AGENDA

Meeting Type:	WORKSHOP
Date:	07/05/1988

City of Charlotte, City Clerk's Office

MAYOR AND CITY COUNCIL WORKSHOP
AGENDA
July 5, 1988

✓ 5:00 - 6:00 Performing Arts Center Status Report - Larry Rosenstrauch

✓ 6:00 - 6:30 Central Area Plan Update - Martin Cramton

✓ 6:30 - 7:00 Apparel Mart Report - Boyd Cauble/Richard Martin

Note: Since it is possible that these items can be discussed in approximately two hours, snacks will be available instead of a meal.

COUNCIL BRIEFING SHEET -- JULY 5th WORKSHOP

Project:	Performing Arts Center as a main element of a $300 million mixed-use complex, including public plazas, hotel, office, and retail. The Arts Center will serve Charlotte and this region of the Carolinas.
Site:	Performing Arts Center will occupy 45,000 - 47,000 square feet on the block bounded by Tryon, Trade, College and 5th Streets.
Building Concept:	Two Theatres -A large, multi-use performance hall of 2100 seats -A small, flexible hall, of 500 seats fully equipped with floy loft and proscenium arch -Rehearsal halls and performer support spaces
Project Costs/Sources:	Approximately $38 Million $15 Million, City Bonds $15 Million, State $ 8 Million, Private
Actions to be Requested at July 11th Council Meeting:	<u>Approve Three Contracts</u> 1. Contract between the North Carolina Peforming Arts Center at Charlotte Foundation and Charlotte Center Associates (NCNB/Charter/Lincoln). 2. Lease and Operating Agreement between the North Carolina Performing Arts Center at Charlotte Foundation and the City of Charlotte.

3. Construction Management Agreement between the North Carolina Performing Arts Center at Charlotte Foundation and the City of Charlotte.

Adopt An Ordinance

Approving an advance of up to $2,000,000 necessary to carryout the schematic design of the Performing Arts Center.

Notes

URBAN DESIGN STUDY FOR CENTRAL CHARLOTTE

The attached report is intended to initiate the preparation of the Urban Design Study for Central Charlotte. In order to proceed as proposed, City Council's concurrence is required on four matters:

- First, an advisory task force is to be formed by the Planning Commission with one of its members serving as chair.

- Second, $27,500 can be expended for an economic profile update.

- Third, a $75,000 addition can be made to the Barton Ashman contract for Transit Studies in order to address the bus route and transfer system as well as the potential for local trolley service within uptown.

- Finally, $22,500 can be expended for design services regarding specialized issues such as retail development, streetscape design and development project potentials.

Further, the report intends to demonstrate the context of central city growth throughout the nation, as well as the evaluation of growth ideals for Charlotte over the past 40 years. This can be instructive in clarifying our vision of Central Charlotte's future and the planning themes that can move us toward that vision.

URBAN DESIGN STUDY

CENTRAL CHARLOTTE

1988 PLANNING BACKGROUND

CHARLOTTE - MECKLENBURG PLANNING COMMISSION

JULY 1988

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DEVELOPING THE PLAN

PURPOSE.
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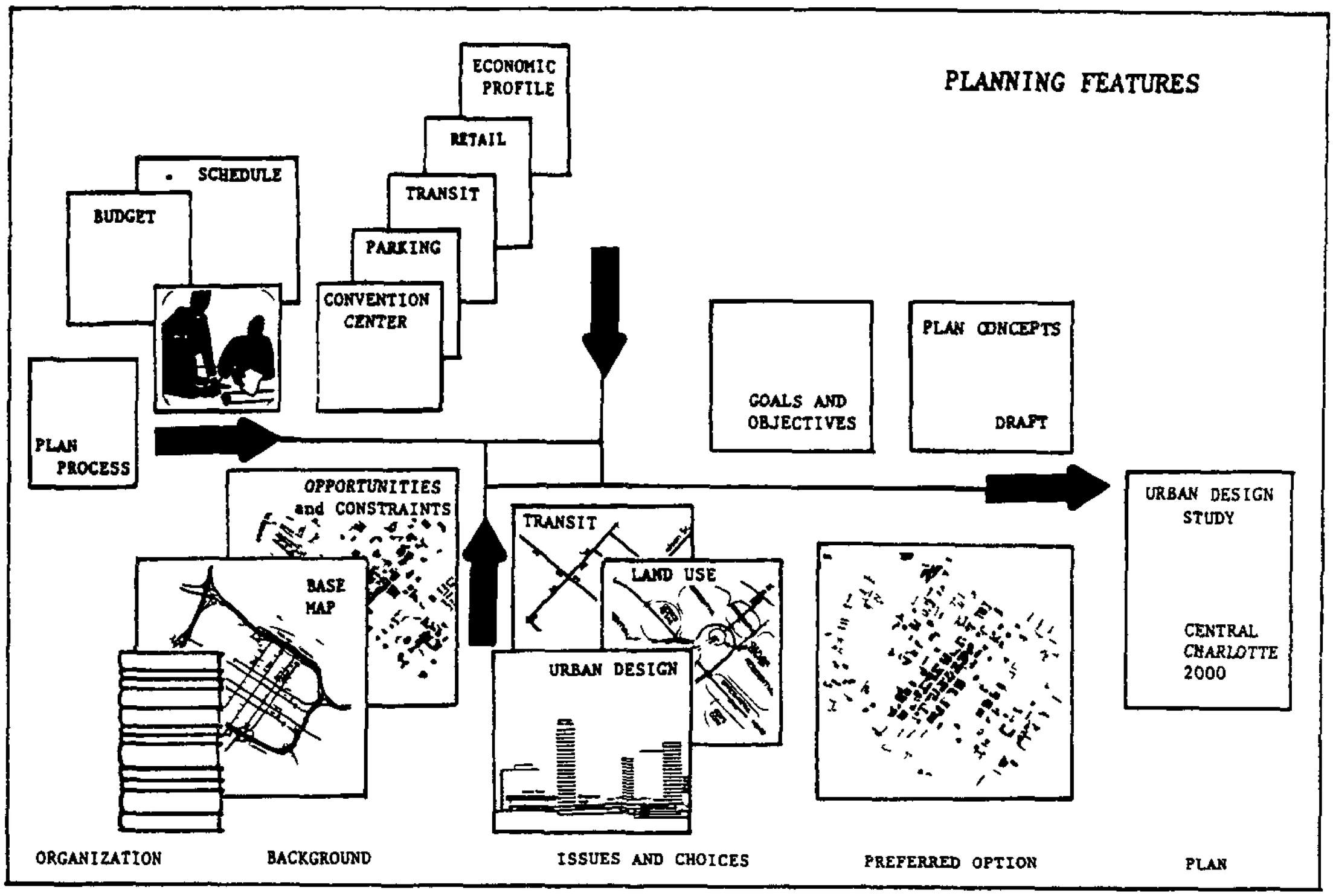


DEVELOPING THE PLAN

PURPOSE

In May 1988, City Council authorized preparation of an update of the 1980 Central Area Plan The study purposes are

- o First, to develop a growth concept to guide development character and pattern,
- o Second, to formulate a ten year program addressing key problems and opportunities

The study approach is to address planning issues within the context of development trends for center cities on a national level as well as to consider the evolution of central Charlotte over the past 30 years The focus of attention will be on economic trends, land use, transportation, urban design and public facilities

The Central Area is in a pivotal time Choices that will shape not only the future of central Charlotte but the region as well are to be made

PROCESS

The planning approach is divided into five overlapping steps The first step is organization Roles and responsibilities, study elements and sequence of activities require definition

- o Coordination and public involvement is a Planning Commission responsibility
- o Preparation of an update economic profile is a contract service with oversight by the Planning Commission
- o Definition of a comprehensive growth concept and land use plan is a responsibility of the Planning Commission
- o Evaluation of the transit system is a contract service with oversight by the Charlotte Department of Transportation
- o Preparation of urban design concepts and guidelines is a Planning Commission responsibility
- o Integration of public facility strategies into the overall growth concept is a Planning Commission responsibility Specific attention is given to a Convention Center program
- o Formulation of an action program is a Planning Commission responsibility

The second step consists of an inventory of available information Gathering existing reports, preparing base maps and inventory data, and defining initial constraints and opportunities provides the foundation for definition of issues and choices

During the third step, special studies for transit, retail, economic trends and convention center feasibility are completed Issues and choices are highlighted as a basis for initial definition of development principles, goals and growth options

The fourth step consists of selection and further definition of a preferred growth concept together with objectives, policies and strategies

In the final phase, a detailed Plan is prepared consisting of land use, transportation and parking, urban design, development program and implementation

COORDINATION

From the beginning it is recognized that an effective planning approach requires coordination on a continuing basis To meet this need a diverse program is set out

- o Planning Commission is the primary advisory group
- o Planning Staff is the principle Central Area Plan coordinator
- o Charlotte Department of Transportation is the lead agency for transportation study element
- o Charlotte Uptown Development Corporation is the lead agency for Convention Center Study
- o Central Charlotte Association is the lead agency for retail study element
- o City Manager s office provides facilitation among study participants and coordination with City Council

INVOLVEMENT

Public awareness and interaction is also essential for planning services The Planning Commission will head efforts promoting involvement opportunities A variety of activities are envisioned for use throughout the study process

- o Establishment of a Central Area Advisory group
- o Seek advice from interest groups and organizations
- o Arrange public meetings, seminars and workshops
- o Use of newspaper, T V and Radio communications
- o Progress presentations
- o Personal interviews

Coordination and involvement form the foundation for developing a shared vision of the Central Area s future

SCHEDULE

PLAN OUTLINE

CURRENT CONDITIONS - Economic Profile

CHOICE FOR THE FUTURE - Goals and Growth Options

LAND USE - Selected Growth Option and Objectives

TRANSPORTATION - Street, Pedestrian and Transit Needs

PARKING - Needs

URBAN DESIGN - Urban Form, Pedestrians, Open Space, Artwork
Historic Assets, Streetscape and Architecture

DEVELOPMENT PROGRAM - Criteria and Key Activities

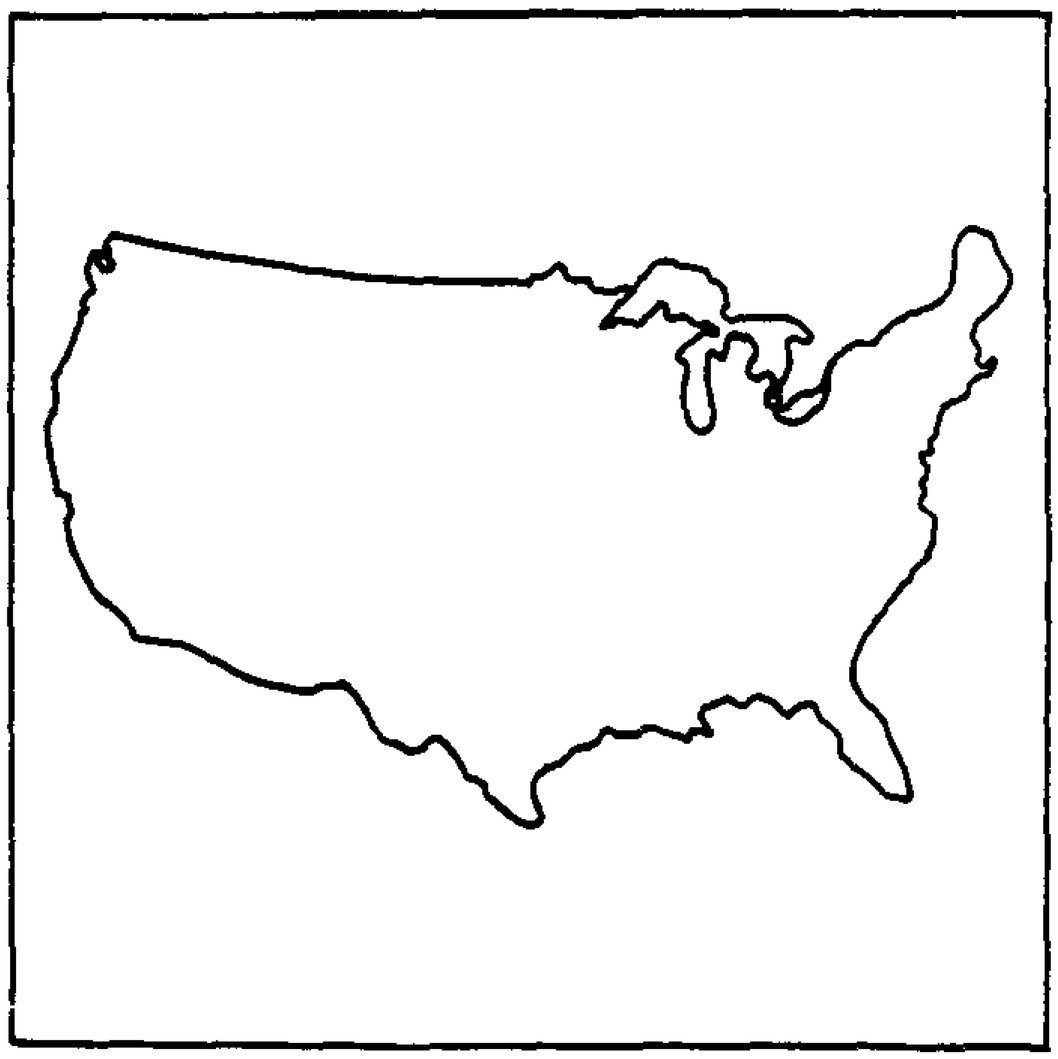
IMPLEMENTATION - One, Five and Ten Year Stages

CITY CENTERS

STRUCTURE OF CITY CENTERS

CINCINNATI
BUFFALO
MINNEAPOLIS
DENVER
BALTIMORE
KANSAS CITY
SAN DIEGO
DALLAS
ATLANTA
BOSTON

DESIGN AND DEVELOPMENT INTENTIONS



CONTEXT

On a national level, the central city environment is important to the identity, attractiveness and long term health of urban regions This area offers great opportunity to build unique features into our sprawling regional growth patterns Transportation options, specialized economic activities, cultural and entertainment services and architectural character offer important assets for an entire region

DESIGN

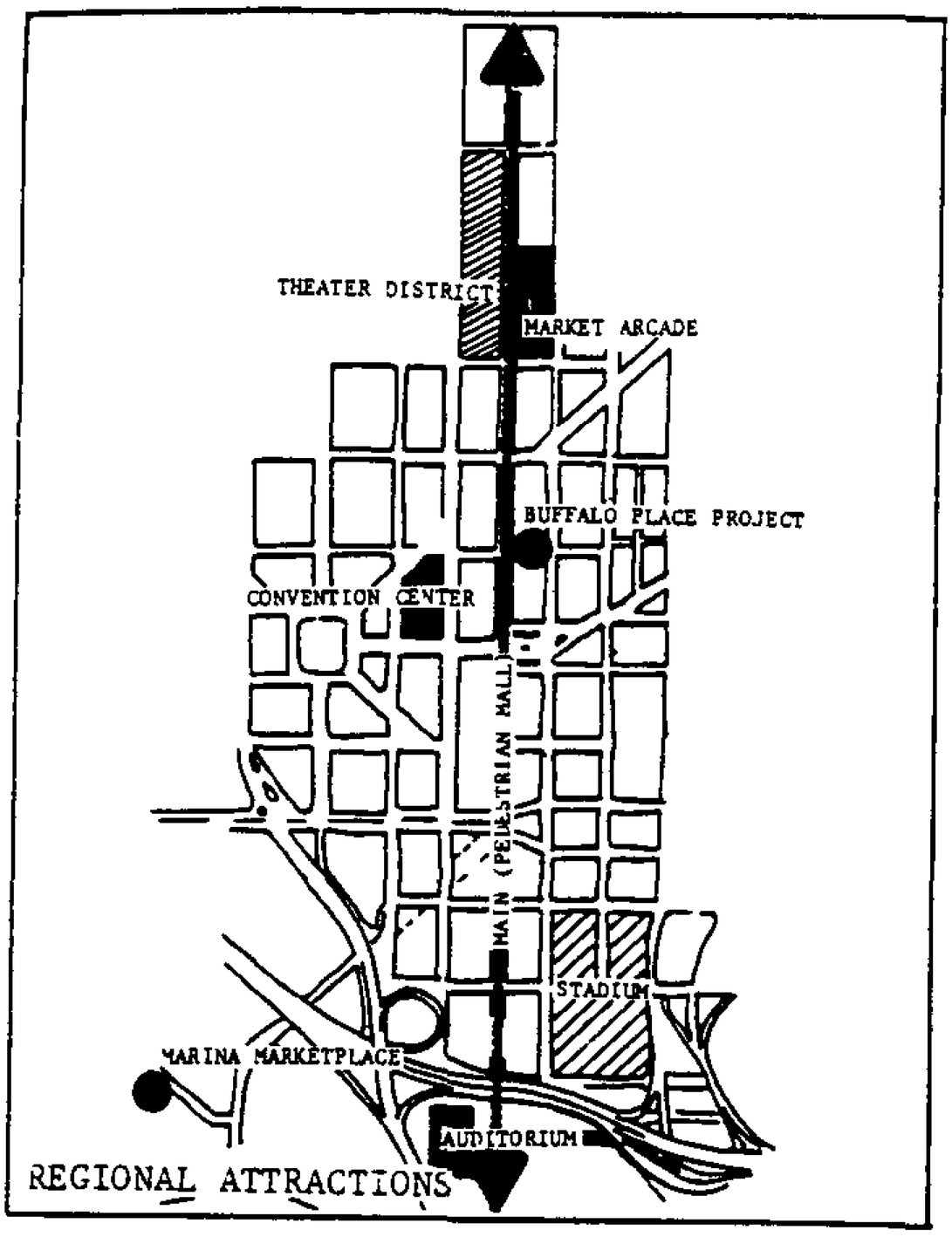
The urban environment confronts our senses and it cannot be escaped by most people It is essential that we inject into our cities those qualities that declare an attraction to, rather than a flight from city centers In order to maintain livable and economically viable center cities, the design of relationships, pedestrian networks, public spaces, streetscapes and buildings together with opportunities for social life are a crucial undertaking

