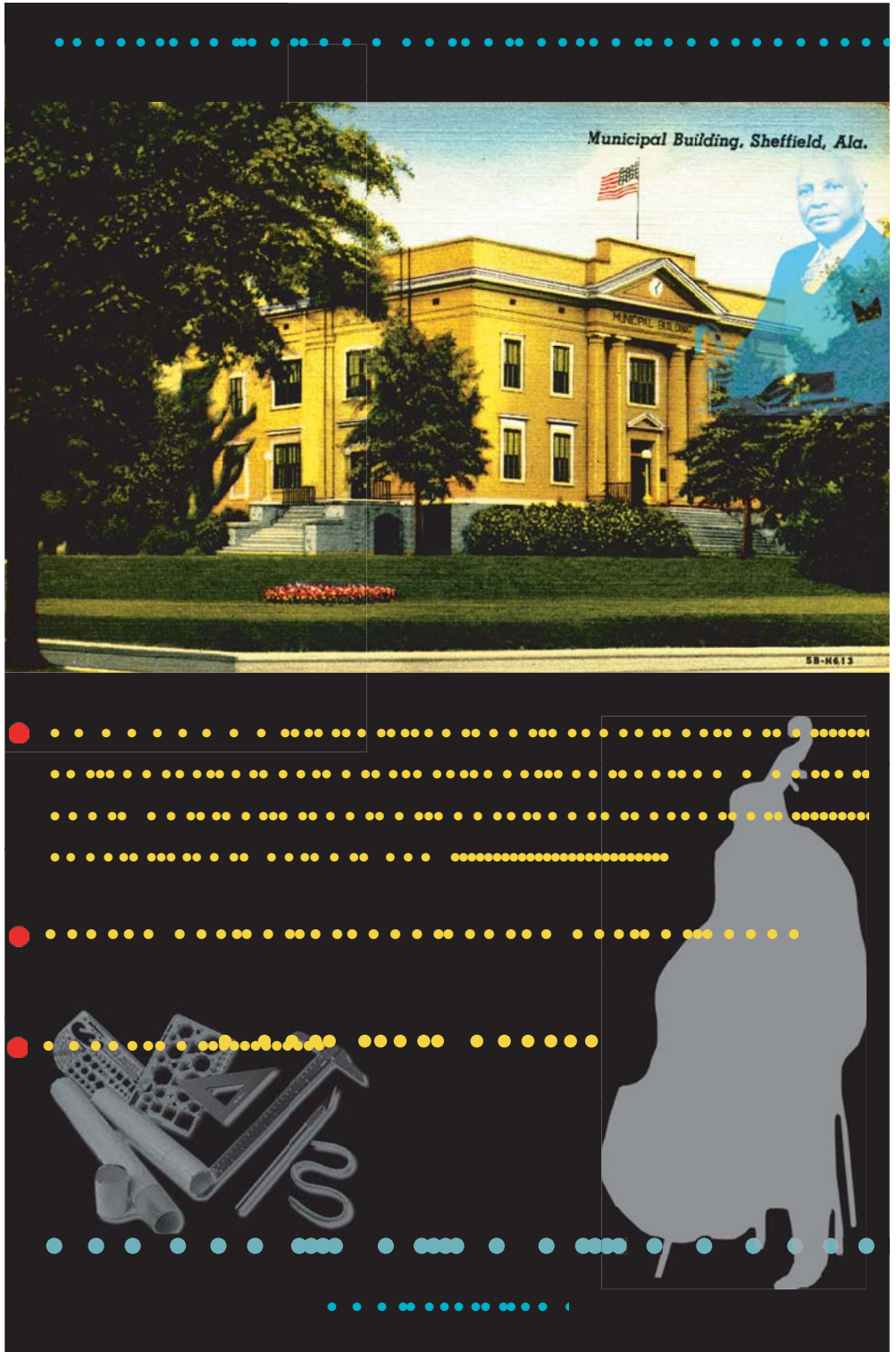


# SHEFFIELD, ALABAMA

## REVITALIZATION & REDEVELOPMENT PLAN



*Sheffield*  
*Revitalization & Redevelopment*  
*Plan*

Prepared for:

Sheffield Redevelopment Authority  
(SRA)

Prepared by:

The Northwest Alabama Council of Local Governments

SKIPPER Consulting Inc.

&

The Citizens of Sheffield, Alabama

Summer 2006

**This Plan Was Funded In Part By:**

The Alabama Department of Economic and Community Affairs

&

The City of Sheffield, Alabama

Grant Agreement Number: LR-PF-PL-03-003

**Sheffield, Alabama City Council**

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Mr. Waylon W. Huguley Jr.

Mr. Gary Scales

Mr. Ronnie McLeary

Mr. Frank L. Stevens

Ms. Verna S. Brennan

**Sheffield, Alabama Redevelopment Authority (SRA)**

Mr. Steve Stanley - Chairman

Mr. Robert Bailey

Mr. Terry Miller

Mr. Ian Sanford

Ms. Cindy Evans

Mr. David Ruggles

Mr. David Johnson

Mr. Cecil Denton

Dr. Joe Cooney

**To create a prosperous city where people can live, work, learn, raise a family in safety, and thrive on its high quality of life, rich cultural heritage, and beautiful natural resources.** *Sheffield Redevelopment Authority 2005*

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# CHAPTER I.



Introduction

Introduction

CENTER OF THE SHOALS



## Chapter 1.

## Introduction

The *Sheffield Revitalization & Redevelopment Plan* (hereinafter referred to as the redevelopment plan) is for adoption and implementation by the City of Sheffield after approval by the Sheffield Redevelopment Authority (SRA). The SRA is established to review, implement, and update the identified goals, objectives, and performance criteria contained within this redevelopment plan. This document will serve as a guide for redevelopment, new construction, installation of new site improvements, grant priorities, and designation of specific uses permitted in the Redevelopment Study Area, the Sheffield Central Business District, and the Sheffield Focus Development District. The district boundaries and their legal descriptions are outlined in the next chapter, *Physical Description of District Boundaries*. Authority for adoption and implementation of this document can be found in the Code of Alabama Volume 10, Title 11, Chapter 54, Downtown Redevelopment Authorities as well as Title 11, Chapter 52, Planning, Zoning, and Subdivisions.

The *Sheffield Revitalization & Redevelopment Plan* was composed with citizen and stakeholder involvement that has put forth a vision for the City of Sheffield and the Shoals Region. The citizen envisioned goals and objectives are coupled with sound urban design principles that compose the performance criteria for implementing the goals and objectives. Documentation of the visioning sessions and community design charrette work product may be found in the *Sheffield Community Design Charrette Design Team Workbook* and the *Sheffield Community Design Charrette Design Team Work Product* documents. Initiation of the redevelopment plan began in 2003 with a Community Development Block Grant Planning Application for revitalization and redevelopment of the commercial districts within the city. The grant was funded by the Alabama Department of Economic and Community Affairs (ADECA) with a matching contribution by the City of Sheffield. An agreement with the Northwest Alabama Council of Local Governments (NACOLG) was completed for drafting the

*Sheffield Revitalization and Redevelopment Plan*. The redevelopment plan is laid out in fourteen chapters and an Appendix that contains the Definition of Terms. The fourteen chapters discuss the existing physical and economic conditions and then make a proposal and recommendations on the citizen envisioned goals. The *Redevelopment Proposal Performance Criteria* supporting document contains four sections titled *Access & Linkage*, *Comfort & Image*, *Use & Activities*, and *Sociability*. Within each section are citizen identified goals and objectives that contain performance criteria with supporting graphics for implementing the citizen identified vision. There are a total of fourteen goals and forty-eight objectives with multiple performance criteria that are based on professionally practiced urban design principles. The goals, objectives, and performance criteria are interconnected and act as a system of projects that can be implemented individually, but must be planned comprehensively.

The *Sheffield Revitalization & Redevelopment Plan* is to act as a guide for redevelopment for the Sheffield Redevelopment Authority (SRA) and the Sheffield Planning Commission. The SRA is to oversee the implementation of the document, while relying on the Sheffield Planning Commission to evaluate and implement modifications to the Sheffield Comprehensive Plan and the Sheffield Zoning Ordinance. The redevelopment plan proposes multiple design guidelines and zoning recommendations that require modification by the Sheffield City Council and the Sheffield Planning Commission. As redevelopment progresses, new opportunities will arise that are unforeseen at the present time. The Sheffield Redevelopment Authority should consider update and revision of the redevelopment plan every four to seven years. This update should continue to involve municipal officials and Sheffield citizens in order to provide continuity to a document that is transparent and comprehensive. The redevelopment plan is meant to complement the Sheffield Comprehensive Plan and should not be considered a replacement or substitute for that document.



## CHAPTER II.



Physical Description Of District Boundaries

*Chapter 11.**Physical Description of District Boundaries***Sheffield Redevelopment Study  
Boundary Description**

Begin at a point where Atlanta Avenue and Avalon Avenue intersect; thence follow the Sheffield city limit boundary due West to McClain Avenue; thence North along McClain Avenue to the intersection of 7<sup>th</sup> Street; thence Northwest along 7<sup>th</sup> Street to the intersection of Shop Pike; thence Northeast along Shop Pike to the intersection of 12<sup>th</sup> Street; thence Northwest on 12<sup>th</sup> Street to the intersection of 20<sup>th</sup> Avenue; thence Northeast along 20<sup>th</sup> Avenue to the intersection of Little Rock Avenue; thence North on Little Rock Avenue to the intersection of River Bluff Drive; thence East along River Bluff Drive to the intersection of Alabama Court; thence North on Alabama Court to the intersection of 8<sup>th</sup> Street; thence East along 8<sup>th</sup> Street to the intersection of Alabama Avenue; thence Northwest along Alabama Avenue to the intersection of 9<sup>th</sup> Street; thence continue Northwest along Alabama Avenue to the Tennessee River; thence Northeast along the Tennessee River to Annapolis Extended; thence South along Annapolis Extended to the intersection of 14<sup>th</sup> Street; thence East along 14<sup>th</sup> Street to the intersection of Dover Avenue; thence South along Dover Avenue to the intersection of 24<sup>th</sup> Street; thence Southeast along 24<sup>th</sup> Street to the intersection of 14<sup>th</sup> Avenue East; thence Northeast along 14<sup>th</sup> Avenue East to the intersection of 26<sup>th</sup> Street East; thence Southeast along 26<sup>th</sup> Street East to the intersection of 12<sup>th</sup> Avenue East; thence Northeast on 12<sup>th</sup> Avenue East to the intersection of York Street; thence East on York Street to the intersection of Oakwood Boulevard; thence North on Oakwood Boulevard to the intersection of Darby Avenue; thence continue North on Darby Avenue to the intersection of Fountain Avenue; thence Northeast on Fountain Avenue to the intersection of Musick Street; thence South on Musick Street to the intersection of Hatch Boulevard; thence East on Hatch Boulevard to the intersection of Woodward Avenue; thence Southeast on Woodward Avenue to the intersection of 2<sup>nd</sup> Street East; thence West along 2<sup>nd</sup> Street East and along the Sheffield

city limit line until the Sheffield city limit line turns South; thence South along the Sheffield city limit line to the railroad tracks; thence due West along the railroad tracks to the intersection of Atlanta Avenue; thence South along Atlanta Avenue to the intersection of Avalon Avenue, and the point of beginning.

\*City limit line data as of January 2006.

\*All boundaries extend to the external boundary of the described features of government right-of-way of said features.

\*Boundary Map is shown on Map 1 and is for estimation purposes only.







*Physical Description of District Boundaries*



*Map 1: Redevelopment Study Boundary*







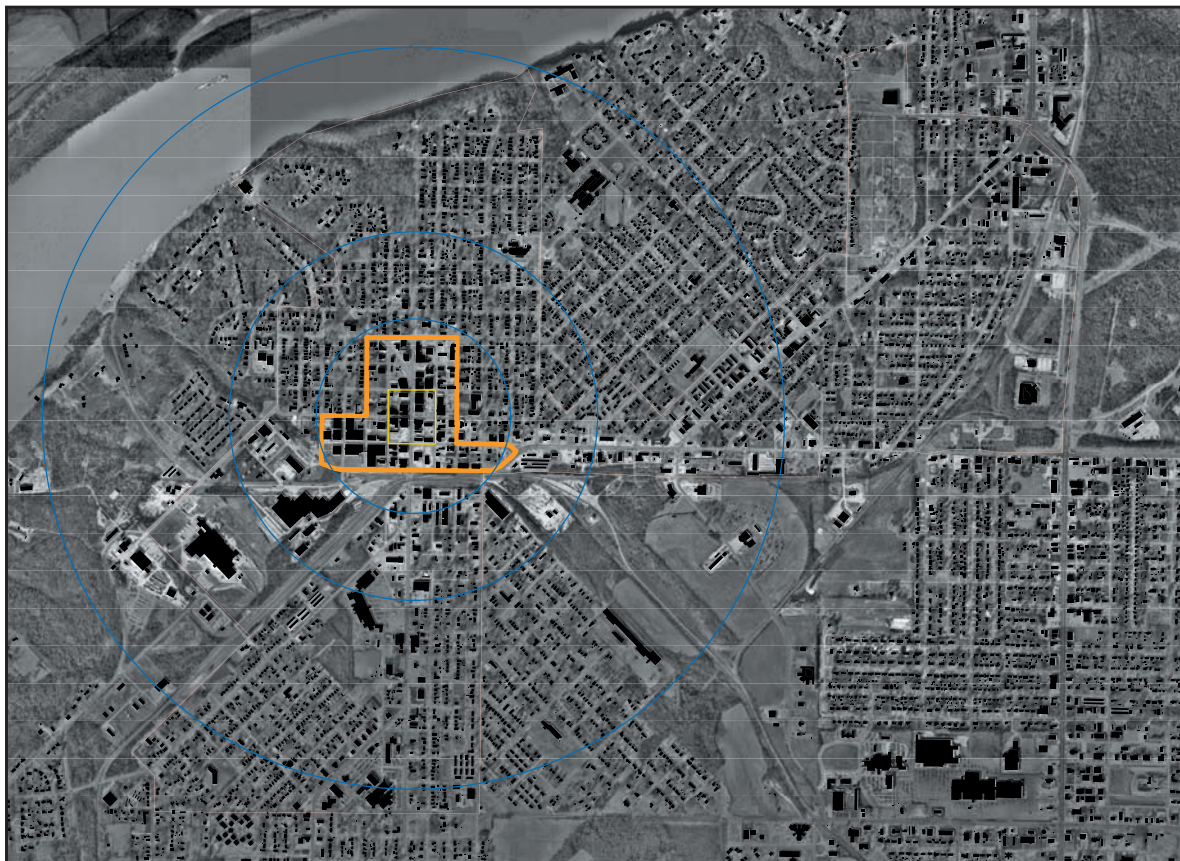
*Physical Description of District Boundaries*

**Sheffield Central Business District Boundary Description**

\*Boundary Maps are shown on Maps 2 and 3 and are for estimation purposes only.

Begin at the point where 2<sup>nd</sup> Street and Columbia Avenue intersect; thence East along 2<sup>nd</sup> Street to the intersection of 1<sup>st</sup> Street; thence Southwest on 1<sup>st</sup> Street to the intersection of Pittsburg Avenue; thence North on Pittsburg Avenue to the intersection of 3<sup>rd</sup> Street; thence East on 3<sup>rd</sup> Street to the intersection of Austin Avenue; thence North on Austin Avenue to the intersection of 6<sup>th</sup> Street; thence East on 6<sup>th</sup> Street to the intersection of Columbia Avenue; thence South on Columbia Avenue to the intersection of 2<sup>nd</sup> Street and the point of beginning.

\*All boundaries extend to the external boundary of the described features of government right-of-way of said features.

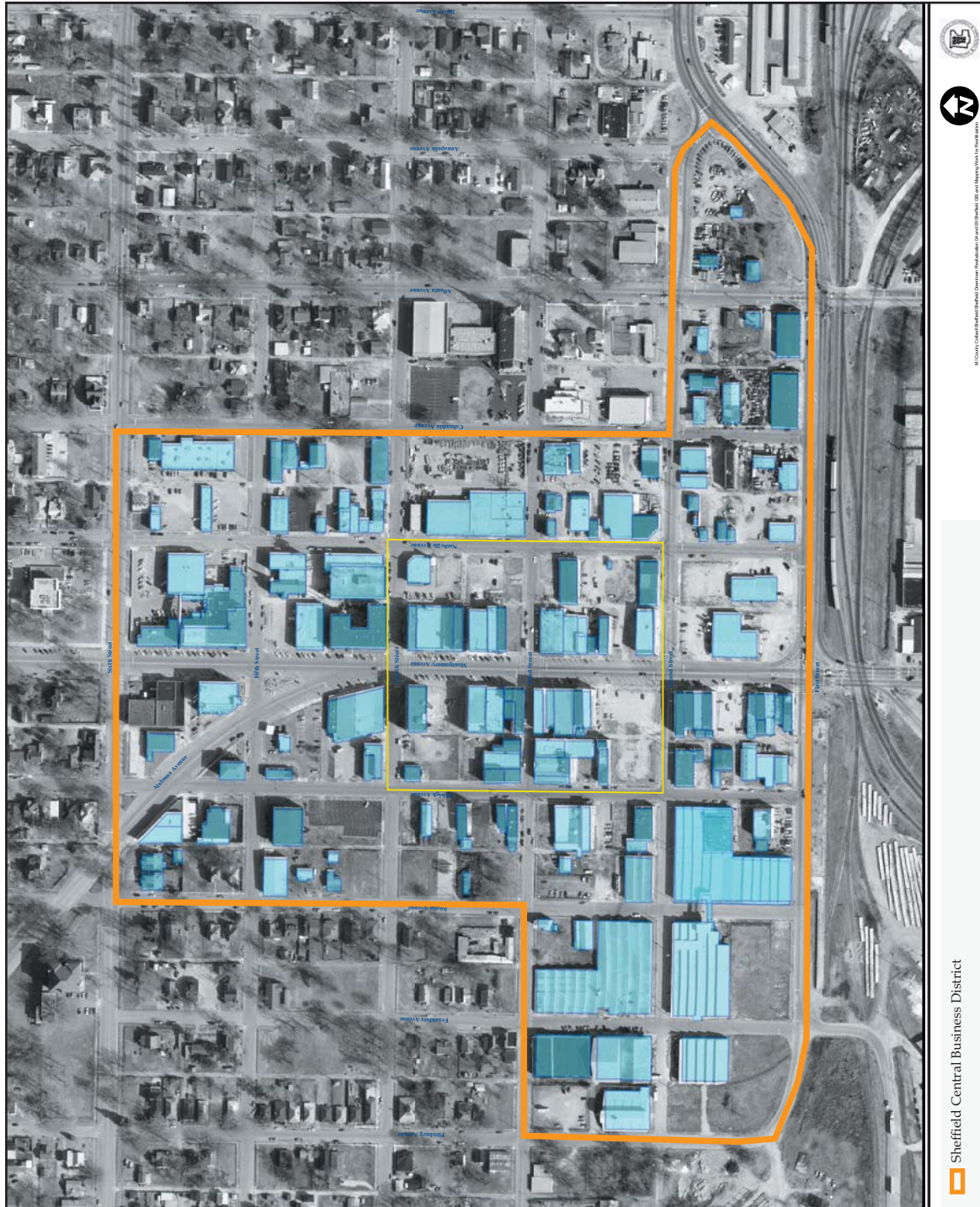


*Map 2: Central Business District Boundary*





*Physical Description of District Boundaries*



*Map 3: Sheffield Central Business District Boundary*







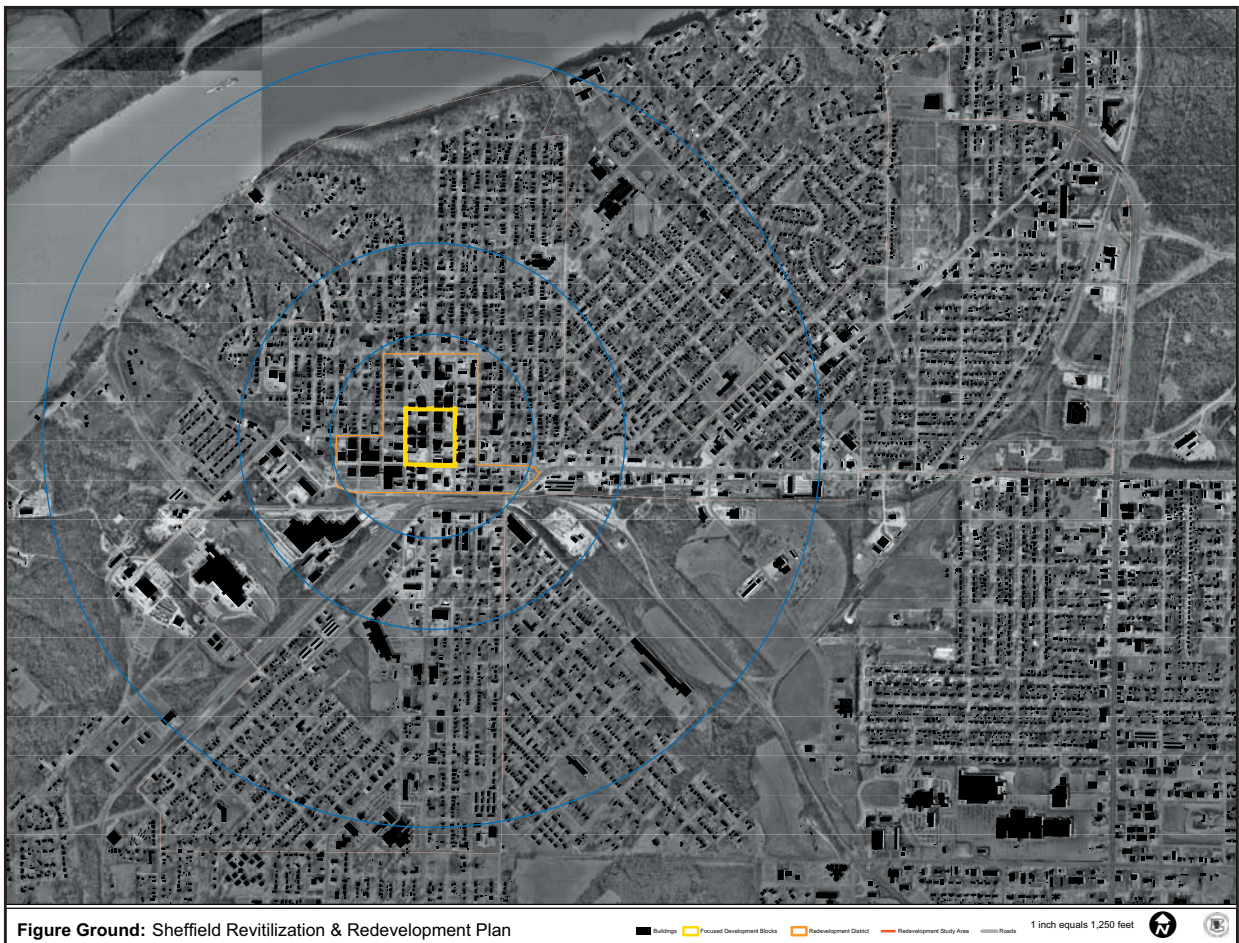
*Physical Description of District Boundaries*

**Sheffield Focused Development District Boundary Description**

Begin at a point where 2<sup>nd</sup> Street and Nashville Avenue intersect; thence West along 2<sup>nd</sup> Street to the intersection of Raleigh Avenue; thence North along Raleigh Avenue to the intersection of 4<sup>th</sup> Street; thence East on 4<sup>th</sup> Street to the intersection of Nashville Avenue; thence South on Nashville Avenue to the intersection of 2<sup>nd</sup> Street and point of beginning.

\*All boundaries extend to the external boundary of the described features of government right-of-way of said features.

\*Boundary Maps are shown in Maps 4 and 5 and are for estimation purposes only.

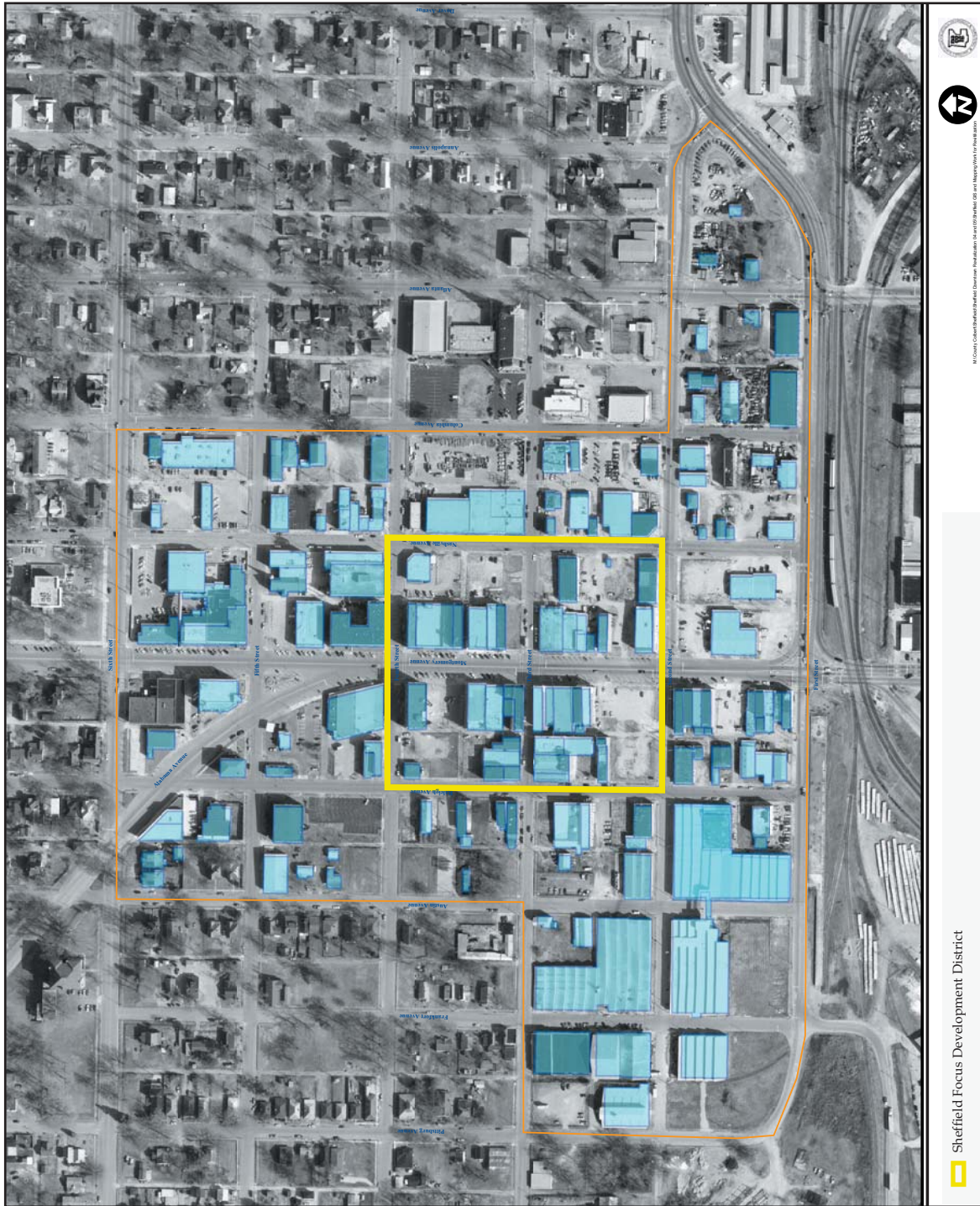


*Map 4: Focus Development District Boundary*





*Physical Description of District Boundaries*



## CHAPTER III.

### Statement Of Development Goals & Objectives







## Chapter III.

The community visions put forth by the citizens of Sheffield and the Sheffield City Council have been organized into goals and objectives in order to stabilize and ameliorate private and public properties within the city. The communal vision has been condensed into the Sheffield Redevelopment Authority vision statement. The vision statement propounds that the vision of the Sheffield Redevelopment Authority is: *to create a prosperous city where people can live, work, learn, raise a family in safety, and thrive on its high quality of life, rich cultural heritage, and beautiful natural resources.* In order to achieve this vision, the Sheffield Redevelopment Authority (SRA) is empowered to implement the necessary performance criteria to achieve the defined vision. In order to pursue the Sheffield vision, the Sheffield City Council and the SRA commissioned the Sheffield Revitalization and Redevelopment Plan. *The mission of the Sheffield Redevelopment Authority (SRA) is to promote and assist in the development of downtown Sheffield with the primary goal of enhancing the quality of life for the residents of Sheffield. The SRA functions as a catalyst, partner, advisor, and/or participant in a variety of efforts to foster sound growth and development.*

The Sheffield Revitalization and Redevelopment Plan is a redevelopment strategy that acts as a pliable model with defined goals, objectives, and performance criteria. The Sheffield plan is to guide the removal of slum and blight conditions that deteriorate the health, safety, and welfare of Sheffield citizens. The removal of deteriorating conditions will consist of revitalization of Sheffield housing stock, expansion of civic and communal spaces, renovation of public and private utilities to include expansion of innovative wireless technologies and fundamental sewer, water, and drainage services, establishment of marginalized neighborhood commissions that will seek revitalization of deteriorating neighborhoods, and promotion of the redevelopment of the Sheffield Downtown Historic District into a viable commercial destination that embodies

## Statement of Development Goals & Objectives

the rich musical heritage of the Sheffield and Shoals community. The intention of the redevelopment plan is to increase the potential for tourism and commercial uses, which support the downtown area. These uses include, but are not limited to, renovation of public uses, utilities, commercial retailers, and unique residential districts.

The following goals and objectives were documented from citizen comments during Sheffield community meetings. The goals and objectives have been assembled as priorities for the removal of slum and blight within the City of Sheffield.

### Access & Linkage

**Goal:** To increase the recreation and waterway access opportunities along the Tennessee River.

Objective 1 of 3: Design and implement a Sheffield River Trail.

Objective 2 of 3: Clear and maintain specific viewing stations adjacent to the Sheffield River Trail.

Objective 3 of 3: Maintain and increase recreation and boating access points within Sheffield.

**Goal:** Encourage the safe and comfortable movement of bicyclists and pedestrians throughout Sheffield and the Shoals Region.

Objective 1 of 4: In conjunction with the Shoals Area Metropolitan Planning Organization (MPO) and its stakeholders, design and implement a Muscle Shoals Regional Bike and Pedestrian Trail.

Objective 2 of 4: To design and establish a Sheffield bike and pedestrian trail head. This trail head should serve as a centralized jumping off station for bicycle and pedestrian users in the Sheffield Central Business District.

Objective 3 of 4: Design and implement the





*Statement of Development Goals & Objectives*

Sheffield bike and pedestrian system within the Redevelopment Study Boundary and the City of Sheffield.

Objective 4 of 4: Create and promote bike and pedestrian oriented modes of transportation within the existing and redeveloped residential neighborhoods.

**Goal:** To create and fund a mass transit system for Sheffield and the Shoals Region.

Objective 1 of 2: Involve regional stakeholders and the Shoals Area Metropolitan Planning Organization (MPO) in a regional transportation process that designs and provides a cost estimate for a fixed route regional mass transit system.

Objective 2 of 2: Set milestones and an initial strategy to link local hotels and downtown Sheffield.

**Goal:** To redevelop and enhance the transportation thoroughfares and commercial gateways of the city.

Objective 1 of 8: Through the Shoals Area Metropolitan Planning Organization (MPO) encourage the reevaluation of matching funds for the planning, engineering, and relocation of the Sheffield Railroad Relocation as studied by the U.S. Department of Transportation, Federal Highway Administration, and Alabama Department of Transportation.

Objective 2 of 8: Encourage the planning and development of a Southern transportation access that provides the context of a parkway style transportation route.

Objective 3 of 8: Encourage and promote the appropriate development of a major retail center at the junction of Jackson Highway, Woodward Avenue, and Hatch Boulevard. This area is formally called Nathan Boulevard. The development should be in a context and form that supports the objectives of the redevelopment plan.

Objective 4 of 8: Encourage the design and

implementation of 2<sup>nd</sup> Street as a context sensitive thoroughfare from the junctions of Woodward Avenue to Annapolis Avenue.

Objective 5 of 8: Encourage the redesign and removal of the forced turn at the Sheffield gateway along 2<sup>nd</sup> Street between Dover Avenue and Annapolis Avenue.

Objective 6 of 8: Encourage the design and implementation of Jackson Highway as a context sensitive thoroughfare from the junction at Nathan Boulevard to the junction at 2<sup>nd</sup> Street.

Objective 7 of 8: Encourage the design and implementation of South Montgomery as a context sensitive thoroughfare from the junction of 1<sup>st</sup> Street to the junction of Avalon Avenue.

Objective 8 of 8: Encourage the design and enhancement of the South Montgomery Sheffield gateway at the junction of South Montgomery, North Montgomery, and 1<sup>st</sup> Street.

**Comfort & Image**

**Goal:** Direct and guide those who live, work, and visit the City of Sheffield.

Objective 1 of 2: Design a way finding system that complements the civic identity of Sheffield and provides information and direction to vehicular and pedestrian users.

Objective 2 of 2: Design sign guidelines for specific thoroughfares and commercial districts that reinforce the Sheffield citizen envisioned goals and objectives for each district and thoroughfare.

**Goal:** Encourage the visual and physical enhancement of the pedestrian and vehicular experience of the Sheffield Central Business District.

Objective 1 of 3: Design and implement thoroughfare design guidelines that direct future growth and development of city



*Statement of Development Goals & Objectives*

transportation routes.

Objective 2 of 3: Establish a visual and performing arts district that contains a streetscape design complementing an active vehicular and pedestrian atmosphere. It is recommended that this district be concentrated along 3<sup>rd</sup> Street between Montgomery Avenue and Raleigh Avenue.

Objective 3 of 3: Design and implement a Montgomery Avenue streetscape enhancement that is designed to functionally support the Sheffield Entertainment District. This project will be located along Montgomery Avenue and is bounded from the North along 6<sup>th</sup> and to the South along 1<sup>st</sup> Street.

**Use & Activities**

**Goal:** Encourage the implementation of mixed use development principles for living, working, and shopping in a centralized location.

Objective: 1 of 7: Inform and involve regional economic agencies and municipal governments in the redevelopment plans and goals for the City of Sheffield.

Objective 2 of 7: Reevaluate the existing Sheffield zoning ordinance for conflicts and revisions that will support a mixed land use type of development.

Objective 3 of 7: Draft citizen based architectural and form based codes that guide the redevelopment and form of the Sheffield Central Business District.

Objective 4 of 7: Establish a Business Improvement District (BID) in conjunction with Sheffield businesses and property owners within the defined Central Business District.

Objective 5 of 7: Design and implement a vehicular parking plan that provides the appropriate amount of parking for an entertainment district. This parking strategy

should include plans for expansion of parking facilities when necessary.

Objective 6 of 7: Plan and implement the scale, location, and size of redevelopment and construction of buildings and uses within the Sheffield Central Business District.

Objective 7 of 7: Encourage the development of mixed use structures with commercial venues on the ground floor and monthly and nightly rental units above.

**Goal:** Establish a critical mass of structures to contain unique venues for a lively commercial district.

Objective 1 of 5: Develop an authority or commission that is fully funded with an executive director and staff. This authority should be mandated to implement the Sheffield Revitalization & Redevelopment Plan and provide the staff and expertise to do so.

Objective 2 of 5: Through private and public partnerships, acquire and refurbish key historic structures within the identified focus development blocks in downtown Sheffield.

Objective 3 of 5: Establish an outdoor amphitheater within a five minute (1/4 mile) radius walk of the 3<sup>rd</sup> Street and Montgomery Avenue junction.

Objective 4 of 5: Design and develop the form and location of Sheffield civic structures that act to bring citizens into downtown such as the Library, City Hall, the Cultural Museum, the Visitors Center, and the Chamber Building.

Objective 5 of 5: Encourage the implementation of a Sheffield Main Street Program along the prominent commercial avenue within Sheffield.

**Goal:** Stimulate growth and development in the identified economically distressed and physically marginalized neighbors in the City of Sheffield.





## *Statement of Development Goals & Objectives*

Objective 1 of 2: Establish a private/public partnership that consists of stakeholders from the marginalized communities and is mandated to improve the quality of their community on a neighborhood level.

Objective 2 of 2: Capitalize on existing housing and rehabilitation programs to create a mixed income neighborhood that provides a higher quality of life to current and future residents.

**Goal:** Encourage the planning and development of unique attractions and experiences within the City of Sheffield.

Objective 1 of 4: Seek out and then plan for additional citizen envisioned attractions within the City of Sheffield.

Objective 2 of 4: Seek the feasibility, design, and development of stairs on the exterior of the Sheffield Stand Pipe.

Objective 3 of 4: Seek feasibility and design of Sheffield gateway attraction placed at the Southern gateway at the junction of 1<sup>st</sup> Street and South Montgomery.

Objective 4 of 4: Plan, budget, and prepare for four to seven year updates to the Sheffield Revitalization and Redevelopment Plan.

**Goal:** Encourage the development and enhancement of multiple types of recreational opportunities.

Objective 1 of 3: Develop public parade grounds that can contain multiple activities. These grounds should be located within a ¼ mile radius of the 3<sup>rd</sup> Street and Montgomery Avenue junction.

Objective 2 of 3: Encourage the development of public parks within the ¼ mile radius of the 3<sup>rd</sup> Street and Montgomery Avenue junction

Objective 3 of 3: Encourage the planning and redevelopment of Park West to include mixed-use recreational opportunities as well as non-traditional recreational development.

The development proposals should capitalize on the heritage of Sheffield and Tuscumbia Landing. Stakeholder and Sheffield citizen involvement is strongly encouraged during the planning, design, and implementation of a development proposal.

### **Sociability**

**Goal:** Encourage civic and social gathering places throughout the Study Boundary Area and the City of Sheffield.

Objective 1 of 1: Design and implement a Sheffield Civic Square within the heart of the Sheffield Central Business District.

**Goal:** Encourage multiple civic and cultural events throughout the year for Sheffield Citizens and Shoals Tourists.

Objective 1 of 1: Develop at least eight to ten major festivals in conjunction with existing Sheffield organizations. The festivals should be planned and staffed to achieve a critical mass of participants and venues.

**Goal:** Enhance the security of Sheffield in conjunction with the City of Sheffield Police and the Sheffield Planning Commission.

Objective 1 of 3: Encourage the development and installation of technologically advanced security during the redevelopment and construction of the citizen envisioned entertainment district.

Objective 2 of 3: Encourage the development of street and neighborhood lighting programs that provide safety without light pollution and light infringement.

Objective 3 of 3: Encourage the development of foot patrol officers as well as bicycle patrols twenty-four hours a day, seven days a week within the City of Sheffield.



# CHAPTER IV.



## Urban Renewal Techniques For Achieving Plan Objectives

CENTER OF THE SHOALS



## Chapter IV.

## Urban Renewal Techniques For Achieving Plan Objectives

### Identification of Revitalization & Redevelopment Plan Area

A list of proposed activities to implement the identified goals and objectives listed in Chapter III. *Statement of Development Goals & Objectives* can be found in the supporting document *Redevelopment Proposal Performance Criteria*. The area for specific projects to be implemented within the guidelines of this study fall within the Redevelopment Study Area as defined by the written description in the *Physical Description of District Boundaries* contained in this document.

### Acquisition & Substandard Structures

Acquisition to the greatest extent feasible will be limited to properties economically incapable of being rehabilitated. All purchases/relocation benefits will follow the necessary state guidelines. Additional properties may be acquired and cleared as follows:

- To remove buildings that are structurally substandard, functionally obsolete, or pose a public health hazard.
- To remove buildings, other than buildings that are structurally substandard, in order to effectively remove blighting influences that are exerted on the area. Such blighted influences include, but are not limited to, the following:
  - a. Incompatible uses or land use relationships
  - b. Overcrowding of buildings on the land
  - c. Excessive dwelling unit density
  - d. Obsolete buildings not suitable for improvement or conversion
- To acquire properties which are needed for assemblage of a site necessary to meet objectives of

the Sheffield Revitalization & Redevelopment Plan.

