantings have been specified, to maintain a clear parade route.

### Proposed Park

It is recommended that the area in front of the Capitol be reclaimed as a signature public park. To create this park, Dexter Avenue would be closed to routine vehicle traffic between Decatur and Bainbridge Streets. An 80' pavement area would be preserved, for parade use and public gatherings, but the road would be closed to regular vehicle traffic through the use of decorative bollards. The proposed trolley would also divert around the park, as described in item 5. The existing curbs would remain in their current locations.

A separate study is currently underway focusing specifically on improvements to Dexter Avenue, the Dexter Avenue Streetscape Plan.

The design for the Capitol Grounds was prepared by local landscape architect Mary Walton Upchurch. The plan draws on elements of the Olmsted Plan and creates a unified and complete park. This new public space properly reflects the significance of the Capitol complex and is an elegant termination of Dexter Avenue.



#### 4. Reopen Court Street and Restore the Court Square Plaza

The City of Montgomery was originally constructed with two competing street grid systems. One grid ran parallel to the river, and the other perpendicular to the river. The meeting place of the two grids has created some unusual intersections and opportunities for public spaces. Court Street is one street that follows the seam of these two grids from north to south, resulting in several odd intersections, including the intersection at Court Street and Dexter Avenue. In traditional town planning, these types of intersections and spaces have generally been regarded as wonderful opportunities to create terminated vistas, civic spaces, and other street designs that give a city a special flavor or character.

Prior to the mid-twentieth century, Court Street, Dexter Avenue, Montgomery Street, and Commerce Street formed a “five points” intersection. Court Street continued north and south through the intersection. A beautiful copper fountain dedicated to Hebe, the goddess of commerce, was constructed in the center of the intersection. Pedestrians, trolleys, wagons, and later automobiles all shared this civic space.

In the mid-twentieth century, however, Court Street was closed off south of Dexter Avenue and the fountain was enclosed in a modernist pedestrian mall. Dexter Avenue was rerouted for a higher-speed, higher volume connection to Commerce Street and Montgomery Street, using modern traffic signals. Some of the pedestrian-scale historic buildings around the intersection were torn down and replaced with modern office buildings. The existing businesses, deprived of automobile traffic, eventually died, leaving empty storefronts along this block of Court Street.

As part of the Downtown Plan and the Dexter Avenue Streetscape Plan, Court Street is to be reopened to traffic, initially in only the southbound direction but with the capacity for two-way traffic. The modernist mall around the fountain will be removed and the intersection will be returned to its previous function as a plaza. Rough cobblestones will slow vehicle traffic through the intersection, with the fountain serving as a central traffic circulator. The Court Square Plaza will once again become usable civic and commercial space.



Historic view of Court Square Plaza



Computer rendering of an improved Court Square, mature street trees and new façades terminate Dexter Avenue

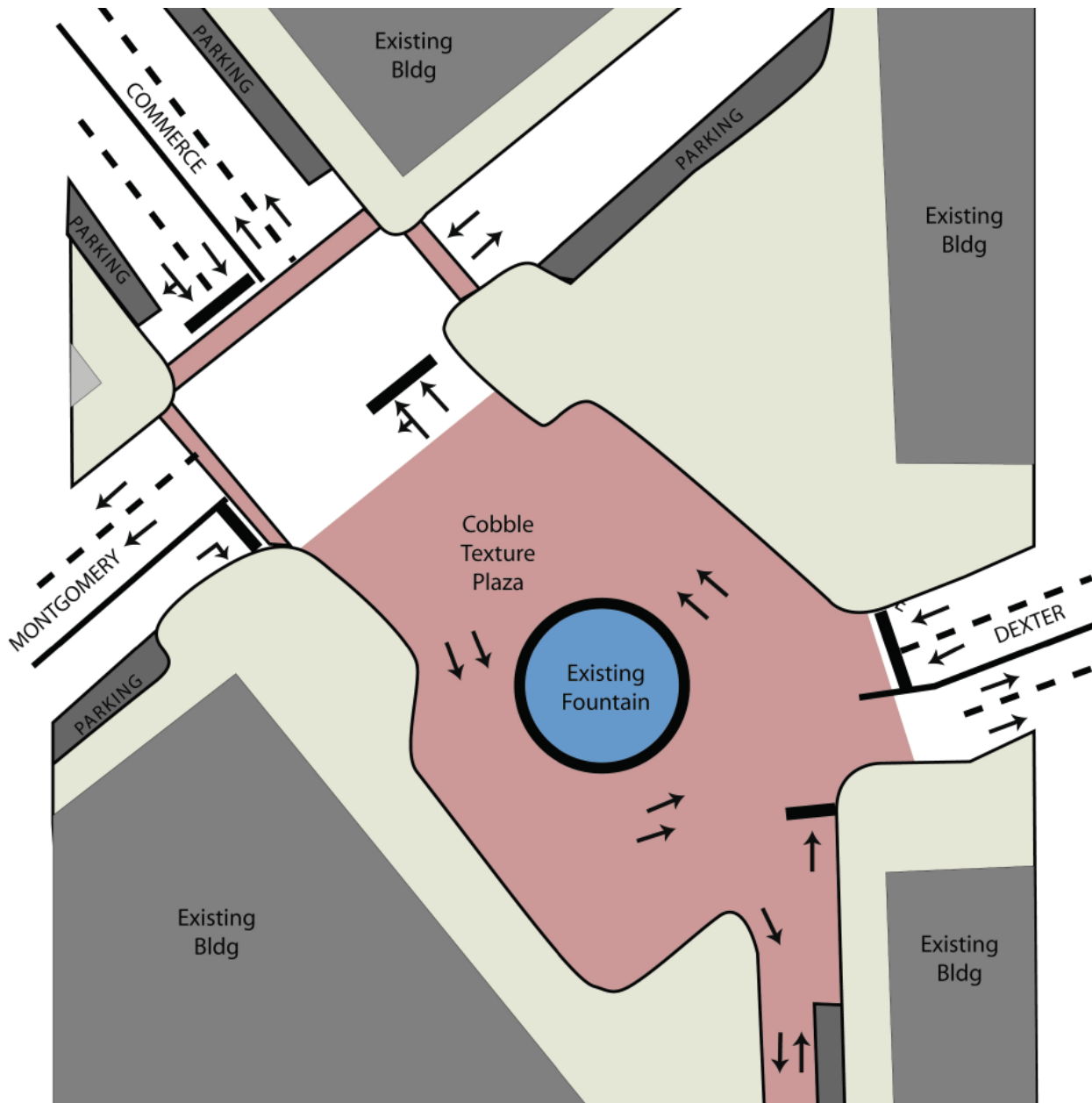


Diagram of the traffic patterns around the new Court Square Plaza



Historic view of Court Square Plaza



Construction on the redesigned Court Square began in September 2006

## 5. Revival of the Electric Trolley System

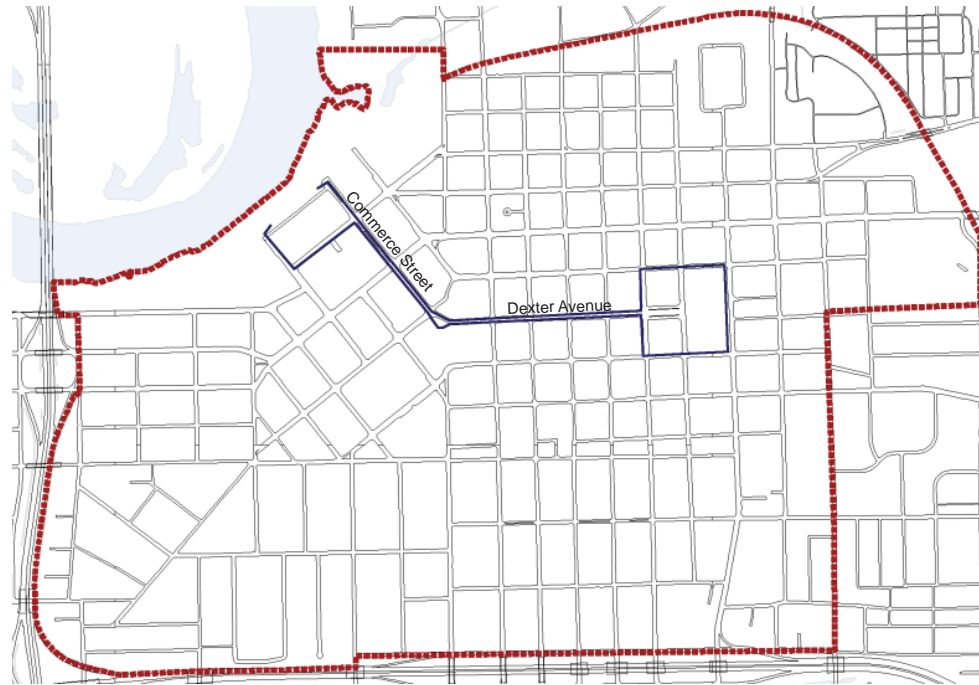
Montgomery was the first city in the United States to implement an electric streetcar system, in the 1800's. The Lightning Route, as it was called, replaced horse-drawn trolleys and provided affordable public transportation for almost 100 years. The last electric trolley run was made in the early twentieth century, after which the trolleys were replaced by rubber-tired buses. One focus of the Downtown Plan was the reintroduction of an electric trolley system to Downtown Montgomery. This will be dealt with in greater detail as part of the Dexter Avenue Streetscape Plan; an overview of several key issues is included in this report.

### Feasibility

Over the past twenty years, many U.S. cities have reintroduced light rail and electric streetcar systems, including Portland, Oregon; St. Louis, Missouri; Little Rock, Arkansas; Tampa, Florida; and, Memphis, Tennessee. The reintroduction of streetcar lines is no longer a novel idea but is becoming a key feature for cities interested in restoring life to their downtown areas. By establishing greater walkability, the Traditional Neighborhood Design principles underlying the Downtown Montgomery Plan are very supportive of public transportation. Thus, the plan itself is a first step toward making an electric trolley line feasible. Other feasibility factors include space/ROW and cost. As shown in the Dexter Avenue street section, ample space exists for the reintroduction of the trolley line.

### Cost

The Montgomery Planning Department provided cost figures for the Memphis, Tennessee trolley system, which was considered to be most similar to Montgomery's situation. The cost per mile for the Memphis system, built in two phases, was \$14



Proposed Lightning Route, marked with a blue line, connecting the Capitol with Union Station

million for the first phase and \$3.8 million for the second phase. The difference in cost is attributable to additional urban reconstruction performed in the first phase, and the use of existing railroad tracks and signals in the second phase. The Dexter Avenue Streetscape Plan will provide a more precise cost estimate for Montgomery's Lightning Route, but the Memphis example provides an envelope of cost-per-mile estimates for reference.

### Routing

The proposed route for the new Lightning Route is shown above. This route begins along the river at Union Station; proceeds through the heart of Downtown on Commerce Street and Dexter Avenue; and circles the Capitol before returning. The section is designed to be double tracked, although single-tracking could be used if a phased implementation plan is needed.



The original Lightning Route

## 6. Balance Parking Supply and Demand

During the charrette, HPE performed an assessment of parking supply and demand for the Downtown study area. As noted in the Urban Land Institute's (ULI's) "Dimensions of Parking", there are no single parking factors or ratios that can be expected to apply throughout Downtown. Factors affecting parking demand, such as (but not limited to) automobile ownership, land use, transit, and urban design, are so varied as to provide only rough parking demand estimates. Local studies are required to help establish general demand levels in specific areas.

Parking availability and pricing exhibit a high degree of correlation and, together, form the two greatest influences on mode choice for urban travelers. Many studies since the 1980's have indicated that rates of carpooling, transit, and to a lesser extent walking and bicycling, are closely correlated to parking pricing and availability. Higher parking costs tend to increase the shift to other modes of transportation. Those who cannot shift to other modes will often shift travel times to take advantage of cheaper or more available parking at different times of day.

Consequently, high levels of walkability and transit accessibility, such as in the future vision for Downtown Montgomery, yield fewer parking spaces (and less needed) and more expensive parking spaces, compared to suburban areas with lower levels of transit and walkability. Suburban residents have more parking available but give up walking to routine destinations. Conversely, urban residents enjoy much higher access to transit and a vibrant, walkable community.

Currently, state employees generate the highest demand for parking in Downtown Montgomery. This demand is met through on-street parking as

well as state-owned garage facilities. Given the low levels of residency and high levels of vacancy in the downtown area, parking is generally oversupplied in most areas. As redevelopment occurs, on-street parking should be maximized first, followed by off-street parking in garages or shared surface lots. When additional parking is needed as redevelopment occurs, the community should invest in structured parking, charge market rates for parking, or support attempts to create additional shared parking.

### Shared Parking

Shared parking occurs when two land uses share the same designated parking spaces. This can only happen when the land uses need the parking spaces at different times of day. For example, office and commercial uses that are open during the business day but closed in the evening may share a portion of their parking with residential uses that need parking primarily in the evening.

A shared parking study should be conducted to determine the potential for shared parking in the study area. The study would require an estimate of the square footage of each land use type in the area. Using the Shared Parking tables and methodology provided by ULI, the estimated number of parking spaces required can be determined and compared to the actual number of parking spaces. If additional shared parking is required, the solution would be to create a different mix of land uses to allow this type of parking.

If, on the other hand, the study indicates that sufficient shared parking should exist, the next step is to examine how parking is controlled and regulated. Possibly some parking spaces are in single ownership and are not available to other land uses, sitting vacant during the times when their

associated land use is inactive. An example of this might be a church that has ample parking for Sunday mornings, but prohibits other use of these parking spaces during the week.

The important thing is to avoid requiring more parking spaces than are actually needed, as happens with many conventional zoning ordinances, resulting in a steady loss of built fabric and erosion of public spaces. Downtown Montgomery can definitely survive periodic perceived shortages of parking spaces but it cannot survive a decline in its sense of place.

### Additional Pay Parking Curb Spaces

In conjunction with optimizing shared parking, the community could institute parking fees to increase parking availability in areas and times where parking is at or over 85% of capacity. Charge more for on-street parking and revise parking regulation categories based on the relative fees charged in each area. In areas where parking is scarce or where higher rates of vehicle turnover are desired, higher fees would be charged.

As documented by Donald Shoup in his book, *The High Cost of Free Parking*, and as borne out by the experience of downtowns and universities all over the United States, parking fees are a very reliable method for increasing the availability of parking in a constrained area. Based on the review of the current parking regulations, creating higher on-street parking costs would increase parking availability, simplify the parking permitting process and create a more enforceable parking system.

Increasing the cost of parking would also increase the incentive for using other modes of transportation, which would have positive effects on traffic congestion and the use of transit.

## 7. Return One-Way Streets to Two-Way Operation

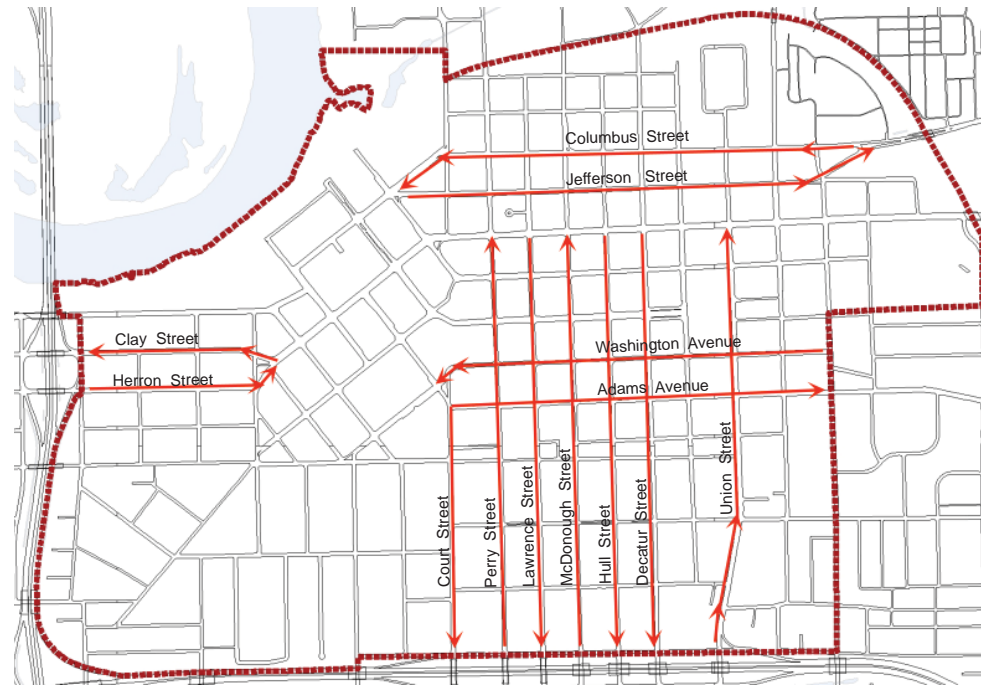
Transportation facilities and systems provide excellent tools to support the future vision for Downtown. As noted earlier, the Montgomery community desires a return to a walkable city center and a place where pedestrians can live, shop, and find entertainment.

### Creating Walkable Streets

What factors contribute to an excellent pedestrian experience? Observations and design know-how suggest the following prioritized features.

1. Small Block Size
2. Buildings Fronting the Street
3. Mixed Land Use
4. Lower Traffic Speeds
5. On-street Parking
6. Interconnected Streets
7. Sidewalks
8. Lower Traffic Volumes
9. Street Trees
10. Narrower Streets

These parameters have proven, in the field, to yield walkable places. When a majority of these are combined in one location, pedestrians are routinely seen. Montgomery's walkable streets are no exception to this experience.



Current directions of one-way streets within Downtown Montgomery

Along with the thoroughfare redesigns discussed in item 2, HPE recommends converting most of Downtown's one-way pairs to two-way operation. Managed motor vehicle speeds are essential to pedestrian comfort and safety. Historically, two-way streets have slower speeds than one-way streets; therefore, within Downtown Montgomery, all one-way streets were reviewed to determine the feasibility of one-way operation reverting to two-way operation.





As expected, HPE measured higher speeds on the Downtown's one-way street network. Reversion to two-way traffic will lower speeds on those streets, while still sufficiently accommodating current traffic volumes and reducing unnecessary circulation. With only four exceptions, all current one-way streets can feasibly revert to two-way operation. The following four streets should continue to operate as one-ways to ensure sufficient circulation Downtown:

- Decatur Street
- Union Street
- Columbus Street
- Jefferson Street

#### Northbound/Southbound One-way Pairs

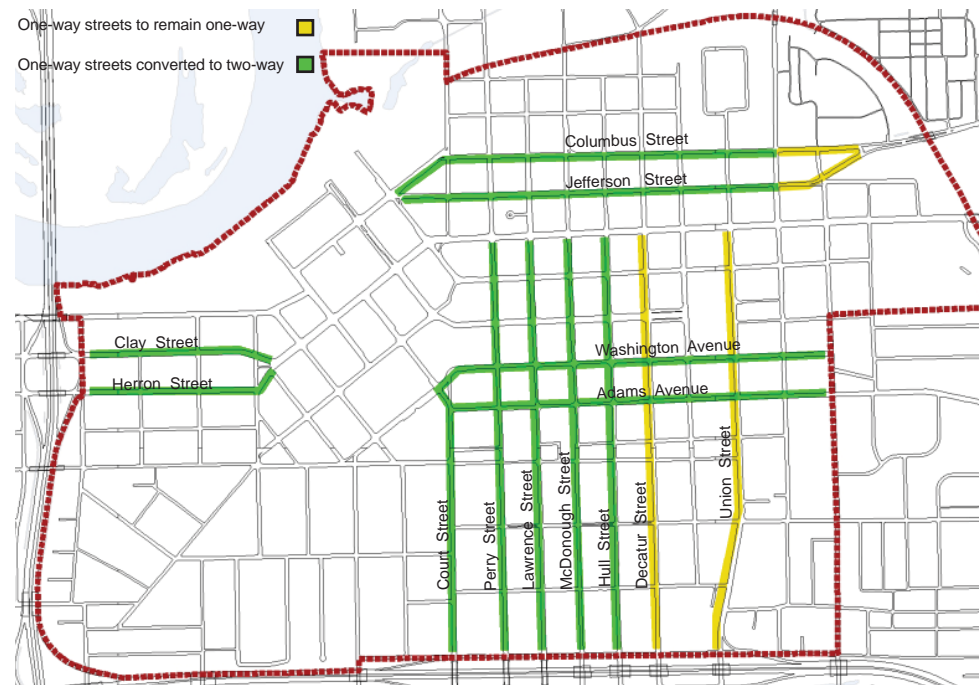
The following northbound one-ways should revert to two-way operations and will provide ample capacity for existing traffic volumes:

- Perry Street
- McDonough Street

Perry Street should convert from three northbound travel lanes with two lanes of parallel parking to a two-way street with two 12' travel lanes and two lanes of diagonal parking.

The following southbound one-ways should revert to two-way operations and will provide ample capacity for existing traffic volumes:

- Court Street
- Lawrence Street
- Hull Street



With the exception of four streets, all one-way streets Downtown are returned to two-way traffic.

After the north and southbound travel lanes are returned to two-way operations, the Downtown area will be served by a total of eight northbound lanes and eight southbound lanes. To determine the overall impact of these conversions on traffic, daily counts were taken and compared to the actual travel capacity of these roadways, as one-way and two-way streets. There will be very little reduction in travel capacity after the conversion to two-way operations and ample capacity for existing daily traffic volumes.

#### Eastbound/Westbound One-way Pairs

The following east and westbound one-way pairs should revert to two-way operations and will provide ample capacity for existing traffic volumes:

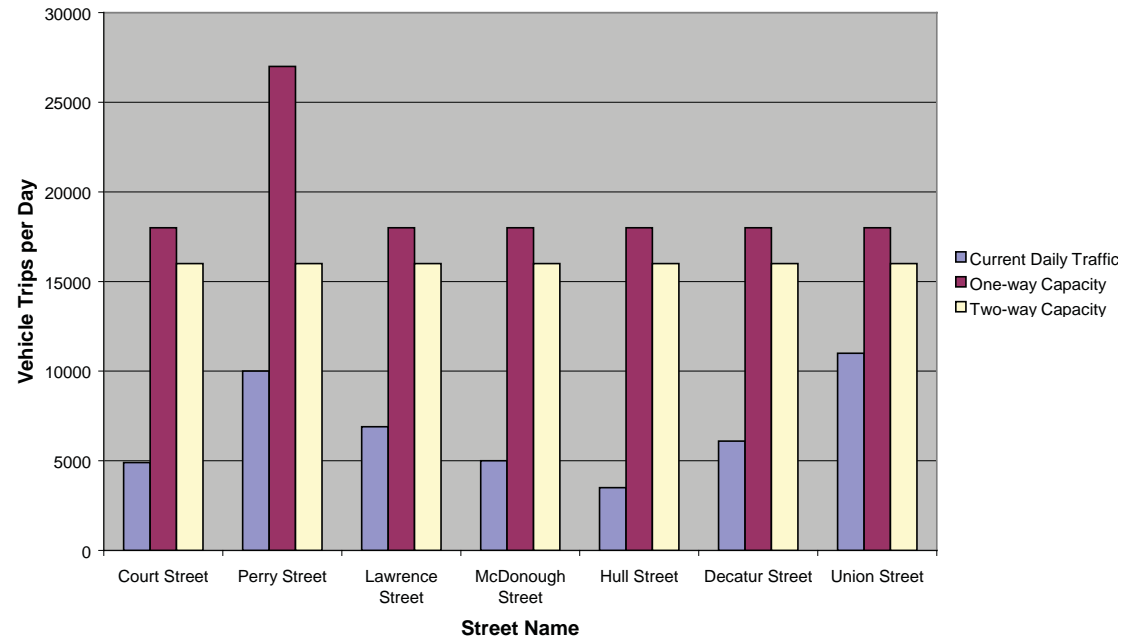
- Herron Street (EB)
- Clay Street (WB)
- Adams Street (EB)
- Washington Avenue (WB)

## CONCLUSIONS

Citizens conveyed the clear message during the charrette that they would like to revive the economic life of Downtown Montgomery. Montgomery's residents further envision a return to a walkable city structure, with Downtown residences, places to shop and find entertainment, and restoration of the civic centers in the area. The traffic engineering and transportation planning approach respects that vision and suggests that managing speeds to pedestrian-friendly levels and ensuring connectivity of the street system will accomplish this vision. HPE recommends the use of walkable thoroughfares for specific sections of the study area, reopening Court Street and restoring Court Square Plaza, reviving the electric trolley system and returning most of Downtown's one-way streets to two-way operation.

Everything the City of Montgomery needs to know to build its future is contained in the bones of its traditional Downtown area. Small blocks, small streets, sidewalks, and buildings that create enclosure and a sense of place are the primary elements. The Downtown was designed before the age of the automobile, and in rebuilding Downtown, designers must consciously return to that type of planning. Put aside the past 100 years of automobile-oriented development, and treat the vital automobile as a servant to the pedestrian, not vice versa. The transportation proposals in this report are all based on this concept.

**Traffic Volumes on Downtown Streets  
(Before and After Return to Two-way Operations)**





# market & housing analysis 6

Downtown Montgomery has many assets. It is still, after centuries of history and change, the central hub of its metropolitan statistical area. It is a major employment center with diverse employment opportunities, and contains the historical and cultural resources that give the entire region its identity. Downtown is the cultural memory of the region, but the trends of the last fifty years have seen a decline in its viability as the retail core of the region. Over the years, population growth has shifted to the east of Downtown and with that shift the majority of retail businesses have also migrated from the Downtown to more suburban style venues. The Downtown is thus no longer at the center of regional growth and has become out of balance in terms of household income and retail and service offerings.

This is not a trend restricted to Montgomery—the very same trend is evident in cities across the United States, as shown in a recent study by the Brookings Institute (based on data from the US Bureau of the Census).<sup>1</sup> Many American cities now have higher proportions of low income and high-income households and a lower proportion of middle-income households than in 1970. In fact, Montgomery follows this trend, having higher percentages of the highly educated while also having higher percentages of those not finishing high school.<sup>2</sup> The pattern is of income stratification by neighborhood; people all over the United States are choosing to locate by neighborhood income. This may be a result of the common practice of building housing tracts for a single income range; at this point the question is unresolved.

The policy challenge presented in restoring balance to Downtown Montgomery is in crafting a carefully calibrated combination of the provision of new and diverse housing opportunities, rehabilitation and



preservation of neighborhoods and communities, employment retention and expansion, a pro-active approach to securing and maintaining cultural resources, transportation choices, and a plan to provide the retail and services necessary to attract and maintain a diverse urban population.