PEOPLE

The vision of a livable central city, offered by this Plan, proposes a center for business and commerce However, it stretches our aspirations by expecting an environment that supports the gregarious nature of people and addresses the importance of positive sensory experience It is a priority of the Plan that life in the central city extend beyond the internal work space and hours of employment

TRANSITION

American cities are going through growth and qualitative transitions It is instructive to see how several cities have addressed these conditions and learn from their efforts



BUFFALO

Buffalo s* main street is the focus of City redevelopment efforts and major private development The light rail transit mall is located on Main Street for added focus Also, major pedestrian and public ways to the east and west are open and thereby tie development potential back to a valued Main Street address

All *proposed development areas are planned to front on* or tie back toward Main Street Streets parks and public uses, City Hall Convention Center public parking as well as the State College are all tied to Main Street in some fashion and are catalysts for development

Buffalo s restoration of downtown as a regional center rests upon its efforts to

- Reinvigorate retail with a major catalyst project
- Introduce downtown housing,
- Promote the Theater District as a regional *entertainment center*
- Concentrate expanding office growth,
- Humanize and beautify downtowns civic image
- Focus development along the Pedestrian Mall

A basic tenet of Buffalo s central area planning is that image is a critical component of revitalization

CINCINNATI

Cincinnati s* core area has 5th Street as its spine Development has successfully occurred along 5th Street both to the east and west It is anchored by Procter & Gamble and its plaza to the west and the Convention Center-Fountain Square District to the east

Parking is located at the southern fringe thereby opening development for office use south of 5th Street Residential and civic use potential exists north of 5th Street

The Procter & Gamble complex, however, has been configured so at to cut off development of an address tie-in with 5th Street

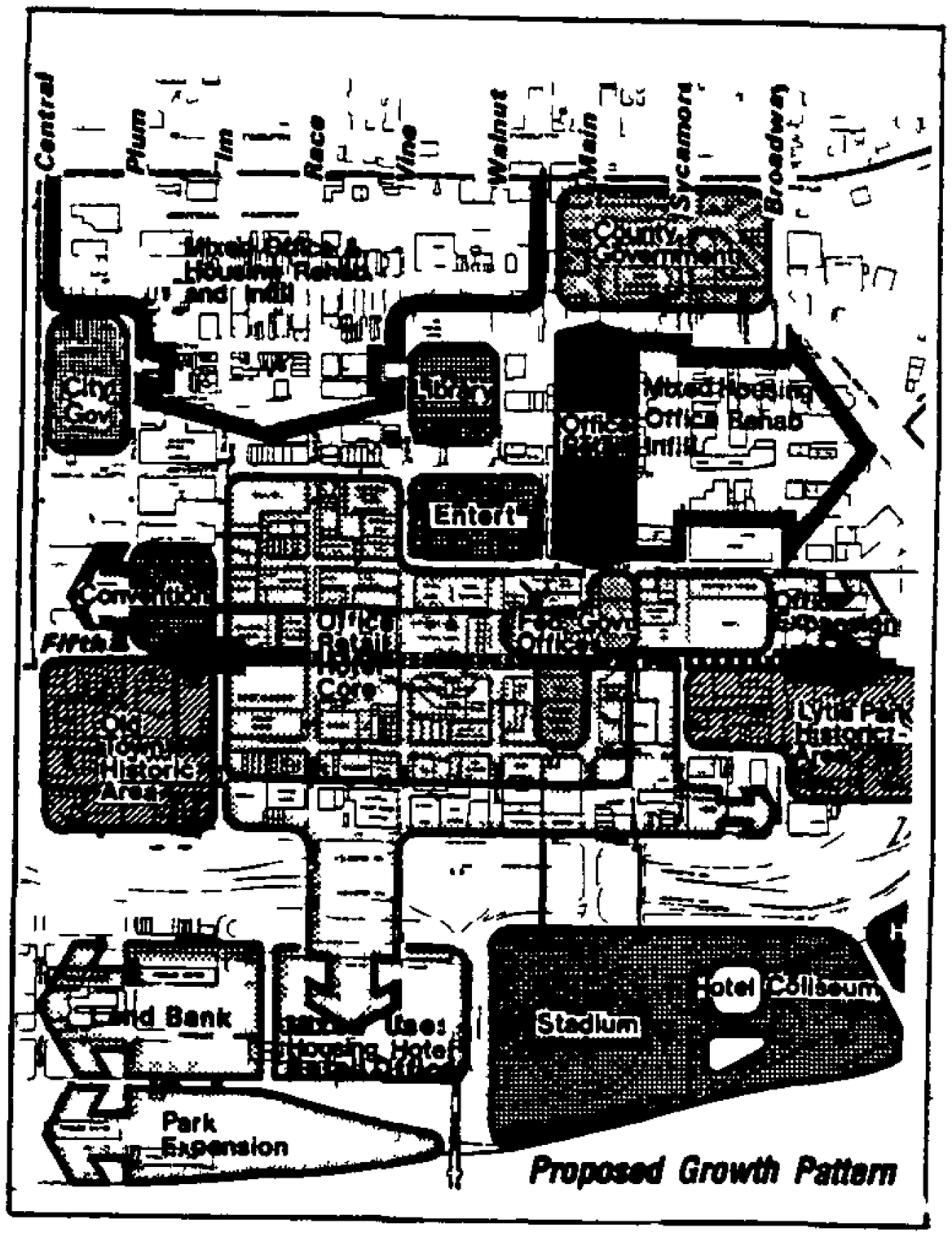
Planning for Cincinnati s Central Business District(CBD) is built upon several premises

- The CBD is the heart and hub of a metropolitan area reaching into three states as far as 150 miles,
- The CBD is the government center of the region
- The CBD is the central gathering place, the symbolic heart of the region
- The CBD is the cultural, entertainment and spiritual center for Greater Cincinnati

The Downtown, in its architecture, *buildings, fountains* and sculpture are a reflection of civilization in this midwestern region The Riverfront area, with its linear Park and Stadium/Coliseum complex set the regional prominence of the central area

Growth Patterns - the network of major street corridors, creation of places and linkages between them - are critical to development potential and urban character

*Urban Design Study Alexander Cooper & Partners 1988



MINNEAPOLIS

Minneapolis s Metro 2000 Plan continues 30 years of public/private cooperative planning and action The most significant principles from which the Plan proceeds are

- A compact retail core along Nicallet Mall from Fifth to Eleventh Street
- A dense-horseshoe shaped, area of office towers surrounding the retail core and connecting to financial institutions on Marquette Avenue,
- A secondary ring of lower rise office building transitioning to a ring of parking structures
- Emphasis areas for entertainment, government, conventions, education, technological research and health care
- Major peripheral residential neighborhoods
- Design that limits vehicular movement and encourages pedestrians flow within the core - sidewalks, skyways and shuttle service together with bus service and future light rail vehicles, and perimeter parking structures
- An open space system to contrast with the urban intensity
- Firm borders in its freeway ring and the River to set downtown off as a special place

Downtown has been intended, since 1959, to be the urban center of the Upper Midwest and the focus for the Twin Cities The Downtown Council of Minneapolis, an organization of about 400 business and professional firms, plays a vital role in planning, promoting and fostering Downtown s growth Several elements of Downtown development are note worthy

- Downtown is seen as an integrated entity - a complete district offering a diversity of goods services, advice, amusement and shelter
- Downtown strengths - centrality, completeness and compactness - are expressed in a tightly organized retail core surrounded by office towers
- Downtown is created as a integrated mixed use area through its all-weather, second level skyway system However, it is recognized that street level vitality is essential to downtown's vitality
- Specialized 'emphasis areas' are identified to create notable locations, unique attractions and expand economic strength
- Downtown architecture and urban design should be matters of public concern - pedestrian scale, skyway connections to street level, Nicollet Mall redesign, skyline image and open space/plaza amenities
- Downtown transit circulation system should be developed to interconnect parts of the core and its adjacent areas
- Downtown should be the home for major sports facilities
- Significant historic buildings should be protected as irreplaceable assets

The Downtown Plan addresses four primary areas Retailing, office, Movement and Downtown Living Additionally the Plan highlights special emphasis areas

The Retailing goal is to be the Upper Midwest s premier shopping district - up to date, complete as to type of merchandise and price range, convenient, and attractive

The goal for office development is to have Downtown be a location of choice for present and future business in the metropolitan area and Upper Midwest

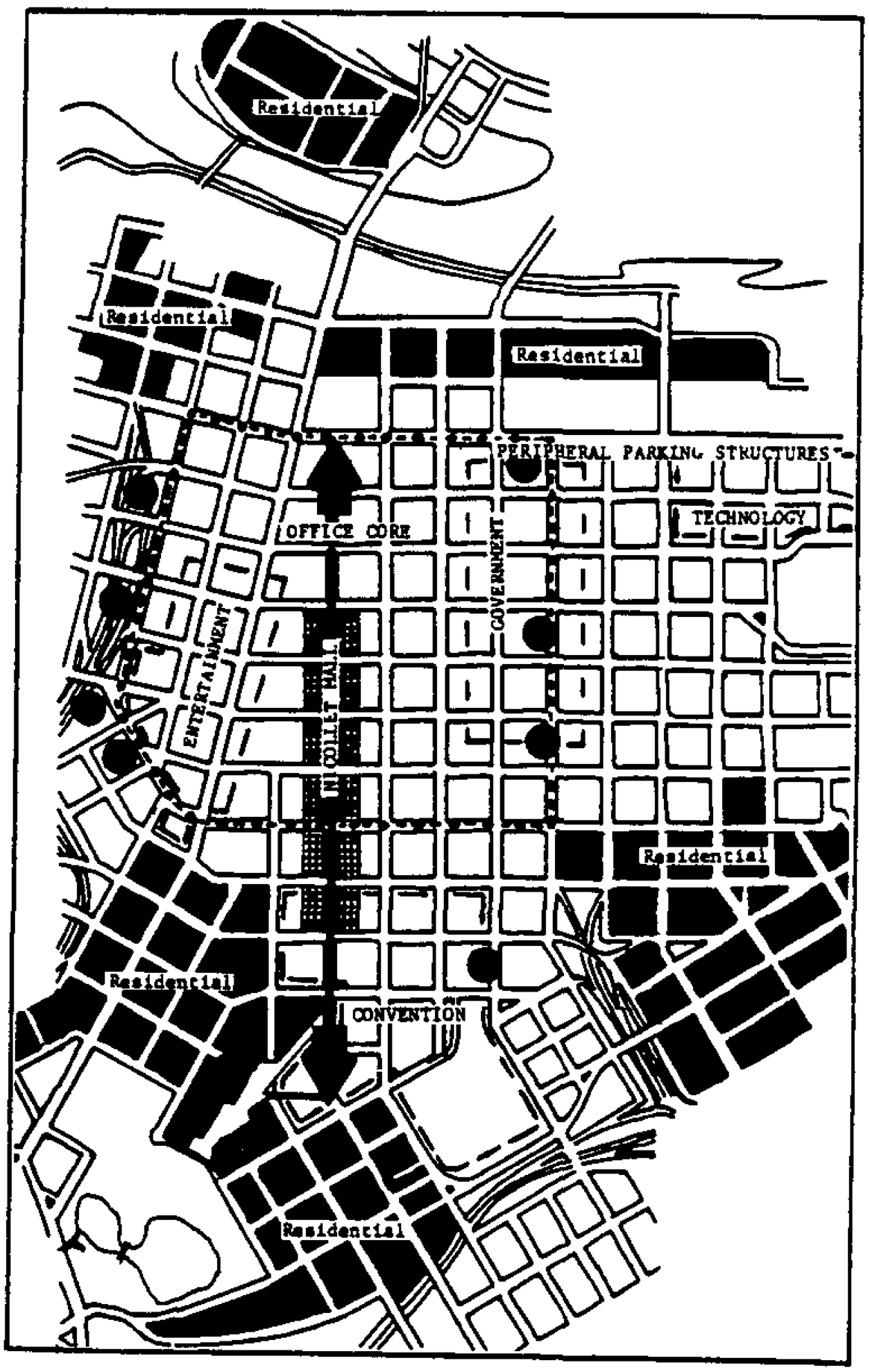
The goal for movement is for ease entering and leaving downtown and for ease in getting from one place to another within downtown Public transit is intended to move half of the work force in and out of downtown

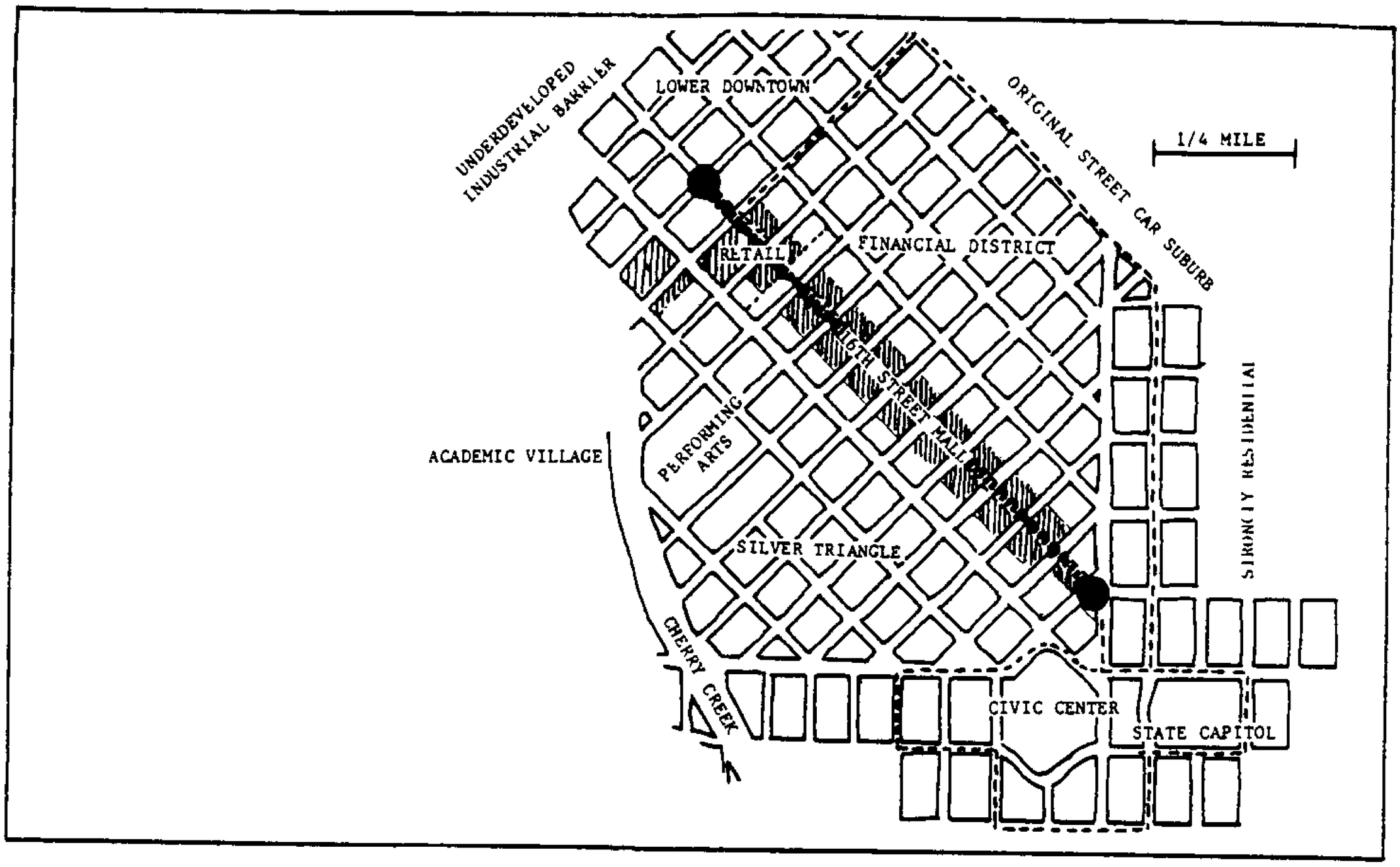
The goal for downtown living is to attract residents for added life and to create downtown neighborhoods

The goal for planning emphasis areas is to retain nurture and publicize specialized functions adding interest, diversity and vitality to downtown

Minneapolis s downtown strategy highlights the necessity of public/private cooperation and the need for a common vision to guide individual decisions

Minneapolis 2000 Plan City of Minneapolis/Downtown Council of Minneapolis January 1988





DENVER

'A city changes because of dreams,' this affirmation begins a planning report for Downtown Denver The challenge for Downtown was summarized In the 21st century, how will it feel to be in Downtown Denver when the population served will be in the millions, with two-thirds or more residing in the suburbs?'