- Voluntary acquisition may occur when an owner submits a proposal to the City for the purchase of his property. This may occur as a result of the owner's desiring not to rehabilitate his/her building or because of a desire to advance the goals and objectives of the proposed Sheffield Revitalization & Redevelopment Plan. All voluntary acquisition must be approved by the City of Sheffield and a purchase price must be justified based upon a local appraisal. It should be explicitly interpreted that voluntary acquisition does not allow the owner to waive the relocation benefits of tenant as a condition of the sale.

### Proposed Land for Acquisition under This Plan

The following properties are listed in this chapter as being contained within the Focus Development District. This area is considered to be the nexus for creating a critical mass of venues for a successful Sheffield Entertainment District. Acquisition of properties by the City of Sheffield within the Focus Development District will be based on necessity for implementation of the redevelopment plan and the Sheffield City Council. Priority will be based on consultation with the landowner and feasibility for project development. In addition to the properties within the Focus Development Blocks are unidentified properties that will become available through opportunities that are created by the Sheffield Redevelopment Authority. These properties will most likely fall within the critical development area that is defined by the Redevelopment Study Boundary Description. The Redevelopment Study Area is defined on the Redevelopment Study Area Boundary Map. (Map 17)





Focused Development Blocks									
OWNER	STREET	PARCEL NO	PERMETER AREA	ACRES	MAILING ADDRESS	CITY	MAIL ZIP	PARCEL PIN	ZONE
MULLENDRE, M M DR & E Q	FOURTH STREET	0708283010024000	230.17760	3015.07450	0.07 109 W 4TH STREET	SHEFFIELD	35660	07-08-28-3-010-024.000	B-3
SASANQUA L L C	MONTGOMERY AVENUE	0708283010025000	307.62990	5910.11320	0.14 323 N MONTGOMERY AVENUE	SHEFFIELD	35660	07-08-28-3-010-025.000	B-3
SASANQUA L L C	MONTGOMERY AVENUE	0708283010044000	338.86509	5929.46130	0.14 323 N MONTGOMERY AVENUE	SHEFFIELD	35660	07-08-28-3-010-044.000	B-3
MCDOWLE, ANTHONY L	NASHVILLE AVENUE	0708283011001000	292.08773	2996.62320	0.07 P O BOX 952	SHEFFIELD	75001	07-08-28-3-011-001.000	B-3
COLONIAL BANK OF NORTHWEST ALABAMA	MONTGOMERY AVENUE	0708283011024000	533.11735	17540.17265	0.40 C/O CBZ	ADDISON	75001	07-08-28-3-011-024.000	B-3
SHEFFIELD, CITY OF	MONTGOMERY AVENUE	0708283011002000	390.89394	8991.91480	0.21 C/O CITY CLERK	SHEFFIELD	35660	07-08-28-3-011-002.000	B-3
SASANQUA L L C	MONTGOMERY AVENUE	0708283010043000	338.60475	5927.95790	0.14 323 N MONTGOMERY AVENUE	SHEFFIELD	35660	07-08-28-3-010-043.000	B-3
SHEFFIELD, CITY OF	MONTGOMERY AVENUE	0708283010025001	385.73191	8771.29335	0.20 C/O CITY CLERK	SHEFFIELD	35660	07-08-28-3-010-025.001	B-3
SHEFFIELD, CITY OF	MONTGOMERY AVENUE	0708283010042000	338.75493	5927.09525	0.14 C/O CITY CLERK	SHEFFIELD	35660	07-08-28-3-010-042.000	B-3
SHEFFIELD, CITY OF	MONTGOMERY AVENUE	0708283011003000	292.07755	2996.98065	0.07 P O BOX 471	SHEFFIELD	35660	07-08-28-3-011-003.000	B-3
DARBY, E H	MONTGOMERY AVENUE	0708283011004000	292.07755	2996.98065	0.07 P O BOX 471	FLORENCE	35630	07-08-28-3-011-004.000	B-3
SCHALL, S F	MONTGOMERY AVENUE	0708283010026000	338.89455	5972.17235	0.14 C/O WILEY RUSSELL	FLORENCE	35630	07-08-28-3-010-026.000	B-3
HESTER, JAMES CECIL	MONTGOMERY AVENUE	0708283010041000	339.87511	5997.08810	0.14 120 RIVER DRIVE	TUSCUMBIA	35674	07-08-28-3-010-041.000	B-3
HILLS, JAMES M & ANN	MONTGOMERY AVENUE	0708283011005000	341.67590	6006.09780	0.14 310 N MONTGOMERY AVENUE	SHEFFIELD	35660	07-08-28-3-011-005.000	B-3
SHEFFIELD, CITY OF	NASHVILLE AVENUE	0708283011023000	434.32131	11693.96040	0.27 C/O CITY CLERK	SHEFFIELD	35660	07-08-28-3-011-023.000	B-3
BROWN, W J	THIRD STREET	0708283010027000	361.88713	8085.06530	0.19 5765 COUNTY ROAD 200	FLORENCE	35633	07-08-28-3-010-027.000	B-3
KING, DEWEY E & PATRICIA R	THIRD STREET	0708283010028000	239.92694	1959.28470	0.04 101 PARK TERRACE STREET	SHEFFIELD	35660	07-08-28-3-010-028.000	B-3
BROWN, W J	MONTGOMERY AVENUE	0708283010028001	239.88731	1958.10295	0.04 5765 COUNTY ROAD 200	FLORENCE	35633	07-08-28-3-010-028.001	B-3
HESTER, JAMES CECIL	MONTGOMERY AVENUE	0708283010040000	340.61499	6043.89600	0.14 120 RIVER DRIVE	TUSCUMBIA	35674	07-08-28-3-010-040.000	B-3
GOINS, MARY JO & JIMMY ALAN	MONTGOMERY AVENUE	0708283011007000	292.65782	3032.87145	0.07 345 ROXIE DRIVE	FLORENCE	35630	07-08-28-3-011-007.000	B-3
FIRST METRO BANK OF THE SHOALS	MONTGOMERY AVENUE	0708283011003000	339.76423	5995.36375	0.14 C/O RODNEY HOWARD	CUNNINGHAM	37052	07-08-28-3-011-003.000	B-3
DARBY, E H	MONTGOMERY AVENUE	0708283011008000	344.41561	6172.69935	0.14 P O BOX 471	MUSCLE SHOALS	35661	07-08-28-3-010-039.000	B-3
SHEFFIELD, CITY OF	MONTGOMERY AVENUE	0708283011022000	339.79513	6099.38480	0.14 C/O CITY CLERK	SHEFFIELD	35660	07-08-28-3-011-022.000	B-3
TENNESSEE VALLEY ART ASSOCIATION	THIRD STREET	0708283010029000	237.34734	2238.64095	0.09 P O BOX 474	TUSCUMBIA	35674	07-08-28-3-010-029.000	B-3
TENNESSEE VALLEY ART ASSOCIATION	THIRD STREET	0708283010030000	344.49195	4964.30795	0.11 P O BOX 474	TUSCUMBIA	35674	07-08-28-3-010-030.000	B-3
HARDEMAN, DANNY RAY	THIRD STREET	0708283010031000	297.25499	4830.22425	0.11 P O BOX 474	TUSCUMBIA	35674	07-08-28-3-010-031.000	B-3
TENNESSEE VALLEY ART ASSOCIATION	MONTGOMERY AVENUE	0708283011009000	370.51005	7756.05165	0.18 4615 COUNTY ROAD 15	FLORENCE	35633	07-08-28-3-011-009.000	B-3
LEATHERS, NANCY K	MONTGOMERY AVENUE	0708283011021000	335.83432	5864.96700	0.13 2505 ALABAMA AVENUE	MUSCLE SHOALS	35661	07-08-28-3-011-021.000	B-3
LAENDER, LORETA C	MONTGOMERY AVENUE	0708283011021000	336.74507	5918.50315	0.14 218 S SPUR ST	FLORENCE	35630	07-08-28-3-011-020.000	B-3
HENDRIX, FRANK	MONTGOMERY AVENUE	0708283011020000	316.81164	4498.42900	0.10 4615 COUNTY ROAD 15	FLORENCE	35633	07-08-28-3-011-020.000	B-3
LEATHERS, NANCY K	MONTGOMERY AVENUE	0708283011010000	339.51808	6002.23350	0.14 P O BOX 474	TUSCUMBIA	35674	07-08-28-3-010-032.000	B-3
TENNESSEE VALLEY ART ASSOCIATION	RALEIGH AVENUE	0708283010032000	289.71030	3006.22515	0.07 613 MICHIGAN AVENUE SUITE G	MUSCLE SHOALS	35661	07-08-28-3-010-032.000	B-3
HARDEMAN, DANNY RAY	MONTGOMERY AVENUE	0708283010037000	289.86737	2863.85770	0.07 214 N MONTGOMERY AVENUE	SHEFFIELD	35660	07-08-28-3-011-011.000	B-3
CASIDAY, CARL CLAYTON	MONTGOMERY AVENUE	0708283011011000	289.86737	2863.85770	0.14 102 MEADOWCREST DRIVE	FLORENCE	35630	07-08-28-3-011-011.000	B-3
BAKER, ELEANOR S	MONTGOMERY AVENUE	0708283011019000	294.24465	3129.56720	0.07 721 EDGEWOOD DRIVE	SHEFFIELD	35660	07-08-28-3-011-012.000	B-3
HOLCOMB, F LARRY DBA/THE GENTRY	RALEIGH AVENUE	0708283011013000	285.45300	2769.02690	0.06 P O BOX 474	TUSCUMBIA	35674	07-08-28-3-010-033.000	B-3
TENNESSEE VALLEY ART ASSOCIATION	MONTGOMERY AVENUE	0708283011013000	282.12428	3000.93680	0.07 315 HARRIS DRIVE	FLORENCE	35633	07-08-28-3-011-013.000	B-3
BAKER, ELEANOR S	MONTGOMERY AVENUE	0708283011018000	336.69180	5914.79290	0.14 102 MEADOWCREST DRIVE	FLORENCE	35630	07-08-28-3-011-018.000	B-3
SANFORD, WILLIAM E JR & IAN T SANFORD & OTHERS	NASHVILLE AVENUE	0708283010034000	484.29182	14656.44670	0.34 DEBORAH S ASHE	SHEFFIELD	35660	07-08-28-3-010-034.000	B-3
GREEN, MARY & OTHERS	SECOND STREET	0708283011014000	392.65438	9099.95130	0.21 C/O DWIGHT BOWEN	ATLANTA	30303	07-08-28-3-011-014.000	B-3
KING, DEWEY E	SECOND STREET	0708283011016000	352.06085	7657.82300	0.18 101 PARK TERRACE STREET	SHEFFIELD	35660	07-08-28-3-011-016.000	B-3
CANERDAY, JACQUE L & DIANE	MONTGOMERY AVENUE	0708283011017000	274.71647	3882.93555	0.09 820 COUNTY ROAD 175	FLORENCE	35634	07-08-28-3-011-017.000	B-3
TERRY, D G & R P WIGGINS	MONTGOMERY AVENUE	0708283011015000	337.08957	5729.16180	0.13 P O BOX 310	SHEFFIELD	35660	07-08-28-3-011-015.000	B-3
GILBREATH, JAMES L & PAUL A GAY POWELL	MONTGOMERY AVENUE	0708283010036000	305.68049	3963.66817	0.09 105 MABEL AVENUE	SHEFFIELD	35660	07-08-28-3-010-036.000	B-3
SANFORD, WILLIAM E JR & IAN T SANFORD & OTHERS	MONTGOMERY AVENUE	0708283010035000	547.73161	18452.37668	0.42 DEBORAH S ASHE	SHEFFIELD	35660	07-08-28-3-010-035.000	B-3
TERRY, D G & R P WIGGINS	MONTGOMERY AVENUE	0708283010038000	240.23818	6020.94294	0.14 P O BOX 310	SHEFFIELD	35660	07-08-28-3-010-038.000	B-3

Table 1: Parcel Ownership In The Focus Development District







*Urban Renewal Techniques For Achieving Plan Objectives*

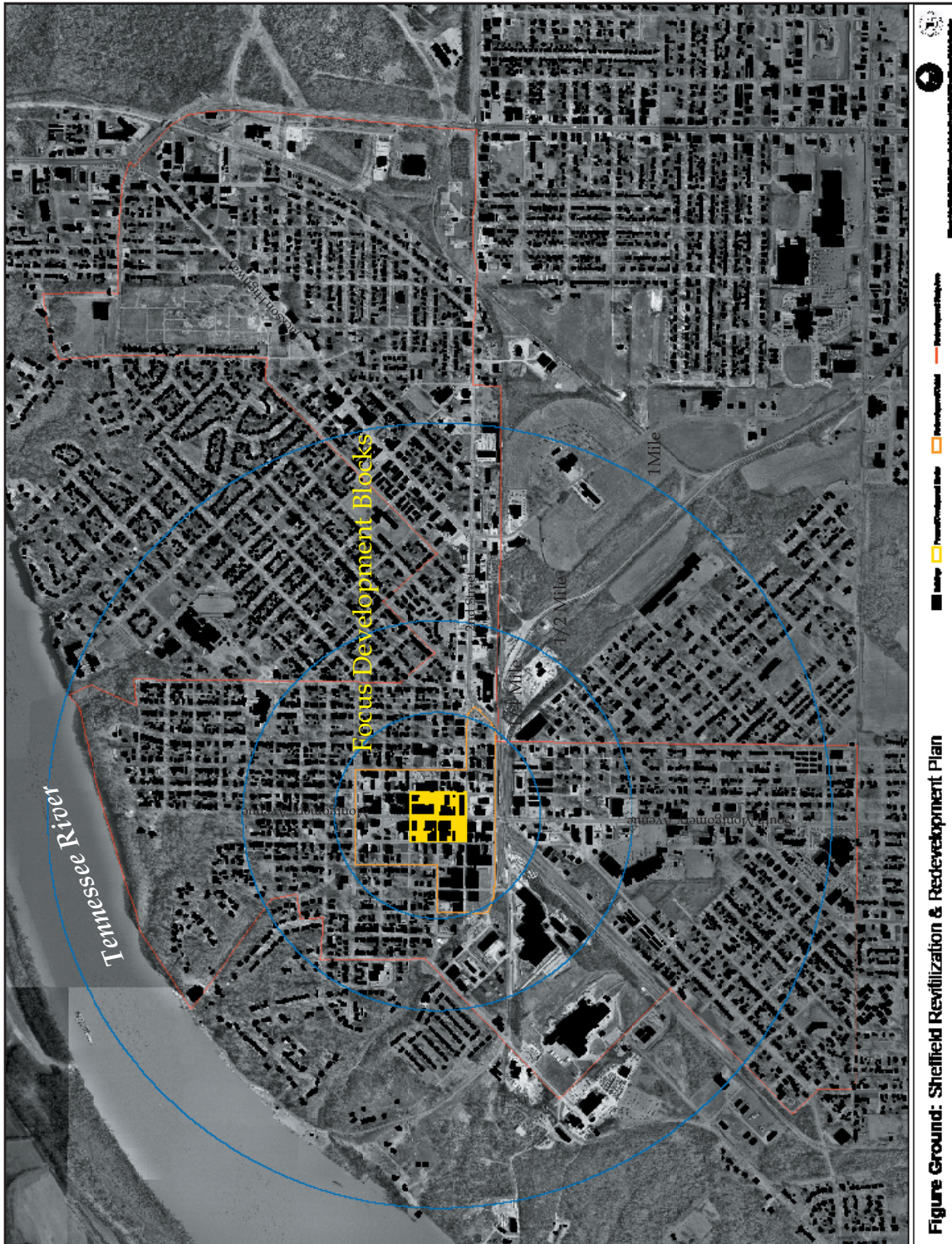


Figure Ground: Sheffield Revitalization & Redevelopment Plan

*Map 6: Boundary Map Showing Focus Development District*







*Urban Renewal Techniques For Achieving Plan Objectives*



**Figure Ground: Sheffield Revitalization & Redevelopment Plan**

**Map 7: Boundary Map Showing Redevelopment Study Boundary**



# CHAPTER V.



Disposition Of Acquired Land

CENTER OF THE SHOALS

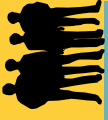
*Chapter V.**Disposition Of Acquired Land*

Any land acquired in the proposed Redevelopment Study Area (identified on page 8) will be utilized for uses which support and enhance the objectives delineated in Chapter III. Statement of Development Goals and Objectives of the Sheffield Revitalization & Redevelopment Plan. Priority, where feasible will be (not in rank order):

- Nathan Boulevard Commercial Development
- Third Street Arts District between Montgomery Avenue and Raleigh Avenue
- The redevelopment of the identified Focus Development District into the Sheffield Entertainment District
- Expansion and/or development of the Sheffield Riverfront Area
- The establishment of mixed income housing that raises the expectations and quality of life for all of Sheffield's citizens
- Improvement of the identified marginalized neighborhoods within the City of Sheffield



# CHAPTER VI.



Provisions Necessary For Requirements Of Alabama State And Local Law

CENTER OF THE SHOALS

*Chapter VI.**Provisions Necessary For Requirements Of Alabama State And Local Law*

- The Sheffield Revitalization & Redevelopment Plan is in general conformance with the City of Sheffield's Comprehensive Plan. However, the City is considering an update to the Sheffield Comprehensive Plan in order to complement the citizen envisioned goals and objectives that have been documented in the Sheffield Revitalization & Redevelopment Plan planning process.
- Multiple public hearings and citizen workshops were held during the drafting of the Sheffield Revitalization & Redevelopment Plan. A public hearing was held upon completion and prior to formal adoption of this plan by the City of Sheffield in order to further solicit citizen and stakeholder input.
- The City of Sheffield has approved the Sheffield Revitalization & Redevelopment Plan, financing, and findings on existence of slum and/or blighted conditions within the plan study area identified on page 8 of this document.





## CHAPTER VII.



# Procedures For Modification Of Adopted Revitalization & Redevelopment Plan

CENTER OF THE SHOALS

*Chapter VII.**Procedures For Modification of Adopted Revitalization & Redevelopment Plan*

If the City of Sheffield desires to modify this plan, it may do so after the necessary public hearings and Sheffield City Council approval on the proposed changes in accordance with applicable state and local law.

Any change affecting any property or contractual right can be effectuated only in accordance with applicable state and local law and provided that, if modified after sale or lease of land in the area, such modification is consented to in writing by the owners and the leases of the properties directly affected by this modification.



## CHAPTER VIII.



Duration of Revitalization & Redevelopment Plan Objectives

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*Chapter VIII.**Duration of Revitalization & Redevelopment Plan Objectives*

All land use provisions and building requirements specified in this plan shall be applicable upon the date of adoption of this plan by the Sheffield City Council and shall remain in effect for a minimum of twenty years. Any modification of the Sheffield future land use plan, comprehensive plan, subdivision regulations, and building codes shall be reviewed to be in compliance or advancement of the vision and objectives of this plan. Please refer to Redevelopment Proposal Performance Criteria, supporting document.



## CHAPTER IX.



### Revitalization & Redevelopment Plan Strategy



## Chapter IX.

### Introduction

This chapter summarizes the major findings and analysis summary for the Sheffield Revitalization & Redevelopment Plan. This chapter summarizes chapters eleven through fourteen of the redevelopment plan. The study area was analyzed with the understanding that the citizens of Sheffield would like to have a centralized entertainment district within the urban core of downtown Sheffield. The redevelopment plan study area covers 1,514 acres and a total of 2,568 parcels. With this in mind the recommendations contained in this report were developed from community meetings, interviews, sound urban planning principles, and field analysis.

### Current Land Use & Future Land Use Proposals

The City of Sheffield is composed of 4,003.3 acres with a total of 5,809 parcels as of January 2006. The redevelopment plan study area (RSA) is 1,513.3 acres with 2,568 parcels. There are nineteen separate land use categories within the city with 33% single family land use and 3% in the Retail and Service category. The City of Sheffield has thirteen different zoning districts with ten of those districts in use. The highest percentage zoning district in use is the Single Family Residential District SF-70.

The three primary transportation corridors for the City of Sheffield are Jackson Highway, East Second Street, and South Montgomery Avenue. Hatch Boulevard and West Montgomery Avenue are the two secondary transportation thoroughfares.

Current characteristics of the RSA discourage future economic growth. The expense of policing and the reduction in tax revenues raises the burden of code management and safety. Adequate maintenance and investment must be made in aged housing stock in order for the neighborhood and individual buildings to remain viable in the real estate market. A structural analysis was completed for the City of Sheffield and placed

## Revitalization and Redevelopment Plan Strategy

structures in one of seven categories. These categories allow for a broader understanding of the quality of structures occurring within the city and the three distinct boundaries of the redevelopment plan.

The current parcel sizes were analyzed against the existing zoning ordinance for conflicts against minimum lot area requirements. Based on the parcel size averages for the RSA there where no conflicts. However further analysis should be completed prior to implementing the suggested design guidelines in order that they may be implemented with minimum or no special exceptions or variances granted. Buffer plantings and safety plans, where appropriate, should be completed for light industrial areas and non-contributing structures and businesses.

The redevelopment plan proposals for the City of Sheffield transportation corridors require the corridors be developed into way-finding thoroughfares that contribute to commerce and traffic patterns for the Sheffield Entertainment District. Setbacks and buffer requirements defined in the redevelopment plan are necessary to create a successful Sheffield Entertainment District.

### Urban Design & Public Space Elements

The urban design framework for the City of Sheffield includes improvements and revitalization strategies for the Central Business District (CBD), urban fabric, streets, parks, and other public spaces. As originally laid out and exists today, is a geometric grid of urban blocks within the City of Sheffield.

In order to propose potential urban design and public space improvements within the CBD, an assessment of existing activity areas and pedestrian corridors was completed. Examples of existing activity areas include the Sheffield Library, Sheffield City Hall, and the combination of commercial businesses in and around the Focus Development Blocks (FDB).







## *Revitalization and Redevelopment Plan Strategy*

The Central Business District, East Second Street, Third Street, Montgomery Avenue, and Alabama Avenue are the principal activity corridors within the CBD.

Potential gateway improvements should be made at the intersection of First Street, and South Montgomery Avenue, East Second Street and Annapolis Avenue, and in the heart of the entertainment district at the intersection of East Second Street and Montgomery Avenue.

Capitalizing on the revitalized Love Plaza is a proposed new Sheffield Library that would set on the property West of Love Plaza facing onto Alabama Avenue. The new library would contain public space on the first floor and would look directly onto the renovated bike and pedestrian trailhead that is the new Love Plaza.

The historic urban plans of Sheffield reveal a lack of important public space along the axis of Montgomery Avenue within Sheffield's urban context. The proposed redevelopment takes into account the lack of these opportunities within the CBD and places new civic buildings and public plazas on strategic corners and transportation thoroughfares.

The existing public space elements within and outside the CBD are fundamental to the revitalization plan's urban design framework. Their reuse and enhancement should be carefully considered as redevelopment plans move forward.

The site analysis phase of the revitalization plan indicated substantial potential for redevelopment and reuse of existing land parcels, vacant buildings, and other facilities within the CBD. New infill development should be focused within the FDD.

There is currently enough parking in downtown Sheffield to accommodate approximately 30,000 square feet of entertainment space. As the entertainment district grows above 30,000 square feet, provisions should be made to expand

into the proposed parking areas identified on Map 19. The entertainment district will require 25 parking spaces per 1,000 square feet of entertainment space.

## **Site Analysis & Study Area Evaluation**

Readers will find that this chapter is a reflection of the previous chapter in format, but this section specifically addresses the RSA.

Without carefully planned transportation thoroughfares and quality residential neighborhoods within the study area, the proposed revitalization of downtown Sheffield will not succeed. From an urban planning perspective the Sheffield CBD and its greater study area are socially and economically linked.

Targeting specific sites for infill and redevelopment within the RSA will enhance and contribute to the CBD. In addition to single parcels is the development of neighborhood centers and transportation related commercial centers. If appropriately designed and constructed the mixed use centers will contribute and promote the growth and activity proposed for the Sheffield CBD.

It is important to the success of the Sheffield Entertainment District for the Sheffield CBD to be delineated not only by activities and signage, but also by urban density. In order to achieve this redevelopment goal, a strategy that maintains a lower density of structures along the periphery of Sheffield, while increasing the density of urban form within the downtown will be needed.

When focusing on redevelopment strategies outside of the Sheffield CBD a two pronged approach should be taken. The first approach is to redevelop the commercial corridors into commercial thoroughfares that compliment the necessity of a critical mass of active properties within the Sheffield CBD. The





## *Revitalization and Redevelopment Plan Strategy*

second strategy for the RSA is to establish a housing reinvestment program for stabilizing the existing neighborhoods within the RSA.

By redeveloping the entrances to Sheffield's transportation corridors, a tone and strategy for visitor and resident expectations will be set. Various types of roadway improvements have been identified to make access to the entertainment district a safe and enjoyable experience. The following improvements have been identified:

- Intersection of Jackson Highway and East Second Street
- Redesign of Jackson Highway with a landscape median, additional lighting, and a turning lane
- Redesign of East Second Street
- Construct a parkway along Shop Pike
- Provide landscaping and street lighting along Hatch Boulevard
- Widen sidewalks to accommodate the scale of the proposed entertainment district.

Way-finding into and out of the Sheffield CBD should occur with unique signage and through planned development patterns and infrastructure improvements. The identified transportation thoroughfares into the CBD should be redeveloped in a manner that promotes the CBD as the hub of economic activity, while satisfying the retail and commercial needs of its users.

The analysis and citizen visioning sessions identified five residential neighborhoods that need reinvestment from the private and public sectors. These neighborhoods are referenced here by the following names: Riverfront Neighborhood, Montgomery Avenue Residential Area, Hatch Boulevard Residential Area, Hospital West Neighborhood, and Hospital East Neighborhood.

### **Entertainment District Feasibility**

The development focus of Montgomery Avenue will combine the culture, heritage, music, and food of the Shoals region. This entertainment/retail development will position downtown Sheffield as the heart of the Shoals entertainment area. The area could potentially draw two million visitors during the first year of full operation. It is anticipated in its first full year of occupancy, that gross restaurant and retail sales should exceed \$14,000,000.

The entertainment district will provide four types of experiences: retail, entertainment, dining, and residential. Distinctive streetscape, signs, banners, and landscaping will characterize the district and will encourage browsing and strolling along storefronts.

Downtown residents are important to the success of the development. Therefore, a commitment should be made to build additional housing in the CBD. The assistance from FNMA and the American Communities Fund should be secured. Second and third floor space should be converted to loft housing.

There is currently a lack of sufficient activity in downtown. Montgomery Avenue has to have at least six to eight major festivals, including participating in existing festivals, and at least twenty to thirty events per year to encourage significant activity. The development will include Montgomery Avenue from First Street to Fourth Street and will expand into additional areas of the downtown as needed. The first phase will encompass 80,000 square feet of leaseable space with approximately 30,000 square feet of restaurant space, 30,000 square feet of retail space, and 20,000 square feet of entertainment space. The suggested scope and size are necessary to establish a critical mass to attract premier tenants and to ensure a critical mass large enough to attract a sufficient number of consumers.

### **Retail Trade Area Analysis**

The retail trade analysis revealed that all



*Revitalization and Redevelopment Plan Strategy*

three sites reviewed within the analysis are suitable for retail development based on population and household density, retail demand, and segmentation profiles. The Jackson Highway & Hatch Boulevard site was ranked the highest as having the best retail trade potential of the three sites studied.

Site One: Is located at the intersection of Jackson Highway & Hatch Boulevard, is located in the Northern portion of the city, and benefits from the large traffic counts on Highway 72. This site scored the highest in regard to the trade potential variables examined in this study. Based on a fifteen minute drive time from site one the estimated household count is 31,120 persons. The estimated retail potential for this area is \$1,033,105,350.00

Site Two: Is located at the intersection of Third Street & Montgomery Avenue, it is located in the center of the downtown district. This site has the second highest totals in most of the trade potential variables examined in this study. Based on a fifteen minute drive time from site two the estimated household count is 29,885 persons. The estimated retail potential for this area is \$941,948,570.00

Site Three: Is located at the intersection of Avalon Avenue & Montgomery Avenue, and is located directly South of Site 2 and is at the Southern most part of the city limits. It has the lowest estimated population density, population growth, and estimated retail potential of the three sites. Based on a fifteen minute drive time from site two the estimated household count is 27,443 persons. The estimated retail potential for this area is \$852,792,900.00.



# CHAPTER X.



Current Land Use & Future Land Use Proposals



## Chapter X.

## Current Land Use & Future Land Use Proposals

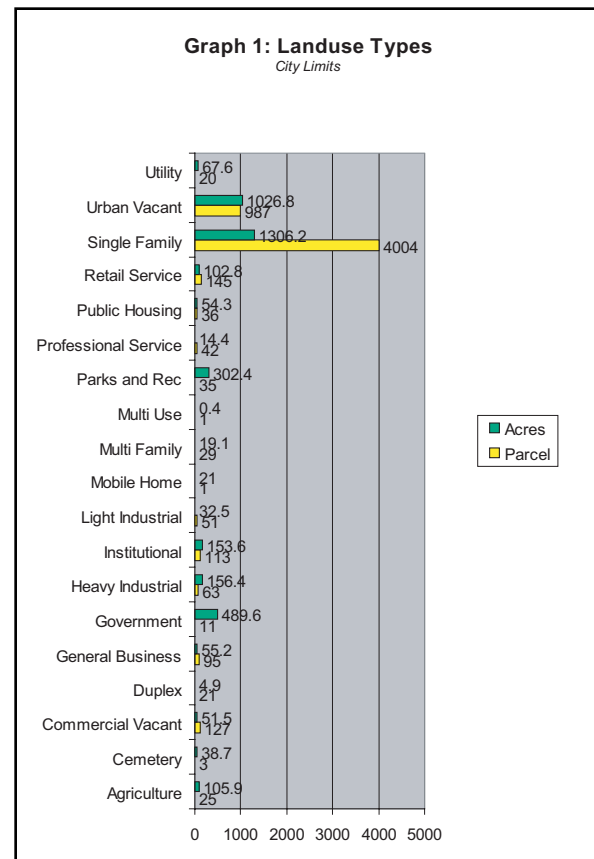
The Current Conditions and Future Proposals section outlines the existing conditions and land use types within the City of Sheffield. In order to put forth redevelopment proposals for the study area, an analysis of existing conditions was undertaken. This analysis included site visits, community workshops, staff interviews, review of previous planning reports, and a comprehensive land use and structural survey. The information collected on current conditions within the city and study area has been compiled into statistical spreadsheets and spatial maps. The information contained within this chapter creates a level understanding of current conditions for Sheffield citizens and municipal officials. These conditions are compared against future land use and future land management proposals at the end of this section.

### Current Land Use

The City of Sheffield is composed of 4,003.3 acres with a total of 5,809 parcels as of January 2006. (Table 1) The redevelopment plan focuses on the Study Boundary Area described in the Physical Description of District Boundaries in Chapter II. The Study Boundary District consists of 1,514.3 acres and a total of 2,568 parcels. (Table 2) Within the study boundary are the defined Central Business District (CBD) and the Focus Development District (FDD). The CBD contains 46.2 acres and 215 parcels (Table 3 and Graphs 5 and 6) with the FDD covering an area of 6.4 acres and 48 parcels (Table 4 and Graphs 7 and 8).

For the purpose of this study the City of Sheffield has been broken down into nineteen separate land use categories that enable a greater understanding of the existing land uses occurring within the City and the study district boundaries. The land use analysis was designed to provide specific information about parcels to the Sheffield City Council, Sheffield Redevelopment Authority, Sheffield Charrette Design Team, and Sheffield citizens.

Type	Parcel	Acres	Percentage of Area
Agriculture	25	105.9	3
Cemetery	2	38.7	1
Commercial Vacant	131	51.5	1
Duplex	21	4.9	0.1
General Business	95	55.2	1
Government	11	489.6	12
Heavy Industrial	63	156.4	4
Institutional	113	153.6	4
Light Industrial	51	32.5	1
Mobile Home	1	21	0.5
Multi Family	29	19.1	0.5
Multi Use	1	0.4	0
Parks and Rec	35	302.4	8
Professional Service	44	14.4	0.4
Public Housing	36	54.3	1
Retail Service	146	102.8	3
Single Family	4005	1306.2	33
Urban Vacant	998	1026.8	26
Utility	21	67.6	2
<b>Totals</b>	<b>5828</b>	<b>4003.3</b>	



*Current Land Use & Future Land Use Proposals***Land Use Type: Agricultural**

The agricultural land use type is described as open land with an agricultural component or low density residential and predominantly agricultural component. There are 105.9 acres of land under an agricultural use within the City of Sheffield consisting of 3% of total land. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 21 acres of land under an agricultural operation, which consists of 1% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4)

**Land Use Type: Cemetery**

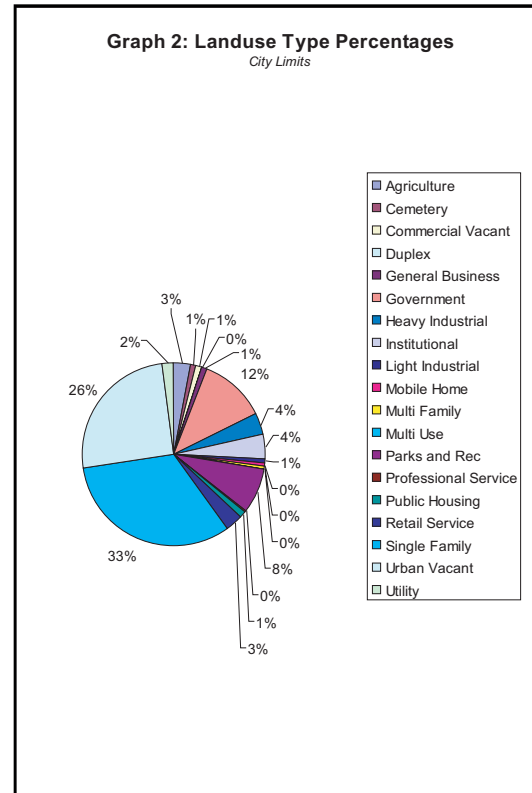
The cemetery land use type is described as public and private burial grounds. There are 38.7 acres of land under a cemetery type use within the City of Sheffield consisting of 1% of total land. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 38.7 acres of land under a cemetery classification, which consists of 2% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found in the Northeast section of the SBA along Jackson Highway.

**Land Use Type: Single Family**

The single family land use type is described as a single residence for one family. This classification was not based on lot size or family size, but on visual type and amount of the residence/residences per parcel. There are 1,306.2 acres of land under a single family use within the City of Sheffield consisting of 33% of total land. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 285 acres of land under a single family use, which consists of 19% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found in the Northern and Southern sections of the SBA along Montgomery Avenue and South Montgomery Avenue.

**Land Use Type: Duplex**

The duplex land use type is described as two to four residential units per individual parcel. There are 4.9 acres of land under a duplex use within the City of Sheffield consisting of 0.1% of total acres. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 1.6 acres of land with



**Table 2: Study Area**

Type	Parcel	Acres	Percentage of Area
Agriculture	1	21	1
Cemetery	3	38.7	2
Commercial Vacant	118	34	2
Duplex	10	1.6	0.1
General Business	41	17.1	0.1
Government	10	433.5	28
Heavy Industrial	48	85.9	6
Institutional	83	72	5
Light Industrial	41	19.6	1
Multi Family	23	8.2	0.5
Multi Use	1	0.4	0
Parks and Rec	5	69.5	5
Professional Service	42	11.7	0.7
Public Housing	15	19.1	0.1
Retail Service	132	72.5	5
Single Family	1337	285	19
Urban Vacant	645	310.1	20
Utility	13	14.4	1
<b>Totals</b>	<b>2568</b>	<b>1514.3</b>	







### Current Land Use & Future Land Use Proposals

use type consisting of 0.1% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found intermittently throughout the residential areas of the SBA.

#### Land Use Type: Multi-Family

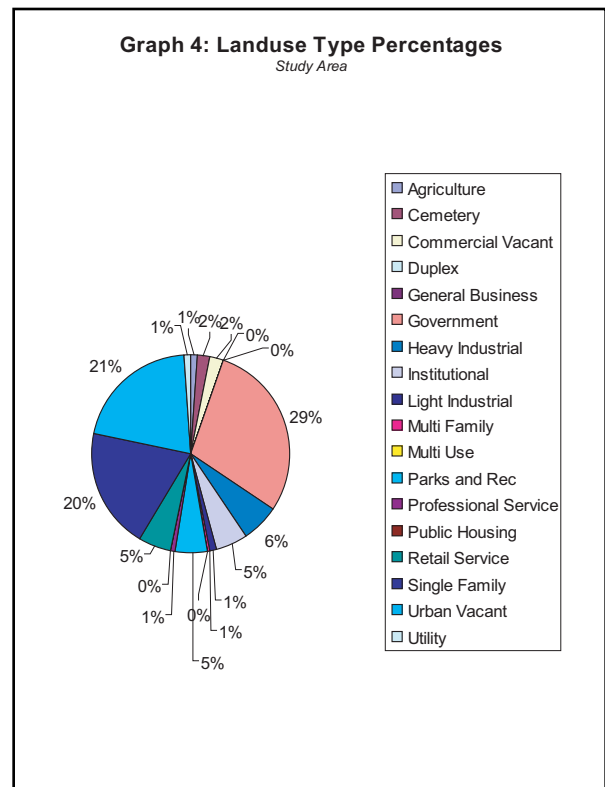
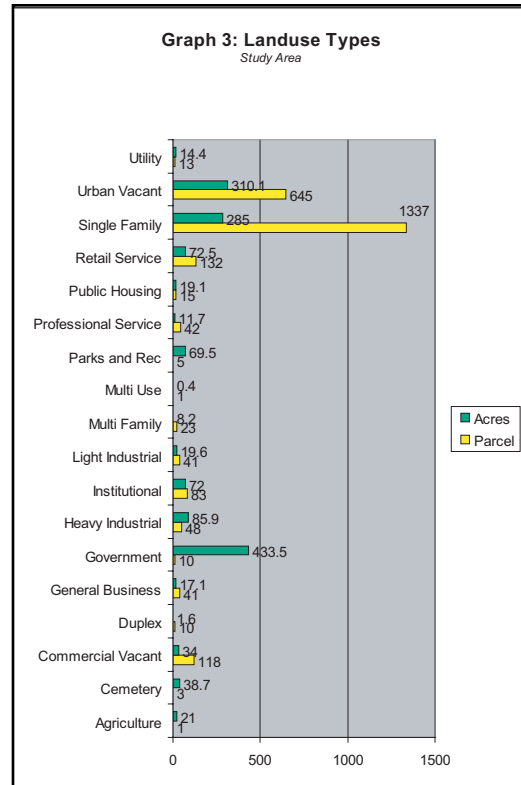
The multi-family land use type is described as a parcel containing more than four residential units per parcel. There are 19.1 acres of land under a multi-family use within the City of Sheffield consisting of 0.5% of total acres. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 8.2 acres of land with a multi-family use type consisting of 0.5% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found intermittently throughout the residential and commercial areas of the Study Boundary Area.

#### Land Use Type: Public Housing

The public housing land use type is described as a parcel containing housing types that are provided for families that meet and do not exceed a set household income ratio. This land use type does not contain mixed income or mixed use housing land types. There are 54.3 acres of land under a public housing use within the City of Sheffield consisting of 1% of total acres. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 19.1 acres of land with a public housing use type consisting of 0.1% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found intermittently along South Montgomery and roughly one block over from the East and West sides of Jackson Highway.