Downtown Montgomery has been successful in retaining employment—the city and the Chamber of Commerce have carefully studied economic development and mapped coherent strategies to address the future. There has also been success in securing and maintaining cultural resources through the 2001 Riverfront Plan, and in beginning to provide transportation choice. Research shows, however, that Downtown Montgomery needs further work in providing the necessary housing opportunities and retail and service offerings to restore the balance in Downtown. To understand how to create these opportunities for Downtown Montgomery, Zimmerman/Volk Associates (ZVA) analyzed housing markets, and Urban Advisors analyzed demographic data, employment data, and consumer spending data for the study area and the region. In addition,

the team interviewed local stakeholders to understand the issues affecting Downtown. The research gathered points to some obstacles to progress that need to be addressed in order to accomplish a sustainable, diverse community in the Downtown and its surrounding neighborhoods.

The central finding of the market research may be surprising: the market is not the primary problem. All of the regional indicators show that Montgomery has healthy growth in employment, income, consumer spending, and housing markets. The difficulties for Downtown are what we characterize as a series of gaps; such gaps are addressed in the overall implementation strategy for Downtown Montgomery (Chapter 7). Awakening Downtown Montgomery will not be an overnight process—it was vital in 1956 and took over fifty years to reach its present state—but the elements of market change show that this awakening is possible.

<sup>1</sup> *Where Did They Go? The Decline of Middle Income Neighborhoods in Metropolitan America*, Jason C. Booza, Jackie Cutsinger, and George Galster, Brookings Institute, 2006.

<sup>2</sup> Data from ESRI Business Information Systems and the U.S. Census.

## DOWNTOWN AND REGIONAL DEMOGRAPHICS

In understanding change in Montgomery, Urban Advisors looked at demographics for the study area, the city of Montgomery, and for the Metropolitan Statistical Area (MSA). The rationale for examining the city and region as well as the study area is that through creation of the Downtown Plan a number of changes will be recommended for capturing a portion of citywide and regional housing market share and consumer spending to support services and retail. Placing the Downtown area in context is important because *few downtowns are supported by their immediate residential population*. A great downtown is a center of employment, culture and amenities for the entire region and thus its market differs, for instance, from the market for a community shopping center depending only on a two-mile radius. The goal of this analysis of demographics and markets is to identify a strategic approach to rebuilding the Downtown rather than considering only its current situation. As such, the study seeks to identify future opportunities attractive for development.

Given the above, the demographics of the Downtown area show an imbalance in its demographic makeup. According to projections by ESRI Business Information Systems,<sup>4</sup> Downtown Montgomery, should current trends continue, will lose population between 2006 and 2011. The source for this data cannot, of course, take into account planning initiatives such as this one; it relies upon trends based upon past performance. At the same time, Downtown is also projected to maintain approximately the same number of households, indicating that household size is dropping. Household incomes in the study area are less than half of those for the city as a whole.

While this sounds dire, it is actually not atypical of American cities. Trends can be altered by human intervention; initiatives in housing preservation and renovation, and targeted education and employment initiatives, not to mention the good will and intentions of the people of Montgomery, cannot be predicted by trending numbers but may have a significant part in changing this rather bleak forecast.<sup>5</sup>

During the same time period, the city is expected to gain 950 households, and growth in the MSA outside the city is expected to add another 6,200 households for a total change of more than 7,100 additional households in the MSA. As a city and region, change in Montgomery is quite positive. For planning purposes, Urban Advisors examined change in household income. The results are shown in Table 1.

During the early part of the decade, both the city and the region gained in low-income households and lost higher income households. This trend has now reversed, with a reduction in low-income households. Almost all of the household growth in the region is expected to be in households with annual incomes over \$49,999. This is a striking reversal over the previous period. It indicates that a strong employment market has improved the incomes of a wide range of households and is encouraging migration to the region.

<sup>5</sup> It should be noted that through the foresight of a variety of organizations these efforts are already underway with the presence of Troy University and economic development planning undertaken to assure a stable employment base for the city.

## Employment in Downtown and the Montgomery Metropolitan Statistical Area (MSA)

Urban Advisors used data from ESRI BIS to perform a comparative analysis of employment in the city versus employment in the MSA outside the city.<sup>6</sup> Data from the Bureau of Labor Statistics was used for analyzing current employment and projections. Employment in the region and in Downtown is one of the strong features of the current market. The study area has approximately 17,500 employees not including legislators, or approximately ten percent of employees for the city as a whole, and almost half of the number of employees in the MSA outside the city as shown by the ESRI data. Despite having roughly twice the number of businesses in the city than outside the city, employers within the city employ over 75 percent of employees in the region.



<sup>6</sup> Because this data is based upon a survey of businesses rather than upon Bureau of Labor Statistics (BLS) data, the totals will not match BLS employment statistics. The data nevertheless shows the dominance of the city in regional employment markets, which is not a foregone conclusion by any means. This is not the case in many cities where employment has left the MSA center city for suburban locations.

Table 1: Change in Households by Age and Income in Montgomery and the MSA

Montgomery City Households								Total	Change	Total MSA
Change 2000 to 06	< 25	25-34	35-44	45-54	55-64	65-74	75+	Change	Outside City	Change
<\$15,000	530	888	290	692	766	266	540	3,972	2,846	6,818
\$15,000 - \$24,999	(103)	1,375	1,084	1,025	496	535	516	4,928	3,511	8,439
\$25,000 - \$34,999	(456)	65	(505)	292	365	(491)	(575)	(1,305)	16	(1,289)
\$35,000 - \$49,999	(163)	55	629	816	465	423	118	2,343	3,156	5,499
\$50,000 - \$74,999	(86)	(331)	205	755	491	(94)	112	1,052	3,204	4,256
\$75,000 - \$99,999	(161)	(1,435)	(2,217)	(890)	(292)	(744)	(399)	(6,138)	(3,722)	(9,860)
\$100,000 - \$149,999	59	(203)	(324)	98	709	142	102	583	493	1,076
\$150,000 - \$199,999	17	(369)	(842)	(1,258)	(487)	(284)	(101)	(3,324)	(1,710)	(5,034)
\$200,000 - \$249,999	20	(14)	(205)	(174)	(42)	5	(31)	(441)	(92)	(533)
\$250,000 - \$499,999	(5)	(13)	(91)	(156)	(47)	(15)	(77)	(404)	(215)	(619)
\$500,000 +	0	8	23	61	69	23	17	201	87	288
<b>Totals</b>	<b>(348)</b>	<b>26</b>	<b>(1,953)</b>	<b>1,261</b>	<b>2,493</b>	<b>(234)</b>	<b>222</b>	<b>1,467</b>	<b>7,574</b>	<b>9,041</b>
Montgomery City Households								Total	Change	Total MSA
Change 06 to 2011	< 25	25-34	35-44	45-54	55-64	65-74	75+	Change	Outside City	Change
<\$15,000	35	(363)	(236)	(193)	288	(226)	(59)	(754)	(50)	(804)
\$15,000 - \$24,999	(34)	(402)	(273)	(183)	30	(192)	(194)	(1,248)	(375)	(1,623)
\$25,000 - \$34,999	(3)	(301)	(162)	(115)	253	(88)	6	(410)	(13)	(423)
\$35,000 - \$49,999	41	(188)	(177)	(107)	279	(53)	(20)	(225)	129	(96)
\$50,000 - \$74,999	32	(143)	(92)	(53)	319	49	145	257	983	1,240
\$75,000 - \$99,999	33	132	206	64	278	134	171	1,018	1,671	2,689
\$100,000 - \$149,999	13	49	219	262	298	117	104	1,062	2,592	3,654
\$150,000 - \$199,999	0	80	108	156	215	97	82	738	753	1,491
\$200,000 - \$249,999	(4)	7	36	52	77	13	5	186	203	389
\$250,000 - \$499,999	(4)	(3)	21	43	72	34	(11)	152	220	372
\$500,000 +	0	7	20	60	59	27	6	179	120	299
<b>Totals</b>	<b>109</b>	<b>(1,125)</b>	<b>(330)</b>	<b>(14)</b>	<b>2,168</b>	<b>(88)</b>	<b>235</b>	<b>955</b>	<b>6,233</b>	<b>7,188</b>

Source: ESRI BIS

Employment Category	MSA Outside Montgomery			City of Montgomery		
	Businesses	Employees	Emp/Bus	Businesses	Employees	Emp/Bus
Agriculture & Mining	146	975	6.7	132	897	6.8
Construction	456	2,274	5.0	508	5,189	10.2
Manufacturing	182	4,883	26.8	383	11,112	29.0
Transportation	122	920	7.5	178	2,515	14.1
Communication	45	216	4.8	106	976	9.2
Electric, Gas, Water, Sanitary	39	372	9.5	17	548	32.2
Wholesale Trade	199	2,217	11.1	395	5,291	13.4
Retail						
Home Improvement	77	590	7.7	90	1,146	12.7
General Merchandise Stores	29	1,137	39.2	65	2,692	41.4
Food Stores	143	1,513	10.6	203	3,598	17.7
Auto Dealers, Gas, Auto Parts	175	900	5.1	232	2,341	10.1
Apparel & Accessory Stores	41	393	9.6	207	1,698	8.2
Furniture & Home Furnishings	90	389	4.3	184	1,328	7.2
Eating & Drinking Places	198	2,965	15.0	444	7,966	17.9
Miscellaneous Retail	221	826	3.7	442	2,329	5.3
FIRE						
Banks, Savings & Lending	115	471	4.1	249	1,765	7.1
Securities Brokers	15	27	1.8	59	320	5.4
Insurance Carriers & Agents	78	233	3.0	223	2,129	9.5
Real Estate, Holding, Investing	150	471	3.1	403	1,924	4.8
Services						
Hotels & Lodging	41	374	9.1	68	1,468	21.6
Automotive Services	156	377	2.4	271	1,275	4.7
Motion Pictures & Amusements	81	321	4.0	172	1,434	8.3
Health Services	156	2,018	12.9	536	11,038	20.6
Legal Services	61	180	3.0	401	2,059	5.1
Education Institutions, Libraries	103	3,041	29.5	189	6,990	37.0
Other Services	1,117	4,350	3.9	2,357	17,267	7.3
Government	292	3,945	13.5	558	21,075	37.8
Other	39	201	5.2	47	200	4.3
<b>Totals</b>	<b>4,567</b>	<b>36,579</b>	<b>8.0</b>	<b>9,119</b>	<b>118,570</b>	<b>13.0</b>

Source: ESRI BIS

### The Downtown Office Market

The Downtown office market is enumerated in Table 3. Current inventory is approximately 1.34 million square feet with a vacancy rate of approximately 30 percent. Realtors describe the market as “soft” because of the class of structures and the competition from other areas of the city and region.

While the Downtown office market is soft, regional employment is projected to increase. The State of Alabama has projected growth rates for the Montgomery MSA by employment type. Using these rates of change, and 2005 data from the Bureau of Labor Statistics, Urban Advisors calculated the potential change in employment between 2005 and 2012 (shown in Table 4: MSA Employment Change).

If one allows that the projected rates of growth proposed by state economists are reasonable, then the Montgomery MSA could add as many as 19,000 jobs between 2005 and 2012. For the purposes of downtown revitalization, the change in office occupations, as opposed to agriculture or construction, for instance, is most important.

If one looks at only the categories found in office employment, the increase could occupy approximately 4 million square feet of office space. The plan for Downtown provides amenities, addresses parking, and proposes a goal for increasing occupied downtown office space, based upon capturing a part of this employment growth.

**Table 3: Downtown Office Market**

<b>Office Buildings in Inventory Existing Downtown Non-Government</b>	
<b>Building Name</b>	<b>Square Feet</b>
100 Commerce Street	51,000
101 Tallapoosa Street	20,000
105 Tallapoosa Street	60,000
121 Coosa Street	17,000
150 Commerce Street	NA*
250 Commerce Street	37,000
555-605 S Perry Street	100,000
Arinoff Building	140,000
Bailey Building	45,000
Bell Building	100,000
Business Center	45,000
Colonial Building	100,000
RSA Tower	600,000
Winter Building	27,000
<b>Total</b>	<b>1,342,000</b>
<b>Vacancy at ±</b>	<b>(402,600)</b>
Colonial vacancy in Late 06	
<b>Total Occupied Space</b>	<b>839,400</b>

\* 150 Commerce Street is the Children's Museum

**Table 4: Trended MSA Employment Change**

<b>Occupation Employment Category</b>	<b>Change 2005 to 2012</b>
Management occupations	3,762
Business and financial operations occupations	745
Computer and mathematical occupations	349
Architecture and engineering occupations	397
Life, physical, and social science occupations	194
Community and social services occupations	65
Legal occupations	303
Education, training, and library occupations	571
Arts, design, entertainment, sports, and media occupations	60
Healthcare practitioners and technical occupations	961
Healthcare support occupations	1,599
Protective service occupations	(77)
Food preparation and serving related occupations	1,887
Building and grounds cleaning and maintenance occupations	782
Personal care and service occupations	146
Sales and related occupations	1,721
Office and administrative support occupations	3,468
Construction and extraction occupations	58
Installation, maintenance, and repair occupations	1,970
Production occupations	416
Transportation and material moving occupations	(254)
<b>Total Employment Change</b>	<b>19,122</b>

Source: BLS, State of Alabama, and Urban Advisors Ltd



### Consumer Spending and Retail Capture in Downtown and the Region

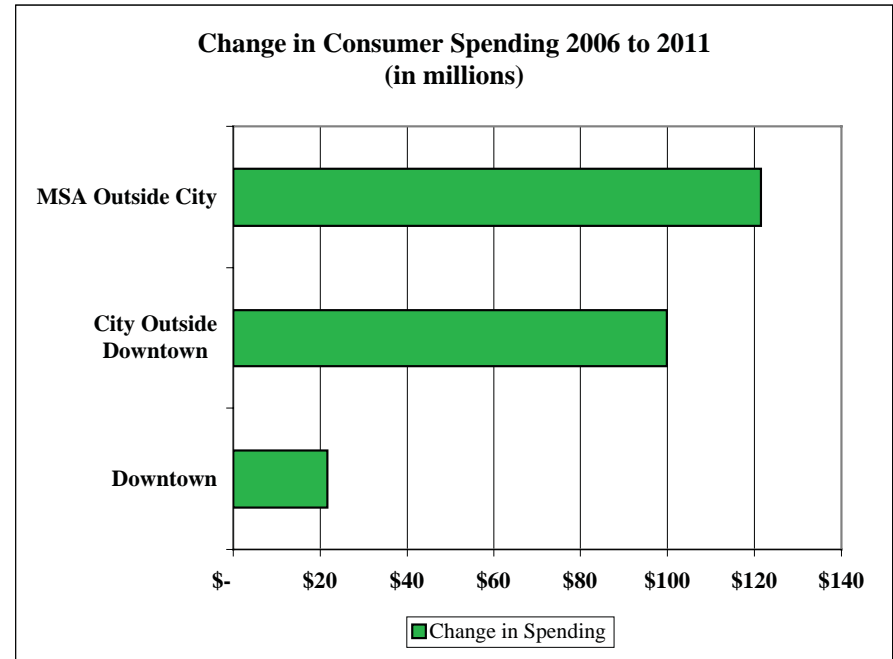
A critical factor in reviving the Downtown will be the provision of retail and services for residents and visitors that will appeal to both local and regional markets. To understand the potential for immediate change in the Downtown, the team looked at change resulting from additional housing units, and potential capture of citywide and regional change between 2006 and 2011. Consumer spending data for this analysis was updated based on population increase and changing income profiles, and then adjusted for inflation, yielding the results illustrated in the Charts 1 and 2.

Consumer spending by Downtown residents in 2006 is estimated to be approximately \$8.5 million, or \$6,700 per household, less than half of the citywide household average of \$14,600. The addition of units proposed in the ZVA housing study, at citywide average incomes, will add to the current Downtown total, such that by 2011, the adjusted consumer spending should rise to approximately \$23.1 million per year. This estimate is conservative in that the incomes of potential Downtown residents projected by ZVA are above the average.

Downtown will add approximately \$23 million in spending, while citywide the change in spending will add around \$100 million and the MSA outside the city will add over \$120 million.

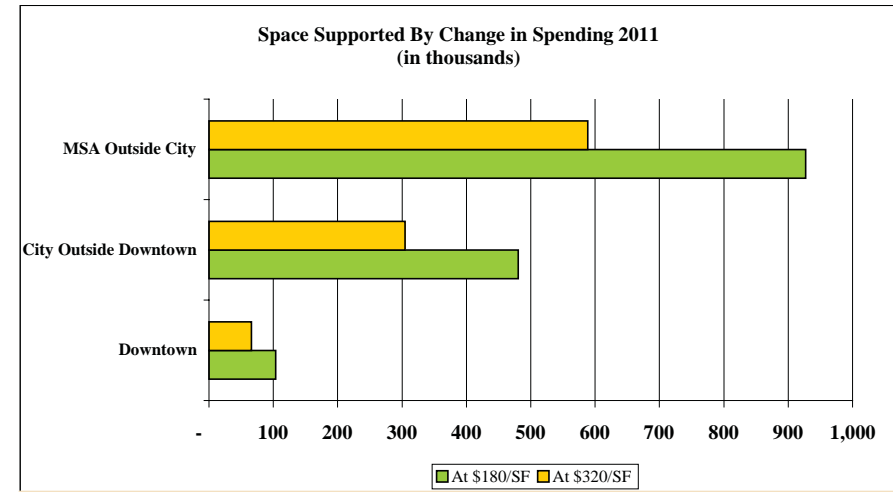
The questions for Downtown are first, how much of the regional spending can be captured in Downtown, and second, what is the amount of space generated? To answer these questions, the team calculated capture ratios for Downtown residents, citywide residents outside the Downtown (based upon the high Downtown employment population and the potential in an improved environment), and a small amount of regional capture. Spending was converted to space supportable based on sales and is shown in Chart 2. Based upon this approach, which relies upon capturing *only 1.4 percent of total regional consumer spending in 2011*, Downtown can support approximately 170,000 to 180,000 square feet of new retail and service space by 2011.

Chart 1: Change in Consumer Spending



Source: ESRI BIS and Urban Advisors Ltd

Chart 2: Space Supported By Spending Change



Source: ESRI BIS and Urban Advisors Ltd

## THE MARKET FOR HOUSING IN DOWNTOWN

Analyzing potential housing markets for Downtown requires an understanding of household migration patterns: who is moving to Montgomery and within Montgomery, where are they moving from, how many are likely to live Downtown, what kind of housing do they prefer, at what price should units be offered to achieve sales and how fast can the units be occupied or sold? To identify the profile of potential Downtown residents, ZVA used migration data from the Internal Revenue Service, local market and demographic information, as well as demographic profiles of migrants and local residents that include housing preferences, lifestyle choices and a wealth of other information about their preferences. The result of this study is a segmentation of household change by the preference for Downtown living should the right housing products and amenities be available. At the same time, ZVA uses their expertise and data gained from over 18 years of practice to fine tune recommendations.<sup>7</sup>

After careful analysis, the following patterns and trends for the next five years have been identified by ZVA. It should be noted that these estimates are conservative—out of a potential of 1,700 households annually in the target market for Downtown housing, only 214 units (or approximately 15 percent of the total) are posited as an annual goal for Downtown the next five years.

<sup>7</sup> The purpose of the housing study was to identify the depth and breadth of the market for newly-introduced market-rate housing units—created both through adaptive re-use of existing non-residential buildings as well as through new construction—to be leased or sold in Downtown Montgomery. For a comprehensive explanation of methodology and results, see the full ZVA report “Residential Market Potential, Downtown Montgomery Study Area” August 2006 located at City Hall.

### Market Potential for Downtown Montgomery

Montgomery is an attractive and historic city of more than 200,000 people, situated approximately 90 miles south of Birmingham, 155 miles north of Mobile and the Gulf Coast, and 160 miles southwest of Atlanta, Georgia. The city is the capital of, and second largest city in the State of Alabama and is the seat of Montgomery County. Most of the new development in the city is taking place to the east of Downtown along the I-85 corridor.

Montgomery currently contains over 89,000 housing units, of which an estimated 79,400, or 89 percent of the total, are occupied. In 2006, median housing value citywide has been estimated at \$97,900, just under 40 percent below the national median of \$161,600; more than 28 percent of the city’s housing units were built before 1960. The Montgomery median income is \$41,800 which is although 14 percent lower than the national median of \$48,800. However, nearly 25 percent of Montgomery’s households have annual incomes of \$75,000 or more.

From a market perspective, the major challenges of Downtown Montgomery include:

- *Safety concerns:* The perception that Downtown is not safe.
- *Lack of amenities:* There are few retailers located in the Downtown.
- *High cost:* The rising costs of materials, in addition to the typically high cost of adaptive re-use, drive rents and prices beyond the reach of many potential Downtown residents.
- *Available buildings:* A very small number of buildings are appropriate or available for residential re-use.



From a market perspective, the assets of Downtown Montgomery are considerable, including:

- *Historic buildings:* A large number of buildings, architecturally and historically significant, provide a historic identity for the city.
- *Employment:* More than 17,000 employees work Downtown; another 15,000 are employed at Maxwell-Gunter Air Force Base's two locations within five minutes of Downtown.
- *Walkability:* Downtown is compact enough to walk from one end to the other, although, due to the number of open parking lots, the quality of the pedestrian experience could be improved significantly.
- *Parks:* Overlook Park and the new Riverfront Park and Amphitheatre are gathering places for city residents.
- *Location and Access:* Downtown is well positioned in the citywide and regional transportation and arterial network, which makes it a convenient and highly accessible area.

Based on the target market analysis, in the year 2006, up to 2,530 younger singles and couples, empty nesters and retirees, and family-oriented households represent the potential market for new market-rate housing units within Downtown Montgomery. The housing preferences of these draw area households—according to tenure (rental or ownership) and broad financial capacity—are included in Table 5.

These 2,530 households comprise 24.5 percent of the approximately 10,300 households that represent the potential market for all of the City of Montgomery, a share of the total market that is consistent with Zimmerman/Volk Associates' experience in other cities.

**Table 5: Potential Market For New Housing Units**

Housing Type	Number of Households	Percent of Total
Multi-family for-rent	490	19.4%
Multi-family for-sale	420	16.6%
Single-family attached for-sale	400	15.8%
Low-range single-family detached	240	9.5%
Mid-range single-family detached	570	22.5%
High-range single-family detached	410	16.2%
<b>TOTAL</b>	<b>2,530</b>	<b>100.0%</b>

Zimmerman/Volk Associates, Inc., 2006.

The market potential numbers indicate the depth of the potential market for new housing units within Downtown Montgomery, not housing need and not projections of household change. These are the households that are likely to move to the Downtown if appropriate housing options were to be made available.

From the perspective of draw area target market propensities and compatibility, and within the context of the new housing marketplace in the Montgomery market area, the potential market for new housing units within the Downtown includes the full range of housing types, from rental multi-family to for-sale single-family detached. However, within the core downtown, the target mix of units should concentrate on higher-density housing types, which support civic and commercial urban development and redevelopment most efficiently. These include:

- Rental lofts and apartments (multi-family for-rent);
- For-sale lofts and apartments (multi-family or-sale);
- Townhouses, rowhouses, live-work units (single-family attached for-sale); and
- Urban houses (single-family detached for-sale in infill locations).

The residential re-use of existing non-residential structures is one of the most beneficial downtown redevelopment types; adaptive re-use creates and enhances a pedestrian-oriented street environment at a familiar, and often historic, urban scale. In downtown locations, large buildings that contain more potential adaptive re-use square footage than can be absorbed for housing within a feasible time frame could be redeveloped with retail and/or office uses augmenting housing.

The creation of “loft” dwelling units through adaptive re-use of existing buildings has been instrumental in the establishment of successful residential neighborhoods in or near the downtowns of numerous American cities, from Grand Rapids, Michigan, where the first loft apartment building was successfully introduced and leased in 2002, to Saint Louis, Missouri, where, over the past four years, more than 900 loft apartments in the Washington Avenue Loft District have been completed and occupied, are under construction, or are in development. In addition to the major cities of New York, Boston, San Francisco and Chicago, other cities where loft development has occurred or is underway include Birmingham, Charlotte, Louisville, Richmond, and Nashville.

The raw space version of a loft, or “hard” loft, is adaptable for a wide range of non-residential uses, from an art or music studio to a small office, as well as residential living areas. The loft is not dependent upon building form, other than that it is almost always within a multi-unit building.

Although lofts can accommodate work space, live-work units are typically attached buildings, each with only one principal dwelling unit that includes flexible space that can be used as office, retail, or studio space, or as an accessory dwelling unit. Live-work units could therefore be developed through adaptation of a rowhouse or even the combination of two adjacent rowhouses. The non-residential ground-floor uses could be helpful in establishing a daytime presence in neighborhoods that are largely residential, thereby adding an element of security.

Live-work units can also be an important tool for revitalization, representing an opportunity for the small investor: a resident investor can lease the flex space for residential, retail or office use; a non-resident investor can lease both the main residential space or the flex space. Since experience shows that it is uncommon for retail operators to live above the store, live-work units should meet appropriate local codes permitting the legal separation of uses in order to maintain investor flexibility.

In-town neighborhoods could also accommodate new, appropriately-scaled multi-family housing types. (At the same time, these neighborhoods would gain value if the older detached houses, many of which have been subdivided into rental apartments, were to be redeveloped to provide more housing diversity: smaller houses reverting to single-family owner occupancy, and, where suit-



able, apartments in larger houses converting to condominium ownership.) Depending on the size of the infill opportunity, then, new construction within the in-town neighborhoods could span the full range of housing types, from rental multi-family to urban single-family detached.

#### **Downtown Residential Mix**

Excluding large-lot single-family detached units, then, the housing analysis determined that in the year 2006, just under 1,700 households currently living in the defined draw areas represent the pool of potential renters/buyers of new market-rate housing units (new construction and/or adaptive reuse of formerly non-residential structures) within Downtown Montgomery. As derived from the tenure and housing preferences of those draw area households, the distribution of housing types is included in Table 6.

Again, these numbers indicate the depth of the potential market for market-rate housing units within Downtown Montgomery if appropriate housing options were available. These households represent a “lost” opportunity for the city. Without an appropriate range of available housing options in Downtown Montgomery, these households



have either moved elsewhere or have moved less frequently than their typical mobility rates would indicate.