Denver highlights the critical needs for Downtown as creating a vital retail center, developing people connections between activity areas and between the core and neighborhoods, improving access from the outer city areas and region, enhancing and focusing its specific character of sub areas within Downtown, and, providing housing

A series of values are identified by the Downtown Plan as a foundation for decision making. Downtown will be

- A healthy economic and employment center - attracts regional headquarters, industries and anchor retail,
- A focused urban core - compact core as the social, cultural and urban business center of the region,
- A area with active amenities such as street life cultural amenities and useful, beautiful open spaces,
- A place people live - develop and nurture residential districts
- A good neighborhood to surrounding neighborhoods,
- An outdoor city taking advantage of and protecting natural views, water resources and outdoor climate
- A place of easy movement - streets and transit that are attractive and designed to enhance pedestrian life
- A place where its historic past is preserved
- A clean and safe environment - attention to air quality
- A place stressing forward thinking

Denver s Plan builds on the principle that cities, to be successful, must use their natural and man-made amenities to organize memorable images as well as economic attractiveness

Downtown is composed of easily identifiable districts In the core are the retail district, civic center, lower downtown, the financial district, Silver Triangle and Auraria higher education Center Just outside the core are a series of transition areas Several residential neighborhoods border the core and transitional areas and they are seen as vital in their interrelationships with Downtown

The ring of neighborhoods are recognized by the Downtown Plan Its connection systems are designed to bring close-in residents downtown while the unique amenities of Downtown strengthen these neighborhoods

The 16th Street Transit Mall, a nationally recognized success, forms a visual and functioning spine for the core area The terminals at each end of the Mall connect the regional bus routes to a local shuttle service between the terminals. The Mall has vitalized the retail district The shuttle system ties together May D & F department store on one end and Tabor/Writer/Latimer Square at its other end Additional retail, however is needed Expanding joint promotion, parking arrangement, filling in gaps in retail frontage along the Mall and improved identification are identified as needed improvements

Downtown Area Plan Denver Post May 16, 1986

BALTIMORE

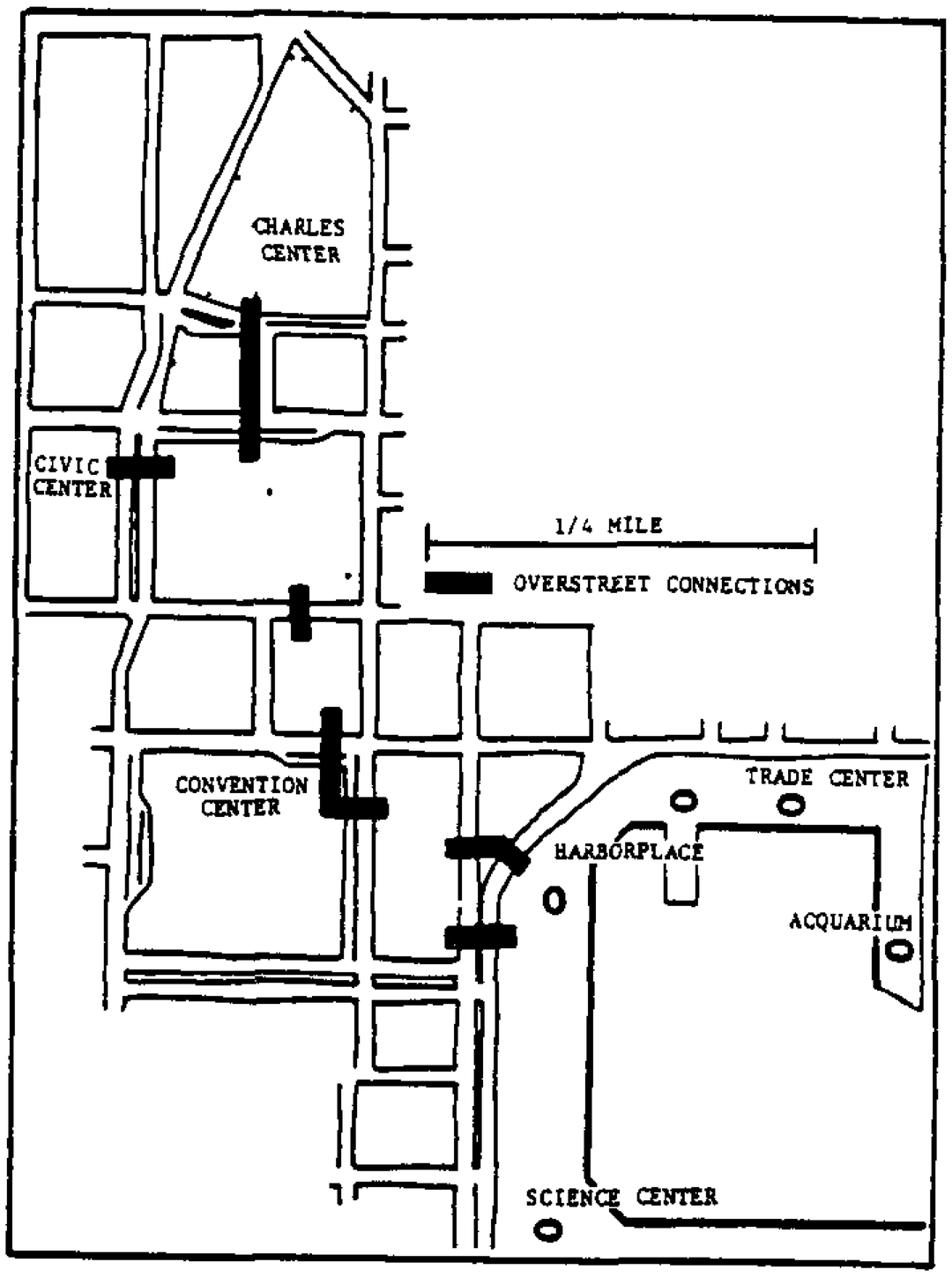
Baltimore s revitalization began in 1959 with the Charles Center project This 33 acre redevelopment project together with the larger 240 acre Inner Harbor project created a vibrant restoration of an old core city These efforts were helped along by the Charles Center - Inner Harbor private, non-profit corporation

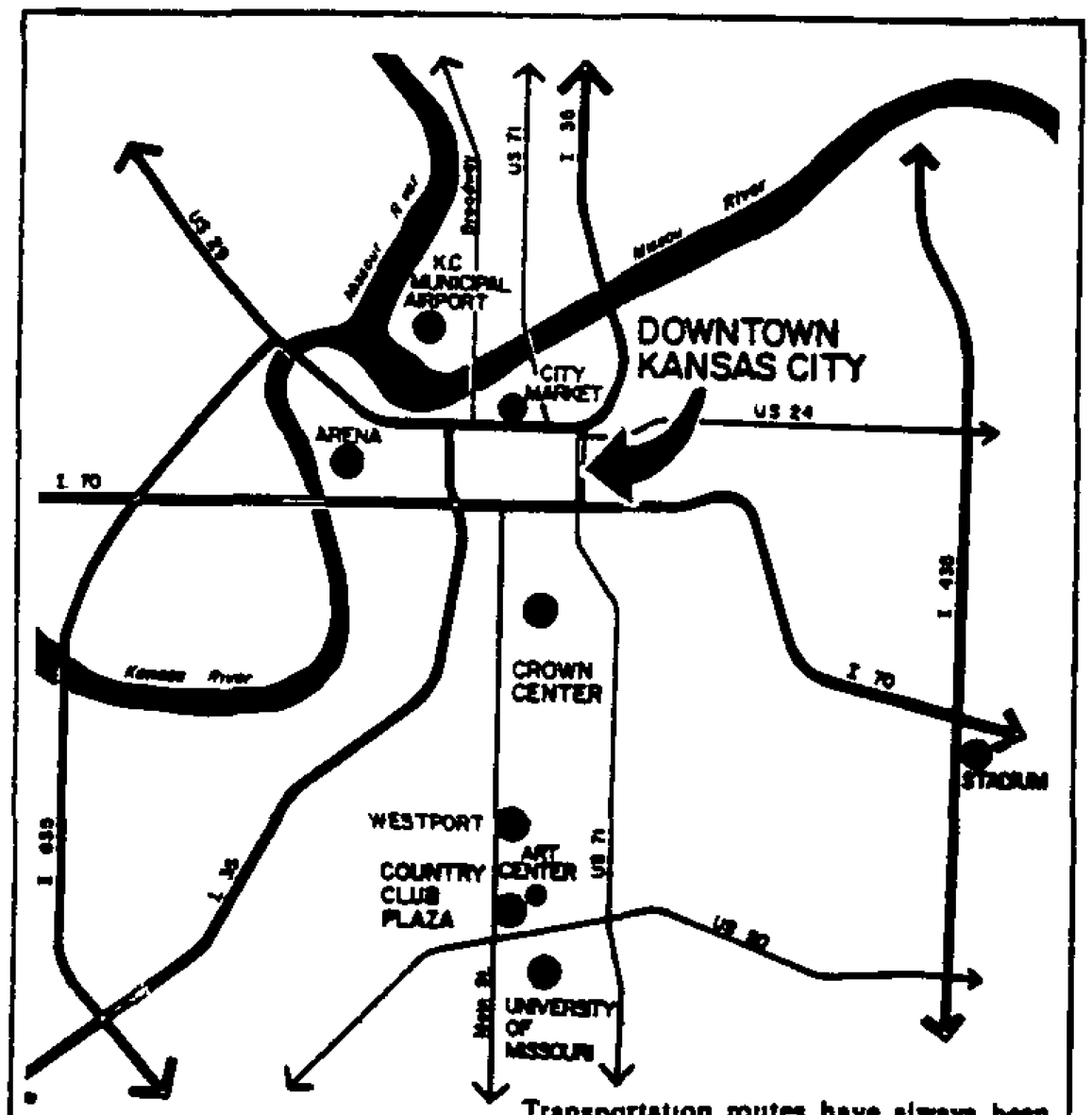
The festival market, aquarium, Maryland Science Center and World Trade Center elements of Inner Harbor expanded the growth potential of Downtown The Inner Harbor Area connects to the Convention Center and the Charles Center office/retail complex This development creates a synergism that attracts consumers, tourist and visitors as well as office workers

The amenity of the Harbor together with 30 years of development effort has created a new image of distinction, charm and vitality In 1988, a $290 million light rail line connecting central Baltimore with the counties of Anne Arundel and Baltimore has moved onto the fast track

Harborplace a colorful and festive market, is a gathering place for people The colonnade market has fresh meats, fish and poultry, cheese, produce and seafood The Trading Hall offers baked goods, gourmet foods, and coffee and tea A wide variety of foods are found in the Food Hall with an assemblage of twenty-five specialty eatery places There is also a pavilion for specialty shops and a variety of pushcarts offer products

The overstreet pedestrian system offers convenient circulation The street environment for pedestrians however, lacks cohesiveness and vitality even with the introduction of streetscape improvement





Transportation routes have always been primary in defining the form and function of a community Greater Kansas City is a case in point with the Missouri River at the center of a settlement that spreads across two states and includes 1,300 000 people

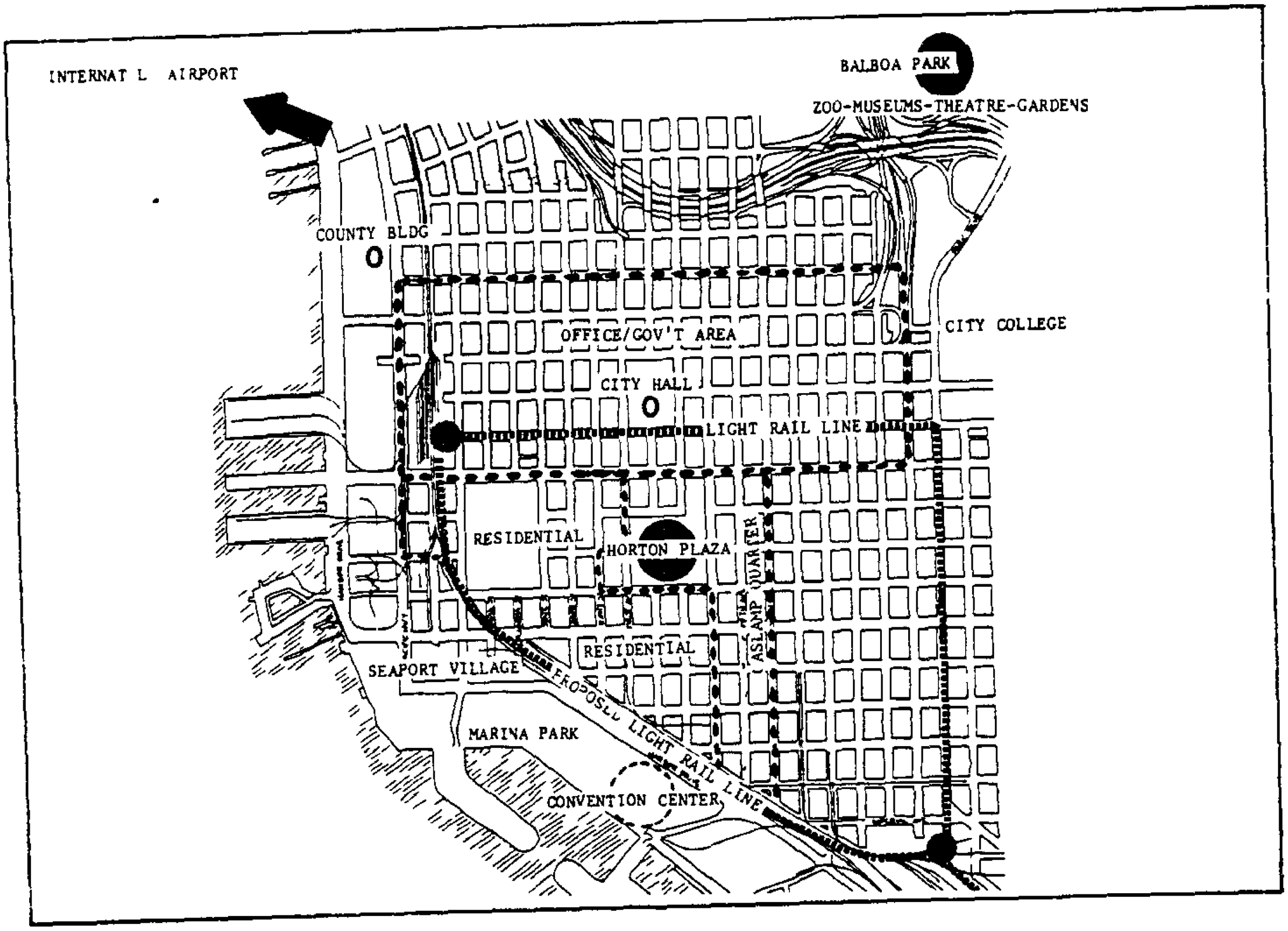
KANSAS CITY

Downtown 2000, Kansas City s central area plan begins with a functional analysis This was done in order to highlight patterns of development trends and strengths The concept plan resulting from this analysis calls for a high density office core, development of new convention-related activities, expansion of residential opportunities, recycling older building, development of retail resources, and construction of additional cultural and recreational facilities

Additionally the plan calls for extending one of the community's great strengths - its park and plaza system - to downtown Landscaping, lighting, and new plazas with fountains and public art are highlighted as important to vitality and image of downtown It is noted that downtown does not share the community s superb park and open space system

The plan also notes that hosting local, regional and national conventions is one of downtowns strong economic functions It's 180,000 square foot center is proposed for expansion together with increased hotel capacity

Kansas City has defined the role of Downtown relative to three identities First, Kansas City is a regional center for a multi-state area. Second, Downtown is a unique destination and exchange point for jobs, services, entertainment and opportunity within the broader region. Finally, Downtown is a special neighborhood found no where else in the region Downtown can be both on 8 to 5 crossroads and a round-the-clock community with a special character of its own This is a key aspiration for Downtown Kansas



SAN DIEGO

The Horton Plaza retail and hotel project, 500 dwellings in the marina area and new convention center construction together with initiation of a light rail system have helped reversed a pattern of central city decline There and a variety of smaller and medium size project have lead the foundation for the next 1 decade of continued central city revitalization

A 1987 evaluation by an Urban Land Institute Advisory Service panel noted the importance of a newly created "Downtown Marketing Consortium" as a " significant first step and is the proper vehicle to coordinate all marketing efforts' for Downtown An important observation, from the panels study, was that downtown failed " to convey a cohesive and marketable image A variety of Downtown features are marketed separately, creating a sense of confusion and further exacerbates downtown lack of identity in the public mind "