#### Land Use Type: Manufactured Housing

The manufactured housing land use type is described as a parcel containing a housing type that contains one or more residential units that are defined under the manufactured home definition of this plan. There are 21 acres of land under a manufactured housing land use type within the City of Sheffield. This land use type consists of 0.5% of total acres for the city. For the Study Boundary Area (SBA) there are zero acres of land with a manufactured housing use type consisting



*Current Land Use & Future Land Use Proposals*

zero percent of the 1,514.3 acres in the SBA. This land use type cannot be found within the Study Boundary Area.

**Land Use Type: Mixed Use**

The mixed use land use type is described as a parcel containing commercial and residential uses. There are .4 acres of land under a manufactured housing land use type within the City of Sheffield. This land use type consists of 0 percent of total acres for the city. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are .4 acres of land with a mixed use land use type consisting of 0 percent of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found within the Focus Development Block contained by a single parcel along Montgomery Avenue.

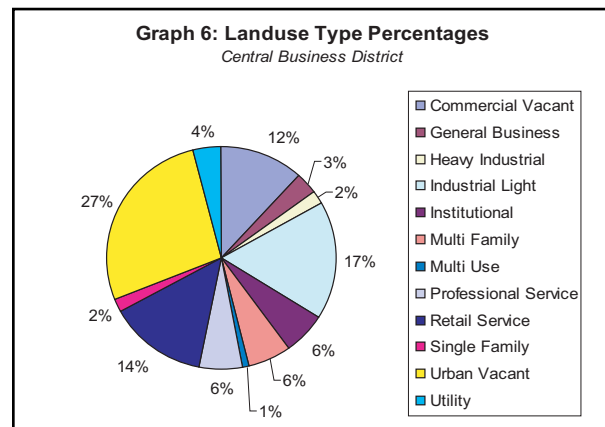
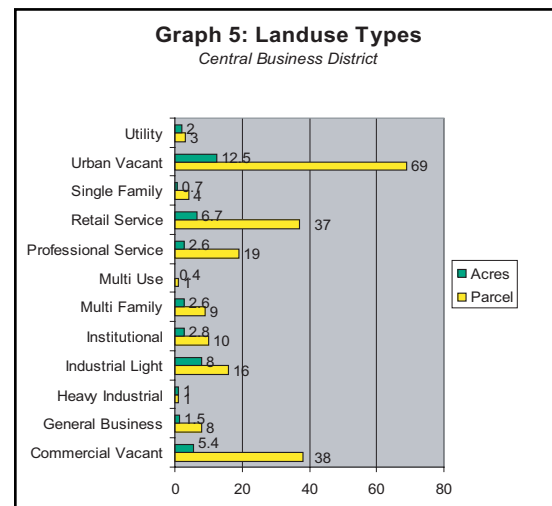
**Land Use Type: Retail and Service**

The retail and service land use type is described as a parcel containing a retail business falling under a broad description of grocery, banking, clothing, and the like. There are 102.8 acres of land under a retail and service land use type within the City of Sheffield. This land use type consists of 3% of total acres for the city. (Table 1 and Graphs 1 and 2) For the (SBA) there are 72.5 acres of land with a retail and service land use type consisting of 5% of the 1,514.3 acres in the SBA. (Table 1 and Graphs 1 and 2) This land use type can be found scattered along the commercial corridors and Central Business District of the Study Boundary Area.

**Land Use Type: Professional Service**

The professional service land use type is described as a parcel containing those commerce opportunities that require a specialized form of service relating to professional services similar to the practice of law, inter-technology, or generalized health care. There are 14.4 acres of land under a professional service land use type within the City of Sheffield. This land use type consists of 0.4% of total acres for the city. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 11.7 acres of land with a professional service land use type consisting

Type	Parcel	Acres	Percentage of Area
Commercial Vacant	38	5.4	12
General Business	8	1.5	3
Heavy Industrial	1	1	2
Industrial Light	16	8	17
Institutional	10	2.8	6
Multi Family	9	2.6	6
Multi Use	1	0.4	1
Professional Service	19	2.6	6
Retail Service	37	6.7	14
Single Family	4	0.7	2
Urban Vacant	69	12.5	27
Utility	3	2	4
<b>Totals</b>	<b>215</b>	<b>46.2</b>	





Current Land Use & Future Land Use Proposals

of 0.7% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type is mainly focused within the CBD and the Southern part of the SBA.

**Land Use Type: Business Service**

The Business Service land use is described as a parcel containing those commercial uses that require specialized facilities that require work or storage outside the main structure. An example would be an auto repair shop or another similar facility. There are 55.2 acres of land under a business service land use type within the City of Sheffield. This land use type consists of 1% of total acres for the city. For the Study Boundary Area (SBA) there are 17.1 acres of land with a business service use type consisting of 0.1% of the 1,514.3 acres in the SBA. This land use type can be found within the Central Business District and scattered throughout the city and the Study Boundary Area.

**Land Use Type: Light Industrial**

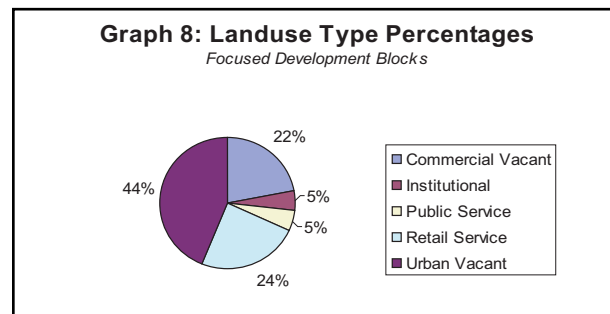
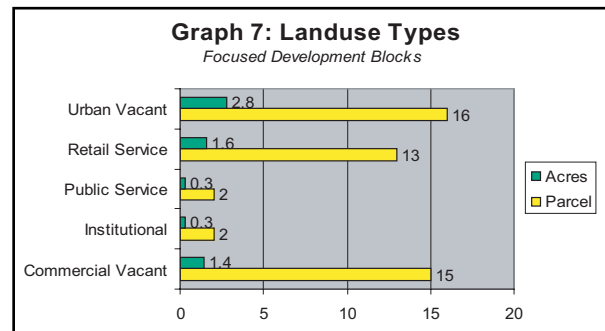
The light industrial land use classification is described as a parcel containing those uses that have the majority of the manufacturing activities contained within the structure. There are 32.5 acres of land under a light industrial land use type within the City of Sheffield. This land use type consists of 1% of total acres for the city. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 19.6 acres of land with a light industrial use type consisting of 1% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found within the Central Business District and scattered throughout the city and the SBA.

**Land Use Type: Heavy Industrial**

The heavy industrial land use classification is described as a parcel containing those uses that have manufacturing activities contained within and outside of the structure. There are 156.4 acres of land under a heavy industrial land use type within the City of Sheffield. This land use type consists of 4% of total acres for the city. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 85.9 acres of land with a heavy industrial use

**Table 4: Focused Development Blocks**

Type	Parcel	Acres	Percentage of Area
Commercial Vacant	15	1.4	22
Institutional	2	0.3	5
Public Service	2	0.3	5
Retail Service	13	1.6	24
Urban Vacant	16	2.8	44
<b>Totals</b>	<b>48</b>	<b>6.4</b>	





## *Current Land Use & Future Land Use Proposals*

type consisting of 6% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found within the Central Business District and scattered throughout the city and the SBA.

### **Land Use Type: Utilities**

The utilities land use classification is described as a parcel containing substations and major utility operations. Utility Easements and transfer lines were not considered in this classification. There are 67.6 acres of land under a utility land use type within the City of Sheffield. This land use type consists of 2% of total acres for the city. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 14.4 acres of land with a utility use type consisting of 1% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found within the Central Business District and sporadically throughout the city and the SBA.

### **Land Use Type: Government**

The government land use classification is described as a parcel containing those uses that contain government entities of the City of Sheffield, the State of Alabama, or the United States Government. There are 489.6 acres of land under a government land use type within the City of Sheffield. This land use type consists of 12% of total acres for the city. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 433.5 acres of land with a government land use type consisting of 28% percent of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found within the Central Business District and throughout the city and SBA.

### **Land Use Type: Institutional**

The institutional land use classification is described as a parcel containing those uses that have schools, religious centers, hospitals, museums, etc. There are 153.6 acres of land under a institutional land use type within the City of Sheffield. This land use type consists of 4% of total acres for the city. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 72 acres of land with an

institutional use type consisting of 5% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found within the Central Business District and scattered throughout the city and the SBA.

### **Land Use Type: Parks and Recreation**

The parks and recreation land use classification is described as a parcel containing public green space, recreational facilities, playgrounds, and the like. There are 302.4 acres of land under a parks and recreation land use category within the city of Sheffield. This land use type consists of 8% of total acres for the city. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 69.5 acres of land with a parks and recreation use type consisting of 5% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found along the parcels adjacent to the Tennessee River and a single parcel one block over from South Montgomery Avenue.

### **Land Use Type: Urban Vacant**

The urban vacant land use classification is described as a parcel void of structures within developed surroundings. Urban vacant properties are those properties that are adjacent to development and do not contain recent agricultural or recreational activity. There are 1,026.8 acres of land under an urban vacant land use category within the City of Sheffield. This land use type consists of 26% of total acres for the city. (Table 1 and Graphs 1 and 2) For the Study Boundary Area (SBA) there are 310.1 acres of land with an urban vacant use type consisting of 20% of the 1,514.3 acres in the SBA. (Table 2 and Graphs 3 and 4) This land use type can be found scattered throughout the CBD and SBA as well as the city proper.

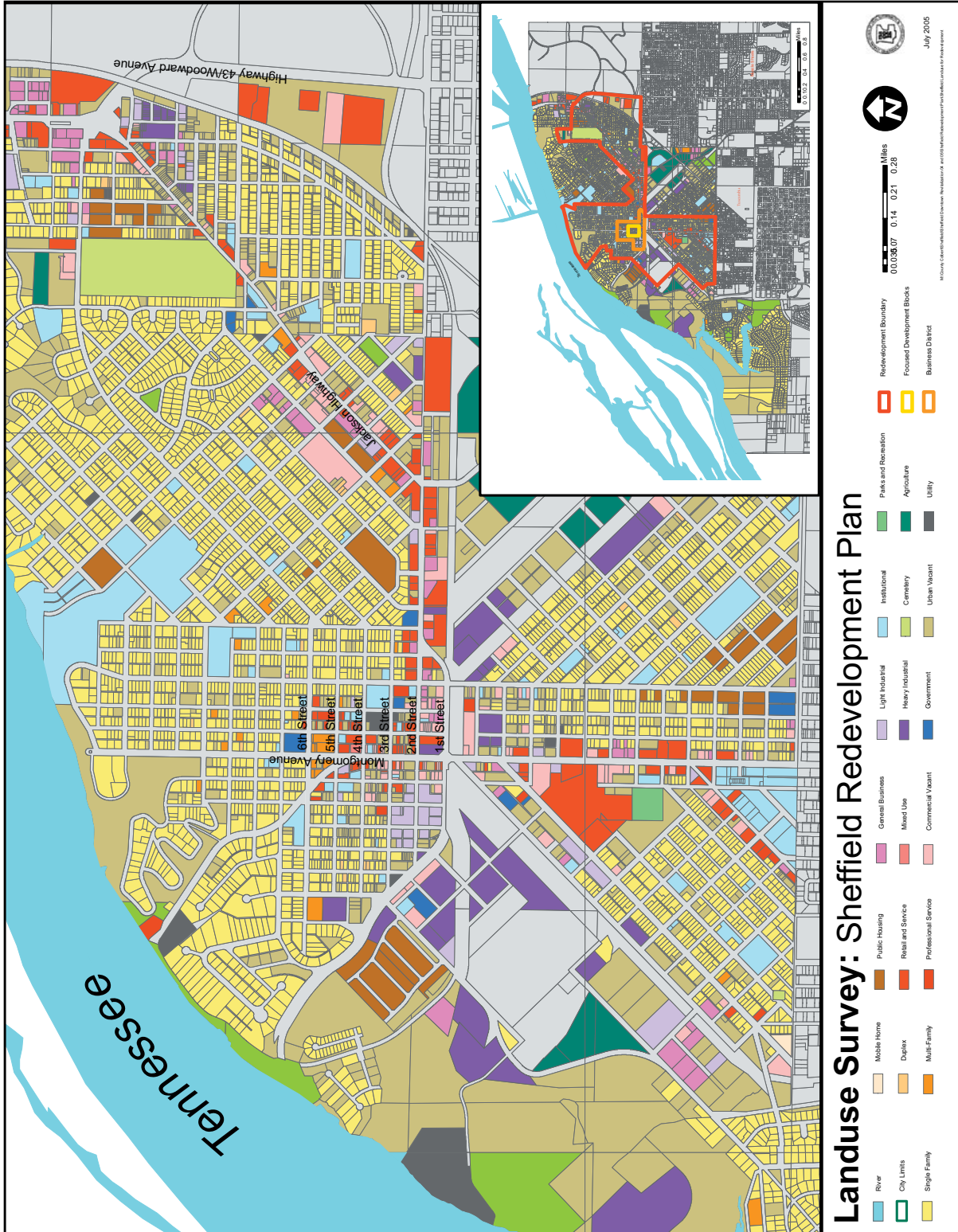
Map 8 shows the current land use map for the City of Sheffield completed in the summer of 2005. The categories correspond with the described categories listed in this section for the current land use analysis.







Current Land Use & Future Land Use Proposals



Map 8: Current Land Use Map of Sheffield





*Current Land Use & Future Land Use Proposals***Current Zoning Classifications**

The City of Sheffield currently lists thirteen different zoning districts with ten of those zones being applied to districts within the city. The categories that are within the zoning ordinance are listed below with the accompanying definition of purpose. (Table 5 and Graphs 9 and 10)

SF-90	Single Family Residential District
SF-70	Single Family Residential District
SF-50	Single Family Residential District
R-G	Residential Garden Home District
T-R	Townhouse Residential District
MF-1	Multiple Family Residential District
O-1	Office and Institutional District
B-1	Neighborhood Business District
B-2	General Business District
B-3	Central Business District
M-1	Light Industrial District
M-2	Heavy Industrial District
PUD	Planned Unit Development District

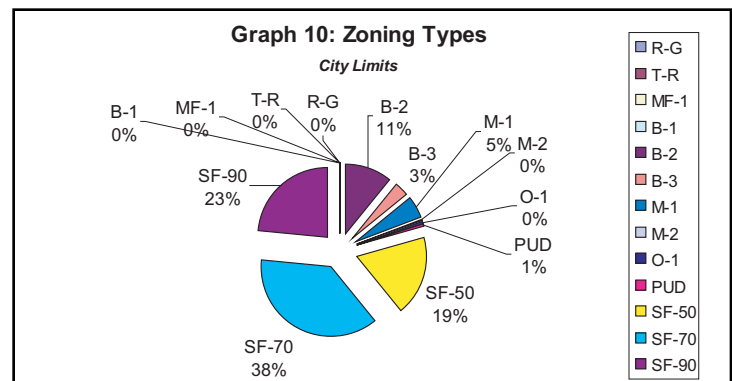
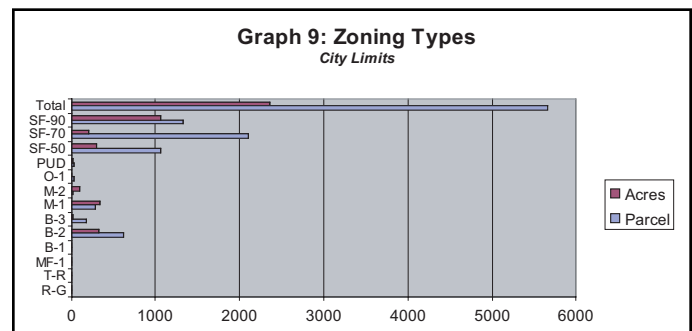
Of the listed categories the zoning map for the City of Sheffield applies ten of the thirteen categories. The applied districts consists of three business zones, two industrial zones, one planned unit development, and three residential classifications. Within the Study Boundary Area there are six different districts ranging from neighborhood business to single family residential with a medium density. Table 6 and Graphs 11 and 12 show the amount of parcels, acres, and percentage of area covered by each of the zoning districts for the study area.

**Zoning District Type: SF-90 Single Family Residential District**

The SF-90 Single Family Residential district is established to protect the existing areas of primarily low density single family residential development and to provide for and encourage similar or complimentary type development in the future in conjunction with associated recreational, educational, and religious facilities.

5

Type	Parcel	Acres	Percent of Area	Average Parcel Size (sq.ft.)
R-G	0	0	0.00%	0
T-R	0	0	0.00%	0
MF-1	0	0	0.00%	0
B-1	2	1	0.04%	28,214.07
B-2	618	320	13.56%	27,976.39
B-3	176	14	0.59%	9,224.52
M-1	281	335	14.19%	57,489.83
M-2	23	95	4.03%	183,683.65
O-1	27	10	0.42%	22,345.52
PUD	31	19	0.81%	31,974.63
SF-50	1063	299	12.67%	19,577.73
SF-70	2111	211	8.94%	12,681.11
SF-90	1326	1056	44.75%	38,869.35
<b>Totals</b>	<b>5658</b>	<b>2360</b>		<b>432,036.79</b>





Current Land Use & Future Land Use Proposals

**Table 10: Study Area**

Type	Parcel	Acres	Percentage of Area	Average Parcel Size (sq.ft.)
R-G	0	0	0	0
T-R	0	0	0	0
MF-1	0	0	0	0
PUD	0	0	0	0
B-1	0	0	0	0
B-2	457	206	25	21268.0159
B-3	176	37	4	9224.5157
M-1	157	62	8	14416.0227
M-2	19	41	5	114984.1831
O-1	26	12	1	19116.8768
SF-50	646	137	17	8841.0445
SF-70	1045	284	34	11836.8953
SF-90	121	46	6	13969.7383
Totals	2647	825		213657.2923

**Zoning District Type: SF-70 Single Family Residential District**

The SF-70 Single Family Residential District is established to protect the existing areas of primarily moderate density single family residential development and to provide for and encourage similar or complimentary type development in the future in conjunction with associated recreational, educational, and religious facilities.

**Zoning District Type: SF-50 Single Family Residential District**

The SF-50 Single Family Residential District is established to protect the existing areas of primary medium density single family residential development and to provide for and encourage similar or complimentary type development in the future in conjunction with associated recreational, educational, and religious facilities.

**Zoning District Type: R-G Residential Garden Home District**

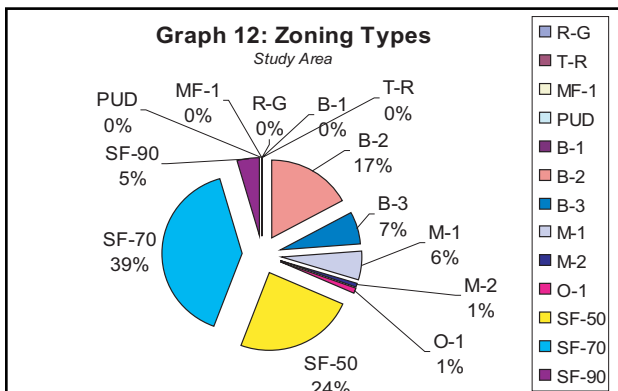
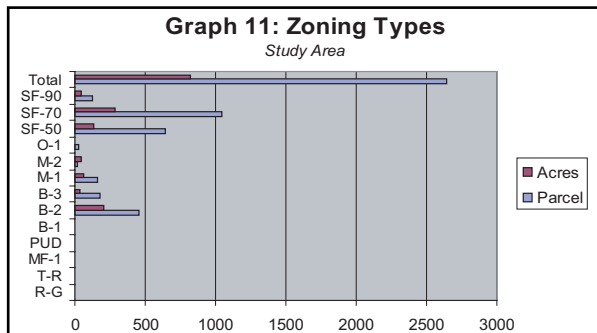
The R-G Residential Garden home district is established to provide for medium density single family and two family residential development accommodating patio homes (zero lot line development patterns) with associated recreational, educational, and religious facilities.

**Zoning District Type: T-R Town House Residential District**

The T-R Town House Residential District is established to provide for moderate density residential development limited to duplexes and townhouses.

**Zoning District Type: MF-1 Multiple Family Residential District**

The MF-1 Multiple Family Residential District is established to provide for multi-family residential development along major streets apart from existing single-family residential districts and to provide for their orderly development in the future.





Current Land Use & Future Land Use Proposals

**Zoning District Type: O-I Office & Institutional**

The O-I Office and Institutional District is established in order to provide areas where offices and institutional uses are allowed and developed in an appropriate manner to serve as a buffer between residential uses and business uses where retail sale or services are provided directly to customers.

**Zoning District Type: B-1 Neighborhood Business District**

The B-1 Neighborhood Business District is intended primarily to serve the needs of the surrounding residential neighborhoods, providing goods and services that are day-to-day needs, generally classified by merchants as "convenience goods and services." Businesses that might be a nuisance to the immediately surrounding residential developments are excluded, even though the goods or services offered might be in the convenience category or classification.

**Zoning District Type: B-2 General Business District**

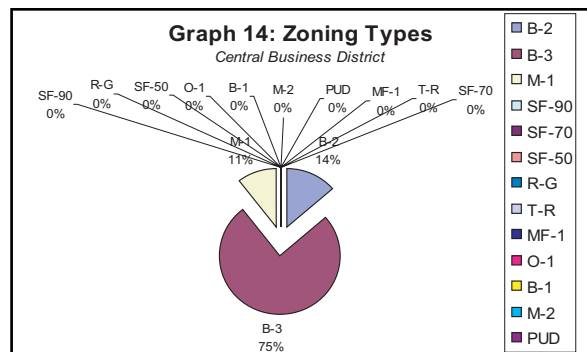
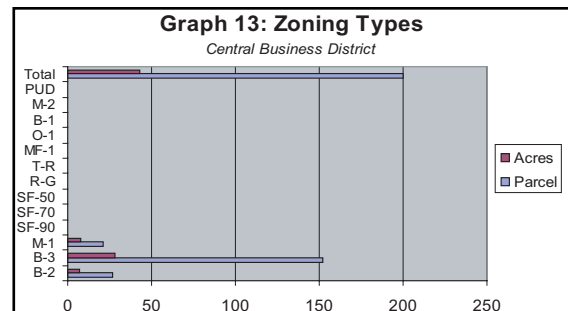
The B-2 General Business District is intended to serve several functions. It provides central concentration of goods and services for more than one neighborhood, comparison shopper's goods, and convenience goods and services, especially goods, amusements, and numerous services.

**Zoning District Type: B-3 General Business District**

The B-3 Central Business District is intended to serve as the historic central shopping area of the city offering comparison shoppers' goods, specialty stores, business services, banks and other financial institutions, restaurants, entertainment places, offices, theaters, hotels, governmental buildings, studios, ground floor and second floor multi-family uses such as townhouses, garden apartments, loft residential uses, and retirement homes.

**Table 7: Central Business District**

Type	Parcel	Acres	Percent of Area	Average parcel Size (sq.ft.)
B-2	27	7	16	11799.9345
B-3	152	28	65	7928.5076
M-1	21	8	19	17345.2435
SF-90	0	0	0	
SF-70	0	0	0	
SF-50	0	0	0	
R-G	0	0	0	
T-R	0	0	0	
MF-1	0	0	0	
O-1	0	0	0	
B-1	0	0	0	
M-2	0	0	0	
PUD	0	0	0	
<b>Totals</b>	<b>200</b>	<b>43</b>		<b>37073.6856</b>





Current Land Use & Future Land Use Proposals

**Table 8: Focused Development Blocks**

Type	Parcels	Acres	Percentage of Area	Average Parcel Size (sq.ft.)
B-3	48	6.6	100	5985.4538
R-G	0	0	0	
T-R	0	0	0	
MF-1	0	0	0	
PUD	0	0	0	
B-1	0	0	0	
B-2	0	0	0	
M-1	0	0	0	
M-2	0	0	0	
O-1	0	0	0	
SF-50	0	0	0	
SF-70	0	0	0	
SF-90	0	0	0	
<b>Totals</b>	<b>48</b>	<b>6.6</b>		<b>5985.4538</b>

**Zoning District Type: M-1 Light Industrial District**

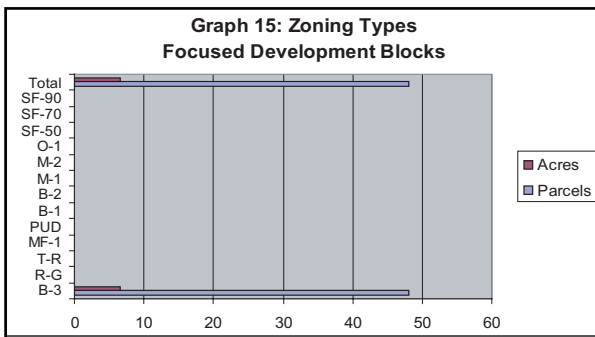
The M-1 Light Industrial District is established to protect existing light industrial uses, to provide for uses that are not offensive by reason of emission or creation of noxious odor, dust, fumes, gas, noise, or vibration, and to encourage development of future light industrial uses.

**Zoning District Type: M-2 Heavy Industrial District**

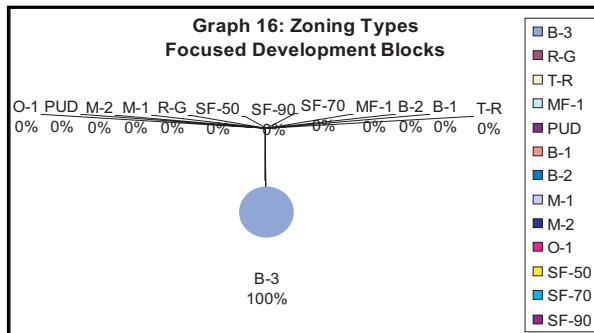
The M-2 Heavy Industrial District is established for heavy industrial uses that may be offensive or incompatible to commercial or residential development.

**Zoning District Type: PUD - Planned Unit Development**

The PUD (Planned Unit Development) District is established for development constructed on a tract of property under single ownership or development scheme, planned and developed as an integral unit, and consisting of a mix of land use densities or uses on land designated as a PUD. There are two types of PUD: the Planned Residential Development (PRD) and a Mixed Use Development (MXD).



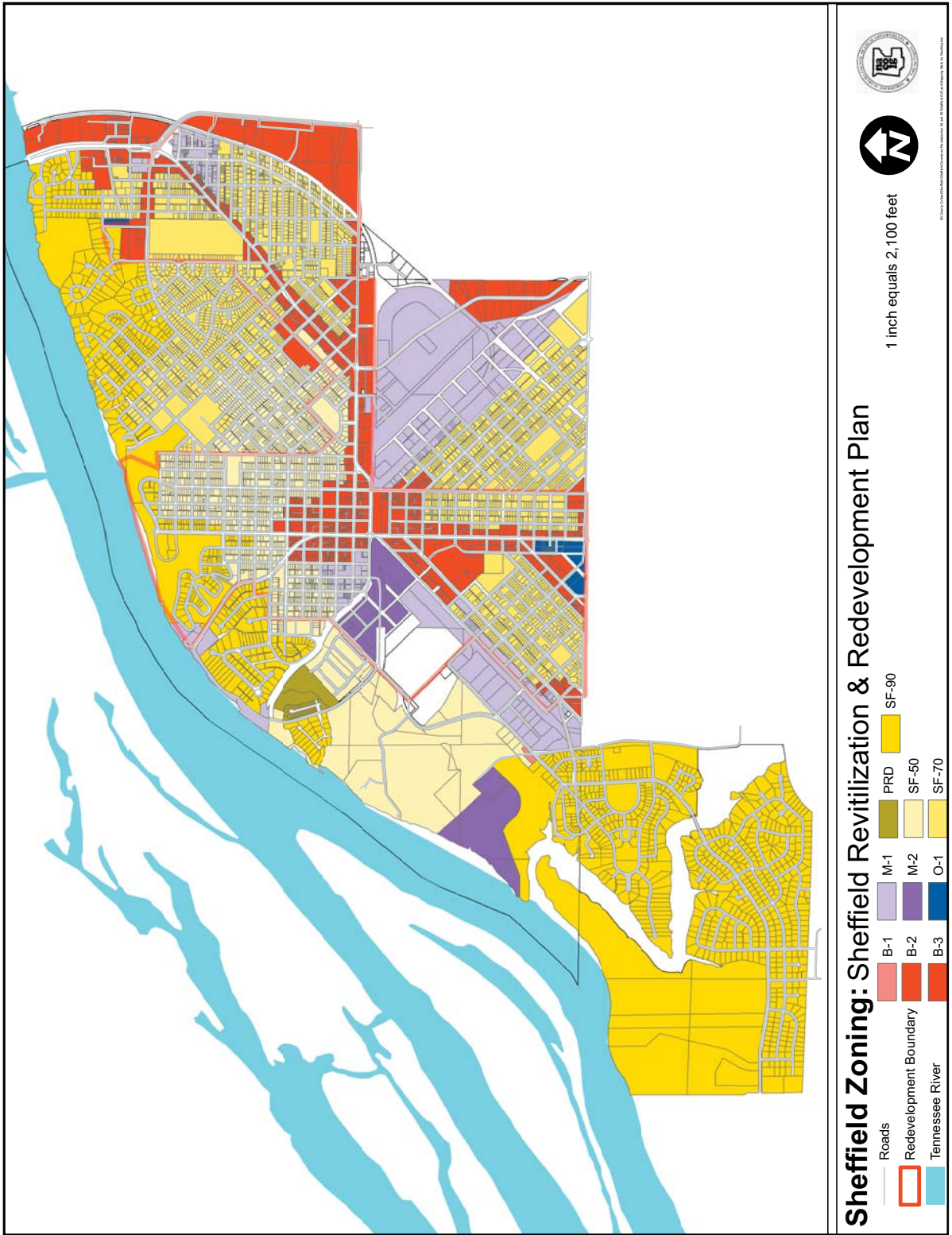
Map 9 shows the current zoning map for the City of Sheffield as of December 2005. The categories correspond with the described categories listed in this section for current zoning district types.







*Current Land Use & Future Land Use Proposals*



*Map 9: Sheffield Revitalization & Redevelopment Plan Existing Zoning Districts*





## *Current Land Use & Future Land Use Proposals*

### **Current Transportation**

The City of Sheffield contains three primary thoroughfare corridors that provide access into downtown Sheffield. Those corridors are Jackson Highway, Second Street, and South Montgomery Avenue. In addition to the primary thoroughfares, Hatch Boulevard and West Montgomery Avenue are the two secondary transportation thoroughfares. Jackson Highway and Second Street serve as access routes between the adjacent cities of Florence to the North and Muscle Shoals to the East. South Montgomery Avenue provides transportation access to residential areas of Sheffield and Tusculumbia lying to the South of downtown Sheffield. Map 10 indicates the 1999 traffic counts (unless otherwise noted) for the Redevelopment Study Area and the study districts contained within it.

### **Current Redevelopment Study Area District Characteristics**

A majority of deteriorating or dilapidated buildings in an urban area indicate a lack of private and public investment in maintaining the quality and value of the existing infrastructure. This environment can affect the success of current development and the possibility of future development.

The existence of dilapidated structures within commercial and residential areas impairs current economic conditions and future economic growth. Deteriorating structures negatively impact adjacent property values and create a hardship for the community through a reduction in revenues necessary to maintain public facilities. In addition to the reduction in revenue is the added expense of policing and code management of non-compliant structures that are non-contributing to the overall quality of a neighborhood or commercial district.

The age of a structure can be a contributing element to the value of adjacent properties and the surrounding community. Adequate maintenance and investment must be made

in aged housing stock in order for the neighborhood and individual buildings to remain viable in the real estate market. Poorly maintained structures create a negative impact on the surrounding area and will lead to higher crime, decreased commercial revenues, and a lack of interest in new development.

The results of deteriorating housing and commercial stock can cause a spin off of effects that include:

- Low property values that provide lower tax revenues
- Higher code enforcement and fire hazard potential
- A neighborhood that is concentrated with low income families and a decreased potential for investment
- An environment that masks and encourages criminal activity
- An environment that promotes converting single family housing into multi-family rental units resulting in a decrease of long-term homeowners
- A poor entrepreneurial environment that does not allow for successful business startups and existence of old businesses needing to relocate to survive

The Northwest Alabama Council of Local Governments (NACOLG) planning department conducted fieldwork to identify structural qualities of buildings within the Redevelopment Study Area. The analysis was taken from a visual survey on the exterior of the building. The structural survey in no way reveals the physical capabilities of a structure, but does indicate the visual damage and overall qualities of a structure.

For the purpose of this study, the structures were analyzed and placed into one of seven categories. These categories allow for a broader understanding of the quality of existing structures occurring within the City and the three district boundaries that include the Study Boundary Area (SBD), the Sheffield









## *Current Land Use & Future Land Use Proposals*

Focus Development District (FBD).

### **Structural Survey: Standard Structure**

The structure has no visible exterior defects, the construction appears solid and safe, and the parcel is free of excess debris.

### **Structural Survey: Sub-Standard Structure**

The structure has defects that may be corrected during regular maintenance and it requires immediate attention.

### **Structural Survey: Sub-Standard Major**

The structure needs more than routine maintenance and it should be brought up to safe and usable level for occupants.

### **Structural Survey: Dilapidated**

The structure does not provide safe and viable occupation for commerce or residence and it requires considerable effort for rehabilitation.

### **Structural Survey: Urban Vacant** (also a land use type)

The urban vacant land use classification is described as a parcel void of structures within developed surroundings. Urban vacant properties are those properties that are adjacent to development and do not contain recent agricultural or recreational activity.

### **Structural Survey: Cemetery** (also a land use type)

The cemetery land use classification is described as a parcel or parcels that serve as formal burial grounds whether they are public or private entities.

### **Structural Survey: Utility** (also a land use type)

The utility land use classification is described as a parcel or parcels that serve as public or private locations for power stations or other central locations for public infrastructure use.

Map 11 shows the structural survey analysis for the City of Sheffield as of December 2005. The categories correspond with the described categories listed in this section for the structural survey analysis.

## **Unsanitary & Unsafe Conditions**

Many areas within the Study Boundary Area and the City of Sheffield contain unsafe conditions. Dilapidated structures, external storage of equipment, and debris by light industrial and commercial businesses contribute to an unsafe environment. The current trend of unsightly and unsafe structures must be modified during the redevelopment process. Code enforcement by enforcement officers must be supported by municipal officials with no exceptions. Relocation of industries that require external storage should be a priority. Those industries and businesses in and around residential areas, that provide employment but need external operations, should implement buffer plantings and safety plans to protect employees and residents.

## **Parcel Size & Adequacy**

The current parcel sizes were analyzed against the existing zoning ordinance for conflicts against minimum lot area requirements. Based on the parcel size averages for the study area there were no conflicts identified within the minimum lot area requirements as listed in the Sheffield Zoning Ordinance. It is suggested that the Sheffield Development Standards be reviewed and revised in order to implement the goals and objectives of this plan. Tables 9, 10, 11, and 12 show the Sheffield Zoning Districts and the amount of parcels, acres, percent of area, and average parcel size per district. The charts have been separated into four study districts that correspond to the analysis of the redevelopment plan.

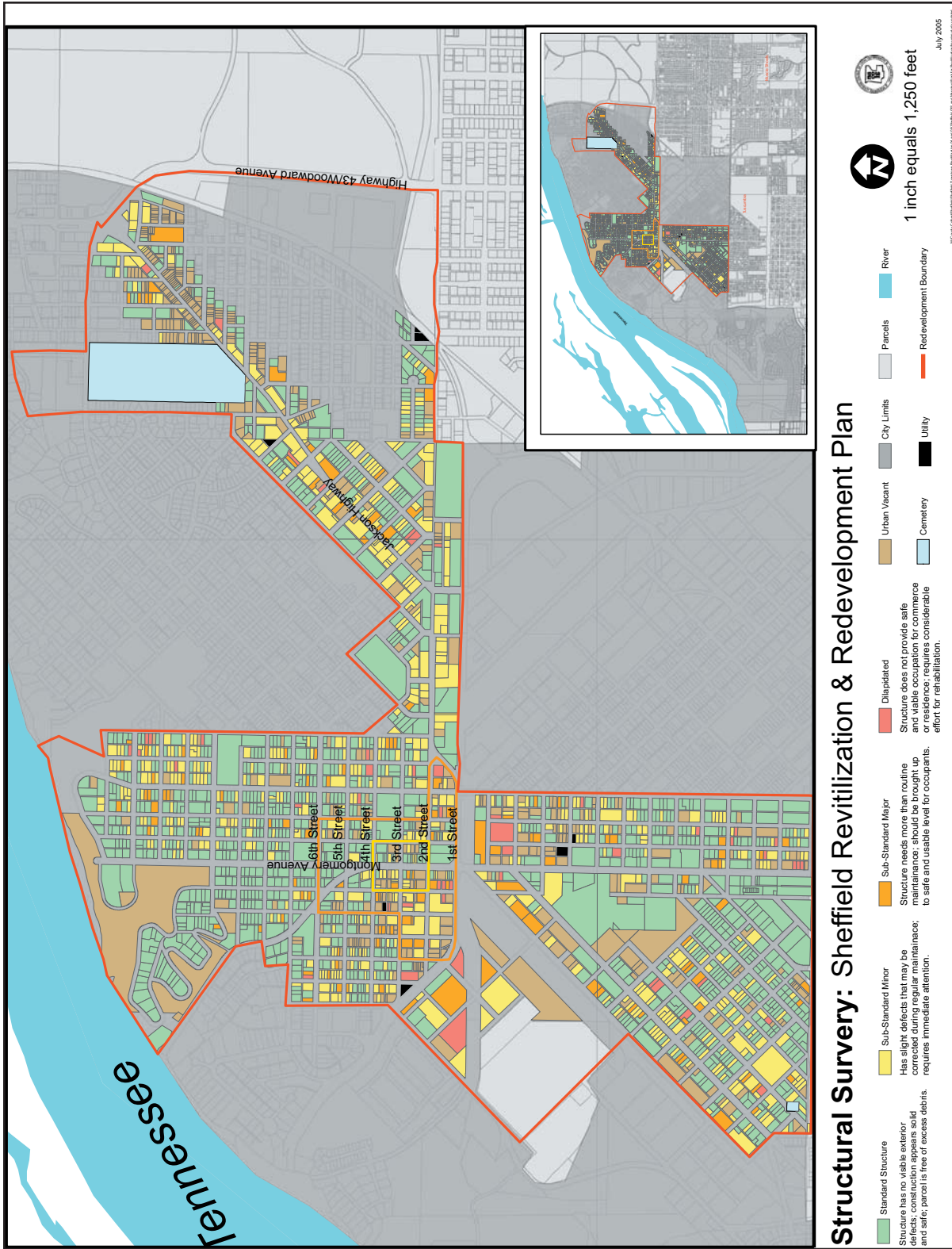
## **Real Estate Values**

Declining real estate values in the City of Sheffield have been both a blessing and a curse. Implementation of the redevelopment plan can occur at a lower cost with the value of properties being lower than in surrounding communities. The difficulty then lies in the significant investment required and the redevelopment of properties that are





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Map 11: Sheffield Revitalization & Redevelopment Plan Structural Survey





*Current Land Use & Future Land Use Proposals*

producing a low return on investment. The real estate properties will require a higher municipal investment in order to further insure a return on private redevelopment.

## Current Land Use with Development Standard Proposals

The existing land use within the redevelopment study area is variably consistent with the overall redevelopment plan. This section separates the redevelopment study area into sub-areas for greater analysis of existing characteristics and outlines the future land uses that should occur in the sub-areas. Map 10 identifies the four sub-areas within the redevelopment study area.

