

**RESOLUTION NO. 30435**

**A RESOLUTION TO ADOPT THE HISTORIC RIVER-TO-RIDGE AREA PLAN, DATED JULY 28, 2020, WITH MODIFICATIONS TO THE FOLLOWING SECTIONS DESCRIBED HEREIN.**

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**WHEREAS**, the Chattanooga-Hamilton County Regional Planning Commission passed a resolution requesting the Chattanooga-Hamilton County Regional Planning Agency (RPA) to conduct countywide area plans; and

**WHEREAS**, the RPA developed a three step process referred to as the Growing Forward Framework to meet the aforementioned request. The Comprehensive Plan, being the first step of that process, was adopted in 2016. The second step is to develop a series of twelve Area Plans covering all of Hamilton County; and

**WHEREAS**, a robust public planning process was conducted to gather input from across the entire Historic River-To-Ridge Area; and

**WHEREAS**, the Historic River-To-Ridge Area Plan is intended to guide growth, provide predictability, promote coordination between new development and public services, and provide decision makers with the policy tools to promote development that protects existing historic communities; and

**WHEREAS**, the Historic River-To-Ridge Area Plan provides policy options for the built environment, transportation, and natural resources that define this area; and

**WHEREAS**, this Plan uses a “placemaking” approach that organizes future development patterns around a palette of “Place Types” that reflect the suburban, rural and urban qualities found throughout our community; and

**WHEREAS**, this Plan is advisory only, and as such, does not guarantee future land development changes, funding for projects, or other recommendations contained therein; and

**WHEREAS**, each time a new Area Plan is adopted, it replaces the older Neighborhood Plans from that same Area; and

**WHEREAS**, the boundaries of some of the older Neighborhood Plans do not exactly align with the boundaries of the new Area Plan. In those instances, only the portions of the old Neighborhood Plan that lie within the new Area Plan boundaries are considered “sunsetted”; and

**WHEREAS**, after 8 years Area Plans A) “sunset,” B) are re-adopted, or C) are updated; and

**WHEREAS**, after 3 years of adoption, Area plans may have minor amendments to Place Type designations based on new zoning cases for the area; and

**WHEREAS**, the Place Types map in the attached document (page 141) is to be used only for illustration purposes. The official Place Types Map is maintained online by the Chattanooga-Hamilton County Regional Planning Agency.

**NOW THEREFORE, BE IT RESOLVED** that those portions of the adopted Neighborhood Plans (listed below) and contained within the Historic River-To-Ridge Area Plan (Area 3) boundaries be sunsetted and replaced by the attached adopted plan.

- 1998 Ridgedale Plan
- 2004 Avondale Plan
- 2000 Bushtown Plan
- 2004 East Chattanooga Area Plan
- 2002 Glenwood / Churchville / Orchard Knob Neighborhood Plan
- 2000 Highland Park / Tennessee Temple University Master Plan
- 2004 Oak Grove Neighborhood Plan
- 2002 Ridgedale Today
- 2004 Rossville Boulevard Community Plan
- 2008 Highland Park Zoning Study
- 2004 Rossville Boulevard Community Zoning Study
- 2003 Bushtown Zoning Study
- 2009 Churchville/Orchard Knob Zoning Study
- 2005 East Chattanooga Zoning Study
- 2004 Avondale Zoning Study

**NOW THEREFORE, BE IT RESOLVED** that the Historic River-To-Ridge Area Plan (Area 3), a copy of which is attached hereto, is hereby adopted with the following modifications.

**MODIFICATION #1**

**Modify Chapter 10: Next Steps, SECTION 10.6 (page 224) by the adding following:**

Area plans are intended to have a long-term planning vision, but need to adapt to changes in community conditions that occur over the years. Each adopted Area Plan has an 8-year timeframe before a major update is needed. After 8 years, the Planning Commission may re-adopt the existing plan policy for up to 3 years. In order to address short- to mid-term changes in community conditions within the 8-year timeframe, the RPA will consider minor amendments within 2 to 3 years following adoption, based on the following repeated occurrences:

1. Property rezonings that differ substantially from the designated Place Types; or
2. Development projects that change the character of a location and differ substantially from the designated Place Types.



**MODIFICATION #2**

**Modify Chapter 4: Research & Analysis, by deleting the following paragraph in SECTION 4.5 Transportation & Infrastructure - Public Transit (page 86) in its entirety,**

This *CARTA Transit Redesign Study* also includes a discussion of potential locations for future Mobility Hubs/Central Transit Stops at various locations including the McCallie/Holtzclaw area where a rail corridor exists. Other transit concepts that could impact the Historic River-to-Ridge area include a potential north-south route along Dodds Avenue, or Dodson Avenue, and supplementing the existing bus routes with on-demand service, shuttles, a neighborhood circulator, or para-transit.

**And replacing it with the following:**

This *CARTA Transit Redesign Study* also includes a discussion of potential locations for future Mobility Hubs/Central Transit Stops at various locations including the McCallie/Holtzclaw area where a rail corridor exists. Additionally, a portion of Route 10-C will be shifted to Dodson Avenue. Other transit concepts that could impact the Historic River-to-Ridge area include supplementing the existing bus routes with on-demand service, shuttles, a neighborhood circulator, or para-transit. See <http://www.carta-bus.org/> for more information about the *CARTA Transit Redesign Study*.

**MODIFICATION #3**

**Modify Chapter 7: Place Types Policy, SECTION 7.4 Place Type Descriptions - Conservation- Based Residential (CBR) by deleting the following in its entirety:**

**Conservation Based Residential**

Conservation-Based Residential consists primarily of single-family homes and is typically located in environmentally sensitive areas in urban, suburban and rural communities. They protect and preserve wetlands, steep slopes, floodplains, and wooded areas by clustering development in portions of a site that minimize impacts to these sensitive resources. Depending on the location (urban, suburban, rural), transit and sidewalks may or may not be present.

<b>Development Form and Character</b>	<b>Transportation and Access</b>
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<ul style="list-style-type: none"> <li>● Lots vary in size, but large amounts of open space are set aside.</li> <li>● Front setbacks across lots vary.</li> <li>● Buildings typically range between one to two and a half stories. Some utility/accessory buildings (barns/silos) could exceed three stories.</li> </ul>	<ul style="list-style-type: none"> <li>● The street pattern is variable, but often winding and curvilinear.</li> <li>● Properties are typically accessed from the front, with parking in the front, side or rear.</li> <li>● Pedestrian amenities, when they exist, are typically walking trails.</li> </ul>
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**Primary Uses**

Single-family detached, Accessory Dwelling Units (ADUs), cottage courts, non-commercial farming activities

**Secondary Uses**

2-4 units per lot, manufactured homes, farm stands

**MODIFICATION #4**

**Modify Chapter 4: Research & Analysis, by adding the following to SECTION 4.6 Natural Resources, under Best Practices (page 98):**

**Conservation Subdivisions**

Another tool for developing areas that include, or are adjacent to, sensitive natural resources is “Conservation-based” subdivision design. Developers set aside steep slopes and floodplains as protected open space while clustering smaller lots in another portion of the property in order to preserve the sensitive resources. Some communities require a certain percentage of open space to be preserved, thus reducing the amount of impervious surface, and the amount of needed infrastructure. As a general rule, preserving at least 50% of the natural open space is desired.

Development in sensitive areas is designed to lessen impacts on natural resources to not only serve environmental needs, but also to create amenities for residents. Another zoning tool that can be employed to achieve Conservation Subdivisions is the P.U.D. (Planned Unit Development) which provides flexibility for lot sizes and streets and requires on-site usable recreation and open space. When Conservation Subdivisions are used in areas transitioning from rural and agriculture to a more suburban residential development pattern, creating access to public sewers or a package treatment plant may also be needed.

**MODIFICATION #5**

**Modify Chapter 7: Place Types Policy, SECTION 7.4 Place Type Descriptions (page 139) by changing the name “Reserve Overlay (RE)” to “Natural Resources Overlay (NR)”, by replacing its description with the following, and by similarly changing all references to the Reserve Overlay throughout the document.**

### **Natural Resources Overlay**

The Natural Resources Overlay (NR) identifies areas considered sensitive due to the presence of steep slopes, floodplains or wetlands. Unlike Preserves, sites identified within the Natural Resource Overlay are not protected from development by law. The purpose of this designation is to identify these sensitive areas so that they are given consideration for protection or incorporated as amenities within new developments. Some of these sites are already developed. This designation does not mean such development cannot expand in these areas. **NOTE: (NR) is an Overlay to the underlying Place Type.**

If sites within a Natural Resources Overlay become legally protected as conservation easements, government-owned natural areas, parks or greenways, they are then re-designated as Preserves. Ultimately the zoning of a property determines what can be built within a Natural Resources Overlay. When considering rezoning requests, the overlay policy supports development concepts that balance development with protection of environmentally sensitive resources.

A variety of legal "tools" are available as options to protect natural resources, including conservation easements, land trusts, park designations, or Conservation Subdivisions (which cluster development in portions of the property to protect the sensitive natural resources). The Planned Unit Development (PUD) is a recommended zoning tool for these sites to allow the clustering of development and protection of sensitive environmental and cultural resources. See Chapter 4 – Natural Resources: Best Practices.

- Land under the Natural Resources Overlay has the same transportation and access conditions as its underlying Place Type, however because sensitive resources are present, parking, access, and paving are sited to minimize disturbance of these resources (waterways, topography, culturally significant features.)
- Bike and pedestrian paths are often incorporated to promote multi-modal access, where consistent with the protection of a site's natural resources.

**Primary Uses:** Uses are defined by the underlying Place Type.

### **MODIFICATION #6**

**Modify Chapter 7: Place Types Policy, SECTION 7.2 How Will Place Types be Used? (page 119) by adding the following:**

The Place Type Descriptions (in Section 7.4) are intended to be used as a **general guiding framework** to inform staff recommendations for re-zoning requests and to develop appropriate zone tools that align with the policies. When requests for zoning changes are reviewed, staff will consider **all** of the defining elements of the designated Place Type **collectively** to determine if the request aligns with the Place Type policy. Failure to meet one of these elements will not automatically presume the rezoning request is incompatible.

In addition, existing site conditions and zoning case history will be considered when

determining the appropriateness of a re-zoning request.

In general, Place Types should provide a transition from high intensity development to low intensity development. For instance, along designated corridors (UC and MC), the proposed rear boundaries were established based on a combination of factors, including existing parcel line depths along the corridors, and the presence of established houses on the blocks immediately behind these corridors. The rear line indicates the intent to maintain a transition from higher intensity development along the Corridor (which supports transit and new businesses), to the existing lower intensity houses to the rear. Individual re-zoning requests that extend beyond the designated rear line, will be considered based on providing a transition from the higher intensity use to any immediately surrounding lower intensity residential uses.

### **MODIFICATION #7**

**Modify Chapter 7: Place Types Policy, SECTION 7.4 Secondary Use Criteria (page 124) by adding the following:**

- Is it served by transit with frequencies of 30 minutes or less?

### **MODIFICATION #8**

**Modify Chapter 7: Place Types Policy, by deleting SECTION 7.4 Place Type Descriptions (pages 126-139) in its entirety and replace with the following:**

#### **7.4 Place Type Descriptions**

##### **Suburban Residential Place Type**

Suburban Residential (SR) Place Types have a predominantly low intensity, single-family detached, residential development pattern, especially within the same block.

##### **Location & Block Pattern**

- Densities are typically less than 5 dwelling units per acre, but some moderate intensity areas of 2-4 unit attached housing, accessory dwelling units, and townhomes, may exist in limited locations, such as on Collector streets.
- While currently the predominant pattern of streets is dead-end cul-de-sacs, new development provides for future connections to adjacent streets or properties, where feasible.

##### **Site & Buildings**

- Buildings have moderate setbacks of typically 25 feet or more.
- Parking may be located to the front, side or rear, but is typically accessed from the front.

### **Transportation & Other Infrastructure**

- Residences in this Place Type are generally further from key destinations than those in other Place Types, therefore a personal vehicle is needed to reach daily needs and employment.
- Fixed-route transit services are typically not feasible due to the low density of this Place Type.
- Pedestrian and bike connections may be present if the residential development is adjacent to a commercial center, public facility or major job site.
- Residences in this Place Type are on sewer systems, but can be on septic systems in older neighborhoods.

<b>Primary Uses</b>	<b>Secondary Uses</b>
Single-family detached	2-4 units per lot, townhomes (with limited massing of up to 4 units per structure), accessory dwelling units

### **Urban Residential Place Type**

Urban Residential (UR) has a traditional neighborhood development pattern that includes a range of housing types (both single-family and small to moderate scale multi-family), a well-connected street grid, and destinations in close proximity.

#### **Location & Block Pattern**

- Lot sizes may vary within blocks, especially on larger corner lots or along “A” streets.
- Higher intensity residential uses, and a limited number of small-scale businesses may be located in Urban Residential neighborhoods, typically along “A” streets, or on corner lots.

#### **Site & Buildings**

- Front building setbacks are typically less than 25 feet.
- A variety of residential unit configurations is encouraged, provided the existing spacing between buildings across lot lines is maintained.
- Parking is typically to the rear and accessed from an alley or located on-street.

### **Transportation & Other Infrastructure**

- Residences in this Place Type are generally closer to key destinations, therefore a variety of transportation modes (auto, bike, pedestrian, transit) may be present providing access to daily needs, employment and recreation.
- Residences in this Place Type are on sewer systems.

<b>Primary Uses</b>	<b>Secondary Uses</b>
Single-family detached, accessory dwelling units, and 2 - to 4 units per lot , cottage courts (maximum 8 units)	Multi-family buildings of 5-12 residential units per lot; neighborhood retail/services such as coffee shops, artist studios, offices, or bakeries. Non-residential uses that have limited impacts on the residential character of the neighborhood (parking, operating hours, traffic generation, lighting, noise, etc.)

**Urban Residential Single-Family (UR-SF) - Single Family Overlay**

**Uses**

Only Single-family detached, accessory dwelling units detached  
(Existing residential lot pattern is maintained within each block.)

**Mixed Residential Place Type**

Mixed Residential (MR) Place Types are intended to provide a wide range of housing options for residents at various stages of life, and walkable destinations in close proximity to each other. Due to its intensity, the Mixed Residential Place Type is best suited for “A” streets, or within a 1/8th-mile walk to a transit route. In contrast to the other residential Place Types, the Mixed Residential Place Type includes moderate to higher intensity housing options (multi-story apartment buildings, condos, etc.) at densities that support transit, and other neighborhood-serving businesses (restaurants, pubs, etc.)

**Location & Block Pattern**

- Average densities of 15 dwelling units per acre, or more, support more frequent transit.
- Taller multi-family buildings are located along “A” streets, with shorter buildings on local streets to fit in with any less intense residential uses.
- Lot sizes vary within blocks.
- New developments on larger sites (typically over 4 acres) have a connected street network.

**Site & Buildings**

- Building setbacks are shallow, typically 15 feet or less.
- Parking is generally located to the rear with alley access.

**Transportation & Other Infrastructure**

- Residences in this Place Type are generally closer to key destinations than those in the Suburban Residential Place Type, therefore a variety of

transportation modes (auto, bike, pedestrian, transit) may be present to provide access to daily needs, employment and recreation.

- This Place Type is served by sewer systems.

<b>Primary Uses</b>	<b>Secondary Uses</b>
2 – 6 unit living attached, cottage courts, courtyard apartments, townhomes/condos and multi-family dwellings of up to 12 units per lot and accessory dwelling units	Multi-family dwellings over 12 units per lot (on an “A” street only); neighborhood serving businesses such as coffee shops, bakeries, restaurants, pubs, offices, studios; single family narrow lot houses

### **Crossroads Place Type**

Crossroads (XR) are smaller than Village or Town Centers (generally 2 acres or less) and are typically located in rural areas. They often serve as gateways to adjacent neighborhoods. Smaller footprint buildings typically frame a single intersection of two arterials or collector streets, or extend a short distance from the intersection. The cluster of businesses meets some of the daily needs of the immediate residents with small convenience stores, hardware stores, restaurants and other neighborhood-serving commercial uses. Over time Crossroads may grow into the larger Village Center.

#### **Location & Block Pattern**

- Lot sizes vary.
- Depending on context, Crossroads may or may not have a grid street pattern.

#### **Site & Buildings**

- Buildings are typically one to one and a half stories, and have a small footprint (typically less than 7,000 sq ft).
- Front building setbacks vary.
- Parking locations vary (front/side/rear), but large parking lots (over 20 spaces) are typically located to the side or rear.
- In areas with sidewalks, curb cuts are limited to avoid conflicts with pedestrian traffic.

#### **Transportation & Other Infrastructure**

- Pedestrian and bike connections may be found when adjacent to public facilities (such as a school or park) or job sites.
- Due to their more rural nature, Crossroads are typically not served by transit or sewer.

<b>Primary Uses</b>	<b>Secondary Uses</b>
Retail, restaurants, small convenience or hardware stores, garden center, personal services, offices, gas stations, small markets, artisanal industries	Auto repair, landscape business, yard equipment sales/rentals, small-scale workshops (artisanal production, studios, collaborative work spaces, breweries, coffee roasters, bakeries, shared kitchen incubators

	and other low impact production)
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**Neighborhood Node Place Type**

Neighborhood Nodes (NN) are smaller than Village or Town Centers (generally 2 acres or less.) Smaller footprint buildings typically frame a single intersection of at least one “A” street, or extend a short distance from the intersection. The cluster of businesses provide services or convenience goods, such as hardware stores, small convenience stores, restaurants and other neighborhood-serving commercial uses, to the immediate surrounding community in suburban or urban areas.

**Location & Block Pattern**

- Lot sizes vary.
- The existing surrounding block pattern is maintained.

**Site & Buildings**

- Buildings typically range between one to two stories, unless they are located along a designated Corridor. In that case, building heights are often taller and comparable with the Corridor Place Type.
- Residential uses over retail or offices are common.
- Buildings address the street with shallow setbacks, typically 0-15 feet, to promote pedestrian activity.
- Parking is located to the side or rear and screened from the street.
- Curb cuts are limited to avoid conflicts with pedestrian traffic.

**Transportation & Other Infrastructure**

- Pedestrian and bike connections may be found when adjacent to public facilities (such as a school or park) or job sites.
- Where transit service exists, individual developments incorporate facilities that ensure safe, convenient transit access.
- This Place Type is served by sewer systems.

<b>Primary Uses</b>	<b>Secondary Uses</b>
Small retail, restaurants, convenience or hardware stores, personal services, offices, markets	Small-scale workshops (artisanal production, studios, collaborative work spaces, breweries, coffee roasters, bakeries, shared kitchen incubators and other low impact production)



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**Village Center Place Type**

Larger than Neighborhood Nodes, but smaller than Town Centers, the Village Center (generally 3 to 10 acres) is a pedestrian-oriented cluster of medium footprint buildings typically located on “A” streets, with a mixture of commercial and residential uses. Due to their intensity, Village Centers are also typically located along transit routes. Village Centers (VC) primarily serve local residents. Village Centers may strongly correlate with community identity and history, and often include historic buildings, public squares, and civic uses. Village Centers may, over time, grow into Town Centers.

**Location & Block Pattern**

- Village Centers are compact with short, walkable block lengths, and street and sidewalk connections to surrounding residential neighborhoods.
- Lot sizes are highly variable.

**Site & Buildings**

- Buildings range between one to 4 stories, but buildings step down in height when adjacent to residential uses. If a Village Center is located along a designated Corridor, heights are comparable with the Corridor Place Type.
- Residential uses over retail or offices are common.
- To promote pedestrian activity, buildings fronting “A” streets include pedestrian entrances, have a high degree of transparency at the ground floor, and include uses that provide interest for pedestrians.
- Buildings front directly onto the sidewalks and occupy most of the street frontage.
- Sidewalks are wide, leaving adequate space for streetscape amenities, such as pedestrian lighting, street trees, and bike racks.

**Transportation & Other Infrastructure**

- Village Centers prioritize walking, biking and transit over auto use. Multimodal facilities (pedestrian, bike, transit where service exists) are incorporated in each development.
- Densities of 20 dwelling units per acre, or more, support higher frequency transit.
- Parking is located to the rear of buildings, accessed from alleys or secondary streets, and shared among multiple businesses to minimize the number of surface lots. Where fronting a street, parking is screened.
- Curb cuts along primary streets are minimized to reduce potential conflicts with pedestrians.

<b>Primary Uses</b>	<b>Secondary Uses</b>
Retail shops, restaurants, offices, grocery stores and corner markets, personal	Small-scale workshops (artisanal production, studios, collaborative work spaces, breweries, coffee roasters, bakeries, shared kitchen incubators and other low

services, lodging, vertical mixed use, and apartments.	impact production), housing under 20 dwelling units per acre.
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**Mixed Use Corridor Place Type**

Mixed Use Corridors are suburban, commercial corridors that are transitioning to a more dense and pedestrian-friendly pattern with multi-story buildings, and a mix of residential and office uses. Mixed Use Corridors are located on “A” streets. Due to their intensity, Mixed Use Corridors are also usually located along transit routes. Retail, services, and restaurants serve as supportive uses. Unlike Urban Corridors (UC) that already have a well-established connected street network and urban development pattern, Mixed Use Corridors tend to have fewer street connections to the adjacent neighborhoods and more lots with parking in front of the buildings.

**Location & Block Pattern**

- Block lengths are typically longer than those found along Urban Corridors.
- For new development, an internal network of new streets and sidewalks provides circulation both within the development and to the adjacent neighborhoods.
- Lot sizes vary and are typically larger than those in Urban Corridors.

**Site & Buildings**

- Building heights of up to 5 stories may exist, but buildings step down in height when adjacent to residential uses.
- Residential uses over retail or offices are common.
- New development has moderate setbacks of 25 feet or less.
- To promote pedestrian activity, sidewalks are wide, leaving adequate space for streetscape amenities, such as pedestrian lighting, street trees, and bike racks.
- Ground floor, street facing facades have a high degree of transparency with storefront doors and windows that provide interest for pedestrians.

**Transportation & Other Infrastructure**

- Densities of 20 dwelling units per acre or more support higher frequency transit.
- Where fronting a street, parking is screened with landscaping. Where parking is located to the rear of buildings, it is accessed from alleys or secondary streets, and shared among multiple businesses to minimize the number of surface lots.
- Multiple curb cuts along the primary street are consolidated.
- Multimodal facilities (pedestrian, bike, transit where service exists) are incorporated in each development.

<b>Primary Uses</b>	<b>Secondary Uses</b>
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Multi-family residential with at least 20 dwelling units per acre, entertainment, grocery stores, offices, personal services, lodging, vertical mixed use, small-scale workshops (artisanal production, collaborative work spaces, breweries, coffee roasters), medical or educational institution	Multi-family residential <u>under</u> 20 dwelling units per acre, self-storage, retail shops, restaurants
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**Urban Corridor Place Type**

Urban Corridor (UC) Place Types provide a mix of uses in a pedestrian-friendly environment at a density that supports transit. Urban Corridors are located along “A” streets. Urban Corridors contain a broad mix of uses including multi-family housing, professional offices, institutional uses, personal services, retail, entertainment, and light industry. Urban Corridors connect the Downtown Core to the surrounding first-ring neighborhoods and typically have a well-established connected street network and urban development pattern, with buildings close to the street.

**Location & Block Pattern**

- Block lengths typically range from 300 to 500 feet.
- A connected street grid with sidewalks provides strong connections to the surrounding neighborhoods.
- Lot sizes vary, but typically are smaller than those in Mixed Use Corridors.

**Site & Buildings**

- Buildings typically range in height from 2 to 4 stories, with some 5 and 6 story buildings, but buildings step down in height when adjacent to residential uses.
- Residential uses over retail or offices are common.
- Buildings front directly on the sidewalk and have minimal setbacks (typically 15 feet or less.)
- Buildings occupy most of the primary road frontage (typically 80% or more.)
- To promote pedestrian activity, sidewalks are wide, leaving adequate space for streetscape amenities, such as pedestrian lighting, street trees, and bike racks.
- Ground floor, street facing facades have a high degree of transparency with storefront doors and windows that provide interest for pedestrians.

**Transportation & Other Infrastructure**

- Due to their intensity, Urban Corridors include transit routes.
- Densities of 20 dwelling units per acre or more support more frequent transit.
- Parking is located to the rear of buildings, accessed from alleys or secondary streets, and shared among multiple businesses to minimize the number of surface lots. Where fronting a street, parking is screened.

- Curb cuts are minimized along the primary frontage streets.
- Multimodal facilities (pedestrian, bike, transit) are incorporated in each development.

Primary Uses	Secondary Uses
Multi-family residential with at least 20 dwelling units per acre, entertainment, grocery stores, offices, personal services, lodging, vertical mixed use, small-scale workshops (artisanal production, collaborative work spaces, breweries, coffee roasters)	Multi-family residential <u>under</u> 20 dwelling units per acre, non-noxious/non-nuisance light industrial uses, retail shops, restaurants

**Industrial Hybrid Place Type**

Industrial Hybrid (IH) Place Types typically includes a mixture of light manufacturing, assembly, and contractor businesses along with multi-family residential and commercial uses. Industrial Hybrid Place Types may be located near residential neighborhoods, providing residents with local, convenient access to employment. Industrial facilities in this Place Type are non-noxious (no hazardous materials or pollution), and non-nuisance (no odors, excessive light, or heavy truck traffic). The Industrial Hybrid Place Type has smaller buildings than the Industrial Place Type. Amenities that enhance the character and livability of the surrounding neighborhood, such as a park or plaza, neighborhood-serving retail and offices, or preserved historic structures are frequently incorporated.

**Location & Block Pattern**

- In contrast to the Industrial Place Type, Industrial Hybrid Place Types can be located on local streets due to their smaller size and lower intensity uses.
- Industrial Hybrid areas are walkable due to smaller buildings in close proximity, short blocks, and a street network that connects to the surrounding neighborhood.

**Site & Buildings**

- Building size, height, and setbacks can vary greatly. In urban locations, buildings set back from the street include a park, plaza or other landscaped space to maintain an attractive pedestrian environment.
- Parking, loading docks, and outdoor storage are located to the rear or side of buildings and screened when abutting residential areas.

**Transportation & Other Infrastructure**

- Depending on the location, transit service may be nearby, and bicycle and pedestrian connections may be provided, especially when near public facilities, such as schools and parks.

Primary Uses	Secondary Uses
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Non-noxious, non-nuisance light manufacturing, assembly, distribution, small-scale workshops (artisanal production, studios, collaborative work spaces, breweries, coffee roasters, bakeries, shared kitchen incubators and other low impact production), contractor’s offices, live-work units, printing, shared flex industrial spaces	Retail and commercial services, offices, restaurants, coffee shops, open spaces, greenways, multi-use paths, multi-family residential
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**Industrial Place Type**

The Industrial (IN) Place Type supports a variety of manufacturing uses and employment opportunities. Unlike the Industrial Hybrid Place Type, the Industrial Place Type includes both non-noxious operations (no hazardous materials or pollution) such as warehousing, industrial parks, and light manufacturing, and noxious industries (heavy industrial production). The latter are not located near residential areas. The size of buildings is often larger than those in the Industrial Hybrid Place Type.

**Location & Block Pattern**

- Due to their potential for adverse traffic impacts, Industrial Place Types are not located on residential or local streets.
- Lot sizes vary greatly.

**Site & Buildings**

- The size and mass of buildings is reduced when adjacent to residential areas.
- Building setbacks vary.
- Industrial Place Types are generally buffered from surrounding development by transitional uses or landscaped areas that shield the view of structures, loading docks, or outdoor storage from adjacent properties.
- Additional mitigating elements are incorporated when activities may have a significant adverse impact on other nearby uses. Such impacts include, but are not limited to noxious odors, loud noises, and heavy truck traffic.

**Transportation & Other Infrastructure**

- Industrial Place Types are often within close proximity to major transportation corridors such as rail, shipping ports, highways, and airports.
- Depending on their location, Industrial Place Types may accommodate a variety of transportation modes, including transit and bike routes.
- Parking locations may vary; however in urban locations, parking does not directly front the primary street.

<b>Primary Uses</b>	<b>Secondary Uses</b>
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Light manufacturing and industrial facilities, assembly, offices, distribution, warehousing, and wholesaling	Open Space areas, greenways, retail specifically related to the primary use, small-scale commercial, heavy manufacturing and industrial facilities
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**Regional Facility Place Type**

Regional facilities (RF) are typically very large developments that have a substantial economic or transportation impact on the region as a whole. Regional Facilities are often major employment centers, drawing people from throughout Hamilton County and across state lines. Regional Facilities are generally public uses or utilities. They may include major transportation systems, such as railyards and airports, or they may be public infrastructure such as wastewater treatment plants. Regional Facilities may also include large tourism or entertainment facilities, or large industrial or manufacturing facilities if they draw from, or impact, the whole region.

**Location & Block Pattern**

- Regional Facilities are located on arterial streets and are often near limited-access highways to accommodate freight movement.
- Due to their potential for adverse traffic impacts, Regional Facilities are not located on residential or local streets.
- Regional Facilities often include multiple buildings on large tracts of land.

**Site & Buildings**

- Building height, size, and setbacks vary.
- Parking locations vary, however in urban locations, parking does not directly front the primary street.

**Transportation & Other Infrastructure**

- Depending on the proximity of this Place Type to key destinations, bike, walk and transit modes may be balanced with trucking and vehicular transportation.