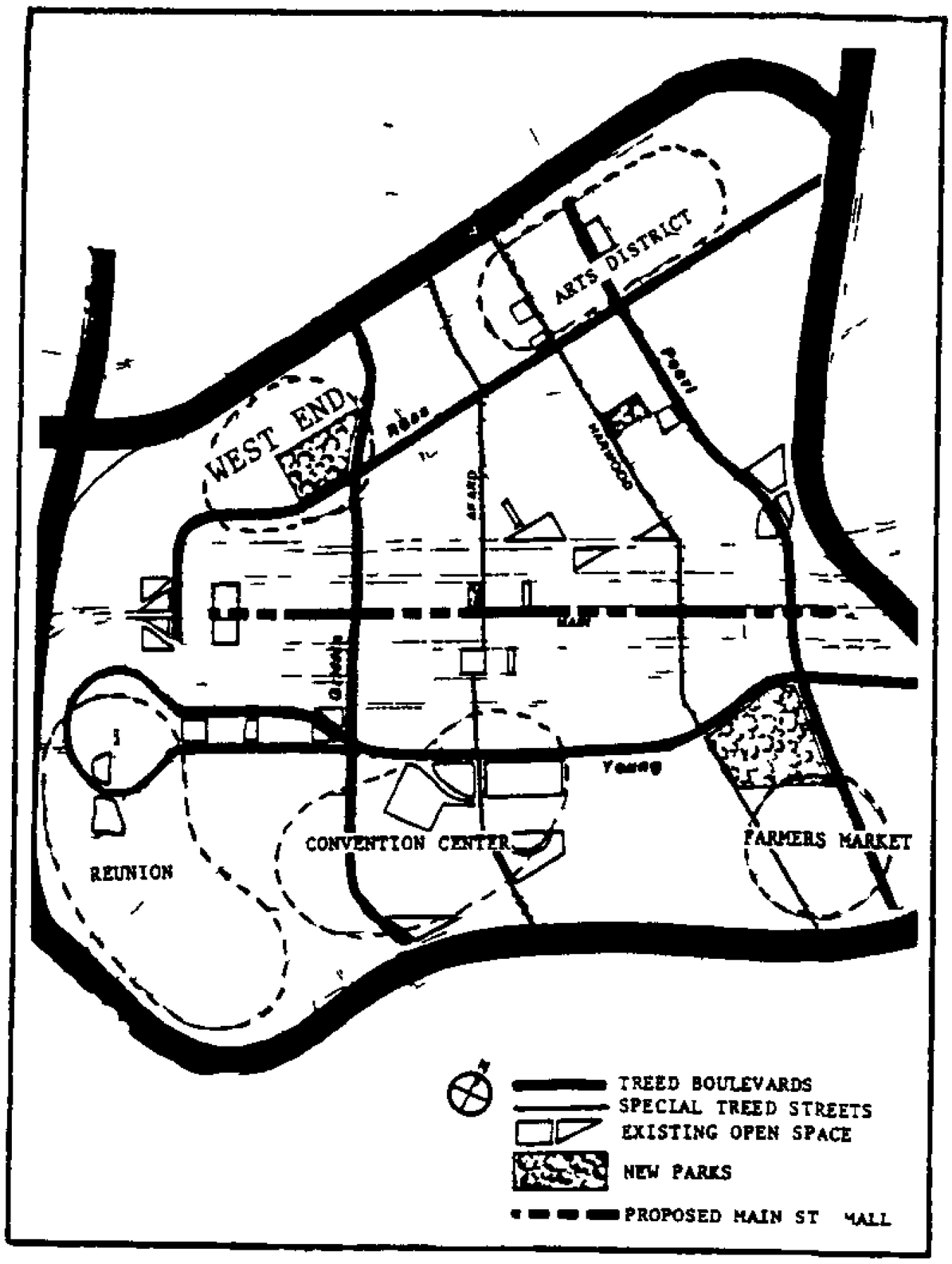
San Diego's central area attributes include the waterfront, Convention Center, Horton Plaza, Gaslamp Quarter, Seaport Village Balboa Park, convenient access to the airport and an attractive climate Specific issues yet to be addressed include a lack of cultural activities and amenities, an urban design cohesiveness and pedestrian linkages, and, negative perceptions concerning inadequate and expense of parking

San Diego's 750,000 square foot Convention Center will open in 1989 This new facility is estimated to meet 80-85% of current industry requirements 254,000 square feet in main floor together with 100,000 square feet of meeting/banquet rooms

The light rail system has proven very successful The percentage of operating cost paid for by fares is exceeding 90% The 12th Avenue and C Street segments of the south line to San Ysidro will be connected by a Harbor Drive line This will create a Downtown loop connecting the Convention Center to other areas of Downtown An airport rail route is also planned for connection of the airport to Downtown The system is serving both commuters and local trips between stations It is estimated that riders arrive at the light rail stations by bus (1/3) by walking (1/3) and by car 1/3) Long term parking is provided at each station

Although Horton Plaza with total retail of 900,000 square feet is successful, the retail component downtown is otherwise weak The Gaslamp Historic District has not stimulated retail development Street level retail space in Downtown is both greater than demand and scattered over a large area Short term parking is perceived to be a problem regarding cost and availability Horton Plaza with 4 departments stores and 150 shops and restaurants provides 2,400 parking spaces. No charge for shoppers is made since it is felt that a charge would inhibit visitors

Horton Plaza includes $1 million in fine artwork and architectural amenities together with a 7 screen cinema, two performing arts theatre (550 seats and 220 seats), and, daily entertainment programs This adds significantly to the attractiveness of this downtown center



DALLAS

The 1986 Downtown Plan for Dallas identifies the need to move toward a human environment This is a common theme being developed by many American cities The importance is directly noted when the Plan states 'it would be inadequate for this reassessment to limit itself to the question of downtown's operational efficiency and its capacity to handle growth and change It must also concern itself with the quality of the city center as a setting for human activity "

The central city developed into a core area of specialized business uses and a frame area filled with warehouses and parking lots. Since the mid 1970's, however, special use areas have emerged within the frame area to enliven the Downtown There are the Arts District, Farmers Market, West End, Convention Center and Reunion Arena area. The core area still lacks cohesion, attractiveness and a sense of liveliness which will require considerable public and private efforts

Greenspace and tree lined streets are identified as critical elements to improving downtown image and livability The central area has 25 acres of park area and proposes 2 major new parks, one to complement the emerging West End area and the other to complement the Farmers Market With regard to streetscape amenities and trees, the central area is very deficient The Downtown Plan calls for treed streets and boulevards to address this deficiency

A festive Market Place anchors the West End This area of renovated warehouses has enlivened the Downtown with its shops, food and musical entertainment The Market Place, itself, is a renovated cracker and candy factory This area offers a unique atmosphere not to be found elsewhere in Dallas There are a wide variety of restaurants which together with the entertainment complex of nightclubs establishes an attraction for people

ATLANTA

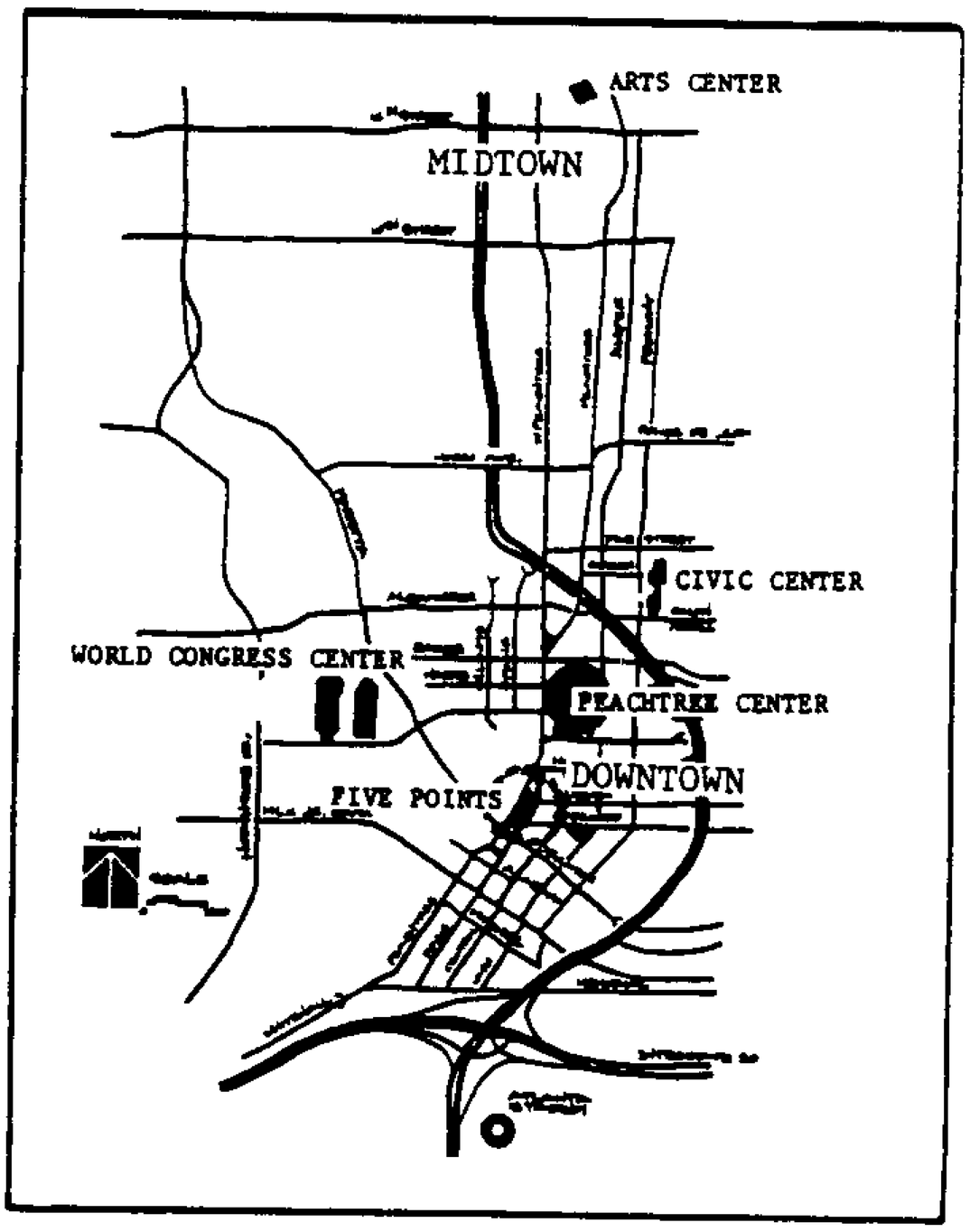
The significant development areas of central Atlanta are the Peachtree Center/Hotel District, the Omni/World Congress Center and the Five Points/Underground Area The Peachtree corridor and MARTA rapid rail line are major linkages for growth in the general area

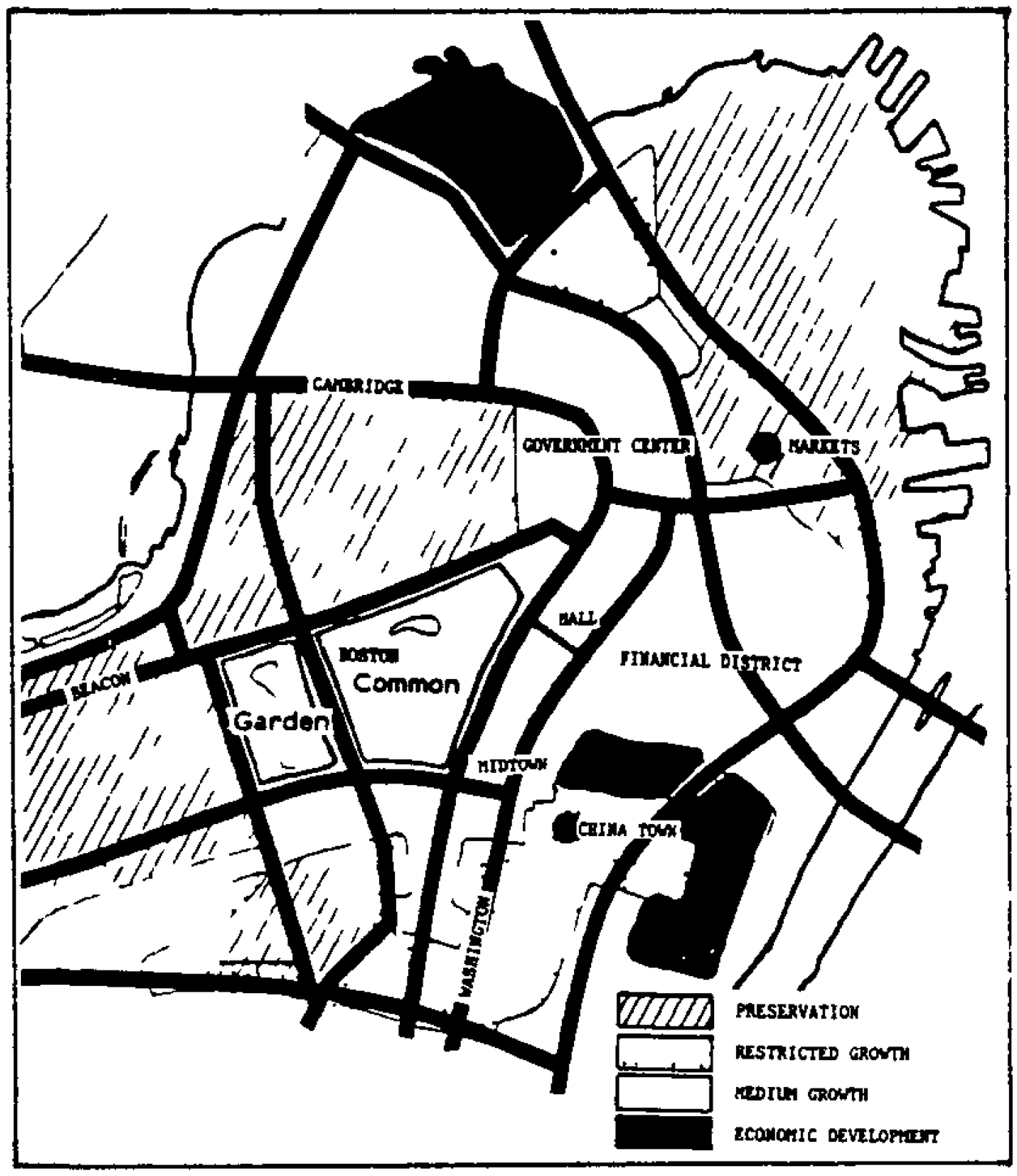
Midtown Atlanta is also a prominent development concentration with an arts center, convenient access to MARTA and major office uses like AT & T, and IBM as well as residential development

New commercial and housing development on Lee Street across from a MARTA station has focused attention on the older area of the West End.

Atlanta's recently proposed Central Area Study (February 1988) takes as its focus· the need to improve what is there through better maintenance marketing and design The emphasis is to improve the quality of life offered in the central area. Key elements of this focus are pedestrian sidewalks and spaces; retailing; housing, public safety, transportation, arts, entertainment and recreation, and business retention and recruitment.

The top priority of the study is to make the central area more livable and inviting to people. Specifically the Peachtree corridor is identified as requiring improvement as a pedestrian facility Also, the need to increase the number of ground level retail uses and sidewalk uses - outdoor cafes - was defined as critical to quality of life improvements The MARTA system is significantly improving the attractiveness of the central area. The airport-central city connection opening in June of 1988 is an important contribution to the convention/apparrel industries





BOSTON

Boston has restored its attractiveness to the rest of the county Over a 3 year period, from 1984 through 1987, downtown experienced $3 billion in investment in new construction Boston has evolved an image as a most livable city

A 1987 Plan for managing Boston s future points to three questions

- Can we maintain economic growth without destroying the unique character of Boston?
- 'Can we control and manage growth without stifling or killing the economy?
- Can we carry out a grass roots neighborhood based planning process without stalling in discord or getting paralyzed in factionalism and special interests?

Boston s Plan sets a course for continued growth to occur within a qualitative framework Key elements of that framework are Historic preservation, Streetscape, Channeling new development that need and can accommodate it, Design review by a Civic Design Commission, Open space protection, Housing incentives, Protection against adverse wind and shadow impacts, and, zoning controls to protect the manufacturing economy

The Downtown Plan created a new Planning District that is divided into five subdistricts

- Preservation priority areas - to protect existing architectural and historic character
- Restricted growth areas - limits major new construction but allows transition from manufacturing/warehouse to retail, office and residential uses
- Medium growth areas - accommodate appropriately scaled new development with little negative environmental impact
- Economic development areas - channels growth to under utilized areas with adequate infrastructure
- Open Space Areas - protect the Boston Common, Public Garden and the Esplanade

Essentially, Boston has used its built resources, human capital and unique educational attributes to forge a significant restoration of an older American city

DESIGN AND DEVELOPMENT INTENTIONS

Over this passing decade the interest in livable cities has grown Attention is focused on downtown and neighborhoods Improving downtown livability in particular, has achieved considerable momentum!

Urban quality of life for downtown areas is a combination of components and efforts We look too downtown for a measure of the health, vitality and diversity of our developing urban regions It is often downtown image that people use as synonymous with city image and that of the region.