### Sub-Area One: Jackson Highway

#### Thoroughfare (Map 12)

The existing land use analysis along Jackson Highway begins as a mix of commercial uses at the intersection of Highway 43 and Hatch Boulevard. At this intersection there are contemporary commercial venues sprawling along the Jackson Highway intersection and terminating at the intersection of Jackson Highway and State Street. From the intersection of State Street and Jackson Highway begins a vernacular style of development that is composed of larger setbacks and residential/commercial uses. These existing uses continue with the larger setback along Jackson Highway until the abrupt change in topography at the intersection of Jackson Highway and Oakwood Avenue. From this rise in elevation on Jackson Highway and continuing Southwest until the intersection of Jackson Highway and Second Street is a traditional commercial district. The architecture acknowledges Jackson Highway through narrow or minimal setbacks, with visually appealing facades. Many of the structures along this section of Jackson Highway have been renovated to be non-contributing structures to the overall quality of the commercial district. In addition to the non-contributing architectural qualities, are the incompatible land uses that carry on commerce and storage outside of the

Table 9: City Limits

Type	Parcel	Acres	Percent of Area	Average Parcel Size (sq.ft.)
R-G	0	0	0.00%	0
T-R	0	0	0.00%	0
MF-1	0	0	0.00%	0
B-1	2	1	0.04%	28,214.07
B-2	618	320	13.56%	27,976.39
B-3	176	14	0.59%	9,224.52
M-1	281	335	14.19%	57,489.83
M-2	23	95	4.03%	183,683.65
O-1	27	10	0.42%	22,345.52
PUD	31	19	0.81%	31,974.63
SF-50	1063	299	12.67%	19,577.73
SF-70	2111	211	8.94%	12,681.11
SF-90	1326	1056	44.75%	38,869.35
<b>Totals</b>	<b>5658</b>	<b>2360</b>		<b>432,036.79</b>

Table 10: Study Area

Type	Parcel	Acres	Percentage of Area	Average Parcel Size (sq.ft.)
R-G	0	0	0	0
T-R	0	0	0	0
MF-1	0	0	0	0
PUD	0	0	0	0
B-1	0	0	0	0
B-2	457	206	25	21268.0159
B-3	176	37	4	9224.5157
M-1	157	62	8	14416.0227
M-2	19	41	5	114984.1831
O-1	26	12	1	19116.8768
SF-50	646	137	17	8841.0445
SF-70	1045	284	34	11836.8953
SF-90	121	46	6	13969.7383
<b>Totals</b>	<b>2647</b>	<b>825</b>		<b>213657.2923</b>

Table 7: Central Business District

Type	Parcel	Acres	Percent of Area	Average parcel Size (sq.ft.)
B-2	27	7	16	11799.9345
B-3	152	28	65	7928.5076
M-1	21	8	19	17345.2435
SF-90	0	0	0	
SF-70	0	0	0	
SF-50	0	0	0	
R-G	0	0	0	
T-R	0	0	0	
MF-1	0	0	0	
O-1	0	0	0	
B-1	0	0	0	
M-2	0	0	0	
PUD	0	0	0	
<b>Totals</b>	<b>200</b>	<b>43</b>		<b>37073.6856</b>

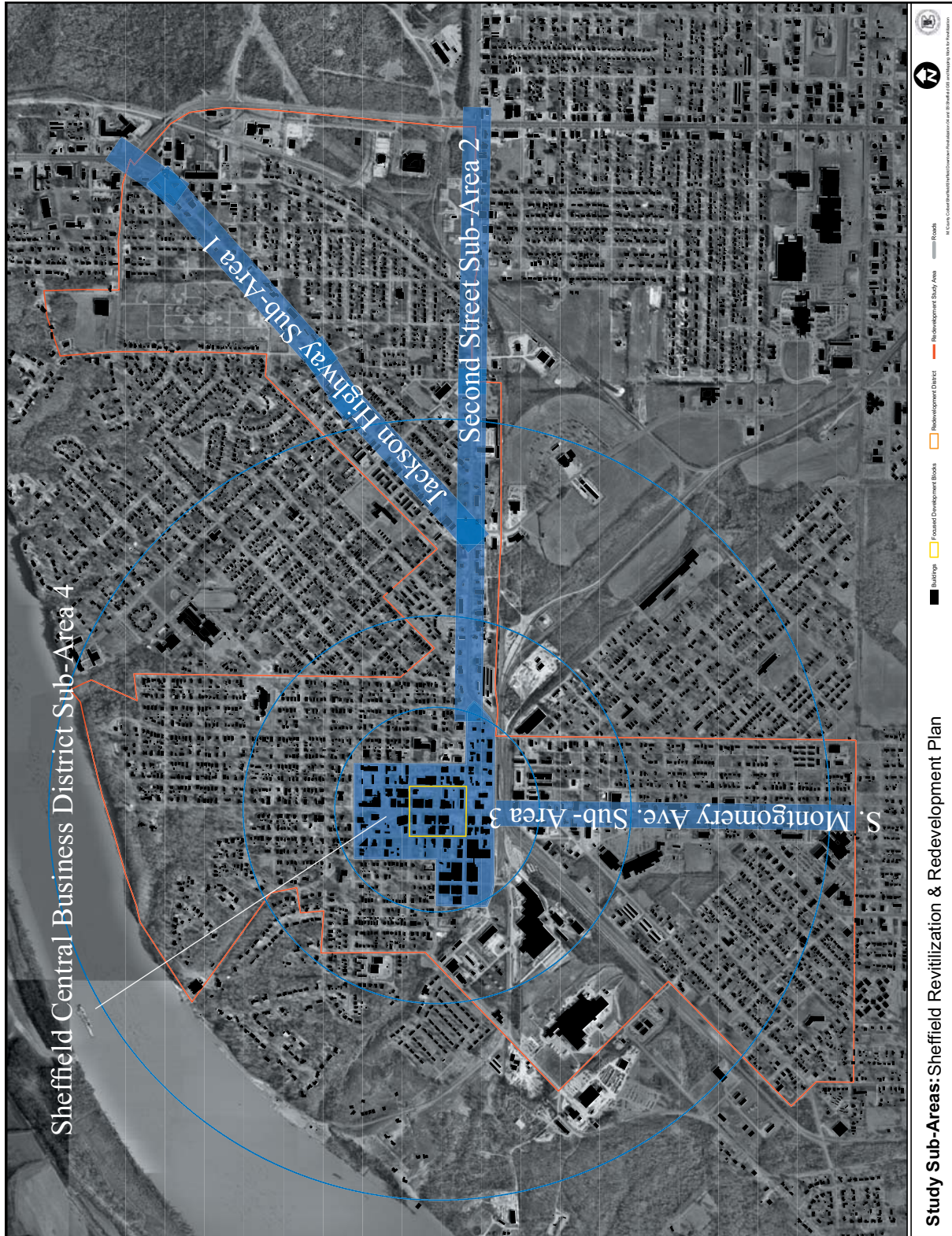
Table 8: Focused Development Blocks

Type	Parcels	Acres	Percentage of Area	Average Parcel Size (sq.ft.)
B-3	48	6.6	100	5985.4538
R-G	0	0	0	
T-R	0	0	0	
MF-1	0	0	0	
PUD	0	0	0	
B-1	0	0	0	
B-2	0	0	0	
M-1	0	0	0	
M-2	0	0	0	
O-1	0	0	0	
SF-50	0	0	0	
SF-70	0	0	0	
SF-90	0	0	0	
<b>Totals</b>	<b>48</b>	<b>6.6</b>		<b>5985.4538</b>





Current Land Use & Future Land Use Proposals



Map 12: Sheffield Revitalization & Redevelopment Plan Study Sub-Areas







## Current Land Use & Future Land Use Proposals



Map 13: Sub-Area One: Jackson Highway

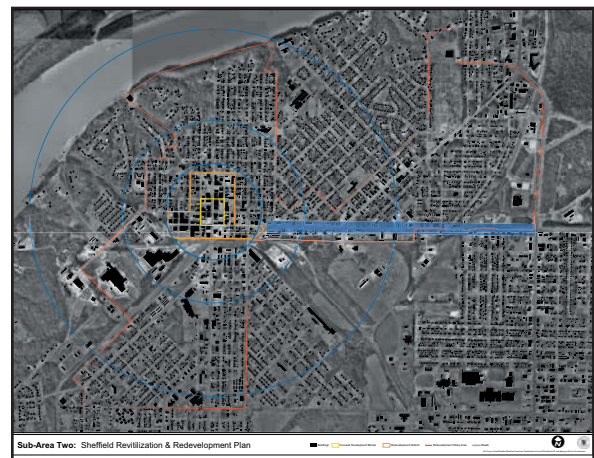
commercial structure.

The redevelopment plan proposes to follow the traditional setbacks of commercial and residential structures along Jackson Highway. The traditional land uses will be reinforced through development of design standards that encourage higher densities and minimum setbacks in the predominantly commercial areas. Design standards will also be applied through the predominantly residential area between State Street and Oakwood Avenue. The suggested setbacks here should be sixty to eighty feet and follow the traditional development pattern for the established neighborhoods. Future land use goals and objectives are defined in greater detail in the supporting document *Redevelopment Proposal Performance Criteria*.

### Sub-Area Two: Second Street Thoroughfare (Map 14)

The existing land use analysis along Second Street begins at the intersection of Highway 43 and Second Street. This intersection (like the Jackson Highway, Hatch Boulevard, and Highway 43 intersection) acts as a thoroughfare to the gateway entering the Sheffield Central Business District. Land uses at the Second Street/Highway 43 intersection currently consist of urban vacant property (owned by TVA) and low density commercial development (lying within the city limits of Muscle Shoals). The Sheffield incorporated boundary for this thoroughfare

begins at the abandoned railroad tracts crossing Second Street. Properties adjacent to the South side of Second Street lie within the Muscle Shoals incorporated boundary for two blocks after the Second Street/Railroad intersection. Between the abandoned railroad crossing and the intersection of Second Street and Appleton Avenue is an existing neighborhood commercial district that once serviced surrounding families within the adjacent residential communities. The termination of this mixed use district occurs at Appleton Avenue and (transitions are similar to the Jackson Highway elevation change) evolves with a modest change in the topographical surroundings. From the intersection of Second Street and Appleton Avenue begins a new land use type that terminates at the intersection of Second Street and Jackson Highway. The land uses occurring along this section consist of mid-box retailers and general businesses that have varied set backs with limited access management practices in place. Density of structures along this section of Second Street



Map 14: Sub-Area Two: Second Street

are low and consist of contemporary material types that include steel span siding, masonry block along with traditional structures sided in brick. The final section of the Second Street thoroughfare Sub-Area is from the intersection of Jackson Highway and Second Street to the Second Street/Dover Avenue Gateway. The land uses along this portion of the Sub-Area consist of contemporary





## Current Land Use & Future Land Use Proposals

style commercial development woven into historical structures. The development practices within this Sub-Area have created a thoroughfare that is in need of design standards and access management practices. The existing Second Street Gateway into the Sheffield Business District begins at the intersection of Second Street and Dover Avenue. The commercial thoroughfare and its land uses preceding this gateway need reinvestment and established design standards for future redevelopment.

The redevelopment plan proposes to follow traditional setbacks and land uses within the Second Street Sub-Area from the abandoned railroad to the intersection of Second Street and Appleton Avenue. The commercial and residential section contained within the Sub-Area from Appleton Avenue to Jackson Highway should be redeveloped with buildings abutting plantings and sidewalks within a minimum setback of twenty feet from the edge of curb. Parking for these commercial uses should be located along the street and behind the commercial businesses fronting Second Street. The Jackson Highway intersection to the Dover Avenue intersection should continue commercial uses that are operated within the building and should be redeveloped to abut adjacent sidewalks and front onto Second Street. Future land use goals and objectives for this Sub-Area are defined in greater detail in the supporting document *Redevelopment Proposal Performance Criteria*.

### Sub-Area Three: South Montgomery Avenue Thoroughfare (Map 15)

The existing land use analysis along South Montgomery Avenue begins at the intersection of South Montgomery Avenue and Avalon Avenue. This intersection acts as a thoroughfare to the gateway and threshold of the Sheffield Central Business District occurring just over the Sheffield section of the Norfolk Southern Railway. Land uses at the South Montgomery Avenue/Avalon Avenue intersection consist of institutional properties intermixed with single family homes and urban vacant parcels. Proceeding

North along South Montgomery Avenue are retail commercial structures with varied setbacks and multiple curb cuts for individual properties. On the East and West sides of the parcel blocks abutting South Montgomery Avenue are transitional properties that vary from residential, institutional, light industrial, and commercial. The parcels around the Norfolk Southern Rail Line are transitional into existing light industrial and commercial vacant land uses.

The redevelopment plan proposes to follow the structural setbacks being implemented by several of the existing retail service businesses along South Montgomery Avenue. The proposed setbacks encourage buildings to address South Montgomery Avenue in a manner that is pedestrian friendly and contributes to the overall redevelopment thoroughfare goals and objectives. The proposed set back requires twelve feet of



Map 15: Sub-Area Three: South Montgomery Avenue

buffering planting and eight feet of sidewalk between the redeveloped parcel and the edge of curb along South Montgomery Avenue. Within the performance criteria described later in this report, South Montgomery is redeveloped as an urban/suburban style thoroughfare. Future land use goals and objectives for Sub-Area three are defined in greater detail in the supporting document *Redevelopment Proposal Performance Criteria*.





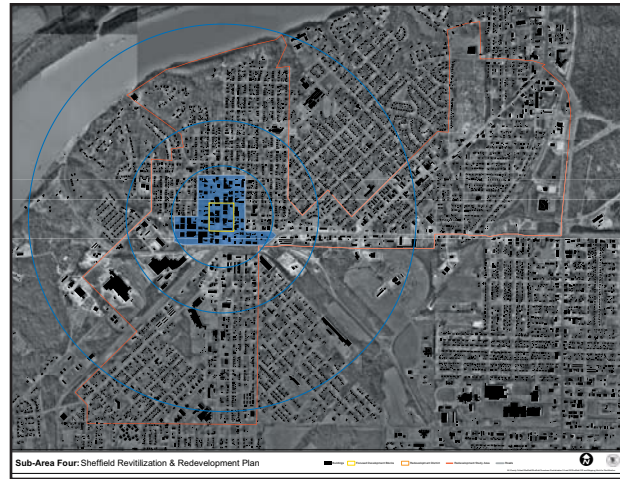


*Current Land Use & Future Land Use Proposals*

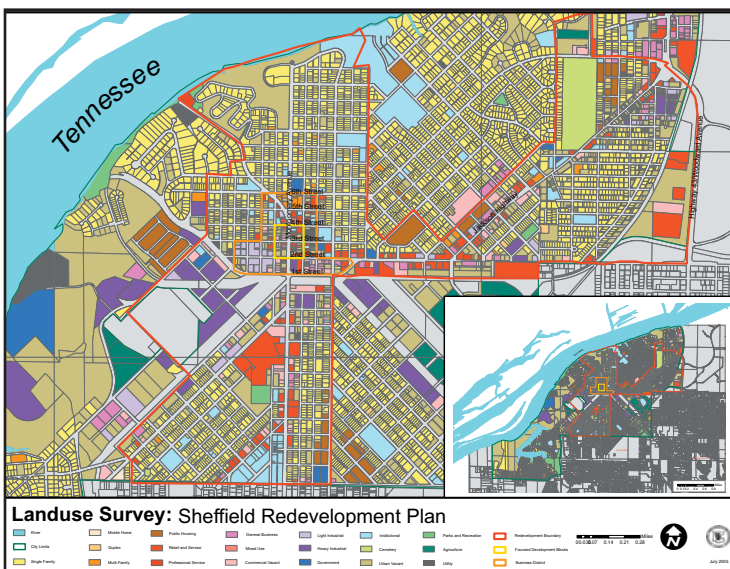
Sub-Area Four: Sheffield Central Business District (Map 17)

The existing land use analysis within the Sheffield Central Business District reveals a mixed use district containing multi-family apartments, light industrial uses, heavy industrial uses, commercial/retail properties, and 52 urban vacant properties. The citizen envisioned goal for the revitalized Sheffield Central Business District is an entertainment venue composed of mixed income housing, public parks, and commercial entertainment venues.

The redevelopment plan proposes to redevelop the Sheffield Central Business District into a mixed use district with a focus on entertainment venues along Montgomery Avenue from First Street to Sixth Street. Current land use conflicts within the Central Business District consist of heavy industrial uses, urban vacant properties, commercial vacant uses, and specific light industrial uses that are non-contributing to the citizen envisioned redevelopment goals. Future land use goals and objectives for Sub-Area four are defined in greater detail in the supporting document Redevelopment Proposal Performance Criteria.



Map 17: Sub-Area Four: Sheffield Central Business District



Map 16: Sheffield Landuse Survey (see page 44)





# CHAPTER XI.



Urban Design & Public Space Elements

CENTER OF THE SHOALS



## Chapter XI.

## Urban Design & Public Space Elements

This chapter analyzes the past and present conditions of the urban form within the Sheffield Central Business District (CBD). It is important to identify potential revitalization efforts that address the needs of economic growth while accounting for the sensitivity of the historic, natural, and aesthetic uniqueness in the CBD. This chapter concludes with a list of recommendations aimed at making the CBD a more livable area that fosters economic and social growth.

### Planning Intent

The Central Business District redevelopment strategy provides specific urban design guidance for future downtown revitalization actions. These actions will advance a planning framework of improvements, whose implementation will promote greater vitality within the CBD's residential, recreational, institutional, and commercial land uses. The urban design framework will include improvements and revitalization strategies for the Central Business Districts urban fabric, streets, parks, and other public spaces. In order to establish framework, the following issues were considered crucial to the master planning efforts.

### Contextual Layers & Existing Features

Fundamental to this important planning effort is the historic context of Sheffield's civic experience. As an established urban area of the Shoals, Sheffield was incorporated in February 17, 1885. A year before incorporation, the City of Sheffield was platted in a similar fashion as it exists today with the one major change in 1889. In that year, C.L. Chambers of Montgomery, Alabama re-platted the city's map in the unsettled Eastern and Southern sections to make the streets run at a forty-five degree angle to the original streets which ran North and South. The City of Sheffield has participated in many aspects of social, political, economic, and technological change that has shaped it over the past one hundred and twenty years. A few of these

historic moments include the establishment of Sheffield as a steel and iron production facility due to its location along the Shoals of the Tennessee River. The Shoals land form and river navigation on the Tennessee created many historical moments that include visits from Thomas Edison, Henry Ford, President Franklin D. Roosevelt, and President John F. Kennedy. The city's physical setting today is a product of the dynamic nature of Sheffield's history and civic experience. Historic actions that shaped the city's urban form must be carefully considered as a plan before its future is undertaken.

Since recognition by Andrew Jackson in 1817 on the importance of the landscape within which Sheffield now lies, the city of Sheffield overlooks the Tennessee River. The river and the economic opportunities it created have established the urban framework of the City of Sheffield. The first plat for Sheffield was laid out in May of 1884. The encompassing urban fabric lay on either side of a broad avenue that extended from the rail line up to an existing overlook along the Tennessee River. This strong axis was anchored on one end by the Sheffield overlook and the curve linear roads flowing along the Tennessee River and by the economic underpinnings of the Louisville & Nashville Railroad on the other. Today's Central Business District is composed of the original armature laid out in 1884. The central focus of the Sheffield Central Business District is the cluster of early 20<sup>th</sup> century structures fronting Montgomery Avenue between Third and Fifth Streets. At the Northern end of the CBD is the Sheffield City Hall and the Southern end sets many opportunities for redevelopment playing on the established theme and historical landmark of the Norfolk Southern Rail Line. The layout of the city's urban street grid is based upon the prominence and civic focus of the Tennessee River and the commercial opportunities that brought about the city's inception. The most prominent centralizing urban component is the Montgomery Avenue armature from which extends the Central Business District and the adjacent residential districts to the North, South, East, and West.





## *Urban Design & Public Space Elements*

The Montgomery Avenue armature stretches from the compact urban form of the CBD into the lower density transitional thoroughfare of South Montgomery Avenue.

From the city's history has emerged clear evidence of sound urban planning principals that were originally intended to provide Sheffield with a lasting heritage of civic form and beauty. The city's physical layout, architecture, and topography offer a distinctive and promising setting for future vitality and growth. The Sheffield Revitalization & Redevelopment Strategy considers the city's historic achievements and the pattern of urban development that stand today. While considering these important references to the past and present, planning for the city's future offers unique opportunities for preserving, maintaining, and improving its urban setting.

### Urban Design Central Business District Boundary

The urban design Central Business District boundary for the Sheffield Revitalization & Redevelopment Plan focuses on the urban core of the City of Sheffield with emphasis on those blocks, streets, and avenues that are related to the Montgomery Avenue axis. The axis of city blocks that are adjacent to and are economically dependent upon Montgomery Avenue represent the principal focus of the Urban Design & Public Space Elements. A written description and accompanying map of this area defined as the Sheffield Central Business District can be found on pages 10 and 11 of this document. (Maps 2 and 3)

### Urban Design Goals For Future Action

In order to develop a revitalization plan for the Central Business District, broad planning goals must be envisioned in conjunction with practical implementation strategies. The process of identifying and establishing consensus for these goals has been underway in the City of Sheffield since the spring of

2004 when the Northwest Alabama Council of Local Governments initiated community meetings for public input and stakeholder involvement in the redevelopment of Sheffield's urban center. The established goal of promoting economic vitality, while also improving the quality of life in the city clearly guides the Sheffield Central Business District planning effort. In order to advance this broad goal, specific proposals must be made for the city's residential, commercial, institutional, and recreational environment.

### Enhance the Quality and Quantity of Public Spaces

Improving the quality of the public environment within the city is an important urban design goal. The relative size and established character of the CBD suggests that significant improvements to the existing environment can be achieved through a targeted application of new public space amenities. Identifying key public parks, plazas, lots, and streets for revitalization within the CBD will create focused improvements for selected corridors and activity areas. These near-term improvements will subsequently advance revitalization in adjoining areas once they are in place.

### Infill Development

Providing targeted infill redevelopment within the Focus Development Blocks of the Central Business District is another urban design goal. By reinforcing existing buildings with adjoining redevelopment of urban vacant properties, today's vacant lots can play a major role in reestablishing the urban fabric. A new visual identity would be afforded to existing public spaces and civic buildings by defining specific focus areas and thoroughfares within which infill can occur. These actions will foster greater investment and potential visitor interest in the immediate vicinity, while also promoting redevelopment on adjoining parcels.





## *Urban Design & Public Space Elements*

### Pedestrian & Vehicular Circulation

Redesign of the city's pedestrian and vehicular circulation system is an important urban design strategy in order to establish the Sheffield Entertainment District. With the intention of providing greater visibility and orientation to the city's civic and commercial destinations, a reorganized and redefined circulation system can be accomplished within the context of existing street, alley, and sidewalk alignments. Redefining existing circulation patterns and introducing new ones could draw interest and focus to civic destinations in the City of Sheffield and the Shoals Area. This strategy can be achieved in part, by defining traditional gateway sites within the Central Business District where signage and gateway features can complement the arrival experience for residents and visitors alike.

### Defining the Urban Fringe

In order to improve the visual quality of public spaces in the Central Business District, new landscape amenities should be incorporated within the city's pedestrian corridors and adjoining land uses. New landscape plantings for sidewalks, parking areas, and existing buildings can provide buffers between existing uses while softening the physical edges of existing buildings, paved areas, and other uses that should be screened. Landscape improvements within the city's pedestrian corridors and public spaces can also extend the visual qualities of Montgomery Avenue throughout the CBD.

Redefining urban edges within the CBD can also be accomplished by selective demolition of blighted structures, whose sites can be redeveloped with uses that can reinforce the downtown area. These sites can be redeveloped as new residential, retail, or public park uses, whose visual quality and pedestrian activity would promote greater economic vitality within the Central Business District.

### Enrichment of Existing Resources & Amenities

Today's urban setting in the CBD features a range of mixed use structures, commercial, institutional, parking, and public uses. These uses provide an established urban design context for any future plans for the Sheffield Central Business District. As redevelopment plans are implemented, the character of existing buildings and public spaces must be considered and any new development must complement and respect these features.

As in any urban environment, the extensive range of existing building types, form, style, scale, material, condition, and setting in the CBD present complex considerations for accommodating potential renovation and new development. The context of Sheffield's architectural history presents a clear challenge and responsibility to future redevelopment efforts. Every constructive effort should be made to assure that building renovation and new construction will complement and enhance the distinctive architectural resources found within the Central Business District.

In respect to public space improvements, the challenge is equally compelling. Providing new street and landscape improvements must consider the compatibility of any new proposals for lighting, paving, signage, and plan materials. Drawing on many fine examples of historic public space improvements, future improvements in Sheffield should relate to the design achievements that are found along Montgomery Avenue and the Central Business District.

Within the context of a focused urban design strategy, a range of public space improvements should be applied to the primary corridor of anticipated public use. The purpose of these improvements and amenities should be to guide the revitalization of the CBD's key streets and activity areas. The most effective improvements would include:





## *Urban Design & Public Space Elements*

- Defining new public spaces within the Focus Development District
- Refurbishing streets and sidewalks
- Constructing and requiring new street plantings and buffer strips
- Providing appropriate pedestrian and street lighting
- Adding street furnishings such as benches, kiosks, signage, and entertainment venues
- Reduction of the visual impact of overhead utility lines and utility equipment

By improving the pedestrian environment along Montgomery Avenue from Sixth Street South to First Street, a continuous corridor of pedestrian uses will emerge. Reinforcing major cross streets such as Second Street, Third Street, and Fourth Street will complement this effort while emphasizing present and future civic destinations. Creating a new pedestrian corridor within the downtown area, by enhancing existing alleys and rear parking areas, could link Raleigh and Nashville Avenues to the proposed entertainment district within the Focus Development District. Establishing new public spaces, such as a civic building and public square at the corner of Montgomery Avenue and Second Street, would focus renovation and redevelopment opportunities at an important crossroads in the Sheffield Central Business District.

### Viable Redevelopment Opportunities

The Sheffield Revitalization & Redevelopment Plan will be most effective in achieving its urban design goals for revitalization if a realistic strategy for implementation is brought forward. The plan must focus future public and private investment within specific revitalization areas and transportation thoroughfares. The plan identifies proposed

areas and corridors that are considered most important for immediate action.

From several perspectives, the urban design challenges facing Sheffield are significant. While existing architectural and public space amenities are many, their location and extent generally suggest the need to provide infill and linkage between these areas in order to improve the continuity of urban form within the CBD.

Montgomery Avenue does not currently feature an established public space setting and requires much needed civic buildings to anchor public activity as well as additional public space for hosting daily activities and an amphitheatre for hosting special events. Opportunities also exist downtown to reclaim former urban vacant spaces for focal points and civic anchors. Properties along and adjacent to Montgomery Avenue have multiple opportunities for future residential and retail venues that can contribute to an entertainment district. The deteriorated condition of several important blocks within the Sheffield Central Business District suggests that public purchase and demolition of these properties for redevelopment could significantly advance the reorganization of urban patterns and land uses in Sheffield.

The demolition of former commercial and residential uses in the CBD has left many blocks in a vacant condition that can be resolved through redevelopment. The extent of CBD blocks in this condition warrants the development of a thoughtful strategy for focusing revitalization efforts in order to achieve the greatest positive impacts from these actions. A focused effort at selected areas and corridors will provide a catalyst for revitalization. This approach will set the stage for subsequent improvements throughout the Central Business District over time.







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### **Central Business District Site Analysis**

In order to assess potential opportunities for revitalization within the CBD, a qualitative and quantitative review of existing urban and open space features was conducted. This assessment considered the type and extent of environmental features, land use patterns, circulation elements, activity areas, corridors/thoroughfares, and recreation amenities that could provide support for advancing a redevelopment plan.

#### Existing Features

The most significant environmental features of the Central Business District are its grid patterned streets in juxtaposition with the flowing rail line on one end and the external terminus of the urban armature along the Tennessee River. These features help define the physical boundaries of the original urban plan for the City of Sheffield. The bluff (just outside the CBD) on which the Sheffield Stand Pipe (historic water tower) is situated represents a significant topographic feature that contrasts with the lower elevations of the Sheffield Central Business District. This variation in terrain creates nodes of activity spread along the Montgomery Avenue armature between the Sheffield Stand Pipe and the Norfolk Southern Rail Line. Love Plaza located at the divergence of Montgomery Avenue and Alabama Avenue provides a similar node of activity and contrasts with the urban fabric consistent with the rest of the city.

The Tennessee River represents another principal environmental feature, defining the physical limits of one end of the overall study boundary and the northern limits of Sheffield. This river provides a significant visual contrast to the urban form of the Central Business District, while representing the major visual and open space amenity. Each of these features provide context to the CBD's urban setting and guide the plan's urban design framework.

These natural features represent destinations or other special places that leave lasting impressions with visitors and residents alike. The settings created by Sheffield's prominent bluff line, recreational open space, and historic urban spaces define the city and contribute to redevelopment opportunities.

#### Urban Form & Existing Land Use

As originally planned and as exists today, Sheffield's downtown layout is based on a geometric grid of urban blocks. These blocks are generally laid out along the major linear axis of Montgomery Avenue that originates at the bluff along the Sheffield Stand Pipe and River Side Park, extending Southward to the Norfolk Southern Rail Line. This axis and its associated development are comprised of approximately 26 urban blocks situated within the Central Business District and a total of 13 blocks on either side of Montgomery Avenue from the river to the rail line. This pattern of urban form is punctuated by a series of existing and former public spaces that are located along the central axis of Montgomery Avenue, including Riverfront Park, Sheffield City Hall, and public space opportunities at the critical junction of Second Street and Montgomery Avenue. Another principal open space within the Central Business District is the Love Plaza, which is ripe for redevelopment that will contribute to the Sheffield Entertainment District.

Along this urban axis, the land use consists of residential properties, which can be found in greatest concentration along the corridor between Sixth Street and the overlook at the Sheffield Stand Pipe. Institutional and commercial uses then prevail along the Montgomery Avenue armature from First Street and Sixth Street. From the point of First Street going outside of the Sheffield Central Business District South are lower density pattern of commercial and institutional uses speckled with some residential properties.

These sections of the CBD's urban core along Montgomery Avenue are characterized by varying levels of economic activity and





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physical condition. The heart of the CBD's activity is clearly focused around the critical mass of properties contained within the Focus Development District from Second Street to Fifth Street and between Raleigh and Nashville Avenue, where established retail, commercial, government, and institutional uses are most prevalent. The conditions within the Montgomery Avenue armature from First Street to Sixth Street exhibit transitional and declining economic and development characteristics that demonstrate the need for focused revitalization.

### Circulation Elements

A review of the CBD's circulation network was made in order to understand existing conditions and to identify potential circulation improvements that could support the plan's urban design goals. This review incorporated qualitative assessments of existing vehicular and pedestrian circulation features including district streets and signalization, alleys, sidewalks, and parking areas. A more substantive overview of circulation conditions appears in the Site Analysis & Study Area Evaluation section of this document.

An established pattern of vehicular circulation that directs traffic into the heart of the Central Business District creates positive activity for merchants and commercial venues. One of the first observations made during the assessment was the diversion of vehicular traffic from the Second Street thoroughfare onto First Street and in doing so bypassing the heart of the Sheffield Central Business District. This redirection of automobile traffic has contributed to the decline of active public space and commercial success within the CBD. The diversion of traffic from Second Street to First Street was once determined to be useful in managing larger traffic flow conditions associated with past patterns of commercial uses; today's transportation thoroughfares are planned to be context sensitive to their surroundings. It is suggested that the traffic flow be realigned to flow into the heart of downtown Sheffield with a forced turn onto

First Street.

While the provision of on-street and off-street parking facilities was generally determined to be sufficient for current venues, the convenience and accessibility and safety of parking areas was questioned by many of its users. In addition, the proliferation of surface parking areas within the CBD has created negative visual impacts to adjoining uses. The revitalization strategy proposes urban design guidelines to mitigate the visual impacts created by existing surface parking areas, while proposing alternatives to addressing future parking demand.

With the respect to existing pedestrian circulation, including sidewalks, crosswalks, and pathways, conditions were found to vary from good to inadequate. Sidewalk width, curb placement, pavement conditions, and land width were the principal concerns identified in creating a successful entertainment district designed for pedestrian use. Potential expansion of sidewalks and narrowing of driving lanes within the Focus Development District and extensions of existing pedestrian access to the Tennessee River along Alabama Avenue would help complete the network of pedestrian circulation within the city. In addition to focusing pedestrian connections to the river front should be concentrated efforts to link neighborhoods south of the rail line to the CBD via sound pedestrian links.

Improvements to sidewalks along the major axial corridor of Montgomery Avenue from First Street to the Sheffield Stand Pipe, and important side streets like Raleigh Avenue, Nashville Avenue, Second Street, First Street, and Third Street could provide continuous pedestrian amenities that would support revitalization within the Sheffield Central Business District.

Potential new sidewalk linkages with other destinations within the district including the riverfront and a bike and pedestrian trail head, were seen as important opportunities for improvement. Sidewalk repair programs in the Central Business District have





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made significant strides in some areas in recent years, while much work remains for providing suitable sidewalk conditions in the vicinity. The revitalization plan proposes a focused approach to providing phased pedestrian circulation improvements. Priority improvements should be made to reinforce key corridors of Montgomery Avenue, Second Street, and Third Street and the residential area leading up to the Sheffield Stand Pipe overlook.

### Activity Nodes, Gateways, & Corridors

In order to propose potential urban design and public space improvements within the CBD that could complement existing resources, an assessment of existing activity areas and corridors was made. This review identified key areas where daily and frequent use of existing public and commercial facilities may represent levels of activity that could serve as catalysts for improved or expanded public use and economic benefit. In compiling an inventory of these activity nodes and corridors, their qualities and extent were also reviewed with respect to the potential for providing linkages between them. These potential linkages could reinforce existing public space features and zones of activity in the CBD, while providing an impetus to establishing new areas.

Examples of existing activity areas include the Sheffield Library area, Sheffield City Hall, and the combination of commercial businesses that reside in and around the Focus Development Blocks. The proposed development of a civic building and public plaza in the vacant lot at the intersection of Second Street and Montgomery Avenue would expand on these areas of activity and act to anchor an important piece of urban fabric in Sheffield.

Principal activity corridors are linear precincts defined by existing streets and adjoining uses that represent major thoroughfares where significant pedestrian and street-level activities occur. These corridors often serve

as the principal routes between important destinations. These corridors presently contain notable levels of public activity or have the potential to contain such activation. The Central Business District, Second Street, Third Street, Montgomery Avenue, and Alabama Avenue are the principal activity corridors since these routes link the residential areas and riverfront recreational opportunities to the Central Business District.

These corridors are important because they organize and direct key activities within the central spine of the district. Within this central spine, several avenues including Alabama Avenue and Georgia Avenue link other important urban design elements of the district.

Another important corridor is Hatch Boulevard, which links the CBD with residential neighborhoods and the contemporary commercial district at the intersection of Jackson Highway and Highway 43 at Nathan Boulevard. Other related corridors include portions of Sixth Street, Dover Avenue, and First Street. These transportation routes represent minor thoroughfares (vs. major thoroughfares) into the Central Business District and offer potential urban design opportunities. By defining selected areas along these corridors with architectural and signage elements, increased visibility for the downtown can be achieved. Existing and potential activity along each of these corridors are fundamental aspects of the revitalization strategy's urban design framework.

Potential gateway improvements should be made at the intersection of First Street and South Montgomery Avenue, Second Street and Annapolis Avenue, and in the heart of the entertainment district at the intersection of Second Street and Montgomery Avenue.

### Recreation & Open Space Amenities

The CBD includes one important recreation





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and open space amenity, but relies mostly on recreational activities outside of the downtown district for public open space. The one public open space amenity contained within the Central Business District is Love Plaza. The extent of the overall recreation and open space resources in the city as a whole provides guidance to the revitalization strategy, while offering the opportunity to complement existing resources with new recreation and open space amenities with the defined Sheffield Central Business District.

The Love Plaza represents the only recreation and open space feature within the CBD. This historic park stands as the terminus of divergence as Montgomery Avenue splits to continue North and also to go Northwest becoming Alabama Avenue. Love Plaza was under plans for renovation prior to the drafting of this plan, but with input from the Sheffield Charrette Design Team the plaza will be further widened in order to reduce the massive lane widths along Montgomery and Alabama Avenues. Capitalizing on the urban park is a proposed new Sheffield Library that would set on the property West of Love Plaza facing Alabama Avenue. The new library would contain public space on the first floor and would look directly out onto the renovated bike and pedestrian trailhead of Love Plaza.

Proposals to link the proposed Sheffield Entertainment District with renovated amenities in Park West lying to the Northwest of downtown Sheffield are being considered by the Sheffield Redevelopment Authority. At the drafting of this document the plans for updating and improving the recreational opportunities within the park are undetermined other than the need to link Park West with the Sheffield Central Business District.

### **Urban Context Analysis**

Following an evaluation of existing physical and environmental features within the CBD during the site analysis effort,

potential urban design opportunities for enhancing Sheffield's urban setting were analyzed. These opportunities became apparent through the study and analysis of existing urban frame work for the city that incorporates existing and former public space amenities, principal urban focal points, established circulation patterns, and potential reuse or redevelopment of existing urban features. The following considerations contributed to the urban design context of the redevelopment strategy.

### **Historic Urban Framework**

The historic 1884 plan for Sheffield has provided the basis for developing an urban design framework for the city's future. This framework considers and continues the sound vision that the founders of Sheffield employed in directing and managing the growth of their city. Their practical application of an urban block grid pattern was successfully accomplished within the context of contrasting landforms and natural features. This was further enhanced in the revised 1889 plan that realigned the streets from Dover Avenue East to be at a ninety degree angle.

The city's founders dedicated a prominent natural bluff and adjacent riverfront into a public park to be enjoyed by all of Sheffield's citizens. This bluff in turn would extend to meet the symbol of the city's source of life and commerce the Sheffield Norfolk Southern Rail Line.

Over time, this framework was detailed with distinctive public buildings, residential housing, and recreational areas that provided a suitable setting within which residential, commercial, and institutional uses could occur. These accomplishments stand as the historic framework for urban design in Sheffield.

The revitalization & redevelopment plan seeks to revive and reinterpret the direction provided by the city's founders, while







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working within the context of the today's needs and opportunities to prepare a plan that will revitalize the city.

### Civic Space Opportunities

A review of the historic plan for Sheffield, dated 1884 and the revised plan of 1889, indicates that the principal public space improvement for the city was what is now called Love Plaza. This public space is located at the divergence of the Montgomery Avenue/Alabama Avenue intersection at a transitional point between the Central Business District and the transition to the river and residential properties. Love Plaza remains in this location today, as it continues to serve as the anchor for Sheffield and the historic buildings that frame the Montgomery Avenue district. There are no other existing or historic landscape features that act as informal or formal public space within the Sheffield Central Business District. There are however multiple opportunities to reevaluate the CBD and provide additional civic space for city events and public gatherings.

The historic urban plans revealed a lack of important large public space within the axis of Sheffield's urban layout. The proposed redevelopment takes into account that lack of these opportunities within the CBD and places new civic buildings and public plazas on strategic corners and transportation corridors to stitch the Sheffield urban fabric back together.

The existing public spaces within and outside the Central Business District are fundamental to the revitalization plan's urban design framework. Their reuse, enhancement, and proposed additions should be carefully considered as revitalization plans are implemented within the CBD.

### Urban Focal Points

Within its elevated location overlooking the City of Sheffield, the Sheffield Stand Pipe stands as the most prominent point when

viewed on axis from the downtown district. This structure and its opportunities act as a terminus from the proposed entertainment district to the Tennessee River.