#### **Market Capture**

After nearly 20 years’ experience in various cities across the country, and in the context of the target market methodology, Zimmerman/Volk Associates has determined that, for new development (including both adaptive re-use of existing non-residential buildings as well as new construction) within the Downtown study area, where few market-rate housing units currently exist, an annual capture of between 10 and 15 percent of the potential market, depending on housing type, is achievable. Based on a 15 percent capture of the potential market for rental and for-sale multi-family units, and a 10 percent capture of for-sale single-family attached and detached units, then, Downtown Montgomery should be able to support up to 214 new units per year (see Table 6).

Based on the migration and mobility analyses, and dependent on the creation of appropriate new housing units, nearly half of the annual market potential of 214 new dwelling units in Downtown Montgomery, or approximately 105 units per year,

**Table 6: Downtown Residential Mix and Annual Capture of Market Potential**

Housing Type	Number of Households	Percent of Total	Capture Rate	Number of New Units
Rental Multi-Family	490	29.2%	15%	74
For Sale Multi-Family	420	25.0%	15%	63
For Sale Single-Family Attached	400	23.8%	10%	40
For Sale Single-Family Detached	370	22.0%	10%	37
<b>Total</b>	<b>1,680</b>	<b>100%</b>	<b>100%</b>	<b>214</b>

Zimmerman/Volk Associates, Inc., 2006.

could be from households moving from outside Montgomery. Over five years, the realization of that market potential could lead to an increase of 525 households living in Downtown Montgomery that moved from a location other than the city.

### Target Markets for Downtown

The target markets for Downtown are comprised of three groups: young singles and couples without children, empty nesters and retirees, and traditional and non-traditional families. Of these groups, younger singles and couples born from 1997-1996 make up the majority at 63 percent. Empty nesters born from 1946-1964 are next at 24 percent, and traditional and non-traditional families follow at thirteen percent. The market from the first two groups is expected to peak in 2015 at around 88 million persons nationally and then decline over the following 10 years to around 84 million persons. The implication for Downtown is that this is a market that will continue at least through 2025.

### Long-term Market for Housing Downtown

The housing analysis for Downtown examined market potential over the next five years. Because of the significant changes in the composition of American households that occurred during the 1990s, and the likelihood that significant changes will continue, both the depth and breadth of the potential market for Downtown living is likely to expand. The experience of other American cities has been that, once the Downtown residential alternative has been established, the percentage of households that will consider Downtown housing typically increases.

## The Convergence of the Baby Boomers and the Millennials

The market for urban housing, particularly within downtowns, is now being fueled by the convergence of the two largest generations in the history of America: the 79 million Baby Boomers born between 1946 and 1964, and the 77 million Millennials, who were born from 1977 to 1996.

Boomer households have been moving from the full-nest to the empty-nest life stage at an accelerating pace that will peak sometime in the next decade and continue beyond 2020. Since the first Boomer turned 50 in 1996, empty-nesters have had a substantial impact on urban, particularly downtown housing. After fueling the dramatic diffusion of the population into ever lower-density exurbs for nearly three decades, Boomers, particularly affluent Boomers, are rediscovering the merits and pleasures of urban living.

At the same time, Millennials are just leaving the nest. The Millennials are the first generation to have been largely raised in the post-'70s world of the cul-de-sac as neighborhood, the mall as village center, and the driver's license as a necessity of life. As has been the case with predecessor generations, significant numbers of Millennials are heading for the city. They are not just moving to New York, Chicago, San Francisco and the other large American cities; often priced out of these larger cities, Millennials are discovering second, third and fourth tier urban centers.

The convergence of two generations of this size—simultaneously reaching a point when urban housing matches their life stage—is unprecedented. This year, there are about 41 million Americans between the ages of 20 and 29, forecast to grow to over 44 million by 2015. In that same year, the population aged 50 to 59 will have also reached 44 million, from 38 million today. The synchronization of these two demographic waves will mean that there will be an additional eight million potential urban housing consumers nine years from now.

— Zimmerman/Volk Associates, 2006

## EMERGING NATIONAL RETAIL AND REDEVELOPMENT TRENDS

Redevelopment of ailing commercial districts and city neighborhoods has been taking place across the nation. Redevelopment has proceeded through five strategies:

1. Creating or enhancing arts districts;
2. Creating housing in or near commercial areas;
3. Creating destination retail main street areas with entertainment;
4. Creating new office and retail/mixed use districts; and,
5. Providing open space.

In common with all of the strategies is the concept of “placemaking” or creating a critical mass of change that can alter local perceptions of the area to be redeveloped. This concept is applicable to the redevelopment efforts throughout Montgomery, as are the lessons from each strategy.



### 1. Creating or Enhancing Arts Districts

As the central city of its metropolitan region, Downtown Montgomery is the only place regionally with the ability to support arts facilities on a regional scale. This is important because the arts are now perceived to be a significant means for encouraging the public to visit and use peripheral businesses adjoining arts facilities. Some arts districts occur in areas with old existing buildings, such as obsolete warehouses that can offer artists studios at a cost low enough to encourage a critical number of studios and galleries. Major arts districts in large cities typically include at least four types of facilities: museums, galleries, symphony or opera performing arts venues, and retail to appeal to visitors, such as restaurants and cafes. The reason for looking at the arts as a generator of economic potential for Downtown, is that arts districts draw people on a regular basis and provide foot traffic for local restaurants, cafes and retail businesses. In Denver, according to the Urban Land Institute, the city's cultural district drew 7.9 million visitors in 1997, more visitors than attended Broncos, Nuggets, Rockies, and Avalanche games combined. Arts facilities are seen as an amenity that enhances quality of life and yields a perception of quality to an area. The arts are also seen as an amenity that draws new residential and office development to an area.

Arts districts can include many different functions from museums, galleries, theaters, small cinemas, and educational facilities, to the adaptive reuse of existing buildings for artists' lofts and live-work units with studios on the first floor and living space on the upper floors. Creating an arts district requires many of these uses in conjunction, and usually relies upon the renovation of old building stock including old warehouses, theaters, hotels and other buildings of architectural interest. Montgomery has a district in which this type of

redevelopment has already begun: the area around Troy University. The Downtown has the University, the Rosa Parks Library and Museum, the Davis Theatre for the Performing Arts, and a scattering of restaurants that attract people from the region. The building stock is available and it is recommended that the city examine the potential for creating an arts district.

At the same time as yielding benefits, arts facilities and developments are rarely self sustaining, and usually require a variety of funding and equity sources to succeed including public funding, patrons or donors, and sometimes the use of sales taxes and local improvement districts to fund improvements. Creating arts facilities requires a public commitment of funding that varies with the size of the proposed project. Live-work space, in particular, has been successful in such diverse areas as Salt Lake City, Minneapolis, and Little Rock, Arkansas. Live-work and artist loft residential projects have been done at market return rates when returns were allowed to accrue over a longer term that could ensure project success.

If part of Downtown is to function as an arts district, it must be clustered with retail amenities and within walking distance to other cultural or entertainment amenities. The most successful arts districts have strings of galleries intermixed with theater and symphony venues. Given that galleries may be currently difficult to support in Downtown, one possibility is to establish an arts incubator as an adaptive re-use project. While some funding would be required, such projects have succeeded and economic development funding is available for arts incubators.

## 2. Creating Housing In or Near Commercial Areas

Providing attractive urban housing and stabilizing neighborhoods adjacent to the core of Downtown is a particular concern for Montgomery. The addition of medium to high-density housing is an effective strategy for providing a base of consumer spending within walking distance of restaurants, retail, and services. It is also used in combination with office and employment centers to provide units near work for residents, lowering commutes and producing efficient shared parking arrangements.

According to the American Housing Survey by the Bureau of the Census, urban housing is being purchased by upper-income households, usually with two persons per household or fewer. These households are typically between 25 and 35 or over 45 years of age, and include a high percentage of households (as high as 50 percent) of females living alone. As a large number of households is in the age range over 45, they have built equity that allows the purchase of high quality units. This type of development is dependent upon high ame-

nity value— people choose to be in the proximity of arts facilities, downtown retail and services, nearby work locations, an active entertainment district that includes restaurants, a walkable environment that has high levels of evening use, and access to transit.

People are willing to pay for the freedom and excitement of urban living. Montgomery has only some of the necessary characteristics to sustain this sort of housing currently. The Downtown Plan is aimed at providing the amenities for which people trade larger, suburban style development. Development of this sort requires a combination of housing with an amenity-rich environment that has the critical mass to create its own sense of place. In Downtown, there are opportunity sites for adaptive re-use on a scale sufficient to create development with its own sense of place as well as a market to support such development. There are also scattered vacant sites in Downtown on which new housing could be created.



## 3. Creating Destination Retail Main Street Areas With Entertainment

The Downtown Plan calls for creating a retail destination on Dexter Avenue. Destination retail/entertainment developments create a pedestrian environment reached by automobile from the region and accessible to pedestrians from the local market. They are a variation of a typical shopping mall, but include entertainment uses to create an evening hours draw for customers. These centers of retail activity range in size from 70,000 square feet to over 600,000 square feet.<sup>8</sup> At the lower end of the scale, they include community amenities such as public plazas that are used for public functions including parades, high school graduations, and even weddings. Larger developments typically include multiplex theaters along with nightclubs and restaurants.

These destinations appear to be dependent upon strong retail spending demographics and appeal to the need for public facilities and gathering places. This trend has been taken up by the major retailing investment trusts because of its ability to draw from a wide radius. Federal Realty is actively pursuing the creation of destination “Main Street” style development because of the perceived public interest in authentic,<sup>9</sup> public retail districts. These retail districts may be anchored by smaller versions of national chain stores but also contain local unique businesses. The inclusion of long-standing local businesses adds a quality to the retail mix that cannot be duplicated elsewhere.

<sup>8</sup> Plaza Del Mar, in Del Mar, California has approximately 70,000 square feet of retail over structured parking. The project is located along State Highway 1. The center of the development is a platform that is used as a pedestrian plaza. It was so successful that the developer sold a one-third share three years after development for more than his initial equity in the entire project.

<sup>9</sup> By “authentic” it is meant a district that has public access and amenities as opposed to the closed commercial environment provided by malls.



Dexter Avenue, existing conditions

Successful retail destination development relies upon the creation of a sense of community, with attractive pedestrian ways, public space and plazas, outdoor café seating, distinct façade design for each storefront and a mix of local businesses and chain anchors. They have more restaurants than is typical, along with higher proportions of leisure activity retail such as bookstores, electronics and video, and children’s stores. These developments have been done with and without structured parking. According to the Urban Land Institute, well-planned retail destination centers draw from a radius of 30 miles despite their small size, in comparison to the typical 15-mile market radius for a regional mall.

Financing for destination retail can be more complicated than a standard development because the projects themselves tend to involve higher up-front costs for infrastructure and amenities. Parking cost can be a particular problem. If structured parking becomes necessary to assure the ability to provide access to support sales and a wider choice of retail businesses at one location, costs can rise dramatically.

Parking is an issue for any type of retail development. Destination developments in city centers



rely in part on adjoining parking that is used by office workers during the day, and thus the project does not need to provide all of its parking as part of the development. Creating a parking management strategy in Downtown Montgomery will go far in enabling a retail destination. The city has already been pro-active on the issue of parking—what is necessary is carefully choosing locations and developing a management strategy that will help implement the Downtown Plan.

The advantage of creating a “destination” in the Downtown is the ability to draw from a wide area. Montgomery is expected by 2011 to have market support for around 175,000 square feet of new retail. If configured with existing successful local retailers there will be enough to act as a destination. The difficulty will be in competing with the local freeway-oriented malls outside of town. These malls have consistent hours, convenient parking, well-kept storefronts, continuous storefronts without deadening gaps, safety, night-time hours, and an aggregation of shops and services that are planned to offer the most utility possible to customers. In order to compete, Montgomery’s Downtown may need to adopt some of the aspects of management practices that make malls work well.

## National Trends and the Retail Core on Dexter Avenue

The Downtown Plan recommends a main street style retail core on Dexter Avenue. The team’s research on retail main streets reveals that successful main street commercial areas tend to:

- be comprised of 800 to 1,200 linear feet of continuous shops and services (a reasonable walking distance);
- have reasonable crossing distances for pedestrians (usually less than 60 feet)
- have retail on both sides of the street;
- have enough housing or employment within a five minute drive to yield up to 60 percent of the needed support for retail and services;
- have continuous building frontage without breaks for large parking lots or drive-through facilities; and,
- have a mix of retail and services that foster activity at night as well as during the day.

Main street style mixed-use often offers the opportunity to provide a transition between busy streets and existing or potential neighborhoods adjoining them. Mixed-use development where retail, office and housing are combined either vertically or horizontally is feasible where there is a market for retail and an unsatisfied demand for moderate density units or multi-family units. Mixed-use development can offer an opportunity to create ownership opportunities for one and two person households at moderate pricing.

Because Dexter Avenue is historically a main street for the region, not just for the local market, it shares the characteristics of a destination retail center. The design parameters of main streets tell us that for this destination to be successful it does not need to be a mega-mall—with the authenticity and history of Dexter Avenue, a well crafted four block redevelopment will be sufficient to act as a destination that can help to change perceptions of the Downtown and spur future development.



#### 4. Creating New Office and Retail/ Mixed-Use Districts

Office employment is one of the primary components of a healthy downtown and helps to support hotels, retail, and restaurants in the area. Office development has been used in conjunction with all of the types of redevelopment outlined. New office users are looking for amenities along with an aggregation of businesses of their type. In redevelopment, office is primarily used as a component of mixed-use retail projects, but is a vital part of the mix. Retail businesses need ground floor space, so office can help to intensify land-use and economic feasibility by making upper floors useful. At the same time, office development can be balanced with what is termed “24-hour” uses (movie theaters, restaurants, late-night cafes, shops and bookstores with long hours) because the parking can be shared after office tenants leave for the day.

One of the major trends of the last 15 years has been the reversal of suburban and downtown office markets. Economic expansion in the late 1980’s and early 1990’s shifted office markets to suburban locations. Starting in 1996, suburban completion rates were more than twice those of downtown areas. According to Torto Wheaton (a national economic projection firm) completion rates from 2000 to 2005 in downtowns are expected to be relatively stable between 1 percent and 1 1/2 percent, while the expected rate of completions for the suburban areas varies from 1 1/2 percent to 2 1/2 percent over the same time period. Since 1991, suburban office investment returns have matched or exceeded the returns for downtown office despite the fact that downtown rents are typically at a premium.

The move of office to the suburbs seeks to capitalize the cost of commute times by employees. This trend is offset in the downtown by the advantages of information flow that result from aggregation

near other businesses of the same type. Businesses that innovate will tend to be near other businesses that innovate. For instance, high-tech businesses will cluster near other high-tech businesses in relatively close proximity. This can occur in either large or small cities. The advantage for smaller cities is a lower housing cost and lower commute time.<sup>9</sup>

According to the Urban Land Institute, the increasing use of computers and technology and their effect on all office users has resulted in different requirements for office than in the past. Office users now need wiring and mechanical systems far more extensive than those found in older buildings, including:<sup>10</sup>

- wiring for local area networks,
- cable networks,
- satellite communications,
- wide area networks,
- high-quality electrical supplies with filtered current and surge protection, and,
- enough electrical outlets to allow the free movement of partitions and office groups.

The needs of modern users dictate either renovation of existing space or development of new space. Typical floor plates to allow open offices are 10,000 square feet of usable area, but smaller sizes have been seen in areas supporting start-up businesses. Renovation of existing buildings depends upon floor-to-floor heights, the cost of, and ability, to retrofit mechanical systems, the size of structural bays on each floor, and other factors that must be evaluated for each building.

<sup>9</sup> U.S. Congress, Office of Technology Assessment, *The Technological Restructuring of Metropolitan America*, September 1995.

<sup>10</sup> Peiser, Richard, and Mouchly, Ehud. “*The Impact of Technology*,” Urban Land Tech Trends Supplement, October 1999.

The need for flexibility and for extensive electrical system requirements applies to back-office uses as well as tech businesses and start-ups. Back office uses are the sort of administrative work necessary to keep a business running (including data processing and other operations functions) but not part of the functions of a headquarters office. Back-office processing of data and administrative work relies on electronic connections to distant headquarters. Headquarter locations are also sometimes chosen by managing executives (Microsoft in Redmond, WA for instance).



Traditional office space Downtown

Another aspect of the changing office market is that tenants are looking for nearby amenities. In its 1999 report on office trends, ULI noted that new office users wanted access to restaurants, cafes that may be open late, banks or ATM facilities, and an attractive location. For this reason, there have been developers successfully locating new office in mixed-use projects that create a lively retail environment at the same time.<sup>11</sup> The desire to be adjacent to amenities indicates a willingness to shift to “cool” downtown locations that incorporate these amenities.

Research by Urban Advisors has revealed that there are new industrial users who are moving to areas and buildings that offer downtown amenities and do not need or desire typical industrial neighborhoods. Because a great deal of actual manufacturing is now outsourced, many businesses in industrial categories are actually idea factories that use office space and desire all the amenities that other office users appreciate. These types of businesses could be recruited to Downtown, and the State of Alabama offers incentives for their establishment since they are in industrial categories.

While Montgomery is already a business center, recommendations about activating the first floor with retail and parking management to encourage evening uses are applicable. Much of the building stock in Downtown Montgomery may be functionally obsolete in comparison to the needs of modern users. As part of an economic development plan, an inventory of buildings and their characteristics should be undertaken to determine the means and cost to bring them up to date, and a plan formed

<sup>11</sup> One such example in Alabama is the Bridgestreet project in Huntsville. It includes high-end retail with office and residential development.

for providing funding grants and low-interest loans to perform updates. Where buildings are found to be obsolete, adaptive re-use should be considered. It should be noted that updated historic buildings, when structurally sound, can offer excellent development opportunities because they often have qualities that are impossible to afford in modern construction. These qualities in an updated building often lead to rents that are very favorable when combined with historic tax credits and other funding mechanisms.

### **Retail Mixed-Use**

While for many cities mixed-use development is a new trend, Montgomery has a history of successful development incorporating retail and office uses together in historic structures of high quality. Considering mixed-use development in Downtown reinforces the historic character of its past development patterns and emphasizes Downtown’s difference from the low-rise construction seen in suburban strip malls.

Mixed-use development is the juxtaposition of different land uses in a single building or on a single site in a way that is hoped to be mutually beneficial to each use, and to the surrounding community. Mixed-use can be horizontal or vertical. Horizontal mixed-use is the combination of different uses next to each other. Vertical mixed-use is the combination of uses within single structures such as the original structures lining Commerce Street or Dexter Avenue. Mixed-use projects need not be high-rise development, and can be accomplished at scales appropriate to the contexts.

Many mixed-use projects combine residential with retail or employment uses. The factors that drive



residential mixed-use are proximity to amenities and convenience in commuting and access to services. As residential density rises, residents trade private outdoor space for public amenities such as restaurants, retail and services, and employment within walking distance. Amenities make the residential units easier to rent or sell, and the proximity of customers supports the commercial, retail, and services. The additional local retail and services can be a benefit to the surrounding neighborhoods.

During the last fifteen years, many successful mixed-use projects have been built. The lessons from these projects indicate some fundamental steps in the conceptualizing and building of mixed-use development. Successful mixed-use depends on development team experience (including the experience of the contractors available), financial capability, careful market assessment of each product, realistic financial assessment during the project concept phase, a supportive regulatory environment, and a supportive neighborhood. Vertical mixed-use is more difficult to accomplish than horizontal mixed-use.



Montgomery has the developer capacity to allow such projects, but a major stumbling block is the City's current land development regulations. The recent adoption of the SmartCode and the application of the SmartCode to Downtown as proposed in this plan, will provide the supportive regulatory environment necessary for mixed-use development to succeed. In addition, the city should adopt the International Existing Building Code to allow economically feasible redevelopment of existing and historic structures. Flexibility in specified use allows developers to respond to the market while maintaining the intent of mixed-use— to produce a high-amenity, livable urban environment. Part of that environment of livability is maintained through careful physical design to achieve compatibility with established neighborhoods, and to mitigate the effects of a higher intensity of development.

The SmartCode, as applied to Downtown, has the flexibility needed to allow developers to respond to the market and easily understandable design direction to assure compatibility with surrounding historic buildings and neighborhoods. By offer-



ing clear requirements and expedited approvals, the SmartCode will allow the market to respond to opportunities quickly, unleashing the ability of developers to assist the city in its process of revitalizing Downtown.

Vertical residential/commercial mixed-use development does appeal to a market that supports its construction. Even so, pioneering projects may require incentives, either regulatory or financial to lower perceived risk. On the other hand, mixed-use retail and office is a more-or-less standard product in Downtown Montgomery. Public-private partnerships can leverage economic development funding mechanisms to help provide needed credit enhancements for pioneering projects.

The upshot is that implementing mixed-use in Downtown will depend upon public participation in a downtown-wide development strategy aimed at bolstering the local markets for all categories of real estate. The Downtown Plan offers this strategy in physical form and codifies it in the implementation of the SmartCode.



## 5. Providing Open Space Improvements

Because of their beneficial economic impact, parks and open space should be planned as part of the structure of the renewed Downtown Montgomery. Park and open space amenities can help act as a catalyst for positive change in urban environments. A historical example is Central Park in New York City where real estate values in the area around the park increased by nine times after its construction. Parks and open space also act as a magnet for visitors and increase positive perceptions of the urban areas in which they are located.

The effect of the open space is called an “externality.” An externality is an effect that a particular land use has upon its surroundings. A negative externality is one where an undesirable land use lowers the value of adjoining properties. Well-conceived parks and open space are a positive externality and confer value on the properties surrounding them. Proximity to attractive natural features or panoramic views is acknowledged as a factor in the value of housing units. For the reasons above, parks are included in the Downtown Plan as an integral part of the economic strategy for implementation.

## ELEMENTS OF A SUCCESSFUL DOWNTOWN: AN EVALUATION

In reviewing previous examples of successful downtown redevelopment, Urban Advisors has compiled a list of the characteristics that define vibrant downtowns. Montgomery has many of these attributes, but continuing work is needed on others.

### **A Mix Of Uses And A Diversified Tax Base**

Downtown does have a diversified tax base, but is lacking in retail sales and services for residents. There is a need to provide more for residents in the Downtown study area. The difficulty is that the study area demographics do little to reassure potential business owners, despite the presence of a large base of Downtown workers during the day. As a result, Downtown is lacking in the sort of retail and services that would convince prospective residents or businesses to select it as a location.

### **A Secure Environment**

Downtown is perceived as being unsafe. This perception is likely a leftover from times past. Recent police statistics show that there is not a crime problem Downtown. This perception of an un-safe Downtown must be countered through pro-active marketing to encourage visitors from the region who may have outdated perceptions.

### **Mass Transit**

Montgomery currently has a bus system and there are plans to re-introduce an electric trolley Downtown. Fixed-route transit has a positive effect on surrounding development values. Studies of transit oriented development have found that people will pay more to live near or have a business near transit—even if they do not use it. The Lightning Route should be brought back to balance transportation choices Downtown and to serve as an economic development initiative.



### **A Mix Of Downtown Housing Types**

Downtown lacks a diversity of housing choices, but is improving. The units that used to be in the old rail warehouses at the baseball park are an example that illustrates the potential popularity of housing in the Downtown. To bring new residents, the types will need to be more varied— lofts, townhouses, and urban detached single-family houses will need to be included.

### **An Identifiable Retail Core**

Revitalizing Downtown will require an identifiable urban downtown retail core that can appeal to residents, tourists, and regional visitors. In addition, the centers of the neighborhoods need to be reinforced with new retail and service uses to attract new residents and improve the quality of life for existing residents.

### **Entertainment**

Major strides have been made in providing entertainment Downtown. The Biscuits' Riverwalk Stadium, the Riverfront Park and Amphitheatre,

and the success of restaurants and pubs all provide entertainment opportunities Downtown. These places are a start, but more work is necessary. The city should consider a Downtown Arts District allied with Troy University and should continue to attract and encourage entertainment and urban residences in the Warehouse District.

### **Class A Office**

Downtown has Class A office but needs more to support hotels and retail and service uses. RSA has been a significant player and is planning to add more office space to Downtown. This new office space, even though the market is soft, will help to aggregate employment in the Downtown, an already strong employment environment. The Downtown Plan provides a series of amenities to improve the environment for employees Downtown.



### **Civic and Cultural Uses**

Downtown is the civic center of the region and the State of Alabama. The city should continue to enhance its civic institutions and cultural facilities, and continue promotional efforts to bring more people Downtown. The creation of an Arts District centered around Troy University would complement nearby civic and cultural amenities and add to the Downtown.

### **Historic Assets**

Montgomery is one of the most historic cities in the United States, but this history and its significance is not evident to the casual visitor. Organization of Montgomery's historic assets would help tourism and provide regional residents with a clear path to experience their heritage, resulting in more trips to Downtown. A walking trail marked and defined for those interested in history would be a significant asset. As an example, the Freedom Trail in Boston draws visitors from around the world to see the Old North Church, the site of the Continental Congress, and the site of the Battle of Bunker Hill. Montgomery's



history is no less significant, embodying major events of the Civil War and the birth of the Civil Rights Movement. Organization would include working with historic sites to offer specific times when sites are open to the public, and providing a docent program to assure that visitors are escorted through these sites and learn their true significance.

### **Hotels**

Montgomery has hotels (particularly with the new convention center and hotel complex) to meet the current needs of visitors and business travelers.

### **Managed, Efficient, Convenient Parking**

Downtown has a great deal of parking, but much of it is not managed for sharing between office and retail uses, and thus it is not efficient for surrounding business or convenient for downtown visitors. The Downtown Plan addresses parking through physical design, but the development of a management plan between the city and its Downtown owners and businesses is essential.



### **A Walkable Environment**

Downtown Montgomery does not currently present a complete walkable environment. The riverfront projects, the Riverwalk Stadium, and a host of historical assets, including the Capitol and its grounds, express the aspirations of a proud city—sadly, the environment for walking fails to match them. All Downtown streets should become great, walkable streets. Walkable streets will help to create a first-class environment that will encourage visitor and residents alike to experience this unique city block by block. Needless to say, this happens to be very good economically for small shops, and attractive to businesses and visitors alike.

## ISSUES AFFECTING STUDY AREA NEIGHBORHOODS

There are a series of neighborhoods connected to the Downtown with their own issues associated with revitalization. Because many Downtown residents are of limited means, financial issues hamper neighborhood rehabilitation efforts. One of the more pressing issues is in the method of appraisals for renovating neighborhood housing (commercial properties are evaluated differently). There is beautiful housing stock in the neighborhoods around the Downtown, but it can only be renovated now by those who have sufficient capital to pay for the construction outside of conventional housing loan guidelines.