Economic revitalization is a dominant theme for central city areas that can overpower attention to livability and quality Healthy central cities are increasingly felt to be attractive urban environments Design is bringing a new sensitivity for people and the setting within which buildings are placed In fact, economic strength and quality urban environments are complimentary and creates an effect of which each is individually incapable

Cities are using downtown design and development strategies to enhance their urban image, livability and competitiveness The examination of efforts by central cities may be instructive as Charlotte prepares to enter the 1990 phase of development in its central area

VISION STATEMENTS

GROWTH CONCEPTS

LIVABILITY ASPIRATIONS

PRESERVATION EXPECTATIONS

CENTRAL CHARLOTTE

REGIONAL CENTER

CENTRAL AREA PLANNING BACKGROUND

1950'S
1960: NEXT 20 YEARS
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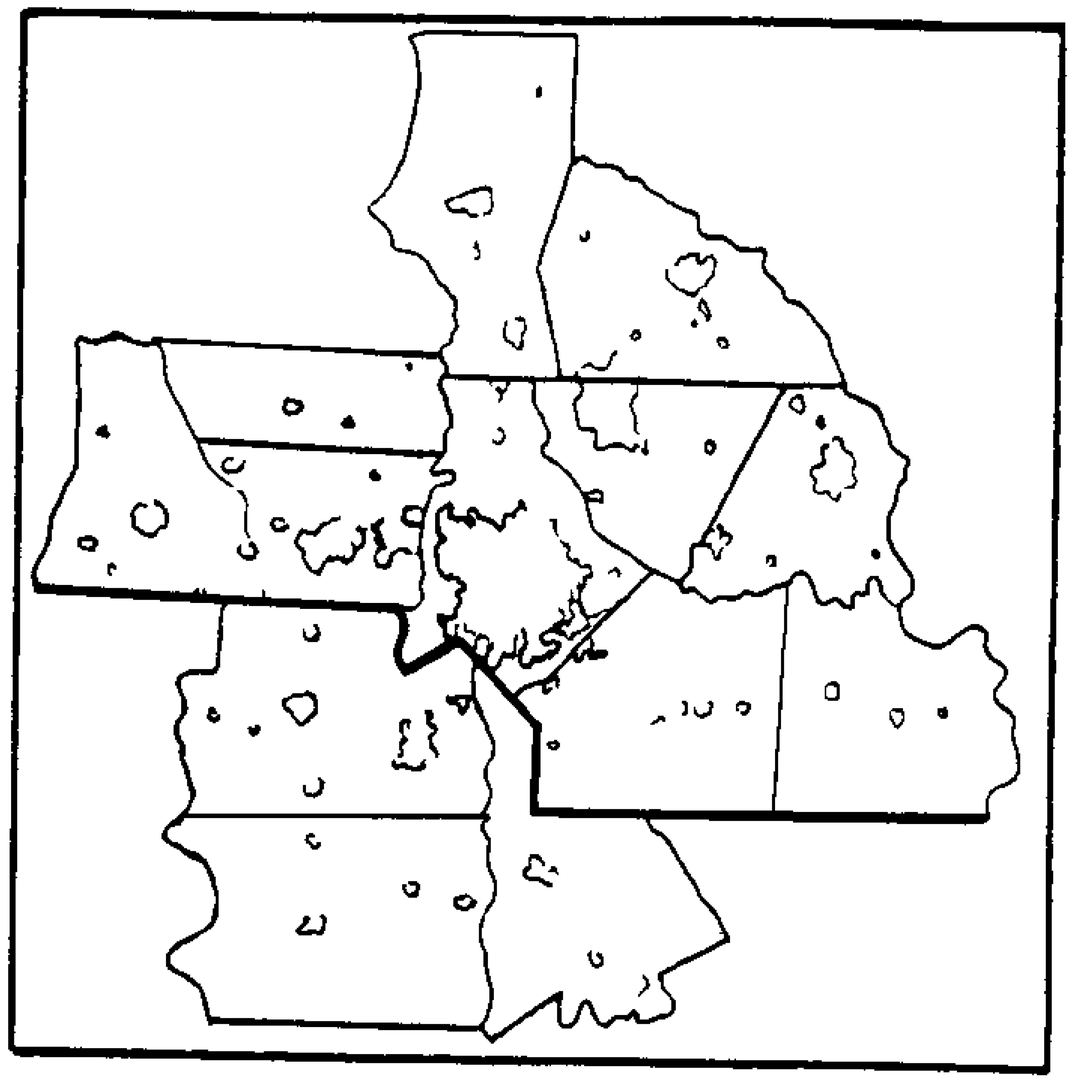
REGIONAL CENTER

The 2005 Generalized Land Plan stated we are now

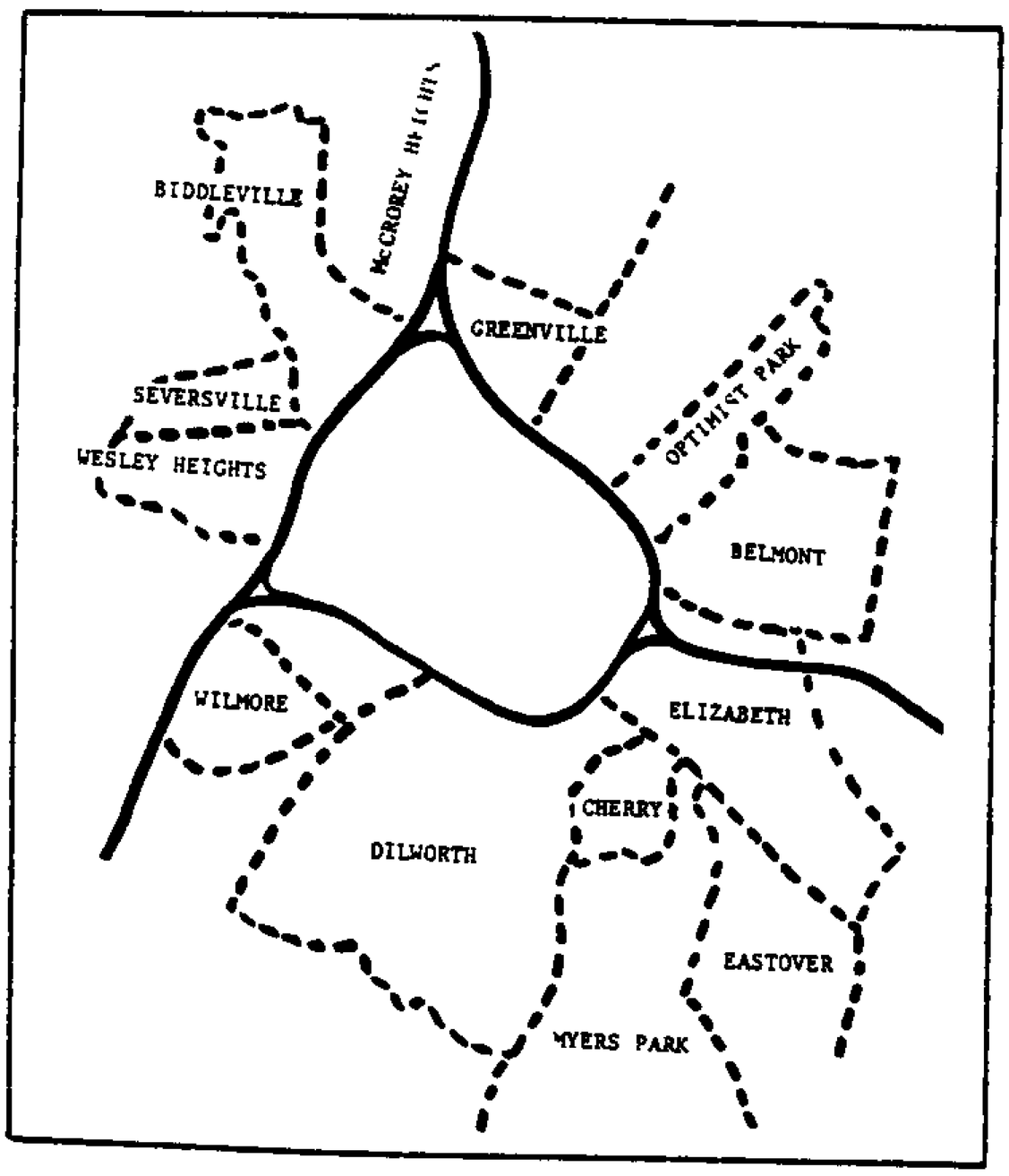
- a community of increasing urban character
- a community growing in regional interdependence
- a community striving to integrate into an economic structure of national and international character

As we position ourselves to address the impact of change for Central Charlotte in the 1990 s it is necessary to vitalize our vision for Central Charlotte We must answer the question How important are the composite strengths, unique image and special life brought to this region by Uptown and its immediate neighborhoods

The recognition of these special values, together with continued quality growth, will enable us to refine a vision for the future of Central Charlotte as previous citizens have evolved from the 1940' through the 1950's, 1960 s, and 1970 s and into the 1980 s



What will the focus of effort be for Central Charlotte in the 1990's and beyond?



CENTRAL AREA PLANNING BACKGROUND

Charlotte s central area consists of the City s Uptown business district and its older established neighborhoods together with a ring of nonresidential areas between the business core and surrounding neighborhoods This diversity of activity is an asset yet it also creates the need for restoration, conservation and planning for this unique economic and cultural hub of the region

The evolution of Charlotte s change from town to city to regional center can be seen through planning efforts dating to the 1940's The unique contribution of each decade since then offers insight into the importance of leadership from the previous decade We now are about to speak to the issue of our vision for the 1990's

The 1950 s saw the need for substantial public improvements and redevelopment in Central Charlotte The 1960's saw the beginning of redevelopment and initiation of rapid suburbanization The 1970 s were a period of completing redevelopment projects and refining development concepts for a unique Uptown environment The 1980 s began with adoption of an extensive plan and program for Uptown growth A wide variety of plans, programs and projects enhanced Uptown's regional and national image

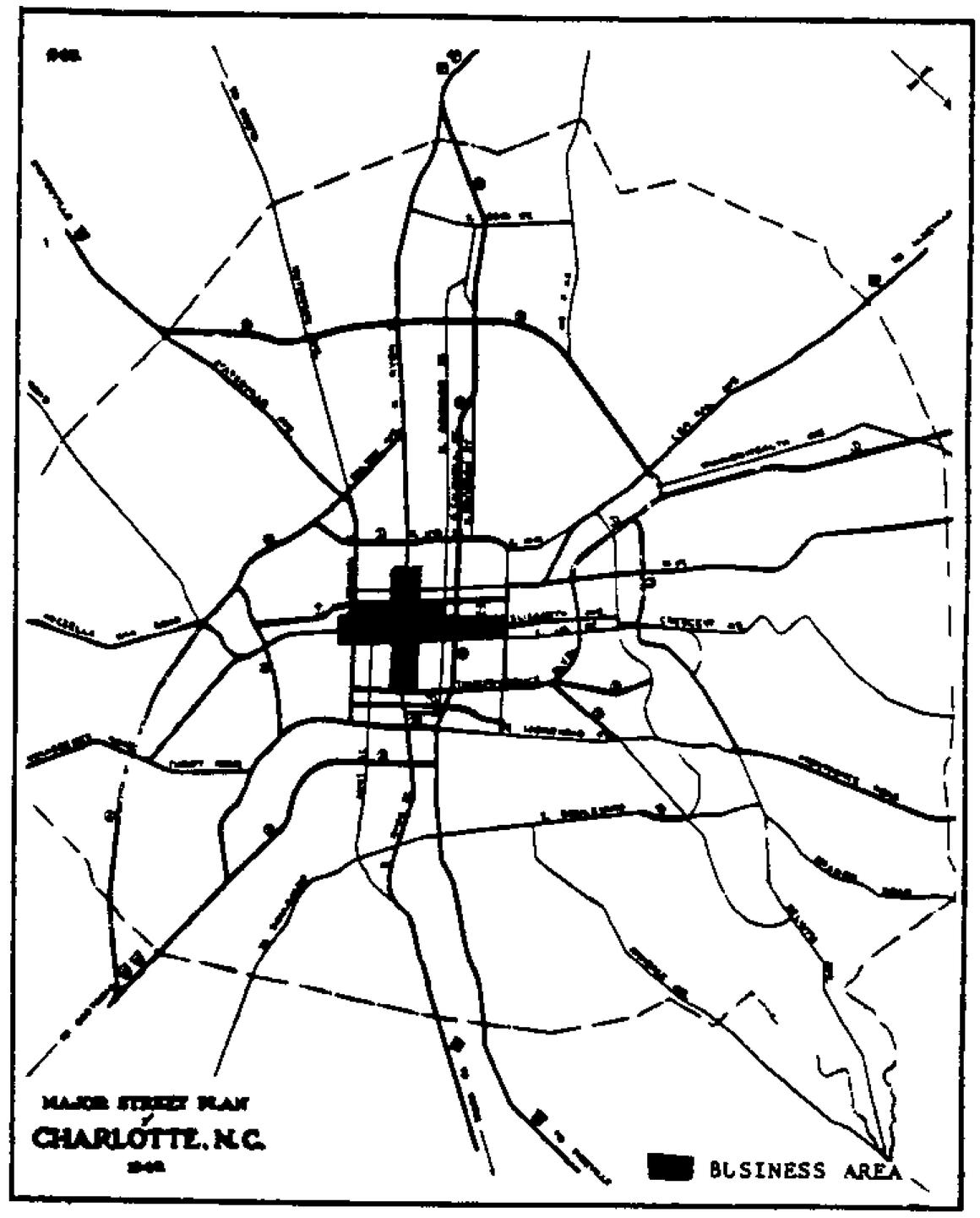
The following summary traces development of planning approaches and concepts for the central area of Charlotte from the 1950's through the 1980's An understanding of this evolution can be instructive for development in the 1990 s

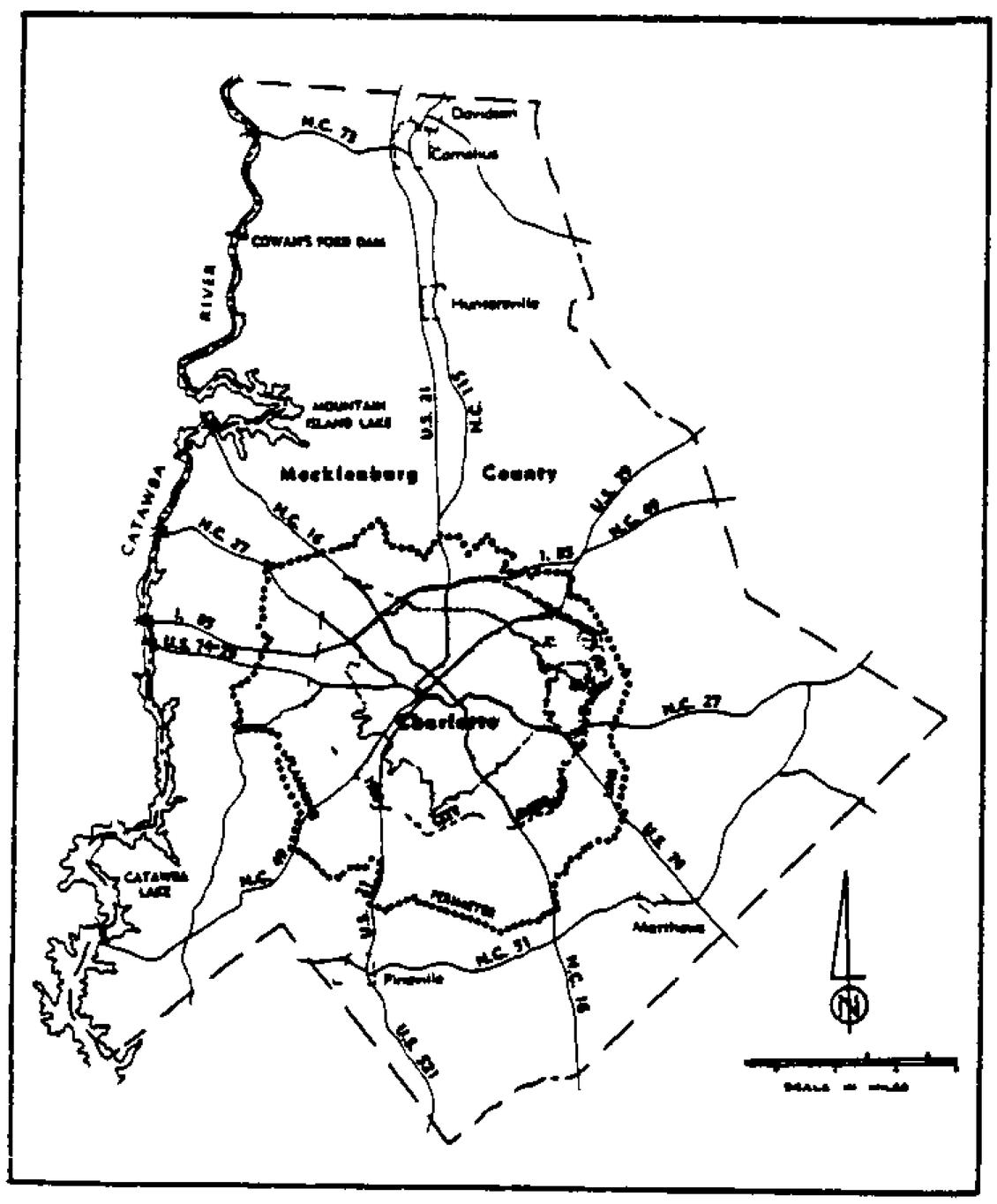
1950'S

A Master Plan Outline', dated June 1951, noted when Charlotte s population eased above the 100,000 mark in 1940 census, the transition from town to city was conceded and completed It was a city with many deficiencies - a city grown too big, too fast for the limited facilities which had been developed to meet the public need '

The 1951 Plan recommends a series of street, sewer and water improvements together with suggestions for police, fire, traffic and parking, parks, library, beautification and urban redevelopment actions

A July 1950 report set the theme of change that is still with us when it stated individualized enterprise built a city which has outdistanced other urban communities of the Carolinas in population, wealth and resources It also created problems "