Within the CBD there are many prominent architectural features and historic buildings. There is however no current structure that acts as an overall focal point based on visual prominence in comparison to the surrounding structures. Opportunities for establishing a hierarchy among structures currently exists within the district as well as along the aforementioned gateways at First Street and also Second Street. It is important to provide opportunities for visual focal points, not only along the facades fronting the CBD streets, but also within the view shed of the Sheffield Central Business District.

### Circulation Patterns

Vehicular and pedestrian circulation patterns in Sheffield are a function of the city's urban grid street layout. The formal geometry of this layout provides efficient use of land within the downtown and provides a sense of order to activity areas and corridors created by these streets and avenues. There currently exists a sound hierarchical relationship among the transportation corridors within the CBD and the overall city. The revitalization strategy identifies specific opportunities to strengthen these hierarchical patterns through placement and planned absence of vegetation and lighting. The subtle changes in lighting, sidewalk width, and new public spaces will increase the hierarchical relationship of adjacent streets to the proposed entertainment district.

### Redevelopment & Reuse Potential

The site analysis phase of the revitalization plan indicated substantial potential for redevelopment and reuse of existing land parcels, vacant buildings, and other facilities within the CBD. Infill development should be focused within the Focus Development District area and other important activity corridors,







*Urban Design & Public Space Elements*

including Second Street, Montgomery Avenue, and South Montgomery Avenue. Redevelopment and infill should include below market rate residential, office, retail, and commercial uses.

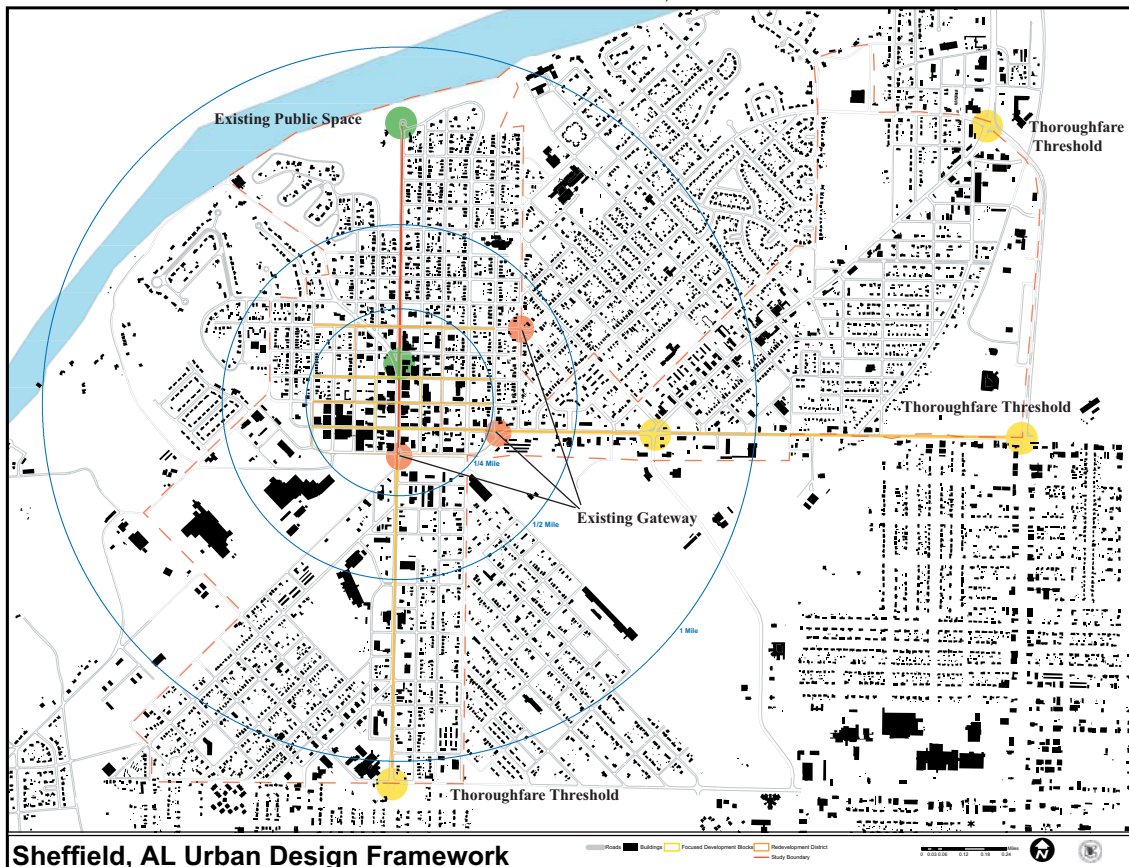
Re-use and renovation of existing buildings can help encourage economic revitalization while maintaining historic architectural quality and context. A significant inventory of existing structures can provide a cost effective opportunity for accommodating new uses within the CBD.

Urban Design Framework

Findings of the urban setting analysis for the CBD redevelopment plan strategy included the development of an urban design framework diagram that summarizes the principal corridors and opportunity areas within the city. This diagram illustrates the

principal urban corridor that is formed by the alignments of Montgomery Avenue and Second Street. Key cross streets included as focus areas within the urban design framework diagram are First, Third, Fourth, and Sixth Streets. These cross streets are related to existing civic destinations and potential connections to residential areas within greater Sheffield. These cross streets can link an existing market of residents to the proposed Sheffield Entertainment District and should not be overlooked in redevelopment opportunities.

Several potential gateway sites exist today along prominent streets and avenues leading into downtown Sheffield. Since these gateway sites represent important opportunities for ways of finding and the visibility of the downtown district they have been incorporated within the urban design framework for the revitalization plan. (Map 18)



*Map 18*



*Urban Design & Public Space Elements***Urban Design Recommendations**

Following site analysis of the CBD and a review of its urban setting, several key opportunities for a conceptual revitalization strategy emerged during the citizen envisioned Sheffield Charrette workshops. Those opportunities are summarized below and are shown in Map 19

**Public Park & Corridor Proposals**

An important element of the revitalization strategy includes establishing the critical mass of structures from Second Street to Fourth Street along Montgomery Avenue into the Sheffield Entertainment District. As opportunities permit the district would expand into additional areas along Montgomery Avenue once a critical mass of venues is established within the Focus Development District. The entertainment district will become the focal point of the Sheffield Central Business District as well as the center of entertainment activity for the Shoals Region. The entertainment district improvements will be made in conjunction with redefining the public space corridors of Second Street, Jackson Highway, and First Street through landscape plantings, lighting, and pavement and sidewalk improvements.

Another key element of the plan includes establishing a revitalized Love Plaza that acts as a bike and pedestrian trail head linking up recreational activities within greater Sheffield to the Central Business District and the proposed Sheffield Entertainment District. As part of this effort, the plan proposes a new public library setting on Alabama Avenue overlooking the new Love Plaza bike and pedestrian trailhead. To reinforce the entertainment district as a key element in the district, the revitalization strategy proposes to develop the core Focus Development Blocks into a core district composed of hard landscape elements and awnings with no street trees. The streetscape would be “bright lights”, blade signs, and commercial awnings with wide sidewalks and a maximum of 11’

travel lanes for automobiles.

**Retail & Residential Development Proposals**

The revitalization strategy proposes to focus infill and retail building restoration efforts within the Sheffield Entertainment District contained within the Focus Development Blocks. The Sheffield Entertainment District plan will guide the development of new residential and retail uses adjacent to the proposed civic square at the Gateway entrance into downtown on Second Street. In addition to a new civic anchor at Second Street and Montgomery Avenue, is the proposed public library overlooking revitalized Love Plaza and a Festival Park with mixed use development overlooking the festival grounds.

**Gateway & Signage Improvements**

An important proposal for creating a new image for the district includes establishing new signage and visually prominent structures at the gateways into the Sheffield Central Business District. Potential gateway improvements would be appropriate at:

- South Montgomery Avenue and First Street (A proposed gateway attraction of windmills or other significant marker that expands outside the viewshed of Sheffield’s downtown district.)
- Second Street and Dover Avenue (The existing turn at First Street will become a forced turn and all traffic will be directed into the downtown business district. This intersection has tremendous opportunity for unique gateway themes playing off of the Sheffield Entertainment District.)
- Second Street and Montgomery Avenue (This intersection will become a key intersection of activity





## *Urban Design & Public Space Elements*

within the Sheffield Entertainment District. The adjacent lots need strong civic buildings and public plazas that contribute to the daily activity within the Central Business District.)

- Hatch Boulevard and Sixth Street Gateway (This opportunity is described as the more local thoroughfare for entry into downtown Sheffield. Hatch Boulevard will serve as a continuous bike and pedestrian way from the Nathan Boulevard intersection and the established Tennessee Valley Authority recreational trail system.)

supply in the area. It will require 25 parking spaces per 1,000 square feet of entertainment space to accommodate the parking demand generated by the entertainment district. Both surface parking lots and parking decks should be considered to accommodate the future parking demand generated by the Sheffield Revitalization and Redevelopment Plan.

### Street & Sidewalk Improvements

The plan proposes design guidelines be created for public streets, sidewalks, and parking areas that provide continuity of visual quality throughout the city, while accommodating variation within certain historic, park, and other use areas. Proposed improvements would also include the narrowing of Montgomery Avenue to create a pedestrian friendly environment for the Sheffield Entertainment District as well as providing street tree and pedestrian lighting throughout the Sheffield Central Business District with the exception of no street trees in the Sheffield Entertainment District setting within the Focus Development District blocks.

### Entertainment District Parking

Like the public transportation system, parking will also be a key element in the Sheffield Revitalization and Redevelopment Plan. There should be an adequate supply of safe, well lit, and convenient parking. There is currently enough parking in downtown Sheffield to accommodate approximately 30,000 square feet of entertainment space. As the entertainment space in the study area approaches 30,000 square feet, provisions should be made to increase the parking







# CHAPTER XII.



## Site Analysis & Study Area Evaluation

CENTER OF THE SHOALS





## Chapter XIII.

## Site Analysis & Study Area Evaluation

This chapter analyzes the past and present conditions of the urban form within the greater area of the City of Sheffield with a specific focus on the Redevelopment Study Boundary Area. It is important to identify potential revitalization efforts that address the needs of economic growth, while accounting for the sensitivity of the historic, natural, and aesthetic uniqueness throughout the greater study area. The chapter concludes with a list of recommendations aimed at making the Redevelopment Study Area a more livable area that fosters economic and social growth. Readers will find that this chapter is a reflection of the previous chapter in format, but this section specifically addresses the Redevelopment Study Area.

### Planning Intent

The Redevelopment Study Area strategy provides specific urban design guidance for future revitalization actions to be taken within the Redevelopment Study Area. These actions will advance a planning framework of improvements, whose implementation will promote greater vitality within the Redevelopment Study Area (RSA) residential, recreational, institutional areas, and commercial thoroughfares. The urban design framework will include improvements and revitalization strategies for the RSA urban fabric, streets, parks, and other public spaces. In order to establish this framework, the following issues were considered crucial to the master planning efforts.

### Contextual Layers & Existing Features

As previously discussed in the Urban Design & Public Space Elements chapter, the City of Sheffield's historic context is fundamental to our planning efforts. As an established urban area of the Shoals, Sheffield was incorporated in 1885. Following the revision of the 1884 plat, the western section of Sheffield was re-platted at a forty-five degree angle to the original streets running north and south. This revision determined the future

composition and hierarchy of residential and commercial districts outside the Sheffield Central Business District. The 1889 alignment determined that Jackson Highway and Second Street would be major thoroughfares into the Sheffield CBD. In addition to eastern access routes are the southern routes into downtown via South Montgomery Avenue and West Montgomery Avenue. Along all four of these transportation thoroughfares are commercial businesses with residential neighborhoods throughout adjacent blocks. The majority of residential land use occurs to the northeast, southeast and southwest of downtown Sheffield.

### Redevelopment Study Area District Boundary

The Redevelopment Study Area District Boundary for the Sheffield Revitalization & Redevelopment Plan focuses on the broad supporting infrastructure of the Sheffield Central Business District. This infrastructure consists of residential neighborhoods, transportation thoroughfares (that lead into downtown), and public space that contributes to the quality of life of Sheffield citizens and visitors. The Redevelopment Study Boundary is defined on page nine and may be viewed in the Redevelopment Study Boundary Map on page ten of this document.

### Urban Design Goals For Future Action

In order to develop a plan that will rejuvenate the urban center of Sheffield, an encompassing assessment was completed for the greater area that supports the Sheffield CBD on a daily basis. The previously established goal of promoting economic vitality, while also improving the quality of life in the city continues to guide the overall planning proposals for the study area. The Redevelopment Study Area was evaluated in this plan as a necessary compliment to the Sheffield CBD. Without carefully planned transportation thoroughfares and quality residential neighborhoods within the





## *Site Analysis & Study Area Evaluation*

study area, the proposed revitalization of downtown Sheffield will not succeed. From an urban planning perspective the Sheffield CBD and its greater study area are socially and economically linked.

### Enhance the Quality and Quantity of Public Spaces

Enhancement and expansion of public and open space within the residential areas of the city is an important goal of the redevelopment plan. The existing amenities containing recreation and open space are heavily focused along the Tennessee River. The identification of bike and pedestrian trails that will link neighborhoods within Sheffield to the Tennessee River and the proposed Sheffield Entertainment District is a vital part of the redevelopment strategy. Subsequent improvements identified in the previous chapter for the Sheffield CBD will be enhanced through expansion and connection of existing residential and commercial areas outside Sheffield's urban core.

### Infill Development

Infill development is a priority for the Sheffield CBD and a secondary priority along the transportation corridors leading into and out of downtown. Targeting specific sites for infill and redevelopment within the Redevelopment Study Area will enhance and contribute to the CBD. In addition to single parcels is the development of neighborhood centers and transportation related commercial centers. These redeveloped commercial areas are to be placed within Sheffield's traditional commercial centers. Examples of this type of redevelopment are at the intersection of Jackson Highway and Hatch Boulevard and also along Second Street near the abandoned rail spur. If appropriately designed and constructed the mixed use centers will contribute and promote the growth and activity proposed for the Sheffield CBD. The redevelopment of key projects along with implementation of design guidelines will foster greater investment and increase visitor

interest.

### Pedestrian & Vehicular Circulation

Redesign of the redevelopment study area pedestrian and vehicular system is also an important strategy to the redevelopment of Sheffield's CBD. Proposed redevelopment and enhancement of major thoroughfares and the addition of thoroughfares providing western access will compliment the overall redevelopment goal. Enhancement and re-alignment of existing circulation patterns along with new thoroughfares can draw interest back to the urban core. To compliment the vehicular transportation strategy should be a bike and pedestrian plan that provides opportunities for alternative transportation methods. A multimodal transportation system can raise the quality of life for its inhabitants and contribute to the achievement of the defined redevelopment goals.

### Defining the Urban Fringe

It is important to the success of the Sheffield Entertainment District for the Sheffield CBD to be delineated not only by activities and signage, but also by urban density. The previous chapter identified a methodology for defining the CBD. In order to achieve this redevelopment goal, a strategy that maintains a lower density of structures along the periphery of Sheffield while increasing the density of urban fabric within the downtown will be needed. This chapter will reference specific strategies for achieving this redevelopment goal. In addition to density proposals will be concept plans for redevelopment of mixed-use areas outside the downtown district. These proposals are designed in order to complement the implementation and development of the Sheffield Entertainment District.

### Enrichment of Existing Resources & Amenities

The mixed urban setting found in the RSA boundary features a range of mixed land uses





## *Site Analysis & Study Area Evaluation*

and several mixed use structures. In addition to the commercial areas are five major residential districts that contain prominent historical housing types. As redevelopment plans are formulated and implemented, the contribution and importance of existing structures should be taken into consideration. New development should compliment existing architectural features and contribute to the overall redevelopment goals.

The complexity of urban form within the RSA boundary calls for comprehensive solutions for revitalization efforts. Guidelines and redevelopment standards must address each area in a manner that speaks to redevelopment at a neighborhood level.

In reference to public space elements, the solutions are similar to the Central Business District, but require varied scales for lighting and amenities as well as careful consideration to travel lane width and pedestrian accessibility. Within the residential neighborhoods should be redevelopment strategies that provide affordable housing opportunities in conjunction with mixed income units. These strategies should be developed in concert with the Sheffield Housing Authority. Local examples for redesigning residential areas with common green space and public parks can be drawn from the existing Sheffield Village located northwest of the Sheffield Central Business District as well as along the northern section of Montgomery Avenue.

When focusing on redevelopment strategies outside of the Sheffield CBD a two pronged approach should be taken. The first approach is to redevelop the commercial thoroughfares into corridors that compliment the necessity of a critical mass of active properties within the Sheffield CBD. The second strategy for the redevelopment study area (RSA) is to establish a housing reinvestment program to stabilize the existing neighborhoods within the RSA. These two approaches should be implemented simultaneously while redevelopment of the Sheffield CBD is underway. The most effective improvements

include the following:

- Redevelopment of Nathan Boulevard at the intersection of Jackson Highway and Hatch Boulevard.
- Establishment of design guidelines for redevelopment and setback of structures along Jackson Highway, Second Street, and South Montgomery Avenue.
- Development of the Shop Pike Parkway with appropriate access management.
- Revise zoning and development regulations to create a healthier balance between rental and owner occupied housing.
- Engage institutional/hospital leadership in a discussion on incentives for owner occupied housing, rehabilitation, and first time homebuyer assistance.
- Provide signage, thoroughfare, and neighborhood identifiers.
- Focus on protecting the urban edges from commercial and industrial encroachment coupled with targeting locations for bringing back neighborhood based commercial centers.

By redeveloping the entrances to Sheffield's transportation thoroughfares, a tone and strategy for visitor and resident expectations will be set. Establishment of design guidelines for how redevelopment should occur in conjunction with new zoning and development regulations will reinforce the importance of Sheffield's transportation corridors as thoroughfares. These thoroughfares lead from the incorporated boundary into the city gateways located at the edge of the Sheffield CBD. Improvement of building code enforcement along with multiple housing strategies will establish





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the desired high quality of life identified by Sheffield citizens.

### Viable Redevelopment Opportunities

The redevelopment opportunities discussed in this chapter must be as viable as those in the CBD if the redevelopment strategy is to be realistic. This chapter is not meant to redirect funds or efforts from the redevelopment of the CBD. However, with coordinating strategies the overall citizen envisioned goals and objectives may be achieved.

Similar to the redevelopment of the downtown are design challenges that are also significant. The encompassing focus of this chapter to redevelopment within the RSA includes broad strategies that contain housing, transportation, and various mixed land use types. This chapter identifies proposed areas that are secondary to the redevelopment of the CBD but are key to the success of identified redevelopment goals.

Redevelopment of Nathan Boulevard will capitalize on current transportation patterns on the urban fringe of Sheffield. In addition will be the opportunity to establish Nathan Boulevard as an appropriate amenity to the Sheffield CBD through proper building placement, scale, and material types for the mixed use buildings. Nathan Boulevard is envisioned to become a mixed use neighborhood center with small to mid box retail/commercial venues. This approach of neighborhood scaled commercial centers and housing redevelopment strategies should compliment the CBD and establish future development trends within the city.

### **Redevelopment Study Area Site Analysis**

In order to expand and support the opportunities within the CBD, a qualitative and quantitative review of contributing and non-contributing urban features was conducted. This assessment considered the

type and extent of environmental features, land use patterns, circulation elements, activity areas, thoroughfares, and recreation amenities that could provide support to the proposed Sheffield arts and entertainment district.

### Existing Features

The most significant environmental feature of the Sheffield study area are the prominent bluffs along the Tennessee River. The Tennessee River forms the northern boundary of the Sheffield City Limits and acts as the recreational collector for the region. The city has its founding in the navigational access and derives its urban form from the Tennessee River. The northern edge of the study area undulates with changes in terrain and natural drainage ways flowing into the river. The majority of significant land features within the study area are adjacent to the Tennessee. These may be found along River Front Park, Park West, and throughout residential areas in the northern part of the city.

The smaller but important changes in topographical elevation within the city contain established neighborhood commercial centers. These centers are found at highpoints or within the base of two high points along commercial corridors and residential neighborhoods.

The expansion and capitalization of historical development patterns based on existing features will support the redevelopment goals. Urban development that conforms to existing environmental features provides a unique experience that creates a sense of place for residents and a memorable experience for Sheffield visitors.

### Urban Form & Existing Land Use

The redevelopment study area contains commercial and residential development that continues the grid layout found in the Central Business District. The shift in







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the urban grid occurs along the length of Dover Avenue as well as in the southern residential areas along Atlanta Avenue and South Montgomery Avenue. The residential and commercial areas share open space and neighborhood recreation grounds with the surrounding community at the neighborhood schools. The consolidation of Blake School and Liberty Village School in the historic residential district have left these public spaces unmanaged with dilapidating structures that are noncontributing to the surrounding neighborhoods.

### Circulation Elements

This section documents the development of the traffic circulation and parking element of a Revitalization and Redevelopment Plan prepared for Sheffield, Alabama. Both land use and the street system were analyzed and included in the Revitalization and Redevelopment Plan. The purposes of including a traffic circulation component in the Revitalization and Redevelopment Plan are to assess the effectiveness of the existing roadway system, while considering the present land uses and street network, developing a traffic access plan that will provide convenient access to downtown Sheffield from the entire region, outlining a public transportation plan that supports the Revitalization and Redevelopment Plan and developing a parking plan to support revitalization and redevelopment efforts.

The relationship between land use and a transportation system is used to determine the demand for travel on a roadway network. Each land use (residential, commercial, industrial, etc.) generates and attracts traffic depending on the nature of the development and the density upon the land developed. In order to identify this demand for travel, inventories of existing land uses must be made. This information is used in conjunction with the physical location of the adjacent land uses, constraints on the roadway network, and other related factors to develop the interrelationship between land use and the

transportation system.

The Sheffield Revitalization and Redevelopment Plan concentrates on a four block area of the Central Business District of Sheffield. The study area is a retail area in the usual sense of that term: it is a place where people shop. It is predominantly an area of commercial exchange. The Sheffield Revitalization and Redevelopment Plan will create an arts and entertainment district that will include restaurants and clubs. The plan will create a destination for tourists and locals alike.

Traffic volume, as indicated by traffic counts at various locations on the roadway network, reflect current travel patterns and how well the network is serving the travel demand. Traffic counts were collected throughout the study area. The daily traffic volumes on the major access routes into the study area are as follows:

- Jackson Highway has approximately 16,000 vehicles per day.
- Traffic volumes along East Second Street range from 21,000 vehicles per day to the east to 5,000 vehicles per day near the downtown.
- Traffic volumes along Hatch Boulevard range from 6,500 to 7,500.
- The traffic volumes along Montgomery Avenue range from 3,500 vehicles per day to 13,500 vehicles per day.
- The traffic volumes along Hook Street range from 3,000 vehicles per day to 5,000 vehicles per day.

All roadways in the study area operate at acceptable levels of service. There is enough







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future reserve capacity to accommodate the Sheffield Revitalization and Redevelopment Plan proposed activities.

The NACOLG Urbanized Public Transit Program operates in the Florence Urbanized area, covering the cities of Florence, Muscle Shoals, Tuscumbia, and Sheffield. NACOLG Transit has a fleet of 33 vehicles, consisting of mini-buses and commuter and modified vans. Management of the Transit Program is provided by the Transportation Department at the NACOLG offices in Muscle Shoals, Alabama.

The Demand Response public transit system operates Monday through Friday. Routes are scheduled from 8:30 a.m. until 4:30 p.m. To complement the demand response routes, a shopping shuttle in the City of Florence operates four days per week serving the low-income residential communities and all of the major shopping centers in the respective communities. The shuttle route is subsidized by the City and the Housing Authority. The City of Florence subsidizes evening transportation three times per month for handicapped citizens who attend support groups. Two public routes operate from Muscle Shoals to Decatur and Huntsville for workers that reside in Colbert and Lauderdale Counties; work routes operate five to seven days a week and run according to the riders' work schedules.

Transit services for 14 routes are coordinated with the social service agencies throughout the urbanized area. These routes operate twice a day, five days a week. Contracted routes are scheduled according to the demand of the agencies and operate as early as 6:00 a.m. and as late as 11:00 p.m. All contract routes are open to the general public and rides are scheduled on demand. Special transportation services are scheduled for local cities, tourism boards, conferences, local colleges, and committees that work with festivals, games, and other events in the service area.

The current parking supply throughout the

CBD as well as the Focus Development Blocks was inventoried. Currently there are 177 off-street parking spaces and 59 on-street parking spaces within the focus development blocks. There are 657 off-street parking spaces and 178 on-street parking spaces within the entire Central Business District. The current parking supply will accommodate approximately 30,000 square feet of entertainment space.

The Traffic Access, Public Transportation, and Parking Plan was developed to support the Sheffield Revitalization and Redevelopment Plan. The purposes for the Traffic Access, Public Transportation, and Parking Plan is to provide safe, enjoyable access from the entire region to downtown Sheffield and to provide safe, convenient, and efficient parking for patrons once they have arrived in the entertainment district.

Various types of roadway improvements have been identified to make access to the entertainment district a safe and enjoyable experience. The roadway improvement projects include, improving existing streets, improving intersections, constructing traffic calming, and installing roadway lighting. The roadway improvements should be completed at different time periods. Some of the projects should be completed as soon as practical, while others should be done as redevelopment occurs in the area. The projects that have been identified for inclusion in the Traffic Circulation Plan are summarized.

- Reconfigure the intersection of Jackson Highway and East Second Street to allow traffic to free flow from between Jackson Highway and East Second Street.
- Redesign Jackson Highway to allow for a turnlane and on-street parking. Street lighting should be installed from U.S. Highway 43 to East Second Street.
- Redesign East Second Street to allow for a landscape median and on-street parking. Street lighting



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should be installed from Jackson Highway into the Central Business District.

- Construct a parkway along Shop Pike to connect to Hook Street to provide access from the south and the west into downtown Sheffield.
- Provide landscaping and street lighting along Hatch Boulevard from U.S. Highway 43 into the Central Business District.
- Widen the sidewalks to accommodate the scale of the proposed entertainment district along Montgomery Avenue. Provide on-street parking, landscaping, and street lighting. The travel lanes on Montgomery Avenue should be narrowed to no more than eleven feet wide. This will calm travel speeds and provide for a safer pedestrian environment.

Public transportation will be vital to the success of the Sheffield Revitalization and Redevelopment Plan. There should be circulator shuttle for the area that would operate from 6:00 pm until 3:00 am nightly. The circulator shuttle should provide service to the major hotels throughout the area, to the UNA campus and the student housing that surrounds the campus, and to the downtown Tuscumbia area and the downtown Florence area to allow trip interchanges between the areas and to create energy between the areas. The shuttle circulator should circulate past each stop no less than twice an hour.

### Activity Nodes, Thoroughfares, & Corridors

In order to propose potential urban design and public space improvements that could complement existing resources, an assessment of existing activity areas and corridors was made. Like the review for the CBD this review identified key areas

where frequent use and activity represent a possible catalyst for improved or expanded public use and economic benefit. While compiling the inventory of the RSA nodes, thoroughfares and corridors the quality and extent for revitalization and redevelopment was evaluated. The absence of gateways from this section is due to the careful consideration of Sheffield gateways being identified at the thresholds of the proposed entertainment district. Sheffield gateways were not identified on the perimeter of the city. However there were identified activity nodes and thoroughfares that lead to the downtown Sheffield gateways.

Examples of existing activity areas within the study area include the intersection of Jackson Highway and Hatch Boulevard as well as the intersection of Second Street and Woodward Avenue, the intersection of Jackson Highway and Second Street, and the intersection of South Montgomery Avenue and First Street.

Corridors of principal activity are linear routes defined by existing streets and adjoining uses that represent major thoroughfares where significant pedestrian and street-level activities occur. These corridors serve as principal routes between adjacent areas of the Sheffield Central Business District and the nodes and thoroughfares connecting downtown Sheffield to its sister cities. Within the study area are main activity corridors that act as thoroughfares to the Sheffield CBD. Within the Redevelopment Study Area (RSA), Jackson Highway, Second Street, and South Montgomery Avenue are principal thoroughfares with Shop Pike containing potential for a western access into Sheffield.

These thoroughfares are important to the transportation and commercial exchange within the thoroughfares of the study area as well as the desired critical mass of commercial and residential venues with the business district.

Potential improvements should be made at the Nathan Boulevard intersection as well as along the three main thoroughfares leading





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into the Central Business District. These improvements should compliment and support the overall redevelopment goals of the Sheffield Entertainment District.

### Recreation & Open Space Amenities

The RSA relies on the existing and abandoned school facilities for the majority of its recreational open space. Much like the CBD the study area supports and uses the Sheffield riverfront as the overall recreational amenity. The opportunities that are within existing neighborhoods rely on redevelopment of under utilized civic structures that include housing opportunities and insertion of public open space within exiting residential neighborhoods. The residential areas in the greatest need of recreational open space are located northeast of downtown as well as southeast and southwest of downtown.

### **Urban Context Analysis**

Upon completion of the existing physical and environmental features analysis within the Redevelopment Study Area (RSA) an analysis of urban design opportunities for achieving the goals for the CBD and the quality of life for the RSA where undertaken. These opportunities became evident through the evaluation of the existing conditions that incorporate public space amenities, principal urban focal points, established circulation patterns, and potential reuse or redevelopment of existing urban features. The following areas were taken under evaluation as contributing factors to the urban form of the city.

### Historic Urban Framework

As with the CBD analysis, the 1884 plan for Sheffield provides the basis for the redevelopment plan and the urban design framework for the city's future. The application of the urban grid simplified the organization of the city, while uniting the

urban context to the natural features. This unification established Sheffield's Riverfront Park, Stand Pipe Overlook, Park West, and the traditional neighborhood schools placed throughout the city.

*Outside the urban core of the city once where neighborhood commercial centers that served the daily needs of adjacent neighborhoods.* These historic centers correspond with the urban framework and the existing natural features of the Sheffield landscape.

Over many years, this traditional urban development pattern was eroded away by redevelopment that did not correspond with the historic urban framework or with the established development patterns set forth by Sheffield's founding fathers. The original thoroughfares and street layout still reside as the achievements and legacy for Sheffield's redevelopment goals, but if not reinforced will be eroded away by unplanned redevelopment.

The Sheffield Revitalization & Redevelopment Plan seeks to revive the historical neighborhood commercial centers as well as increase the public open space within the residential neighborhoods.

### Civic Space Opportunities

A review of the existing civic space for the greater study area reveals limited open space within existing residential districts. The five residential neighborhood areas are identified on the RSA residential neighborhood map. The significant neighborhoods identified within the RSA are the Riverfront Neighborhood, the Montgomery Avenue Residential Area, Hatch Boulevard Residential Area, the Hospital West Neighborhood and the Hospital East Neighborhood.

The Riverfront Neighborhood located northeast of downtown contains larger lots and is adjacent to the Sheffield Riverfront Park. The Riverfront Neighborhood contains multiple developments that are





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oriented towards limited external access points and designed for automobile use. These developments negate the traditional neighborhood block of Sheffield and introduce a development pattern that isolates the neighborhood from adjacent developments. This neighborhood development does not provide any centralized open space for residents for much needed community interaction and recreation.

The Montgomery Avenue Residential Area consists of properties within and outside of the Central Business District. Much of this area relies on civic space within the downtown district although northern portions of this residential district have access to Riverfront Park and smaller civic spaces along the northern terminus of Montgomery Avenue. This residential area will benefit greatly from the redevelopment proposal for the Sheffield CBD as well as improved access and recreational trails at the Sheffield Standpipe Overlook. The enhancement of Montgomery Avenue will provide amenities and physical connections to civic space within this residential area.

The Hatch Boulevard Residential Area is located to the northeast of downtown and contains mixed use parcels with civic open space shared with Sheffield Schools and the Sheffield Recreational Center. There is currently no shared residential civic space or public greens within the Hatch Boulevard Residential Area. There does exist future opportunities for redevelopment of neighborhood blocks with a centralized public space.

The Hospital West Residential Area is located to the southwest of downtown Sheffield. This residential area is marginalized from the surrounding communities. Part of this disinvestment stems from institutional and commercial uses infringing upon the residential communities. This residential community has no existing civic space amenities and very little pedestrian access opportunities to surrounding businesses or to the Sheffield CBD. Opportunities

for reinvestment by private and public entities into this residential area can create a vibrant and successful neighborhood. During this reinvestment period the need for residential civic space should be taken under consideration.

The Hospital East Residential Area consists of a similar community type to the Hospital West Residential Area. This residential community suffers from disinvestment by the private and public sectors. Opportunity for reinvestment must include shared civic space within the residential areas. Redevelopment of abandoned manufacturing site and under utilized public buildings can create much needed green space in addition to new mixed income residential housing.

The residential and commercial areas within the Redevelopment Study Area contain a lack of civic open space for community celebrations and public amenities. The proposed redevelopment takes into account the absence of these amenities throughout the RSA. The proposed strategies call for creating partnerships for reinvestment in Sheffield's declining residential and commercial districts. The redevelopment plan should also include a proposed sample residential development for abandoned and under utilized neighborhood blocks.

The existing public spaces and established residential areas are fundamental to the redevelopment plan's urban design proposals. The enhancement and additions to the civic spaces within the RSA should complement the redevelopment strategies within the Sheffield CBD.

### Urban Focal Points

Urban focal points should be placed within the Sheffield CBD and its adjacent amenities. With this understanding there should be unique focal points within the residential and commercial areas of the RSA. These focal points should highlight the individual attributes of the surrounding neighborhoods,







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while capitalizing on the unique qualities of contemporary and past residents. Creative opportunities exist for the establishment of neighborhood identifiers that act as focal points for visitors and residents alike.

### Circulation Patterns

Historically the transportation routes and circulation patterns directed traffic from the perimeter of Sheffield into the businesses and commercial enterprises of the CBD. The 1950's era and its preceding decades saw change in the service and use of transportation corridors and thoroughfares. These evolutions in development patterns and transportation methodologies leave behind traditional business districts to be bypassed for the sake of vehicular capacity. These bypass routes have little or no land use management practices in place and are often pursued as economic generators through establishment of transportation oriented commercial and retail venues.

Today, the existing transportation corridors and circulation patterns have been reassessed as opportunities for the proposed Sheffield Entertainment District. The revitalization strategy identifies specific opportunities to strengthen the Sheffield corridors into way finding thoroughfares that promote and sustain the urban core of Sheffield. As in the CBD the subtle changes in sidewalk width, lighting, and setback guidelines will modify these streets into contributing thoroughfares.

### Redevelopment & Reuse Potential

The potential for redevelopment of commercial and public buildings within the RSA is tremendous. This potential spans from the transportation corridors of Jackson Highway, Second Street, and South Montgomery Avenue as well as abandoned school sites and marginalized neighborhoods. Redevelopment of commercial buildings along the Sheffield transportation corridors should take into account preservation of

architectural significant structures while establishing a hierarchy of structures in relation to the CBD. Redevelopment and infill projects should be tailored to compliment the designated vision for the particular block or thoroughfare being developed.

Renovation of existing structures provides an economical and culturally significant strategy to redevelopment. The renovation of existing structures can be less expensive while saving the cultural memory and architectural quality of contributing structures.

### Urban Design Framework

The gateways for the City of Sheffield are located within the CBD and are discussed in the Urban Design and Public Space Elements chapter. Within the RSA are way finding thoroughfares that have their thresholds beginning at the city limits of Sheffield along Jackson Highway, Second Street, and South Montgomery Avenue. These thoroughfares are extensions of the urban core framework and serve two general functions. The first function is to move goods and services in and out of the Sheffield CBD. The second function is to provide goods and services to adjacent neighborhoods, shoals residents, and Sheffield visitors.

The potential thoroughfare threshold sites are currently underutilized, but provide wonderful development opportunities. The potential development should serve to guide citizens and visitors into the Sheffield CBD. This way finding should not only occur through signage, but also in the physical form and architectural details taken on by new development.

### **Urban Design Recommendations**

The Sheffield citizen visioning session and design charrette put forth opportunities for the revitalization strategy based on the site analysis of the CBD and the RSA. The RSA opportunities are summarized below and





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represented in the accompanying drawings.

### Way Finding & Neighborhood Identifiers

Way finding into and out of the Sheffield CBD should not only occur through unique signage, but also through planned development patterns and infrastructure improvements. The identified transportation thoroughfares into the CBD should be redeveloped in a manner that promotes the CBD as the hub of economic activity, while satisfying the retail and commercial needs of its users. The setback, density, and building material types play a role in way finding as you transition from the Sheffield City Limits to the CBD. Outside of the recommendations of this plan there should be carefully drafted design guidelines for redevelopment of Sheffield's thoroughfare and residential areas. The design guidelines should be context sensitive to surrounding properties as well as strategies proposed to implement the Sheffield Revitalization and Redevelopment Plan. Neighborhood identifiers are those individual and collective components that separate the qualities and personality of residents from adjacent residential areas. These identifiers can take the form of unique architectural styles, resident professions as well as artistic ornament. An example put forth during the citizen visioning sessions came through reestablishment of residential neighborhoods to serve music and artistic professions. Two neighborhoods were identified for redevelopment into music and artistic residential districts. These residential areas would serve the Sheffield Entertainment District with trade professionals and create reinvestment into Sheffield's housing stock.

The Sheffield Revitalization and Redevelopment Plan provide multiple examples of way finding and neighborhood identifiers. The Way Finding and Neighborhood Identifiers drawing shows the overall relationship of way finding locations as well as specific examples that capitalize on existing transportation thoroughfares and

street grid transitions. The Hatch Boulevard way finding proposal strengthens Hatch Boulevard as a transportation link to be used by Sheffield natives and Shoals residents. The proposal suggests that Hatch Boulevard provide a neighborhood appeal with continuous sidewalks and bike lanes from Nathan Boulevard into the Sheffield CBD. In addition to the Hatch Boulevard proposal are visual arts installations that could celebrate local heritage and cultural activity. These installations would be placed at the street grid transition points along Dover Avenue. The visual arts proposal serves as one creative example that will provide unique way finding opportunities, while celebrating individual neighborhood characteristics.

### Retail & Residential Development Proposals

The residential and retail development projects within the RSA focus on strengthening existing and under utilized commercial and residential properties. The proposed projects continue the overall theme of supporting the Sheffield Entertainment District, while providing appropriate scaled commercial venues with desirable residential neighborhoods.

The most prominent retail redevelopment recommendation for the RSA occurs at the Jackson Highway and Hatch Boulevard intersection. The concept plan is designed to act as a mixed use redevelopment, while complementing Jackson Highway as a thoroughfare into downtown Sheffield. Total commercial square footage would be 276,500 square feet not including residential and open space amenities.

The redevelopment of the abandoned Blake School site offers the rare opportunity to stitch together a neighborhood block with adjacent commercial and residential land uses. The Revitalization and Redevelopment Plan proposes to remove the existing structures and replace them with town-homes, duplexes, and single family residential units.





## *Site Analysis & Study Area Evaluation*

These housing types would be facing onto a shared green space amenity.

The analysis and citizen visioning sessions identified five residential neighborhoods that need reinvestment from the private and public sectors. These neighborhoods are referenced here by the following names: Riverfront Neighborhood, Montgomery Avenue Residential Area, Hatch Boulevard Residential Area, Hospital West Neighborhood, and Hospital East Neighborhood. The plan identifies general strategies and methods for rejuvenation of housing stock and increasing the quality of life for residents. For all five of the neighborhood districts the city should implement and create partnerships to do the following.

- Improve building code enforcement.
- Provide a mechanism for acquiring ownership of vacant and unpaid tax revenue parcels for residential redevelopment.
- Assess the condition of schools, Head Start facilities, park and recreation center, and other public property. Upon completion of full assessment develop an upgrade and maintenance plan with projected cost estimates.
- Improve pedestrian and bike connections to neighborhood and city amenities.
- Provide signage, thoroughfare way finding, and neighborhood identifiers.