Housing loans are currently determined through an appraisal process that looks at comparable properties. This is a difficult process for residents who wish to renovate; if the houses on either side are low in value, the loan allowed will reflect those values even though the improvements upgrade the unit to an entirely different quality. What this means in practice is that a family with high income can renovate based upon their income, but a low-income family cannot. As change continues in the Downtown, these areas

may become more desirable to young families, but only high-income families will be able to afford to renovate livable units.

To preserve and revive neighborhoods while limiting gentrification, it is essential that a mechanism to address appraisal guidelines be undertaken to reflect created value. Appraisals based on created value examine the potential for changes of values in the area, rather than just an evaluation of the existing conditions. To achieve such change, it will be necessary to offer appraisers and lenders a study with practical and believable examples demonstrating the potential for change based upon implementation of the Downtown Plan so that they have a rational basis to support a different value structure.

In addition to appraisal difficulties, discussions with local community developers indicate that training residents in obtaining and maintaining credit is necessary. Education on lending, including predatory lending is also necessary for many area households, particularly as the market changes. In other cities where change has begun,

older residents have found themselves offered financing with reverse mortgages, contractor-tied equity loans for home rehabilitations, and other financial instruments that they often do not fully understand and can sometimes result in the loss of their homes.

Additional information on revamping the appraisal process, as well as other neighborhood revitalization strategies, can be found in Chapter 7.





# implementation strategy 7

The vision for Downtown has been documented in the preceding chapters of this report through plans, illustrations, and text. This chapter identifies the necessary steps for realizing the place depicted in the imagery, transforming the community vision into a built reality. The following steps address policy recommendations, regulatory changes, public-private partnerships, neighborhood revitalization mechanisms, economic development goals, and funding options.

## **POLICY RECOMMENDATIONS AND REGULATORY CHANGES**

### **1. Adopt the Downtown Plan**

The City of Montgomery should adopt the Downtown Montgomery Plan, giving the plan official standing. Adopting the plan sends an important message to property owners and residents that the political decision makers support the plan.

### **2. Adopt the Transect Map for Downtown**

The City's Zoning Ordinance should be amended to include a Transect Map for Downtown that will guide the appropriate redevelopment of the area. Amendments to the Montgomery SmartCode and the Transect Map for Downtown are included in Appendix A.

### **3. Adopt the International Existing Building Code**

The International Existing Building Code (IEBC) will solve many difficulties faced by owners of older properties who wish to renovate for adaptive re-use. Imposing current code standards on old buildings can present difficulties that require fundamental redesign of older structures, and often results in a loss of historic quality as well as producing costs that make renovation infeasible.

The IEBC resolves many of these issues without compromising public safety. The City should adopt the International Existing Building Code as part of its building code.

### **4. Appoint a Downtown Development Coordinator**

The city needs the capacity to inform businesses and citizens of available development and funding opportunities. Facilitating the implementation actions and providing support and organization for local businesses and neighbors will require a full-time position. As a professional Downtown promoter, the Downtown Coordinator should assist businesses with grant and loan applications, direct willing property owners to the resources needed for development, organize marketing campaigns, and administer programs as necessary. The person appointed should act as a facilitator, guiding projects through the approval process to ensure success.

### **5. Streamline Development Procedures & Approvals Process**

Part of attracting quality development consists of making the process of approvals transparent, responsible, and reasonably expeditious. This is typically done through appointing a lead person for each application to guide it through the process. It is recommended that the city undertake all appropriate methods for streamlining development procedures and the approvals process and that a Development Coordinator position be created to oversee the process and ensure that reforms are successful.

## **PLANNING STRATEGIES**

### **6. Confirm Physical and Regulatory Conditions**

The Downtown Plan was created with limited information and accuracy regarding rights-of-way, property lines, existing building locations, easements, utility limitations, and covenants tied to individual properties. As site-specific applications come forward and city improvements are undertaken, modifications will be necessary due to accurate surveys and specific site analysis. Part of the process of carrying out the Downtown Plan should involve regular updates to the City's GIS system with information on the physical conditions of individual properties as development occurs.

### **7. Conduct Annual Inventories of Land Uses**

An annual inventory of land use allows prospective developers and businesses to understand the supply and thus the need or demand for various land uses. The inventories should include housing, retail, office, industrial, and warehouse uses, among others. The inventories would show opportunities in the market as well as trends of current redevelopment. The city should conduct annual inventories of its land use using the GIS system, and make the results available on the city's website.

### **8. Develop an Infill Development Strategy**

A strategy should be developed to target vacant, under-utilized or "soft" properties that detract from the quality of Downtown. Vacant land and derelict buildings offer opportunities for change and redevelopment. In order to seize these opportunities it is necessary to inventory and map the locations of vacant land and derelict buildings and then target new users and promote the inventoried opportunities to new investors. The city can use its exten-



sive GIS system to begin to identify a list of properties that might benefit from infill development; this can be done as a part of the annual inventory of land use.

### **9. Establish a Parcel Assembly Program**

The city has the ability to consolidate parcels of land for the purposes of redevelopment and economic development. One strategy for encouraging new development is the identification of opportunity sites and the consolidation of parcels to allow development at a scale that offers feasibility to the type of use desired. Alternatively, the city could establish a land bank with funding from local business owners. The land bank would then use revolving funds to acquire and assemble key sites and solicit preferred development alternatives. It is suggested that the city and other economic development partners collaborate on the formation of a land bank to acquire key opportunity parcels in Downtown for preservation, new development, or green spaces. The city should use its GIS capability to identify opportunity sites.

### **10. Acquire Green Space**

The city should actively work to acquire properties for green space to further complete the green network Downtown. Properties to acquire include those with historic, scenic, wildlife, or recreational values, among others. The city should allocate money in its general fund and seek private sources to acquire land as depicted in the Illustrative Plan for additional trails, greens, and park space.

## **ECONOMIC DEVELOPMENT STRATEGY**

The primary strategy for Montgomery to recover its Downtown is to play to its strengths. Montgomery has attributes that are not available anywhere else in the region. Downtown has:

- authenticity and diversity;
- a compact, walkable downtown;
- unique cultural assets; and
- historic buildings and neighborhoods.

The current assets of the Downtown can be enhanced by providing a walkable environment, by managing parking, by providing a retail core adjacent to office and future housing, by aggressive marketing to likely industry sectors, by a pro-active use of the city GIS database to identify development opportunities, by assisting the private sector in obtaining funding, and by streamlining processes to encourage certainty and simplicity in approvals.

The challenges for Downtown are in a series of gaps— gaps between the needs and costs of owners and tenants, gaps in the urban fabric, gaps in perception of crime and the reality, difficulties in enjoying and experiencing Downtown’s assets, the scattered presentation of history and culture, and gaps in funding for preservation and stabilization of surrounding neighborhoods. Addressing these gaps is the goal of the economic development strategy for Downtown.

To begin closing the gaps Downtown, a set of achievable strategies has been formed based upon the strength of the market and community input.

- Add retail in the core: a goal of 175,000 square feet of retail
- Add office employment: a goal of 880,000 square feet of occupied office

- Rescue historic commercial buildings
- Partner to achieve success
- Pursue neighborhood revitalization
- Acquire blighted properties to enable redevelopment
- Manage parking

The current assets of the Downtown can be enhanced by providing a walkable environment, by managing parking, by providing a retail core adjacent to office and future housing, by aggressive marketing to likely industry sectors, by a pro-active use of the city GIS database to identify development opportunities, by assisting the private sector in obtaining funding, and by streamlining processes to encourage certainty and simplicity in approvals.

### **11. The Retail Strategy**

The retail strategy for Downtown relies upon capturing a sliver of the large amount of consumer spending in the region by creating a strong main street destination on Dexter Avenue. The original retail heart of the city, a revitalized Dexter Avenue should include at least three to four unbroken, coherent retail blocks with restaurants and uses that stay open at night, excellent pedestrian amenities, rehabilitated building façades, pedestrian lighting, and safe and convenient parking on-street and off-street.

This area must be within walking distance of employment and future housing units to encourage retail capture. Experience and past research reveal that a good retail destination requires over 70,000 square feet of retail combined with public amenities to be commercially viable. The three to four blocks of Dexter Avenue are in the range of 175,000 square feet, which would include retail along with some amount of services and retail ori-

ented office such as real estate or insurance brokerages. To achieve this district, the retail goal relies on capturing 1.4% of metropolitan area consumer spending by 2011.

## **12. The Office Strategy**

As noted in Chapter 6, Downtown has a current office inventory of 1.34 million square feet and over approximately 17,500 employees. This is a considerable asset, but the Downtown has suffered from perceptions that parking is more difficult than more suburban locations, that there may be crime, and from the inability of local developers to renovate space at rents acceptable to the current market. An aggressive program to assist in building renovation, and a marketing program based upon attracting those industries with high location quotients, should allow the city to capture a portion of the future market. Additionally, Downtown has been seen as the place for financial or professional offices. With the change in American industry and office it is feasible to extend the marketing efforts to businesses in industrial categories that are actually using technology and do not need manufacturing or fabrication space.

In order to capture new markets, rehabilitation of structures to modern electrical and communication standards is necessary. This will require some form of redevelopment funding. The State of Alabama has very good programs for industry and it is suggested that the location quotient chart in Appendix C be used to identify likely industrial categories that could fit into Downtown and be eligible for funding assistance. It is also suggested that the city coordinate an effort with private developers and funding entities and organizations to use New Market Tax Credits in the Downtown for rehabilitation and new construction to help offset development costs and thus lower leasing rates.

The goal for office Downtown is to add occupancy of approximately 800,000 square feet. Combined with current non-government office, this will result in occupied non-government space of approximately 1.5 million square feet. To accomplish this goal, it will require that Downtown capture an additional 3,200 employees. Given that regional employment may increase by as many as 19,000 employees, this is a feasible goal, and will result in approximately 20,000 employees Downtown. If retail and services were provided that are attractive to Downtown employees, and each employee spent \$3 per employment day for a year, this could add \$14.4 million to the Downtown market. If other opportunities for spending were available in categories such as apparel, the aggregate amounts would increase substantially.

## **13. Rescue Historic Commercial Buildings**

There are a series of actions that can be taken to encourage rehabilitation of historic commercial buildings. The first is to adopt the International Existing Building Code (IEBC). This will alleviate difficulties that occur when retrofitting old buildings to new code requirements. Under the current code, historic buildings being renovated are required to satisfy all modern building codes. This can result in excessive cost and often in a loss of the historic qualities that make the building unique. The IEBC strikes a balance between the need for building safety and historic preservation. The application of the IEBC can help to lower the cost of renovation, partially eliminating the gap between building cost and market lease rates.

Another initiative is one the city has already started; a façade improvement program. Currently the program is funded through the Small Business Administration. It is recommended that the city secure additional funding through the use of Com-

munity Development Block Grant (CDBG) funding. CDBG funding is used in many cities for construction loans and grants and design grants for façade renovation.

The city should also pursue the certified local government (CLG) designation granted by the Alabama Historical Commission. The Commission allocates federal matching fund grants that can be used to survey and register historic properties and to provide for education and preservation planning.

Actions should be taken to upgrade buildings to contributing status to receive Federal and State Historic Rehabilitation Tax Credits. In historic areas, buildings are defined as contributing or non-contributing. But there is a third class, buildings that could be contributing if they were improved. Montgomery has many such buildings that may need no more than façade improvements to qualify. The advantage is that if they are contributing, the building is eligible for historic tax credits at 20% of the improvement cost. If façade grants could upgrade a building to contributing status, the market and historic tax credits might be able to finance further development so that the building is contributing financially to the community as well as historically.

While federal tax credits are available only for commercial structures, Alabama Trust for Historic Preservation is lobbying for legislation to support a program for the renovation of historic residential properties. The program would support rehabilitation efforts of designated historic properties through tax credits. To enable the use of these credits, it is suggested that the city identify historic zones and inventory the structures so that these credits may be used to renovate older units. This

would help address the gap between appraisal and cost that currently exists.

#### **14. Parking**

The parking systems within Downtown Montgomery can be optimized with a combination of management and partnerships.

Regarding the type of parking to be provided, on-street, parallel parking is the most pedestrian-friendly form of downtown parking. It provides direct access to the adjacent commercial establishments and provides a traffic calming effect on urban streets. Surface parking lots, while they provide low cost vehicle storage, are detrimental to the walkability of Downtown streets. The long-term goal of Downtown development should be to transform all sizable surface lots to structured parking with liner buildings.

Parking management and the provision of structured parking is necessary in order to have businesses without parking lots between them. In addition, employees often consume uses available surface and street parking near businesses, thus precluding use by customers and creating the impression that going Downtown is somehow more difficult than a trip to the mall. Many businesses, however, might have difficulty affording the cost of structured parking. One of the projects to be undertaken by the city, therefore, is the provision of shared structured parking. By the use of shared parking and parking demand management agreements, the cost of providing parking Downtown can be substantially reduced for all of the participating parties.

The city should identify sites for shared parking and meet with property owners and businesses to set the terms of use. Demand management agreements can be negotiated to determine the end cost to employers for employee spaces.

#### **15. Utilize Databases and GIS**

Provided in Appendix C is a list of industries in Montgomery by location quotient. Location quotient is the ratio of businesses in Montgomery compared to the national average. For any industry a value of one means that the local aggregation is average. A value over one means that Montgomery has more than the average, a value less than one means that Montgomery has fewer than average employees in that category. The reason this is important is that businesses tend to locate near other businesses that are doing similar things. They trade employees and information and generate their own employment pool.

#### **16. Create a Small Business Investment Company**

Currently, it can cost more to renovate a historic building or build a new structure than tenants are willing to pay. It is suggested that two mechanisms of funding be pursued to address this gap and one regulatory action. For funding, the use of New Market Tax Credits for building owners would lower costs for willing owners of older buildings and developers of new buildings. At the same time, it may be necessary to find a way to lower risk for new businesses who wish to occupy space. One option is to create a Small Business Investment Company (SBIC). SBIC's are essentially venture capital companies that operate for small businesses. They offer capital for businesses and technical assistance. SBIC's are formed by local investors, which could be any combination of private individuals or other entities including non-profits, with the requirement of \$5 million in start-up funding. The Small Business Administration matches the start-up funding two-to-one, yielding a development fund of \$15 million. The funding is typically loaned to businesses in a geographic area, industry category or market segment of interest to the investors.

### **NEIGHBORHOOD REVITALIZATION**

A coordinated plan using multiple sources of funding and loan guarantees will be necessary to revitalize neighborhoods while maintaining their diversity.

#### **17. Acquire Blighted Properties to Enable Redevelopment**

The city needs to establish a mechanism to clear title and transfer ownership of blighted properties to CDC's. The usual technique is condemnation or the use of eminent domain. While these are useful in the right situation, they are also politically less palatable than other solutions.

One mechanism used elsewhere is a Community Land Bank. Land Bank property acquisition can be a tool for friendly acquisition of properties that are impeding district or neighborhood renovation efforts, or properties with title discrepancies. For properties with absentee owners this is more effective than code enforcement as an avenue for change. Through this process the city acquires the property, clears the title if necessary, and sells the property to appropriate entities for redevelopment. This can act to facilitate neighborhood redevelopment by CDC's who sometimes encounter problems with acquiring properties for rehabilitation. To that end, a process should be determined for distributing land from the city to certified CDC's for rehabilitation or redevelopment.

Non-profit land banks as a redevelopment vehicle can accept combinations of private and public funding as long as the stated purpose is public benefit rather than private profit.

## 18. Code Enforcement

Because of the nature of property law it is difficult to change the practices of property owners through the enforcement of code violations. Local organizations and Community Development Corporations (CDC's) should be recruited to work closely with the city to identify and report code violations. This effort should be coordinated with housing rehabilitation for the elderly who may need assistance or the potential for land bank acquisition.

## 19. Change Appraisal Guidelines

There is a pressing need to change appraisal guidelines to allow rehabilitation of housing in distressed neighborhoods. It is difficult for renovated properties to achieve appraisals equal to their improved value because appraisers are told to look only at "comparable" properties in the area, effectively putting an artificial cap on prices in the neighborhood. An appraisal method which took into account area redevelopment plans would yield different results. While the use of comparables shields banks from risk, it also prevents lending on genuinely improved properties. This risk can be removed if Fannie Mae will agree to different appraisal guidelines for community investment areas.

Several strategies should be employed to provide mortgages for renovated property at market value. The CDC's and city must meet with the appraisers, local lenders and local Fannie Mae representatives to develop a plan for removing this obstacle to financing, particularly for owner-occupied housing units. The CDC's and the city should be prepared to offer a certification program for renovated properties that have completed full utility improvements, which can be substantiated by the construction permits and inspections.

## 20. Establish a Rent-to-Own Program

Another opportunity for assisting in neighborhood revitalization is to help fund rent-to-own, infill houses in Downtown neighborhoods. The city has a down-payment program for first-time homebuyers that could be used to assist credit challenged buyers in a rent-to-own format, allowing local Community Development Corporations to place families in high quality housing while lowering risk. The tenants would pay on a five-year lease, at the end of which the down payment assistance and the equity built through the rent-to-own lease would contribute to the permanent mortgage, lowering the risk for local lenders.

## 21. Neighborhood Plans

Because all areas of Montgomery are part of the primary market for sustaining and adding new retail in Downtown, it is critical to create specific plans to preserve and enhance the areas surrounding Downtown. Funding for neighborhood planning is available through the U.S. Department of Housing and Urban Development (HUD). A similar planning effort as the Downtown Plan should be applied to the neighborhoods adjacent to Downtown. In particular, a detailed physical plan and economic development strategy should be created for West Montgomery.



## ORGANIZATIONS AND PUBLIC-PRIVATE PARTNERSHIPS

### 22. Partner to Achieve Success

The city, CDC's, faith based organizations, community representatives, Montgomery Area Chamber of Commerce, Riverfront Development Foundation, funding agencies, and others should partner to form a detailed action plan for Downtown.

The community-supported action plan would help to continue the momentum of the Downtown Plan. The plan will provide a sustained community mandate for necessary city actions based on the implementation strategy set forth in the Downtown Plan, and will allocate implementation tasks to community organizations and individuals. The action plan should serve as a pact between all community participants to coordinate activities and designate responsibilities.

The action plan should begin with an evaluation of the current capacity of all of the partner organizations, including the city. It should enumerate the tasks listed in the implementation actions. Tasks should be designated to members, together with a time line and determination of required resources.

Other opportunities for partnerships exist between Downtown property owners, developers, and the city. Many property owners in Downtown are not developers, and have neither the knowledge nor the appetite for risk that is required in development. Through its GIS system the city can identify properties that are a priority for development and start a process to connect these property owners with developers, legal assistance, and impartial financial expertise that will encourage appropriate development to the benefit of all parties. To do this, the city will need to have an employee who

understands historic property issues and development issues, and can act as an ombudsman to usher projects through approvals. The downtown development coordinator should be appointed to manage such efforts. The position would also be a liaison to groups including the Chamber of Commerce and the Riverfront Foundation to assist in their coordinated efforts to improve Downtown.

### **23. Partner with Community Development Corporations (CDCs) & Churches**

Another chance for successful partnerships is for the city to work actively with local community development entities, including the very strong base of churches. Local churches are more than structures—they are critical in communicating with, and activating the Downtown community, and are one of the most effective groups for engendering positive change. Downtown churches have a long history in providing community services and many have expressed a willing interest in assisting in the renovation of existing housing and the creation of new housing.

With city assistance in design, construction, and code compliance, the local churches could organize several initiatives to aid in the renovation of neighborhoods such as Five Points. One example to consider is the Service Over Self program in Memphis, Tennessee, a faith based initiative that renovates close to 40 units per year while teaching young community members construction techniques. Service Over Self is funded through Community Development Block Grants. Another means is to assist local churches and CDC's to partner with banks which may need to meet Community Reinvestment Act obligations in forming a local Community Development Financial Institution that could provide funding outside of the usual market rate appraisal process. The goal is to create access

to quality affordable housing for current community residents and at the same time eventually provide enough upgraded housing units to provide comparables that will allow the market to work without assistance.

### **24. Organize a Council of Community Development Corporations (CDCs)**

The community and city should organize a council of Community Development Corporations (CDCs) with representatives from funding agencies to coordinate redevelopment efforts in the area neighborhoods. CDCs active in Downtown are already working to stabilize the neighborhoods through targeted housing rehabilitation and infill. The Downtown Plan identifies numerous areas where projects could be undertaken by CDC's. Through a local CDC Council, and in cooperation with the city, the organizations should form a coordinated strategy for housing redevelopment. To this end, the organizations should evaluate their current capacity and work on building appropriate internal resources to accomplish identified future projects.

### **25. Educate New Homeowners**

There is a need for education for new homeowners. Programs exist that can assist residents in area neighborhoods and can be made available to potential buyers. FannieMae can assist with such efforts and has programs for education. Workshops could be publicized and hosted through the local churches for interested residents. The relatively inexpensive housing in this area makes it affordable for less affluent first-time homeowners. Providing these potential buyers with education and resources can assist them in making the leap from renter to owner.

## **FUNDING MECHANISMS**

To achieve the goals of the Downtown Montgomery Plan, funding will be necessary. Public funding mechanisms for redevelopment include grants from public and private sources, general obligation bonds approved by the public, donations, and general fund expenditures. Funding assistance for private development and economic development includes New Market Tax Credits, Historic Tax Credits, federal matching funds for Small Business Investment Corporations, federal funding to assist local Community Development Corporations, revolving loan funds set up by local financing institutions for redevelopment and business creation (to help satisfy Community Reinvestment Act obligations), and, last but by no means least, standard financing for market rate development.

### **26. Façade Improvement Programs**

Façade improvement programs can be funded through the CDBG program. Typical façade improvement programs offer design assistance coupled with grants or low interest loans for construction that are matched by the building owner. The city already has a program for façade improvements, but the current funding structure involves the city in the construction process. Many building owners prefer to control their own construction projects; a switch to CDBG funding will allow this flexibility while maintaining city oversight of quality.

### **27. Employment Retention Funding**

Employment retention funding can be funded through CDBG funding or using HUD Section 108 funding. In Portland, Oregon the employment retention program allows funding to employers for construction of \$50,000 per employee retained and has no payments for the first five years. At the end of five years, if the business leaves downtown, the

loan must be paid, otherwise if continued occupation is guaranteed the loan is forgiven. This is a powerful incentive that relies upon partnership between the city and employers.

## **28. Revolving Funds**

A Revolving Fund is a low-interest financing pool set up by local lenders acting together to meet Community Reinvestment Act (CRA) obligations. The funds are not grants; borrowers are expected to pay back the loans to finance future loans. The fund can have its own investment criteria regarding the type of lending that will be underwritten. In addition to meeting CRA obligations, revolving funds also generate customer loyalty to participating institutions and serve to keep local money from interest payments and administration costs in local circulation. The city should work with banks needing to satisfy Community Reinvestment Act (CRA) compliance, local CDC's, non-profit organizations in the Downtown, and churches to create a revolving loan fund to address the funding gaps that result from the market based appraisal process in Downtown neighborhoods.

## **29. Tax Credits**

Tax credits can be very powerful funding incentives for private development. There are three basic credits available now that have application in redevelopment: New Market Tax Credits; Federal Historic Rehabilitation tax credit; and Low-Income Housing Tax credits. The rules for tax credit investment are laid out in the U.S. Internal Revenue Code. Tax credits allow a dollar for dollar reduction in tax (not income) and thus are of use to anyone with a need for tax reduction. Tax credits are often sold (securitized) to investors, allowing non-profits and project owners unable to use them to gain funding for construction and other allowable project costs.

### *New Market Tax Credits*

The entire Downtown study area has been defined by the U.S. Department of Housing and Urban Development (HUD) as eligible for New Market Tax Credits. These tax credits assist small developers and building owners because they can be sold (or syndicated) to investors who can use them. They also assist larger developers who can use the credits directly. These tax credits can bridge the current gap between the cost of construction and the lease rates available to support construction. It is suggested that the city assist in efforts to create the Community Development Financial Institution (CDFI) that is necessary to secure these credits for use Downtown. The Riverfront Foundation is in the process of applying to become a CDFI. If they succeed, the results for Downtown could be profound.

New market tax credits can also be used for housing in the study area. When combined with HUD loan guarantees, new market tax credits can assist developers while HUD guarantees can lower the risk of local banks in issuing permanent loans.

### *Low-Income Housing Tax Credits*

Low-Income Housing Tax Credits (LIHTC's) can be used for providing housing to households at or below 60% of median income and provide either 4% or 8% credits. The median household income by household size is calculated every year by the U.S. Department of Housing and Urban Development. It is not necessary for all units in a building to be affordable to receive the tax credit; the credit applies only to those units that are eligible. To receive the credit, the units must be kept affordable for fifteen years to receive ten years of tax credits.

### *State Historic Preservation Tax Credits*

The Alabama Historical Commission is sponsoring legislation that would make tax credit available for the rehabilitation of historic properties. The City of Montgomery should support the Alabama Trust for Historic Preservation in this effort. The State Historic Rehabilitation Tax Credits would require that a property be listed on the National Register of Historic Places, either individually or as a contributing property in a historic district. The Rehabilitation Tax Credits would allow dollar-for-dollar reductions in income tax liability for taxpayers who rehabilitate historic buildings. The Alabama Historic Preservation Tax Credits, would include both income-producing and non-income-producing properties. The amount of the credit is based on total rehabilitation costs. The state credit would be 20% for rehabilitating an income-producing historic property or for rehabilitating residential historic properties. Rehabilitation must be substantial; expenses must exceed \$25,000 within a 24-month period. In the case of a historic house located in a HUD target area, a 25% state tax credit would be available. The maximum credit for a residential rehabilitation would be \$30,000 per dwelling unit. In some cases, taxpayers could qualify under both the state and federal programs, allowing them to claim credits of 40% of their eligible rehabilitation expenses.

### *Federal Historic Rehabilitation Tax Credits*

Federal Historic Rehabilitation Tax Credits require that the project be in a historic district as a contributing structure or that the structure is listed on the National Register of Historic Places. Rehabilitation tax credits can be applied to 20% of eligible project costs. There is also a 10% federal rehab tax credit for buildings constructed before 1936 that are not certified as historic—commercial use only (rental residential is not allowed in this case).



616 Clayton Street, before

Historic rehabilitation tax credits and LIHTC's can be applied on the same project.

An information program to familiarize developers and property owners with tax credit opportunities should be undertaken by the city. This could be performed effectively as an addition to the city's website, which is already an excellent resource. Elements would include explanations of the credits, links to credit websites, and downloadable information and application forms. Pro forma templates for calculating tax credits would also be useful for those not familiar with credits.