1960: NEXT 20 YEARS

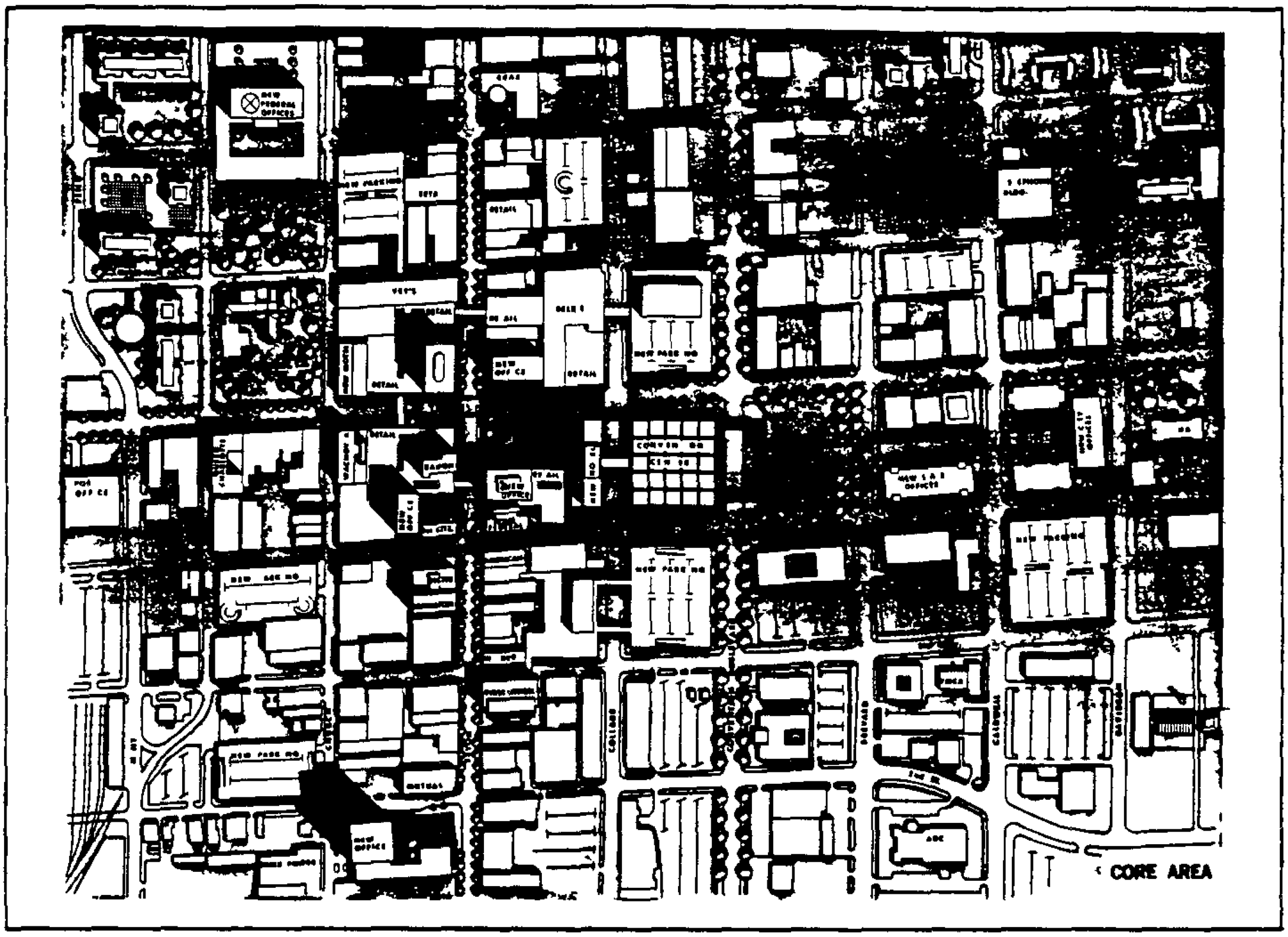
A Charlotte-Mecklenburg Planning Commission report entitled 'The Next Twenty Years, continued civic attention to the areas vision as a metropolitan center and the need to preserve order and livability amid rapid growth

By 1960 Charlotte's city limits had expanded beyond the urban definition of the late 1940 s and early 1950's The pattern of rapid suburbanization began However, the Central Business District still existed as the predominant shopping center of the area The potential for growth was felt to be high for the CBD, although it was noted that

- A high percentage of building were old, obsolete and unsightly,
- Many streets are narrow, grim, cheerless chasms, and
- Pedestrian circulation is hampered by inadequate sidewalks

It was noted that the CBD ' was built for another era in the community's life '

Charlotte's redevelopment efforts flowed out of the concern for upgrading the character and functioning of the CBD Blight was defined as so serious that ' there is little hope for restoration except through general slum clearance and redevelopment The Brooklyn Area redevelopment was Charlotte's first urban renewal project to address the Blight issue



1966: CENTRAL AREA PLAN

The 'Greater Charlotte Central Area Plan" prepared in 1966 was the first plan specifically addressing the Central Business District This Plan defined a series of simple concepts that have guided much of the Central Areas growth for the past twenty years

- Able to get to the center city from all directions of wide, attractive streets,
- Able to find abundant parking within walking distance of the square,
- Provide for core area public transit facilities,
- A pleasantly planned and attractive center of business, retail shopping, entertainment and living,
- Able to provide for visitors by accommodating meetings, exhibits and countless assembly functions,
- Elimination of blight on eastern edge of core area,
- The Square should become an attractive open plaza,
- Provide aesthetic amenities which distinguish the core area,
- Parks and greenspaces for a moments leisure should be provided together with attractive pedestrian linkages,
- A zoo, botanical garden, and ultimately a new sports stadium are vital to the center city,
- A mall and park should link the government center to the core area,
- Central residential areas are vital development components

The Plan notes that "we do not need to rebuild our city, we need only to improve it, to rearrange it a little, to make some very useful and very needed additions

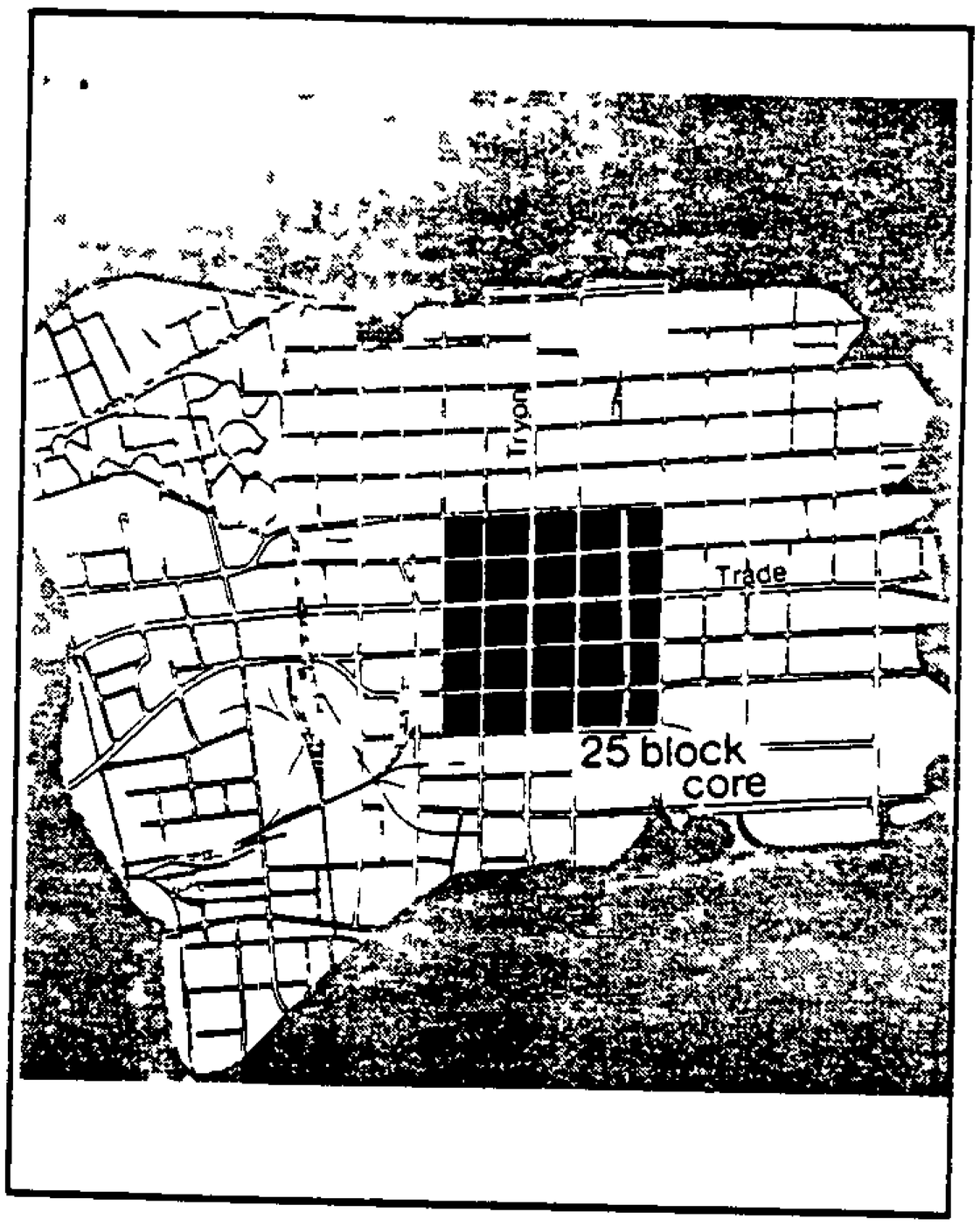
1971. DEVELOPMENT GUIDELINES

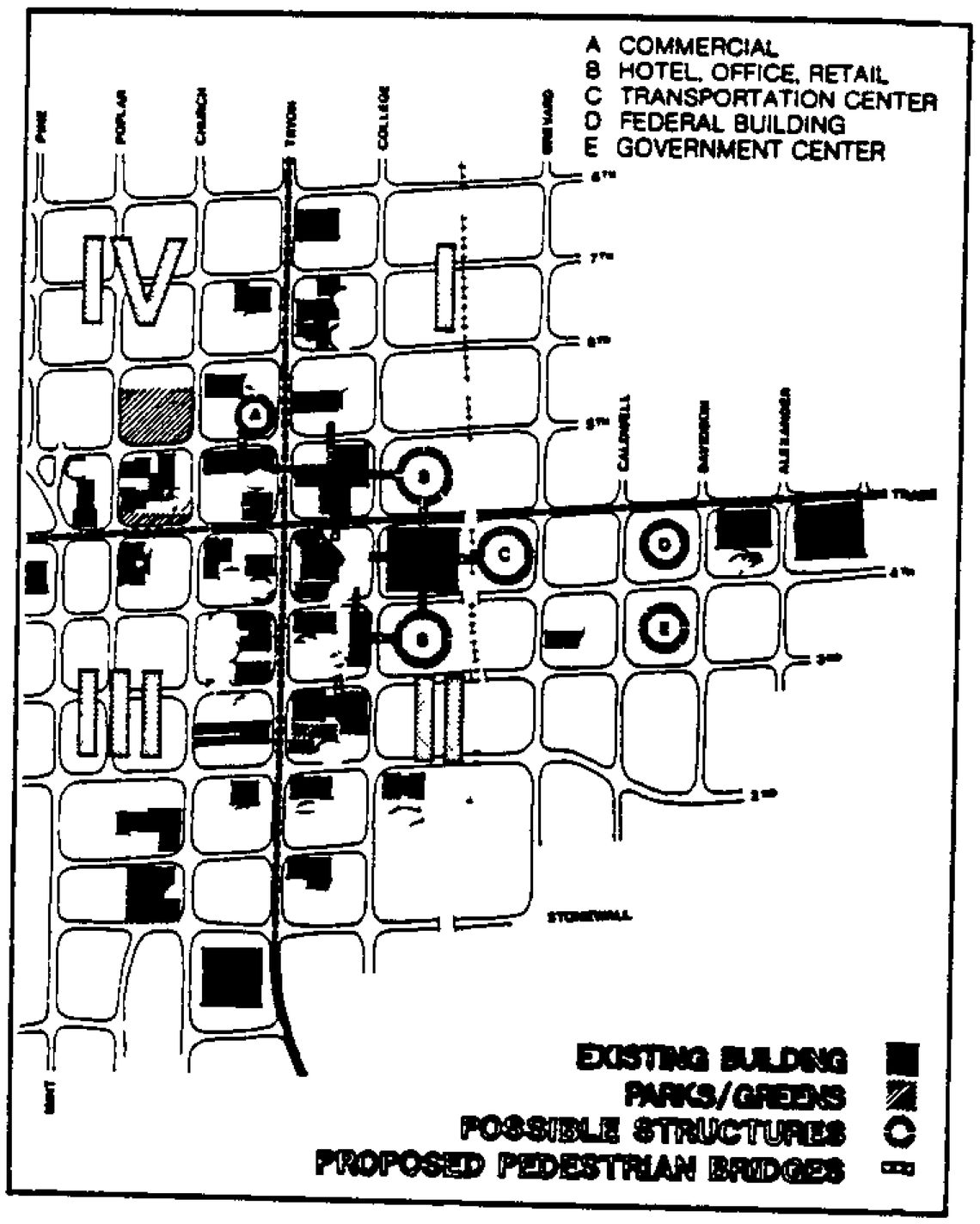
'Central Area Development Guidelines prepared in 1971 offered the next step in planning for the core area The study area was bounded by Popular, Sixth, Brevard and Second Streets

The specific goals defined for the 110 acre area were

- First, the core should be compact and a center of intense and concentrated activity,
- Second, the uses should be diversified and interpenetrating - office, retail, hotel, convention and recreation
- Third, the core should be aesthetic pleasing both internally and in the setting and approaches
- Fourth, the core should accommodate itself to the highest level of growth in the foreseeable future without loss of efficiency, usefulness or attractiveness
- Fifth, the core should be easily accessible from without and organized within to provide excellent circulation for pedestrians, public transit, trucks and automobiles including ample parking and loading facilities
- Sixth, reorganization and upgrading of the core should proceed gradually with minimal disruption and expense to the public and private sectors

Critical development blocks, a pedestrian system, key parking structure locations and significant space/park locations are highlighted by the Guidelines report





1975: CULTURAL ACTION PLAN

The value to the Central Area of cultural facilities was highlighted by the 1975 report 'Cultural Action Plan This Plan was developed around the idea that cultural institutions and artists have a decisive role to play in providing a mix of activity that enhances the synergism of Uptown

Specific recommendations of the Plan are

- Develop Spirit Square into an arts/crafts service center,
- Develop an Exploratorium facility (Discovery Place),
- Develop a Mint Museum Branch for exhibitions
- Develop an Afro-American Cultural Center
- Develop an Art Fair - a facility for display and artist studios
- Develop a concert hall of approximately 2,000 seats

The Cultural Action Plan illustrates the potential for blending arts and sciences with commerce to enhance the lives and uniqueness of central Charlotte