Individual strategies for each of the recognized neighborhood areas were also identified.

### **The River Front Neighborhood:**

- Reevaluate zoning regulations to include design guidelines containing traditional setbacks,

sidewalks, neighborhood connectivity, and shared open space.

- Engage the city and developers in a dialogue that produces development projects that encourage pedestrian activity.
- Protect and enhance existing riverfront access, while providing unique residential opportunities along Sheffield's river bluffs.

### **Montgomery Avenue Residential Area:**

- Revise zoning regulations to create a healthy balance between rental and owner occupied housing. This effort should be to stabilize owner occupied housing.
- Work to build the capacity of neighborhood leaders and neighborhood organizations and institutions to improve neighborhood safety and advocacy.
- Provide a menu of housing incentives for qualified homebuyers.
  - Give reduced cost on land or existing houses.
  - Aid in bank finance incentives through 100% loan value, down payment assistance, and low cost construction loans for rehabilitation of Sheffield homes.
- Provide housing incentives for music industry professionals. (Paducah, Kentucky has done this for visual artists.)
- Identify and acquire key parcels to make available for resale to music industry home buyers (musicians, producers, song writers, instrument makers, instrument repairers, sound engineers, and industry professionals).





## *Site Analysis & Study Area Evaluation*

### **Hatch Boulevard Residential Area:**

- Reevaluate zoning regulations to create a healthy balance between rental and owner occupied housing.
- Provide housing incentives for music industry professionals. (Paducah, Kentucky has done this for visual artists.)
- Provide a menu of housing incentives for qualified homebuyers.
  - Give reduced cost on land or existing houses.
  - Aid in bank finance incentives through 100% loan value, down payment assistance, and low cost construction loans for rehabilitation of Sheffield homes.
- Develop a plan to market the area to music industry homebuyers in concert with rejuvenation and celebration of the music industry in Sheffield.
- Identify and acquire key parcels to make available for resale to music industry home buyers (musicians, producers, song writers, instrument makers, instrument repairers, sound engineers, and industry professionals).

### **Hospital West and Hospital East Neighborhood Districts:**

- Reevaluate zoning regulations to include design guidelines containing traditional setbacks, sidewalks, neighborhood connectivity, and shared open space
- Engage hospital leadership in a discussion about incentives for owner occupied housing, rehabilitation, and first time home buyer assistance.
- Focus on the residential edges

from commercial and industrial encroachment coupled with targeting locations for bringing back neighborhood based commercial centers.

- Focus initial housing redevelopment efforts adjacent to the Head Start Center.
- Work to build the capacity of neighborhood leaders and neighborhood organizations and institutions to improve neighborhood safety and advocacy.

### Thoroughfare Improvements

Another important element of the revitalization strategy includes redevelopment of Sheffield's transportation corridors so that they act as way finding thoroughfares leading into the Sheffield CBD. The proposed improvements include narrowing travel lane widths, building setback requirements, buffer plantings, lighting, and construction of sidewalks.

The improvements along Jackson Highway are consistent for the full length of the thoroughfare with one exception. The section from State Street to 32<sup>nd</sup> Avenue is identified in this plan to be redeveloped under the category of Suburban. This means that the area should contain 60 to 80 foot set backs with landscape buffering between the sidewalk and adjacent structures. From 32<sup>nd</sup> Avenue to the intersection of Jackson Highway and 2<sup>nd</sup> Street has been identified to be redeveloped under the category of Urban/Suburban and should contain 12' setbacks between the sidewalk and adjacent structures.

The improvements along East 2<sup>nd</sup> Street are consistent with those along Jackson Highway. The setback and buffer planting requirements for East 2<sup>nd</sup> Street begin at the intersection of East 2<sup>nd</sup> Street and Woodward Avenue. From this intersection to the 9<sup>th</sup> Avenue intersection





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is the Suburban setback requirements. These requirements consist of 60' to 80' setbacks with landscape buffering between the sidewalk and adjacent structures. From the 9<sup>th</sup> Avenue intersection to the East 2<sup>nd</sup> Street and Jackson Highway intersection should be the Urban/Suburban setback requirements. The Urban/Suburban requirements consist of 12' setbacks with buffer planting between the sidewalk and the adjacent structure. At the intersection of East 2<sup>nd</sup> Street and Jackson Highway begins the Urban setback requirements up to the intersection of East 2<sup>nd</sup> Street and Montgomery Avenue. The Urban designation requires a zero setback from the sidewalk edge of any building.

The redevelopment improvements along South Montgomery Avenue from the intersection of Avalon Avenue to the intersection of the Shop Pike carries the designation of Urban/Suburban. This designation requires a 12' setback with buffer planting between the pedestrian walk and the adjacent structure.

In addition to the existing way finding thoroughfares is the proposed southern transportation access that provides the context of a parkway style transportation route. This Access route is defined as Shop Pike Parkway and connects Hook Street to the Sheffield Central Business District. The parkway's objective is to move vehicular traffic quickly through a southern transportation thoroughfare into and out of the Sheffield CBD. Careful design plans that incorporate residential units have been put forth to achieve this goal. The Shop Pike Parkway should not serve as a continuous commercial thoroughfare nor as an extension of a transportation bypass around downtown Sheffield.



# CHAPTER XIII.



## Entertainment District Feasibility



## *Chapter XIII.*

## *Entertainment District Feasibility*

This section describes the proposed actions and overall requirements for redevelopment of Sheffield's Montgomery Avenue. This section was compiled by Performance Entertainment Real Estate, INC. under the supervision of John Elkington. The data and information here has been redrafted in order to complement the existing format of the document and to provide for direct and un-repetitive information. Where applicable revisions were made to conform to the overall goals of the redevelopment plan.

The goal is to re-establish Montgomery Avenue as Sheffield's vibrant town center and community gathering place. The development of an entertainment/retail district in Sheffield will be accomplished through a coalition of public and private partners, which will include the City of Sheffield, the Sheffield Redevelopment Authority, and private and public entities.

### **Development Concept**

The development focus of Montgomery Avenue will combine the culture, heritage, music, and food of the Shoals region. This entertainment/retail development will position downtown Sheffield as the heart of the Shoals entertainment area. The Sheffield Entertainment District will serve the citizens of the Shoals, business travelers, group and recreational tourists, as well as visitors to the new Shoals Marriott Hotel and Conference Center in Florence. At one time Montgomery Avenue was the economic/trade center of the Sheffield Area. Therefore, the entertainment and economic renaissance should begin there; because of Sheffield's population the development needs to embrace Florence, Muscle Shoals, and Tusculumbia as a part of the redevelopment process.

The area could potentially draw two million visitors during the first year of full operation<sup>1</sup>. It is anticipated in its first full year of occupancy, that gross restaurant and retail sales should exceed \$14,000,000. It is estimated that the restaurant, retail, and entertainment portion of the district will

employ approximately 250 full time and part-time employees. Opportunities will be made available for minority contractors, owners, managers, and tenants to participate in Montgomery Avenue.

### **The Concept Defined**

The area will provide four types of experiences: retail, entertainment, dining, and residential. Distinctive streetscape, signs, banners, and landscaping will characterize the district and will encourage browsing and strolling along storefronts. The public areas of the district will be reconfigured to enhance regular outdoor performances and events. The development should reflect the history and culture of the region.

The district's collection of restaurants and cafes will be anchored on the corners of the development. The restaurants will offer indigenous menus, high quality food, drinks, and service. Many of the restaurants will offer unique outdoor dining experiences like sidewalk cafes not typically found in the Shoals Area. National chains will be included sparingly, while regional concepts will be given the greatest priority.

A mix of retail store fronts will offer shoppers an experience not found in area malls and also provide an interactive flavor. The retail component should include a mixture of strong outdoor retail tenants, and a portion of the retail should be encouraged to service office workers in the area. A nation bookstore and café should be included.

The corner of Montgomery and Third Street will be developed into a civic square supported by a new civic building and a multi-use market place, where vendors could include a local fresh produce market, a bakery, a meat and fish market, a flower shop, and various other types of neighborhood commercial retail shops. Small and large vendors throughout the region will be encouraged to participate in order to provide a wide range of locally produced items. A local radio station should be on the first floor





## *Entertainment District Feasibility*

of the market place. The market place could be named the Phillips Market after Sam Phillips, a native of the Shoals and the person who conceived Sun Records.

Clubs and entertainment venues will be developed in the district to encompass a mix of Southern musical genres including: The Muscle Shoals Sound, Blues, Jazz, County, Rock-N-Roll, and Gospel. This will provide the district with an appeal to large socioeconomic groups and wide age ranges. A major sports bar and grill should be included.

The unproven nature of entertainment/retail development has caused developers to be conservative in the selection of tenants, resulting in a dependence on national chain credit tenants. This often leads to a homogenized tenant mix, making the development less distinctive and more vulnerable to competition. In the long term, this can create a real potential for consumer boredom. Every effort including subsidized start-up assistance should be put forth to substitute quality, creditworthy, unique local merchants in place of national chains.

Downtown residents are important to the success of the development. Therefore, a commitment should be made to build additional housing in the Sheffield Central Business District (CBD). The assistance from FNMA (Fannie Mae) and the American Communities Fund should be secured. Second and third floor space should be converted to loft housing.

The development should petition the City Council to establish design guidelines to encompass signage, window and door treatments, awnings, and façade restoration. An ordinance should be created for outdoor sidewalk café dining. The development should seek an ordinance which would allow it to close Montgomery Avenue at certain times.

The City needs to develop a way finder system to bring people to downtown Sheffield. It

is difficult for out of town visitors to find downtown Sheffield.

The district will have a street identity designed on a pedestrian scale. It will be safe, clean, and colorful and will include places where people can just sit, meet, see, and be seen. Typically, benches are discouraged in downtown areas because of vagrants and panhandlers. In this development, benches will be encouraged. The street environment, landscaping, and rehabilitated storefronts will be carefully designed to historic standards creating an authentic ambiance that will encourage visitors to return time and again.

Strong marketing and operations management of the restored area is essential to the long-term success of the development. It is important that there be a direct connection between the various attractions in the area and Montgomery Avenue. A promotional relationship needs to be developed between Montgomery Avenue and the new Shoals Marriott Hotel and Conference Center in Florence, The Ritz Theatre, Alabama Music Hall of Fame, Florence/Lauderdale Coliseum, Helen Keller House, and W.C. Handy Home; if these entities and attractions cross promote, they will generate traffic for the entire region. These relationships are imperative and must be nurtured carefully.

### Scheduled Events

There is currently a lack of sufficient activity in downtown. Montgomery Avenue has at least six to eight major festivals, including participating in existing festivals, and at least twenty to thirty events per year to encourage significant activity. Event planning and coordination is critical to the success of this development. Montgomery Avenue should have the ability to be closed in the proposed entertainment area to increase the ability to produce outdoor events. It is important that festivals and special events highlight the music, culture, and history of the region. Possible new events that could further enhance event and festival activity in the area may include: Shoals Southern







## *Entertainment District Feasibility*

Food Festival, after church Sunday Brunch highlighting the sidewalk cafes, and Friday night free concerts series. New Shoals Sound Music Festival and other existing local events should be encouraged to have a relationship with the Area. Some of those events include: Alabama Music Hall of Fame Annual Induction Awards, Annual Huff and Puff on the Bluff, Ritz Roundup, Handy Festival, and Muscle Shoals Area Street Rod Run.

### Parking

Convenient and adjacent parking for the retail component is critical. The district will need at least 400 new parking spaces to effectively handle the parking needs for the proposed development. The parking demand requires that an overall downtown parking strategy be adopted and implemented. A complete review of one-way traffic streets and on street parking would be helpful.

Parking for the district should be easily accessible from the local routes. Parking areas should be clean, well lit, attractive, secure, and conveniently located behind Montgomery Avenue. Surface lots should be constructed in the rear of Montgomery Avenue, which would allow the district to compete with suburban locations.

### Security

The Sheffield Police Department will be asked to maintain ongoing police presence with patrols for the Montgomery Avenue and surrounding downtown areas via walking, bicycle, and possibly mounted patrols. During construction, the property will be equipped with fiber optic wiring to allow for the installation of inconspicuous cameras. These cameras will monitor the area for security on a twenty-four hour basis.

### Site Specifications

The development will include Montgomery Avenue from 1<sup>st</sup> Street to 4<sup>th</sup> Street and will encompass nearly 80,000 square feet of

leaseable space with approximately 30,000 square feet of restaurant space, 30,000 square feet of retail space, and 20,000 square feet of entertainment space. The suggested scope and size are necessary to establish critical mass to attract premier tenants and to ensure a critical mass large enough to attract sufficient number of customers.

In addition to the CAM (common area maintenance) paid by the tenants, the new Downtown district should be established as a Business Improvement District (BID District). The BID would generate additional revenue for security and daily site maintenance as well as promotion and marketing dollars. The BID District Fund would come from property owners.

### Target Markets

The Development will depend on six groups to sustain itself economically:

- 1) Leisure tourists
- 2) Group tourists
- 3) Business travelers
- 4) Conventioneers
- 5) Individuals 21-49 in the Primary and Secondary Market
- 6) Recreational Tourism

These tourism markets will be targeted from a 160 mile radius: 90 miles from Colbert County and 50 miles from the corner of Montgomery and Third Street. Within the 160 mile radius, there are the cities of Memphis, TN, Huntsville, AL, and Nashville, TN. The longest regional drive is from Memphis with only a 2 hour drive.

### Mileage from Colbert County

I-65 Exits 40 miles

Decatur, AL	48 miles
Huntsville, AL	70 miles
Tupelo, MS	75 miles
Birmingham, AL	120 miles
Nashville, TN	125 miles
Memphis, TN	140 miles
Montgomery, AL	208 miles





## *Entertainment District Feasibility*

### Tourists

During its fourteen month construction period, the district should develop a pre-marketing, promotion, and advertising budget of approximately \$360,000 to concentrate on developing group and leisure tourism and promoting the Shoals Area as an attraction. This program should be the collective responsibility of the Montgomery Avenue Development Association, the Alabama Department of Tourism, the Shoals Convention and Visitors Bureaus, and other interested groups and attractions.

An arrangement should be made with all the area's attractions to create an attraction committee to coordinate an "Event Calendar", which ensures the maximum number of events for the area, and try to eliminate as many conflicts in scheduling as possible. To the extent possible, all other attractions should also be included in a coordinated scheduling program. These efforts will assist in maximizing downtown Sheffield event days.

### Housing

More and more people are looking for unique housing experiences and living in a downtown has appealed to many. Downtown's offer amenities not generally found in suburban areas such as walking to a coffee shop, museum, or to the post office. Many are just enjoying the entertainment excitement and convenience of walking downstairs or around the corner to street festivals and activities.

The development of housing on the upper floors of the buildings in the district will compliment the activities currently in the downtown area as well as provide a source of critical mass to the area. Many downtown areas in the country are experiencing major housing developments as part of their downtown redevelopment programs. The housing component of this development will target managerial and professional resident

(attorney's, CPA's, government workers, architects, etc.) and the new employees in the district the alternative to live near their downtown workplace. This development will focus principally on second and third story upscale lofts and apartments.

### The Partnership and Management Team

#### A. Public/Private Team

The success of this development will depend on the cooperation of a number of entities. Among these entities are the City of Sheffield, a proposed Downtown Development Committee, civic and arts organizations, current stakeholders, business people, and the government. It is important that these groups come together to form a public/private coalition in support of Sheffield's revitalization.

These partnerships must embrace what Jack Schultz, author of "Boomtown USA", calls "The 7½ Keys To Big Success In Small Towns"

- Adopt a Can Do Attitude
- Shape Your Vision
- Leverage Your Resources
- Raise Up Strong Leaders
- Encourage an Entrepreneurial Approach
- Maintain Local Control
- Build Your Brand
- 7½ - Embrace the Teeter-Totter Factor

Development of the Montgomery Avenue will require substantial public sector financial involvement. In several significant ways, the development will differ from the traditional public/private partnerships of the past.

First, public/private downtown development has higher development costs than other land uses due to higher relocation, parking, and construction costs of downtown locations. The higher cost results in larger financial gaps and thus, substantially higher project subsidy requirements. Rents in downtown



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Sheffield remain severely depressed.

A downtown redevelopment of this nature is a relatively new type of development venture. While some developments of this nature have been successful, others have under performed. The relative business risk results in higher financing costs, once again requiring more public assistance.

## Proposed Business Arrangements

### Development Agreements

- The City should create the Sheffield Downtown Redevelopment Authority<sup>2</sup>, whose purpose would be the revitalization and redevelopment of the business district in downtown Sheffield.
- The Authority would create a Disposition and Development Agreement prior to commencement of any development. The document will outline the buildings and vacant lots which will be included in the development and a plan on how existing businesses and buildings will be integrated into the plan.
- The successful development of Montgomery Avenue can only be initially accomplished by a single developer working in coordination with the City, the newly created Downtown Redevelopment Authority, and downtown stakeholders.
- The City will adopt revised Zoning and Land Use Ordinances to allow for certain retail-entertainment uses, and hours of operations, outdoor dining, signage, festivals, events, and use restrictions, etc., to be developed and agreed upon, as soon as possible.
- The City will adopt Montgomery

Avenue Design Guidelines which include, but will not necessarily be limited to, rights-of-way, building design, building rehabilitation, signage, and landscaping. The City will ensure that building and related permits are issued in a timely manner.

- The district will apply to become a historic district, thereby entitling it receive federal historic tax credits on eligible buildings.
- The City should attempt to secure a Section 108 loan for any proposed development and a BEDI grant to help with demolition and remediation.
- The Development should try to secure New Market Tax Credits from an existing CDE or the City, NACOLG, or the Downtown Redevelopment Authority should work to create a CDE.
- The City and the Authority could establish a PILOT (Payment In Lieu Of Taxes) Program under 11-54-A-9 (21) of the Alabama Code Annotated "(21) To require payments in lieu of taxes, other than any sales or use taxes levied by the state or the local sales, use, or excise taxes required by state laws to the administered in a parallel manner to state sales or use taxes, to be made by the lessee of the project to either the authority or the city." The powers granted in this paragraph must be specifically approved, in each instance, by formal action of the governing body of the city at the time it grants any tax waiver or tax exemption under this act.



*Entertainment District Feasibility*Acquisition of Land and Buildings, Ground leases

Prior to the commencement of Development:

- Property will acquire through the acquisition of certain properties on the Montgomery Avenue to meet the minimum critical mass needs of this plan.
- Once the critical mass of property is secured those individuals who currently own property on Montgomery Avenue corner and wish to remain owners will be encouraged to become a member of the proposed Downtown Redevelopment Authority. Specific programs such as a facade loan fund, a comprehensive tenant recruitment program, and assistance in obtaining improvement loans and grants should be developed through the Authority.
- The City should use the power of eminent domain for the properties that are not in compliance with the redevelopment plan.
- The City will create necessary legislation to have the ability to increase Pilot (Payment In Lieu Of Taxes) for city real estate in the Montgomery Avenue Area. The real estate tax payment will be frozen on property at current rates for 15 years.

Parking Requirements

- The City, at its expense, should construct 400 parking spaces in the areas in the rear of Montgomery Avenue. The City, working with the congressional delegation, should seek out DOT Funds.
- Eliminate on-street parking on Montgomery Avenue during special

events and activities.

Street Improvements, Utilities, and Circulation

- The City should provide streetscape improvements on Montgomery Avenue between First and Fourth Streets pursuant to public improvement standards and design guidelines by the proposed Downtown Redevelopment Authority. The City should apply to the Department of Transportation for funds to assist in this cost.
- The City will complete all streetscape improvements prior to the opening of new tenant spaces.
- The City and TVA should upgrade all utilities required for the street, including fiber optic cable, street lighting, sewage improvements, and upgrading electric distributions.
- The City shall provide all traffic safety measures necessary during construction of public and private improvements.

City Services

- The City should provide extensive, visible 24-hour patrols by a specifically dedicated number of police officers assigned to provide security for the area.
- A permanent police substation shall be located on or adjacent to the district and be staffed on a 24 hours per day, 7 days per week basis.
- The City shall maintain in excellent condition and repair all public roadways, sidewalks, street lighting, street-furniture, and landscaping at standards agreed to by the City







## *Entertainment District Feasibility*

and Downtown Redevelopment Authority.

Because of the size, scope, and current condition of the Sheffield's downtown market, the area will need substantial public financial help and assistance. In order to succeed the area will need:

The City's commitment to secure a Section 108 loan and BEDI Grant for building core shell improvements and help from TVA to secure economic development loans for the area. It is estimated that 3.5 million dollars in building improvements, street improvements, and parking will be required.

### Marketing and Operations

- The Downtown Redevelopment Authority, City, and shareholders will form marketing and operating entities, which will have direct responsibility for all marketing and event activities for the district. Funding for such entities shall be obtained from BID District Funds and from the common area maintenance fees.
- The City will assist with placing directional signage and will provide locations for directional signage within the city as a part of a way finder program.
- Any proposed development shall be permitted to display, own and sell advertising signage and banners within the District for the purpose of advertising concerts, festivals, events, and tenants within the area.
- The development will develop and own products, merchandise, uses, and sponsorships, and sell advertising and sponsorships on a for-profit basis, using the name, likeness, and images of the Montgomery Avenue.
- The developer may own, lease, and/or operate outdoor carts, and/

or similar retail venues and may license street performance artists to be located in the district.

### District Costs and Financing

- The attached Sources and Uses Statement sets forth how the development of Montgomery Avenue will take place.
- The attached Estimated Cost Summary provides a preliminary assessment of area development costs exclusive of parking structures, streetscape improvements, and utilities costs.

### Future Expansion

The development has the ability to expand in every direction from the site to further integrate with the Central Business District and the residential community to the North of the development.

## MARKET ANALYSIS

The redevelopment of Montgomery Avenue into a retail/entertainment district in downtown Sheffield has a strong chance of success because of the following demographic and economic considerations. The area's redevelopment plan must consider all aspects of the demographics of the City of Sheffield, its Metropolitan Statistical Area (MSA), its Food and Entertainment Trade Area, and its potential ability to attract group, recreational and leisure tourists, business travelers, and conventioners. The City of Sheffield's Regional Trade Area concept must be embraced to ensure the maximum number of visitors to the Area. The Regional Trade Area is the geographic area from which the sustaining patronage for steady support of a development of this nature is obtained. The extent of the Trade Area is determined by a number of factors including the uniqueness and size





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of the redevelopment, its accessibility, the extent of physical or infrastructure barriers, the location of competing facilities, and the limitation of driving time and distance.

Within a 90 mile radius of Montgomery Avenue and Third Street, in Sheffield, there is an estimated population of 1,920,101<sup>3</sup> people. Furthermore, this District will be directly impacted by other attractions such as the Robert Trent Jones Golf Course, Pickwick, annual festivals and events, and the Tennessee River, which provides the City of Sheffield and the Quad City Area the opportunity to expand the group and leisure tourist business.

- Within a thirty mile radius of Montgomery Avenue and Third Street, there is an estimated population of 208,011 people with 33% of the household incomes ranging between \$35,000 - \$74,999<sup>4</sup>.
- Within a sixty mile radius of Montgomery Avenue and Third Street, there is an estimated population of 817,515 people with 33.95% of the household incomes ranging between \$35,000 - \$74,999<sup>5</sup>
- Within a ninety mile radius of Montgomery Avenue and third Street, there is an estimated population of 1,920,101 people with 35.12% of the household incomes ranging between \$35,000 - \$74,999<sup>6</sup>.
- The thirty mile radius group spent \$283,107,931 in restaurants and bars last year. The total restaurant and bars sales represent \$96,187,861 on lunches and dinners at restaurants or café's and \$41,028,203 in beer, wine, and liquor sales away from home<sup>7</sup>.
- The thirty mile radius group spent an estimated \$86,658,607 on sporting/recreational goods. These goods consisted of \$9,362,944 on boat/outdoor motor and \$1,885,802 on

hunting and fishing equipment<sup>8</sup>.

- The thirty mile radius group spent an estimated \$92,811,809 on entertainment. They spent \$3,785,966 on entertainment and admission fees<sup>9</sup>.
- More than \$22,379,488 was estimated to have been spent on magazines, periodicals, newsletters, and books (not through book clubs) by the people living within a 30 mile radius of Third Street and Montgomery Avenue<sup>10</sup>.

## Demographic and Economic Overview

The city of Sheffield is located in the Northern portion of the State of Alabama. The 2000 Census estimated the city of Sheffield's population to be 9,652 and the Quad Cities population to be 65,696. The Quad City region is an area of nearly 1,425 area miles<sup>11</sup>.

According to the 2000 Census, population in the Primary Market (within a 30 mile radius of the area) is approximately 206,458 people. The population in the Secondary Market (within a 60 mile radius of the area) is approximately 801,048 people<sup>12</sup>.

Retail sales for the Quad Cities in 2001 totaled \$1,378,422,000. By developing a regional entertainment district, we believe that Sheffield and the Quad Cities can capture a recognizable share of Alabama's billion dollar food, beverage, and retail market<sup>13</sup>.

## Primary and Secondary Customer Markets

The Primary and Secondary Customer Markets are divided according to geographical proximity to Montgomery Avenue and Third Street in Sheffield. The Primary Market consists of groups and individuals living within a 30 mile radius development. The Secondary Market is located within a 60

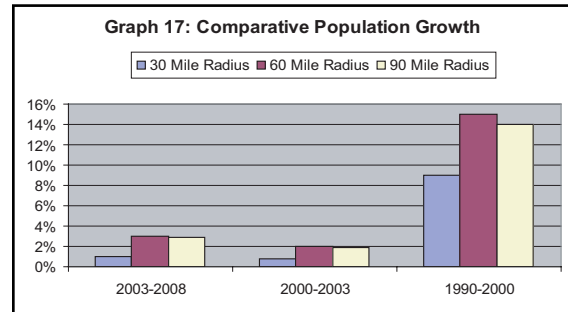




*Entertainment District Feasibility*

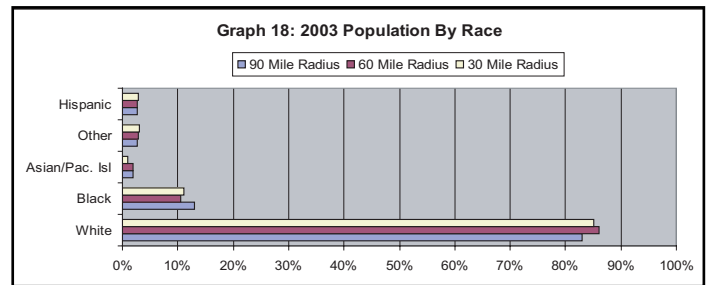
mile radius of the development. A different approach in marketing and advertising needs to be used in order to attract people from primary and secondary markets. The targeted individuals, which need to be focused on in both markets, will be a combination of the following groups:

- i) Adults 21-59 located in Primary and Secondary Market
- ii) Leisure tourists
- iii) Conventioneers
- iv) Group tourists
- v) Business travelers
- vi) Recreational tourists



i) Adults 21 - 59

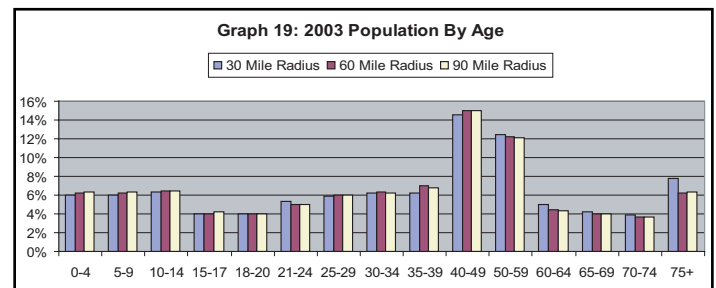
For the year 2003, the 21 to 59 year-old age group located in the Quad Cities from the Primary Market represented 50.66% of the total population with the median age being 38.79. (Graph 19) It is forecasted that this percentage should remain relatively constant through the year 2008<sup>14</sup>.



The group which comprises both the Baby Boomer generation and Generation X, (children of Baby Boomers), has very limited entertainment opportunities available to them in the Sheffield and Quad City Area. It is essential for the Entertainment District to contain a significant variety of venues which will attract the widest number of people. The maturation and diversity of the U.S. population in the late 1990's will usher in several significant shifts in lifestyle and value. A number of these shifts will have a direct influence on how leisure time and dollars are allocated.

a: Cocooning versus Congregating

The most pervasive question for the late 1990's was whether there will be further increase in the popularity of at-home entertainment (cocooning), and a decline in leisure time allocated to out-of-home entertainment settings (congregating)<sup>15</sup>.





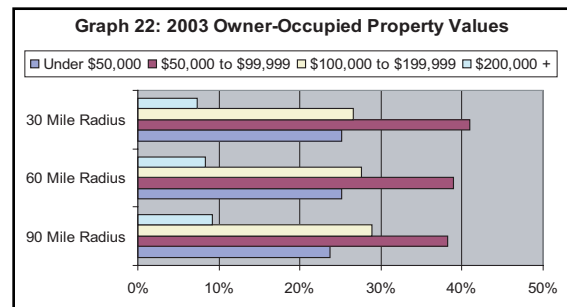
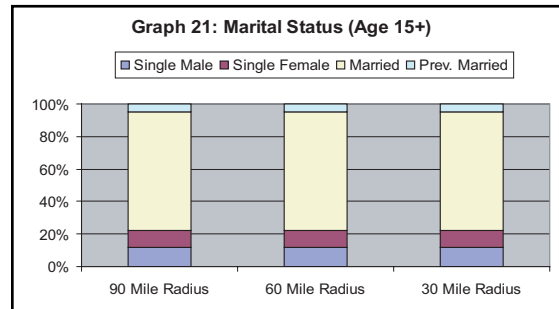
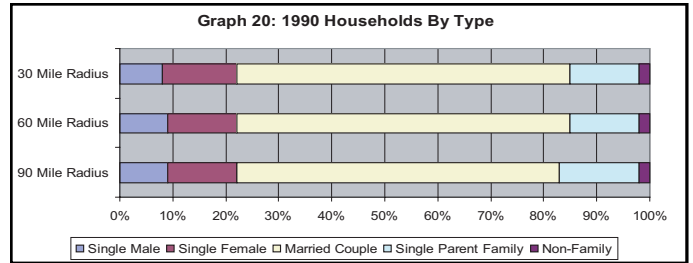
### Entertainment District Feasibility

A number of observers have argued that the aging of the population and its increasing diversity will not only support the growth of at-home leisure, but devastate attendance at public venues. The current trend of leisure consumption, however, provides a different picture. The most recent studies show total leisure consumption was evenly divided between at-home activities and out-of-home entertainment.

Cocooning and congregation activities are therefore likely to be complimentary features in a mass customization of leisure time activities. Value choices will be influenced less by the question of whether to stay at home or go out, than by the existence of constellations of specialized leisure products and services that appeal to identifiable segments of the population.

#### b: Maturation of the Baby Boomers and Xers

America's infatuation with a youth culture was driven by the phenomenon of the baby-boom generation. As the boomers mature, a lifestyle shift will result from the generation's confrontation with the aging process. For boomers, the search for meaningful avocations, or "life after work," includes approaches to remain healthy and the pursuit of interests, which will redefine concepts of retirement and leisure. Highly customized at-home services may provide access to specialized education, shopping, and leisure programs, but is unlikely to fulfill the boomers. For boomers, access to sports, clubs, urban resorts, cultural centers, college outreach programs, and spectator sports will increase in importance. Ease of access will remain important, as will perceived value, but boomers will increasingly seek amicable settings that support congregating. The first indication of this desire is visible in the rapid growth of bookstores with coffee bars, record stores with listening libraries, sporting good stores with demonstration areas, cultural attractions, dinner theaters, entertainment-enhanced restaurants, and other public and private settings that support social integration. The Entertainment/Retail







### Entertainment District Feasibility

Development will actively solicit potential regional tenants as well as national tenants to help create a potential setting which supports congregating. Major theme “outdoor goods” companies, such as L.L. Bean, Orvis, and Buck & Bass are companies that we should look at as potential users. A major fitness center should also be a part of the development.

From a lifestyle perspective, the next generation is likely to emphasize a balance between work life and leisure time, and bring this issue to the forefront of consumer consciousness.

The affinity with high-tech products will provide support for new cinema formats, virtual reality applications, and mass media entertainment. However, the preference for “hanging out” with friends at fast food joints, recreation centers, and bars is likely to shift toward restaurants, coffee houses, pubs, and health clubs. This diverse group is likely to experience a need to create a shared identity.

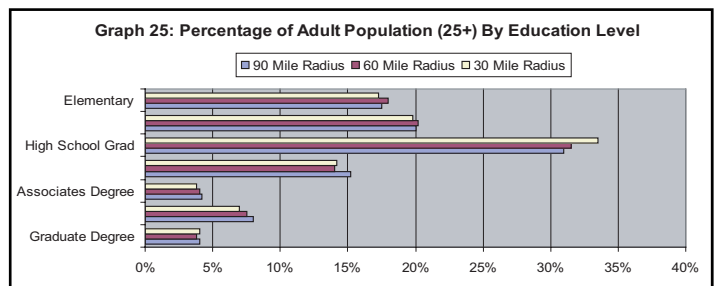
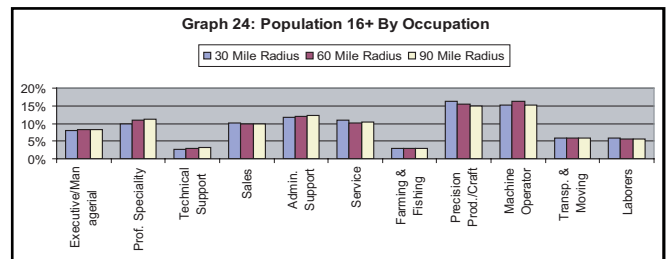
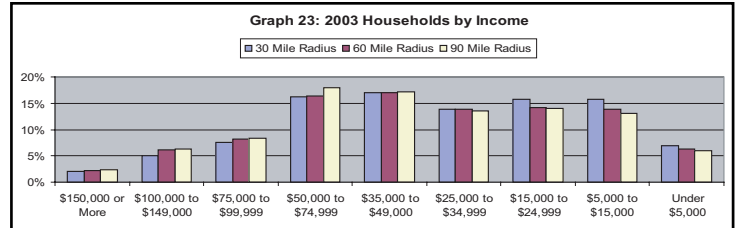
#### ii) Leisure Tourism

Tourism offers Sheffield a unique and extraordinary opportunity. Tourism is an economic development which provides jobs and income. It also contributes to the region’s growth and is one of the fastest growing industries in the country today.

However, there are resources that could be enhanced to attract more visitors to the downtown area. An Entertainment District can supplement other tourism related facilities and attractions. Tourism can provide an important margin of support for new enterprises in the Sheffield Area. Facilities and attractions for tourists and residents are not mutually exclusive. What is not desirable for residents is often attractive to visitors.

#### Quad Cities Most Notable Tourist Attractions\*

1. Helen Keller Home
2. Alabama Music Hall of Fame
3. W. C. Handy Home, Museum, and





*Entertainment District Feasibility*

Library

4. Wilson Dam and Lock

iii) Conventioneers

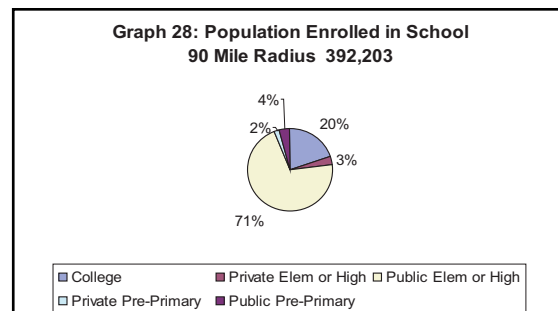
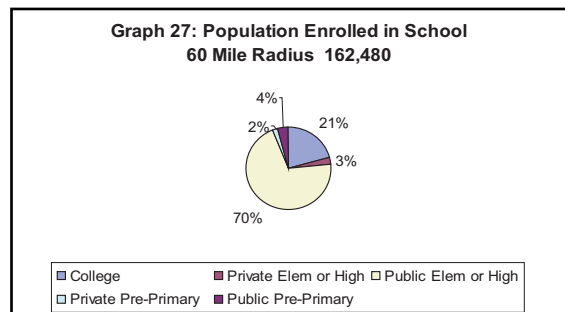
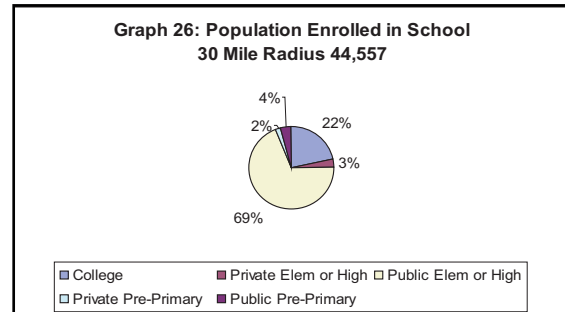
Generally, conventioneers are looking for new experiences and places to go when visiting a convention city/area. Currently, the experiences are lacking and poorly marketed in the Quad City Area. However, the millions of people living within the region provide a very large base to draw from. Florence/Sheffield should concentrate on becoming a Regional Convention Center. The addition of an Entertainment District in Sheffield would enhance the convention business by providing entertainment for conventioneers during their stay in the Quad City Area.

The newly constructed Florence Convention Center can accommodate meetings from 12 to 1,200 people and banquet from 8 - 800 making it the largest banquet facility in Northwest Alabama. These events will primarily consist of regional trade shows, consumer shows, meetings, seminars, and various other events.

iv) Group Tourists

In 1998, the North American Group Tour industry generated more than \$11 billion in direct expenditures<sup>16</sup>. This is the fastest growing segment of one of the fastest growing industries in America. The traditional tour bus stops in the past two decades have been Washington, D.C., Williamsburg, Virginia, and New England. These destinations are now being replaced by cities like Branson, Missouri, Myrtle Beach, South Carolina, San Antonio, Texas, and Memphis, Tennessee. The tour bus industry looks for the following major elements when reviewing potential destinations:

- 1) The destination should offer a unique experience.
- 2) The destination should entertain the tourist.



*Entertainment District Feasibility*

3) The destination should be educational with an emphasis on historical and/or cultural events. The historical tour is an important new product to the bus tourism industry.

4) The destination should provide easy access for buses and their passengers. The destination should also be safe and offer a good value.

By creating an Entertainment District, which consistently offers the best food and entertainment in the region, Sheffield and the Quad City Area could become the focal point of a tourism area which will include the current regional tourist attractions, historical sites in the area, and the future development of art and musical venues and events.

To attract the tour bus industry, the tourism community needs to recognize the attractions which are in the Quad City Area. This is accomplished by representing the Quad City Area at national tour conventions and meetings, by inviting tour operators to Sheffield and the Quad City Area, by convincing travel writers to write about Sheffield, and by generally making people aware of the advantage in bringing people to Sheffield.

v) Business Travelers

Business travelers come through Sheffield and the Quad City Area for work related reasons, so a slightly different marketing approach has to be implemented to attract this group. Rather than trying to entice them to come to the area, the goal is to inform the business traveler about the unique entertainment and food that will be offered in the Entertainment District. This group is seeking out entertainment after working hours and constantly looking for something different from the ordinary hotel restaurant fare. Existing companies in the area also want to entertain business clients and this will give them the opportunity to show off their community. Major employers in the

area who might bring in employees include:

Greater Quad City Number of Employees Selected Major Business' \*

Coffee Health Group	1,960
Tennessee Valley Authority	1,244
Lauderdale City Schools	1,111
Wise Alloys, LLC	1,043
Jimmy Dean Foods	1,015

Restaurant/Entertainment Market

Currently, there is not a high concentration of restaurants in downtown Sheffield. The Primary Market Area for this study is the area within a 30 mile radius on Montgomery and Third Street. In looking at the development of an Entertainment District in Sheffield, it is imperative that the vision for this development be based upon the concept that, with expanded marketing efforts, the number of people who will visit the city of Sheffield from both our Primary and Secondary Markets be increased. Approximately 80,000 square feet of restaurant, retail, and entertainment will be developed within Montgomery Avenue.