<b>Primary Uses</b>	<b>Secondary Uses</b>
Heavy manufacturing and industrial facilities, airports, wastewater treatment facilities, landfills, correctional facilities, transit hubs, warehousing, distribution	Ancillary uses and structures subordinate to the primary use, hotels, restaurants, small-scale commercial, alternative energy farms, open space, greenways

centers, large entertainment, tourism, or sports facilities	
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**Campus Place Type**

Campus (CA) Place Types are typically characterized by one major activity such as educational, office, industrial, medical, or religious. Campuses are often based on a master plan that illustrates buildings, open spaces, streets, pedestrian networks, and parking. Campuses have clearly defined edges that distinguish them from adjacent Place Types. These edges are often delineated with gateway structures and landscape. Mixed Residential uses provide a transition from the campus Place Type to lower density residential neighborhoods. Residential and small convenience services often support the predominant uses. Campuses function as major employment and activity centers and are often served by transit and multi-modal transportation options.

**Location & Block Pattern**

- Campuses are accessed from “A” streets or local streets.
- Urban campus settings may be organized by a connected street grid, but may also include pedestrian-only corridors for circulation.

**Site & Buildings**

- Typically Campus building heights are between 1 and 5 stories but may be taller in urban locations. Buildings on the edge of a Campus step down in height when adjacent to residential uses.
- While setbacks vary, buildings are oriented to frame the public realm (streets, pedestrian paths, and open spaces.)
- Parking is typically internal to the campus. Where parking abuts a residential neighborhood, or fronts a street, it is screened.

**Transportation & Other Infrastructure**

- Campuses incorporate multi-modal facilities for bicyclists, pedestrians, and transit users.

<b>Primary Uses</b>	<b>Secondary Uses</b>
Institutions, offices, research facilities, academic buildings, hospitals, religious facilities, clubhouses/meeting halls, athletic facilities, non-noxious/non-nuisance manufacturing and industrial facilities, open space, multi-family living (residence halls and dormitories)	Small-scale commercial/retail and food services, single-family living detached & attached

**Preserve Place Type**

Preserves (PR) are large expanses of forest, floodplains and other natural resources, as well

as public parks that have been set aside as places where general development is not allowed. Preserves may also include privately-owned land that is permanently protected by conservation easements and remains in a largely undeveloped state. Some Preserves may be used for passive recreation, while others are largely off limits to human use due to sensitive natural resources or their remote location. Development or land disturbance within the Preserve is minimized, to protect natural resources, and limited to cultural or educational uses.

**Site & Buildings**

- Buildings are sited to minimize disturbance to natural resources.
- Parking, access, and paving are sited to minimize disturbance of the site’s natural resources (waterways, topography, culturally significant features).

**Transportation & Other Infrastructure**

- Bike and pedestrian paths are incorporated to promote multi-modal access, where consistent with the protection of a site’s natural resources.

Primary Uses	Secondary Uses
Undisturbed open space, visitor’s centers, nature centers, public parks, passive recreation spaces, trails, and cemeteries	Public park facilities and accessory structures, active recreation fields

**Natural Resources Overlay**

The Natural Resources Overlay (NR) identifies areas considered sensitive due to the presence of steep slopes, floodplains or wetlands. Unlike Preserves, sites identified within the Natural Resource Overlay are not protected from development by law. The purpose of this designation is to identify these sensitive areas so that they are given consideration for protection or incorporated as amenities within new developments. Some of these sites are already developed. This designation does not mean such development cannot expand in these areas. **NOTE: (NR) is an Overlay to the underlying Place Type.**

If sites within a Natural Resources Overlay become legally protected as conservation easements, government-owned natural areas, parks or greenways, they are then re-designated as Preserves. Ultimately the zoning of a property determines what can be built within a Natural Resources Overlay. When considering rezoning requests, the overlay policy supports development concepts that balance development with protection of environmentally sensitive resources.

A variety of legal "tools" are available as options to protect natural resources, including conservation easements, land trusts, park designations, or Conservation Subdivisions (which cluster development in portions of the property to protect the sensitive natural resources). The Planned Unit Development (PUD) is a recommended zoning tool for these sites to allow the clustering of development and protection of sensitive environmental and cultural resources. See Chapter 4 – Natural Resources: Best Practices.



- Land under the Natural Resources Overlay has the same transportation and access conditions as its underlying Place Type, however because sensitive resources are present, parking, access, and paving are sited to minimize disturbance of these resources (waterways, topography, culturally significant features.)
- Bike and pedestrian paths are often incorporated to promote multi-modal access, where consistent with the protection of a site's natural resources.

**Primary Uses:** Uses are defined by the underlying Place Type.

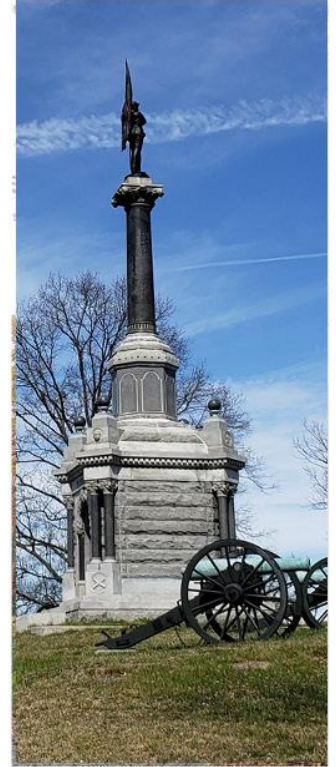
**MODIFICATION #9**

**Modify Chapter 7: Place Types Policy, SECTION 7.5 Place Types Map by deleting the map dated 2-26-20 and replacing it with the map dated July 28, 2020 (page 141.)**

ADOPTED: July 28, 2020

/mem

# 3 | HISTORIC RIVER-TO-RIDGE AREA PLAN



# DRAFT A

July, 28 2020

Battery Heights

Boyce Station

Ferger Place

Gaylan Heights

Churchville

Oak Grove

Park Central

Riverside

Waterhaven

Avondale

Highland Park

Glass Farm

Bushtown

Orchard Knob

Glenwood

Ridgedale

Wheeler





# **3** | HISTORIC RIVER-TO-RIDGE AREA PLAN

## CONTENTS

ACKNOWLEDGEMENTS

PROLOGUE

### **1.0** INTRODUCTION TO AREA PLANNING

**1.1** Growing Forward – A Planning Framework for Hamilton County

**1.2** The Comprehensive Plan

**1.3** Area Plans

**1.4** What happens to Previously Adopted Neighborhood Plans?

**1.5** A Centers & Corridors Approach

**1.6** Place Types

### **2.0** COMMUNITY PROFILE

**2.1** Study Area

**2.2** History

**2.3** Historic River-to-Ridge Neighborhoods

### **3.0** PUBLIC INPUT

**3.1** The Public Process

**3.2** Goals from Previously Adopted Neighborhood Plans

**3.3** Community Vision: Issues and Goals

**3.4** Community Choices: Preferences

## **4.0 RESEARCH & ANALYSIS**

- 4.1 Demographics**
  - Population**
  - Household Make-up & Income**
  - Education**
  
- 4.2 Housing**
  - Summary of Public Input**
  - Existing Conditions & Trends**
  - Best Practices**
  
- 4.3 Commercial**
  - Summary of Public Input**
  - Existing Conditions & Trends**
  - Best Practices**
  
- 4.4 Jobs**
  - Summary of Public Input**
  - Existing Conditions & Trends**
  - Best Practices**
  
- 4.5 Transportation and Infrastructure**
  - Summary of Public Input**
  - Existing Conditions & Trends**
  - Best Practices**
  
- 4.6 Natural Resources**
  - Summary of Public Input**
  - Existing Conditions & Trends**
  - Best Practices**

## **5.0 VISION & PRINCIPLES**

- 5.1 Community Vision**
- 5.2 Ten Guiding Principles**

## **6.0 PLACEMAKING, CENTERS & CORRIDORS**

**6.1 What is Placemaking?**

**6.2 Centers**

**6.3 Corridors**

## **7.0 PLACE TYPES POLICY**

**7.1 What are Place Types?**

**7.2 How will Place Types be Used?**

**7.3 Place Type Assignments**

**7.4 Place Type Descriptions**

**7.5 Place Types Map**

## **8.0 GENERAL POLICIES**

**8.1 How are These Principles, Goals, Policies & Recommendations Organized?**

**8.2 How Will Policies Be Used?**

**8.3 Housing Policies**

**8.4 Centers & Corridors Policies**

**8.5 Jobs Policies**

**8.6 Transportation & Infrastructure Policies**

**8.7 Natural Resources & Parks Policies**

## **9.0 SUBAREA RECOMMENDATIONS**

### **9.1 How will Recommendations be Used?**

### **9.2 Centers & Corridors Recommendations**

### **9.3 Subarea North**

### **9.4 Subarea Middle**

### **9.5 Subarea South**

## **10.0 NEXT STEPS**

### **10.1 Implementation Process**

### **10.2 Partnerships**

### **10.3 Tools**

### **10.4 Funding & Finance**

### **10.5 Key Projects & Phases**

### **10.6 Measuring Progress & Plan Updates**

## **APPENDICES**

**A - Summary of Primary Goals & Recommendations from Previously Adopted Plans**

**B - Public Meeting Results, June 13, 2018**

**C - Community Choices Survey Results, May 2019**

**D - Average Annual Daily Traffic chart**





## Acknowledgements

Many thanks go out to those who participated in the Historic River-to-Ridge Area Plan process including the Hamilton County Commission, Chattanooga City Council, and multiple municipal departments and outside agencies. Additionally, the following individuals served on the Historic River-to-Ridge Advisory Committee. Their volunteer time and efforts are much appreciated.

Calvin Ball	Developer
Doug Brock	Southside Chamber
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Emerson Burch	Highland Park
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Fred Flach	Boyce Station
Janice Gooden	Riverside
Dr. Everlena Holmes	Community Advocate
Peggie Kilpatrick	Bushtown
Cora Lanier	Boyce Station
Javonna Williams	Bushtown
Melba Lucas	Wheeler
Jay Martin	Park Central
Alan McClure	Chattanooga Manufacturers Association
Audrey McClure	Glass Farm
Megan Morris	Highland Park
Sally Morrow	Battery Heights
Marvene Noel	Orchard Knob
Thomas Palmer	Planning Commission
Eddie Piper	Ferger Place
David Raley	Glass Farm
Billy Reynolds	Glenwood
Jeremiah Reynolds	Ridgedale
Donald Sanderfur	Glenwood
Ken Smith	Avondale
Johnnie Ware	Churchville
Paula Wilson	Waterhaven
Velma Wilson	Planning Commission

Additionally, the following Chattanooga-Hamilton County Regional Planning Agency (RPA) staff members were the primary contributors to the development of this plan.

John Bridger, *Executive Director*  
 Karen Hundt, *AICP-CUD, Director, Community Planning & Design Division*  
 Sarah Cook, *Senior Planner*  
 Pam Glaser, *AICP, Principal Planner, Project Lead*  
 Travis Kazmierzak, *Senior Planner*  
 Eric Matravers, *Senior Planner*  
 Jonathan Samson, *Planner*  
 Justin Tirsun, *Senior Planner*

**Image Credits:** All images were taken by the RPA staff or sourced from the Internet, unless otherwise noted.

## Prologue

The Historic River-to-Ridge Area, generally bounded by Missionary Ridge and the Tennessee River, represents a collection of 17 diverse urban neighborhoods with a distinct history. These neighborhoods were Chattanooga's first street car neighborhoods, and many served as the birthplace for early African-American settlements. Today, some of these neighborhoods are experiencing a resurgence, as new residents and families from all walks of life are "moving back to the city" to enjoy the unique historic character and urban conveniences offered by this area. This area also has the advantage of serving as the location for many major employers that provide over 8,000 jobs, located in close proximity to existing neighborhoods.

While these changes and advantages bring new opportunities for neighborhoods that have been seeking positive reinvestment for decades, there are challenges. Many long-term residents are concerned about losing their neighborhoods' unique historic character, and the institutions and history that shaped the African-American culture of these communities. There are also concerns about maintaining affordability for existing residents as new investment increases rents and home values in their communities. In addition, there are several brownfield sites in the area (Buster Brown, Dixie Mill, Standard-Coosa-Thatcher, and Harriet Tubman) that need to be redeveloped in a manner that brings new job opportunities and housing, while also maintaining compatibility with adjacent neighborhoods.

The primary purpose of this plan is to provide a general vision and policy guide for future physical development that seeks to balance growth (revitalization of centers/corridors and more diverse housing options) with protecting the area's established single-family residential communities, cultural history, and scenic assets. To achieve this, the plan uses a "placemaking" approach that identifies the following:

- A variety of "Place Types" that promote new investment and change through more housing opportunities,
- Intensifying development along key corridors serviced by transit, and
- Identified "Centers" such as McCallie Avenue and Holtzclaw Avenue.

The intent of Place Types is to provide a greater range of land use options, and more direction over the scale and placement of buildings to promote compatibility with the existing urban character of the area. Policies are noted in Chapters 7 and 8, which cover the Place Type descriptions, the Place Type map, and General Policies that will be used to guide rezoning requests and the development of new zoning tools.

Finally, there are also a number of community opportunities and challenges (such as housing options, better connections to parks or improved pedestrian safety) that play an important role in supporting the area's vision, principles and development policy, but require more specific location-oriented recommendations that to identify potential solutions. In order to address these opportunities and challenges, this plan includes a section with Recommendations (Chapter 9) that is intended to be used as an information resource (not formal policy) for residents, other City Departments, local non-profits, and builders/developers.

This plan will serve as both a guide and a resource to the many stakeholders (residents, businesses, Planning Commission members, elected officials, City staff, developers, non-profits) whose decisions ultimately set the direction which this area will take. RPA staff will use this plan as a framework to inform future rezoning requests, and the development of new zoning tools. Many thanks to the community stakeholders, City staff and agency partners that participated in this area planning effort.

# 1.0 INTRODUCTION TO AREA PLANNING

## 1.1 GROWING FORWARD – A PLANNING FRAMEWORK for HAMILTON COUNTY

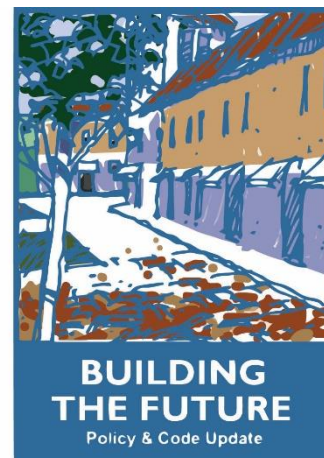
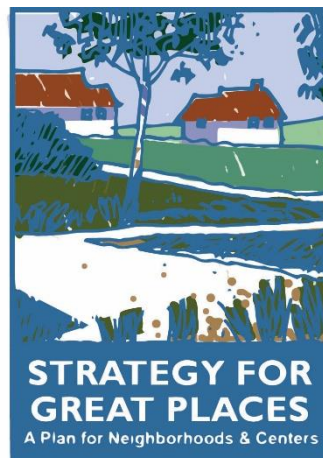
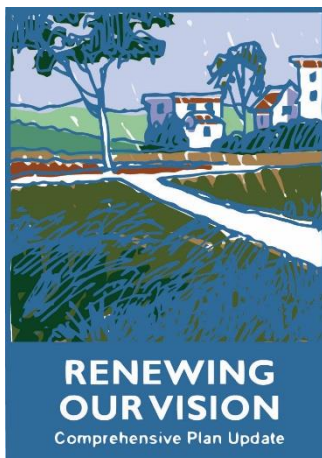
The population of Hamilton County is expected to increase by about 60,000 to 90,000 people over the next 25 years. With this growth of 17% to 25%, it is important to have a plan that addresses Hamilton County’s changing needs. A new set of strategies and tools is needed so that as the area grows, the places within it become even better.

To that end, the Regional Planning Agency (RPA) was tasked with developing a strategy that promotes the appropriate balance of development and conservation throughout Hamilton County. The RPA’s response is a countywide initiative called ***Growing Forward: A Framework for Hamilton County*** that includes 3 steps:

Step 1) ***Renewing our Vision*** – A Countywide Comprehensive Plan

Step 2) ***Strategy for Great Places*** – 12 Area Plans that will cover all of Hamilton County

Step 3) ***Building the Future*** – A Policy and Code Update



## 1.2 THE COMPREHENSIVE PLAN

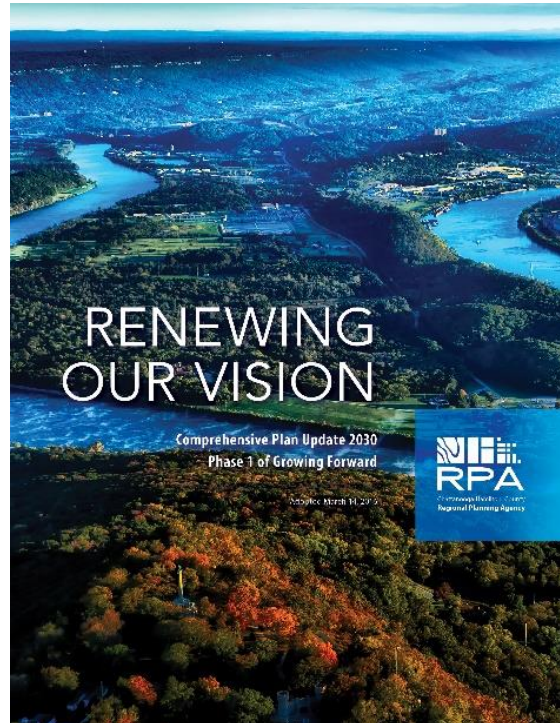
In 2015, the RPA completed Step 1: A Countywide Comprehensive Plan. This *Comprehensive Plan*, along with the *Regional Transportation Plan*, sets the broader vision and policy for future physical development across all of Hamilton County. Its six overarching goals are carried forward and serve as a

general basis for subsequent Area Plans. They are intended to protect and create communities that are:

1. Complete
2. Connected
3. Healthy
4. Safe
5. Unique and Attractive
6. Economically Vibrant

For more information about the *Growing Forward* framework and the *Comprehensive Plan*, see the RPA's website.

<https://chcrpa.org/index.php/planning-projects/comprehensive-plan/>



In the *Comprehensive Plan*, Hamilton County was divided into 12 geographic areas for developing more specific Area Plans. See *Figure 1: Planning Areas*. Over the next few years, each of these 12 areas will be studied; a community input process will be undertaken, and an Area Plan for each will be written and presented to the Hamilton County Commission and/or the Chattanooga City Council for adoption. Recommendations within each of these Area Plans will be scaled to meet the varying needs and specific character of each area.

The *Comprehensive Plan* also established the appropriate level of development intensity across the county, based on the presence of transportation, other infrastructure, and sensitive natural resources. The resulting Development Policy Map serves as the beginning context for the Area Plans.

This *Historic River-to-Ridge Area Plan* is one of those 12 planning areas.

**NOTE: The Historic River-to-Ridge area is also known as “Area 3” and the terms are used interchangeably in this plan document.**





### PLANNING AREAS

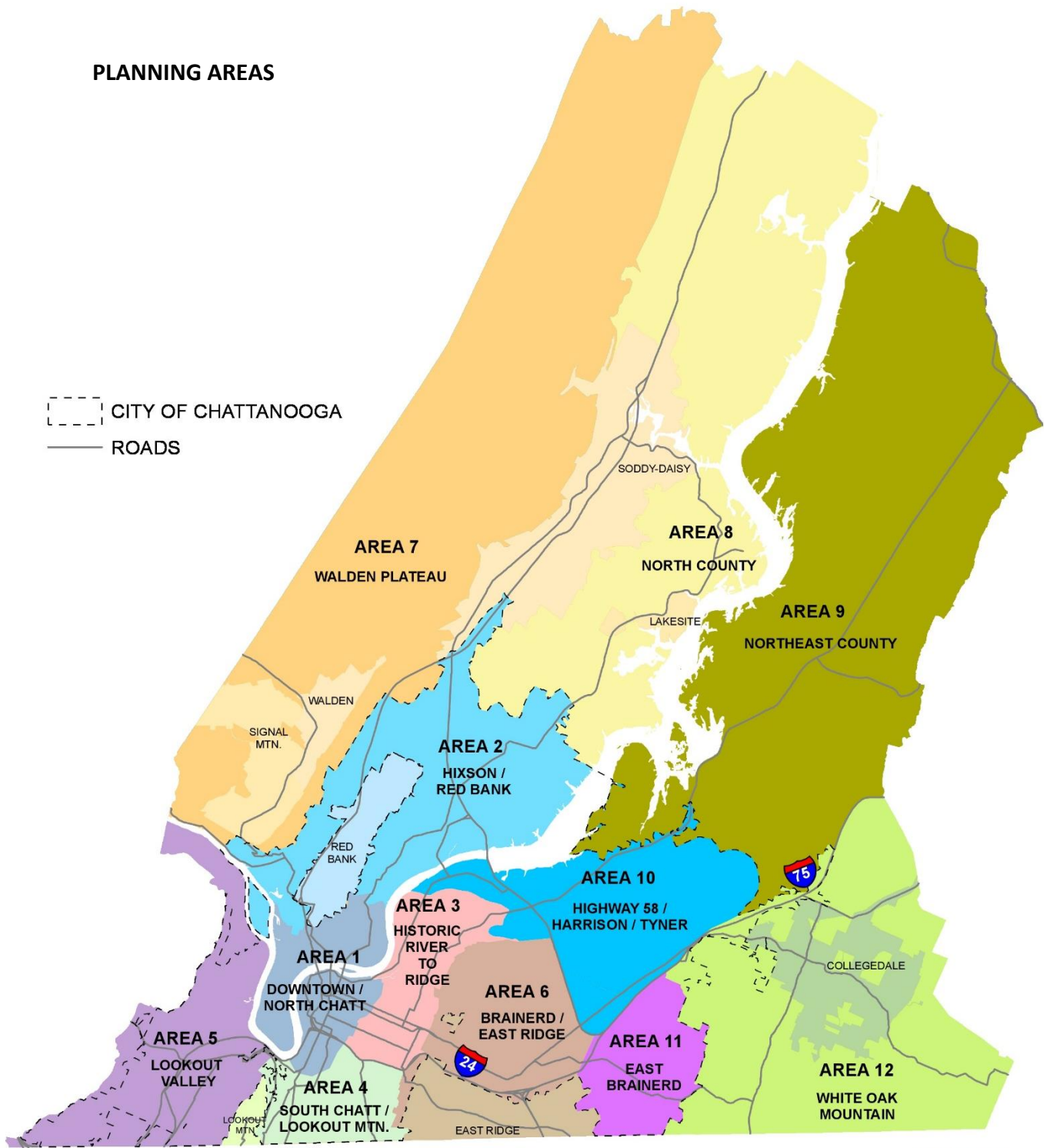


Figure 1

## 1.3 AREA PLANS

Working with the public to identify key issues is an integral part of each Area Plan process. Community input helps determine which parts of an area are likely to experience a complete transformation, which parts are in a state of gradual transition, and which parts are likely to remain the same. Once adopted, these 12 Area Plans will become the new policy guides for physical development, land use, and transportation.

### **Area Plans DO:**

- Identify COMMUNITY VALUES and establish a SHARED VISION through a robust public engagement process.
- Provide ANALYSIS of EXISTING CONDITIONS, such as demographics, transportation, jobs & housing, natural resources and development trends.
- FOCUS ON PHYSICAL DEVELOPMENT, including natural resources, the built environment, transportation and infrastructure.
- Guide the type of development and redevelopment by recommending the location of specific PLACE TYPES, based on the community's vision and the analysis.
- Influence the prioritization of GOVERNMENT SPENDING for public infrastructure projects.
- Inform PRIVATE investors looking for DEVELOPMENT opportunities.

### **Area Plans DO NOT:**

- Regulate certain types, or locations, of development. They are guiding documents.
- Ensure the funding of recommended projects.
- Change the zoning of any property.
- Directly address issues such as education, social equity, or health care.

All Area Plans will be reviewed by the Chattanooga-Hamilton County Regional Planning Commission and be adopted by the Chattanooga City Council or Hamilton County Commission. After the adoption of each Area Plan, development regulations and policies will be audited by the RPA, and revised or replaced as needed, to ensure they are consistent with the community's goals for how they want to see their area grow and develop in the future. Area Plans should be updated every 5 – 7 years to ensure they remain relevant and reflect the most current market trends and socio-economic changes.

**It is important for citizens to take ownership of their Area Plan and stay involved in its implementation.**

## 1.4 WHAT HAPPENS TO PREVIOUSLY ADOPTED NEIGHBORHOOD PLANS?

Each time a new Area Plan is adopted, it replaces the older Neighborhood Plans from that same Area. In the case of the Historic River-to-Ridge Area, the following plans, or portions of them, have therefore been officially “sunsetting.” In some cases, the boundaries of the older Neighborhood Plan do not exactly align with the boundaries of the new Area Plan. In those instances, only the portions of the old Neighborhood Plan that lie within the new Area Plan boundaries are considered sunsetted. Previous neighborhood plans being sunsetted are:

2004 Avondale Plan

2000 Bushtown Plan

2004 East Chattanooga Area Plan

2002 Glenwood / Churchville / Orchard Knob Neighborhood Plan

2000 Highland Park / Tennessee Temple University Master Plan

2004 Oak Grove Neighborhood Plan

2002 Ridgedale Today

2004 Rossville Boulevard Community Plan

The Goals, Policies and Recommendations from these older Neighborhood Plans were reviewed by the staff at the beginning of the Historic River-to-Ridge Area Plan process. As mentioned in Chapter 3 those goals were also reaffirmed by the Historic River-to-Ridge community and are incorporated in this Area Plan.

The Historic River-to-Ridge Area Plan also suggests that further studies, or more detailed redevelopment plans, may be needed for specific sites or programs. In the future, as each of those more specific plans are completed, they may also be adopted by the Chattanooga City Council and become an Amendment to this overarching Area Plan.

## 1.5 A CENTERS & CORRIDORS APPROACH

Given finite government resources and changing market trends, the RPA is using a “Centers Approach” for Area Plans to help prioritize where City resources are invested, and provide a clear vision for where private growth and investment is encouraged. These Centers constitute a clustering of stores, offices, and other uses in convenient locations to service the surrounding communities. Multi-family housing is then located within and immediately surrounding Centers to support transit services and giving some people the ability to walk to jobs, shopping, or recreation without requiring a car. Centers also have important economic benefits. Retail businesses tend to be more successful when they are clustered



together in a central location. Each business can then benefit from the customers drawn to the area by neighboring businesses. Centers can also provide for a more efficient use of limited City resources. Infrastructure costs for sidewalks, street lights, street trees and other amenities can be targeted to designated Centers instead of spread thin across an entire area.

In addition to Centers, most communities have major Corridors that connect multiple neighborhoods and may extend to other parts of the city or county. Historically, these Corridors may have been streetcar lines. They often contain a mix of commercial, industrial, residential, and other uses. Due to population shifts, employment trends, and changes in the retail market, many of these Corridors now have a growing number of vacant businesses or underutilized properties. These Corridors therefore provide an opportunity for new multi-family housing, which can provide more affordable housing options, help establish residential densities needed to support retail businesses in the Centers, and promote more frequent transit service over time. Designating these Corridors as locations for new multi-family development also allows the preservation of the existing single-family neighborhoods without the encroachment of higher density housing, as requested by many Historic River-to-Ridge residents.

For more information about this Centers approach, see Chapter 6 or the RPA website (<https://chcrpa.org/index.php/project/area-3-plan/>).

## 1.6 PLACE TYPES

In order to help achieve the community's vision within each Area Plan, land use is organized as "Place Types" to provide a full spectrum of development options when determining future character and growth patterns. As stated in the *Comprehensive Plan*, "Whether urban, suburban, or rural, each community in Hamilton County has a different physical form and character. These differences contribute to a community's uniqueness, strengths, and opportunities. These differences require different solutions." Development in our urban core does, and should continue to, look different than development in the suburbs. Place Types lay out a desired character to guide the types and pattern of development across the "transect" of community types, from the most urban, to suburban, to the most rural places. The overall goal of this place-based approach is to improve and maintain our local economy by creating quality of life amenities that are linked to the region's natural resources and neighborhood centers.

Once adopted, Place Types will inform monthly zoning decisions and are intended for use by elected officials, government staff, and private developers. Area Plans must also align with the Chattanooga-Hamilton County /North Georgia Regional Transportation Plan (RTP) in terms of land use policy and future investments.