### 30. Community Redevelopment Area Funding

Community Redevelopment Area (CRA) funding is not currently available to the city. The enabling legislation from Congress limits the funding to the original applicants. It may be a long shot, but if there is any way for the city to effectively lobby for extending this funding to the Downtown study area, a powerful incentive program would be created. CRA funding allows a builder in the CRA to deduct half of the cost of redevelopment over one year or the entire cost over ten years. This funding



616 Clayton Street, after

is up for reauthorization by Congress and few believe that new areas will be allowed, but an effort by the city and the State of Alabama might have an effect on this process. This is one of the most powerful incentives for revitalization ever introduced at the federal level, and the city should partner with the state and its congressional delegation to see if there is an opportunity to extend the funding to Downtown Montgomery.

### 31. Business Incentive Programs

#### *HUD Section 108 Loans*

Through local Community Development Block Grant (CDBG) funding, Section 108 is the loan guarantee provision of the CDBG program. Section 108 provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale development projects. It is one of the most potent and important public investment tools that HUD offers to local governments. It allows local governments to transform a small portion of their CDBG funds into federally guaranteed loans large enough to pursue physical and economic revitalization projects that can renew entire neighborhoods.

Activities eligible for Section 108 financing include:

- economic development activities eligible under CDBG;
- acquisition of real property;
- rehabilitation of publicly owned real property;
- housing rehabilitation eligible under CDBG;
- construction, reconstruction, or installation of public facilities (including street, sidewalk, and other site improvements);
- related relocation, clearance, and site improvements;
- payment of interest on the guaranteed loan and issuance costs of public offerings;
- debt service reserves;
- public works and site improvements; and,
- in limited circumstances, housing construction as part of community economic development, Housing Development Grant, or Nehemiah Housing Opportunity Grant programs.

An entitlement public entity may apply for up to five times the public entity's latest approved CDBG entitlement amount, minus any outstanding Section 108 commitments and/or principal balances of Section 108 loans.

A non-entitlement public entity may apply for up to five times the latest approved CDBG amount received by its state, minus any outstanding Section 108 commitments and/or principal balances on Section 108 loans for which the State has pledged its CDBG funds as security.

#### *HUD 203 k home improvement loans*

HUD 203 k home improvement loans provide a single mortgage to cover acquisition and rehabilitation costs for eligible housing units. Eligible

housing units include single family, multi-family, owner-occupied condominium units, and, with some restrictions, mixed-use housing. The loan amount includes the as-is value of the property before rehabilitation plus the cost of rehabilitation or 110% of the expected market value of the property upon completion of the work.

*Small Business Administration (504) Loan Program*  
The Small Business Administration (SBA) (504) loan program finances long-term fixed assets for small businesses whose net worth does not exceed \$6 million. Funds must be used for fixed assets such as land purchasing, construction or renovation, or machinery and equipment. Funding is limited to 40% of total project cost, with a minimum investment of \$50,000 and a maximum of \$750,000.

*Small Business Administration Micro Loan Program*  
The micro loan program provides small start-up loans to new or growing small businesses. Loans are available for up to \$35,000.

*Small Business Investment Companies*  
Small Business Investment Corporations (SBIC's) are business development venture funds for business creation and development that are regulated by the Small Business Administration. The federal government will match local funding at a two to one ratio. What this means is that if local investors, banks and others form a SBIC with \$5 million in start-up funding (the minimum investment), it may be possible to get grants of up to \$10 million to match. Since the Downtown Plan calls for new businesses to provide the services that are desired by residents, the formation and operation of a Montgomery SBIC could be a means for creating and retaining business in the study area. SBIC's

are allowed to use funds for investment in small business and to act as an advisory resource. This means that the SBIC employees could fund and advise businesses on issues such as effective use of information technology, effective retailing practices, financial management, employee management, efficient use of resources, etc. The city, the Chamber of Commerce, and the Riverfront Foundation should institute a committee to research the feasibility of setting up an SBIC and work with local investors and local and state financial institutions to fund it initially.

### **32. Grants**

Private grants from foundations are available through application by the city, community development corporations and other community oriented non-profit organizations. Finding grants can be daunting as there are literally thousands of foundations and grant givers; most organizations that rely upon such funding hire what is termed a "development specialist" to research grants and write proposals. Foundation grants are more commonly available for purposes such as greenspace preservation and parks development than for infrastructure development. It is suggested that the city train a staff member in grants research and writing, and to research and apply for private foundation opportunities as well.

City programs for local schools to involve children and their parents can also be effective. A program for school children to explain Downtown and its regional and historical importance can be integrated with civics courses. By giving the children a voice the city also gives their busy parents a voice.

The local Boys and Girls Clubs are also a place where outreach can engage committed people who otherwise might not be involved. Presentations to Boys and Girls Clubs would reach a group of community activists who are usually too busy for public meetings but have often demonstrated their commitment through their involvement in helping children.

Finally, there should be an interactive Downtown website capable of taking feedback. This is listed last because many area residents may not have access to computers or the internet. Nevertheless, some do have access and this is a relatively simple undertaking that can be used through libraries or schools.

## **PROMOTE DOWNTOWN**

### **33. Promote the Downtown Plan**

Continuing to spread the word about this plan and successful initial projects is vital for implementation. A variety of media should be used: brochures, websites, or television are some common methods. Promote the plan so that it will take on a life of its own and continue to work for Downtown for years to come.

### **34. Celebrate Downtown**

It is important to celebrate Montgomery's uniqueness and discover ways to promote Downtown's strengths. With a high degree of community input in the charrette process, the message is clear that Montgomery citizens are proud of their community. The Downtown Plan should serve to fit all the pieces together to continue to make Montgomery a first-rate city. The City, Chamber of Commerce, Riverfront Foundation, and other local organiza-



tions should promote the high quality of life of living and visiting Downtown through various media techniques, both on a regional and national scale.

### **35. Landmarks Foundation**

The Landmarks Foundation plays a significant role in the preservation of historic assets in Montgomery and in the promotion of the city as a prime destination for heritage tourism. The Landmarks Foundation should continue to promote Montgomery and its historic resources, and should work with the Chamber of Commerce and Riverfront Foundation to better increase awareness of retail establishments and art galleries Downtown. The Landmarks Foundation, in coordination with the city, should pursue a revolving fund program similar to that of the Historic Savannah Foundation.

### **36. Create a Downtown Enhancement Board**

The city should create a Downtown Enhancement Board with the ability to create Business Improvement Districts (BID) and other means of maintaining and operating events in the Downtown. The board should be responsible for marketing the Downtown and for organizing regular events that celebrate its revitalization. The Downtown Enhancement Board should be a representative board that includes members from the Riverfront Foundation, Chamber of Commerce, Landmarks Foundation, the Downtown Development Coordinator, and others.

### **37. Initiate a Wayfinding Signage Program**

The city, Downtown Enhancement Board, and local business owners should work together to implement a wayfinding signage program for Downtown. The community should create a unified vision through signage to promote Downtown. Wayfinding signage will assist residents and visitors with the location of shopping, parking, historic properties, and other areas of interest.

### **38. Develop a Community Feedback Loop**

It is important for the local community to have an on-going role in the renovation of Downtown and its neighborhoods. Typical community involvement measures such as newspaper articles and informational meetings often leave out those who have other time commitments or those who feel disenfranchised. For this reason, it is suggested that feedback loops are created based on existing community institutions. Regular updates should be given to community church leaders and discussion groups should be created at each local church. The discussion groups would help guide city actions and would help spread the commitment to revitalization through direct participation.





smartcode **A**

"Perhaps the worst sin of zoning is that it violates an essential social characteristic of neighborhood planning, namely, that each unit must be balanced – it is the city writ small. Each unit, accordingly, must have a place for the industrial, political, educational, and domestic facilities which pertain to its special purposes. Thus the residential neighborhood must contain more than a collection of houses, in the fashion of a segregated residential zone; it must also have, as an integral part of the plan, a place for retail stores, for garages, for small workshops serving the immediate needs of the inhabitants; in short, it should be a representative human community, expressing the variety and cooperation of the larger whole of which it is part."

*Lewis Mumford, The Ideal Form of the Modern City*

In order to implement the Downtown Plan changes to the city's Zoning Ordinance are necessary. The city approved the SmartCode as a parallel code for new development outside the Downtown in February 2006. The same design principles that make attractive and functional new development can be used to revitalize existing parts of town. A SmartCode based Transect Map should replace the city's Zoning Ordinance for the Downtown.

Like most American cities Montgomery's zoning still has as its conceptual basis the Standard State Zoning Enabling Act of 1926. Often referred to as "Euclidian" zoning after the 1926 Supreme Court case in Euclid, Ohio which upheld the practice, its primary purpose is to separate uses – to separate homes from factories for instance. Yet it often has been described as going too far. Every recreational activity, every errand, requires a lengthy drive.

Under the SmartCode homes are allowed to be within walking distance of less obtrusive retail like corner stores, farmer's markets and small restaurants. The owner of a shop or office can live above their place of work. Children can walk to their

school. The SmartCode allows the gradual mix of uses from the center of communities outward, from urban core to natural area. Only the most noxious of uses are completely segregated. Each development creates a complete community where people can live, work and play.

The SmartCode also regulates the physical form of neighborhoods, streets and public spaces. It is a form-based code. During the charrette process the public makes clear to the designers and code writers the neighborhoods, streets and public spaces they prefer. The rules are then written so that these places are created automatically, with each new development. For the most part conventional zoning doesn't regulate physical form and when it does it usually gets it wrong.

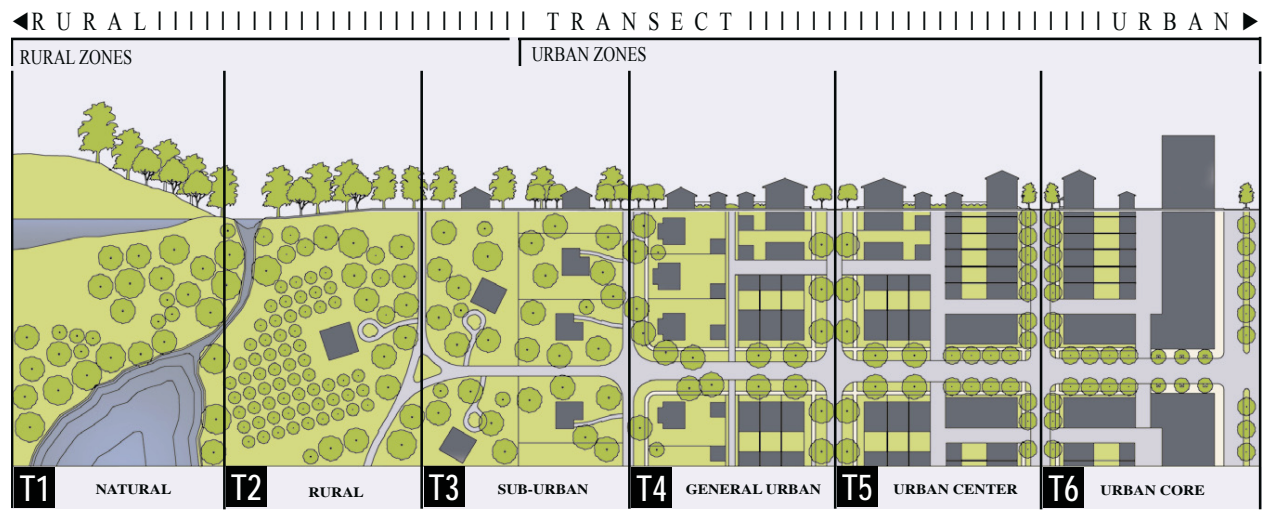
The typical zoning ordinance requires deep setbacks from the street, side property lines and rear lot line. This encourages the siting of commercial, office and civic buildings in the exact center of the lot with asphalt parking all around. Awnings or porches are not allowed in the setbacks. Landscap-

ing is not required and so the entire lot is paved with excess parking. When every business on a street is designed this way the result is an uncoordinated, unconnected, unsightly streetscape.

By contrast, the SmartCode requires less of a front setback (or none at all) and aligns setbacks to create Main Street style shopfronts. Awnings, porches, balconies and bay windows are allowed in the setback and street trees are required both on the private and public portions of the street. It is a central tenet of the SmartCode that new development should accommodate pedestrians as well as automobiles. And pedestrian-friendly development is attractive development, even to people just driving by.

The Transect Map is the regulating plan for the application of the SmartCode Downtown. The Downtown was examined, the main qualities of each block were assessed, the location of each block within the larger Downtown was considered, and the appropriate Transect Zone was assigned to balance the existing conditions and the preferred

Transect Zones



© Duany Plater-Zyberk & Company

physical form. One aspect of the intended physical form is a cascading building height, from center (typically six stories) to urban edge (two stories).

From an economic perspective height limits prevent single, monolithic, office structures which focus a decade of the city's office development in one location. These structures have self-contained parking and cafeterias and quick access to highway off ramps – they do not contribute as much to the liveliness of the overall city as multiple individual buildings, in separate locations or organized around a public space. Historic buildings and places such as the State Capitol and Warehouse District risk being overwhelmed by the towers.



The RSA Tower

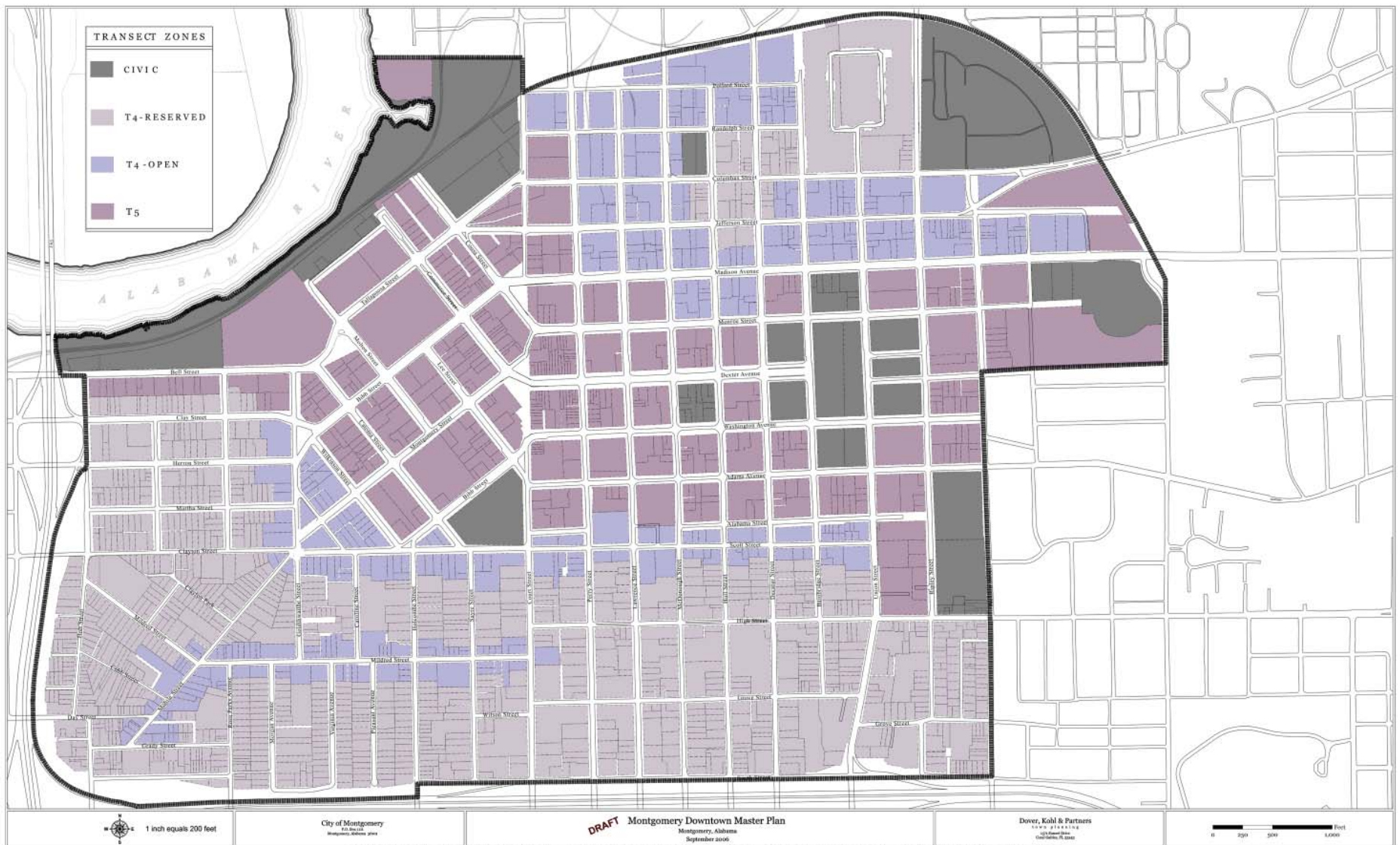


Development is clustered around the Five Points intersection

Offices which are spread throughout the Downtown and integrated into the urban fabric in appropriately sized structures can serve as a catalyst for Downtown revitalization.

Outside the urban core of the Downtown the SmartCode clusters commercial and office uses at intersections. Just five or so new commercial uses located near to each other can create a synergy and together form a place that people will want to spend time. The current zoning ordinance allows commercial to be too widely dispersed.

The SmartCode requires that terminated vistas (the view at the end of a street) to be considered by the Planning Department and public. Where possible civic buildings and public gathering spaces should locate at the end of vistas to reinforce community identity. In time quality architecture and civic spaces will become dominant visual images in the city.

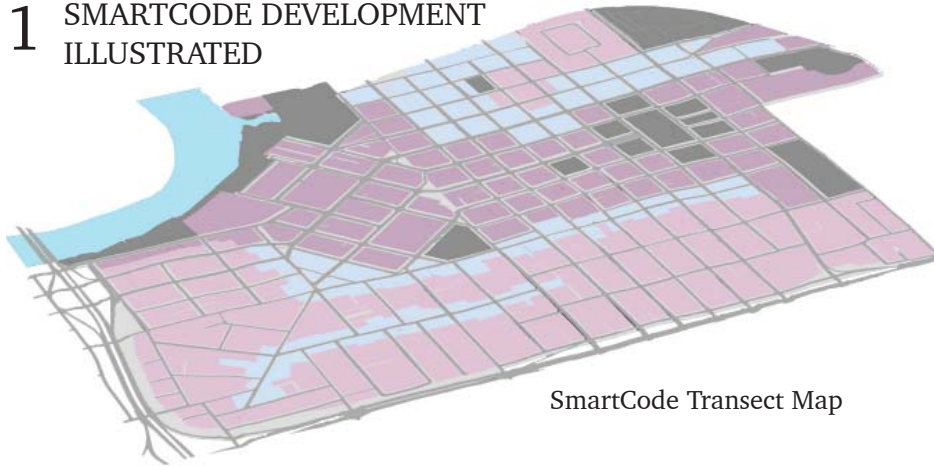


Downtown Transect Map



Downtown Special Requirements Map

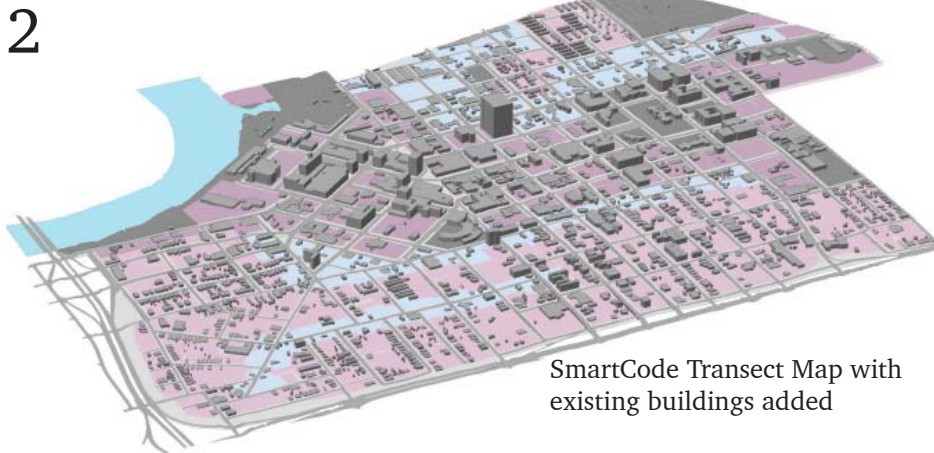
1 SMARTCODE DEVELOPMENT ILLUSTRATED



SmartCode Transect Map



New residential units locate at intersections; planned corridor development connects intersections.



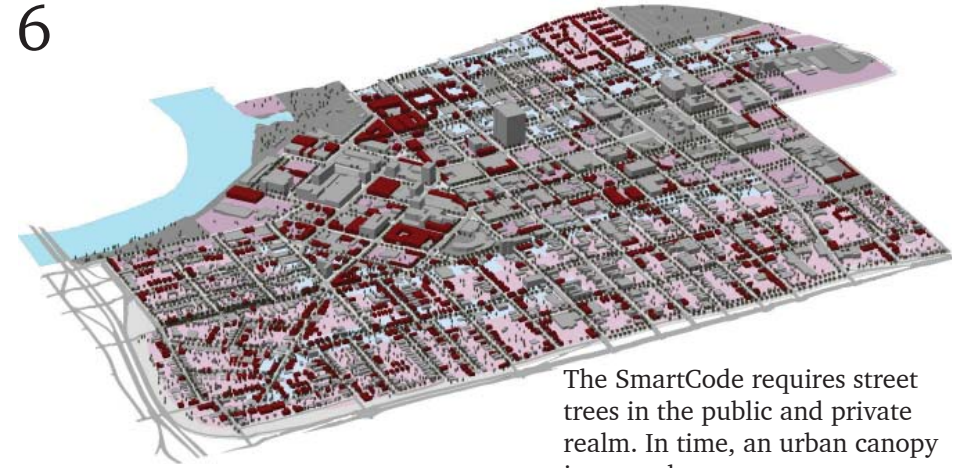
SmartCode Transect Map with existing buildings added



Clustered, mixed-use areas become neighborhoods and urban centers which attract new development.



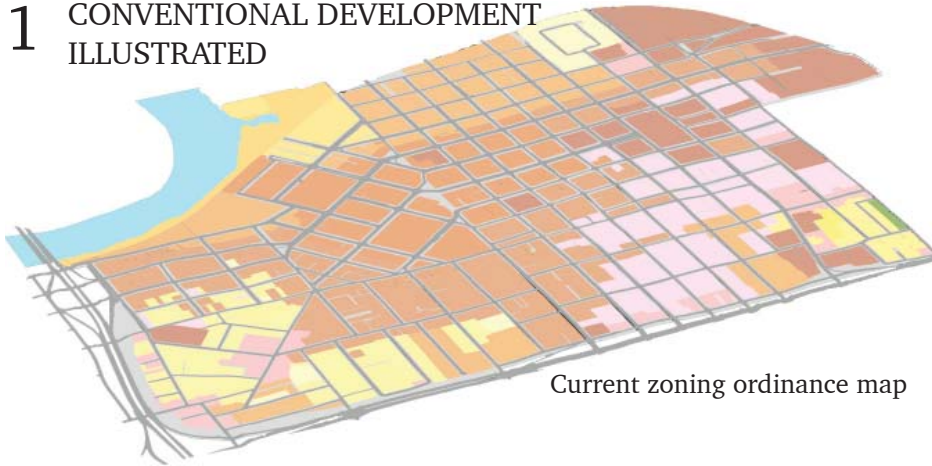
New commercial and office buildings are clustered at intersections



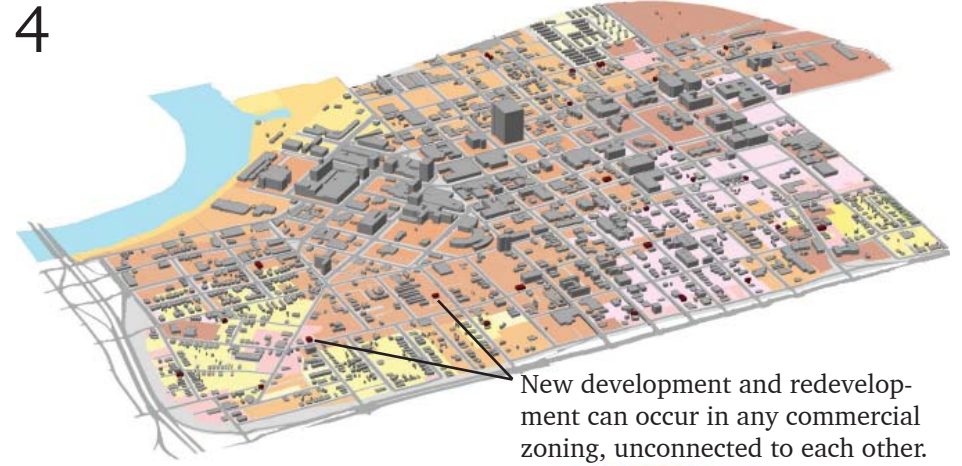
The SmartCode requires street trees in the public and private realm. In time, an urban canopy is created.