- Montgomery Avenue should be primarily an entertainment center with food, as opposed to, restaurants which offer some entertainment with food.
- Anchor tenants with a regional connection and that have a strong drawing appeal are needed. They will provide credibility for the development.
- Rent will include a percentage of



*Entertainment District Feasibility*

gross receipts against a Base Rent. It is estimated that a Base Rent should be between \$12.00 and \$14.00 per area foot. In addition, Common Area Maintenance (CAM) fees will be accessed to all retail tenants. CAM covers private garbage collection, insurance, security, and other expenses attributable to the common area shared by the tenants.

**(Endnotes)**

<sup>1</sup> The number is based on the following assumptions: 1) consumers who live within a thirty minute drive, 2) potential Leisure Tourists within a one hour drive of the area, 3) Group Tourists currently visiting Regional attractions, 4) Potential Hotel and Conference visitors, 5) Business Travelers in the MSA, and 6) Workers in the Shoals.

<sup>2</sup> 11-54A-1 Alabama Code Annotated "Business District Redevelopment Authorities" between the City and the downtown stakeholders.

<sup>3</sup> Buxton Company, Quad City Demographic Profile, Sheffield, Florence, Muscle Shoals, & Tuscumbia, 2003

<sup>4</sup> Id.

<sup>5</sup> Id.

<sup>6</sup> Id.

<sup>7</sup> Id.

<sup>8</sup> Id.

<sup>9</sup> Id.

<sup>10</sup> Id.

<sup>11</sup> Id.

<sup>12</sup> Id.

<sup>13</sup> Id.

<sup>14</sup> Id.

<sup>15</sup> ULI Study, Revitalization Through Entertainment, Michael S. Rubin, March, 1995

<sup>16</sup> Id.





# CHAPTER XIV.



Retail Trade Area Analysis

CENTER OF THE SHOALS

*Chapter XIV.**Retail Trade Area Analysis***Recommendations & Conclusions**

Buxton has reviewed three sites provided by the City of Sheffield on the basis of retail recruitment potential. This Retail Site Determination booklet features maps of each Site's trade area and analysis contributing to Buxton's recommendation of one site.

Sheffield is located in Northern Alabama, just South of Florence on U.S. Highway 72, about 15 miles South of the Tennessee border on the South side of the Tennessee River. Therefore, U.S. Hwy 72 is a major thoroughfare between these two cities bringing in an excess of 40,930 vehicles per day through the city.

Buxton's analysis determined that all three sites are suitable for retail development based upon population and household density, retail demand, and segmentation profiles. Buxton has ranked Site 1 (Jackson Highway & Hatch Boulevard) as having the best retail trade potential of the three sites studied. This recommendation is based on the market characteristics and retail potential of the sites studied. This recommendation does not take into consideration limitations related to cost, environment, engineering, infrastructure, or ownership.

Site 1, at the intersection of Jackson Highway & Hatch Boulevard, is located in the Northern portion of the city, and benefits from the large traffic counts on Highway 72. This site scored the highest in regard to the trade potential variables examined in this study. A higher than average income, population growth, and traffic count makes this site very attractive to retailers

Site 2, at the intersection of Third Street & Montgomery Avenue, is located in the center of the downtown districts. This site has the second highest totals in most of the trade potential variables examined in this study.

Site 3, at the intersection of Avalon Avenue & Montgomery Avenue, is located directly South of Site 2 and is at the Southern most part of the city limits. It has the lowest estimated

population density, population growth, and estimated retail potential of the three sites.

**Buxton Recommendation**

**Site 1:** Jackson Highway and Hatch Boulevard

The following list indicates example categories of retail that are likely to be identified for Sheffield:

**Major Categories of Retailers and Restaurants**

Apparel  
Grocery Stores  
Discount Department Stores  
Fast Food  
General Merchandise  
Restaurants/Bars





## *Retail Trade Area Analysis*

### **Selecting Sheffield, AL's Retail Site**

To begin the CommunityID process, Sheffield selected three sites to be analyzed and ranked for possible retail development or revitalization. The locations of the three sites are shown on Maps 20, 21, and 22.

**The next task for the sponsoring organization is to select one of the three sites for a more detailed analysis and determination of retail firms that will best match the consumers in Sheffield's trade area.**

To aid in the decision-making process to select the best site, Buxton has ranked the retail potential of the three sites based on the following analyses:

- A 15-minute drive-time trade area was delineated for each site.
- The customers in each trade area were segmented according to buying habits and lifestyles.
- A profile of Sheffield's customers within each of the three trade areas was developed.
- The retail demand for more than 400 products and services was determined for each potential trade area.

The purpose of these analyses is to develop Sheffield's customer profile. The Customer Profile is a snapshot of the customers that reside in Sheffield's trade area. Even though these consumers are complex and diverse, by using a variety of databases Buxton is able to capture and catalogue the extent to which potential demand for retailer's goods and services are concentrated in the trade area.

By overlaying Sheffield's Customer Profile with the 4,500 retail matching profiles in Buxton's proprietary database we are able to identify major categories of retail that are candidates for location in Sheffield. This

matching provides the basis for determining Sheffield's viability to attract retailers and restaurants and forms the basis for Buxton's recommendations and conclusions.

With this analysis and Buxton's recommendations, Sheffield's civic leaders can make a more informed decision about investments in infrastructure and can focus resources on areas of higher retail development potential.

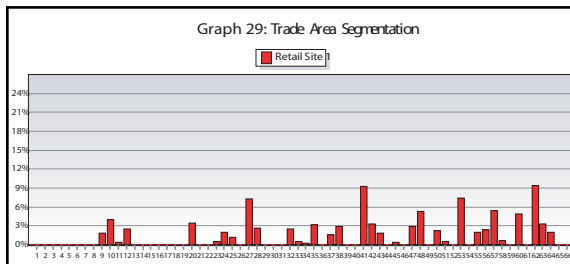


*Retail Trade Area Analysis***Site 1 Analysis: Jackson Highway & Hatch Boulevard****Drive-Time Trade Area**

Map 20 depicts the trade area for Site 1. The trade area consists of a 15-minute polygon determined by Buxton's proprietary drive-time technology.

**Psychographics**

The psychographic profile of the households within a 15-minute drive-time of Site 1 is shown in Graph 29.

**Dominant Segments**

A segment that represents at least 3% of a trade area is a dominant segment. Table 14 shows a description of the dominant segments for Site 1.

**Retail Trade Potential**

Table 15 outlines the estimated dollar

Dominant Segments	Description	Hb seholds	% of All Hb seholds
10	SECOND CITY ELITE	1,243	3.95%
20	FAST-TRACK FAMILIES	1,085	3.45%
27	MIDDLEBURG MANAGERS	2,296	7.30%
35	BOOMTOWN SINGLES	1,012	3.22%
41	SUNSET CITY BLUES	2,932	9.32%
42	RED, WHITE & BLUES	1,024	3.25%
48	YOUNG & RUSTIC	1,661	5.28%
53	MOBILITY BLUES	2,311	7.34%
57	OLD MILLTOWNS	1,704	5.42%
60	PARK BENCH SENIORS	1,557	4.95%
62	HOMETOWN RETIRED	2,973	9.45%
63	FAMILY THRIFTS	1,024	3.25%

potential available in major retail categories by consumers located within the trade area for Site 1.

Consumer Variable - Major Categories	Total Estimated Dollars
Food at Home	\$137,427,490
Food Away from Home	\$105,156,720
Alcoholic Beverages	\$27,534,010
Smoking Products & Supplies	\$26,658,560
Personal Care Products & Services	\$22,355,700
Day Care	\$6,776,710
Household Furnishings & Services	\$147,320,330
Housing Expenses	\$20,519,870
Apparel	\$87,592,330
Sports & Recreation	\$27,816,240
Miscellaneous	\$58,479,730
Education	\$27,429,160
Automotive	\$226,649,290
Health Care	\$111,389,210
<b>TOTAL</b>	<b>\$1,033,105,350</b>

Table 16 presents the trade potential variables for Site 1.

Trade Potential Variables	Site 1
2003 Estimated Household Count	31,120
2003 Number of Households in Dominant Segments	20,822
Traffic Count	40,930
Estimated Retail Potential	\$1,033,105,350

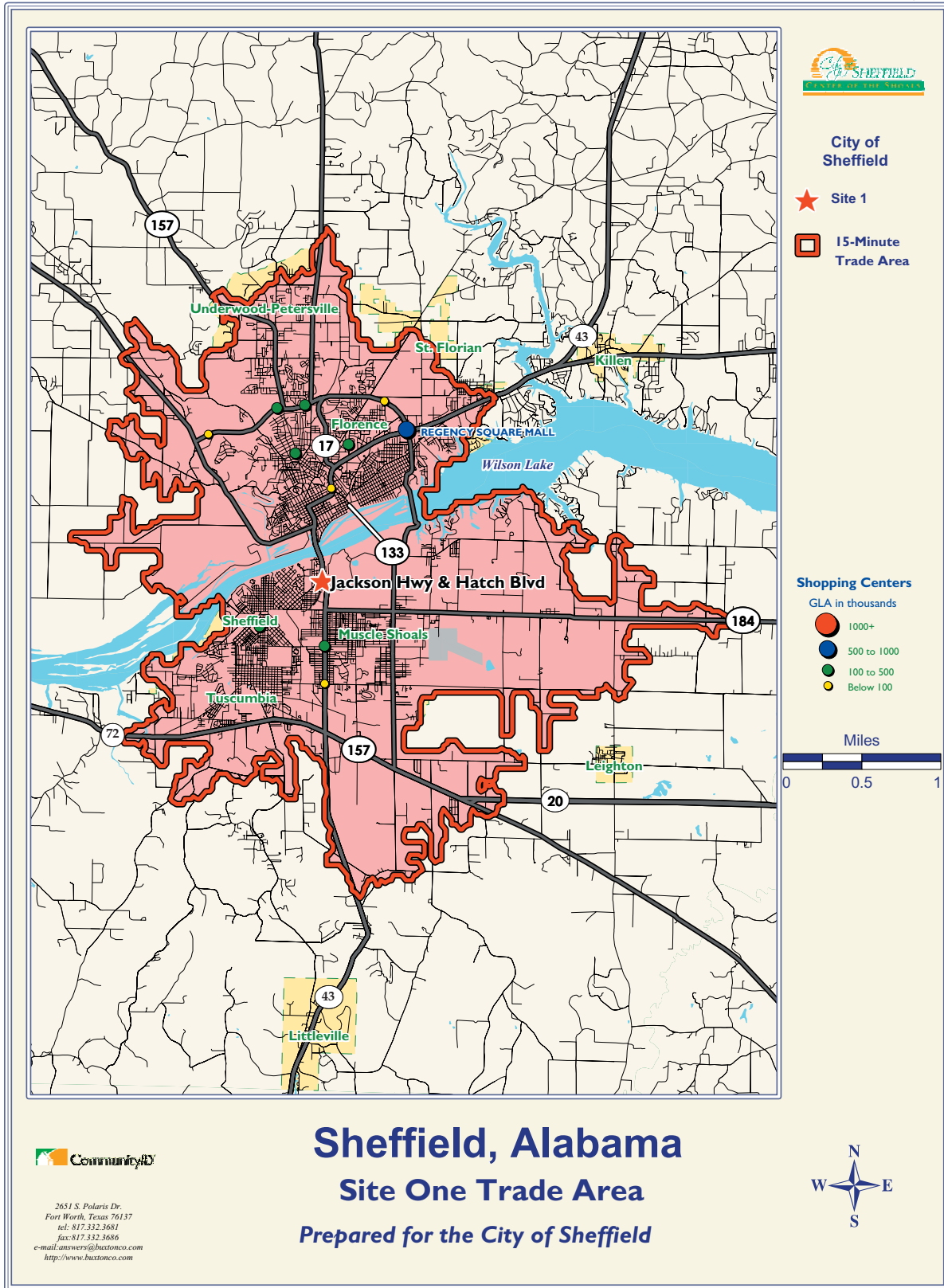
Source: Claritas, Inc, PRIZM® NE, © 2003







Retail Trade Area Analysis



Map 20

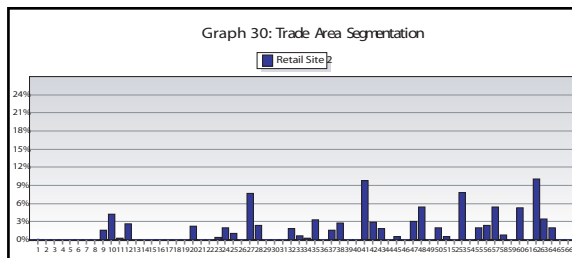


*Retail Trade Area Analysis***Site 2 Analysis: Third Street & Montgomery Avenue****Drive-Time Trade Area**

Map 21 depicts the trade area for Site 2. The trade area consists of a 15-minute polygon determined by Buxton's proprietary drive-time technology.

**Psychographics**

The psychographic profile of the households within a 15-minute drive-time of Site 2 is shown in Graph 30.

**Dominant Segments**

A segment that represents at least 3% of a trade area is a dominant segment. Table 17 shows a description of the dominant segments for Site 2.

Dominant Segments	Description	Hh seholds	% of All Hh seholds
10	SECOND CITY ELITE	1,237	4.21%
27	MIDDLEBURG MANAGERS	2,250	7.66%
35	BOOMTOWN SINGLES	991	3.37%
41	SUNSET CITY BLUES	2,876	9.79%
47	CITY STARTUPS	912	3.10%
48	YOUNG & RUSTIC	1,581	5.38%
53	MOBILITY BLUES	2,306	7.85%
57	OLD MILLTOWNS	1,603	5.46%
60	PARK BENCH SENIORS	1,551	5.28%
62	HOMETOWN RETIRED	2,972	10.11%
63	FAMILY THRIFTS	1,015	3.45%

**Retail Trade Potential**

Table 18 outlines the estimated dollar potential available in major retail categories by consumers located within the trade area for Site 2.

Consumer Variable - Major Categories	Total Estimated Dollars
Food at Home	\$126,509,650
Food Away from Home	\$95,737,890
Alcoholic Beverages	\$25,160,830
Smoking Products & Supplies	\$24,724,080
Personal Care Products & Services	\$20,484,660
Day Care	\$6,114,180
Household Furnishings & Services	\$113,113,040
Housing Expenses	\$18,878,240
Apparel	\$79,188,340
Sports & Recreation	\$24,946,790
Miscellaneous	\$52,726,290
Education	\$24,968,950
Automotive	\$206,621,040
Health Care	\$102,774,590
<b>TOTAL</b>	<b>\$941,948,570</b>

Table 19 presents the trade potential variables for Site 2.

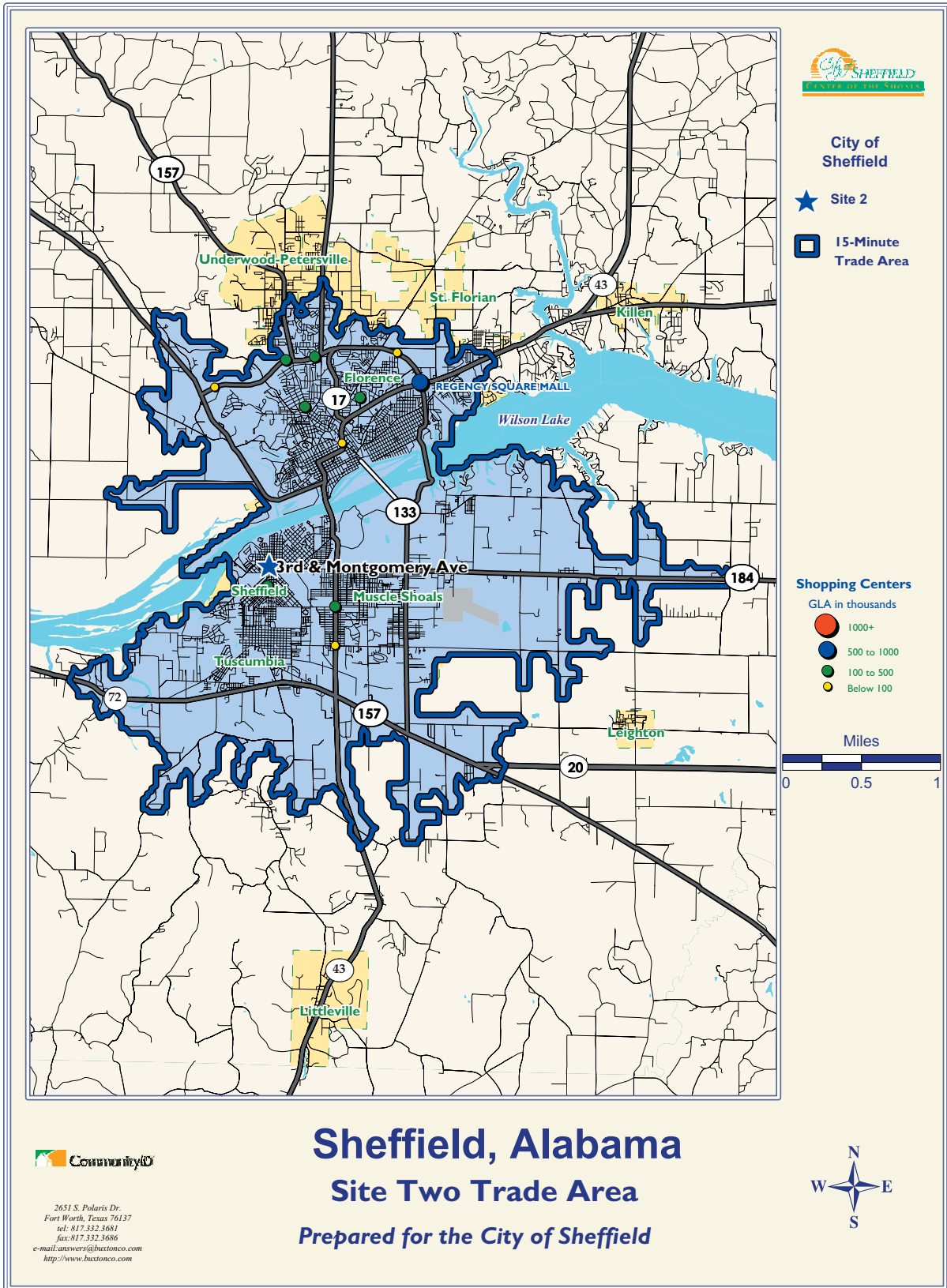
Trade Potential Variables	Site 2
2003 Estimated Household Count	29,885
2003 Number of Households in Dominant Segments	19,294
Traffic Count	26,570
Estimated Retail Potential	\$941,948,570

Source: Claritas, Inc, PRIZM® NE, © 2003





Retail Trade Area Analysis



Map 21

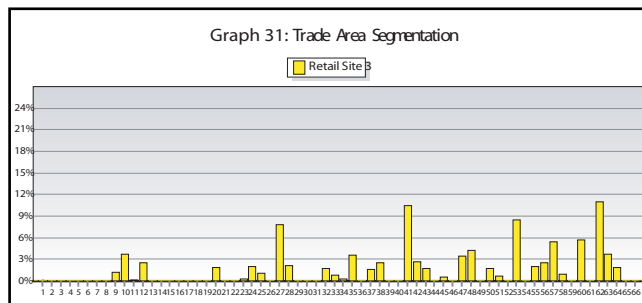


*Retail Trade Area Analysis***Site 3 Analysis: Avalon Avenue & Montgomery Avenue****Drive-Time Trade Area**

Map 22 depicts the trade area for Site 3. The trade area consists of a 15-minute polygon determined by Buxton's proprietary drive-time technology.

**Psychographics**

The psychographic profile of the households within a 15-minute drive-time of Site 3 is shown in Graph 31.

**Dominant Segments**

A segment that represents at least 3 percent of a trade area is a dominant segment. Table 20 shows a description of the dominant segments for Site 3.

Dominant Segments	Description	Hh seholds	% of All Hh seholds
10	SECOND CITY ELITE	1,011	3.74%
27	MIDDLEBURG MANAGERS	2,120	7.85%
35	BOOMTOWN SINGLES	950	3.52%
41	SUNSET CITY BLUES	2,826	10.46%
47	CITY STARTUPS	912	3.38%
48	YOUNG & RUSTIC	1,126	4.17%
53	MOBILITY BLUES	2,298	8.51%
57	OLD MILLTOWNS	1,470	5.44%
60	PARK BENCH SENIORS	1,548	5.73%
62	HOMETOWN RETIRED	2,964	10.97%
63	FAMILY THRIFTS	1,013	3.75%

**Retail Trade Potential**

Table 21 outlines the estimated dollar potential available in major retail categories by consumers located within the trade area for Site 3.

<i>Consumer Variable - Major Categories</i>	<i>Total Estimated Dollars</i>
Food at Home	\$115,691,770
Food Away from Home	\$86,342,120
Alcoholic Beverages	\$22,723,020
Smoking Products & Supplies	\$22,767,260
Personal Care Products & Services	\$18,614,530
Day Care	\$5,504,270
Household Furnishings & Services	\$119,676,150
Housing Expenses	\$17,252,830
Apparel	\$71,338,020
Sports & Recreation	\$22,328,310
Miscellaneous	\$47,185,540
Education	\$22,408,750
Automotive	\$187,291,340
Health Care	\$93,668,990
<b>TOTAL</b>	<b>\$852,792,900</b>

Table 22 presents the trade potential variables for Site 3.

Trade Potential Variables	Site 3
2003 Estimated Household Count	27,443
2003 Number of Households in Dominant Segments	16,238
Traffic Count	32,250
Estimated Retail Potential	\$852,792,900

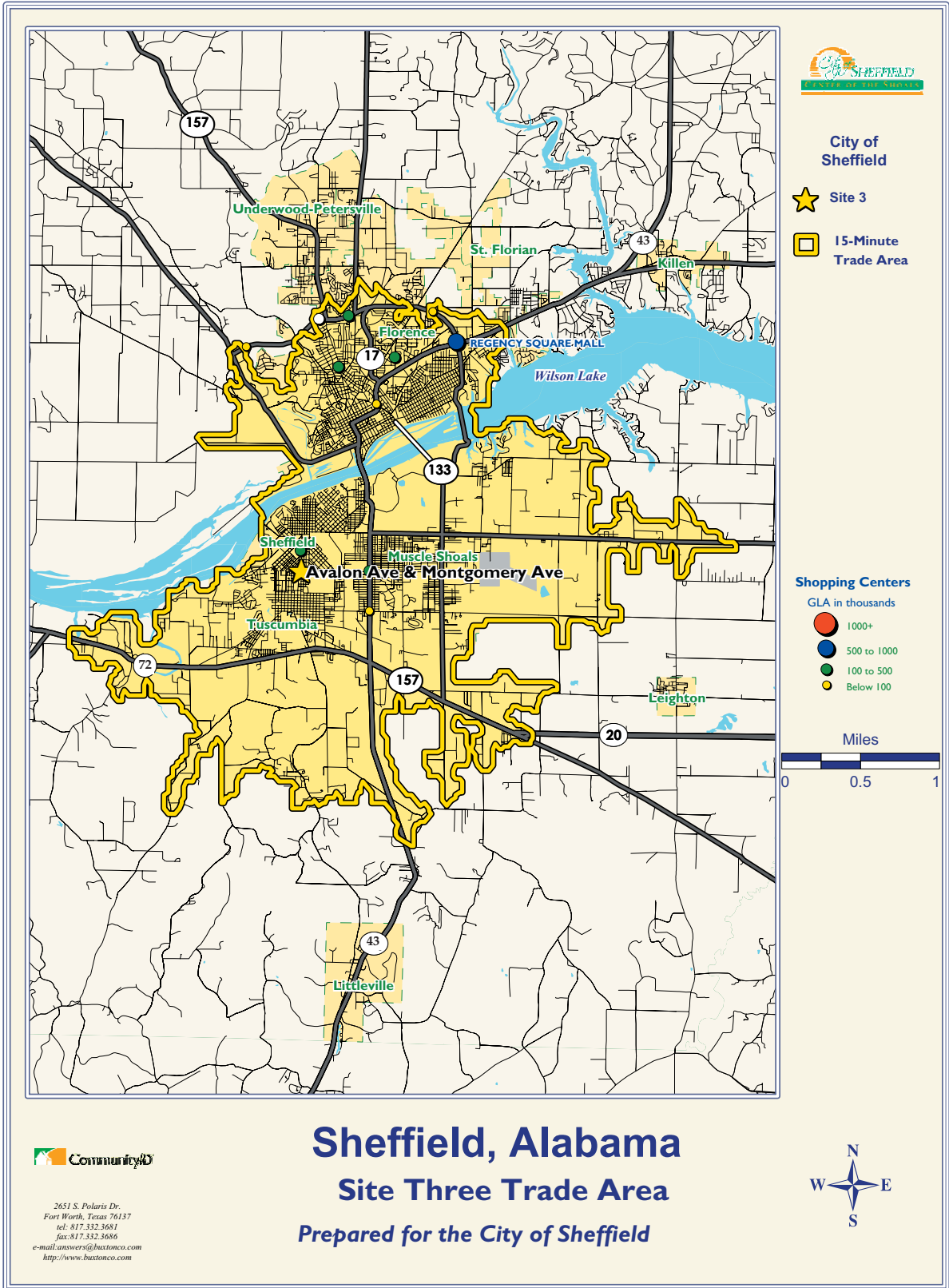
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Retail Trade Area Analysis

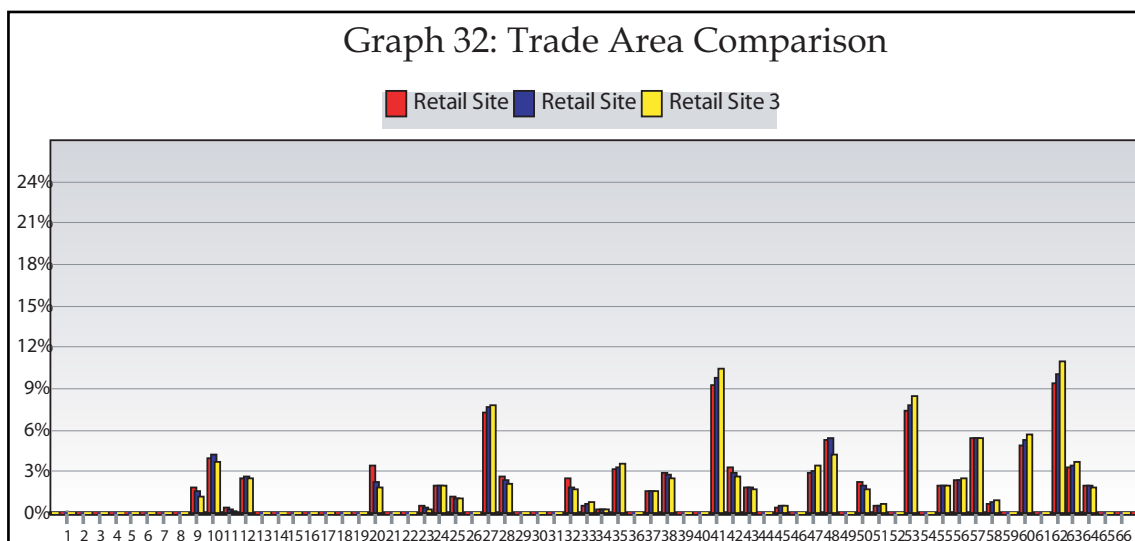




## Site Comparison

### Trade Area Segmentation

This side by side comparison of the three trade areas shows the compositions and characteristics of the households to be very similar. This is not unusual and can be expected in an area with potential sites in close proximity.



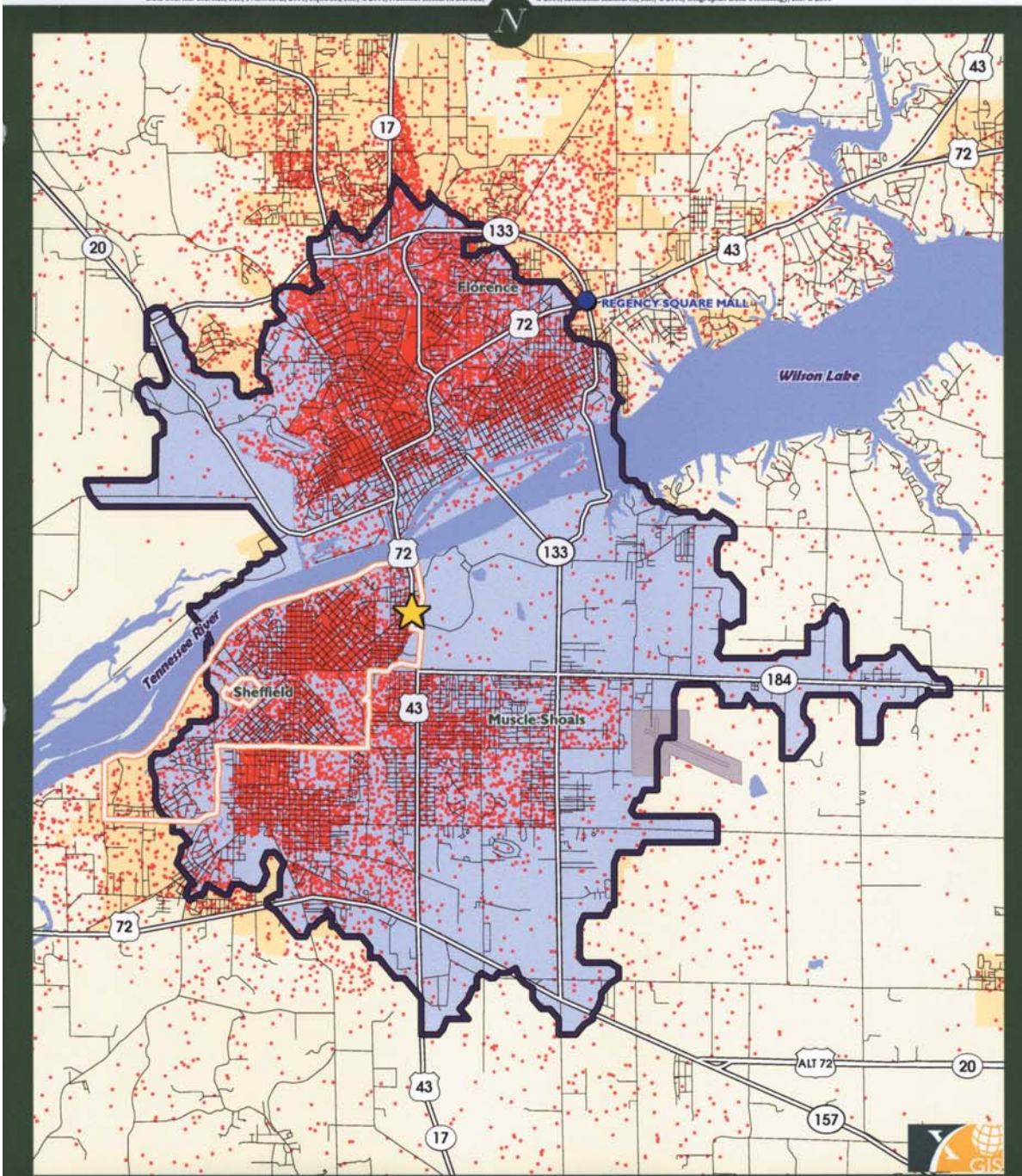
Source: Claritas, Inc, PRIZM® NE, © 2003

<b>Table 23: 15-Minute Area Statistics with Trade Area Rank</b>			
Trade Potential Variables	Site 1	Site 2	Site 3
2003 Estimated Household Count	31,120 (1)	29,885 (2)	27,443 (3)
2003 Number of Households in Dominant Segments	20,822 (1)	19,294 (2)	16,238 (3)
Traffic Count	40,930 (1)	26,570 (2)	32,250 (3)
Estimated Retail Potential	\$1,033,105,350 (1)	\$941,948,570 (2)	\$852,792,900 (3)

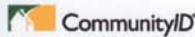




Data Source: Claritas, Inc., PrimeBNE, 2006; InfoUSA, Inc., © 2006; National Research Bureau, © 2006; Mediamark Research, Inc., © 2006; Geographic Data Technology, Inc. © 2006



### Sheffield, AL: Overview



Shopping Centers

GLA in thousands

1000+

500 to 1000

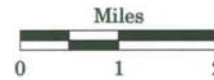
★ Proposed Retail Location

■ Trade Area

★ S&K Famous Brand Menswear

Dominant Segment Households

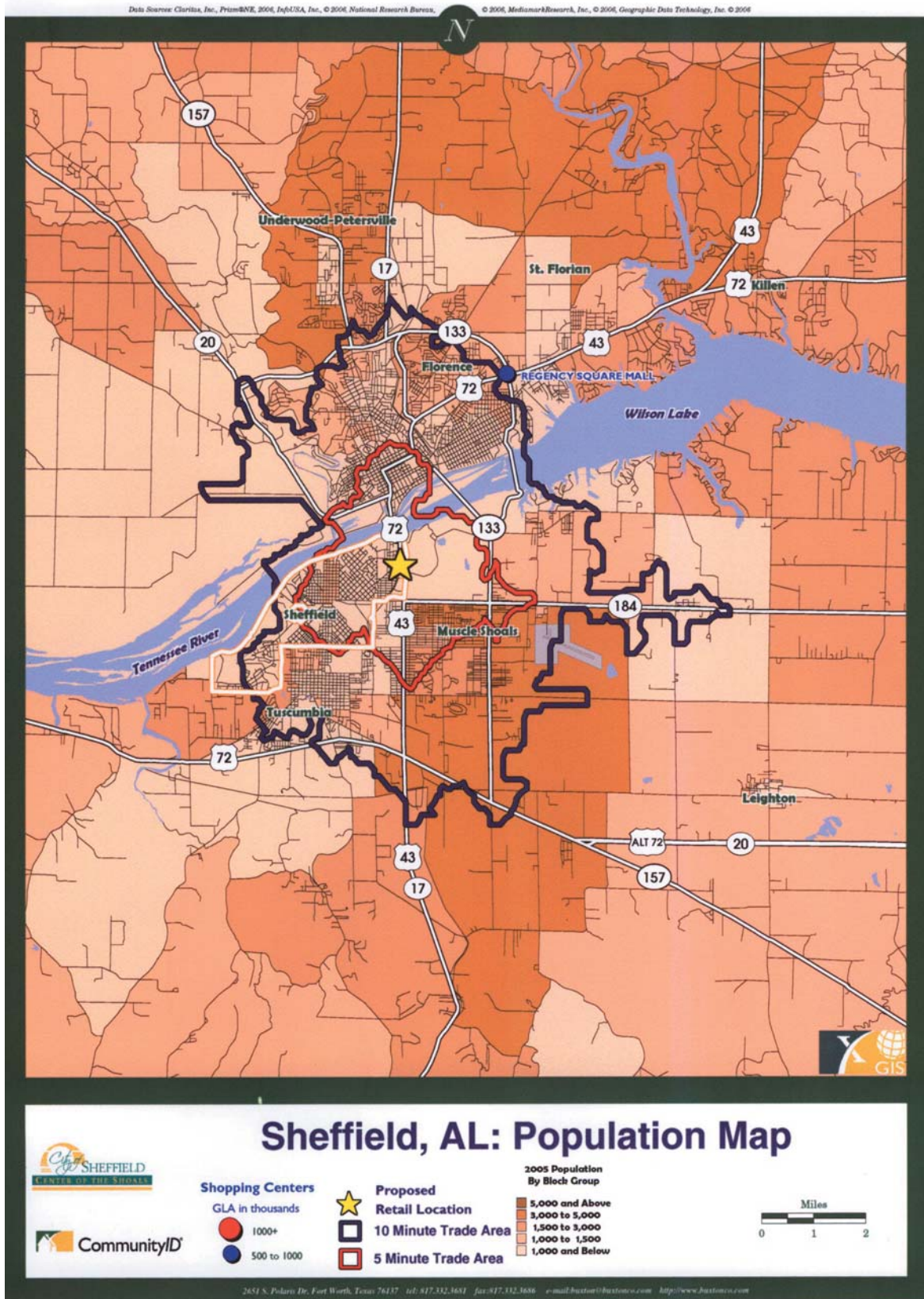
1 Dot = 1 Household



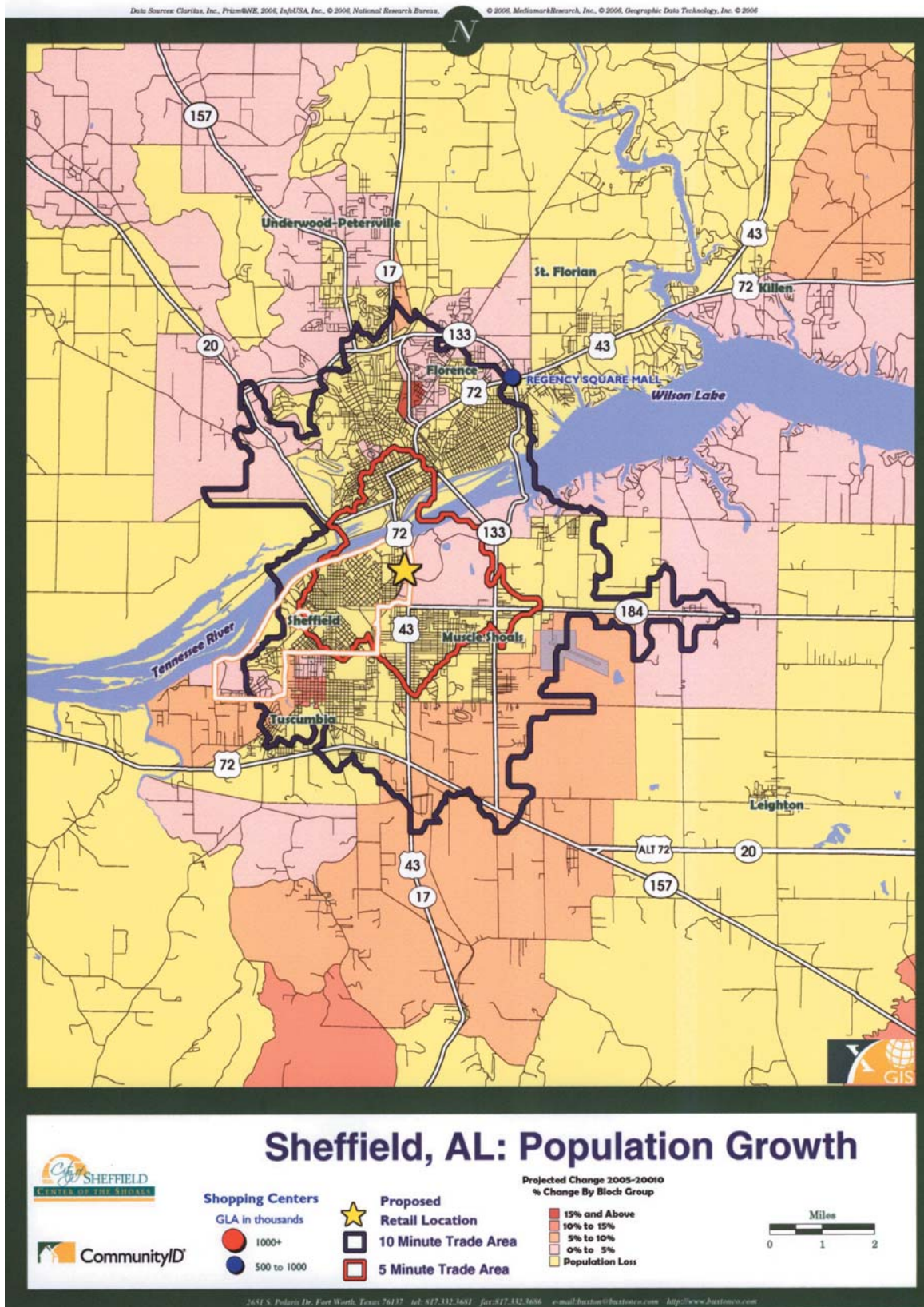
2851 S. Polaris Dr. Fort Worth, Texas 76137. Tel: 817.332.3661 Fax: 817.332.3688. e-mail: baston@bastons.com http://www.bastons.com