Figure 2





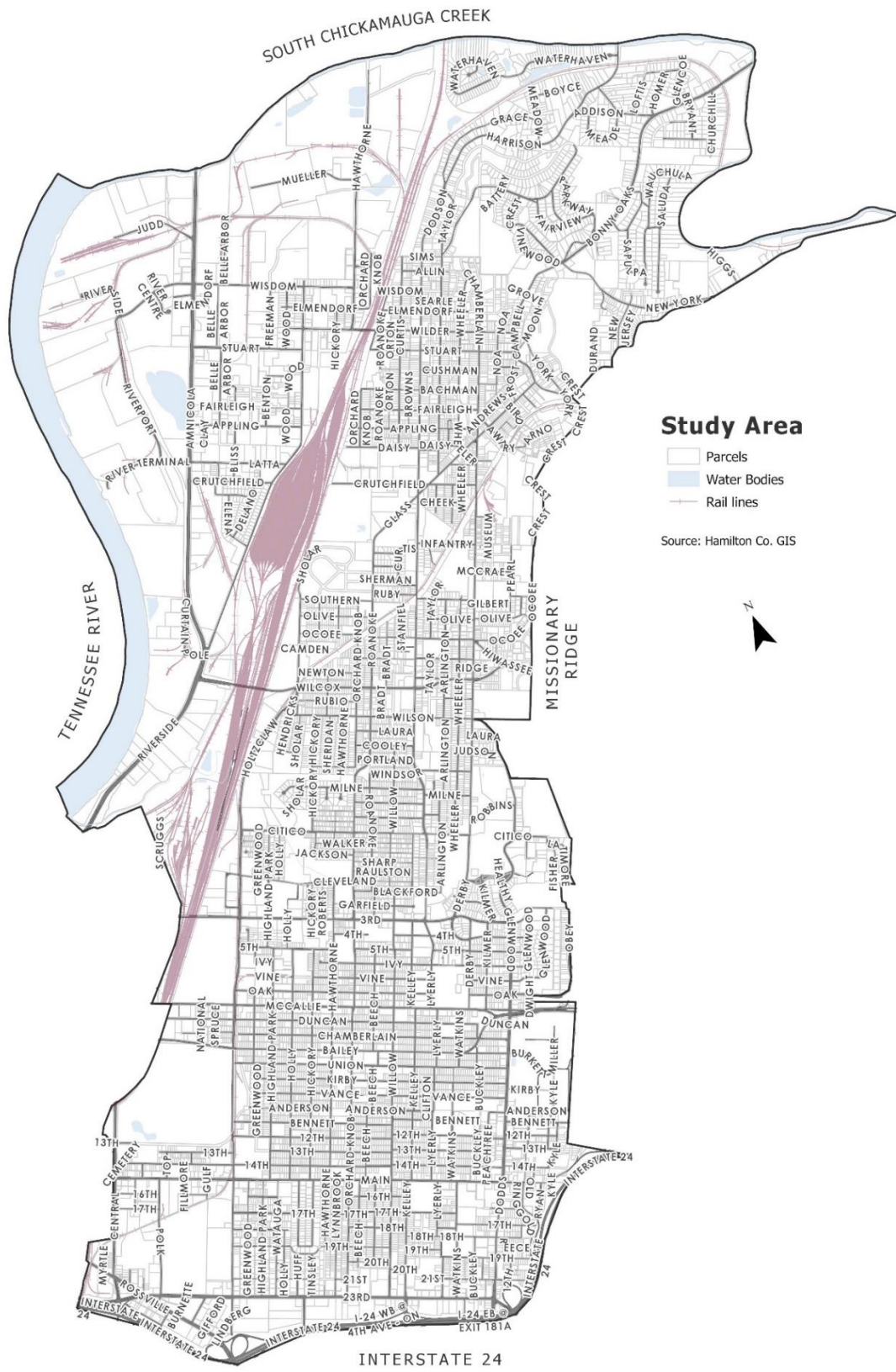


Figure 3

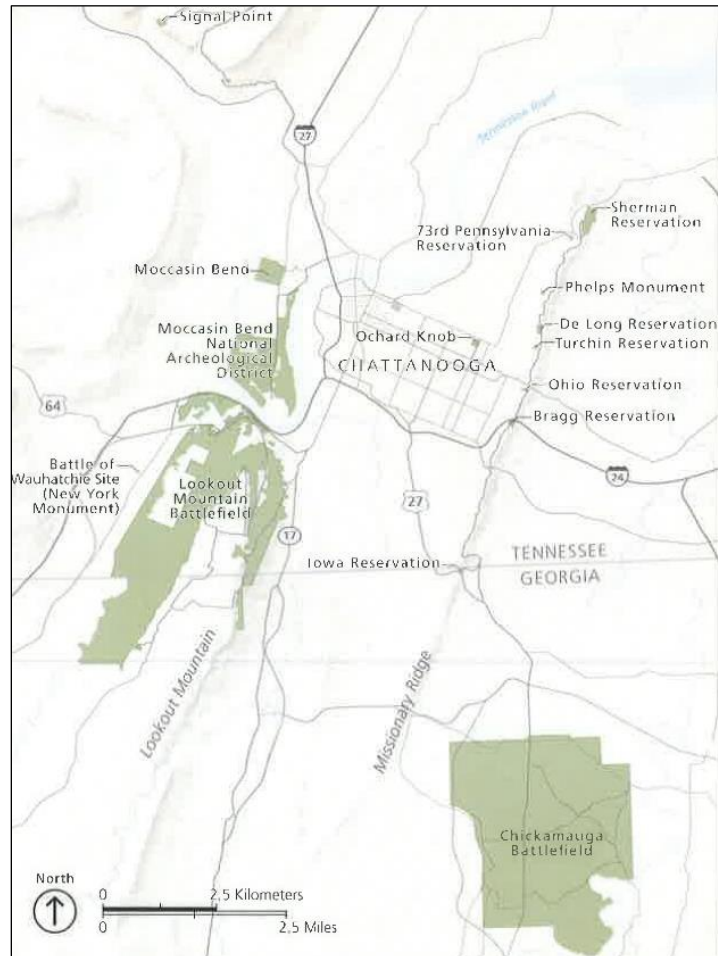
## 2.2 HISTORY

### Trail of Tears

Early settlement in the area dates back to the Woodland and Mississippian cultures. Later, Cherokee tribes traveled through this area on their way to Oklahoma during the Trail of Tears. This forced removal involved the Brainerd Mission, crossings at Lightfoot Mill, the “shallow ford” area, and Missionary Ridge. From what is now Glenwood to Citico Creek (which was later named “Indian Springs”), internment camps housed thousands of these Native Americans.

### Civil War

The Historic River-to-Ridge area was also the site of many important Civil War engagements during the 1863 siege of Chattanooga, including Missionary Ridge and Orchard Knob. After the Civil War, the Chickamauga and Chattanooga National Military Park was established in 1890 as the nation’s first national park set aside for its historic military significance. Now part of the National Park System, under the U.S. Department of the Interior, the multiple “units” within this park include Sherman’s Reservation and several other sites along Missionary Ridge, Orchard Knob, Lookout Mountain’s Point Park, Moccasin Bend, and the Chickamauga-Chattanooga Battlefield in North Georgia. These park units highlight the Union occupation and movements related to the Chattanooga siege as General Sherman’s troops advanced across the gap known as Billy Goat Hill. In place during that time were large farms, such as those owned by the Crutchfield and Glass families, found in the Boyce Station and Riverside area. Orchard Knob, known for its outstanding views, was used during the Civil War as an observation point and today is an excellent place to learn more about both Union and Confederate engagements that led to a Union victory. Area 3 also includes the National Cemetery, which was established in 1863 on 75 acres. Today, the National Cemetery encompasses 121 acres and, as of 2014, included 50,000 interments.



*The National Park Service oversees multiple units of the larger, regional Chickamauga-Chattanooga National Military Park that serve as park space and places of historical interest within Area 3.*

### African-American Settlements

As shared by community leaders and based on an 1887 Chattanooga Times article, Bushtown was the first town composed entirely of African-Americans. The article noted that as a result of the advance in real estate in Chattanooga, a large number of African-Americans were forced from the valuable hill tops to settle on a strip of ground three-quarters of a mile due east of Citico furnace, or about three quarters of a mile west of Missionary Ridge in a natural grove. A building boom ensued. Soon there were over 110 houses in the settlement with a population of about 800. Streets were laid out and the Belt railroad came within a short distance of this newly developed town. A church and school house was then erected as well as four stores and a number of two-story dwellings. The article further notes that “the best class of colored people” moved to this location. They owned their own homes and were regularly employed. The population grew rapidly to over 1,500 by that spring. By that time, steps were being taken to incorporate the town and it became the first African-American city on American soil. The Mayor and all the city functionaries, teachers, ministers, store-keepers were entirely African-Americans. In 1915 Bushtown was still thriving and was the 2<sup>nd</sup> oldest suburb. It was later annexed by Chattanooga.

### Railroad Era

Much of this area’s growth was due to the extensive railroad facilities, which not only played an important role during the Civil War, but were also crucial to Chattanooga’s industrial growth that began in the 1880’s. The west side of Avondale is bounded by Norfolk Southern’s Debutts Rail Yard, while the Tennessee Valley Railroad’s western terminus is east of North Chamberlain Avenue. The Southern Railway, Western and Atlantic, and other rail lines traversed the region, and also made local connections, such as the crossing at South Chickamauga Creek near Lightfoot Mill Road (which went to outlying areas such as Harrison and Apison). East Chattanooga was the location for multiple stations with both passenger and freight service. Stops along the rail lines included Boyce Station and the East Chattanooga station.



*At one time, the Boyce Station community featured businesses geared around the rail lines including a general mercantile, warehouses and lodging opportunities, such as the boarding house found near Elmendorf Avenue.*



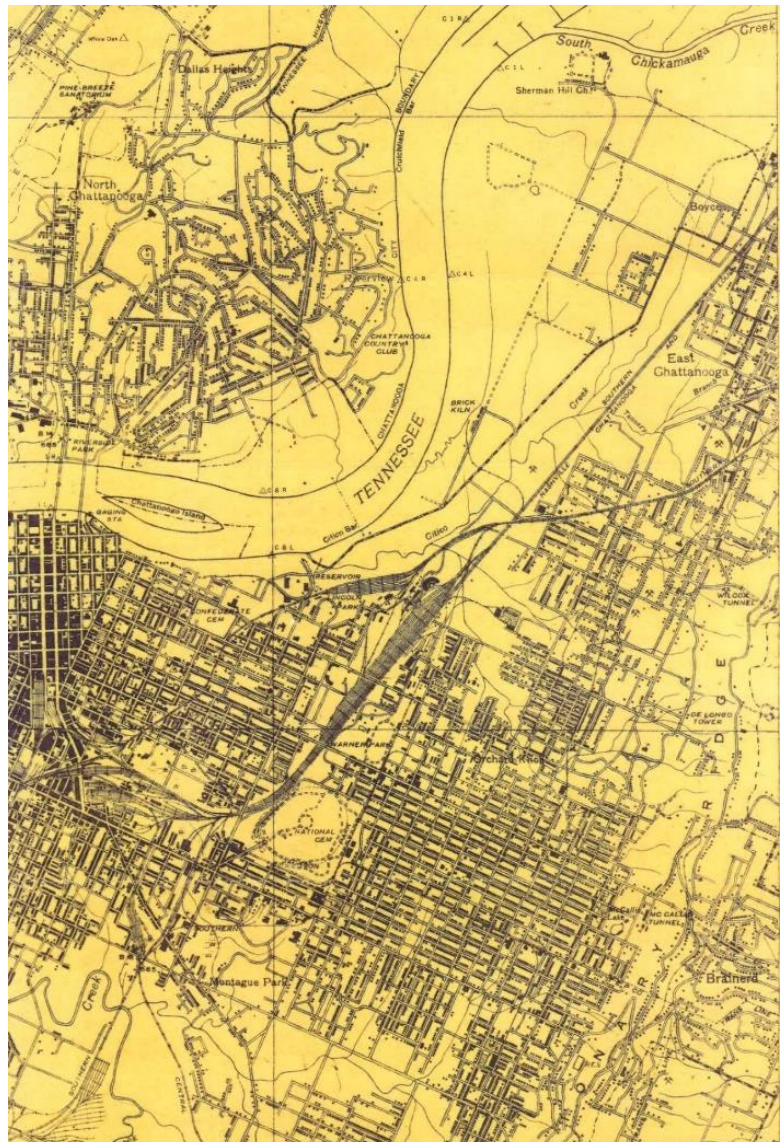
## 20<sup>th</sup> Century

By the early 20<sup>th</sup> century, Area 3 neighborhoods had grown due to investors who became established here after the Civil War. Located outside the city and the downtown that we know today, the Historic River-to-Ridge neighborhoods were established for the families and business owners who worked for the nearby mills and industries that sprang up during this period of Chattanooga's extensive growth. Housing types ranged from grand manors to small cottages and bungalows, along with small apartment buildings and boarding houses. Ferger Place, Highland Park, and Glenwood were surveyed, platted, and in place by the 1920's. Many Historic River-to-Ridge neighborhoods are recognized today for their outstanding architectural details and historical significance in the story of Chattanooga's development and through listings on the National Register of Historic Places.

The East Chattanooga neighborhood comprised everything north of Ocoee Street up to Campbell Street and between the railroad and Missionary Ridge. Originally, East Chattanooga was going to be a planned town between the Cincinnati & Southern Railroad and the Tennessee River. The only part that was actually inhabited was the African-American community of Bozontown as most of the remaining area was devoted to farming and undeveloped. East Chattanooga was later established east of the railroad tracks and by 1910 had merged with the town of Boyce and Sherman Heights. Sherman Heights was a prestigious suburb of the late 1890's that sprang up north of Crutchfield Street and east of Dodson Avenue, extending up the foot of Missionary. Today, "East Chattanooga" is more or less the same area currently designated as the Glass Farm neighborhood, and is a term sometimes mistakenly used to describe the broader area.

## Eastward Expansion

Most neighborhoods in Area 3 were located along streetcar lines which provided service for daily needs and commuting to jobs. The Chattanooga Union Belt Railway was the first line to be implemented, with many competing lines added later. New schools and parks were added as the challenge of providing



*This map from 1936 shows the streetcar "suburbs" outside of downtown Chattanooga that were found from the Tennessee River to Missionary Ridge.*

for the growing community and new housing was addressed. The Works Progress Administration (WPA) projects were put into place including bridges, walls and storm water ditches like that found at the present day Orchard Knob school site. One of the largest parks in Chattanooga was Olympia Park (now Warner Park.) A field for African-American baseball leagues was also built nearby that drew local crowds and visitors from afar. Recreation centers were created for Avondale and East Chattanooga to serve residents and provide community gathering space. Many churches were built in the area, as well as large hospitals that were established by the 1950's. By the 1990's, the Bushtown, Orchard Knob and Churchville neighborhoods featured more than 22 churches.

During the 1940's and 50's, communities experienced an increase in population following WWII and many neighborhoods such as Bushtown and Oak Grove were built out with small scale housing and smaller lots to provide much needed housing for the region's workforce. Neighborhoods saw an increase in stores and businesses along the major streets as automobile use grew. Bailey Avenue and McCallie Avenue served as major thoroughfares connecting the downtown to the growing suburbs east of Missionary Ridge. Bus service eventually replaced the street car service, which ended in 1947. Multiple tunnels and bridges were built to accommodate both trains and automobile traffic. The McCallie Tunnel was built in 1913, followed by the Bachman Tubes in 1929, and later by the Wilcox Tunnel in 1950. These facilities increased access to the east and turned McCallie, Wilcox and Bachman into thoroughfares to the fast growing Brainerd area and outward.



*During the late 1940s and 1950s, Glass Street was a vibrant commercial district, bustling with activity due to the large area it served and the many residents that lived nearby.*

### **Lending Practices and Disinvestment**

The 1960's to the 1980's was a period of continued growth but also one of decline. Across America people were leaving the city and being drawn to the outlying suburbs where clean air, large yards, and shopping malls beckoned. Chattanooga also experienced this "urban flight" which left the older, once vibrant first ring suburbs behind, including many Area 3 residents.

Since the early 1990's, as with older urban neighborhoods in most U.S. cities, property owners, residents and business owners in Area 3 have been focused on improving conditions that range from general blight, dilapidated structures, vacant properties and absentee landlords, to crime. A common theme expressed during Area 3 Plan community meetings was an overall feeling of being underserved and overlooked in terms of investments, and decades of disparity evidenced by how other urban neighborhoods have progressed and seen greater prosperity going into the 21<sup>st</sup> century. A review of the Historic River-to-Ridge Area's past must include the discriminatory lending practices that were common in the 1930's and 40's. The sidebar/box that follows provides a brief description.

Today the 17 neighborhoods of the Historic River-to-Ridge Area create a tapestry of active, longstanding communities. While some of these neighborhoods are seeing significant change, others are seeing minimal change. Some neighborhoods have large sites which are being targeted for redevelopment, while others retain their modest housing and original residential features. But all have experienced



clean-up and improvements due to the area neighborhood associations that have worked through partnerships to effect positive change.

## Discriminatory Housing Practices

A long history of discriminatory housing and improper lending practices began with the New Deal programs created by Congress in response to the Great Depression. The Home Owners Loan Corporation (HOLC) - a federal agency - was established as part of the Home Owners Loan Act of 1933, and was intended to help Americans who were struggling to pay their home mortgages by allowing them to refinance to longer loan periods with low interest rates. The HOLC is generally credited with transforming the U.S. mortgage market and standardizing the 30-year mortgage nationwide. The HOLC was instrumental in guiding how and where billions of dollars of new real estate investment would be spent all across America for decades.

“Redlining” is a practice that evaluated the condition of structures and neighborhoods as part of the risk assessment process commonly used within the finance and real estate sectors during the periods between World War I and II. Between 1935 and 1940, the HOLC recruited mortgage lenders, realtors, developers, and real estate appraisers to make maps that assigned grades to neighborhoods to indicate their desirability for investment.

The term “redlining” specifically refers to those worst graded neighborhoods that received a red color. Neighborhoods that were described as new and mostly white were given “A” and “B” grades, while neighborhoods described as racially mixed, mostly black, or of low economic status were given “C” and “D” grades – “Definitely Declining” and “Hazardous”. Chattanooga’s redlining map, along with maps for nearly 250 other cities across the U.S., were used by major banking institutions to direct government-guaranteed loans to people and places with high grades. As white families moved to new suburbs, black and other non-whites remaining in the urban neighborhoods saw the tax base erode, jobs dry up, and schools and services decline.

Redlining was outlawed by the Civil Rights acts of 1968 which created fair housing standards, although admittedly, unfair practices still occur today in communities across the nation.

*The biased practices in the housing, insurance and lending markets have resulted in segregated residential patterns in America. These patterns of residential isolation have been exploited by many housing industry players and have helped to spur the growth of predatory lending practices... and contributed to the mortgage crisis of 2008. <https://nationalfairhousing.org>*

While discriminatory housing policies and practices like redlining have been illegal for many years, their effects remain with communities of color seeing disinvestment and lower rates of homeownership, and poorer educational and job opportunities. *Source: National Fair Housing.org*

## 2.3 HISTORIC RIVER-TO-RIDGE NEIGHBORHOODS

Neighborhood Associations have an important role in the area plan process. The Historic River-to-Ridge Area includes 17 neighborhoods, most of which are recognized under the City of Chattanooga's neighborhood association system as administered by the Department of Economic & Community Development. This Plan organizes the Historic River-to-Ridge Area into three subareas for the purpose of focusing on specific locations and illustrating the redevelopment potential of various commercial centers. *See Figure 4: Area 3 Neighborhoods and Subareas.* The following is a brief description of each neighborhood organized by these three subareas. *For more detailed information and neighborhood boundaries, contact the City of Chattanooga Neighborhood Services Department, or See <http://www.chattanooga.gov/economic-community-development/neighborhood-services/neighborhood-associations2>*



*“Area 3” is made up of 17 neighborhoods that include homes, businesses, schools, churches, recreation centers, and parks, with transit found throughout.*



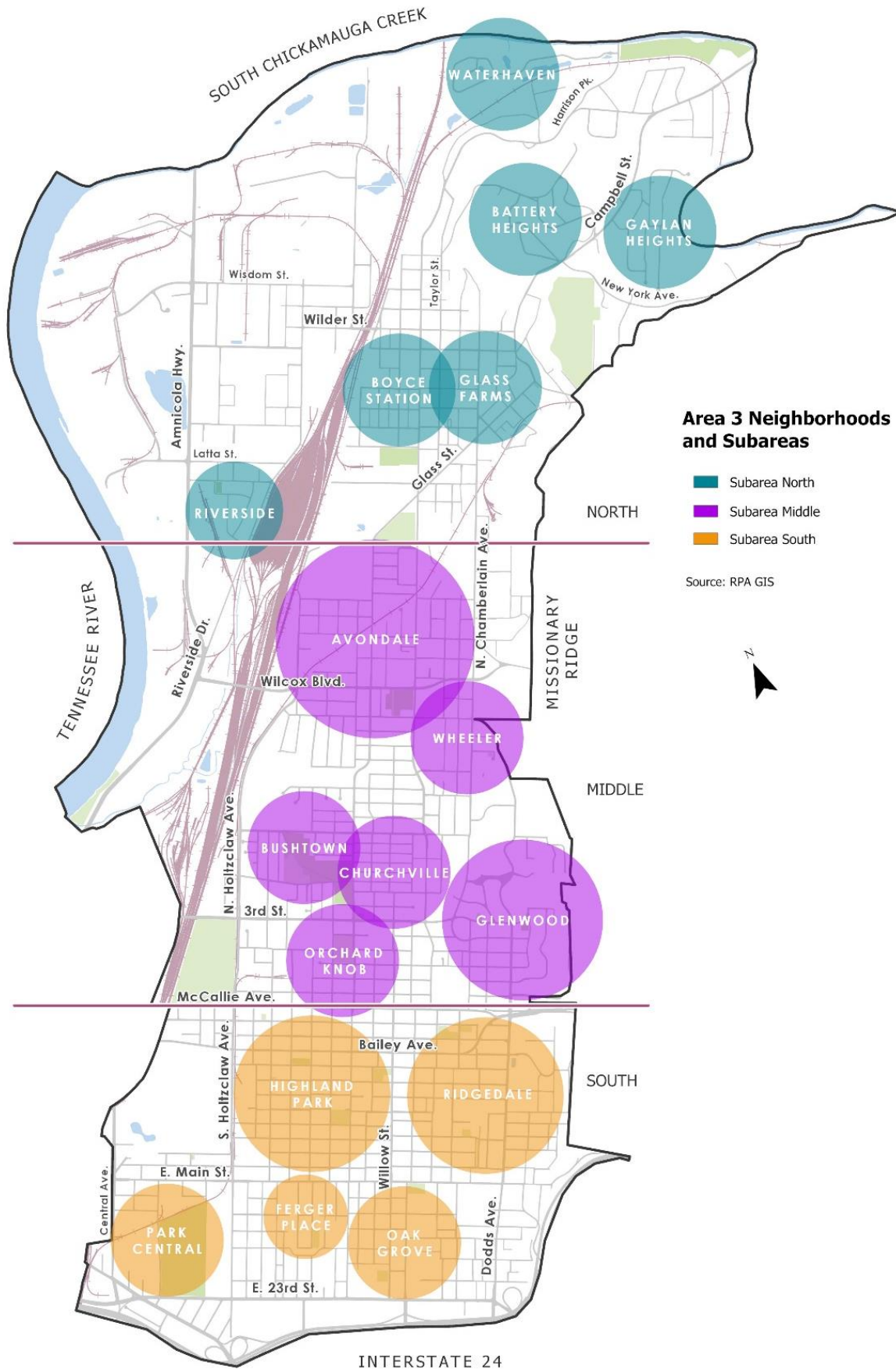


Figure 4



## SUBAREA - NORTH

**Battery Heights** - Located in the northeast portion of Area 3, with access from Campbell Road and Highway 58, this subdivision features mid-century housing indicative of the 1950's, 1960's and later. It includes steep ridges and a rolling topography along with natural areas that were once used as a battery for artillery placement during the Civil War, hence its name. It also includes a multi-family housing complex and small commercial node along Campbell Road.



**Boyce Station** – Located along both sides of Dodson Avenue, from Glass Street at its southern end, past Sims Street to the north, Boyce was an organized town west of the Boyce Station on the Cincinnati & Southern Railroad and the Citico yards. Boyce Station was occupied by Union troops under Sherman's command during the Battle of Missionary Ridge. Gun emplacements and rifle pits from the battle still exist. Often called Tunnel Hill by Confederate Major General Patrick Cleburne and his opponent Major General William T. Sherman, it is more commonly called "Billy Goat Hill" which is separated by a gap in the ridgeline known as "Lime Kiln Hollow". Billy Goat Hill lies at the end of Chamberlain Avenue. The Boyce Station neighborhood is more sparsely populated due to its rural background, but many significant pockets of historic housing remain near Dodson Avenue and to the east. A commercial node exists at Wilder Street, with a mix of light manufacturing and small businesses near Stuart Street. During the 1920's, the area south of Appling Street once hosted Marr Field - Chattanooga's first airport.



**Riverside** – The Riverside neighborhood was developed in the early 1950's in what was at that time a more "rural" site located outside of the city with farms, worker housing and low lying land characterized by marshes, bottomland and swamps. It was a subdivision of Bozontown which is one of the first towns in this area that began in 1910. Generally bounded by Riverside Drive and Wisdom Street, the Riverside neighborhood is now primarily the residential properties located in the southern area near Crutchfield Street. A cluster of housing remains below Wisdom Street near Stuart and Wilder Street. Over the years numerous industrial uses have been added in this



neighborhood. Businesses along Amnicola Highway range from heavy manufacturing to warehousing or assembly, utility companies, and offices, with a major railyard that serves as Chattanooga's primary rail freight facility. Many of these businesses use the Tennessee River as a nearby water source and for access to barges and shipping. The Tennessee Riverpark is close by across Amnicola Highway.



**Waterhaven** – Located along South Chickamauga Creek and Lightfoot Mill Road, this subdivision was once farmland and part of the “King’s Point” area. It was developed in 2005 to provide housing with access to South Chickamauga Creek. The Sterchi Farm site was recently added as part of the South Chickamauga Creek Greenway system.



**Gaylan Heights** – Located at the northeast end of the Historic River-to-Ridge Area, near Bonny Oaks Drive, this subdivision was added in the 1960's and includes primarily single-family housing in the ranch style. It is built upon rolling hills and has topographic features typical for this area near Missionary Ridge.

**Glass Farm** – Located in the northeastern portion of Area 3, this neighborhood is generally formed by Campbell Street, Taylor Street, and Glass Street. Named after the “Glass Farm” that served as a large estate and agricultural site nearly a century ago, it has both residential and commercial properties. It was once known as Sherman Heights. In 1900, the Glass Street commercial corridor began to develop, and after 1902 the electric trolley lines serving Avondale were completed and provided connections. Within the last decade, Glass Street has seen some renewal of area businesses, as well as new park spaces and the establishment of a strong block leader group. Additionally, some of the area's housing has been renovated and new units have been built on previously vacant lots. The neighborhood also includes homes along Missionary Ridge with National Park Service parks and trails nearby.



## SUBAREA – MIDDLE

**Avondale** – Centrally located in Area 3, Avondale generally sits between Missionary Ridge and the railyards to the west, with Citico Avenue and Robbins Street to the south. Annexed in 1923, it is the largest neighborhood in Area 3. During the 30's and 40's growth slowed, then resumed again in the 1950's and 1960's. The area includes many historic house styles from bungalows to cottages, with more modern ranch houses and duplexes added later. New housing starts declined significantly following the 1970's. Today, Avondale is primarily a residential area. Avondale includes some commercial properties and large scale multi-family apartments, such as those along Chamberlain Avenue and, at one time, at the Harriet Tubman site. Now vacant, this site along with the old mill site known as Buster Brown, are available for redevelopment. The neighborhood is also home to the new Avondale (YFD) Recreation Center. Many larger institutional uses such as CARTA and Erlanger's Dodson Avenue Community Health Center are located in Avondale along with multiple churches and businesses.



**Bushtown** - Lying between Orchard Knob Avenue, E. 3rd Street, and Holtzclaw Avenue, this neighborhood was the first black-governed municipality in the State of Tennessee and the nation. Named after James C. Bush, an early settler, Bushtown was established in 1916 and later annexed into the City of Chattanooga in 1923. Following a period of decline in the 1960's and 70's, the Bushtown Neighborhood Association was formed in 1997 in order to bring back the existing housing stock and vibrancy once known in this historic African-American community. There are a mix of uses found along Holtzclaw Avenue, including several medical offices. The Carver Center and Park, located between Citico Avenue and Cleveland Avenue, provides recreation and green space for the area.



**Churchville** – Tucked between Avondale, Glenwood, Orchard Knob, and Bushtown, Churchville is a quaint, small neighborhood made up primarily of single-family residences with some duplexes. It is bounded by Orchard Knob Avenue to the west, 3<sup>rd</sup> Street to the south, Dodson Avenue to the east, and Robbins Street to the north. The area is known for its abundance of churches, hence the name.





**Wheeler** - The Wheeler neighborhood is located primarily along Wheeler Avenue and is generally found between Citico Avenue and Gilbert Street with North Chamberlain Avenue making up its eastern boundary. The area is made up of single-family residential structures and duplexes. Houses on North Chamberlain Avenue serve as a gateway to the CHI Memorial Hospital complex.



**Orchard Knob** – This neighborhood is primarily residential with historic homes found throughout, many featuring Victorian era architectural styles from the early 20<sup>th</sup> century. Orchard Knob Park, locally known as the “Knob,” serves as a point of interpretation for Civil War history. The Orchard Knob Reservation is managed by the National Park Service as part of the Chickamauga-Chattanooga National Military Park with several units through Chattanooga and north Georgia. Mostly residential in nature, the Orchard Knob neighborhood features turn-of-the-century houses, bungalows and cottage style dwellings that were once part of the streetcar suburbs of Chattanooga. Uses along East 3<sup>rd</sup> Street include churches, medical offices and Orchard Knob Elementary school. Other large buildings and businesses, including the Electric Power Board properties, are found along Holtzclaw, N. Greenwood, and McCallie Avenue. Due to the nearby school, the neighborhood is family-oriented and serves as a “front porch” community of involved residents who regularly participate in the neighborhood’s on-going revitalization.