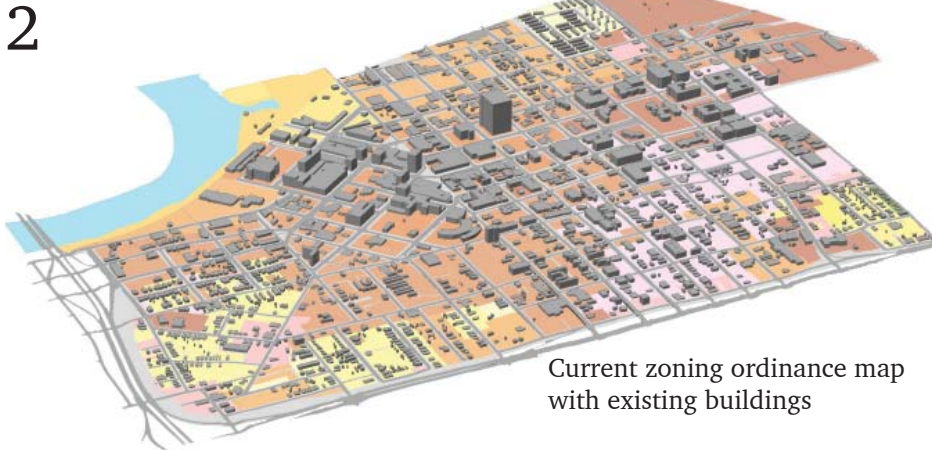
1 CONVENTIONAL DEVELOPMENT ILLUSTRATED



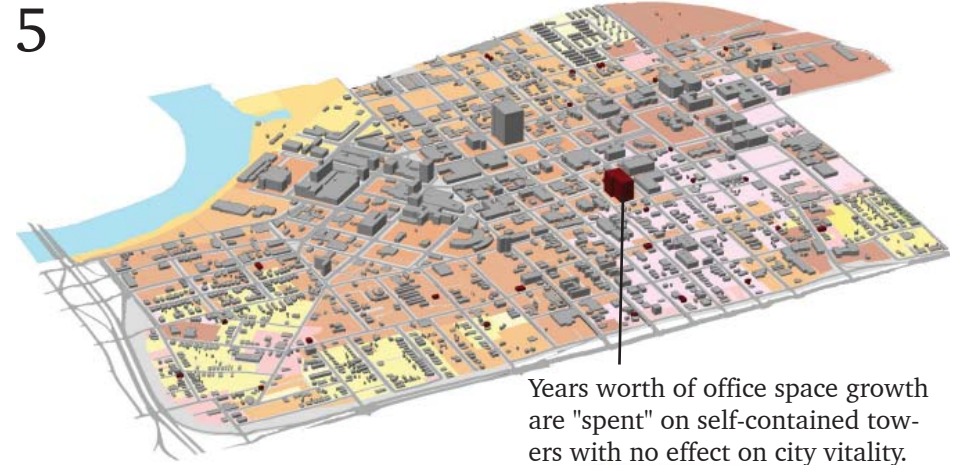
Current zoning ordinance map



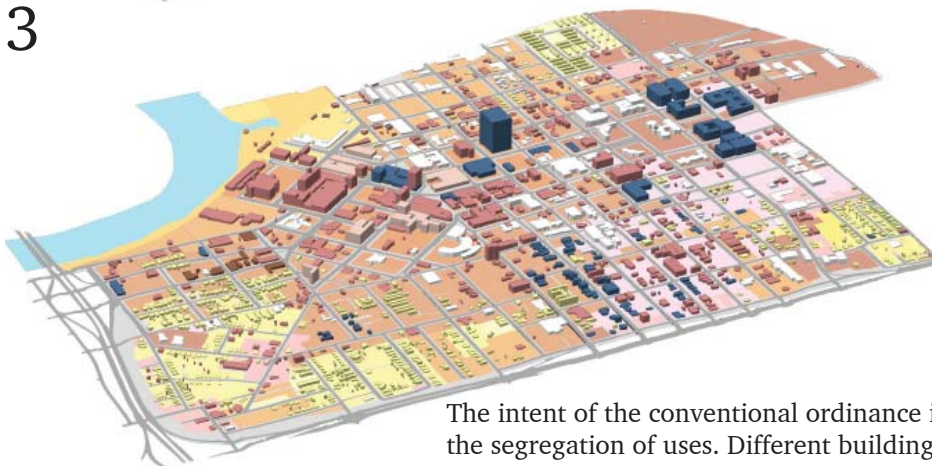
New development and redevelopment can occur in any commercial zoning, unconnected to each other.



Current zoning ordinance map with existing buildings



Years worth of office space growth are "spent" on self-contained towers with no effect on city vitality.



The intent of the conventional ordinance is the segregation of uses. Different building uses are shown with different colors.



Isolated new commercial uses and self-contained towers do not contribute to the creation of complete neighborhoods.

The SmartCode expedites permitting by streamlining the approval process.

Building permits in compliance with the SmartCode are processed administratively by a Consolidated Review Committee (CRC). The CRC is comprised of a representative from each of the local regulatory agencies that have jurisdiction over the permitting of the project. This provides a single interface between the developer and the municipality, reduces the cost and uncertainty of the

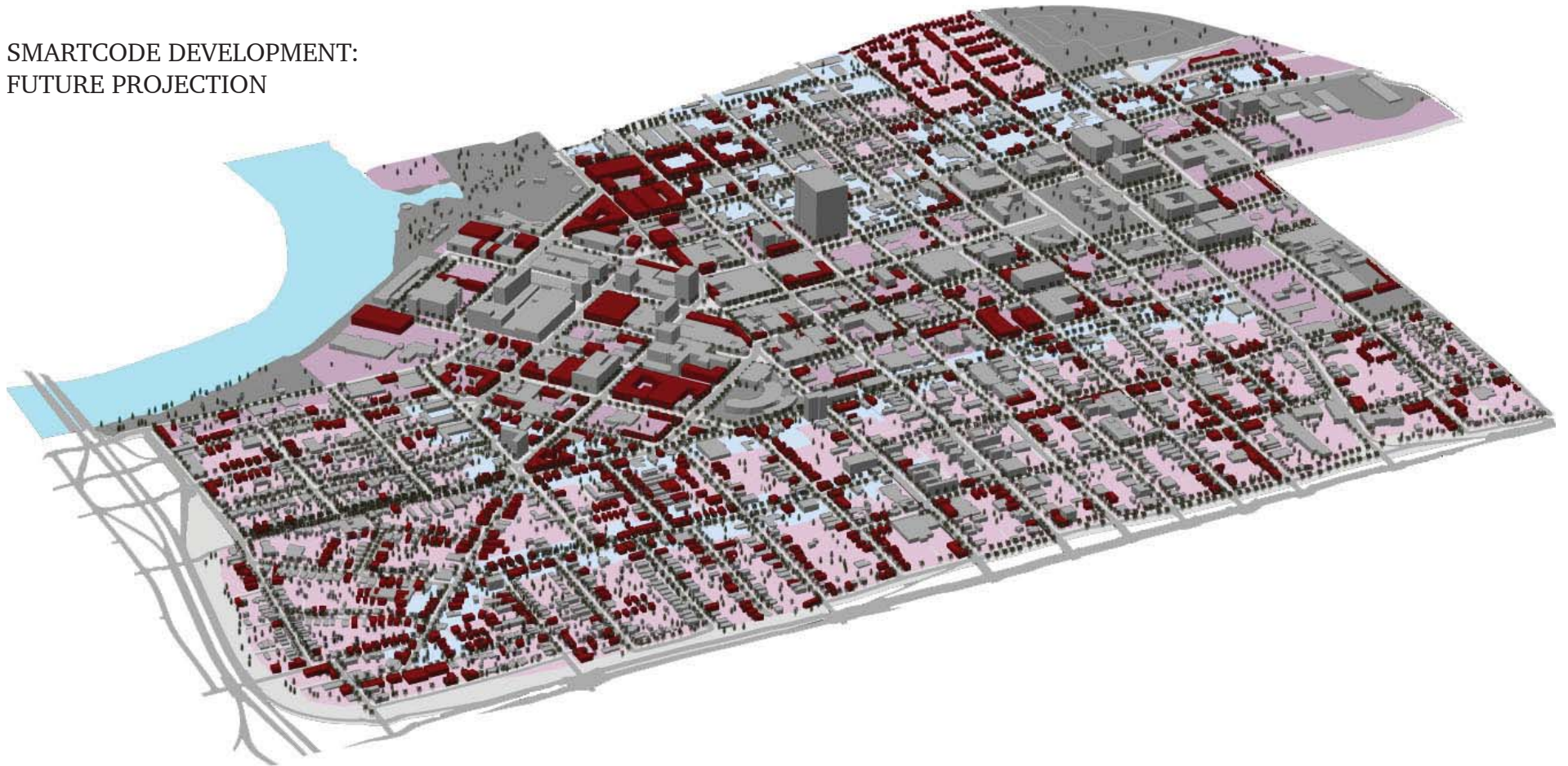
approval process, and reduces the amount of time that capital is "tied up" in the approval process. Ultimately it makes Montgomery a more attractive place for business investment.

A regulatory structure based on the transect rather than conventional zones is expected to increase the rate of growth in the city by creating urban neighborhoods and mixed-use centers.

The basis of every community is the neighborhood.

The liveliness, dynamism and diversity that characterize good cities is not possible without a solid foundation of attractive, vital and coherent neighborhoods.

### SMARTCODE DEVELOPMENT: FUTURE PROJECTION



## SMARTCODE AMENDMENTS

This following amendments are recommended for the Montgomery SmartCode. Text with strikethroughs indicate existing text to be removed and italic text with underlines indicate new text to be added. The amendments accomplish the following:

1. Create a T4 Open (T4-O) sub-zone as a transition step in building form and use between T5 (high-intensity downtown commercial areas) and T4-Restricted, (T4-R), (low-rise residential neighborhoods).
2. Change the provision of childcare facilities from a required item of Traditional Neighborhood Developments (TNDs) Pedestrian Sheds to an encouraged item.
3. Decrease the size requirements of civic space in order to encourage the creation of civic space.
4. Change the minimum acreage of TNDs and Infill Plans from 80 acres to 40 acres.
5. Add to the number of allowable uses in the Downtown.
6. Adopt a Downtown Transect Map to guide infill development.
7. Eliminate Transect Succession portion Section 3.1.7.
8. Calibrate the allowed roadway types in the Montgomery SmartCode to the existing urban condition of the downtown for use with Infill Plans.
9. Add Synoptic Surveys to the SmartCode Appendix in order to provide the rationale for local calibrations to the original SmartCode V8.0 Template.

## Complete Amendments

1. Create a T4-O (T4-Open) sub-zone which provides a transition in the city's physical form from the predominately two-story, small structure residential uses set back from the road in T4-R (T4-Restricted) and the taller, larger commercial and office buildings with a zero setback in T5. The T4-O sub-zone will have a minimum requirement of two stories and maximum of four in order to create the proper proportion between building height and the width of the streets. T4-O may have a zero setback if provided for in a community plan. The sub-zone also allows neighborhood sized commercial within walking distance of city neighborhoods.

The T4-O sub-zone designation for us in the downtown was allotted on the basis of blocks and neighborhoods with the exception of the corridor which follows Goldthwaite Street, Clayton Street, and Scott Street and the corridor which follows Mobile Street and Mildred Street. All parcels along these corridors that were within 165 feet from the centerline of the road were designated T4-O. Generally, 150 feet of lot depth is required in order to construct a three story building with street-level commercial and three rows of parking at the rear of the lot. Fifteen feet was added to the 150 feet to account for the 30 foot average street width. The only exemptions were lots which were 500 feet in depth which were designated T4-O starting from the front lot line to 150 feet deep into the lot.

a) Section 4.5: *"4.5 Specific to General Urban Zones (T4) (Includes T4-R and T4-O)"*

b) Section 4.5.1c: *"A zero setback line shall be allowed in T4-O if a build-to line requires a zero setback pursuant to an approved New Community Plan or Infill Plan provided a 5 foot clear path is available for pedestrians in the public frontage (sidewalk)."*

c) Section 4.5.5d: "Buildings shall have sloped roofs. Buildings with flat roofs shall be allowed in T4-O which are in accordance with Section 4.2.5h.

d) Table 4A(e), (SS)(AV) For Standard Streets or Avenues: Add "T4-O" to the column which lists "T5" and "T6" to make this street type allowable in T4-O

e) Table 4B: Add "T4-O" to the column heading which lists "T5" and "T6" and reads "RS-CS-AV-BV".

f) Table 8: Table 8 does not reflect Table 14J. All of the graphics need to be either updated or removed. If updated then a graphic must be created that would should show T4-O and T4-R and their maximum and minimum heights.

g) Table 11: Add to the heading column of Table 11 (which lists "T3", "T4", "T5", and "T6") a "T4-O" to the column which lists "T5" and T6". Change the Column which lists "~~T4~~" to "T4-R".

h) Table 12: Add to the heading column of Table 11 (which lists "T3", "T4", "T5", and "T6") a "T4-O" to the column which lists "T5" and T6". Change the Column which lists "~~T4~~" to "T4-R".

i) Table 14, 14J Principal Building: "~~4 stories max, 2 min~~". "T4-R: 3 stories max.", and "T4-O: 4 stories max., 2 stories min."

j) Table 14, 14G Building Setback, Front, Column Referring to T4:

"\*0 ft. minimum may be allowed in T4-O (See 4.5.1c)"

A zero setback provision should be added to allow the construction of places with a more urban character, typically commercial storefronts, in areas where a build-to line has been designated in an approved New Community Plan or Infill Plan.

For example, a building with a zero setback is located at the corner of Mobile Street and Grady Street which strongly defines the street. A continuation of the buildings along the line created by the zero setback would frame the public space. This was proposed by the Downtown Plan and illustrated in the renderings of that area. However, the zero setback is intended to be used to create community focal areas in accordance with community-scale design goals and not to increase the allowable “maneuvering room” when siting homes on individual lots as is otherwise provided for by 4.2.1f.

2. The reservation of land for elementary schools in Section 2.7.3b is encouraged but optional. Likewise childcare buildings should not be required where unnecessary.

a) Section 2.7.3c: “One Civic Building lot suitable for a childcare building ~~shall~~ should be reserved within each Pedestrian Shed.”

3. Reduce the required sizes of civic space to encourage the creation of civic space. The original SmartCode V8.0 Template was calibrated for large new TNDs where large spaces are available and not the infill type development that will be more common in the downtown of Montgomery.

a) Table 13C: “Square: an open space available for unstructured recreation and civic purposes. a square is spatially defined by building frontages. Its landscape shall consist of paths, lawns and trees, formally disposed. Squares shall be located at the intersection of important thoroughfares. The minimum size shall be ~~1-acre~~ .5 acre and the maximum shall be 5 acres.”

b) Table 13D: “Plaza: An open space, available for civic purposes and commercial activities. A plaza shall be spatially defined by building frontages. Its landscape shall consist primarily of pavement. Trees

are optional. Plazas shall be located at the intersection of important streets. The minimum size shall be ~~1-acre~~ .5 acre and the maximum shall be 2 acres.”

4. Change the minimum acreage of Traditional Neighborhood Developments (TNDs) and Infill Plans to 40 acres. The SmartCode can be calibrated to allow TNDs of a smaller than optimum size to encourage more TND and Infill development. In SmartCode V8.0 “Neighborhoods” are defined as at least 40 acres. Such TNDs still must retain the designated ratios of Transect Zones.

a) Section 2.3.2: “Traditional Neighborhood Development (TND)

a. TNDs, as well as CLDs, shall be permitted by right for New Community Plans of at least ~~80~~ 40 acres. The simultaneous planning of adjacent parcels is encouraged.”

b) Section 3.1.3: “For any site greater than ~~80~~ 40 contiguous acres, the landowner or developer may initiate the preparation of an Infill Plan subject to the provisions of Article 2, except that a CLD shall not be permitted as part of an Infill plan.”

c) Section 3.3.1: “Urban Neighborhoods shall be urbanized areas that are primarily residential. The minimum acreage for an Urban Neighborhood is ~~80~~ 40 acres.”

5. Add the following uses to Table 10. Churches are prevalent in the neighborhoods of the city and should not be made nonconforming. The City of Montgomery will not have a T6 Zone and some of its uses should be assigned to the T5 transect.

a) Table 10E, T4: Religious Assembly (By Right)

b) Table 10E, T5: Convention Center (By Right), Sports Stadium (By Right)

Note that the following common uses would become nonconforming. New uses of these kinds would require a Transect Map amendment and Special District: Automobile Service, Truck Maintenance, Billboard, Shopping Center, Shopping Mall, Heavy Industrial, Light Industrial, Large Storage, Mini Storage.

6. Adopt a Downtown Transect Map to implement the infill design recommendations (See Memorandum Appendix).

The Downtown Transect Map divides the city in basic accordance with the Downtown Community Type Infill Plan pursuant to Section 3.3.2. Forty five percent of the study area is contained within the ½ mile radius of the Long Pedestrian Shed (461 acres out of 1034 acres). Standard Pedestrian Sheds (1/4 mile radius) extend from the Five Point intersection and Bell Street and include most of the remaining study area.

a) Section 3.1.2: “Infill Plans shall be prepared in a process of public consultation, as determined and organized by the Planning Office. Infill Plans shall require approval by the Montgomery City Council except for Infill plans prepared pursuant to Section 3.1.3 or Infill Plans prepared in accordance with the approved Downtown Transect Map (which shall not subject to 3.1.4, 3.1.5, 3.1.6, or 3.5). The requirements of such plans are mandatory and all changes shall require an Exception.”

7. Transect Succession Sections, such as Section 3.1.7, which state that very twenty years each Transect Zone should be considered for progression to the next Transect Zone, have been removed from most adopted versions of the SmartCode. The rate of growth in a municipality is not uniform enough for a 20 year succession date. However, municipalities must reassign Transect levels where necessary as part of zone-wide Comprehensive Plan updates

when a Transect Zone or portion of a Transect Zone approaches its capacity.

a) Section 3.1.7: "Section 3.1.7: Twenty years after the approval is granted; each Transect Zone shall become the next higher Transect Zone, unless deied in public hearing by the Montgomery City Council."

Table 3C: Thoroughfare Assemblies		
Assembly Number	Text to Be Removed	Text to Be Added
AV-75-19	<del>AV-75-19</del>	<u>BV-75-19</u>
	<del>Avenue</del>	<u>Boulevard</u>
	<del>Two One-Ways</del>	<u>Two Lanes</u>
	<del>Curb or Swale</del>	
US-60-34 or US-53-27	<del>Two One-Ways</del>	<u>Two Lanes</u>
	<del>25 feet if Swale, 15 feet if Curb</del>	
	<del>Curb or Swale</del>	
US-45-19	<del>One One-Way</del>	<u>One Lane</u>
	<del>25 feet if Swale, 15 feet if Curb</del>	
	<del>Curb or Swale</del>	
CS-80-54	<del>Two One-Ways</del>	<u>Two Lanes</u>
CS-60-34	<del>Two One-Ways</del>	<u>Two Lanes</u>
ST-52-30	<del>Two One-Ways</del>	<u>Two Lanes</u>
	<del>Curb or Swale</del>	
ST-40-17	<del>Curb or Swale</del>	
Also note: 1) The graphic for ST-52-30 lacks the correct colors and streetscape dimensions; 2) on PT-20 the path should be green so that the trees are on a green strip and the sidewalks should be pink.		

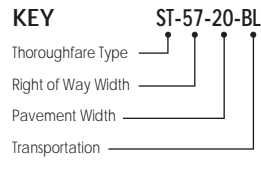
The following graphics from the SmartCode contain new Thoroughfare Assemblies which should be added to the Montgomery Smart-Code Table 3C. In addition new versions of tables 3A and 3B have been provided to replace the earlier versions. These new Thoroughfare Assemblies and tables were developed to customize the standard SmartCode for the unique conditions of Montgomery.

## SMARTCODE

Montgomery, Alabama

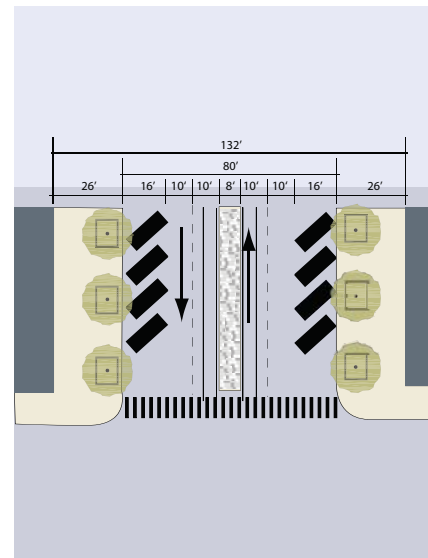
## TABLE 3C THOROUGHFARE ASSEMBLIES (continued)

**TABLE 3C: Thoroughfare Assemblies.** These thoroughfares are assembled from the elements that appear in Tables 3A and 3B and incorporate the Public Frontages of Table 4. The key gives the thoroughfare type followed by the right-of-way width, followed by the pavement width, and in some instances followed by specialized transportation capability.



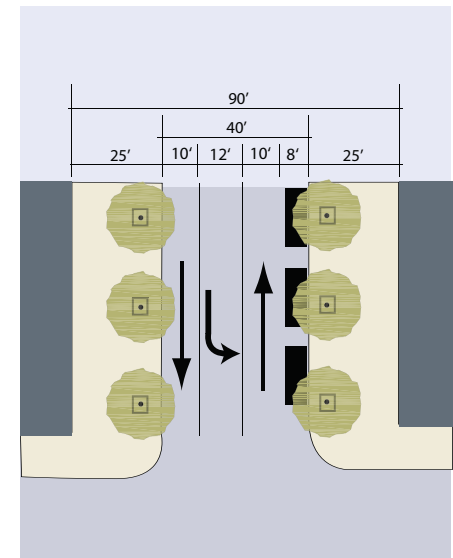
### THOROUGHFARE TYPES

Boulevard:	BV
Avenue:	AV
Commercial Street:	CS
Street:	ST
Road:	RD
Rear Alley:	RA
Rear Lane:	RL
Bicycle Trail:	BT
Bicycle Lane:	BL
Bicycle Route:	BR
Path:	PT
Transit Route:	TR



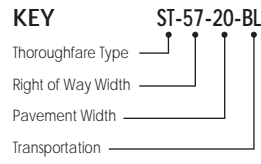
**AV 132-80 16/10/10/8/10/10/16**

Type	Avenue
Transect Zone Assignment	T6, T5
Right-of-Way Width	132 feet
Pavement Width	80 feet
Movement	Free Movement
Design Speed	25 MPH
Pedestrian Crossing Time	4 seconds
Traffic Lanes	4 lanes
Parking Lanes	2 / angle
Curb Radius	20 feet
Public Frontage Type	None
Walkway Type	26' sidewalk
Planter Type	tree wells; 50' o.c.
Curb Type	vertical curb
Landscape Type	
Transportation Provision	TR, BR

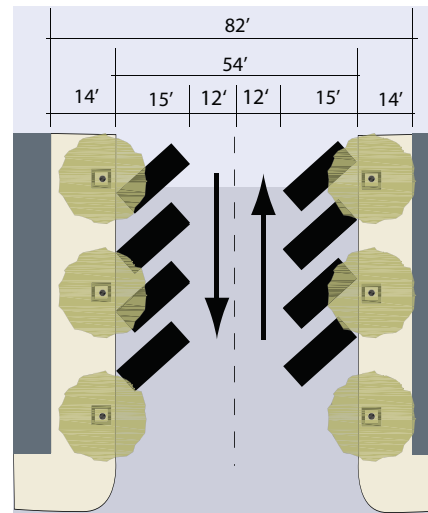


**ST 90-40 10/12/10/8**

Type	Street
Transect Zone Assignment	T6, T5
Right-of-Way Width	90 feet
Pavement Width	40 feet
Movement	Free Movement
Design Speed	25 MPH
Pedestrian Crossing Time	10 seconds
Traffic Lanes	3 lanes
Parking Lanes	1 / parallel
Curb Radius	20 feet
Public Frontage Type	
Walkway Type	25' sidewalk
Planter Type	tree wells; 50' o.c.
Curb Type	vertical curb
Landscape Type	
Transportation Provision	BR

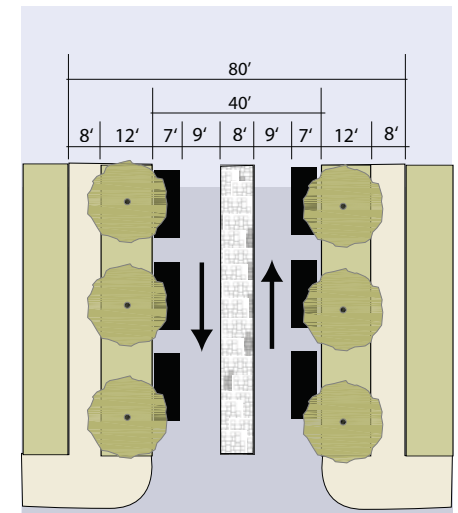


- THOROUGHFARE TYPES**
- Boulevard: BV
  - Avenue: AV
  - Commercial Street: CS
  - Street: ST
  - Road: RD
  - Rear Alley: RA
  - Rear Lane: RL
  - Bicycle Trail: BT
  - Bicycle Lane: BL
  - Bicycle Route: BR
  - Path: PT
  - Transit Route: TR



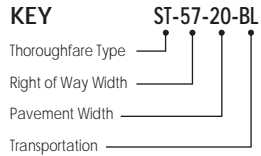
**ST 82-54 15/12/12/15**

Type	Street
Transect Zone Assignment	T6, T5
Right-of-Way Width	82 feet
Pavement Width	54 feet
Movement	Free Movement
Design Speed	25 MPH
Pedestrian Crossing Time	
Traffic Lanes	2 lanes
Parking Lanes	2 / angle
Curb Radius	20 feet
Public Frontage Type	Porch and Fence, Common Lawn
Walkway Type	14' Sidewalk
Planter Type	tree wells; 50' o.c.
Curb Type	vertical curb
Landscape Type	Trees 50' o.c.
Transportation Provision	BR



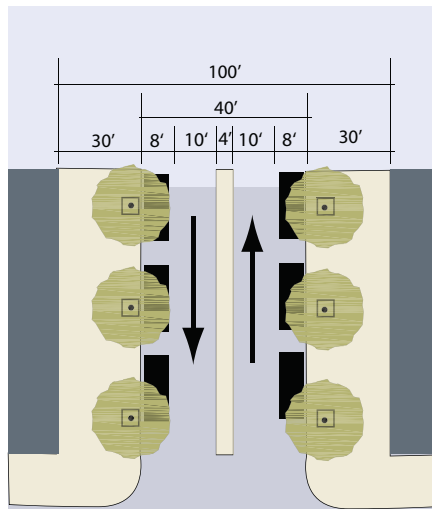
**ST 80-40 7/9/8/9/7**

Type	Street
Transect Zone Assignment	T4, T3
Right-of-Way Width	80 feet
Pavement Width	40 feet
Movement	Slow Movement
Design Speed	20 mph
Pedestrian Crossing Time	
Traffic Lanes	2
Parking Lanes	2 / parallel
Curb Radius	15 feet
Public Frontage Type	
Walkway Type	8' sidewalk
Planter Type	12 continuous strip
Curb Type	vertical curb
Landscape Type	Trees 30' o.c.
Transportation Provision	BR

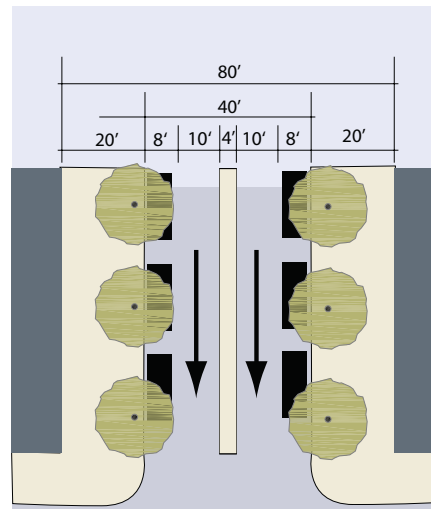


**THOROUGHFARE TYPES**

- Boulevard: BV
- Avenue: AV
- Commercial Street: CS
- Street: ST
- Road: RD
- Rear Alley: RA
- Rear Lane: RL
- Bicycle Trail: BT
- Bicycle Lane: BL
- Bicycle Route: BR
- Path: PT
- Transit Route: TR