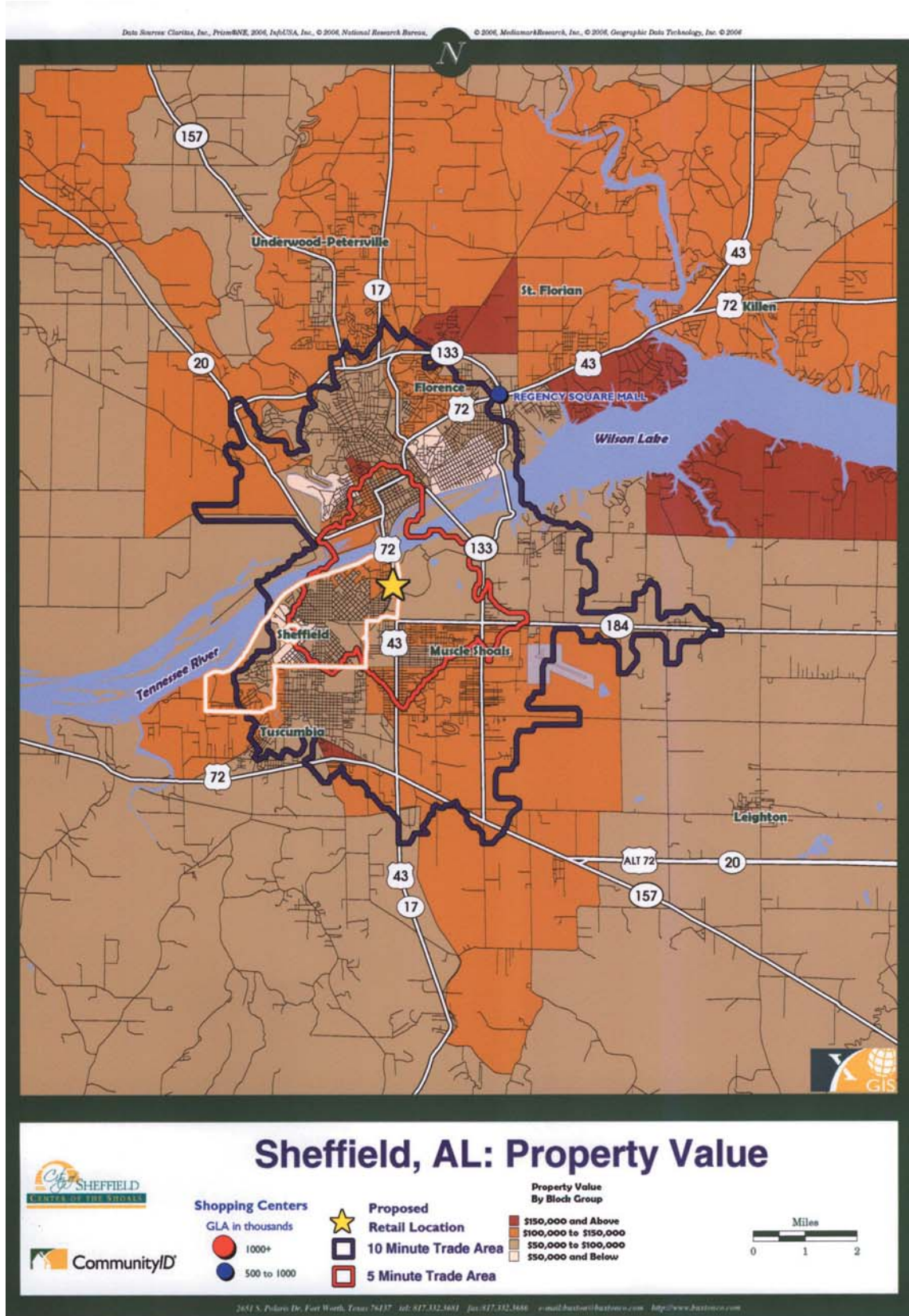


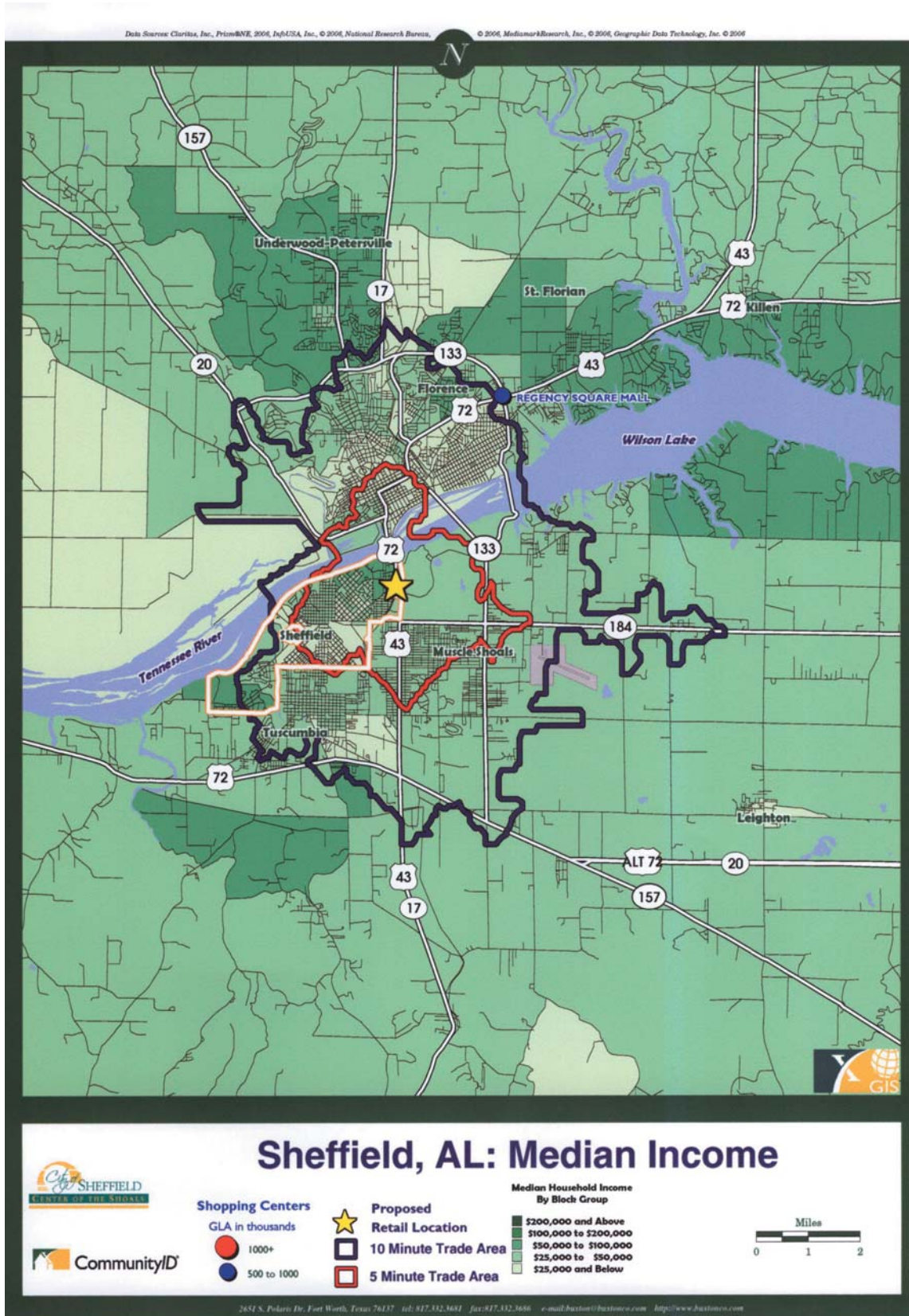




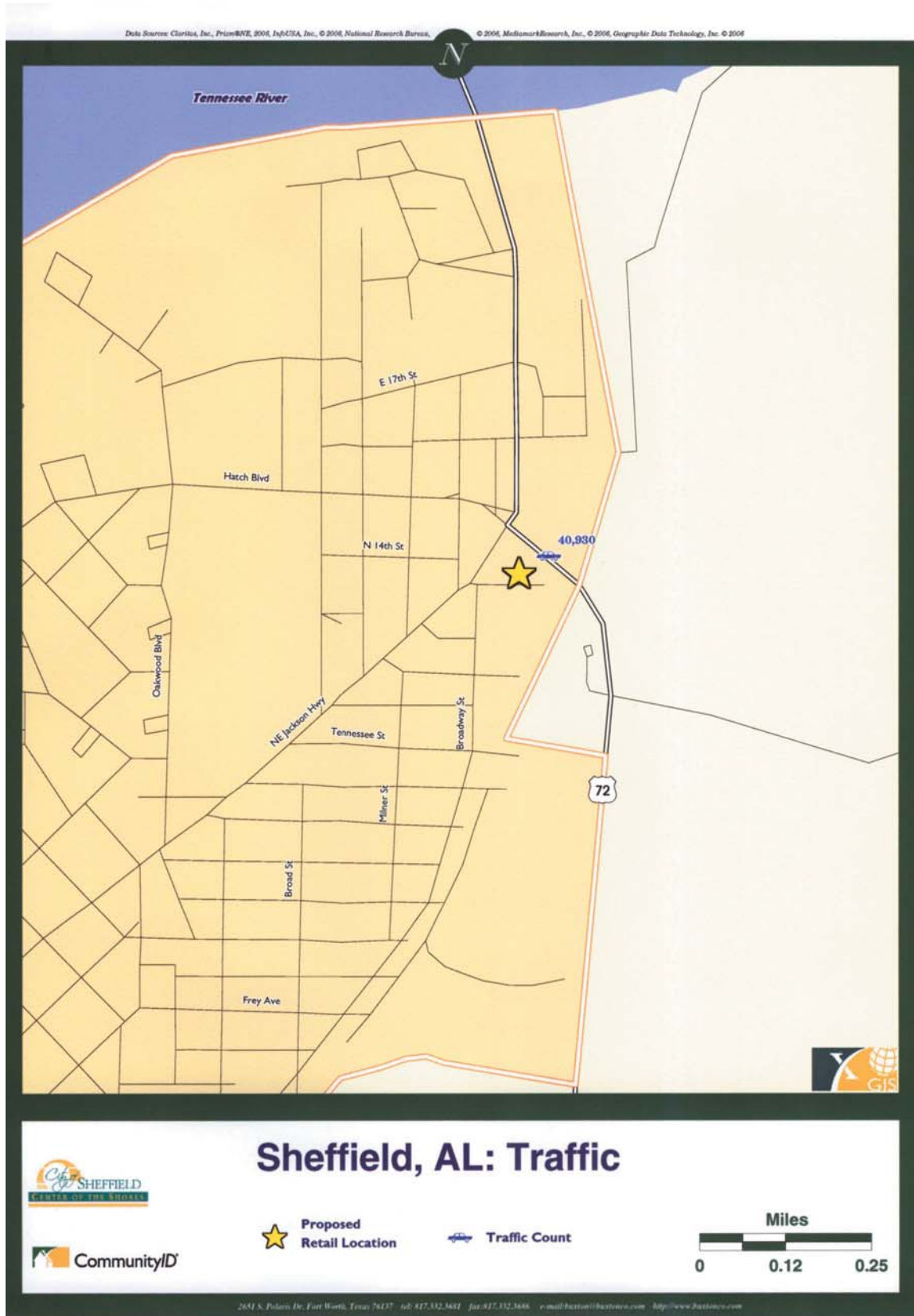














*Retail Trade Area Analysis***Brief Segment Descriptions**

1. **UPPER CRUST** - The nation's most exclusive address, Upper Crust is the wealthiest lifestyle in America—a haven for empty-nesting couples over 55 years old. No segment has a higher concentration of residents earning over \$200,000 a year or possessing a postgraduate degree, and none has a more opulent standard of living.
2. **BLUE BLOOD ESTATES** - Blue Blood Estates is a family portrait of suburban wealth, a place of million-dollar homes and manicured lawns, high-end cars, and exclusive private clubs. The nation's second-wealthiest lifestyle, it is characterized by married couples with children, college degrees, a significant percentage of Asian Americans, and six-figure incomes earned by business executives, managers, and professionals.
3. **MOVERS & SHAKERS** - Movers & Shakers is home to America's up-and-coming business class: a wealthy suburban world of dual-income couples who are highly educated, typically between the ages of 35 and 54, often with children. Given its high percentage of executives and white-collar professionals, there is a decided business bent to this segment: Movers & Shakers rank number one for owning a small business and having a home office.
4. **YOUNG DIGERATI** - Young Digerati are the nation's tech-savvy singles and couples living in fashionable neighborhoods on the urban fringe. Affluent, highly educated, and ethnically mixed, Young Digerati communities are typically filled with trendy apartments and condos, fitness clubs, clothing boutiques, casual restaurants, and all types of bars—from juice to coffee to microbrew.
5. **COUNTRY SQUIRES** - The wealthiest residents in exurban America live in Country Squires, an oasis for affluent Baby Boomers who have fled the city for the charms of small-town living. In their bucolic communities, noted for their recently built homes on sprawling properties, the families of executives live in six-figure comfort. Country Squires enjoy country club sports like golf, tennis, and swimming as well as skiing, boating, and biking.
6. **WINNER'S CIRCLE** - Among the wealthy suburban lifestyles, Winner's Circle is the youngest, a collection of mostly 25- to 34-year-old couples with large families in new-money subdivisions. Surrounding their homes are the signs of upscale living: recreational parks, golf courses, and upscale malls. With a median income of nearly \$90,000, Winner's Circle residents are big spenders who like to travel, ski, go out to eat, shop at clothing boutiques, and take in a show.
7. **MONEY & BRAINS** - The residents of Money & Brains seem to have it all: high incomes, advanced degrees, and sophisticated tastes to match their credentials. Many of these city dwellers—predominantly white with a high concentration of Asian Americans—are married couples with few children who live in fashionable homes on small, manicured lots.
8. **EXECUTIVE SUITES** - Executive Suites consists of upper-middle-class singles and couples typically living just beyond the nation's beltways. Filled with significant numbers of Asian Americans and college graduates—both groups are represented at more than twice the national average—this segment is a haven for white-collar professionals drawn to comfortable homes and apartments within a manageable commute to downtown jobs, restaurants and entertainment.



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9. BIG FISH, SMALL POND - Older, upper-class, college-educated professionals, the members of Big Fish, Small Pond are often among the leading citizens of their small-town communities. These upscale, empty-nesting couples enjoy the trappings of success, belonging to country clubs, maintaining large investment portfolios, and spending freely on computer technology.
10. SECOND CITY ELITE - There's money to be found in the nation's smaller cities, and you're most likely to find it in Second City Elite. The residents of these satellite cities tend to be prosperous executives who decorate their \$200,000 homes with multiple computers, large-screen TV sets, and an impressive collection of wines. With more than half holding college degrees, Second City Elite residents enjoy cultural activities - from reading books to attending theater and dance productions.
11. GOD'S COUNTRY - When city dwellers and suburbanites began moving to the country in the 1970's, God's Country emerged as the most affluent of the nation's exurban lifestyles. Today, wealthier communities exist in the hinterlands, but God's Country remains a haven for upper-income couples in spacious homes. Typically college-educated Baby Boomers, these Americans try to maintain a balanced lifestyle between high-power jobs and laid-back leisure.
12. BRITE LITES, LI'L CITY - Not all of the America's chic sophisticates live in major metros. Brite Lights, Li'l City is a group of well-off, middle-aged couples settled in the nation's satellite cities. Residents of this typical double income, no kid's households have college educations, well-paying businesses and professional careers and swank homes filled with the latest technology.
13. UPWARD BOUND - More than any other segment, Upward Bound appears to be the home of those legendary Soccer Moms and Dads. In these small satellite cities, upper-class families boast dual incomes, college degrees, and new split-levels and colonials. Residents of Upward Bound tend to be kid-obsessed, with heavy purchases of computers, action figures, dolls, board games, bicycles, and camping equipment.
14. NEW EMPTY NESTS - With their grown-up children recently out of the house, New Empty Nests is composed of upscale older Americans who pursue active - and activist - lifestyles. Nearly three-quarters of residents are over 65 years old, but they show no interest in a rest-home retirement. This is the top-ranked segment for all-inclusive travel packages; the favorite destination is Italy.
15. POOLS & PATIOS - Formed during the postwar Baby Boom, Pools & Patios has evolved from a segment of young suburban families to one for mature, empty-nesting couples. In these stable neighborhoods graced with backyard pools and patios - the highest proportion of homes were built in the 1960's - residents work as white-collar managers and professionals, and are now at the top of their careers.
16. BOHEMIAN MIX - A collection of young, mobile urbanites, Bohemian Mix represents the nation's most liberal lifestyles. Its residents are a progressive mix of young singles and couples, students and professionals, Hispanics, Asians, African-Americans, and whites. In their funky row houses and apartments, Bohemian Mixers are the early adopters who are quick to check out the latest movie, nightclub, laptop, and microbrew.



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17. BELTWAY BOOMERS – The members of the postwar Baby Boom are all grown up. Today, these Americans are in their forties and fifties, and one segment of this huge cohort—college-educated, upper-middle-class, and home-owning—is found in Beltway Boomers. Like many of their peers who married late, these Boomers are still raising children in comfortable suburban subdivisions and they’re pursuing kid-centered lifestyles.
18. KIDS & CUL-DE-SACS – Upscale, suburban, married couples with children is the description of Kids & Cul-de-Sacs, an enviable lifestyle of large families in recently built subdivisions. With a high rate of Hispanic and Asian Americans, this segment is a refuge for college-educated, white-collar professionals, with administrative jobs and upper-middle-class incomes. Their nexus of education, affluence, and children translates into large outlays for child-centered products and services.
19. HOME SWEET HOME – Widely scattered across the nation’s suburbs, the residents of Home Sweet Home tend to be upper-middle-class married couples living in mid-sized homes with few children. The adults in the segment, mostly between the ages of 25 and 54, have gone to college and hold professional and white-collar jobs. With their upscale incomes and small families, these folks have fashioned comfortable lifestyles, filling their homes with toys, TV sets, and pets.
20. FAST-TRACK FAMILIES – With their upper-middle-class incomes, numerous children, and spacious homes, Fast-Track Families are in their prime acquisition years. These middle-aged parents have the disposable income and educated sensibility to want the best for their children. They buy the latest technology with impunity: new computers, DVD players, home theater systems, and video games. They take advantage of their rustic locales by camping, boating, and fishing.
21. GRAY POWER – The steady rise of older, healthier Americans over the past decade has produced one important by-product: middle-class, home-owning suburbanites who are aging in place rather than moving to retirement communities. A segment of older, mid-scale singles and couples who live in quiet comfort, Gray Power reflects this trend.
22. YOUNG INFLUENTIALS – Once known as the home of the nation’s yuppies, Young Influentials reflects the fading glow of acquisitive yuppiedom. Today, the segment is a common address for young, middle-class singles and couples who are more preoccupied with balancing work and leisure pursuits. Having recently left college dorms, they now live in apartment complexes surrounded by ball fields, health clubs, and casual-dining restaurants.
23. GREENBELT SPORTS – A segment of middle-class exurban couples, Greenbelt Sports is known for its active lifestyle. Most of these middle-aged residents are married, college-educated, and own new homes; about a third have children. Few segments have higher rates for pursuing outdoor activities such as skiing, canoeing, backpacking, boating, and mountain biking.
24. UP-AND-COMERS – Up-and-Comers is a stopover for young, mid-scale singles before they marry, have families, and establish more deskbound lifestyles. Found in second-tier cities, these mobile twenty-somethings include a disproportionate number of recent college graduates who are into athletic activities, the latest technology,



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and nightlife entertainment.

25. **COUNTRY CASUALS** - There's a laid-back atmosphere in Country Casuals, a collection of middle-aged, upper-middle-class households that have started to empty-nest. Workers here—and most households boast two earners—have well-paying blue- or white-collar jobs, or own small businesses. Today these Baby-Boom couples have the disposable income to enjoy traveling, owning timeshares, and going out to eat.
26. **THE COSMOPOLITANS** - Educated, mid-scale, and multi-ethnic, The Cosmopolitans are urbane couples in America's fast-growing cities. Concentrated in a handful of metros—such as Las Vegas, Miami, and Albuquerque—these households feature older home-owners, empty-nesters, and college graduates. A vibrant social scene surrounds their older homes and apartments, and residents love the nightlife and enjoy leisure-intensive lifestyles.
27. **MIDDLEBURG MANAGERS** - Middleburg Managers arose when empty-nesters settled in satellite communities, which offered a lower cost of living and more relaxed pace. Today segment residents tend to be middle-class and over 55 years old with solid managerial jobs and comfortable retirements. In their older homes, they enjoy reading, playing musical instruments, indoor gardening, and refinishing furniture.
28. **TRADITIONAL TIMES** - Traditional Times is the kind of lifestyle where small-town couples nearing retirement are beginning to enjoy their first empty-nest years. Typically in their fifties and sixties, these middle-class Americans pursue a kind of granola-and-grits lifestyle. On their coffee tables are magazines with titles ranging from *Country Living* and *Country Home* to *Gourmet* and *Forbes*. But they're big travelers, especially in recreational vehicles and campers.
29. **AMERICAN DREAMS** - American Dreams is a living example of how ethnically diverse the nation has become: more than half the residents are Hispanic, Asian, or African-American. In these multilingual neighborhoods—one in ten residents speaks a language other than English—middle-aged immigrants and their children live in middle-class comfort.
30. **SUBURBAN SPRAWL** - Suburban Sprawl is an unusual American lifestyle: a collection of mid-scale, middle-aged singles and couples living in the heart of suburbia. Typically members of the Baby Boom generation, they hold decent jobs, own older homes and condos, and pursue conservative versions of the American Dream. Among their favorite activities are jogging on treadmills, playing trivia games, and renting videos.
31. **URBAN ACHIEVERS** - Concentrated in the nation's port cities, Urban Achievers is often the first stop for up-and-coming immigrants from Asia, South America, and Europe. These young singles and couples are typically college-educated and ethnically diverse: about a third are foreign-born, and even more speak a language other than English.
32. **NEW HOMESTEADERS** - Young, middle-class families seeking to escape suburban sprawl find refuge in New Homesteaders, a collection of small rustic townships filled with new ranches and Cape Cods. With decent-paying jobs in white-collar and service industries, these dual-income couples have fashioned comfortable, child-centered lifestyles, their driveways filled with campers and powerboats,





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- their family rooms with PlayStations and Game Boys.
33. **BIG SKY FAMILIES** - Scattered in placid towns across the American heartland, Big Sky Families is a segment of young rural families who have turned high school educations and blue-collar jobs into busy, middle-class lifestyles. Residents like to play baseball, basketball, and volleyball in addition to going fishing, hunting, and horseback riding. To entertain their sprawling families, they buy virtually every piece of sporting equipment on the market.
  34. **WHITE PICKET FENCES** - Midpoint on the socioeconomic ladder, residents in White Picket Fences look a lot like the stereotypical American household of a generation ago: young, middle-class, married with children. But the current version is characterized by modest homes and ethnic diversity— including a disproportionate number of Hispanics and African-Americans.
  35. **BOOMTOWN SINGLES** - Affordable housing, abundant entry-level jobs, and a thriving singles scene— all have given rise to the Boomtown Singles segment in fast-growing satellite cities. Young, single, and working-class, these residents pursue active lifestyles amid sprawling apartment complexes, bars, convenience stores, and laundromats.
  36. **BLUE-CHIP BLUES** - Blue-Chip Blues is known as a comfortable lifestyle for young, sprawling families with well-paying blue-collar jobs. Ethnically diverse— with a significant presence of Hispanics and African-Americans— the segment’s aging neighborhoods feature compact, modestly priced homes surrounded by commercial centers that cater to child-filled households.
  37. **MAYBERRY-VILLE** - Like the old Andy Griffith Show set in a quaint picturesque berg, Mayberry-ville harks back to an old-fashioned way of life. In these small towns, middle-class couples and families like to fish and hunt during the day, and stay home and watch TV at night. With lucrative blue-collar jobs and moderately priced housing, residents use their discretionary cash to purchase boats, campers, motorcycles, and pickup trucks.
  38. **SIMPLE PLEASURES** - With more than two-thirds of its residents over 65 years old, Simple Pleasures is mostly a retirement lifestyle: a neighborhood of lower-middle-class singles and couples living in modestly priced homes. Many are high school-educated seniors who held blue-collar jobs before their retirement, and a disproportionate number served in the military; no segment has more members of veterans clubs.
  39. **DOMESTIC DUOS** - Domestic Duos represents a middle-class mix of mainly over-55 singles and married couples living in older suburban homes. With their high-school educations and fixed incomes, segment residents maintain an easy-going lifestyle. Residents like to socialize by going bowling, seeing a play, meeting at the local fraternal order, or going out to eat.
  40. **CLOSE-IN COUPLES** - Close-In Couples is a group of predominantly African-American couples living in older homes in the urban neighborhoods of mid-sized metros. High school educated and empty nesting, these 55-year-old-plus residents typically live in older city neighborhoods, enjoying secure, and comfortable retirements.
  41. **SUNSET CITY BLUES** - Scattered throughout the older neighborhoods of small cities, Sunset City Blues is a segment of lower-middle-class singles and couples who have retired or are



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getting close to retirement. These empty-nesters tend to own their homes, but have modest educations and incomes. They maintain a low-key lifestyle filled with newspapers and television by day, and family-style restaurants at night.

42. **RED, WHITE, & BLUES** – The residents of Red, White, & Blues typically live in exurban towns rapidly morphing into bedroom suburbs. Their streets feature new fast-food restaurants, and locals have recently celebrated the arrival of chains like Wal-Mart, Radio Shack, and Payless Shoes. Middle-aged, high school educated, and lower-middle class, these folks tend to have solid, blue-collar jobs in manufacturing, milling, and construction.
43. **HEARTLANDERS** – America was once a land of small middle-class towns, which can still be found today among Heartlanders. This widespread segment consists of middle-aged couples with working-class jobs living in sturdy, unpretentious homes. In these communities of small families and empty-nesting couples, Heartlanders pursue a rustic lifestyle where hunting and fishing remain prime leisure activities along with cooking, sewing, camping, and boating.
44. **NEW BEGINNINGS** – Filled with young, single adults, New Beginnings is a magnet for adults in transition. Many of its residents are twenty-something singles and couples just starting out on their career paths—or starting over after recent divorces or company transfers. Ethnically diverse—with nearly half its residents Hispanic, Asian, or African-American—New Beginnings households tend to have the modest living standards typical of transient apartment dwellers.
45. **BLUE HIGHWAYS** – On maps, blue highways are often two-lane roads that

wind through remote stretches of the American landscape. Among lifestyles, Blue Highways is the standout for lower-middle-class couples and families who live in isolated towns and farmsteads. Here, Boomer men like to hunt and fish, the women enjoy sewing and crafts, and everyone looks forward to going out to a country music concert.

46. **OLD GLORIES** – Old Glories are the nation’s downscale suburban retirees, Americans aging in place in older apartment complexes. These racially mixed households often contain widows and widowers living on fixed incomes, and they tend to lead home-centered lifestyles. They’re among the nation’s most ardent television fans, watching game shows, soaps, talk shows, and newsmagazines at high rates.
47. **CITY STARTUPS** – In City Startups, young, multi-ethnic singles have settled in neighborhoods filled with cheap apartments and a commercial base of cafés, bars, laundromats, and clubs that cater to twenty-somethings. One of the youngest segments in America—with ten times as many college students as the national average—these neighborhoods feature low incomes and high concentrations of Hispanics and African-Americans.
48. **YOUNG & RUSTIC** – Like the soap opera that inspired its nickname, Young & Rustic is composed of young, restless singles. Unlike the glitzy soap denizens, however, these folks tend to be lower income, high school-educated, and live in tiny apartments in the nation’s exurban towns. With their service industry jobs and modest incomes, these folks still try to fashion fast-paced lifestyles centered on sports, cars, and dating.



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49. **AMERICAN CLASSICS** – They may be older, lower-middle class and retired, but the residents of American Classics are still living the American Dream of home ownership. Few segments rank higher in their percentage of home owners, and that fact alone reflects a more comfortable lifestyle for these predominantly white singles and couples with deep ties to their neighborhoods.
50. **KIDCOUNTRY, USA** – Widely scattered throughout the nation’s heartland, Kid Country, USA is a segment dominated by large families living in small towns. Predominantly white with an above-average concentration of Hispanics, these young working-class households include homeowners, renters, and military personnel living in base housing; about 20 percent of residents own mobile homes.
51. **SHOTGUNS & PICKUPS** – The segment known as Shotguns & Pickups came by its moniker honestly: it scores near the top of all lifestyles for owning hunting rifles and pickup trucks. These Americans tend to be young, working-class couples with large families—more than half have two or more kids—living in small homes and manufactured housing. Nearly a third of residents live in mobile homes, which is more than any other segment.
52. **SUBURBAN PIONEERS** – Suburban Pioneers represents one of the nation’s eclectic lifestyles, a mix of young singles, recently divorced, and single parents who have moved into older, inner-ring suburbs. They live in aging homes and garden-style apartment buildings where the jobs are blue-collar and the money is tight. What unites these residents—a diverse mix of whites, Hispanics, and African-Americans—is a working-class sensibility and an appreciation for their off-the-beaten-track neighborhoods.
53. **MOBILITY BLUES** – Young singles and single parents make their way to Mobility Blues, a segment of working-class neighborhoods in America’s satellite cities. Racially mixed and under 25 years old, these transient Americans tend to have modest lifestyles due to their lower-income blue-collar jobs. Surveys show they excel in going to movies, playing basketball, and shooting pool.
54. **MULTI-CULTI MOSAIC** – An immigrant gateway community, Multi-Culti Mosaic is the urban home for a mixed populace of younger Hispanic, Asian, and African-American singles and families. With nearly a quarter of the residents foreign born, this segment is a Mecca for first-generation Americans who are striving to improve their lower-middle-class status.
55. **GOLDEN PONDS** – Golden Ponds is mostly a retirement lifestyle, dominated by downscale singles and couples over 65 years old. Found in small bucolic towns around the country, these high school-educated seniors live in small apartments on less than \$25,000 a year; one in five resides in a nursing home. For these elderly residents, daily life is often a succession of sedentary activities such as reading, watching TV, playing bingo, and doing craft projects.
56. **CROSSROADS VILLAGERS** – With a population of middle-aged, blue-collar couples and families, Crossroads Villagers is a classic rural lifestyle. Residents are high school-educated with lower-middle incomes and modest housing; one-quarter live in mobile homes. There’s an air of self-reliance in these households as Crossroads Villagers help put food on the table through fishing, gardening, and hunting.
57. **OLD MILLTOWNS** – America’s once-



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- thriving mining and manufacturing towns have aged – as have the residents in Old Milltowns communities. Today, the majority of residents are retired singles and couples living on downscale incomes in pre-1960 homes and apartments. For leisure they enjoy gardening, sewing, socializing at veterans clubs, or eating out at casual restaurants.
58. **BACK COUNTRY FOLKS** - Strewn among remote farm communities across the nation, Back Country Folks are a long way away from economic paradise. The residents tend to be poor, over 55 years old and living in older, modest-sized homes, and manufactured housing. Typically, life in this segment is a throwback to an earlier era when farming dominated the American landscape.
59. **URBAN ELDERS** - For Urban Elders – a segment located in the downtown neighborhoods of such metros as New York, Chicago, Las Vegas, and Miami – life is often an economic struggle. These communities have high concentrations of Hispanics and African-Americans and tend to be downscale, with singles living in older apartment rentals.
60. **PARK BENCH SENIORS** - Park Bench Seniors are typically retired singles living in the racially mixed neighborhoods of the nation’s satellite cities. With modest educations and incomes, these residents maintain low-key, sedentary lifestyles. Theirs is one of the top-ranked segments for TV viewing, especially daytime soaps and game shows.
61. **CITY ROOTS** - Found in urban neighborhoods, City Roots is a segment of lower-income retirees, typically living in older homes and duplexes they’ve owned for years. In these ethnically diverse neighborhoods – more than a third are African-American and Hispanic – residents are often widows and widowers living on fixed incomes and maintaining low-key lifestyles.
62. **HOMETOWN RETIRED** - With three-quarters of all residents over 65 years old, Hometown Retired is one of the oldest segments. These racially mixed seniors tend to live in aging homes – half were built before 1958 – and typically get by on social security and modest pensions. Because most never made it beyond high school and spent their working lives at blue-collar jobs, their retirements are extremely modest.
63. **FAMILY THRIFTS** - The small-city cousins of inner-city districts, Family Thrifts contain young, ethnically diverse parents who have lots of children and work entry-level service jobs. In these apartment-filled neighborhoods, visitors find the streets jam-packed with babies and toddlers, tricycles and basketball hoops, and Daewoos and Hyundais.
64. **BEDROCK AMERICA** - Bedrock America consists of young, economically challenged families in small, isolated towns located throughout the nation’s heartland. With modest educations, sprawling families and blue-collar jobs, many of these residents struggle to make ends meet. One quarter live in mobile homes. One in three has not finished high school. Rich in scenery, Bedrock America is a haven for fishing, hunting, hiking, and camping.
65. **BIG CITY BLUES** - With a population that’s half Latino, Big City Blues has the highest concentration of Hispanic Americans in the nation, but it’s also the multi-ethnic address for downscale Asian and African-American households occupying older inner-city apartments. Concentrated in a handful of major metros, these young





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singles and single-parent families face enormous challenges: low incomes, uncertain jobs, and modest educations. More than 40% haven't finished high school.

66. **LOW-RISE LIVING** - The most economically challenged urban segment, Low-Rise Living is known as a transient world for young, ethnically diverse singles, and single parents. Home values are low – about half the national average – and even then, less than a quarter of residents can afford to own real estate.



# *Appendix*

## Definition Of Terms





**Accessory Structure or Use:** Any structure or use other than the principal structure or use; also, as specifically designated under the zoning district regulations of the Ordinance.

**Administrative Official:** The official or officials designated by the City Council to administer the provisions of this plan.

**Building:** Any structure, which fully encloses space for occupancy by persons and/or their activities. The enclosed space for occupancy may be for a residential dwelling, commercial, or retail.

**Business Improvement District (BID):** A public/private sector partnership in which property and business owners of a defined area elect to make a collective contribution to the maintenance, development, and marketing/promotions of their commercial district.

Bids are funded through special assessment collected from the property owners in the defined boundaries of the district. The assessment is levied on the property owners who can, if the property lease allows, pass it on to their tenants. Typically, an individual property owner will pay an assessment of approximately 6% of his/her annual real estate tax charges.

**Capital Improvements Program (CIP):** A program of when, where, and how much a town plans to invest in public services over the next five to ten years. The program presents a capital budget each year which is useful in drafting the overall town budget. Items commonly included in a capital improvements program are roads and bridges, school buildings, sewer and water lines, treatment plants, municipal buildings, solid waste disposal sites, and police and fire equipment.

**Central Business District (CBD):** A central area of the community where citizens carry on commercial trade and purchasing. The Central Business District is distinguished from satellite business centers, shopping districts, and highway strip commercial districts. For the purpose of the Sheffield Central Business District Redevelopment Plan the CBD is outlined and labeled.

**Cooperative Improvement District (CID):** The cooperative improvement district is similar to the BID district only that the CID assess the sales tax revenue of the defined district. The CID district may be larger than the TIF district or the BID districts. The premise for being larger is that those properties and businesses outside the district are going to benefit as well from the public investment. The CID assessment like the TIF goes back to paying off the bond issue that created the infrastructure for the Redevelopment District Revitalization.

**Conditional Use:** A use which is essential to or would promote the public health, safety, or welfare in one or more zones, but would impair the integrity and character of the zone in which it is located, or in adjoining zones, unless restrictions on location, size, extent, and character or performance are imposed in addition to those imposed in the zoning regulation.

**Conditional Use Permit:** Legal authorization to undertake a conditional use, issued by the City Administrative Official pursuant to the authorization by the Sheffield Board of Adjustment, consisting of the following parts:

- a. A statement of the factual determination by the Board of Adjustment, which justifies the issuance of the permit.
- b. A statement of the specific conditions which must be met in order for the use to be permitted.

**Development Plan:** The plan for redevelopment of the Redevelopment District as outlined on the date of adoption of the Sheffield Central Business District Development Plan. This plan was prepared by the City of Sheffield and the Northwest Alabama Council of Local Governments.





**Dwelling:** A house, apartment building, or other building designed or used primarily for human habitation.

**Entity:** Refers to the City of Sheffield, Alabama, or a sub-unit of the Governing Body acting on behalf of the entity.

**First Floor Elevation:** The level of the lowest horizontal structural member of the lowest floor in the structure as viewed for the exterior.

**Governing Body:** Refers to the City of Sheffield City Council.

**Height of Structure:** The vertical distance measured for the average finished grade at the front building line to the highest point of the structure.

**Lot:** A parcel of land under one ownership devoted to a common use or occupied by a single principal building plus accessory structure.

**Lot of Record:** A lot, which is recorded in the office of the County Clerk of Colbert County, Tuscumbia, Alabama.

**Mixed Land Use:** Any building or development which includes two or more different uses in close proximity, but which is planned in a manner to be compatible and complementary. Mixed Use for the purpose of the future land use map may include any residential, office, or commercial land use specified by this plan.

**Model:** A type or design; an example to be emulated.

**Nonconforming Use of Structure:** An activity or a building, sign, structure, or a portion thereof which lawfully existed before the adoption or amendment of the Zoning Ordinance, but which does not conform to all the regulations which pertain to the zone in which it is located. Nonconforming use may also refer to future land use and redevelopment.

**Person:** Means any natural person, or any corporation, partnership, or other business entity.

**Redevelopment:** Activities planned for the Sheffield Central Business District Redevelopment Plan. Redevelopment activities should conform to land uses included in this plan where the cost of improvements are greater than 50% of the assessed value.

**Structure:** Any combination of materials fabricated to fulfill a function in a fixed location on the land or attached to something with a fixed location, including buildings and signs.

**Tax Increment Financing (TIF):** The primary source for funding for redevelopment activities is tax increment revenue, which can be used to finance capital improvements through the issuance of bonds or the acquisition of commercial loans. Tax increment financing was originally developed over 30 years ago as a method to meet the local match requirements of federal grant programs. With the reduction in federal funds available for local projects, however, tax increment financing is standing on its own as a method to finance local redevelopment in most states. Alabama state law controls tax increment financing. Because of this control, tax increment financing takes on a number of different techniques and appearances throughout the United States.

In Alabama, tax increment financing is derived from the Alabama State Code: Title 11 Subtitle 2 Chapter 99 on Tax Increment Districts. The code outlines the appropriate use of TIF financing and districts, which should be "blighted and economically distressed areas or portions thereof....".







**Variance:** A departure from the terms of the Sheffield Zoning Ordinance pertaining to height or width of structures and size of yards and open spaces, where such departure will not be contrary to the public interest; and where, owing to conditions peculiar to the property because of its size, shape, or topography, and not as a result of the actions of the applicant, the literal enforcement of the Zoning Ordinance would result in unnecessary and undue hardships.

**Zoning:** The Sheffield Zoning Code as adopted by the City of Sheffield on September 21, 1998.