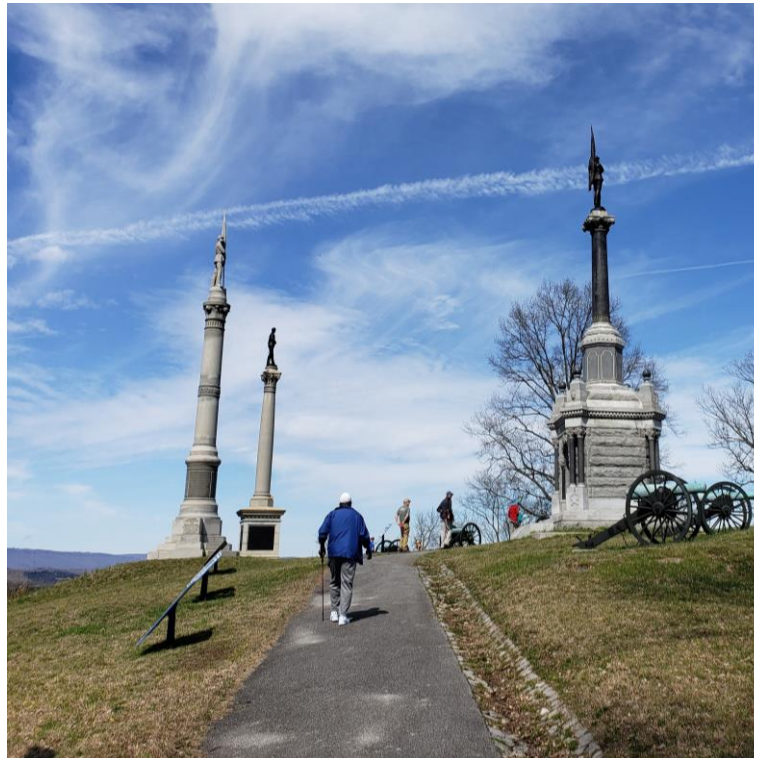


**Glenwood** – Generally located between Missionary Ridge and Lyerly/Dodson north of McCallie Avenue to the Chamberlain Avenue area, Glenwood was originally platted in 1890. A place rich in history, the area northeast of Citico Creek was the location of internment camps during the Cherokee removal in 1838. The neighborhood was annexed into the City of Chattanooga in 1923. The curvilinear streets found in Glenwood were laid out during the 1940's. A neighborhood gateway at Derby Street, leads to a small green space and shady streets near the Memorial Hospital campus. Glenwood is primarily made up of single-family houses with a few multi-family apartment complexes and commercial uses located along its edges. Notre Dame High School, CHI Memorial Hospital, Parkridge Hospital, and the Orange Grove Center are found in the area. East 3<sup>rd</sup> Street, McCallie Avenue, and Glenwood Drive

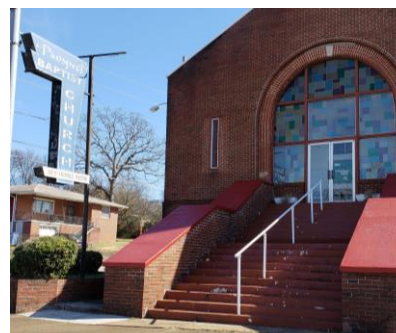


are the major corridors in the neighborhood each with Average Annual Daily Traffic (AADT) over 10,000. The Glenwood Recreation Center was built in 1976 and was expanded in 2004.

Due to the distinctive architectural design of its homes and its historical significance, Glenwood is listed on the National Register of Historic Places. Known for diversity, an active neighborhood association, block leaders, park projects, and a history of event planning, it serves as a model for community engagement.



*Examples of properties that serve as landmarks within the Historic River-to-Ridge area such as these found in Orchard Knob, Ferger Place, Highland Park and Avondale.*





## SUBAREA - SOUTH

**Highland Park** – The Highland Park neighborhood generally lies between S. Willow Street, E. Main Street, S. Holtzclaw Avenue, and McCallie Avenue. Highland Park’s development began as a streetcar suburb in 1887. The neighborhood was largely established by 1901 and was later annexed into the City of Chattanooga in 1905. Highland Park’s rectilinear grid of streets creates a cohesive pattern of older houses on small lots, many with alley access. Rich architectural details, a variety of housing types, and amenities like Highland Park Commons and Tatum Park have made this area popular for reinvestment.

Transformation of the area began in 1990 with work by the neighborhood association, which focused on stabilizing the area, rezoning properties, and adopting a neighborhood plan. Many educational and religious institutions are found near the eastern edge of the neighborhood including the Girls Leadership Academy, Chattanooga Preparatory School, Redemption to the Nations (formerly the site of Highland Park Baptist), and St. Andrews. Commercial businesses are found along McCallie Avenue and Main Street, with light manufacturing businesses located along Holtzclaw Avenue, although many sites are being converted to mixed-use development.



**Oak Grove** – Generally located between Dodds Avenue, East 23<sup>rd</sup> Street, S. Hawthorne Street, and E. Main, this mixed-use neighborhood has experienced a great deal of change. It originally contained the subdivisions of Ferger Place and Mindell Park. Oak Grove was annexed by the city of Chattanooga in 1913. The abandoned Standard Coosa Thatcher mill site, located on approximately 15 acres, is a sizable landmark within Oak Grove. The neighborhood street network, including 17<sup>th</sup>, 19<sup>th</sup> and Kelly Streets, along with Lynbrook Avenue, provide the potential for a greenway system. A large portion of the existing housing serves as rental property.



**Ferger Place** – Located south of Main Street, Ferger Place is defined by Morningside Drive and Eveningside Drive and is easily identified by its prominent stone entries. This historic neighborhood is made up of houses built in the early 20<sup>th</sup> century. It is listed on the National Register of Historic Places and also protected by local historic zoning under the Chattanooga Historic Zoning Commission. The neighborhood is largely made up of detached, single-family housing. The loop of connected streets are lined with mature trees and decorative



lighting laid out nearly a century ago. There is a neighborhood park located at the southeastern end.

**Park Central** – A newly established neighborhood, Park Central is located south of the National Cemetery and generally between S. Holtclaw Avenue, East 23<sup>rd</sup> Street and Central Avenue. It includes the Sculpture Fields at Montague Park. The neighborhood incorporates studios, workshops and offices that house local artists, architects and craftsmen who have been involved in revitalizing this once blighted area. Both single-family houses and multi-family apartments are found in Park Central. Several large institutional buildings and manufacturing sites are currently being redeveloped as mixed-use complexes that may provide new housing in the area.



**Ridgedale** - Generally located between the Missionary Ridge, Oak Grove, Highland Park and Glenwood neighborhoods, Ridgedale was annexed by the City of Chattanooga in 1913. This large neighborhood is enhanced by its location close to Missionary Ridge and its easy access from both Brainerd and the Downtown. The McCallie School campus encompassing 193 acres from McCallie Avenue to Main Street, is located in Ridgedale. The residences in Ridgedale range from small "micro-housing," to the larger historic multi-story houses found on Bailey Avenue, to the numerous bungalow style houses. The neighborhood has new streetscape improvements and a linear park at 12th, Anderson and Buckley Streets. The Dixie Mills site and other manufacturing sites in the area are being re-purposed as mixed-use developments. The City's Parks administration buildings on Watkins Street are centrally located within the neighborhood. Ridgedale also includes a community garden along Main Street. Commercial uses can be found on Willow Street, on McCallie Avenue, Dodds Avenue, and Main Street.



**Sources:** *Livingood, James W. A History of Hamilton County, TN. Memphis, TN: Memphis State Univ. Press, 1981*

*Steinberg, David H. "And to Think it Only Cost a Nickel!" Chattanooga: No pub. 1975. p. 31-64*

*"A City of Negroes" – Chattanooga Times, December, 5, 1887*

*Glass Street Image - Bacon Drug Co. Film, Glass Street in the 1950's*

<https://www.timesfreepress.com/news/opinion/columns/story/2018/feb/18/lanier-becoming-boyce-statineighborhood-assoc/463914/> Cora Wofford Lanier Chattahistoricalassoc.org.

<https://www.chattanooga.com/2012/7/18/230578/Chattanooga-and-its-Historic-Suburbs.aspx> Chuck Hamilton, 2012

**Q. *What is the role of Neighborhood Associations in the Area Plan process?***

- A.** Neighborhood associations are an integral part of the Area Plan process. A representative from each Neighborhood Association is invited, early in the process, to participate in stakeholder meetings to voice the interests of residents. Neighborhood Associations are also asked to reach out to other residents and encourage their attendance at public meetings. After an Area Plan is adopted, Neighborhood Associations continue to play an important role in making sure rezoning requests and new development conforms to the adopted Plan.

The City's Department of Economic and Community Development (ECD) maintains a list of all registered Neighborhood Associations, a map of their boundaries, regular meeting days and locations, and the names and contact information of all officers. This information can be found on the City's website at <http://www.chattanooga.gov/economic-community-development/neighborhood-services/neighborhood-associations2>. Neighborhood association meetings are usually held either monthly, quarterly or on an as needed basis. Neighborhood Association representatives may attend Planning Commission or City Council meetings to present community issues. All residents and business owners are encouraged to attend their meetings and participate in their many initiatives, including neighborhood watch programs, cleanups, block parties, and other community events.

## 3.0 PUBLIC INPUT

### 3.1 THE PUBLIC PROCESS

Public input is a crucial component of the Area Planning process. For Area 3, public input was gathered in multiple ways: public meetings, advisory committee feedback, technical advisors and stakeholder meetings, and surveys.

The two initial opportunities for public input were the: 1) “Community Vision” – kickoff meeting and survey, and 2) “Community Choices” – mapping workshops and survey. A list of email addresses was created and updated after each public meeting. Regular project updates and notices of public meetings were sent to everyone on this email list and posted on the Regional Planning Agency’s website at [www.chcrpa.org](http://www.chcrpa.org).

The first Community Vision meeting and survey focused on identifying the top issues in the community and re-affirming goals from previously adopted neighborhood plans, while the second Community Choices meeting and survey focused on gauging community preferences for different types of, and locations for, development. The process takes into consideration the concerns expressed from previous planning effort as summarized below:

#### **Primary Goals and Recommendations from Previous Plans**

Some of the primary goals and recommendations from past neighborhood plans are:

- Preserve and Protect existing single-family detached neighborhoods.
- Encourage a mix of residential options where appropriate.
- Identify new uses for large vacant public and private structures.
- Concentrate commercial uses along major roads rather than expanding into residential area.
- Encourage small-scale/clean manufacturing to rehab vacant lots.
- Encourage new development to incorporate sidewalks and pedestrian access.
- Integrate bicycle facilities into the area’s transportation network.
- Provide gateway treatments and streetscape improvements where appropriate.
- Increase the usability of sidewalks with street lights, bus shelters, crosswalks and the like.
- Identify multimodal transportation opportunities to make it convenient, safe, and comfortable for people to access their daily needs.
- Maintain existing and consider expansion of existing open / green space.
- Provide better access to parks.





*Various Area 3 Workshops: June 2018 through March 2019*



### TECHNICAL ADVISORS

Technical advice was provided on specific issues by several City of Chattanooga departments and other agencies including:

- Transportation (streets, sidewalks, passenger rail study, bike routes)
- Public Works (stormwater)
- Economic & Community Development (housing, brownfields, Tubman site, industry)
- Open Spaces (parks & greenways)
- Public Art
- Police
- Fire
- Chattanooga Area Regional Transportation Authority (CARTA)
- Hamilton County Department of Education (HCDE)
- Chamber of Commerce
- Chattanooga Manufacturers Association

### STAKEHOLDER MEETINGS (September 2018)

Additionally, five groups of stakeholders (organized by their areas of focus) were invited to share input with the staff and Advisory Committee. Those five groups were:

- Service Providers
- Major Employers
- Arts, Culture, & Education Agencies
- Parks & Recreation Organizations
- Developers

### ADVISORY COMMITTEE

An Advisory Committee was formed to serve as a sounding board to the staff and to encourage more community participation in the process. This Advisory Committee was composed of representatives from each of the 17 Neighborhood Associations and some Area 3 businesses, as well as Planning Commissioners. The Historic River-to-Ridge area is represented on the Chattanooga City Council by Councilman Anthony Byrd, Councilwoman Demetrus Coonrod, and Councilman Russell Gilbert and is represented on the Hamilton County Commission by Commissioner Warren Mackey and Commissioner Kathryn Geter. *(See the full Advisory Committee list in Acknowledgements.)*

Several Advisory Committee meetings were held to review community input and provide feedback to the staff. All of the public and Advisory Committee meetings are listed below.

### PUBLIC MEETINGS

June 23, 2018	Community Vision/Kickoff	Carver YFD Recreation Center
September, 2018	Stakeholder Meetings	Development Resource Center
January 26, 2019	Community Choices	Kingdom Hall
March 7	Workshop	East Chattanooga YFD Center
March 13	Workshop	Carver YFD Center
March 16	Workshop	Glenwood YFD Center
June 2019	Centers Stakeholder Meetings	Development Resource Center
September 28, 2019	DRAFT Presentation/Place Types	Orchard Knob Elementary
February 21, 2020	Planning Commission DRAFT Workshop	Development Resource Center
March 9, 2020	Plan DRAFT Public hearing	Regional Planning Commission

April 23, 2020  
July 14, 2020

Plan DRAFT Workshop  
Public Hearing

Regional Planning Commission  
Chattanooga City Council

#### **NEIGHBORHOOD ASSOCIATION MEETINGS**

December 10, 2019 – Riverside  
January 9, 2020 – Churchville  
January 14, 2020 – Glass Farm  
January 16, 2020 – Orchard Knob  
January 16, 2020 – Highland Park  
January 23, 2020 – Ridgedale  
January 23, 2020 – Glenwood

#### **ADVISORY COMMITTEE MEETINGS**

March 15, 2018  
April 19, 2018  
July 16, 2018  
October 22, 2018  
December 3, 2018  
February 25, 2019  
August 19, 2019

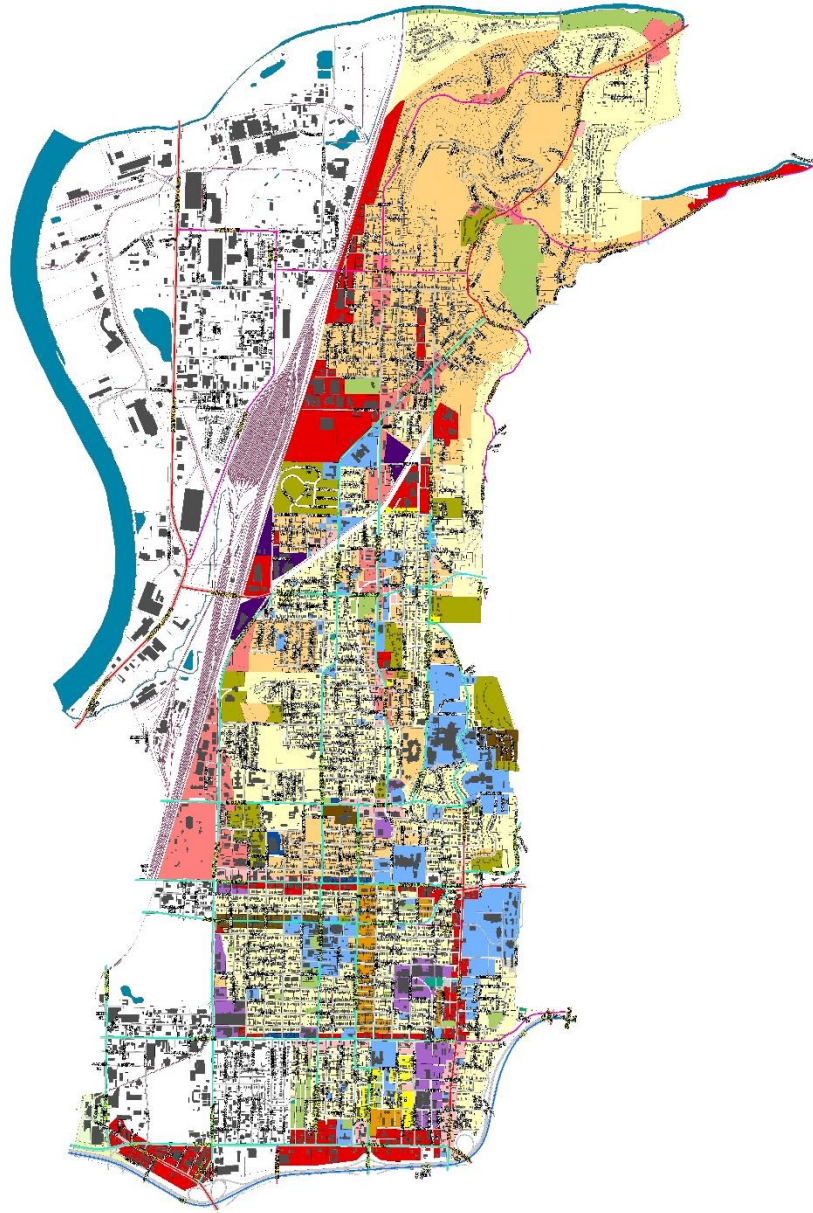
## **3.2 GOALS FROM PREVIOUSLY ADOPTED NEIGHBORHOOD PLANS**

Several Historic River-to-Ridge Area neighborhoods have previously adopted neighborhood plans, however they are at least 15 years old, dating from between 2000 and 2004. Areas in white on the map below indicate locations that did not have a previous neighborhood plan. A total of approximately 210 goals and recommendations from those previous plans generally covered five main topics: Residential, Commercial/Industrial, Access, Environment, and Civic. The RPA presented these goals and recommendations to the public for review early in the Area Plan process to confirm their continuing relevance. A consolidated list of all the goals from all these plans can be found in *Appendix A*.

Much change has occurred in 15 years, and therefore a new vision, goals, and recommendations are needed. Once adopted, the Historic River-to-Ridge Area Plan will replace these older neighborhood plans.

As might be expected, the goals from previous plans covered many of the same topics raised during the recent Historic River-to-Ridge Area Plan meetings. This indicates that while progress has been made and continues incrementally, much more remains to be done. The portions of Area 3 that have seen some of the biggest changes are the Highland Park and Ridgedale neighborhoods and the Main Street corridor. Avondale, Glenwood, Orchard Knob, Churchville, and Glass Farm have retained their residential mix and have experienced some progress towards upkeep and redevelopment.





**Q. *Do Area Plans replace older Neighborhood Plans?***

- A.** Yes. Once adopted by the local government, an Area Plan replaces any older Neighborhood Plans for that area. When starting a new Area Plan, one of the first things the RPA staff does is review existing Neighborhood Plans. Are there issues in those existing plans that still need to be addressed? Are there any potential conflicts with these older plans? If so, the staff will bring them to the community's attention for discussion.



### 3.3 COMMUNITY VISION: ISSUES and GOALS

Questions asked during the public kick-off, or Community Vision meeting in June 2018, and in the accompanying survey, focused on identifying the key issues in Area 3 and reaffirming goals from previous neighborhood plans in the Historic River-to-Ridge plan area. The top six issues that emerged from this community input were:

- 1. Preserve the existing Single-Family Housing character of the neighborhoods.**
- 2. Create a Diversity of Affordable Housing for people of all ages and incomes.**
- 3. Redevelop Walkable Commercial Centers, as opposed to drive-up “strip” commercial.**
- 4. Improve existing Parks and connect them all to Centers, schools, employment centers, and neighborhoods with Greenways.**
- 5. Create a Safe Pedestrian Realm with ample sidewalks, pedestrian crossings, streetscape, and protected bike lanes.**
- 6. Provide safe and efficient options for Transportation to Services & Jobs.**



*Community Vision Kickoff Meeting at Carver Recreation Center, June 2018.*

Almost half of the Community Vision Meeting attendees reported that they had lived in Area 3 for more than ten years. When asked, “Over the past 5 years do you believe the quality of life in Area 3 has improved or declined,” the response was almost evenly split throughout Area 3, but varied significantly by neighborhood.

When asked to re-affirm the goals from previous neighborhood plans, almost all of the goals received a positive response.

A complete summary of results from this meeting and the survey can be found in *Appendix B: Community Vision Meeting Results.*

## 3.4 COMMUNITY CHOICES: PREFERENCES

The top issues voiced in the Community Vision Meeting were then organized into 5 basic categories for the next round of community input, called “Community Choices.” Those five categories are:

- Commercial Centers
- New Development & Jobs
- Housing Options
- Parks, Greenways & Open Space
- Transportation

During the January Community Choices meeting, attendees were first asked to map the areas with special character they wanted to see preserved, such as single-family residential areas or historic landmarks. Because Area Plans take a Centers and Corridors approach (as described in Chapter 1), the community was also asked to identify on maps their preferred locations for future commercial Centers. The responses were compiled and mapped. *See Figure 5: Survey Results: Preferred Center Locations.* They were then used to help inform the Place Types policy in Chapter 7.

Finally, the community was asked to map their preferred locations for major new employers/industry, multi-family housing, and greenway connections. Those maps can be found under *January 26 Public Meeting Results* on the RPA website at [CHCRPA.org/project/Area-3-Plan](http://CHCRPA.org/project/Area-3-Plan).

The Community Choices Survey Series, which remained open for two months, was composed of five separate surveys, divided into the topics listed above. Both online and paper versions were available. Respondents could take all five surveys or choose the ones that interested them the most. A total of 880 surveys were completed. Similar to the mapping exercises during the public meeting, survey questions asked respondents to identify specific locations for potential new development or redevelopment, and asked their preferences for different types of development.

The following are some of the key preferences that emerged. A full summary can be found in *Appendix C: Community Choices Survey Summary*.

- Mixed-use, walkable retail instead of stand-alone, drive-up “strip centers,”
- Retaining the single-family character of existing core neighborhoods,

### Top Issues for Area 3 based on Community Input

1. **Preserve the existing Single-Family Housing** character of the neighborhoods.
2. Create a **Diversity of Affordable Housing** for people of all ages and incomes.
3. Redevelop **Walkable Commercial** Centers, as opposed to drive-up “strip” commercial.
4. **Improve existing Parks and connect** them all to Centers, schools, employment centers, and neighborhoods with Greenways.
5. **Create a Safe Pedestrian Realm** with ample sidewalks, pedestrian crossings, streetscape, and protected bike lanes.
6. Provide safe and efficient options for **Transportation to Services & Jobs**.

- Support of multi-family and “Missing Middle” housing if it is located along commercial corridors or at key intersections,
- Redevelopment of the commercial corridors, and specifically the Harriet Tubman site, for new industry or major employers,
- Redevelopment of vacant sites and buildings as retail, single-family residential, parks and multi-family housing, and
- New greenway connections to link neighborhoods, existing parks, schools and other destinations.
- Improvements to existing parks with more trees, walking paths, restrooms, open play space, and covered picnic pavilions.
- Funding for sidewalk repair, road paving, protected bike lanes, greenways, new sidewalks, crosswalks, lights, and bus shelters.

The community's preferred locations for all of these uses were mapped by the staff and then combined with an analysis of other data (traffic counts, transit routes, existing land uses, vacant properties, historic sites, natural resources, etc.) to inform the Goals, Recommendations and Place Types Map found in subsequent chapters of this plan.

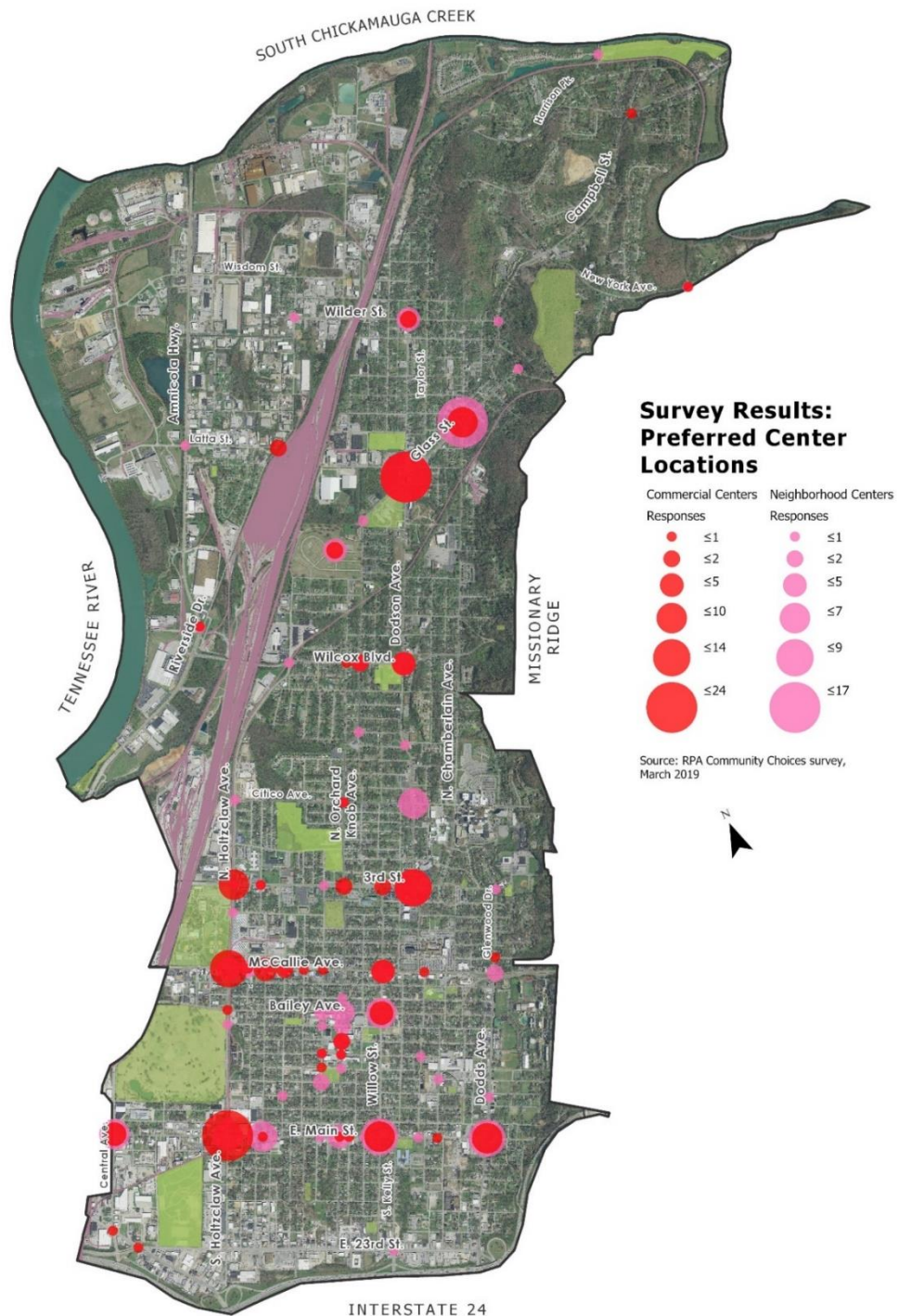


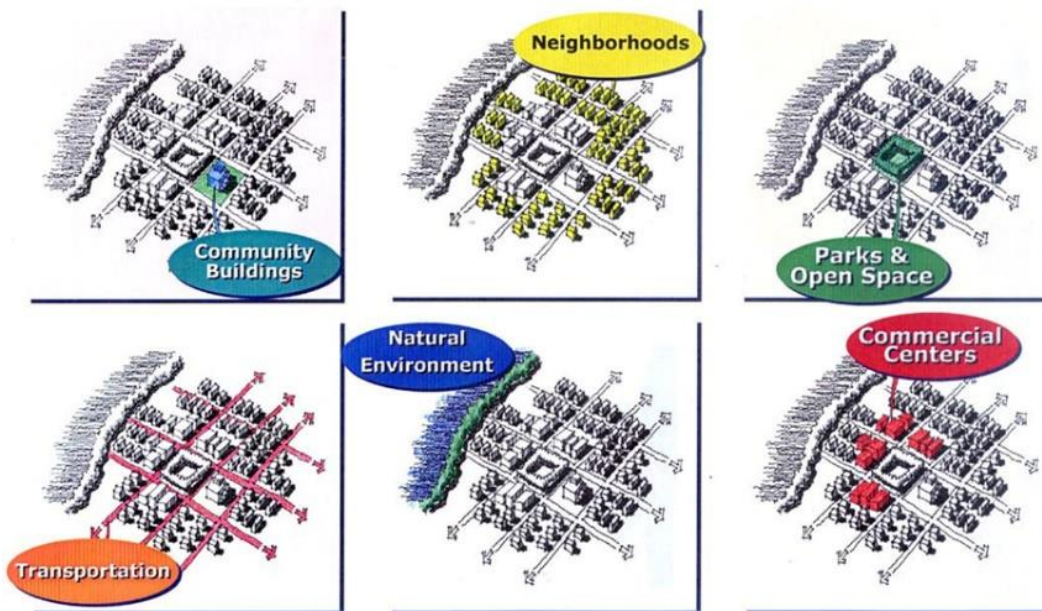
Figure 5



## 4.0 RESEARCH AND ANALYSIS

Communities are made up of many different elements: the history of the area, the culture and traditions of the people who live and work there, the community's natural setting, its geography and climate all contribute to the community's character, how efficiently people are able to get around, and even the area's economic viability. All of those elements are important. They are all interrelated and influence each other. Area Plans, however, focus only on the *physical* elements that make up communities, including natural areas, parks, streets, sidewalks, transit, and buildings. This chapter groups those physical elements, plus the demographics that impact them, into six general categories to address the community's primary concerns:

1. **Demographics** – population, income and employment
2. **Housing** – both single-family and multi-family
3. **Commercial/Retail** - and other commercial businesses
4. **Jobs** – primarily industry and other major employers
5. **Transportation & Infrastructure** – roads, sidewalks, greenways, bike lanes and transit
6. **Natural Resources** – creeks, floodplains, wetlands, steep slopes, ridgetops, and scenic rural landscapes along with parks and open space



*Diagram of Basic Community Elements: Through a combination of many different interrelated elements, communities continue to evolve over time.*

This chapter then looks at the community input, existing conditions, emerging trends and best practices that are successful in other communities. All of this research and analysis then forms the basis for the Goals and Recommendations discussed in the subsequent chapters.