ST 100-40 8/10/4/10/8

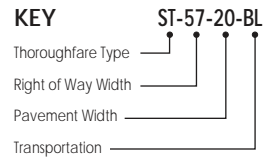


ST 80-40 8/10/4/10/8

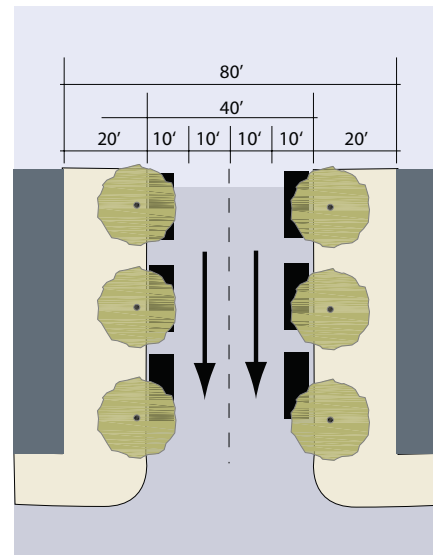
Type	Street
Transect Zone Assignment	T6, T5
Right-of-Way Width	100 feet
Pavement Width	40 feet
Movement	Free Movement
Design Speed	25 MPH
Pedestrian Crossing Time	
Traffic Lanes	2 lanes w/4' safety strip
Parking Lanes	2 / parallel
Curb Radius	20 feet
Public Frontage Type	Porch and Fence, Common Lawn
Walkway Type	30' sidewalk
Planter Type	tree wells
Curb Type	vertical curb
Landscape Type	Trees at 50' o.c. Avg.
Transportation Provision	BR

Type	Street
Transect Zone Assignment	T6, T5
Right-of-Way Width	80 feet
Pavement Width	40 feet
Movement	Free Movement
Design Speed	25 MPH
Pedestrian Crossing Time	
Traffic Lanes	2 lanes w/4' safety strip
Parking Lanes	2 / parallel
Curb Radius	20 feet
Public Frontage Type	Porch and Fence, Common Lawn
Walkway Type	20 foot Sidewalk
Planter Type	tree wells
Curb Type	vertical curb
Landscape Type	Trees at 50' o.c. Avg.
Transportation Provision	BR



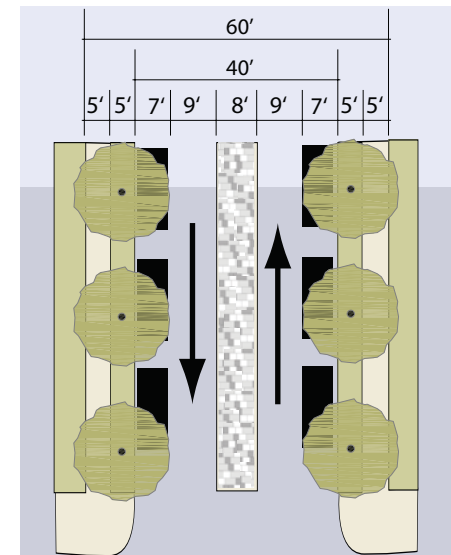


- THOROUGHFARE TYPES**
- Boulevard: BV
  - Avenue: AV
  - Commercial Street: CS
  - Street: ST
  - Road: RD
  - Rear Alley: RA
  - Rear Lane: RL
  - Bicycle Trail: BT
  - Bicycle Lane: BL
  - Bicycle Route: BR
  - Path: PT
  - Transit Route: TR



**ST 80-40 10/10/10**

Type	Street
Transect Zone Assignment	T6, T5
Right-of-Way Width	80 feet
Pavement Width	40 feet
Movement	Speed Movement
Design Speed	30 MPH
Pedestrian Crossing Time	
Traffic Lanes	2 lanes one-way
Parking Lanes	2 10-foot lanes
Curb Radius	25 feet
Public Frontage Type	
Walkway Type	20' sidewalk
Planter Type	tree wells
Curb Type	Vertical Curb
Landscape Type	Street Trees at 50' o.c. average
Transportation Provision	BR



**ST 60-40 7/9/8/9/7**

Type	Street
Transect Zone Assignment	T5, T4
Right-of-Way Width	60 feet
Pavement Width	40 feet
Movement	Free Movement
Design Speed	25 MPH
Pedestrian Crossing Time	
Traffic Lanes	2 lanes
Parking Lanes	2 /parallel
Curb Radius	20 feet
Public Frontage Type	Porch and Fence, Common Lawn
Walkway Type	5' sidewalk
Planter Type	Continuous 5' Planting Strip
Curb Type	Vertical Curb
Landscape Type	Street Trees at 50' o.c. average
Transportation Provision	BR

**TABLE 3A: Vehicular Lane Dimensions.** This table assigns lane widths and curb radii to specific movement types (described below) in each Transect Zone. Movement types describe expected driver experience on a given thoroughfare. The design speed for pedestrian safety and mobility is the determinant for each of these movement types. Typical assemblies are shown in Table 3B. Specific locations requiring transit bus and truck routes and truck loading shall be decided by Warrant.

**MOVEMENT TYPES**

**YIELD:** Drivers must proceed slowly and with extreme care and must yield in order to pass a parked car or approaching vehicle. Functional equivalent of traffic calming. Design speed of 20 mph or less.

**SLOW:** Drivers can proceed carefully with an occasional stop to allow a pedestrian to cross or another car to park. Character of the street should make drivers uncomfortable exceeding design speed due to presence of parked cars, enclosure, light turn radii, and other design elements. Design speed of 20-25 mph.

**FREE:** Drivers can expect to travel generally without delay at the design speed; street design supports safe pedestrian movement at the higher design speed. This movement type is appropriate for thoroughfares designed to traverse longer distances or connect to higher intensity locations. Design speed of 25-30 mph.

**SPEED:** Drivers can expect travel similar to conventional street design, but with continued emphasis on pedestrian safety and comfort. Design speed of 30-35 mph.

**RURAL:** Conventional street design in which drivers can expect a separation of modes - e.g., bike lanes, walking paths, and roads -- allowing automobile travel unimpeded by pedestrians or walkability concerns. This movement is rarely used in traditional town planning but may be needed when traveling through T1, T2, or T3 transect zones. Design speed above 30 mph.

MOVEMENT TYPE	DESIGN SPEED	TRAVEL LANE WIDTH						BY RIGHT	BY EXCEPTION
		T1	T2	T3	T4	T5	T6		
YIELD	20 mph or less				8 feet				
SLOW	20-25 mph				9 feet				
FREE	25-30 mph				10 feet				
SPEED	30-35 mph				11-12 feet				
RURAL	Above 35 mph				12 feet				

MOVEMENT TYPE	DESIGN SPEED	PARKING LANE WIDTH
YIELD	20 mph or less	(Parallel) 6 feet
YIELD, SLOW	20-25 mph	(Parallel) 7 feet
SLOW, FREE	20-30 mph	(Angle ) 15-18 feet
FREE, SPEED	25-35 mph	(Parallel) 8 feet

**CURB RADIUS WITH PARKING\***  
(See Table 16b)

MOVEMENT TYPE	DESIGN SPEED
YIELD	20 mph or less
SLOW	20-25 mph
FREE	25-30mph
SPEED	30-35 mph

	5-10 feet								
	10-15 feet								
	15-20 feet								
	20-30 feet								

\* Dimensions with parking on each leg of intersection. Both tangent sections adjacent to the curb return must be parked, or else curb radii must be evaluated using "design vehicle" and AutoTurn or turning templates.

TABLE 3B VEHICULAR LANE ASSEMBLIES

SMARTCODE

Montgomery, Alabama

TABLE 3B: Sample Vehicular Lane/Parking Assemblies. Requirements for pedestrian safety and mobility establish thoroughfare design speed. Design speed then determines the dimension of each thoroughfare element, such as vehicular lanes and turning radii.

		2 LANE				4 LANE			
MOVEMENT TYPE	YIELD	SLOW	FREE	SPEED	FREE	SPEED	FREE	SPEED	
DESIGN SPEED	<20	20-25	25-30	30-35	25-30	30-35	25-30	30-35	
NO PARKING	T3 T4 T5 10 Rear Lane	T1 T2 8 8	T1 T2 T3 9 9	T1 T2 T3 10 10	T1 T2 T3 9 9 9	T1 T2 T3 10 10 10	T1 T2 T3 9 9 9	T1 T2 T3 10 10 10	
LIMITED PARKING	T3 T4 T5 14	T3 T4 10 10							
ONE SIDE PARKING		T4 T5 7 9 9	T4 T5 T6 8 10 10	T4 T5 T6 8 11 11	T4 T5 T6 8 10 10 10 8	T4 T5 T6 8 11 11 8	T4 T5 T6 8 10 10 10 8	T4 T5 T6 8 10 10 10 8	
TWO SIDE PARKING	T4 T5 6 14 6	T4 T5 7 9 9 7	T4 T5 T6 8 10 10 8	T5 T6 8 11 11 8	T4 T5 T6 8 10 10 10 8	T5 T6 8 11 11 8	T4 T5 T6 8 10 10 10 8	T4 T5 T6 8 10 10 10 8	
ANGLE PARKING	T4 T5 16 24 16 45 degrees	T4 T5 16 24 16 45 degrees			T5 T6 16 12 10 10 12 16 45 degrees		T5 T6 16 12 10 10 12 16 45 degrees		
MEDIANS/ SAFETY STRIP		T4 T5 T6 8 12 8 8 12 8	T4 T5 T6 8 12 12 8		T5 T6 16 12 10 10 12 16 45 degrees		T5 T6 16 12 10 10 12 16 45 degrees	T4 T5 T6 8 10 10 10 8	

Synoptic Surveys are worksheets which record the design team's inspection of the best existing local areas. The measurements become the metrics for the SmartCode's transects. Visual Preference Surveys, aerial photographs, and local knowledge are used to identify locations that are representative of the ideal Transect Zones.

In Montgomery a neighborhood located at the corner of Clayton Street and Whitman Street produced the measurements for T4. The western portion of Dexter Avenue was identified for T5.

APPENDIX

APPENDIX I

ANALYSIS FOR TRANSECT ZONE T4 - GENERAL URBAN ZONE

QUADRAT	DISSECT																																																																																	
<p>1. AREA NEAR INTERSECTION OF WHITMAN AND MARTHA</p>  <table border="1"> <tr><td>Average Block Dimension</td><td>500 Feet X 130 Feet</td></tr> <tr><td>Units per Acre</td><td>3.7 Units</td></tr> <tr><td>Average Lot Size</td><td>8,340 Square Feet</td></tr> <tr><td>Average Lot Coverage</td><td>30%</td></tr> <tr><td>Parked Cars per Acre</td><td>10</td></tr> <tr><td>Trees per Acre</td><td>6</td></tr> </table>	Average Block Dimension	500 Feet X 130 Feet	Units per Acre	3.7 Units	Average Lot Size	8,340 Square Feet	Average Lot Coverage	30%	Parked Cars per Acre	10	Trees per Acre	6	<p>2. PUBLIC FRONTAGE</p>  <table border="1"> <tr><td>Public Frontage Type</td><td>Standard Road (SR)</td></tr> <tr><td>Spacial Width</td><td>100 Feet</td></tr> <tr><td>Posted Design Speed</td><td>25 MPH</td></tr> <tr><td>R.O.W. Width</td><td>77 Feet</td></tr> <tr><td>Moving Lanes</td><td>2 @ 13' Two Ways</td></tr> <tr><td>Parking Lanes</td><td>Both Sides, None Marked</td></tr> <tr><td>Pavement Width</td><td>38 Feet</td></tr> <tr><td>Curb Type</td><td>Skewback</td></tr> <tr><td>Curb Finish</td><td>28 Feet</td></tr> <tr><td>Median</td><td>NA</td></tr> <tr><td>Shoulder</td><td>7 Feet</td></tr> <tr><td>Planter Type</td><td>Continuous Planter</td></tr> <tr><td>Planter Width</td><td>Variable to 30'</td></tr> <tr><td>Planting Pattern</td><td>Single</td></tr> <tr><td>Tree Type</td><td>Variable (Asth. Cornice)</td></tr> <tr><td>Bike Way Type</td><td>None</td></tr> <tr><td>Bike Way Width</td><td>None</td></tr> </table>	Public Frontage Type	Standard Road (SR)	Spacial Width	100 Feet	Posted Design Speed	25 MPH	R.O.W. Width	77 Feet	Moving Lanes	2 @ 13' Two Ways	Parking Lanes	Both Sides, None Marked	Pavement Width	38 Feet	Curb Type	Skewback	Curb Finish	28 Feet	Median	NA	Shoulder	7 Feet	Planter Type	Continuous Planter	Planter Width	Variable to 30'	Planting Pattern	Single	Tree Type	Variable (Asth. Cornice)	Bike Way Type	None	Bike Way Width	None	<p>3. PRIVATE FRONTAGE</p>  <table border="1"> <tr><td>Private Frontage Type</td><td>Parish and Pious</td></tr> <tr><td>Principal Building Height</td><td>25 Feet</td></tr> <tr><td>Outbuilding Height</td><td>None</td></tr> <tr><td>First Floor above grade</td><td>2 Feet</td></tr> <tr><td>Watermark Level</td><td>None</td></tr> <tr><td>Building disposition</td><td>Edge Yard</td></tr> <tr><td>Lot Size</td><td>5,000 Feet (50' X 100')</td></tr> <tr><td>Lot coverage</td><td>30%</td></tr> <tr><td>Distal percentage of Setback</td><td>70%</td></tr> <tr><td>Front Setback</td><td>3 Feet</td></tr> <tr><td>Side Setback</td><td>9 Feet (10 Feet)</td></tr> <tr><td>Rear Setback</td><td>17 Feet</td></tr> <tr><td>Outbuilding Setback</td><td>None</td></tr> <tr><td>Front Encroachment</td><td>None</td></tr> <tr><td>Side Encroachment</td><td>None</td></tr> <tr><td>Ground Level Function</td><td>Residential</td></tr> <tr><td>Upper Level Function</td><td>Residential</td></tr> </table>	Private Frontage Type	Parish and Pious	Principal Building Height	25 Feet	Outbuilding Height	None	First Floor above grade	2 Feet	Watermark Level	None	Building disposition	Edge Yard	Lot Size	5,000 Feet (50' X 100')	Lot coverage	30%	Distal percentage of Setback	70%	Front Setback	3 Feet	Side Setback	9 Feet (10 Feet)	Rear Setback	17 Feet	Outbuilding Setback	None	Front Encroachment	None	Side Encroachment	None	Ground Level Function	Residential	Upper Level Function	Residential
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B1

APPENDIX

APPENDIX I

ANALYSIS FOR TRANSECT ZONE T5 - URBAN CENTER ZONE

QUADRAT	DISSECT																																																																																	
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B2



# using gis for economic development **B**

Geographic Information Systems (GIS) is currently used in many municipalities to note and track infrastructure, population characteristics, planning and zoning changes, vacant land and physical characteristics needed for engineering and planning purposes. These uses reflect the original development of GIS as a land-planning tool to replace time-consuming overlays or sieve mapping.

*GIS is rarely used for economic analysis of real estate or market trends, though smart cities are waking up to the power that GIS can provide in analyzing this type of data.* Cities that desire a redeveloped downtown or a more vital urban economy, should collect information on metrics that can help them formulate strategies for reaching their desired goals. Metrics such as vacant land inventory; square feet of buildings and intensity of development; square feet of commercial, residential and other uses with land and improvement values; units of residential (not the same as square feet); retail sales by category; office uses by category; can help a city refine its economic development strategy. The point here is that real estate is valued and used according to its location and since GIS is created specifically to show locational data it has the potential to be among the most powerful tools in a city's attempt to understand its own market opportunities and potential for development.

When a city does not include valuable economic data in its GIS system, tedious, expensive work is necessary. As an example, retail sales need to be correlated with square feet of retail space to yield a meaningful analysis of local retail performance. If the data is not in the database, someone has to go out and collect it by walking through every retail establishment in town. The same task would take only a few minutes with a more complete GIS database.

Since cities usually have the data necessary or the mechanisms in place to collect it, they should

include it in their databases so that they can more efficiently use their time and resources to achieving community goals and create vital downtowns and neighborhoods.

## WHAT ARE THE BASIC TASKS OF GIS FOR ECONOMIC DEVELOPMENT?

GIS can offer the ability to spot trends, economic performance, program effectiveness, building obsolescence and a host of factors important in determining when, how, where to change policy or offer assistance through public efforts to accelerate positive change. It can also highlight negative trends and allow the city to act in a more pro-active or pre-emptive way to forestall economic deterioration. And it can target the places where change or opportunity exists exactly, lot by lot.

Typical tasks performed by GIS:

- Demographic Analysis
- Housing Analysis
- Retail Sector Health
- Office Sector Health
- Industrial Sector Health
- Tracking Under-use and Redevelopment Potential
- Building Obsolescence
- Impact of Redevelopment
- Impact of Policy, Planning Changes
- Tracking Economic Indicators
- Economic impact of zoning/land-uses on adjacent zones/uses

## HOW DO YOU GET THE INFORMATION?

Most cities already have the data they need, it is just dispersed between various departments. An effort should be made to combine and assimilate data from the following offices to generate a more effective database.

### Planning Department

The planning department has a good start on the data in its own office:

- Zoning boundaries
- Tax lot zoning
- Current Land Use
- Any overlays or long-range plans applying to the tax lot
- Special taxing, incentive or other districts applying to the tax lot
- Results of approvals that fit into data categories such as changes in zoning, numeric enumeration of the building program approved (units, square feet of retail, etc.), conditional use changes, etc.
- Building footprints - These can be determined from aerial photography and can gauge site coverage and building floors when correlated with assessor's data on total building square feet.

### Business Licensing

Information about business licenses is useful to understand what types and how many businesses are in town, as well as indications of business health. Useful information to be collected includes:

- Leasing information – square feet, ground floor or upper floor lease, lease rate
- Categorize business to allow meaningful differentiation between common types such as those seen in consumer spending reports
- Sales Information – upon renewal of business license get annual gross sales to correlate with square feet leased

### County Assessor

This office typically has data on land and improvement market value, building square feet, lot square feet, land use, public or private ownership (the actual names of private owners are not impor-

tant for the purposes of collating economic data), owner location (which is useful to know how many absentee landlords there are).

#### **Recorder's Office**

Has data on property: age of structure (year built), last property sale date and amount paid.

#### **Permitting Office**

The building and permitting office has data on numbers of units created or demolished by address (residential) or square feet created or demolished (commercial), and last time of building renovation and the extent or cost of renovation.

#### **Post Office**

Correlating postal addresses to tax parcels allow the estimation of the number of units on any lot.

#### **Utility Records**

Like the postal information, address matching of residential units to apartment buildings from utility records may allow an estimate of number of residential units.

### **ON-GOING DATA COLLECTION BY THE CITY**

It is useful to measure progress and track issues by conducting an annual survey of building owners that covers:

- Vacancy
- Average rental rate per square foot
- Expenses per square foot (in many places this is done by BOMA)
- In the case of housing whether the units are dedicated to a particular demographic group such as seniors students, low-income etc.

#### **Real Estate Multiple Listing Information**

The city should have access to this data that shows the sales pricing for real estate and allows trending over multiple years to understand where change in markets is taking place.

#### **Assemble the Information**

The tax lot is the most basic unit of analysis. All information, whether held in a single or multiple database layers should have an id number (usually the tax lot id or pin number) that can be used to identify the tax lot and correlate the different characteristics for each tax lot.

### **WHAT CAN BE DONE WITH THE INFORMATION?**

Once the data is assembled in a GIS database, it becomes a powerful tool for:

#### **Redevelopment**

The GIS system can highlight area of low value that are ripe for redevelopment when property values are changing by highlighting the differences between existing assessed values and new project values in areas that are similar or adjoining.

#### **Downtown**

GIS used for economic development can correlate sales per square foot to specific properties and compare it to other areas, indicating the need for improvements or charting positive change. This is information retailers are very interested in and can use to help their decision making process. It can also show the relative vitality of the office space market and alert investors to opportunities for the renovation of office space in older buildings. Moreover, lease rates can be charted to gauge the feasibility of new construction.

#### **Neighborhood Planning**

GIS that is used to chart sales values can alert the city to downward trends in property values, and can also be used to alert appraisers and lenders to upward changes that can change the basis for appraisal and thus assist in obtaining financing for rehabilitation. In this way, the use of GIS can help revitalize areas without resorting to wholesale gentrification.

#### **Infill Development**

Infill development can be assisted by GIS through the identification of properties and city follow-up to the property owners to alert them of the opportunity. Many property owners may not have the resources to understand that they have properties that with potential development value and GIS can help city efforts while offering owners valuable opportunities.

#### **Employment Trends and Building Type and Age**

GIS can reveal building use by age. When this analysis was performed for Kirkland, Washington it was discovered that older building were not being used by the industries targeted by the zoning. In other words, the zoning may dictate a building type and use, but if the businesses don't want it they don't use it—and the city didn't know. The use of GIS can help the city adjust its requirements so that they fit the current market.

#### **Employment Trends and Zoning Obsolescence**

Sometimes zoning dictates places that people just aren't interested in anymore because the economics no longer work. GIS can reveal these areas through a charting of declining lease rates and changing uses. By keeping up to date, the GIS system can alert the city to situations that need attention redirecting the zoning to more productive uses.







# location quotient **C**

## LOCATION QUOTIENT

Location quotient is the ratio of businesses in Montgomery compared to the national average. For any industry a value of one means that the local aggregation is average. A value over one means that Montgomery has more than the average, a value less than one means that Montgomery has fewer than average employees in that category. The reason this is important is that businesses tend to locate near other businesses that are doing similar things. They trade employees and information and generate their own employment pool.

To encourage economic development, marketing to businesses in which the city has a high location quotient is more likely to result in success. The city has numerous assets, and these assets coupled with a demonstration that other like businesses are already located here is a powerful marketing tool because it means there is likely to be a ready workforce and a supportive environment.

NAICS	Industry	Montgomery County, AL
22	Utilities	1.03
23	Construction	0.92
31-33	Manufacturing	1.04
42	Wholesale trade	0.92
44-45	Retail trade	1.03
48-49	Transportation and warehousing	1.11
51	Information	0.85
52	Finance and insurance	1.25
53	Real estate and rental and leasing	0.97
54	Professional and technical services	0.94
55	Management of companies and enterprises	0.30
56	Administrative and waste services	1.32
61	Educational services	1.06
62	Health care and social assistance	0.96
71	Arts, entertainment, and recreation	0.74
72	Accommodation and food services	1.00
81	Other services, except public administration	1.06
221	Utilities	1.03
236	Construction of buildings	0.99
237	Heavy and civil engineering construction	1.06
238	Specialty trade contractors	0.87
311	Food manufacturing	1.31
314	Textile product mills	0.18
321	Wood product manufacturing	1.07
323	Printing and related support activities	1.12
325	Chemical manufacturing	0.09
326	Plastics and rubber products manufacturing	1.48
327	Nonmetallic mineral product manufacturing	0.60
331	Primary metal manufacturing	1.36
332	Fabricated metal product manufacturing	1.14
333	Machinery manufacturing	0.32
336	Transportation equipment manufacturing	2.11
337	Furniture and related product manufacturing	0.92
339	Miscellaneous manufacturing	0.80
423	Merchant wholesalers, durable goods	0.95

424	Merchant wholesalers, nondurable goods	1.06
425	Electronic markets and agents and brokers	0.40
441	Motor vehicle and parts dealers	1.01
442	Furniture and home furnishings stores	0.94
443	Electronics and appliance stores	1.13
444	Building material and garden supply stores	1.06
445	Food and beverage stores	0.85
446	Health and personal care stores	0.93
447	Gasoline stations	1.34
448	Clothing and clothing accessories stores	1.27
451	Sporting goods, hobby, book and music stores	0.89
452	General merchandise stores	1.11
453	Miscellaneous store retailers	1.23
454	Nonstore retailers	0.22
481	Air transportation	0.49
484	Truck transportation	1.02
485	Transit and ground passenger transportation	0.56
488	Support activities for transportation	0.38
492	Couriers and messengers	1.82
493	Warehousing and storage	2.45
511	Publishing industries, except Internet	0.96
512	Motion picture and sound recording industries	0.33
515	Broadcasting, except Internet	2.30
517	Telecommunications	0.72
518	ISPs, search portals, and data processing	0.24
522	Credit intermediation and related activities	1.56
523	Securities, commodity contracts, investments	0.48
524	Insurance carriers and related activities	1.16
525	Funds, trusts, and other financial vehicles	0.95
531	Real estate	0.98
541	Professional and technical services	0.94
551	Management of companies and enterprises	0.30
561	Administrative and support services	1.36
562	Waste management and remediation services	0.45
611	Educational services	1.06
621	Ambulatory health care services	1.18
623	Nursing and residential care facilities	0.86

713	Amusements, gambling, and recreation	0.67
721	Accommodation	0.73
722	Food services and drinking places	1.05
811	Repair and maintenance	0.81
812	Personal and laundry services	1.29
813	Membership associations and organizations	1.15
814	Private households	0.86
2213	Water, sewage and other systems	0.31
2361	Residential building construction	0.65
2362	Nonresidential building construction	1.87
2371	Utility system construction	0.51
2373	Highway, street, and bridge construction	2.15
2381	Building foundation and exterior contractors	0.74
2382	Building equipment contractors	1.10
2383	Building finishing contractors	0.54
2389	Other specialty trade contractors	0.90
3116	Animal slaughtering and processing	2.65
3118	Bakeries and tortilla manufacturing	1.03
3219	Other wood product manufacturing	1.05
3231	Printing and related support activities	1.12
3323	Architectural and structural metals mfg.	1.97
3327	Machine shops and threaded product mfg.	0.43
3339	Other general purpose machinery manufacturing	1.01
3363	Motor vehicle parts manufacturing	3.93
3391	Medical equipment and supplies manufacturing	1.41
3399	Other miscellaneous manufacturing	0.27
4231	Motor vehicle and parts merchant wholesalers	1.37
4233	Lumber and const. supply merchant wholesalers	0.96
4234	Commercial equip. merchant wholesalers	0.73
4236	Electric goods merchant wholesalers	0.43
4237	Hardware and plumbing merchant wholesalers	1.44
4238	Machinery and supply merchant wholesalers	1.18
4239	Misc. durable goods merchant wholesalers	0.78
4241	Paper and paper product merchant wholesalers	0.64
4242	Druggists' goods merchant wholesalers	0.49
4244	Grocery and Related Product Wholesalers	1.70
4245	Farm product raw material merch. whls.	1.38