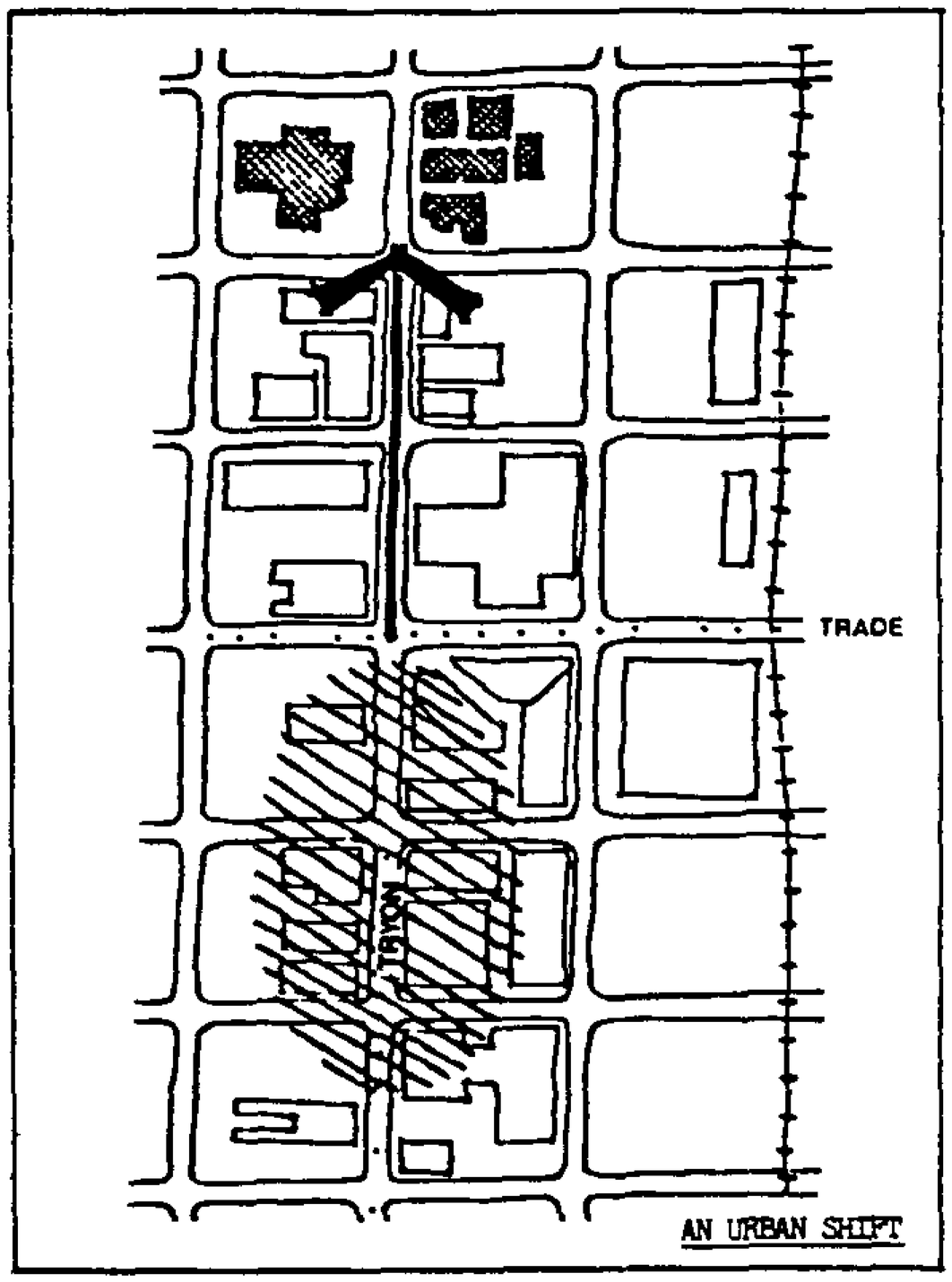
1977. TRYON STREET POTENTIAL

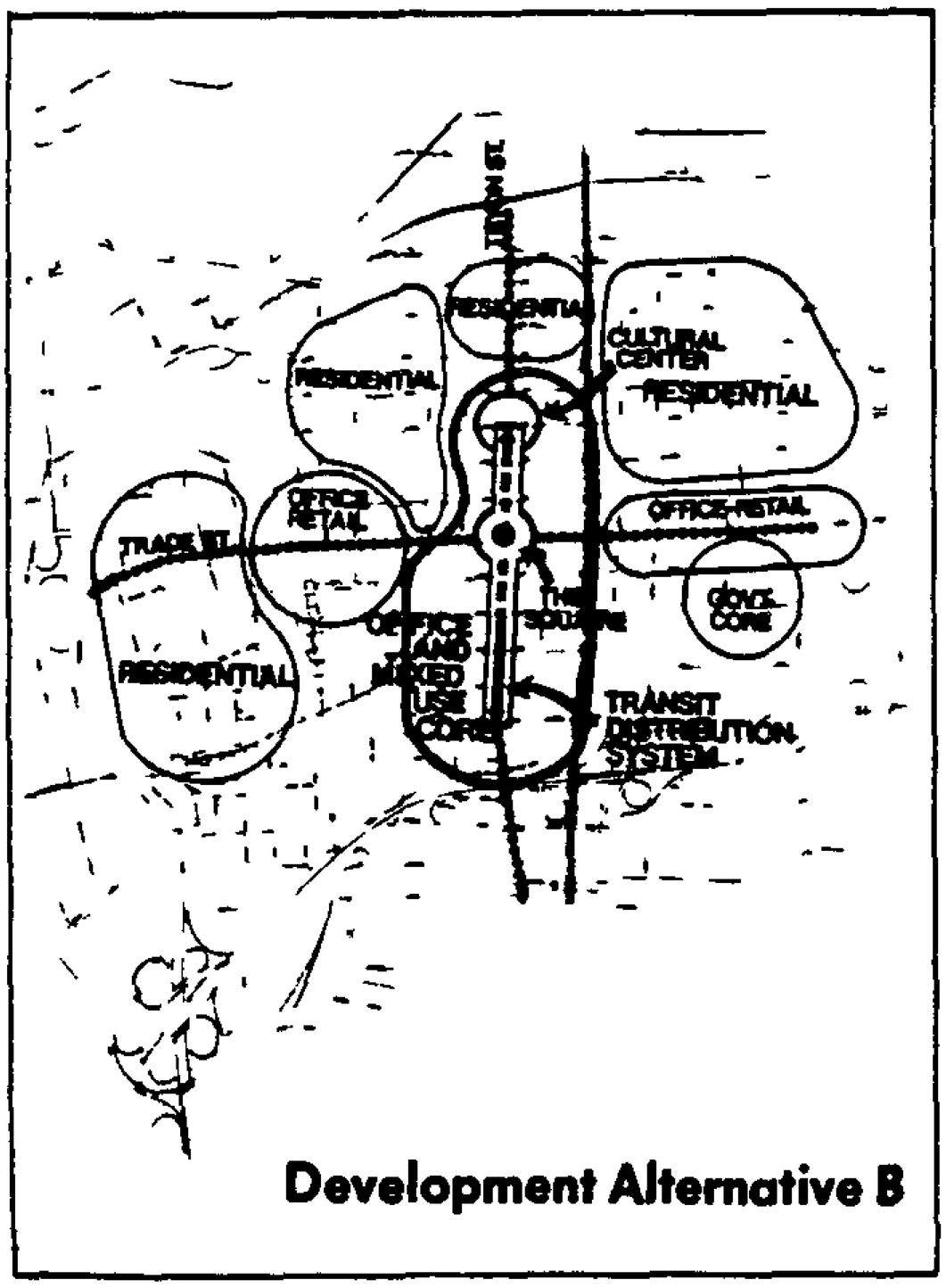
A small booklet entitled Realizing The Tryon Street Potential" summarized a series of challenges and opportunities for Uptown s core area

The development forces acting upon Tryon Street are creating an opportunity for Tryon to become an organizing spine for the area Although the report called for a special study to address this opportunity, it also highlighted several important planning principles

- Regional Center - Tryon is a street of regional potential setting the visual image and standard of development for the larger core area
- Inner Core Blocks - This 18 block area has unique, compact development potential with special uses, transportation focus pedestrian bridges and human scale
- Urban Shift - The new cultural complex investment, to the north on Tryon, creates a strong emphasis for intensification of development
- Public Transportation - A series of covered bus stop shelters for Tryon and a no-fare zone bus service is of critical importance
- Pedestrian Bridges - Establish a reasonably development balance between overstreet connections and ground level pedestrian ways
- Human Scale - Pedestrian amenities are critical to the character of the urban core

The report noted that No other single location within the region can offer the rich mix of private and public amenities that can be found in the urban core





1980: RTKL CENTRAL AREA PLAN

The Central Area Plan was developed by RTKL, Associates with the advice of the Uptown Planning Committee established by City Council on June 25, 1979 A preliminary report was made to City Council by RTKL, Associates on November 14, 1979 Final presentation to Council was on November 17, 1980

APPROVED BY CITY COUNCIL May 11, 1981

MAJOR CENTRAL AREA PLAN ELEMENTS

INTRODUCTION

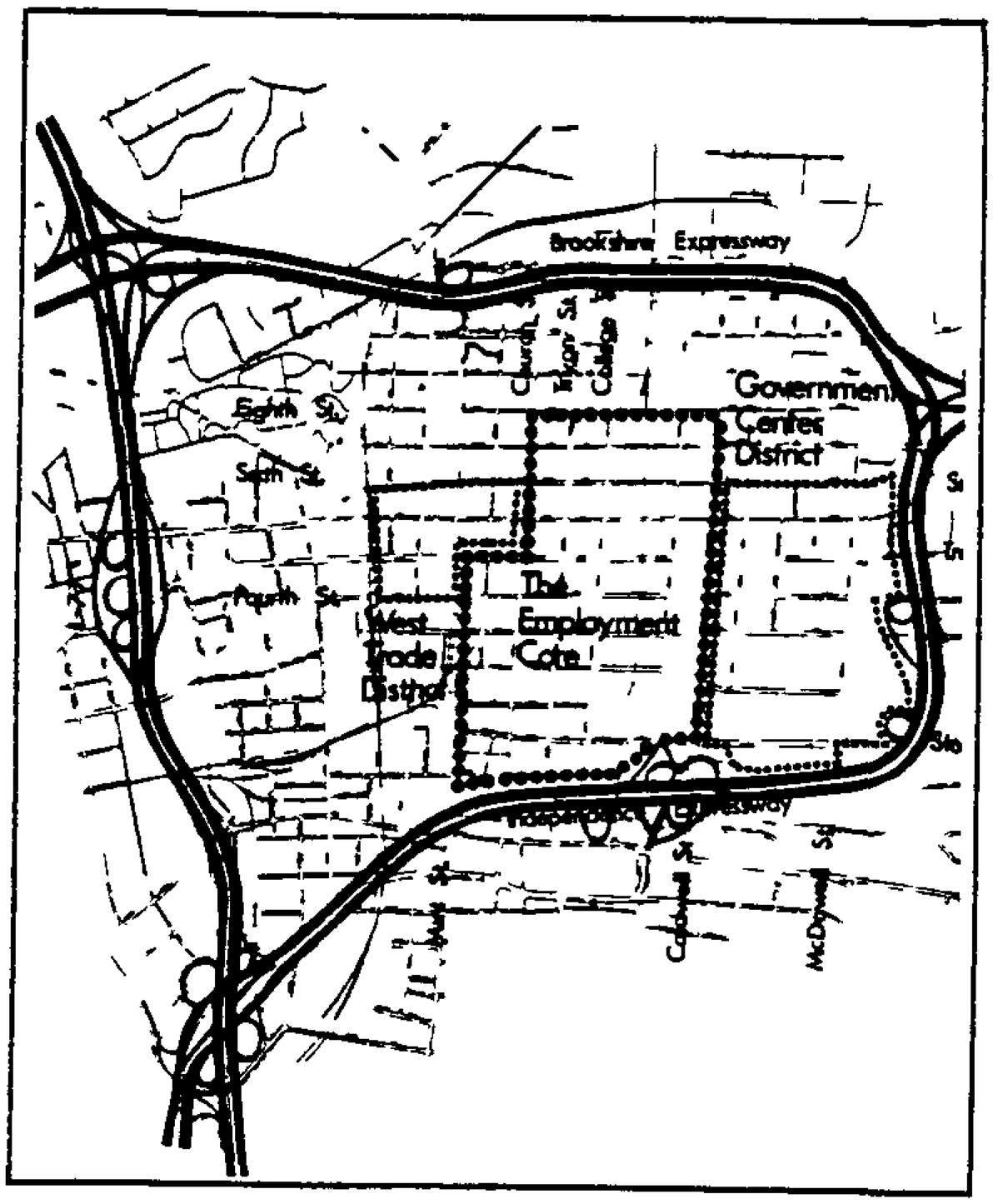
The Charlotte Central Area Plan presents a consensus view for the future of the Central Area This view holds to the following precepts

1 Continued economic development of the Central Area is vital to overall well being of Charlotte,

2 Quality of life for Charlotte depends in large part on the health and livability of the Central Area,

3 Central Area is regaining its place as traditional cultural and social center, a trend to be nurtured,

4 Life in the Central Area can be extend beyond 9 to 5 through a balanced development of residential, retail, cultural, hotel, conventions, entertainment and recreational uses as well as, office uses,



5 A mixed use development pattern can achieve a fuller and more active quality of life within the Central Area,

6 Successful long term development of the Central Area requires a full partnership between the public and the private sector

7 Charlotte's uniqueness as a place to live can be enhanced with economic growth

LAND USE

The essential philosophy of the Alternative B development scheme is defined by the following characteristics

1 Reinforce the traditional core

2 Interactive, mixed land use that strongly links retail, office, cultural, and residential uses

3 Build on historic axis of Tryon Street with major development in the early stages of the plan on North Tryon to balance growth expected in the South College area

4 Concentration of employment centered on Tryon Street with heavy concentrations on South Tryon and the Square and lesser concentration along North Tryon

5 Central transit spine is established along Tryon Street

6 Encouragement of close-in urban residential areas adjacent to the employment core

TRANSPORTATION

SYSTEM POLICY

The Central Area transportation system should be developed as a balanced auto-transit system capable of supporting central area employment growth potentials without increase in street gateway capacities, with transit usage of 40% sought, and with parking expanded to complement the street gateway capacity

2 Transit System

The transit system service level is intended to increase from 18 to 40 percent of peak person accumulation in order to realize economic growth potential

A transit routing plan - meeting the following criteria, is desired

A Maximize transit service to the Employment Core,

B Eliminate overcrowding at major loading points,

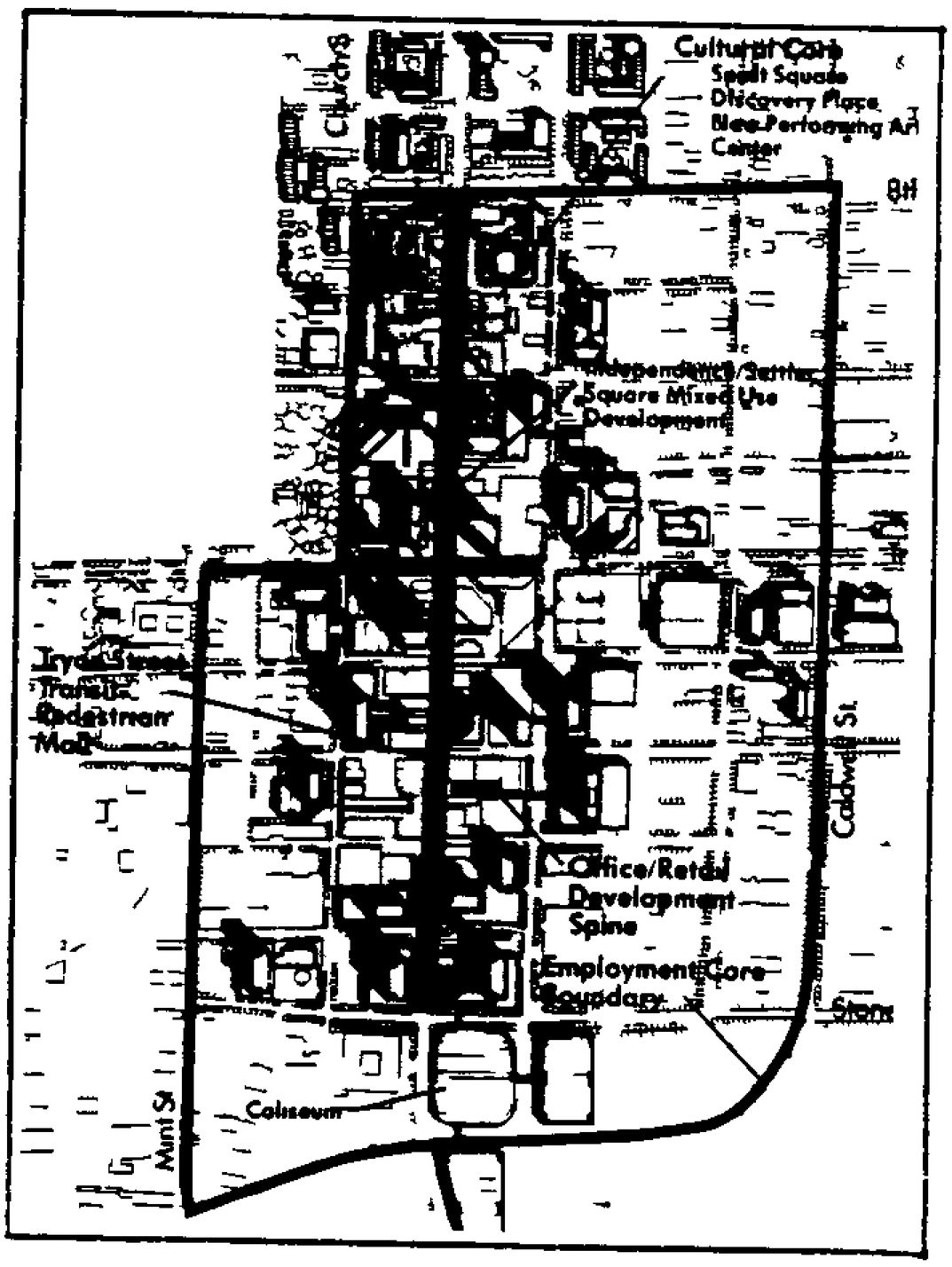
C Avoid unnecessary bus travel,

D Minimize interference with auto/truck traffic,

E Facilitate transit transfer activity,

F Simplify transit routings

Tryon Street is designated as a high capacity transit - pedestrian mall



URBAN DESIGN PLAN

DESIGN POLICY

General Design Policies - to provide for the careful integration of land uses and activities, are to be followed in the course of development Attention to the pedestrian system, open space system, streetscape, historic properties and development controls is intended as essential Central Area Plan elements Particular concern is directed to the following criteria for development of Design Plan components