## 4.1 DEMOGRAPHICS

### Population

The Chattanooga Metropolitan Statistical Area (MSA) which includes Hamilton, Marion and Sequatchie Counties in Tennessee as well as three in Northwest Georgia (Catoosa, Dade and Walker Counties) has the potential to increase by a little over 34,000 households by 2045, an 18 percent increase. If current trends continue however, much of this increase may occur outside of the core. Areas with the potential to experience the largest increase include: the northern part of the County (east of the Tennessee River), unincorporated Catoosa County, the Highway 58 Area, and Collegedale/Ooltewah.

The 2016 population estimate for the Historic River-to-Ridge Area was 22,571 persons, which equates to 12.7% of Chattanooga's total population. The Historic River-to-Ridge Area has grown at a rate of 1.01% per year since (*year*), which is similar to Chattanooga's growth rate (1.34% per year) over the same time period. However, that growth in population has not been evenly distributed in Area 3.

Looking ahead, the Historic River-to-Ridge Area is projected to grow from 22,571 to 27,389 by 2030, based on projections for the region's population growth rate of 0.86% annually,

The majority of residents (67%) in the Historic River-to-Ridge Area are African-American.

*Sources: American Communities Survey (ACS) and 2016 Census*

ETHNICITY/RACE (2016)	Area 3 Population	% of Area 3	Chattanooga Population	% of Chattanooga
White	5,549	24.9%	100,225	57.1%
Black or African American	14,904	66.6%	58,696	33.4%
Hispanic/Latino origin*	1,062	4.7%	9,192	5.2%
American Indian and Alaska Native	44	0.2%	259	0.1%
Asian	60	0.3%	3,675	2.1%
Native Hawaiian and Other Pacific Islander	0	0.0%	79	0.1%
Some other race	243	1.1%	132	0.1%
Two or more races	483	2.2%	3,204	1.8%
<b>TOTAL</b>	<b>22,345</b>	<b>100.0%</b>	<b>174,562</b>	<b>100.0%</b>

*\*of any race*

AGE DISTRIBUTION	Area 3	Chattanooga	Hamilton County
18 or younger	28.3%	23.7%	20.8%
20 to 64	46.4%	60.7%	61.9%
65 and older	25.3%	15.6%	17.3%

### HOUSEHOLD MAKEUP & INCOME

**NOTE:** The U.S. Census Bureau defines a “family” as two or more people living together and related by birth, marriage or adoption. This differs from a “household,” which is anybody living together or a person living alone. Household Income includes the income of the householder and all other individuals 15 years old and over in the household, whether they are related to the householder or not.

As shown in the table below, the percentage of Married Couple Households (22.5%) in the Historic River-to-Ridge Area is lower than that of Chattanooga (34.6%) or Hamilton County (43.2%.) Conversely, the percentage of households headed by a single female is significantly higher in the Historic River-to-Ridge Area (28.0%) than in Chattanooga (11.3%) or Hamilton County (9.5%).

<b>HOUSEHOLD TYPES</b> <i>Source: ACS (2016)</i>	<b>Total Households</b>	<b>Married Couple Households</b>	<b>Households w Children</b> <i>(one or more people under 18)</i>	<b>Female Head of Household</b>	<b>Seniors 65 or older</b> <i>(one or more people 60 years or over)</i>	<b>Persons Living Alone</b>
<b>Area 3</b>	8,372	22.5%	31.4%	28.0%	25.3%	40.3%
<b>Chattanooga</b>	72,349	34.6%	49.2%	11.3%	15.3%	51.2%
<b>Hamilton County</b>	139,615	43.2%	20.9%	9.5%	7.0 %	44.3%

<b>HOUSEHOLD INCOMES for the Historic River-to-Ridge Area</b>									
<u>Less than \$10,000</u>	<u>\$10,000 to \$14,999</u>	<u>\$15,000 to \$24,999</u>	<u>\$25,000 to \$34,999</u>	<u>\$35,000 to \$49,999</u>	<u>\$50,000 to \$74,999</u>	<u>\$75,000 to \$99,999</u>	<u>\$100,000 to \$149,999</u>	<u>\$150,000 to \$199,999</u>	<u>\$200,000 or more</u>
17.5%	12.5%	20.8%	13.1%	13.4%	12.9%	5.0%	3.5%	0.7%	0.6%

### EDUCATION

While Area Plans do not specifically address education, schools play an important role where people want to live, which ultimately impacts housing, transportation and other elements of physical development.

The Historic River-to-Ridge Area includes four public schools and several private institutions. For public schools, the student makeup is shown in the table below.

<b>% OF PERSONS ENROLLED IN SCHOOL (3 years and over)</b>	<b>Area 3</b>	<b>Chattanooga</b>	<b>Hamilton County</b>
Preschool	7.3%	5.7%	5.8%
Kindergarten	2.3%	3.9%	4.3%
Elementary School	19.4%	17.7%	19.3%
Middle School	23.7%	19.1%	20.9%
High School	21.3%	18.0%	19.0%

<b>EDUCATIONAL ATTAINMENT (2016; 25 years or older)</b>	<b>Area 3</b>	<b>Chattanooga</b>	<b>Hamilton County</b>
Some college, no degree	18.8%	23.0%	23.1%
Associate's degree	5.5%	7.6%	7.9%
Bachelor's degree	8.1%	18.0%	19.0%
Graduate or professional degree	4.1%	9.7%	10.5%

*See Figure 10: Services and Amenities Map for school locations.*

The following maps provide additional information on existing conditions in Area 3.





Figure 6

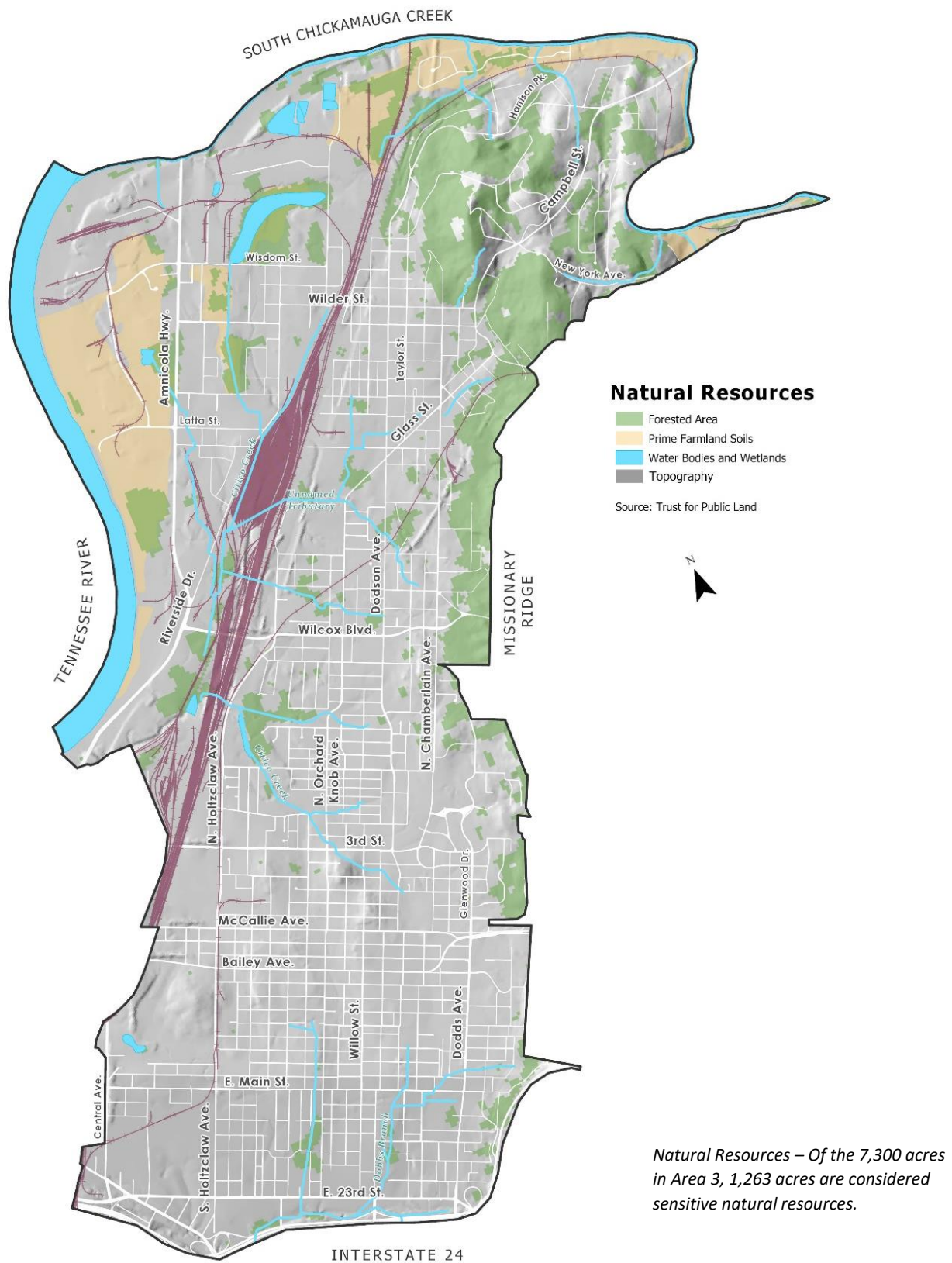


Figure 7

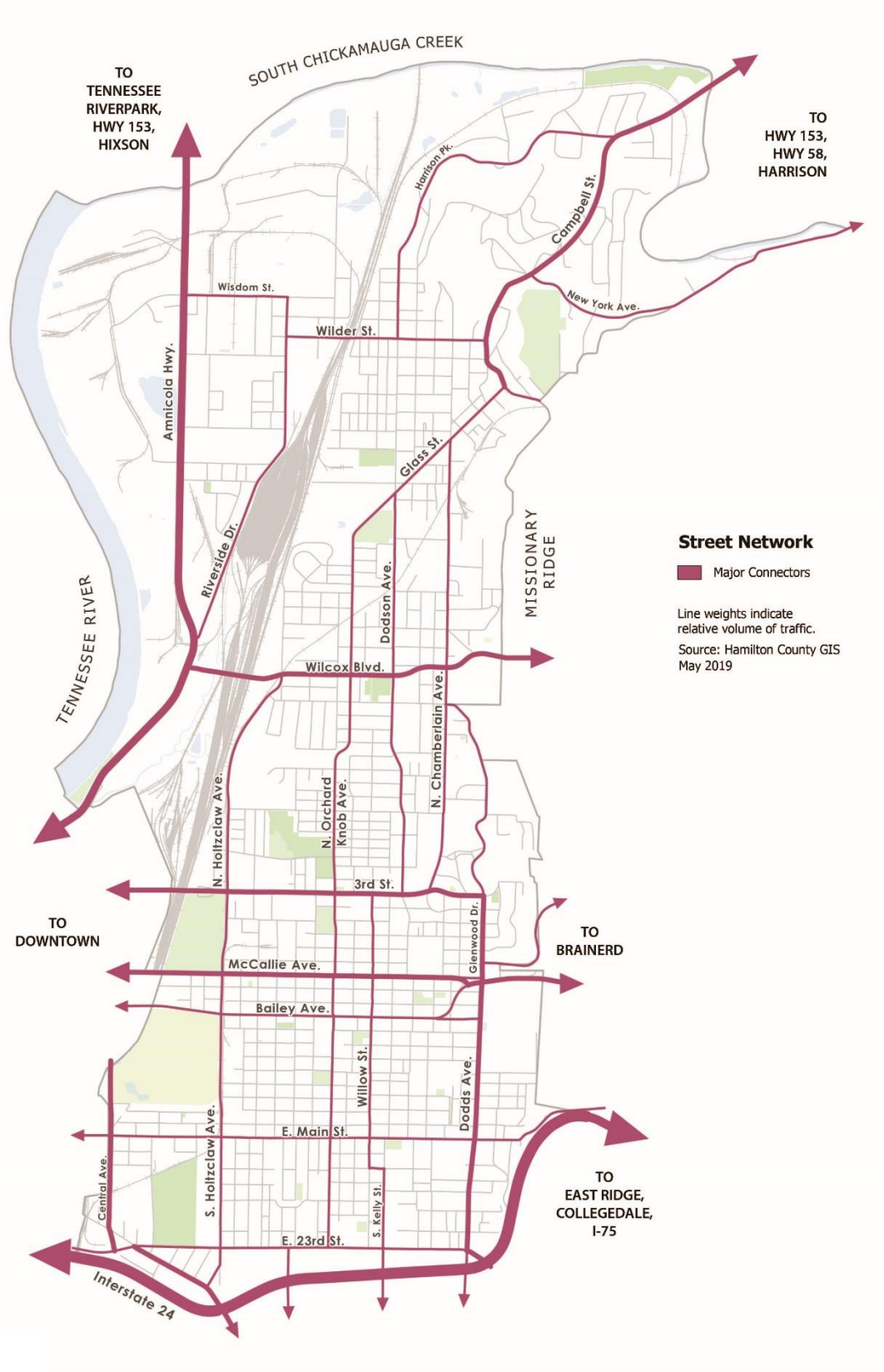


Figure 8





**CARTA Routes**

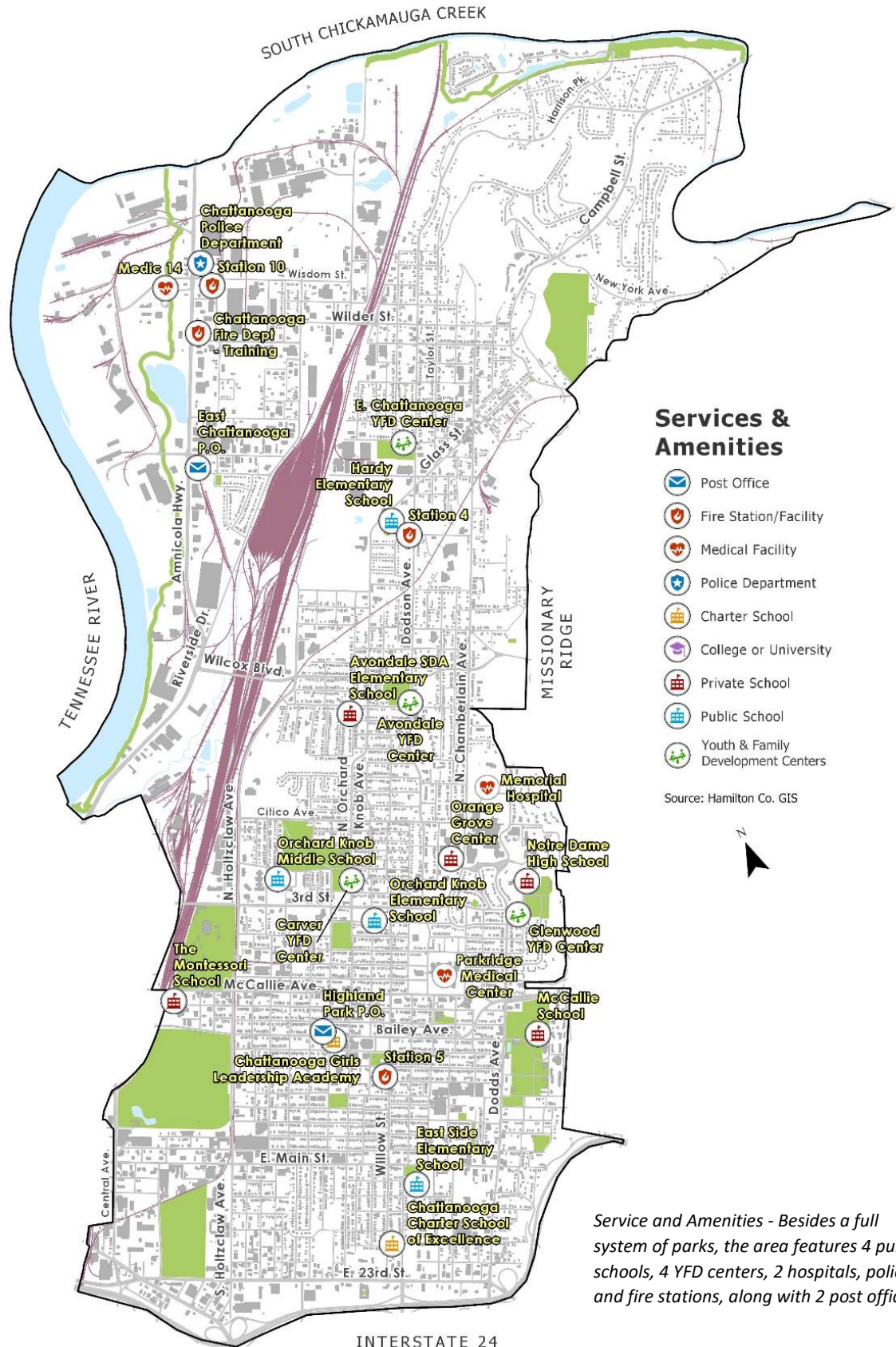
- 3 Enterprise South
- 4 East Gate / Hamilton Place
- 4 Hamilton Place Express
- 7 Chattanooga Housing Authority
- 8 Eastdale Weekdays
- 8 Eastdale Saturday
- 9 East Lake
- 10A Avondale
- 10C Campbell St. / Hwy 58
- 10G Glenwood
- 13 Rossville
- 19 Cromwell Rd.
- 28 Amnicola Hwy.
- Landmark
- Connection Point

Source: Hamilton Co. GIS, CARTA



*Transit – In 2019, there were 13 bus routes found in Area 3 that range in frequency from every 15 minutes to 1 hour. The highest ridership is found on Route #4 Eastgate/Hamilton Place which travels through Area 3 on McCallie and Bailey Avenue*

Figure 9



*Service and Amenities - Besides a full system of parks, the area features 4 public schools, 4 YFD centers, 2 hospitals, police and fire stations, along with 2 post offices.*

Figure 10

INTERSTATE 24



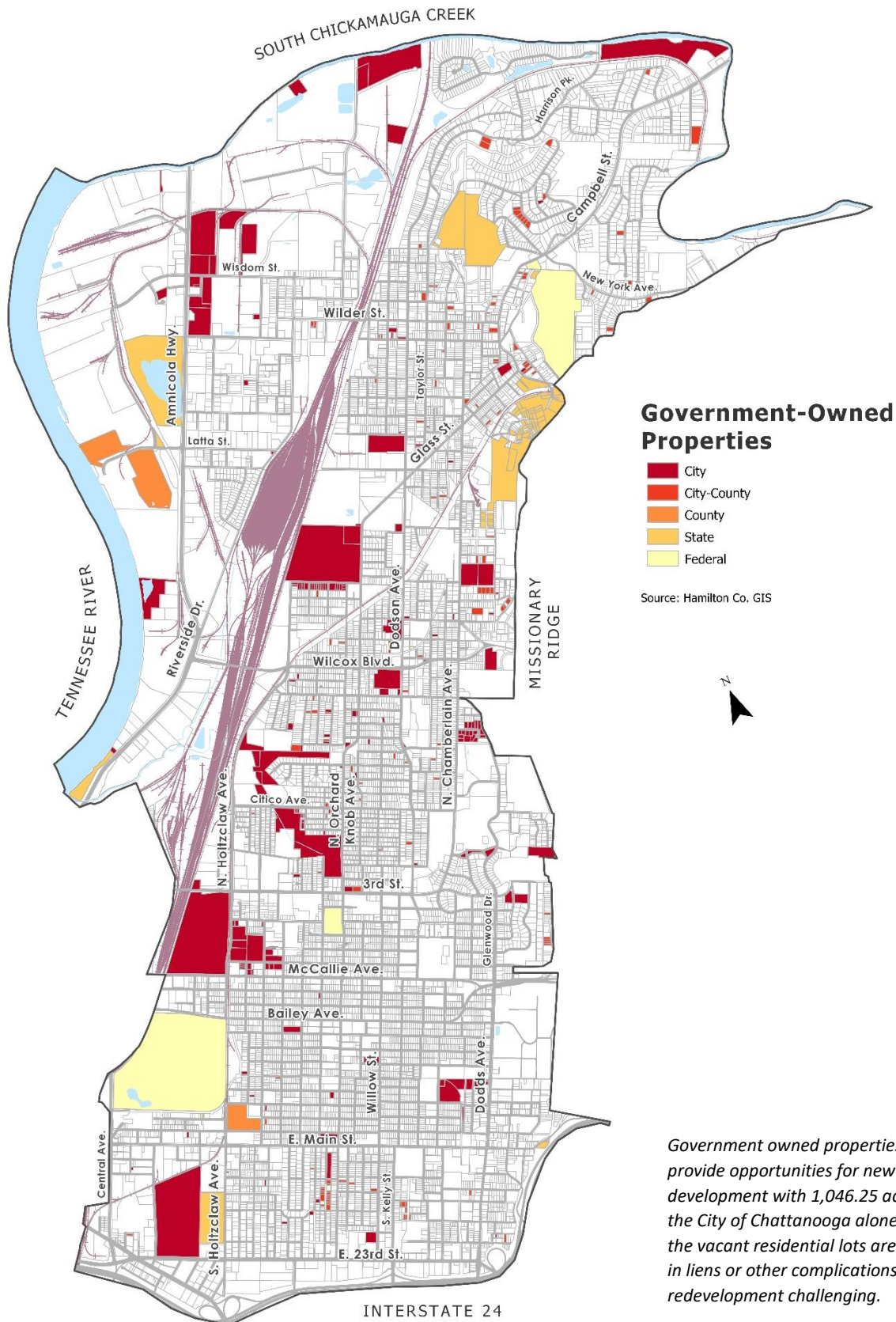
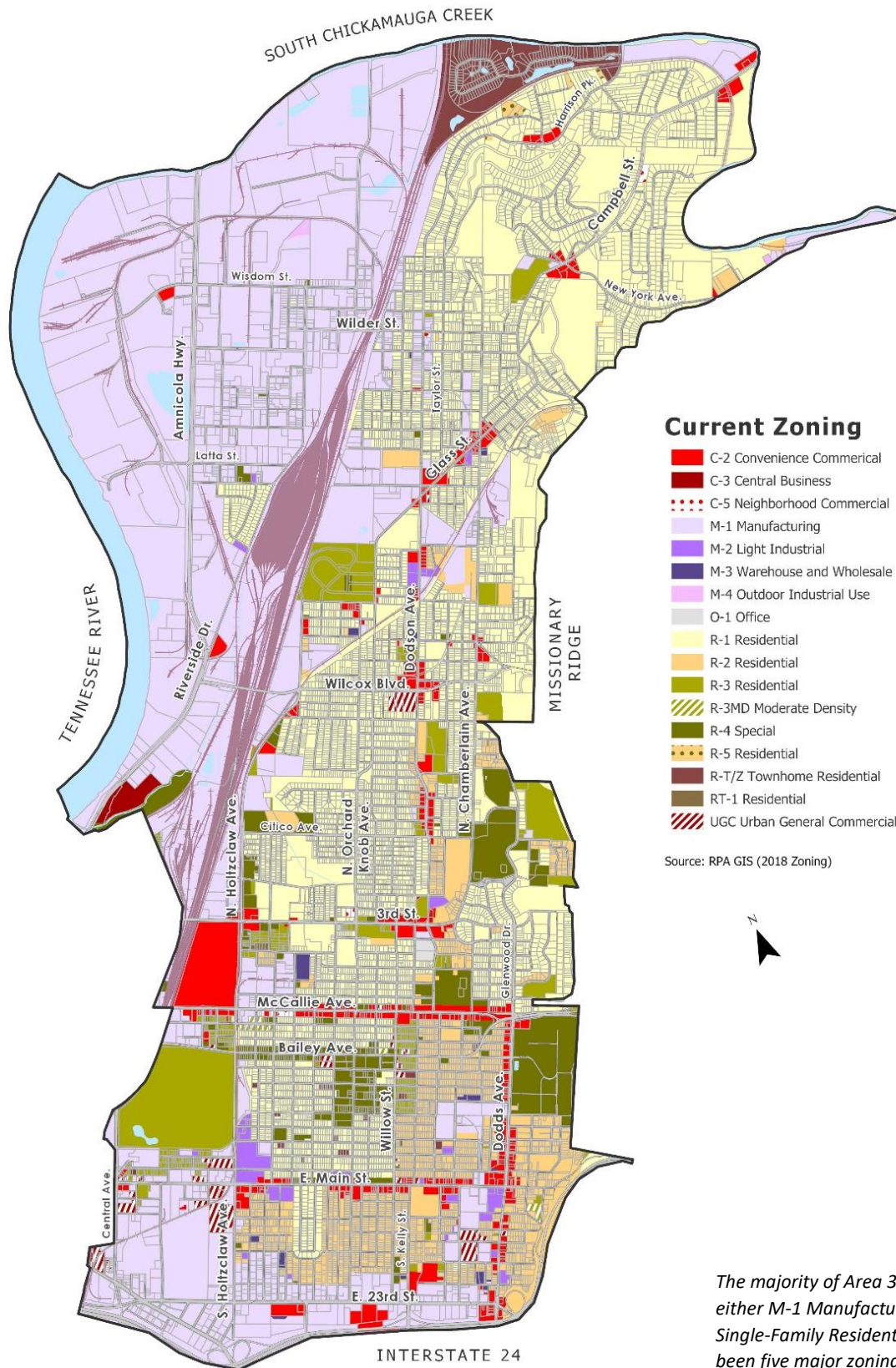


Figure 11



The majority of Area 3 is currently zoned as either M-1 Manufacturing Zone or R-1 Single-Family Residential Zone. There have been five major zoning studies conducted since 2002 and 70 zoning cases since 2016.

Figure 12



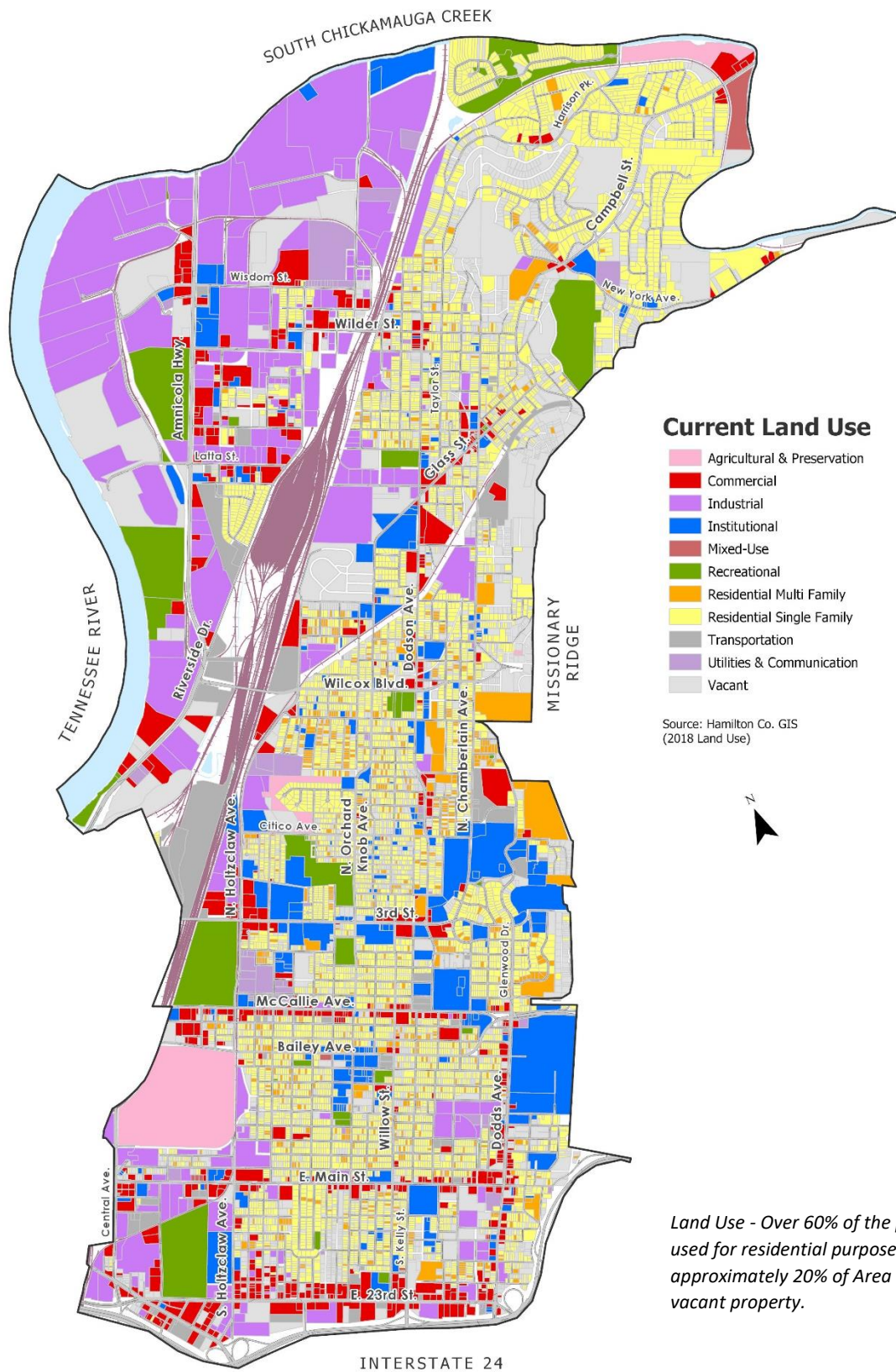


Figure 13

## 4.2 HOUSING

### SUMMARY OF PUBLIC INPUT

All 17 neighborhoods in the Historic River-to-Ridge Area share streets, parks, and businesses, but each one possesses its own unique character and special qualities. Questions about housing were asked during public meetings, various stakeholder meetings, and surveys. The key community responses are summarized here.