4247	Petroleum merchant wholesalers	0.93
4248	Alcoholic beverage merchant wholesalers	2.35
4249	Misc. nondurable goods merchant wholesalers	0.54
4251	Electronic markets and agents and brokers	0.40
4411	Automobile dealers	0.89
4412	Other motor vehicle dealers	0.94
4413	Auto parts, accessories, and tire stores	1.33
4421	Furniture stores	1.19
4422	Home furnishings stores	0.68
4431	Electronics and appliance stores	0.13
4441	Building material and supplies dealers	1.02
4442	Lawn and garden equipment and supplies stores	1.39
4451	Grocery stores	0.94
4452	Specialty food stores	0.34
4453	Beer, wine, and liquor stores	0.10
4461	Health and personal care stores	0.93
4471	Gasoline stations	1.34
4481	Clothing stores	1.35
4482	Shoe stores	1.02
4483	Jewelry, luggage, and leather goods stores	0.99
4511	Sporting goods and musical instrument stores	0.98
4512	Book, periodical, and music stores	0.68
4521	Department stores	0.88
4529	Other general merchandise stores	1.40
4531	Florists	1.10
4532	Office supplies, stationery, and gift stores	1.92
4533	Used merchandise stores	0.84
4539	Other miscellaneous store retailers	0.51
4542	Vending machine operators	0.78
4811	Scheduled air transportation	0.52
4812	Nonscheduled air transportation	0.15
4841	General freight trucking	0.84
4842	Specialized freight trucking	1.45
4881	Support activities for air transportation	0.76
4884	Support activities for road transportation	0.93
4885	Freight transportation arrangement	0.11
4931	Warehousing and storage	2.45

5171	Wired telecommunications carriers	0.54
5172	Wireless telecommunications carriers	0.96
5221	Depository credit intermediation	1.93
5222	Nondepository credit intermediation	0.74
5223	Activities related to credit intermediation	1.43
5231	Securities and commodity contracts brokerage	0.53
5239	Other financial investment activities	0.41
5241	Insurance carriers	1.28
5242	Insurance agencies, brokerages, and related	1.00
5311	Lessors of real estate	1.42
5312	Offices of real estate agents and brokers	1.02
5313	Activities related to real estate	0.44
5321	Automotive equipment rental and leasing	1.42
5322	Consumer goods rental	1.05
5324	Machinery and equipment rental and leasing	0.44
5411	Legal services	1.57
5412	Accounting and bookkeeping services	1.06
5413	Architectural and engineering services	0.97
5414	Specialized design services	0.44
5415	Computer systems design and related services	1.21
5416	Management and technical consulting services	0.34
5417	Scientific research and development services	0.10
5418	Advertising and related services	0.78
5419	Other professional and technical services	0.79
5511	Management of companies and enterprises	0.30
5611	Office administrative services	0.11
5612	Facilities support services	5.70
5613	Employment services	1.36
5614	Business support services	1.17
5615	Travel arrangement and reservation services	0.29
5616	Investigation and security services	1.57
5617	Services to buildings and dwellings	1.51
5619	Other support services	1.10
5621	Waste collection	0.40
5622	Waste treatment and disposal	0.66
5629	Remediation and other waste services	0.31
6111	Elementary and secondary schools	1.83

6113	Colleges and universities	0.74
6116	Other schools and instruction	0.78
6117	Educational support services	2.44
6211	Offices of physicians	1.44
6212	Offices of dentists	0.95
6213	Offices of other health practitioners	0.77
6214	Outpatient care centers	0.73
6215	Medical and diagnostic laboratories	2.07
6216	Home health care services	1.02
6219	Other ambulatory health care services	1.26
6231	Nursing care facilities	1.05
6232	Residential mental health facilities	0.37
6233	Community care facilities for the elderly	0.78
6239	Other residential care facilities	0.90
6241	Individual and family services	0.69
6243	Vocational rehabilitation services	1.05
6244	Child day care services	1.29
7113	Promoters of performing arts and sports	0.33
7139	Other amusement and recreation industries	0.79
7221	Full-service restaurants	0.94
7222	Limited-service eating places	1.23
7223	Special food services	1.03
7224	Drinking places, alcoholic beverages	0.46
8111	Automotive repair and maintenance	0.84
8112	Electronic equipment repair and maintenance	0.43
8113	Commercial machinery repair and maintenance	0.85
8114	Household goods repair and maintenance	0.99
8121	Personal care services	0.98
8122	Death care services	0.92
8123	Drycleaning and laundry services	2.52
8129	Other personal services	0.36
8133	Social advocacy organizations	0.46
8134	Civic and social organizations	1.35
8139	Professional and similar organizations	0.87
8141	Private households	0.86
22131	Water supply and irrigation systems	0.40
23611	Residential building construction	0.65

23621	Industrial building construction	0.73
23622	Commercial building construction	1.62
23731	Highway, street, and bridge construction	2.15
23811	Poured concrete structure contractors	0.51
23812	Steel and precast concrete contractors	0.52
23813	Framing contractors	1.15
23814	Masonry contractors	0.50
23815	Glass and glazing contractors	0.35
23816	Roofing contractors	1.33
23817	Siding contractors	0.28
23819	Other building exterior contractors	0.47
23821	Electrical contractors	1.41
23822	Plumbing and HVAC contractors	0.92
23829	Other building equipment contractors	0.13
23831	Drywall and insulation contractors	0.67
23832	Painting and wall covering contractors	0.54
23833	Flooring contractors	0.56
23834	Tile and terrazzo contractors	0.71
23835	Finish carpentry contractors	0.27
23839	Other building finishing contractors	0.32
23891	Site preparation contractors	1.11
23899	All other specialty trade contractors	0.67
31161	Animal slaughtering and processing	2.65
32191	Millwork	1.19
32311	Printing	1.22
32732	Ready-mix concrete manufacturing	1.14
32739	Other concrete product manufacturing	0.40
33231	Plate work and fabricated structural products	2.71
33232	Ornamental and architectural metal products	1.41
33271	Machine shops	0.57
33392	Material handling equipment manufacturing	3.03
33911	Medical equipment and supplies manufacturing	1.41
33995	Sign manufacturing	0.85
42311	Motor vehicle merchant wholesalers	0.96
42312	New motor vehicle parts merchant wholesalers	1.68
42331	Lumber and wood merchant wholesalers	0.71
42342	Office equipment merchant wholesalers	0.49

42343	Computer and software merchant wholesalers	0.54
42344	Other commercial equip. merchant wholesalers	1.35
42345	Medical equipment merchant wholesalers	1.15
42361	Elec. equip. and wiring merchant wholesalers	0.50
42371	Hardware merchant wholesalers	1.69
42372	Plumbing equip. merchant wholesalers	1.71
42381	Construction equipment merchant wholesalers	1.71
42382	Farm and garden equip. merchant wholesalers	2.24
42383	Industrial machinery merchant wholesalers	0.95
42385	Service estab. equip. merchant wholesalers	0.95
42393	Recyclable material merchant wholesalers	1.37
42413	Industrial paper merchant wholesalers	0.72
42421	Druggists' goods merchant wholesalers	0.49
42441	General line grocery merchant wholesalers	3.82
42445	Confectionery merchant wholesalers	1.27
42449	Other grocery product merchant wholesalers	0.97
42469	Other chemicals merchant wholesalers	0.23
42491	Farm supplies merchant wholesalers	0.67
44111	New car dealers	0.88
44112	Used car dealers	1.00
44131	Automotive parts and accessories stores	1.24
44132	Tire dealers	1.53
44211	Furniture stores	1.19
44221	Floor covering stores	0.85
44229	Other home furnishings stores	0.58
44311	Appliance, TV, and other electronics stores	0.90
44411	Home centers	0.72
44412	Paint and wallpaper stores	1.59
44413	Hardware stores	0.66
44419	Other building material dealers	1.78
44421	Outdoor power equipment stores	1.76
44422	Nursery, garden, and farm supply stores	1.29
44511	Supermarkets and other grocery stores	0.99
44512	Convenience stores	0.11
44521	Meat markets	1.15
44529	Other specialty food stores	0.11
44531	Beer, wine, and liquor stores	0.10

44611	Pharmacies and drug stores	0.94
44612	Cosmetic and beauty supply stores	0.93
44613	Optical goods stores	1.06
44619	Other health and personal care stores	0.80
44711	Gasoline stations with convenience stores	1.37
44719	Other gasoline stations	1.14
44811	Men's clothing stores	2.90
44812	Women's clothing stores	1.19
44813	Children's and infants' clothing stores	1.70
44814	Family clothing stores	0.92
44815	Clothing accessories stores	0.71
44819	Other clothing stores	2.60
44821	Shoe stores	1.02
45111	Sporting goods stores	0.55
45112	Hobby, toy, and game stores	1.25
45113	Sewing, needlework, and piece goods stores	1.19
45114	Musical instrument and supplies stores	2.34
45121	Book stores and news dealers	0.71
45122	Precorded tape, CD, and record stores	0.62
45211	Department stores	0.88
45311	Florists	1.10
45321	Office supplies and stationery stores	1.79
45322	Gift, novelty, and souvenir stores	2.04
45331	Used merchandise stores	0.84
45391	Pet and pet supplies stores	1.13
45399	All other miscellaneous store retailers	0.30
45421	Vending machine operators	0.78
45431	Fuel dealers	0.32
48111	Scheduled air transportation	0.52
48121	Nonscheduled air transportation	0.15
48411	General freight trucking, local	0.32
48412	General freight trucking, long-distance	1.00
48421	Used household and office goods moving	2.49
48422	Other specialized trucking, local	0.42
48423	Other specialized trucking, long-distance	2.32
48851	Freight transportation arrangement	0.11
49311	General warehousing and storage	2.07

51112	Periodical publishers	2.93
51113	Book publishers	0.2
51114	Directory and mailing list publishers	1.03
51213	Motion picture and video exhibition	0.84
51512	Television broadcasting	3.73
51711	Wired telecommunications carriers	0.54
51721	Wireless telecommunications carriers	0.96
52211	Commercial banking	2.29
52229	Other nondepository credit intermediation	0.93
52231	Mortgage and nonmortgage loan brokers	0.49
52232	Financial transaction processing and clearing	0.15
52239	Other credit intermediation activities	4.05
52311	Investment banking and securities dealing	0.71
52312	Securities brokerage	0.47
52391	Miscellaneous intermediation	0.8
52392	Portfolio management	0.14
52393	Investment advice	0.31
52399	All other financial investment activities	1.15
52411	Direct life and health insurance carriers	0.27
52412	Direct insurers, except life and health	2.41
52421	Insurance agencies and brokerages	0.9
52429	Other insurance related activities	1.3
53111	Lessors of residential buildings	1.53
53112	Lessors of nonresidential buildings	0.85
53113	Miniwarehouse and self-storage unit operators	3.41
53119	Lessors of other real estate property	0.56
53121	Offices of real estate agents and brokers	1.02
53131	Real estate property managers	0.46
53211	Passenger car rental and leasing	0.89
53212	Truck, trailer, and RV rental and leasing	2.64
53223	Video tape and disc rental	0.84
53229	Other consumer goods rental	1.2
54111	Offices of lawyers	1.67
54119	Other legal services	0.33
54121	Accounting and bookkeeping services	1.06
54131	Architectural services	1.84
54133	Engineering services	0.95

54134	Drafting services	1.23
54137	Other surveying and mapping services	0.48
54138	Testing laboratories	0.55
54143	Graphic design services	0.4
54151	Computer systems design and related services	1.21
54161	Management consulting services	0.31
54162	Environmental consulting services	0.38
54169	Other technical consulting services	0.55
54181	Advertising agencies	0.63
54182	Public relations agencies	1.52
54184	Media representatives	0.89
54185	Display advertising	1.7
54189	Other services related to advertising	0.37
54191	Marketing research and public opinion polling	0.53
54192	Photographic services	0.63
54194	Veterinary services	1.02
54199	All other professional and technical services	0.52
55111	Management of companies and enterprises	0.3
56111	Office administrative services	0.11
56121	Facilities support services	5.7
56131	Employment placement agencies	1.08
56132	Temporary help services	1.7
56133	Professional employer organizations	0.34
56142	Telephone call centers	1.77
56143	Business service centers	0.33
56149	Other business support services	1.33
56151	Travel agencies	0.39
56159	Other travel arrangement services	0.25
56161	Security and armored car services	1.55
56162	Security systems services	1.66
56171	Exterminating and pest control services	1.68
56172	Janitorial services	2.11
56173	Landscaping services	0.65
56174	Carpet and upholstery cleaning services	2.31
56179	Other services to buildings and dwellings	0.69
56199	All other support services	0.87
56211	Waste collection	0.4

56221	Waste treatment and disposal	0.66
56291	Remediation services	0.43
61111	Elementary and secondary schools	1.83
61131	Colleges and universities	0.74
61161	Fine arts schools	0.6
61162	Sports and recreation instruction	0.49
61169	All other schools and instruction	1.15
61171	Educational support services	2.44
62111	Offices of physicians	1.44
62121	Offices of dentists	0.95
62131	Offices of chiropractors	0.5
62132	Offices of optometrists	0.8
62133	Offices of mental health practitioners	1.3
62134	Offices of specialty therapists	0.79
62139	Offices of all other health practitioners	0.73
62149	Other outpatient care centers	0.9
62151	Medical and diagnostic laboratories	2.07
62161	Home health care services	1.02
62311	Nursing care facilities	1.05
62331	Community care facilities for the elderly	0.78
62399	Other residential care facilities	0.9
62411	Child and youth services	1.26
62412	Services for the elderly and disabled	0.21
62419	Other individual and family services	1.11
62431	Vocational rehabilitation services	1.05
62441	Child day care services	1.29
71391	Golf courses and country clubs	0.73
71394	Fitness and recreational sports centers	0.94
72111	Hotels and motels, except casino hotels	0.81
72211	Full-service restaurants	0.94
72221	Limited-service eating places	1.23
72231	Food service contractors	1.24
72232	Caterers	0.54
72241	Drinking places, alcoholic beverages	0.46
81111	Automotive mechanical and electrical repair	0.87
81112	Automotive body, interior, and glass repair	1.09
81119	Other automotive repair and maintenance	0.5

81121	Electronic equipment repair and maintenance	0.43
81131	Commercial machinery repair and maintenance	0.85
81149	Other household goods repair and maintenance	1.96
81211	Hair, nail, and skin care services	1.1
81219	Other personal care services	0.43
81221	Funeral homes and funeral services	0.88
81222	Cemeteries and crematories	1.06
81231	Coin-operated laundries and drycleaners	0.35
81232	Drycleaning and laundry services	2.54
81233	Linen and uniform supply	3.12
81291	Pet care, except veterinary, services	0.19
81292	Photofinishing	1.36
81299	All other personal services	0.69
81331	Social advocacy organizations	0.46
81341	Civic and social organizations	1.35
81391	Business associations	2.81
81392	Professional organizations	3.97
81393	Labor unions and similar labor organizations	0.52
81394	Political organizations	3.98
81399	Other similar organizations	0.87
81411	Private households	0.86
221310	Water supply and irrigation systems	0.4
236115	New single-family general contractors	0.69
236118	Residential remodelers	0.62
236210	Industrial building construction	0.73
236220	Commercial building construction	1.62
237310	Highway, street, and bridge construction	2.15
238111	Residential poured foundation contractors	0.38
238112	Nonresidential poured foundation contractors	0.7
238141	Residential masonry contractors	0.22
238142	Nonresidential masonry contractors	0.81
238161	Residential roofing contractors	0.58
238162	Nonresidential roofing contractors	2.07
238171	Residential siding contractors	0.32
238211	Residential electrical contractors	0.92
238212	Nonresidential electrical contractors	1.69
238221	Residential plumbing and HVAC contractors	0.81

238222	Nonresidential plumbing and HVAC contractors	1.02
238292	Other nonresidential equipment contractors	0.14
238311	Residential drywall contractors	0.48
238312	Nonresidential drywall contractors	0.86
238321	Residential painting contractors	0.31
238322	Nonresidential painting contractors	0.92
238911	Residential site preparation contractors	0.73
238912	Nonresidential site preparation contractors	1.36
238991	All other residential trade contractors	0.26
238992	All other nonresidential trade contractors	1.08
321114	Wood preservation	9.5
321911	Wood window and door manufacturing	0.81
321918	Other millwork, including flooring	2.08
323110	Commercial lithographic printing	1.03
323113	Commercial screen printing	2.19
323114	Quick printing	1.73
327320	Ready-mix concrete manufacturing	1.14
327390	Other concrete product manufacturing	0.4
332312	Fabricated structural metal manufacturing	3.92
332322	Sheet metal work manufacturing	0.41
332710	Machine shops	0.57
339116	Dental laboratories	1.17
339950	Sign manufacturing	0.85
423110	Motor vehicle merchant wholesalers	0.96
423120	New motor vehicle parts merchant wholesalers	1.68
423310	Lumber and wood merchant wholesalers	0.71
423420	Office equipment merchant wholesalers	0.49
423430	Computer and software merchant wholesalers	0.54
423440	Other commercial equip. merchant wholesalers	1.35
423450	Medical equipment merchant wholesalers	1.15
423610	Elec. equip. and wiring merchant wholesalers	0.5
423710	Hardware merchant wholesalers	1.69
423720	Plumbing equip. merchant wholesalers	1.71
423810	Construction equipment merchant wholesalers	1.71
423820	Farm and garden equip. merchant wholesalers	2.24
423830	Industrial machinery merchant wholesalers	0.95
423850	Service estab. equip. merchant wholesalers	0.95

423930	Recyclable material merchant wholesalers	1.37
424130	Industrial paper merchant wholesalers	0.72
424210	Druggists' goods merchant wholesalers	0.49
424410	General line grocery merchant wholesalers	3.82
424450	Confectionery merchant wholesalers	1.27
424490	Other grocery product merchant wholesalers	0.97
424690	Other chemicals merchant wholesalers	0.23
424910	Farm supplies merchant wholesalers	0.67
441110	New car dealers	0.88
441120	Used car dealers	1
441221	Motorcycle dealers	1.37
441310	Automotive parts and accessories stores	1.24
441320	Tire dealers	1.53
442110	Furniture stores	1.19
442210	Floor covering stores	0.85
442299	All other home furnishings stores	0.63
443111	Household appliance stores	0.69
443112	Radio, TV, and other electronics stores	0.95
444110	Home centers	0.72
444120	Paint and wallpaper stores	1.59
444130	Hardware stores	0.66
444190	Other building material dealers	1.78
444210	Outdoor power equipment stores	1.76
444220	Nursery, garden, and farm supply stores	1.29
445110	Supermarkets and other grocery stores	0.99
445120	Convenience stores	0.11
445210	Meat markets	1.15
445310	Beer, wine, and liquor stores	0.1
446110	Pharmacies and drug stores	0.94
446120	Cosmetic and beauty supply stores	0.93
446130	Optical goods stores	1.06
446191	Food, health, supplement stores	0.58
446199	All other health and personal care stores	0.99
447110	Gasoline stations with convenience stores	1.37
447190	Other gasoline stations	1.14
448110	Men's clothing stores	2.9
448120	Women's clothing stores	1.19

448130	Children's and infants' clothing stores	1.7
448140	Family clothing stores	0.92
448150	Clothing accessories stores	0.71
448190	Other clothing stores	2.6
448210	Shoe stores	1.02
451110	Sporting goods stores	0.55
451120	Hobby, toy, and game stores	1.25
451130	Sewing, needlework, and piece goods stores	1.19
451140	Musical instrument and supplies stores	2.34
451211	Book stores	0.75
451220	Precorded tape, CD, and record stores	0.62
452111	Department stores, except discount	1.54
452112	Discount department stores	0.36
453110	Florists	1.1
453210	Office supplies and stationery stores	1.79
453220	Gift, novelty, and souvenir stores	2.04
453310	Used merchandise stores	0.84
453910	Pet and pet supplies stores	1.13
453991	Tobacco stores	0.29
453998	Store retailers not specified elsewhere	0.31
454210	Vending machine operators	0.78
454312	Liquefied petroleum gas, bottled gas, dealers	0.7
481111	Scheduled passenger air transportation	0.54
484110	General freight trucking, local	0.32
484121	General freight trucking, long-distance TL	0.88
484122	General freight trucking, long-distance LTL	1.27
484210	Used household and office goods moving	2.49
484220	Other specialized trucking, local	0.42
484230	Other specialized trucking, long-distance	2.32
488510	Freight transportation arrangement	0.11
493110	General warehousing and storage	2.07
511120	Periodical publishers	2.93
511130	Book publishers	0.2
511140	Directory and mailing list publishers	1.03
512131	Motion picture theaters, except drive-ins	0.86
515120	Television broadcasting	3.73
517110	Wired telecommunications carriers	0.54

522110	Commercial banking	2.29
522291	Consumer lending	0.91
522292	Real estate credit	0.56
522298	All other nondepository credit intermediation	3.48
522310	Mortgage and nonmortgage loan brokers	0.49
522320	Financial transaction processing and clearing	0.15
522390	Other credit intermediation activities	4.05
523110	Investment banking and securities dealing	0.71
523120	Securities brokerage	0.47
523910	Miscellaneous intermediation	0.8
523920	Portfolio management	0.14
523930	Investment advice	0.31
524210	Insurance agencies and brokerages	0.9
524291	Claims adjusting	1.37
524292	Third party administration of insurance funds	0.91
524298	All other insurance related activities	2.2
531110	Lessors of residential buildings	1.53
531120	Lessors of nonresidential buildings	0.85
531130	Miniwarehouse and self-storage unit operators	3.41
531190	Lessors of other real estate property	0.56
531210	Offices of real estate agents and brokers	1.02
531311	Residential property managers	0.51
531312	Nonresidential property managers	0.37
532111	Passenger car rental	0.96
532120	Truck, trailer, and RV rental and leasing	2.64
532230	Video tape and disc rental	0.84
541110	Offices of lawyers	1.67
541211	Offices of certified public accountants	1.36
541213	Tax preparation services	0.94
541214	Payroll services	0.24
541219	Other accounting services	1.1
541310	Architectural services	1.84
541330	Engineering services	0.95
541340	Drafting services	1.23
541370	Other surveying and mapping services	0.48
541380	Testing laboratories	0.55
541430	Graphic design services	0.4

541511	Custom computer programming services	1.41
541512	Computer systems design services	1.25
541611	Administrative management consulting services	0.49
541612	Human resource consulting services	0.31
541618	Other management consulting services	0.14
541620	Environmental consulting services	0.38
541690	Other technical consulting services	0.55
541810	Advertising agencies	0.63
541820	Public relations agencies	1.52
541840	Media representatives	0.89
541850	Display advertising	1.7
541890	Other services related to advertising	0.37
541910	Marketing research and public opinion polling	0.53
541940	Veterinary services	1.02
541990	All other professional and technical services	0.52
551114	Managing offices	0.25
561110	Office administrative services	0.11
561210	Facilities support services	5.7
561310	Employment placement agencies	1.08
561320	Temporary help services	1.7
561330	Professional employer organizations	0.34
561431	Private mail centers	0.58
561439	Other business service centers	0.24
561499	All other business support services	1.13
561510	Travel agencies	0.39
561612	Security guards and patrol services	1.59
561621	Security systems services, except locksmiths	1.73
561622	Locksmiths	1.23
561710	Exterminating and pest control services	1.68
561720	Janitorial services	2.11
561730	Landscaping services	0.65
561740	Carpet and upholstery cleaning services	2.31
561790	Other services to buildings and dwellings	0.69
561990	All other support services	0.87
562910	Remediation services	0.43
611110	Elementary and secondary schools	1.83
611310	Colleges and universities	0.74

611610	Fine arts schools	0.6
611620	Sports and recreation instruction	0.49
611691	Exam preparation and tutoring	1.73
611710	Educational support services	2.44
621111	Offices of physicians, except mental health	1.45
621112	Offices of mental health physicians	1.25
621210	Offices of dentists	0.95
621310	Offices of chiropractors	0.5
621320	Offices of optometrists	0.8
621330	Offices of mental health practitioners	1.3
621340	Offices of specialty therapists	0.79
621391	Offices of podiatrists	1.09
621399	Offices of miscellaneous health practitioners	0.44
621492	Kidney dialysis centers	2.48
621511	Medical laboratories	1.5
621512	Diagnostic imaging centers	3.39
621610	Home health care services	1.02
623110	Nursing care facilities	1.05
623311	Continuing care retirement communities	1.26
623312	Homes for the elderly	0.3
623990	Other residential care facilities	0.9
624110	Child and youth services	1.26
624120	Services for the elderly and disabled	0.21
624190	Other individual and family services	1.11
624310	Vocational rehabilitation services	1.05
624410	Child day care services	1.29
713910	Golf courses and country clubs	0.73
713940	Fitness and recreational sports centers	0.94
721110	Hotels and motels, except casino hotels	0.81
722110	Full-service restaurants	0.94
722211	Limited-service restaurants	1.28
722212	Cafeterias	2.11
722213	Snack and nonalcoholic beverage bars	0.57
722310	Food service contractors	1.24
722320	Caterers	0.54
722410	Drinking places, alcoholic beverages	0.46
811111	General automotive repair	0.72

811112	Automotive exhaust system repair	1.26
811113	Automotive transmission repair	1.03
811118	Other automotive mechanical and elec. repair	1.66
811121	Automotive body and interior repair	1.02
811122	Automotive glass replacement shops	1.54
811212	Computer and office machine repair	0.38
811219	Other electronic equipment repair	0.55
811310	Commercial machinery repair and maintenance	0.85
811490	Other household goods repair and maintenance	1.96
812112	Beauty salons	1.12
812210	Funeral homes and funeral services	0.88
812220	Cemeteries and crematories	1.06
812310	Coin-operated laundries and drycleaners	0.35
812320	Drycleaning and laundry services	2.54
812910	Pet care, except veterinary, services	0.19
812990	All other personal services	0.69
813212	Voluntary health organizations	1.05
813319	Other social advocacy organizations	0.35
813410	Civic and social organizations	1.35
813910	Business associations	2.81
813920	Professional organizations	3.97
813930	Labor unions and similar labor organizations	0.52
813940	Political organizations	3.98
813990	Other similar organizations	0.87
814110	Private households	0.86