Pedestrian System

The following are those major linkages of the essential pedestrian system

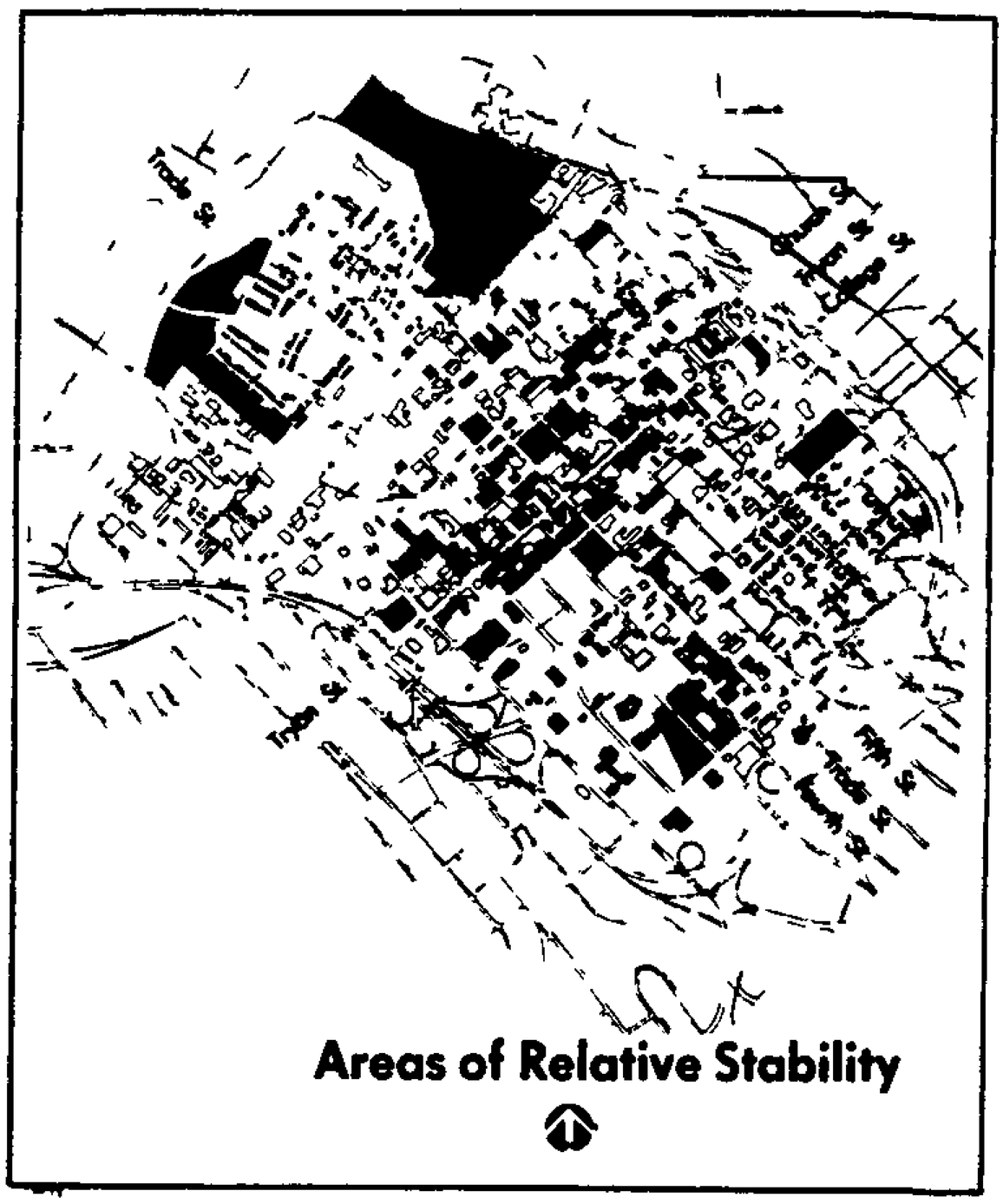
A Provide direct pedestrian linkages from transit and parking terminals to employment, retail and cultural facilities

B Provide direct pedestrian linkages from residential areas to the employment core

C Link the Government Center to the employment core

D Provide linkage between the office concentrations on South Tryon and North Tryon retail and cultural uses

E Provide a strong linkage between the Overstreet Mall and street level pedestrian activity



Open Space System

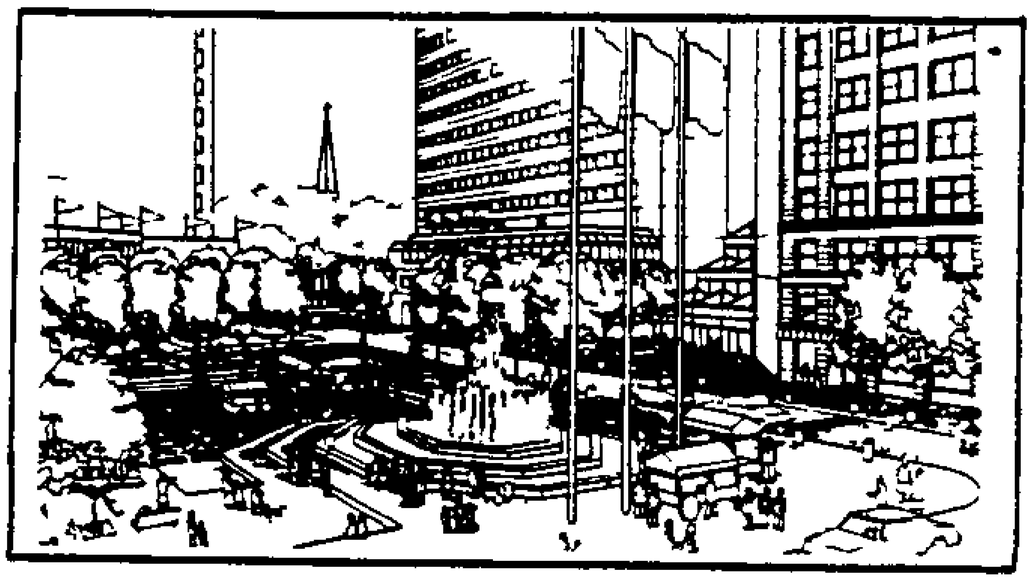
The principle focus of both the open space system and the Central Area itself is the urban plaza as a public space at the Square

Historic Preservation

Strengthen the role of Tryon Street - as a link tying together historic structures, by developing the pedestrian/transit mall with an historic theme

Streetscape System

A comprehensive street landscape program is recognized as critical to promote pedestrian needs and to influence positively the overall urban image of the uptown Particular streetscape attention is required - considering the pattern of planting setbacks and pavement treatments, for the Tryon Street Transit/Pedestrian Mall, College Street, Trade Street, Graham Street, and the Government Center



Development Controls

A hierarchy of development density is established based upon the objectives of the Plan s land use and transportation requirements This hierarchy establishes first the Square and then the blocks immediately adjacent to Tryon Street and the Transit Mall as the areas of highest permitted development density Consequently, zoning controls employing the Floor Area Ratio (FAR) will be employed to implement this concept of development density gradation

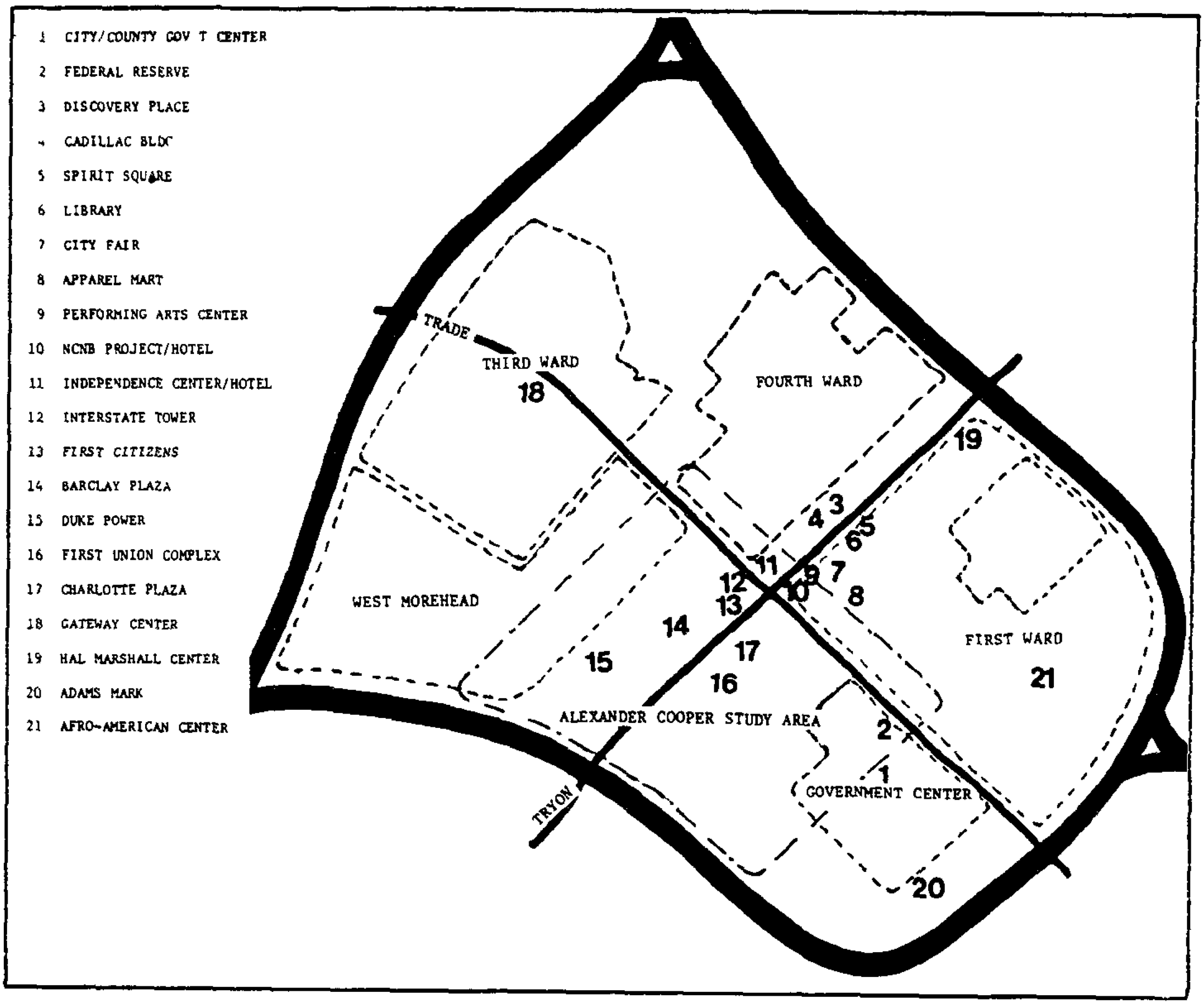
DEVELOPMENT PROGRAM

A phased development strategy is to be followed This strategy has three distinct but overlapping stages

Stage I Establishment of North Tryon as a major development area and the solidification of residential renaissance This will require attention to the following

Stage II Growth and revitalization efforts are to accelerate for problems areas along Trade, (and begin in First Ward - Added)

Stage III Emphasis on Development shifts to South Tryon Street and the north and east fringes



AREA PLANS AND PROJECTS

Recognizing the dynamic character and fast pace of Uptown growth, a series of special planning activities have been completed since adoption of the Central Area Plan in 1981

- *First Ward Plans* - including a general development concept and Urban Design Plan for a 9 block area
- *Fourth Ward Plan Update* - emphasizing the urban residential character of this area
- *Third Ward Plan* - focusing on residential character and the mixed use opportunities of the W Trade Corridor
- West Morehead Plan - an essentially industrial area that is under utilized, and requires renovation and *development efforts*
- Government Center Urban Design and Open Space Plan - *defining open space and pedestrian guidelines*
- Streetscape Plan - laying out special design and landscape treatment for Uptown s major street network

Currently a plan for the Central District area of the 2005 Plan is being prepared It will aid in defining relationships of the Uptown with its surrounding area A privately commissioned study - Alexander Cooper Study - was completed in 1987 It defined urban design and development potentials for a 75 block area centered on S Tryon Street

The employment core development is guided by a mixed use development zoning district which is supplemented by design standards and guidelines A series of urban residential districts were also established for residential development of Fourth, Third and First Wards

A wide variety of specialized planning efforts have addressed such topics as performing arts center location, convention center location, Plaza Park design, removal of overstreet walkway in Marshall Park, trolley system potential, retail potentials, parking and employment inventories

PLANNING THEMES

Our vision for Central Charlotte will be shaped by the consensus on themes for growth, conservation and livability These will be the glue for diversity and the forces by which the whole becomes more than what individual parts can accomplish The challenge is to build a central city as a habitat for people not merely an assemblage of self-centered buildings, sterile streets, treeless parking lots and generally hostile environment to human activity beyond the workplace

GROWTH - Process of developing the physical environment

LIVABILITY - Endurable, habitable environment for people

CONSERVATION - Protection of assets from loss, waste or harm

CITY CENTERS

REFERENCE DOCUMENTS

1 Central Area Study II City of Atlanta February, 1988

2 Learning from Baltimore Institute for Environmental Action October, 1979

3 A Plan to Manage Growth City of Boston May, 1987

4 Buffalo Regional Center City of Buffalo October, 1985

5 Cincinnati 2000 Plan City of Cincinnati November, 1986

6 Dallas Downtown Plan - 1986 City of Dallas October, 1986

7 Downtown Area Plan Denver Post May, 1986

8 Downtown 2000 City of Kansas City 1983

9 Metro 2000 Plan City of Minneapolis January, 1988

10 Centre City San Diego Urban Land Institute January, 1987

BACKGROUND: TRADEMART NEGOTIATIONS

In late 1986, the City began negotiations with Crosland-Erwin for the development of a trademart facility in uptown Charlotte in order to keep the Carolina-Virginia Fashion Exhibitors (CVFE) show from leaving the City. When finally negotiated many months later, a complex agreement was reached which called for the City to purchase the land on which the Trademart sits for $5.6 million dollars. Crosland-Erwin agreed to build the Trademart and parking facility and pay the City fixed and percentage rents which helped subsidize the project during the difficult initial start-up years. Subsequently, the City agreed to allow a hotel to be built on the site. There was no requirement for an extra expenditure by the City for the hotel, but the City's return did increase by 18% of the hotel net cash flow.

Crosland-Erwin has now inquired as to whether or not the City would be willing to allow them to buy us out of our commitment since they think private money could now be available to complete this project.

Even though the City has an excellent financial arrangement with the developer, we could negotiate to withdraw from the project if it can be completed without public involvement. The City originally participated in this project because at the time private sources alone could not pull the proposal together and this would have resulted in the loss of the tradeshow to another city. If private sources are now available, the City could negotiate with Crosland-Erwin to withdraw our financial commitment and still achieve the goal of preserving the CVFE tradeshow. In addition, $5.6 million dollars would become uncommitted.

There are two objectives that appear necessary for the City to meet if Council instructs staff to pursue these negotiations. First, we would need to be reimbursed for the full costs that have been incurred in committing to this project plus compensation for the risk that the City took to underwrite the project when private sources would not participate. Second, the agreement to commit 250 Cityfair parking deck spaces to CVFE would need to be rescinded since this was a concession made in exchange for the availability of public spaces in the Trademart parking deck. If Council desires for us to negotiate, we will try to strike an agreement satisfactory to both parties and bring it back to Council for review and approval.

Since we are considering an action which would require financial negotiations, Council members should feel free to call Boyd Cauble (336-2241) or Richard Martin (336-3051) prior to our July 5 Mayor and City Council Workshop if there are questions regarding the existing agreement or potential strategies for disengagement.

TRADEMART FINANCIAL ANALYSIS

1. Land - City buys and owns land for $5.6 million once the buildings are complete and ready for occupancy.

2. Fixed Rent - Developer rents facility for $50,000 in first year which escalates to $600,000 by year seven and then has consumer price index adjustments.

3. Income Sharing - City receives 18% of net cash flow above 3rd year base income on project (Apparel Mart, parking and hotel).

4. Sale - City receives 18% of the developer's profit from sale or refinance.

5. Parking - Developer owns and operates approximately 900 space public parking deck.

*Estimated cumulative net cash flows to City

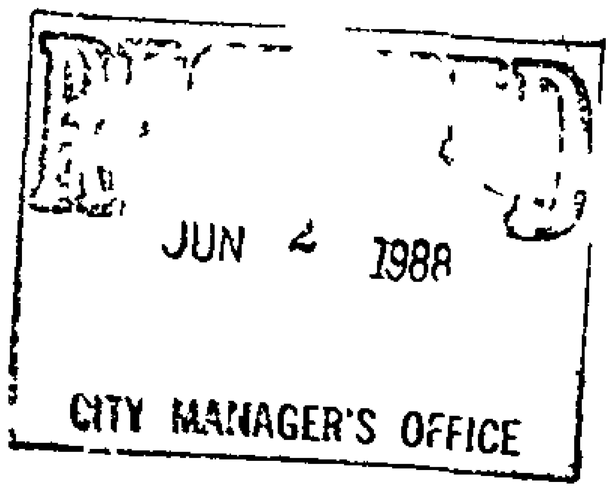
After 10 years	-	($51,265)
After 15 years	-	$1,526,584
After 20 years	-	$3,862,115

* These figures are based on pro forma data submitted to the construction lender and assume a borrowing cost to the City on the $5.6 million purchase price.

Crosland·Erwin·Associates

125 Scaleybark Road
Charlotte N C 28209
704-523-0272

Mark W Erwin
President



June 1, 1988

Mr. Wendell White
City Manager
City of Charlotte
600 East Trade Street
Charlotte, N. C. 28202

Dear Wendell:

This letter confirms our earlier discussions regarding our willingness to investigate the opportunity of alternative financing options for the Apparel Center project. When the sale and leaseback commitment was made in October 1986, the City was the financing source "of last resort" that allowed the new Apparel Center to be built and the CVFE to stay in Charlotte.

Now that the project is nearly complete there is the possibility of finding some other financing source which would enable us to relieve the City of its current commitment to provide $5.6 million in January 1989. We do not have any commitments of who or how the alternative financing might be arranged but are willing to investigate this if the City finds this desirable.

In order to do the investigation we need to know under what terms and conditions the City would cancel the current sale and leaseback agreement.

Please let us know if the City is interested in pursuing this course of action.

Sincerely,

Mark W. Erwin

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Notes

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