- Residents of the Historic River-to-Ridge Area expressed a strong desire to preserve the existing single-family neighborhoods as such. Those single-family areas were identified on maps and serve as the basis for the Urban Residential – Single-Family Place Type discussed in Chapter 6.
- **While most people wanted to preserve the existing single-family residential areas, they were willing to support multi-family and “missing middle” housing if it were located around the commercial centers or along commercial corridors.** Some specific locations, such as the Harriet Tubman site and the former Tennessee Temple campus, were identified as having the potential to accommodate these higher density types of housing.
- Housing affordability was also a major concern expressed by the community.
- While many residents acknowledge the need for a diversity of new housing, the management and upkeep of rental properties is a major concern.

### EXISTING CONDITIONS & TRENDS

**Land Use Breakdown** – Single-family residential uses make up the largest percentage (57.5%) of parcels in Area 3, while only 8.0% of the total parcels are devoted to multi-family residential uses. While industrial uses account for only 2.1% of the parcels in Area 3, they constitute 19.7% of the land area. Approximately 20% of both the parcels and land area is vacant, including both empty buildings and undeveloped land. \*On the following chart “Vacant” represents both vacant land and vacant structures.

LAND USE	Parcels	% Parcels	Acres	% Acreage
Residential single-family	6,089	57.5%	1,347	24.5%
Vacant*	2,304	21.7%	1,089	19.8%
Industrial	220	2.1%	1,087	19.7%
Institutional	296	2.8%	484	8.8%
Commercial	603	5.7%	429	7.8%
Recreational	54	0.5%	347	6.3%
Residential multi-family	852	8.0%	254	4.6%
Transportation	99	0.9%	196	3.6%
Agricultural and preservation	6	0.1%	154	2.8%
Utilities and communication	67	0.6%	98	1.8%
Mixed-use	6	0.1%	18	0.3%
<b>TOTAL</b>	<b>10,596</b>	<b>100.0%</b>	<b>5,503</b>	<b>100.0%</b>

*Currently, 57.5% of the parcels in the Historic River-to-Ridge Area are devoted to single-family housing, while only 8.0% contain multi-family housing. Of the total 10,329 housing units, only 39.1% are owner-occupied.*

**Zoning History** - Since a large portion of the Historic River-to-Ridge Area is made up of single-family housing, most of the zoning activity has been focused on these residential areas. Initiatives to rezone large areas from R-2 Residential (duplexes) and R-3 Residential (multi-family) to R-1 Residential (single-family) were led by the neighborhoods and adopted by the City Council from 2002 to 2009. These zoning studies were completed for the following neighborhoods.

Bushtown – 2002

Glenwood - 2002

Avondale - 2004

East Chattanooga – 2004 (includes Boyce Station Neighborhood)

Highland Park - 2008

Churchville/Orchard Knob combined – 2009

These large areas of former R-2 and R-3 zones, which often included what were traditionally single-family neighborhoods, contributed to lower home ownership rates and a proliferation of rentals. While rental units are essential to serve the many needs of any community, when disinvestment, absentee landlords, and neglected properties become the norm, this can be problematic for a neighborhood.

More recently, zoning activity has resulted in 55 cases from 2016 to June 2019. The majority of these cases occurred south of Bailey Avenue. Twenty-three of these cases involved a zoning change request to the Urban General Commercial (UGC) zone which allows a more urban, walkable form. *See Figure 6: Zoning Cases Map.*

**Building Conditions** – Vacant buildings, overgrown lots, litter, and abandoned vehicles all contribute to blight in a neighborhood. The figure 14: “Blight Conditions” Map illustrates efforts to address these



issues with 9,078 building code citations cases from July 2014 to May 2019. Many factors can contribute to this lack of property maintenance, including a lack of financial resources and absentee landlords.

**Home Ownership Versus Rentals** - Of the 10,329 housing units in the Historic River-to-Ridge, only 39.1% are owner-occupied, compared to 54.8% in Chattanooga.

Housing Units	Area 3	Chattanooga
Total Number	10,329	72,349
Owner Occupied	39.1%	54.8%
Renter Occupied	61.0%	45.1%

### Housing Construction

Building permit activity and zoning cases indicate a trend of growing activity and new construction in the Historic River-to-Ridge Area, primarily around Main Street and Highland Park, and some in the Glass Farm neighborhood. However, 72% of the building permit activity has been from the addition, alteration, or repair of existing structures. *See Figure 15: Building Permit Activity Map.*

### Housing Demand

The demographics and housing preferences of our community are changing. Households are getting smaller and becoming more diverse. The number of single-parent families has tripled since the 1960's. Forty percent of the households in the Historic River-to-Ridge Area are comprised of persons living alone, while only 31.4% are households with children.

Additionally, many people are choosing to rent for a variety of reasons. A 2016 Real Estate Market Study for Hamilton County noted that over the next ten years there is a potential demand for up to 1,200 new apartments annually. <https://chcrpa.org/index.php/project/hamilton-county-real-estate-market-study/>

Many people, especially Millennials, want to live in walkable communities near work, shops and other amenities. All of these shifts impact the demand for housing, but despite these changes in household size and housing preferences, much of our existing housing stock is single-family detached housing.

### Incomes & Housing Affordability

The U.S. Department of Housing and Urban Development (HUD) uses a comparative index that varies by region to determine housing affordability. The table below shows this index for the Chattanooga Metropolitan Statistical Area (MSA), based on an Average Median Income (AMI) of \$60,900 per household. A housing unit is considered "affordable" if they can live there without spending more than 30% of their income on housing costs (mortgage or rent and utilities). *Source: HUD and the Metropolitan Council* <https://metro council.org>

<b>HOUSING AFFORDABILITY</b> for the Chattanooga MSA			
<b>Household Size</b>	<b>Extremely Low Income (30% of AMI)</b>	<b>Very Low Income (50% of AMI)</b>	<b>Low Income (80% of AMI)</b>
<b>One-person</b>	\$12,950	\$21,600	\$34,550
<b>Two-person</b>	\$14,800	\$24,700	\$39,500
<b>Three-person</b>	\$16,650	\$27,800	\$44,450
<b>Four-person</b>	\$18,500	\$30,850	\$49,350

Source: CNE Housing at a Glance Report, March 2019

In 2016, the median household income for the Historic River-to-Ridge Area was \$24,942, which is much less than the median household income in Chattanooga (\$41,911) and Hamilton County (\$47,898.) The average non-family, or individual, income for the Historic River-to-Ridge Area was also significantly lower at \$18,361. Source: 2016 Census

	<b>Median Household Income</b>	<b>Median Income for Non-Family Households</b>
<b>Area 3</b>	\$24,942	\$18,361
<b>Chattanooga</b>	\$41,911	\$31,590
<b>Hamilton County</b>	\$47,898	\$41,752

### **Rising Housing Costs**

The cost of new housing has increased in recent years due to rising prices for building materials, labor, increasing costs of land, and regulations. These costs make it very challenging for developers to build low-priced, single-family housing, which in turn presents a challenge for many residents.

Rental rates are also going up as land values in desirable neighborhoods increase, and property owners adjust their prices to reflect those changes.

- For Hamilton County, the median family income has remained relatively flat since 2007, although median home prices, and other costs, are rising.
- According to a 2017 TN Housing Development Agency (THDA) report, 24.8% of Chattanooga’s renters are paying more than 50% of their income on housing.
- Millennials are transitioning to rentals and some first homes at a slower pace than previous generations due to student debt and the rising costs of housing.
- Many seniors are choosing to “age in place,” constraining the supply of existing homes, which normally serve as starter homes for younger households.

This combination of factors is creating a “housing cost-burden.” According to the U.S. Department of Housing and Urban Development (HUD), households that spend more than 30 percent of their income on housing (mortgage or rent, plus utilities) are considered *housing cost-burdened*.

Transportation also affects housing affordability. Nationwide, the average cost of car ownership in 2017 was \$8,469 per year, including insurance, gas, maintenance and repairs, government fees and taxes.

Source: <https://newsroom.aaa.com/auto/your-drivin-costs/>

Alleviating these transportation costs means more of a household's income can be applied to a house mortgage or monthly rent payment. In the Historic River-to-Ridge Area most housing is within a ½-mile walking distance to schools or commercial areas. Clustering higher density housing in or around commercial areas and schools, and providing safe sidewalks and bike lanes, means some people can walk or bike to work, reducing their need for a car (or a second car.) See *Figure 17: Bicycle/Pedestrian Distances from Schools Map*

Comparing household income statistics to rising regional housing costs reveals the potential impact on housing affordability in the Historic River-to-Ridge Area. For instance, in 2018, the Tennessee Housing Development Agency (THDA) listed the following housing figures for Hamilton County.

Median Home Value = \$166,100

Median Sales Price - New Construction = \$317,477

Median Sales Price - Existing Homes = \$178,000

(Source: THDA, 2016)

This means for a family of four making a median income of \$24,942 a mortgage for a home would be approximately \$11,844 a year, or 47% of the family's total income.



*Expanding the range of housing types needed throughout Chattanooga. Adding apartments, attached units (twins and townhouses), accessory dwelling units (ADUs), or multi-plex buildings, and making existing housing more energy efficient were identified as ways to provide more affordable housing options for Area 3.*



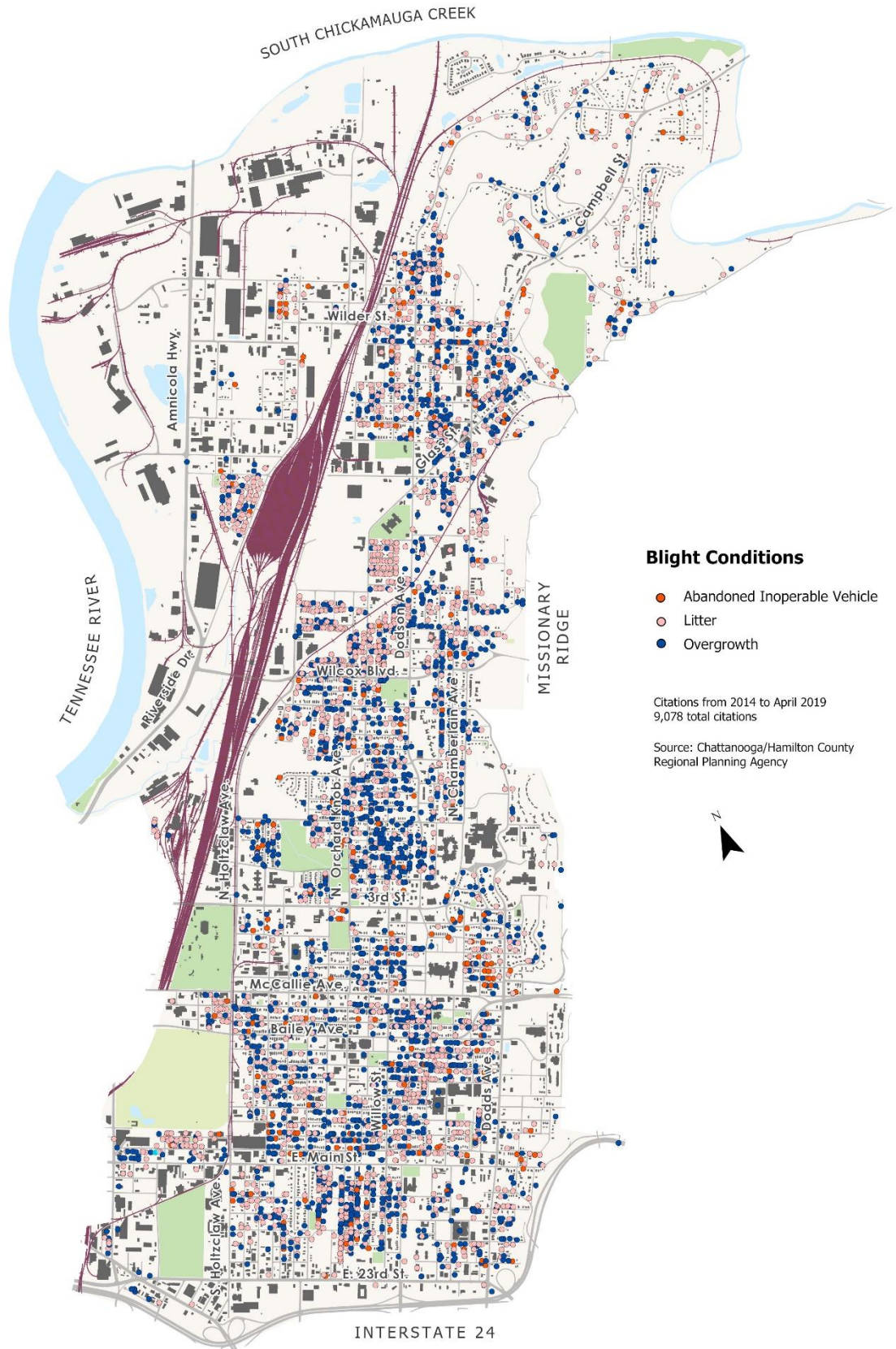


Figure 14



Figure 15





## BEST PRACTICES

### Housing Diversity and Density

Housing diversity is a key element of thriving urban communities. This is because it provides a home for residents at different points of their life, whether a child getting their first job and apartment, a young family buying a starter single family home, a young professional looking for a townhouse, a growing family looking for a larger house with a yard, or a senior looking to downsize or find senior living but want to stay in their community and close to friends and family. As mentioned previously, approximately 20% of the parcels in the Historic River-to-Ridge Area are currently vacant. While this can contribute to blighted conditions if not addressed, it also creates many opportunities for the construction of new housing - both single-family and multi-family. While existing residents often worry about an influx of multi-family housing and rental units, this diversity of housing has many benefits when located properly. Vacant parcels located in the middle of existing single-family neighborhoods can provide infill locations for new single-family homes, while vacant properties near commercial Centers or along commercial Corridors can transition to new multi-family housing.

#### Benefits of Housing Diversity & Density

- **Buffers** - Townhomes, condos, apartments, and homes on smaller lots can provide a transition, or buffer, between the single-family homes and commercial businesses.
- **Transportation Choices** - Clustering a diversity of higher density housing can bring transportation benefits over time, such as more frequent transit service.
- **Retail and Services** – Retail follows rooftops. A greater concentration of housing increases the viability of new retail and services, including grocery stores.



*Missing Middle housing (in yellow) can be incorporated into single-family neighborhoods, at the edge of neighborhoods along a prominent street, or as a buffer against commercial businesses or higher-intensity housing. (Credit: <http://missingmiddlehousing.com>)*



### **Affordable Housing**

How can we increase the supply of affordable housing options? Varying needs call for a wide range of housing choices: small rental units, attached townhouses, apartment buildings, industrial loft apartments, single-family residences. When communities adopt policies and programs that promote a diversity of such housing types, more options for affordable housing result. Multiple tools can be used to increase the supply of affordable housing through both public and private interests. Several of these tools are discussed in section 10.3.

**Q. What is Gentrification and how does it affect neighborhoods?**

- A.** “Gentrification” is a process of changing the character of a neighborhood through the influx of new residents and businesses that brings improvement and reinvestment, but more often, it results in a significant demographic shift in terms of socio-economic makeup.

The US Department of Housing and Urban Development (HUD) states, *“Gentrification is a form of neighborhood change that occurs when higher-income groups move into low-income areas, potentially altering the cultural and financial landscape of the original neighborhood. In the most recent decade, gentrification has been manifested in the “return to the cities,” with redevelopment and investment in many downtown areas of the nation. Greater demand for centrally located housing, particularly amidst an existing affordability crisis, may be fueling community change in many American metropolitan areas. With increased demand and housing costs comes increased housing-cost burdens, the potential for displacement of long-term low-income residents, long-run resegregation of neighborhoods, and heightened barriers to entry for new low-income residents looking to move to places of opportunity.”* Source: U.S.H.U.D., Office of Policy Development, *“Insights into Housing and Community Development Policy”* 2018

**Q. Will new development lead to “gentrification” and loss of my community character? Will the changes in my neighborhood force me to leave?**

- A.** As growth inevitably occurs, new development has the potential to bring about positive change and improvements for neglected neighborhoods. However, an unintended outcome of this change may be the loss of character and cultural resources, along with rapidly rising property values. These negative aspects may evolve into displacement and demolitions. Conversely, an area that does not see improvement may experience decline and see an increase in problems related to crime, safety or blight. The goal of the Historic River-to-Ridge Area Plan is to help the community seek a balance between these extremes by laying out recommendations for incorporating more affordable housing options and to establish an approach for preserving existing housing patterns in single-family core residential areas.

Area Plans direct commercial growth to designated Centers and identify opportunities for physical improvements that help promote the long term stability of neighborhoods. Area Plans do not advocate displacement of existing residents.

*“By building communities where people of all socioeconomic backgrounds have access to quality housing, high-level education, jobs and transportation, we ensure all of us thrive together....Diversity in our neighborhoods and communities ensures all of our citizens receive the benefits and resources that are currently only afforded to a few.”* Charlotte-Mecklenburg Task Force Report 2017  
[https://www.fftc.org/sites/default/files/2018-05/LeadingOnOpportunity\\_Report.pdf](https://www.fftc.org/sites/default/files/2018-05/LeadingOnOpportunity_Report.pdf)



## 4.3 COMMERCIAL

### SUMMARY OF PUBLIC INPUT

- Given the limited amount of retail stores likely to be built in the future (due to the changing retail market), the Community Choices Survey asked where people would prefer to see commercial Centers in the future and what types they would prefer. **Residents expressed a strong desire for new retail in general, and grocery stores, in particular. Additionally, 93% of Community Choices Survey respondents indicated a desire for those commercial Centers to be “mixed use and walkable.”** This preference mirrors national trends where customers are calling for a more unique shopping experience, with a mix of uses in a walkable environment, as opposed to the single, drive-up stores of the past.
- Suggestions for a number of potential locations for new, or redeveloped, commercial Centers were provided by respondents. The Village Center and Neighborhood Node Place Types, described in Chapter 6.0 reflect some of these locations.
- The lack of healthy food choices, and full-service grocery stores, was a specific concern expressed by many Historic River-to-Ridge residents.



### EXISTING CONDITIONS AND TRENDS

As pointed out in Chapter 2.0, the Historic River-to-Ridge neighborhoods have experienced both times of prosperity and decline. In the past decade, the area has not seen revitalization from the private sector on scale similar to the fast paced development that has occurred in other parts of the City. Generally, the lack of major investment is due to varying factors such as urban flight and a diminished population, lower income levels, discriminatory lending practices, an aging housing inventory, and limited capital budgets. Area 3 has many decades of neglect to turn around but it is currently seeing new development and many building projects, especially in the southern portion of the study area between McCallie Avenue and Main Street.

#### Existing Retail Uses

The Historic River-to-Ridge Area has a few concentrated areas of existing retail and service businesses such as those found along Glass Street, 23<sup>rd</sup> Street, at the Main and Dodds intersection, on the East 3<sup>rd</sup> Street “medical corridor” and at the McCallie and Holtzclaw intersection. However, many commercial uses are scattered throughout the area requiring residents to drive to these businesses.

*See Figure 16: Population Density and Commercial Land Map*

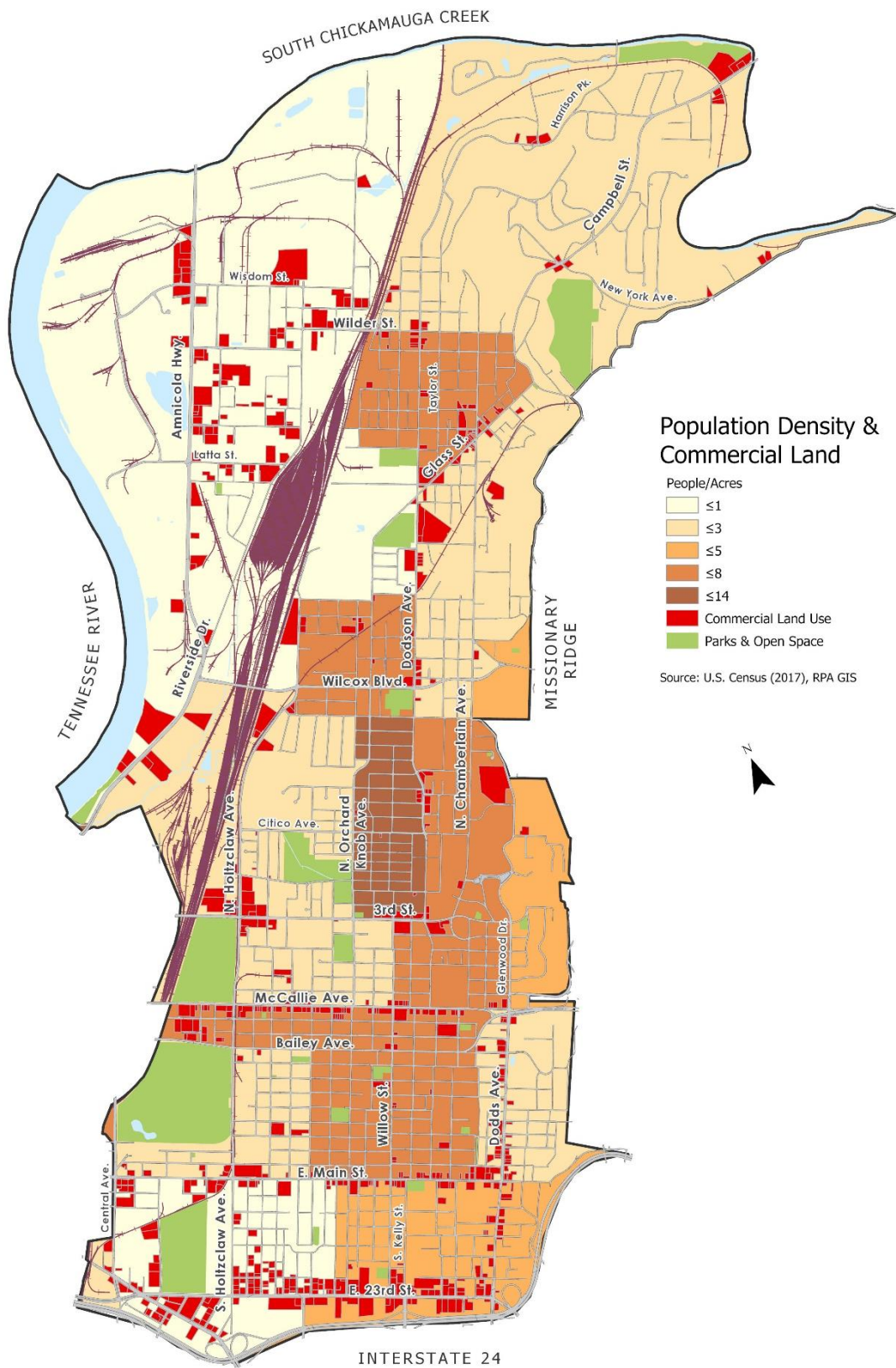


Figure 16



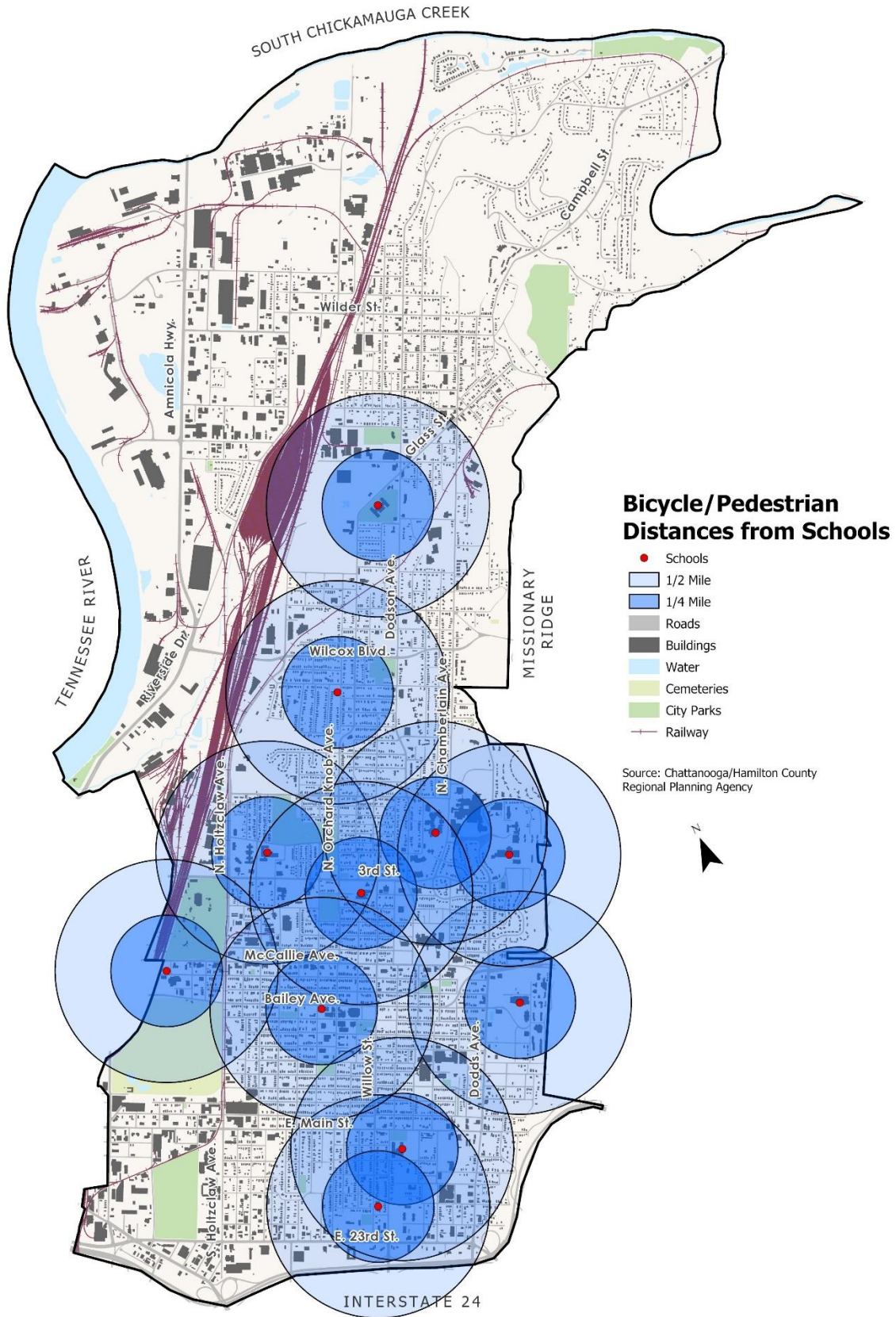


Figure 17

### Commercial Market Demand

Many commercial corridors in cities across the country are experiencing disinvestment, closed businesses, and blighted conditions. This trend is due in part to the changing retail markets, the impact of large discount retailers, and the increase in online shopping. As a result, many cities are now trying to focus any new commercial and retail development in clusters - or Centers - at key intersections where the traffic volumes can support them. (See Chapter 6.0 for more information on the Centers & Corridors approach.)



While many of us may not be used to seeing this type of walkable commercial center, cities have been built that way for hundreds of years. Only since the mid-20<sup>th</sup> century have we been building the strip commercial corridors and regional malls that everyone must drive to.

How much new retail is viable in the Historic River-to-Ridge Area? In his new book, *Principles of Urban Retail Planning and Development*, Robert Gibbs, a national retail and marketing expert, suggests that a 30,000 square foot Center (which includes a mix of retail and other uses) requires about 2,000 households within a half-mile (which is about how far people are typically willing to walk) to be viable. The Historic River-to-Ridge Area, as a whole, contains about 9,574 households.

For comparison:

- 30,000 square feet of retail equates to about three Dollar General stores.
- Chain grocery stores, such as Food City or Publix, average about 50,000 square feet.
- A small, local “mom & pop” retail shop is typically about 4,000 square feet.



*Communities across the country are focusing new retail in mixed-use, walkable centers instead of drive-up strip commercial corridors and malls. Cambridge Square, in Ooltewah, is a local example of a mixed-use, walkable commercial center.*



**Q. *What population is needed to support a retail center?***

- A.** A 30,000 square foot Center (which includes a mix of retail and other uses) requires about 2,000 households within a half-mile (which is about how far people are typically willing to walk) to be viable.

## BEST PRACTICES

### **Mixed Use, Walkable Centers**

Successful neighborhoods often have a Center that serves as a central gathering place for residents and lends a sense of place and identity to the community. These Centers are where you will find a concentration of services within close walking distance of most residents. They include a robust mix of uses which helps ensure a stronger economy that is more resilient to downturns in a particular sector. The Centers must be spaced far enough apart, however, so as not to oversaturate the retail market, or exceed market demand relative to the area's population.



In addition, these Centers have the following elements:

- A variety of uses - shops, restaurants, offices, etc. - that generate a lot of pedestrian activity;
- Wide sidewalks with street trees, landscaping, pedestrian level lighting, public art, and other amenities that provide pedestrian comfort;
- A well-connected street grid with short blocks;
- Multi-story buildings that are built to the sidewalk;
- Attractive storefronts and outdoor dining located on the ground floor;
- Apartments and offices located on upper floors;
- Transit stops;
- On-street parking; and
- Shared parking lots behind the buildings.

Centers do NOT have:

- Large parking lots fronting the street, as they create “dead zones” for pedestrian activity; or
- Drive-throughs, and other auto-oriented uses, that require driveways across the sidewalk.

Some of Chattanooga’s historic neighborhoods, such as St. Elmo and Glass Street, still have the basic structure for these walkable commercial centers. Mixed use, walkable Centers are also being created as part of new communities by developers across the country. Some regional examples include:

- Berry Farms, Franklin, TN*
- Serenbe, Fulton County, GA*
- Providence, Huntsville, AL*
- Glenwood Park, Atlanta, GA*
- Birkdale Village, Huntersville, NC*



St. Elmo



Glass & Chamberlain



*Successful mixed-use, walkable Centers have wide sidewalks with street trees and pedestrian lighting, multi-story buildings built up to the sidewalk with attractive storefronts, on-street parking, outdoor cafes, and a variety of places to eat, shop, work, play and live.*



The design of buildings is a critical element in successful Centers. Buildings typically last a long time, so they should be designed to accommodate a variety of uses over time, as were many of the older, historic buildings in our Downtown. The preservation and re-use of historic buildings not only preserves a community's unique "sense of place", but also conserves energy and resources.

New buildings in locations where retail is being promoted should be designed with taller ground floors to accommodate retail uses. Even if the current retail market is not strong enough to support new stores, those ground floor spaces can be used for housing, offices, artist studios, or other uses, until the retail market strengthens.

### Grocery Stores

Despite the growing success of many new and historic commercial Centers, getting one new full-service grocery store in a community can be challenging. Even if a full service grocery store is not feasible right now, it could be located in a commercial Center in the future, as the Center grows and redevelops with new uses.

#### Economic Factors

Retail chains and grocery companies analyze a number of factors when selecting a site for a new store.

**Trade area** – The size of the area where the majority of the store's customers will come from. This is often a 1-3 mile radius (or a 10 minute drive).

**Population and density** – A minimum population size within the trade area. "Sprouts Farmers Market" requires 100,000 people within a 10 minute drive. (Source: <https://about.sprouts.com/real-estate/site-selection/>)

**Household income** – Retailers want to know if the average resident has enough disposable income to shop there.

**Site criteria** – The property needs to be easily accessible, with high traffic counts and adequate parking. The typical new full-service grocery store is around 60,000 square feet. (Source: <https://urbanland.uli.org/economy-markets-trends/rethinking-grocery-stores/>)



For areas where a full-service grocery store is not feasible, other types of grocery stores can be a good fit. Local bakeries, neighborhood deli's, and weekly farmer's markets can all serve some of a community's grocery needs until the market is strong enough to support a full-service grocery. Community garden plots on vacant lots are another healthy food alternative that many communities are exploring.



*Until the market can support a full service grocery store, access to fresh, healthy food can take other forms: community gardens, weekly farmer's markets, neighborhood deli's, and local bakeries.*

**Q. Why is it so difficult to get a new grocery store or other large retailer?**

- A.** Grocery stores, and other large retailers, are highly desired in many parts of the City and County. Grocery store companies, like retail and restaurant chains, rely extensively on numbers to tell them where to build. They look at the population not served by a grocery store, disposable income, the age of the population, driving times, and traffic counts.

Grocery stores have low (1 or 2%) profit margins because they are distributors of products grown or manufactured by someone else. Many former “grocery giants” have fallen to the new “big box” stores like Costco and Wal-Mart—with their discount prices and sophisticated supply chains—or to “specialty” stores like Trader Joe’s and Whole Foods, with their unique products. Therefore, traditional grocers are being squeezed by both ends of the market with little room to move.

Additionally, American’s shopping habits have changed. A few decades ago, 90 percent of the family food budget was spent at a traditional grocery store. Families did not have the many choices that we have today. Now however, people tend to shop all over, visiting multiple grocers within one week or even one day, splitting the family food budget among multiple retailers.

Online shopping also continues to have an impact on “bricks and mortar” retail stores, including grocery stores. Many regional malls and retail giants are eliminating stores. This is a trend that economists predict will continue for the foreseeable future.

<b>What are the statistics for the entire Historic River-to-Ridge Area?</b>	
Size	7,300 acres or 11.4 square miles
Population	22,571
Households	9,574
Median Household Income	\$24,942

*Source: 2016 Census American Communities Survey*



## 4.4 JOBS



### SUMMARY OF PUBLIC INPUT

- When asked about potential locations for a new industry or major employers, respondents to the Community Choices Survey mentioned the following:
  - Harriet Tubman site
  - 23<sup>rd</sup> Street
  - Amnicola Highway / Riverside Drive
  - Buster Brown site
  - Glass Street
  - Holtzclaw Avenue
  - Main Street
  - Roanoke Avenue
  - Tennessee Temple site

### EXISTING CONDITIONS AND TRENDS

**Employment in the Chattanooga-Hamilton County/North Georgia Transportation Planning Organization (TPO) MSA has the potential to increase by approximately 70,000 jobs between 2015 and 2045, a 30% increase.**



The Regional Planning Agency researched businesses in the Historic River-to-Ridge Area with 100 or more employees. The following list represents most of those companies. *(This is not an exhaustive list as not all businesses could be reached to confirm their number of employees.)*

<b>AREA 3 MAJOR EMPLOYERS</b>	<b># of Employees</b>
CHI Memorial	2,700
Parkridge Medical Center	1,278
Orange Grove Center	697
Kenco Group	591
Southern Champion Tray Distribution	702
City of Chattanooga	336
McCallie School	192
LJT Tennessee LLC	185
Fillauer Companies, Inc.	175
Woodbridge Foam Fabricating, Inc.	90
WestRock	130
CARTA	220
Top Flight, Inc.	112
Hamilton Plastics Inc.	110
Coca-Cola United Packers	120
BASF	150
Intersign	230
American Fixtures	300
EPB	125
M and M Industries	<u>42</u>
<b>TOTAL</b>	<b>8,485</b>

Despite a number of large employers in the Historic River-to-Ridge Area, and an overall drop in the unemployment rate, unemployment in this Area remains significantly higher than in Hamilton County as a whole, as shown in the table below.

<b>UNEMPLOYMENT RATE</b>	<b>2010</b>	<b>2016</b>
Historic River-to-Ridge Area	20.4%	17.0%
Hamilton County	8.6%	5.3%

### Local Opportunities

Approximately 19.5% of the acreage in the Historic River-to-Ridge Area is devoted to industrial uses and the employers listed above provide jobs to over 8,000 employees, providing considerable opportunities for employment. The Debutts Norfolk – Southern railyard and port facilities along the Tennessee River also make the Historic River-to-Ridge Area attractive to new industries.

As described previously, many retail stores are closing due to the changes in the market, leaving vacant lots and buildings along the commercial corridors. These Corridors could, however, serve as excellent locations for new multi-family housing, major employers, or new industry without impacting the scale and character of the existing core single-family areas. Having a supply of good jobs near these residential areas is important, however, particularly for those who need, or prefer, to walk or ride a bike to work.

Approximately 20% of the properties in the Historic River-to-Ridge are vacant, including a number of sites and buildings that could accommodate new, clean industries. *See Figure 18: Vacant Properties Map.* Depending on the nature of their operation, some industrial businesses need to be located at the edge of a community, with sufficient buffering to prevent any negative impacts to the residential areas from noise or truck traffic. Other small, or less intense, industrial businesses can be integrated with other uses, such as retail, offices and even housing. One such local example is the Hutton & Smith Brewing Company located in the Riverside neighborhood.

### BEST PRACTICES

Cities across the country are redeveloping vacant buildings and sites for a variety of industrial uses. Many emerging industries and high-tech businesses are seeking locations in existing communities in an effort to attract nearby employees and to have amenities nearby for their workers, such as housing, greenways and parks, and cultural offerings.



*These industrial businesses illustrate how manufacturing sites can be designed to fit into neighborhoods with attention given to landscaping, buffers and entries. Often these small, less intense “industrial-hybrid” businesses can be integrated with other uses, such as retail, offices and even housing.*



*The Chattanooga Area Chamber of Commerce tells us that many light, clean industrial businesses are looking for smaller vacant lots or buildings that can be retrofitted for their operations.*





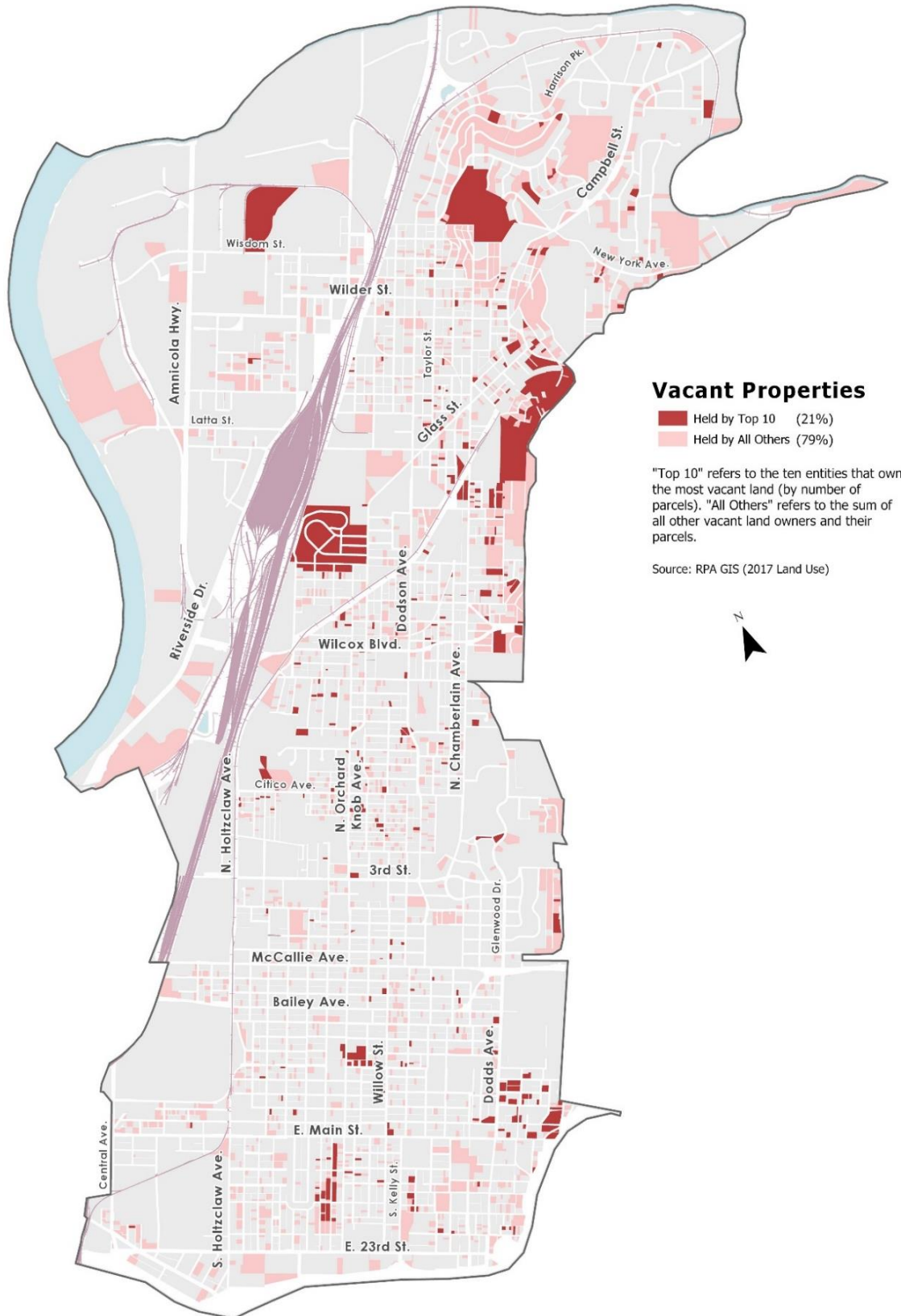


Figure 18



## 4.5 TRANSPORTATION & INFRASTRUCTURE



### SUMMARY OF PUBLIC INPUT

- The Historic River-to-Ridge Area has a good network of streets that distribute traffic across multiple corridors, but some of those corridors are not safe for pedestrians or cyclists. The Community Choices Survey asked respondents to suggest improvements that were most needed and where. Most of the locations identified were along the major, high traffic corridors and **protected bike lanes, new sidewalks, crosswalks, lights, and bus shelters were the top five improvements suggested for those locations.**
- **Access to jobs, schools, and shopping centers** was identified by many Historic River-to-Ridge residents and business owners as one of the biggest obstacles they faced.
- Streets, sidewalks, street lights, bus shelters, bike lanes and transit are all expensive to build and maintain, therefore cities must prioritize these improvements. **When asked what transportation amenities people would prefer be given priority in terms of funding, the following were the community's top five responses: repairing existing sidewalks, paving roads, bike lanes, off-road trails or greenways, and new sidewalks.**

### EXISTING CONDITIONS & TRENDS

**Street Network** - The Historic River-to-Ridge Area has a well-connected street network compared to more suburban parts of the City, which helps distribute traffic more evenly throughout the network, and helps alleviate congestion on the major roads. However, some physical barriers (Missionary Ridge and the rail yards) do constrict east-west travel movement to roads with tunnels or bridges - Wilcox

Boulevard, McCallie Avenue, Wilder Street, East 3<sup>rd</sup> Street, McCallie Avenue, and Bailey Avenue – resulting in higher traffic volumes on most of these roads. As a result, commercial businesses tend to locate along these corridors to take advantage of the local and commuter traffic.

### **Street & Sidewalk Maintenance**

This Area also scores high for walkability and connections to transit. *See Figure 20: Walkability Map or <https://chcrpa.org/project/people-places-paths-connectivity-study/>.* However this good network of streets and sidewalks also means there are many miles to maintain with limited municipal budgets, so priorities must be established. The City of Chattanooga is responsible for maintaining 2,311 miles of roads. According to a 2019 street paving audit conducted by the City's Office of Internal Affairs, current funding allows for approximately 27 miles of road to be repaved every year. New sidewalks cost a minimum of \$250,000 - \$500,000 per mile. Currently, the City of Chattanooga builds about 1-2 miles of sidewalk per year. *Source: City of Chattanooga Performance Audit 17-05: Street Paving*

In addition to individually listed projects, the Transportation Improvement Program (TIP) includes groupings of other projects, based on the category of improvement, such as resurfacing, transportation alternatives, and transportation enhancement. The TIP includes several such projects in the Historic River-to-Ridge Area, which the Chattanooga Department of Transportation (CDOT) has underway or planned.

- A three-lane “road diet” with protected bike lanes along Bailey Avenue between Central and Dodds.
- Resurfacing and a potential three -lane “road diet” along Glenwood Drive between McCallie Avenue and 3<sup>rd</sup> Street.
- Sidewalk improvements and street trees along Glass Street between Dodson Avenue and Taylor Street.
- Protected bike lanes along Orchard Knob Avenue between Bailey Avenue and Wilcox Boulevard.
- Protected bike lanes along South Willow Street between Bailey Avenue and East 23<sup>rd</sup> Street
- Sidewalk facilities along Wilder Street between Dodson Avenue and Campbell Street.
- Road realignment at Dodson Avenue and Wilson Street.

**Transportation Planning Organization** - The Chattanooga-Hamilton County / North Georgia Transportation Planning Organization (TPO) is a federally designated organization for the Chattanooga region that includes all of Hamilton County as well as the northern portions of Dade, Walker and Catoosa Counties in Georgia. The TPO is responsible for developing a short (four-year) and long range (minimum 20-year) transportation investment strategy for improving regional mobility and advancing multi-modal options. This transportation investment strategy must:

- Project reasonable transportation revenues (federal, state, local);
- Prioritize transportation investments; and
- Constrain investments to available revenues.

These strategies are designed to reduce automobile trips, congestion, and parking demand by redistributing travel to alternative modes, times and routes.

The Transportation Improvement Program (TIP) is the 4-year investment strategy. It lists all highway and public transit projects proposed for the region, as well as local roadway, bridge, bicycle, pedestrian,

and safety projects. The TIP is based on funds, which are reasonably expected to be available for project implementation. See <https://chcrpa.org/index.php/tip-amendments-and-adjustments/>

### Functional Classification and Traffic Volumes

Functional Classification is a hierarchy of categories into which states assign streets and highways based on their expected traffic volume, type of trips, connections, length, and other factors. This classification of streets affects potential funding for road improvements. See *Figure 19: Traffic Counts and Functional Classifications Map*. Principal Arterials are roads designated for the highest expected traffic volumes. In the Historic River-to-Ridge Area, these include parts of Amnicola Highway, Riverside Drive, Wilcox Boulevard, Campbell Street, Bonny Oaks Drive, Dodds Avenue, and McCallie Avenue. See *Appendix D: AADTV Chart*

### State Routes

Additionally, roads are divided into municipal and state routes, based on which jurisdiction maintains and improves the roads. In the Historic River-to-Ridge Area, state roads include parts of Dodds Avenue, Main Street, East 23<sup>rd</sup> Street, McCallie Avenue, Willow Street, Dodson Avenue, Glass Street and Campbell Street. Road projects on state routes are typically funded with state and federal dollars and may, therefore, take several years to work their way through the funding and design process.



*Communities need a diversity of safe, reliable and convenient transportation options to satisfy the needs of all users: frequent transit services, bicycle routes, sidewalks, greenways, rail and freight facilities, and a safe network of connected streets.*





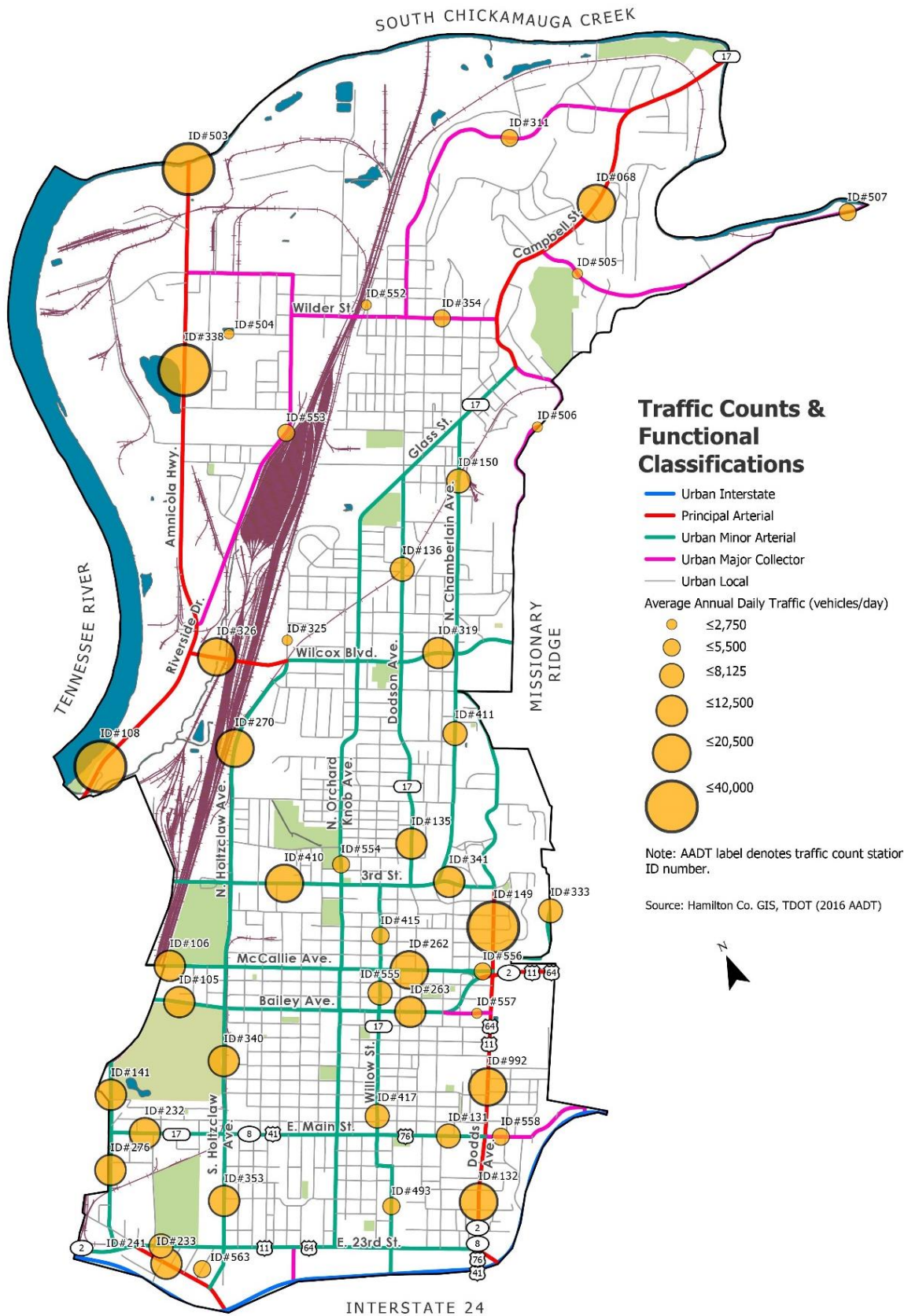


Figure 19



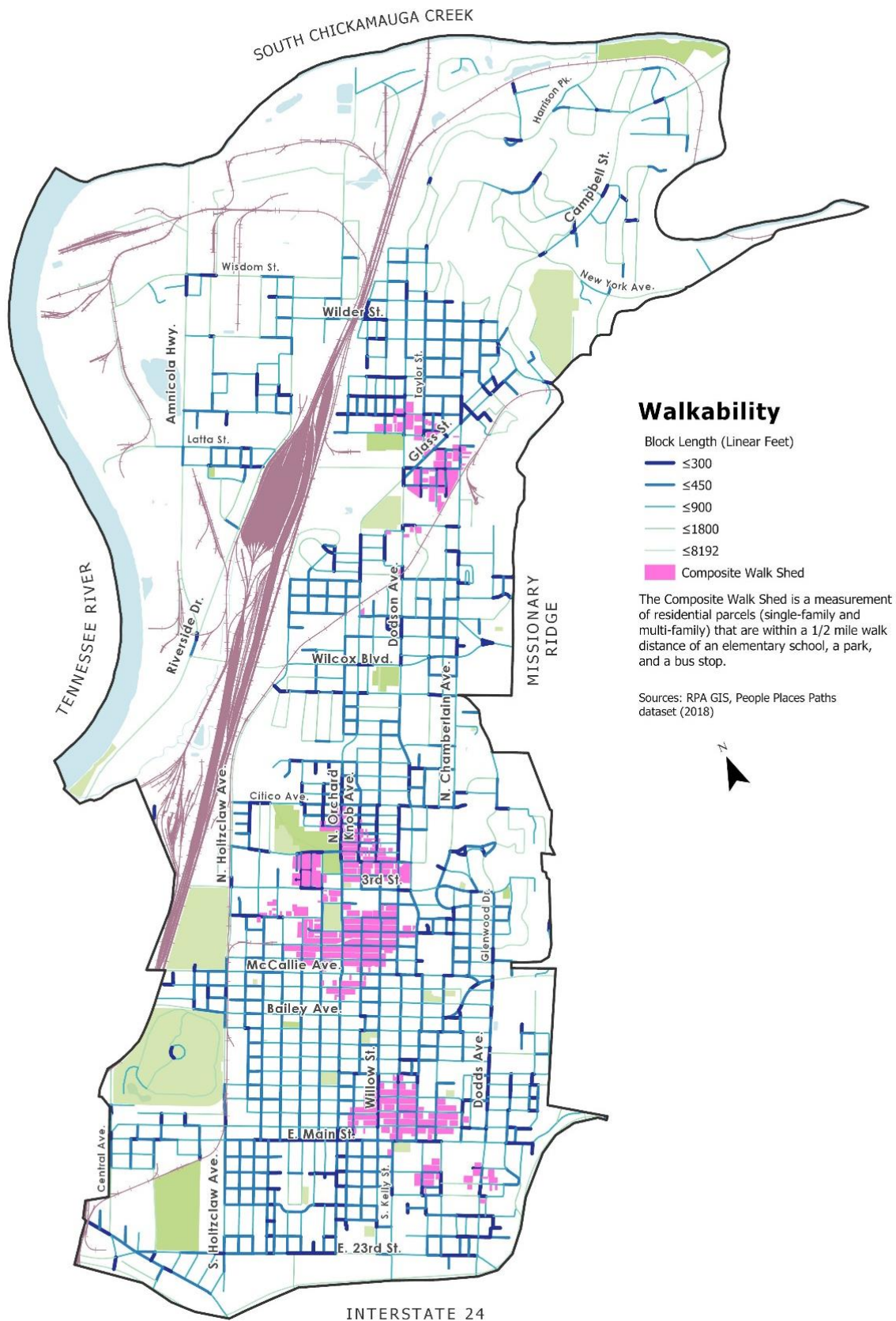


Figure 20

**Public Transit**

The Historic River-to-Ridge Area is served by 13 CARTA routes, making it the best served part of the city for transit, next to the downtown, although the frequencies on some routes are not short enough to provide a convenient alternative for commuters. *See Figure 9: CARTA Routes*

The Chattanooga Area Transportation Authority (CARTA) is currently studying potential improvements to the transit system that balance the need for more coverage with the need for more ridership and shorter frequencies. See <https://chcrpa.org/project/carta-redesign-planning-for-the-future/> for more information.

*This CARTA Transit Redesign Study also includes a discussion of potential locations for future Mobility Hubs/Central Transit Stops at various locations including the McCallie/Holtzclaw area where a rail corridor exists. Additionally, a portion of Route 10-C will be shifted to Dodson Avenue. Other transit concepts that could impact the Historic River-to-Ridge area include supplementing the existing bus routes with on-demand service, shuttles, a neighborhood circulator, or para-transit. See <http://www.carta-bus.org/> for more information about the CARTA Transit Redesign Study.*

**Bike Facilities**

Chattanooga has won awards for its bike way system which has grown to include 403 miles of protected and shared bike lanes. Several of those bike routes traverse the Historic River-to-Ridge Area as shown on the Bike Facilities map. *See Figure 22: Bike Facilities Map*

Chattanooga is also fortunate to have a bike share system with 42 stations and a fleet of over 400 bikes. *Bike Chattanooga* provides conventional and electric bikes at docking stations operated on a per-day rental or annual membership basis. Most of the stations are located in or near downtown where pedestrian activity is sufficient to support them, but three of those bike share stations are located in the Historic River-to-Ridge Area: along the Riverwalk, at Warner Park, and in Highland Park.

**Declining Number of Teens Driving**

Numerous studies indicate that young people are driving less today than they did in the past. About 25% of 16-year-olds had their driver's license in 2014 compared with about 46% in 1983. Many are choosing to lessen their car use in favor of a more urban lifestyle where they can walk, ride a bike, or take transit to work. Such trends make the Historic River-to-Ridge Area a prime location for new residents due to its central location, walkable neighborhoods, and bicycle and transit networks.

**Other Infrastructure**

The Historic River-to-Ridge Area contains hundreds of miles of sewer pipes, eight pump stations, and 111 stormwater basins. As growth occurs, especially in Centers along Corridors that are projected for higher intensity development, system capacity should be monitored. There are some sections of the Historic River-to-Ridge Area with aging pipes or other storm water facilities that will need improvement, but overall the area has adequate infrastructure in place for future development.

Water cisterns and green infrastructure plantings were added to Warner Park for state-of-the-art water management. A very small portion of the Area (near Central Avenue and the downtown) is part of the

Combined Sewer Overflow (CSO) system where capacity levels and volume are monitored under a different criteria from the regular system. *See Figure 23: Utilities Map*



## BEST PRACTICES

### Transit-Supportive Development

Communities across the country are focusing more on diversifying their transportation options, including transit. However, frequent transit service is dependent on a number of factors to be successful. High residential densities and commercial intensities are one factor. Transit service with 30-minute frequencies requires residential densities of at least 12 dwelling units per acre within walking distance (typically one-quarter mile) of transit stops. If the number of dwelling units is increased to 20 to 30 units per acre, transit frequencies can be increased to about once every 10 minutes. Similarly, employment densities must be a minimum of between 50 to 60 employees per acre to support local bus service. However, density alone will not make transit successful. Other factors are equally important and must all be in place for an area to be transit-supportive.

Density – How many people, jobs and activities are near each bus stop?

Walkability – Can people walk to and from the stop?

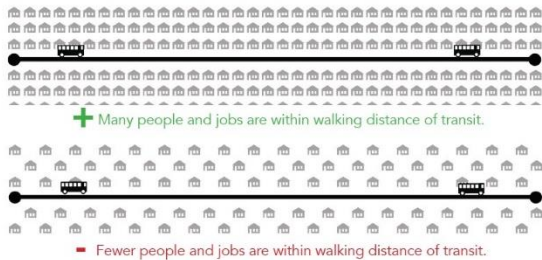
Linearity – Can transit run in a reasonably straight line?

Proximity – Does transit have to traverse long, empty gaps to reach people and jobs?

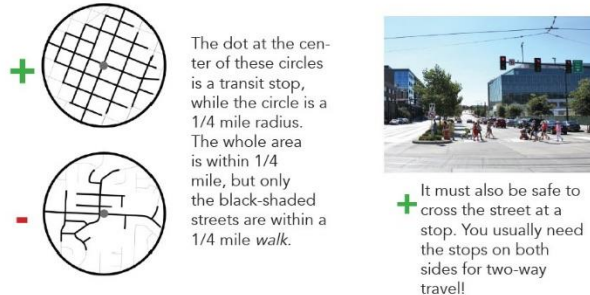


### Four Geographic Indicators of High Ridership Potential

**DENSITY** How many people, jobs, and activities are near each transit stop?



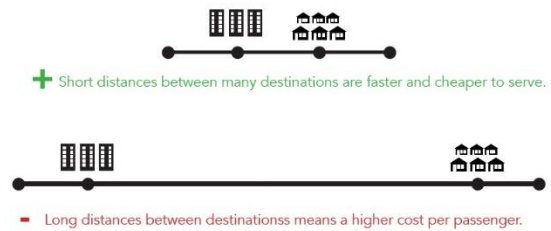
**WALKABILITY** Can people walk to and from the stop?



**LINEARITY** Can transit run in reasonably straight lines?



**PROXIMITY** Does transit have to traverse long gaps?



Source: Jarrett Walker + Associates. *CARTA Transit Choices Report*, December 2017

Achieving the density and proximity needed requires locating new, higher density housing within and around commercial centers and along designated corridors. This mix of uses in close proximity not only helps support better transit service, but also provides some people with the possibility of walking or cycling to work, school, or shopping.

The types and proximity of commercial uses around transit stops are also critical. Bakeries, dry cleaners, coffee shops, pharmacies, and other uses that are easily accessed by pedestrians and help animate the public realm should occupy 10 to 50 percent of the total land area near transit stops.

A safe, walkable environment depends on a network of sidewalks, crosswalks, shade, and interesting things to look at along the way. Multiple curb cuts (driveways) that cross the sidewalks reduce pedestrian safety. Studies also show that parking lots often remain largely empty throughout many hours of the day. For these reasons, many communities are consolidating curb cuts and reducing their parking standards. Others promote shared parking among multiple businesses that may have their highest parking needs at different times of the day. All of these elements, influence the viability of transit service and whether or not a street is attractive for walking and shopping.

For a list of new walkable, mixed-use, transit supportive developments across the country, see <http://www.tndtownpaper.com/neighborhoods.htm>.





*Transit-oriented developments (TODs) are typically located along major corridors and feature multiple transportation options including cars, bike lanes, shuttles, buses, parking, and pedestrian facilities such as sidewalks and crossings. These developments may include a “transit hub” and are focused on concentrating higher density residences with mixed-use centers.*

### **Focus on Walkable Communities**

Numerous studies list the benefits of walking, for both the individual and the community as a whole. Programs such as Walk Score even rank cities and neighborhoods on just how walkable they really are.

<https://www.walkscore.com/>

- **Safety:** Walkable neighborhoods have much lower rates of traffic fatalities – for both pedestrians and motorists – compared with automobile-oriented areas.
- **Health:** Fewer than 50% of Americans meet the minimum guidelines for moderate physical activity. Walking is the easiest and most affordable way to correct this problem. Residents of walkable neighborhoods weigh 6-10 pounds less.
- **Social Equity:** Low-income families are more reliant on walking for essential journeys than the middle class, and yet low-cost housing is often located in the most car-dependent places.
- **Environmental:** Converting short driving journeys to walking journeys reduces air and water pollution. 87% of CO2 emissions come from burning fossil fuels.
- **Transportation:** One quarter of all trips in the U.S. are one mile or less, and yet most of these trips are taken by car. Increasing walking reduces traffic congestion and the cost of road maintenance.
- **Economic:** Cars are the second largest household expense at almost \$9,000 per car, per year. Walkable neighborhoods allow families to own fewer cars and save money. Research also shows that 1 point of Walk Score is worth \$3,250 in home value.

Sources: <https://americawalks.org/learning-enter/benefits-of-walking-2/>

<https://www.redfin.com/how-walk-score-works>

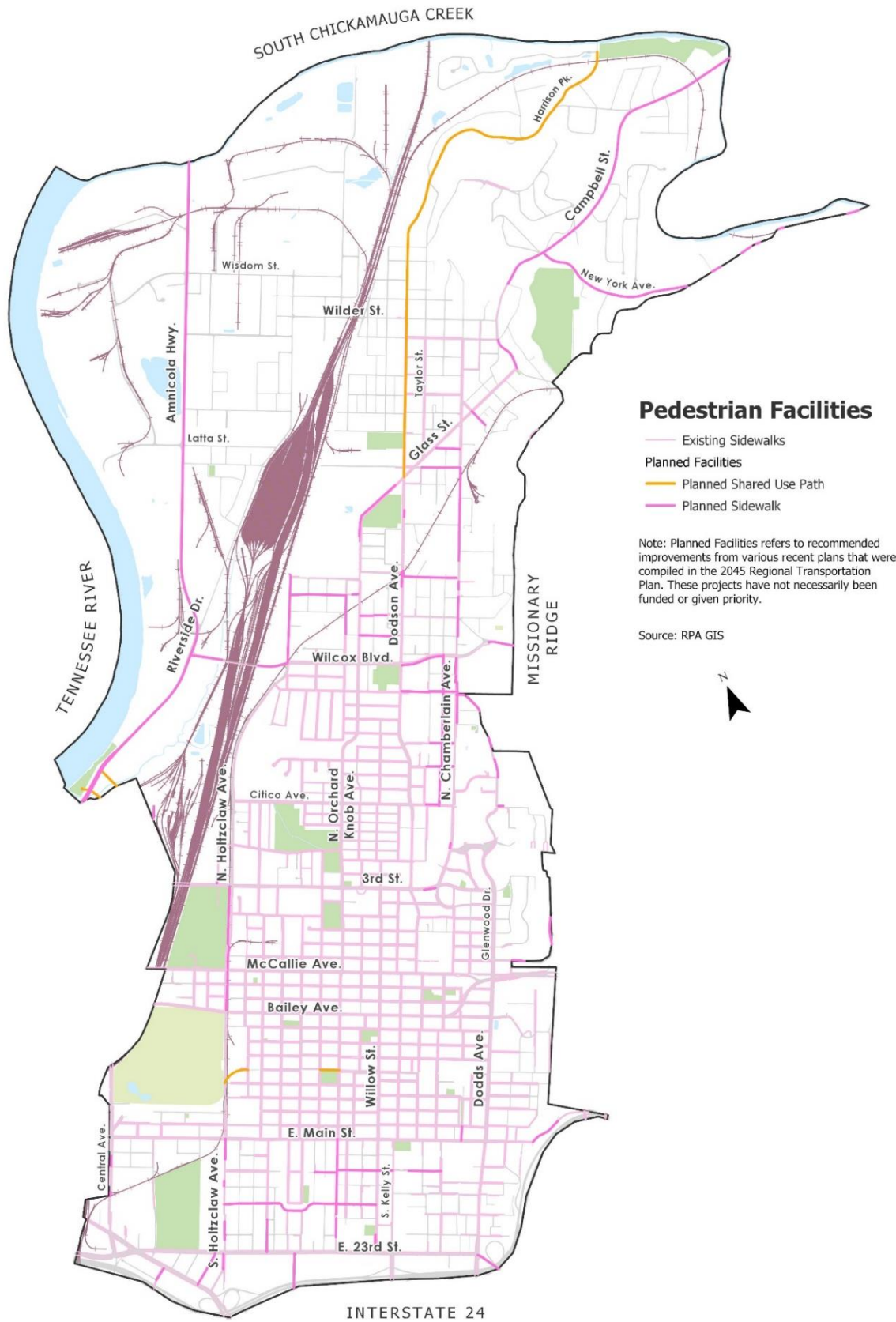


Figure 21

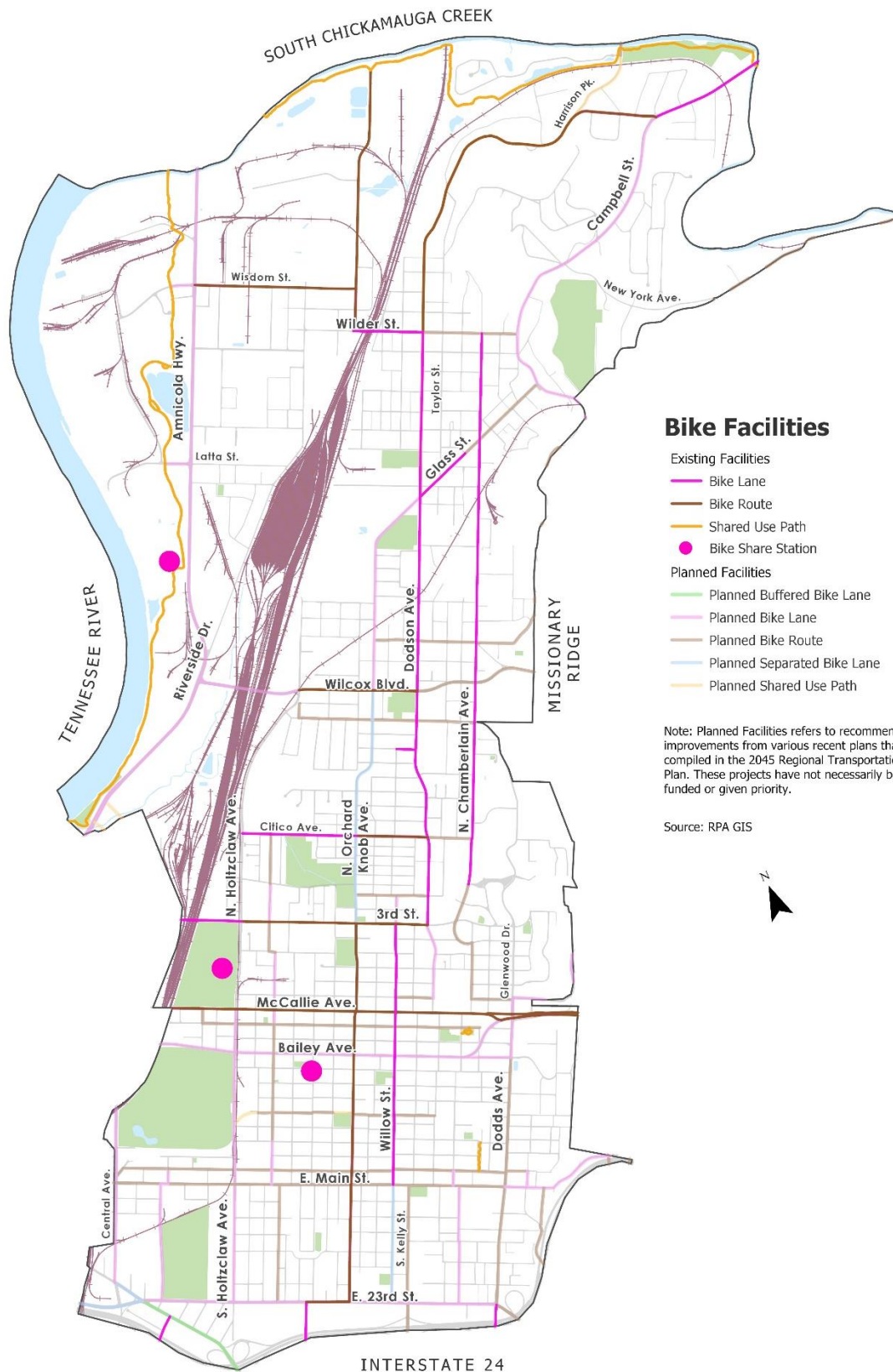


Figure 22



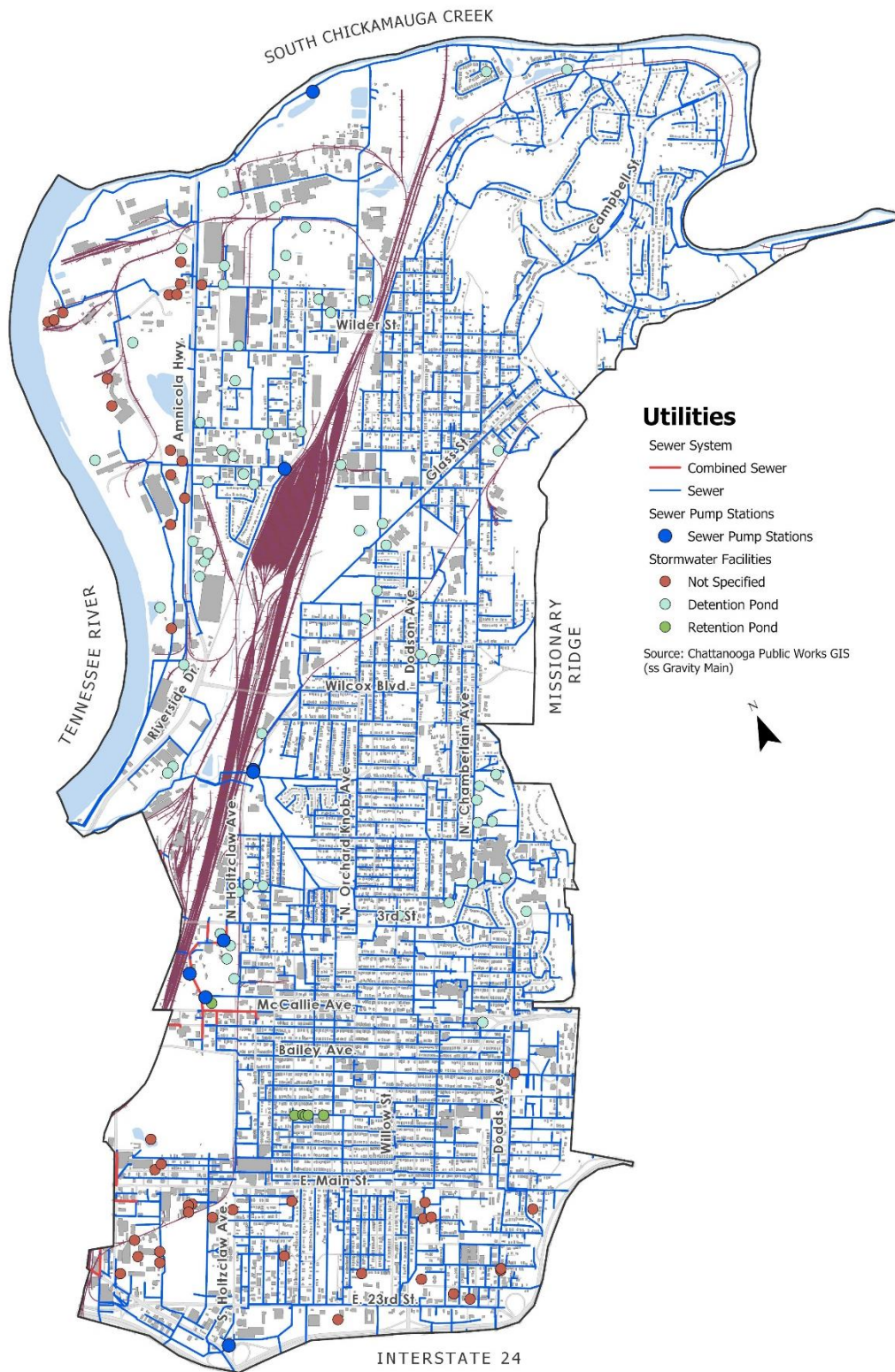


Figure 23



## 4.6 NATURAL RESOURCES



### SUMMARY OF PUBLIC INPUT

- **Improvements to existing parks** were mentioned many times by Area residents in public meetings.
- When asked **what types of amenities** they liked to see in parks, respondents to the Community Choices Survey noted **trees, walking paths, restrooms, open play space, and covered picnic pavilions.**
- When asked **what types of additional - “green” spaces - were needed** in the Area, **the number one response survey respondents gave was greenways** for pedestrians and bikes. Respondents also named several existing parks, schools, recreation centers and neighborhoods they would like to see connected via greenways.

### EXISTING CONDITIONS & TRENDS

#### Natural Areas

Of the 7,300 acres in the Historic River-to-Ridge Area, 1,263 are considered sensitive natural resources: streams, floodplains, steep slopes, etc. *See Figure 24: Environmental Constraints Map.* Some are already protected as Federal, State or local parks or natural areas. Others currently have no protection.

#### Impaired Streams

A 303(d) list is a state’s list of impaired and threatened streams, rivers, and lakes. For each body of water on the list, the state identifies the pollutant causing the impairment, when it is known. South Chickamauga Creek and Citico Creek are listed on Tennessee’s 303(d) list. Smaller streams, such as Dobbs Branch, are also listed as not fully functioning in terms of supporting aquatic life or overall health. Identified impaired streams require additional buffers to protect them from any new development and land disturbance.

**Q. What is the 100-year floodplain versus the floodway?**

**A.** The **floodway** is the channel of a river and the adjacent land that must be reserved in order to discharge the base flood. The **100-year floodplain** is the land that will be inundated by a flood that has a 1% chance of being equaled or exceeded in any given year. The 100-year floodplain is used by FEMA to administer the federal flood insurance program. Source: [www.fema.gov](http://www.fema.gov)

The 100-year floodplain extends beyond the floodway. Both can serve as critical riparian habitat.

**Q. How are steep slopes defined?**

**A.** The adopted 2016 Comprehensive Plan for Hamilton County notes that slopes 25% or greater are considered sensitive environmental resources that have the least potential for development. The U.S. Geological Survey ([www.usgs.gov](http://www.usgs.gov)) is a good source of information about steep slopes

### Existing Parks

Of the 7,300 acres in the Historic River-to-Ridge Area, 280 acres are devoted to parks, including: Warner Park, Sherman Reservation, East Chattanooga Park, Avondale Community Park, Carver Park, Orchard Knob Park, Glenwood Park, Highland Park Commons/Tatum Park, Ridgedale Safewalk, and Watkins Street Park along with public and private school recreation fields. That equates to 10.25 acres per 1,000 people, which is consistent with the preferred standard established by the National Recreation and Parks Association (NRPA) of 10 to 15 acres of open space for every 1,000 people.

The NRPA also recommends that every populated center and residential area of a city be within a ¼-mile to ½-mile of a park or open space. Most of the Historic River-to-Ridge Area is within ¼-mile of one of these parks, with the exception of the northwest section, which is served by the South Chickamauga Creek and the Riverwalk. However, connecting parks to residential neighborhoods needs improvement, as noted in the survey. See *Figure 26: Bike/Ped Distances from Parks Map*

### Greenways

Greenways are corridors of land recognized for their ability to connect people and places together. These ribbons of open space are located within linear corridors that are either natural, such as rivers and streams, or manmade, such as abandoned railroad beds and utility corridors. The Historic River-to-Ridge Area

### Benefits of Greenways

- Increased property values along or nearby
- Economic activity generated through rentals, restaurants, and lodging
- Improved bicycle and pedestrian connections
- Improved health through active living
- Reduced air pollution, improved water quality, and wildlife habitat provided
- Alleviated flood damage
- Enhanced cultural awareness and community identity

(Source: [www.greenways.com](http://www.greenways.com))



includes portions of the Tennessee Riverpark and the South Chickamauga Creek Greenway. Other natural areas along Missionary Ridge, Citico Creek, and Billy Goat Hill provide possible future greenway connections to link the neighborhoods with parks, schools, employment, and shopping areas. *See Figure 25: Parks, Trails and Open Space Map*



*The Historic River-to-Ridge Area includes portions of the Tennessee Riverpark, Missionary Ridge and the South Chickamauga Creek Greenway. More greenway connections are needed to link neighborhoods to local parks, historic sites, jobs, and other community destinations.*

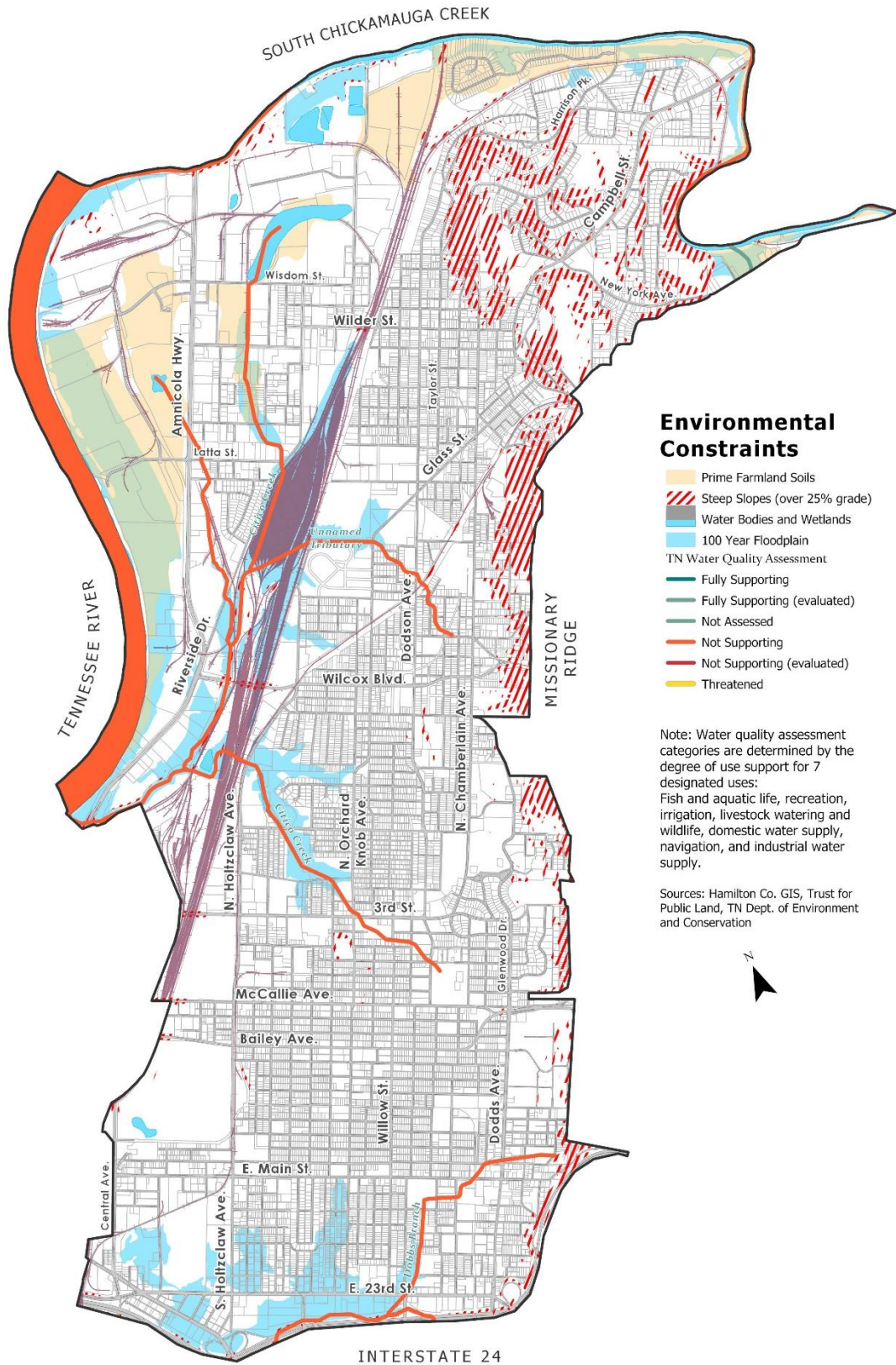
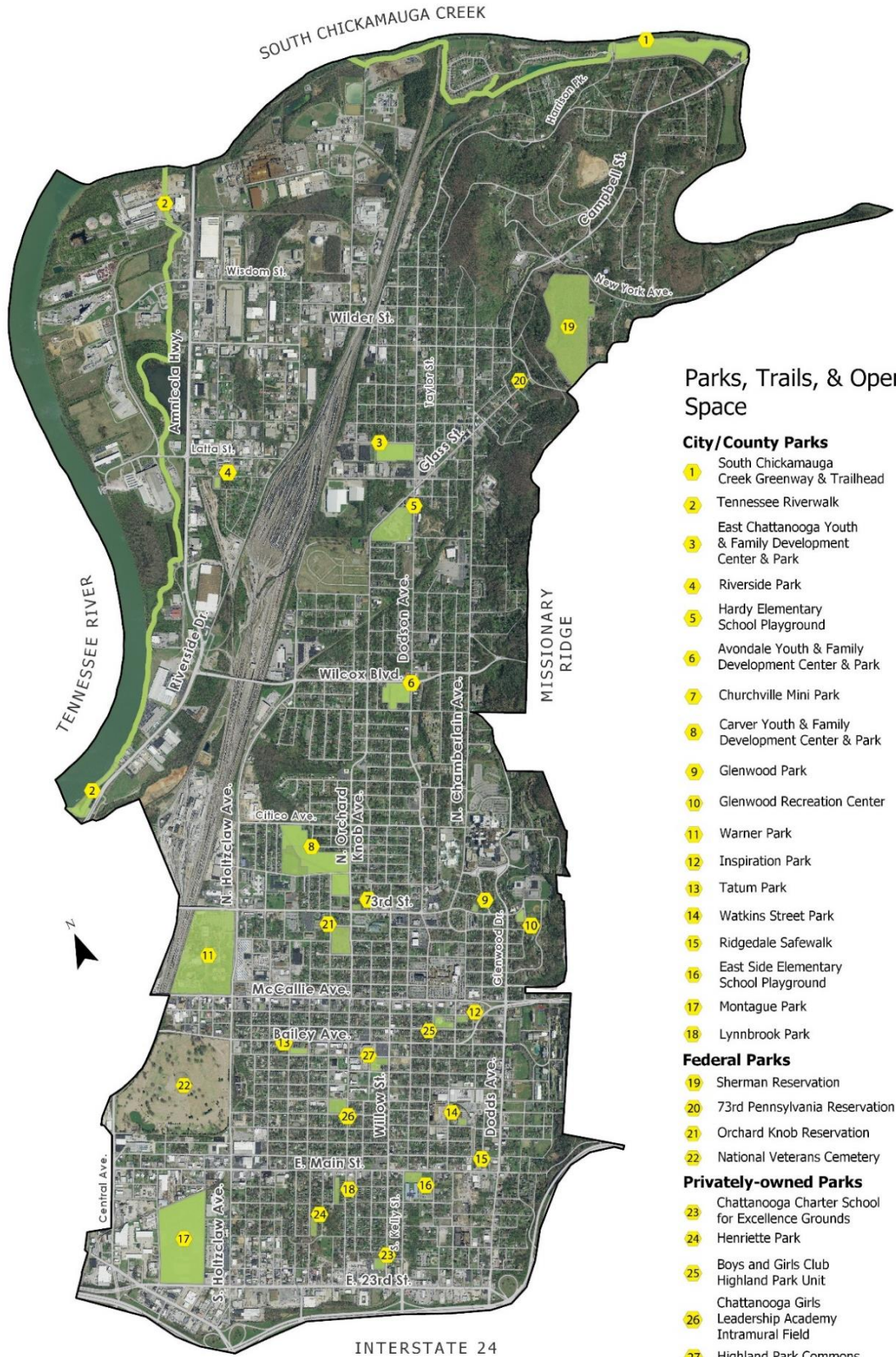


Figure 24





**Parks, Trails, & Open Space**

**City/County Parks**

- 1 South Chickamauga Creek Greenway & Trailhead
- 2 Tennessee Riverwalk
- 3 East Chattanooga Youth & Family Development Center & Park
- 4 Riverside Park
- 5 Hardy Elementary School Playground
- 6 Avondale Youth & Family Development Center & Park
- 7 Churchville Mini Park
- 8 Carver Youth & Family Development Center & Park
- 9 Glenwood Park
- 10 Glenwood Recreation Center
- 11 Warner Park
- 12 Inspiration Park
- 13 Tatum Park
- 14 Watkins Street Park
- 15 Ridgedale Safewalk
- 16 East Side Elementary School Playground
- 17 Montague Park
- 18 Lynnbrook Park

**Federal Parks**

- 19 Sherman Reservation
- 20 73rd Pennsylvania Reservation
- 21 Orchard Knob Reservation
- 22 National Veterans Cemetery

**Privately-owned Parks**

- 23 Chattanooga Charter School for Excellence Grounds
- 24 Henriette Park
- 25 Boys and Girls Club Highland Park Unit
- 26 Chattanooga Girls Leadership Academy Intramural Field
- 27 Highland Park Commons

Figure 25

Source: Hamilton Co. GIS

## BEST PRACTICES

Natural resources and sensitive areas provide multiple benefits and should be protected and enhanced. They filter pollutants in the air and water; reduce the impacts of flooding; reduce the urban heat island effect; provide connections to the river, streams, ridges and mountains; and distinguish our communities. A number of best practices can be found around the country for protecting lakes, rivers, and streams, steep slopes, forests, wildlife habitat, prime agricultural land, and other natural resources.



### Conservation Easements and Land Trusts

A conservation easement is a voluntary, legal agreement that permanently limits use of the land in order to protect its conservation values. Private landowners still retain certain rights on the property, but development of the property is generally very limited. Conservation easements may provide valuable tax benefits to the landowner. Many communities use conservation easements to protect natural resources. The Tennessee River Park and the South Chickamauga Creek Greenway are both local examples of greenways that have been established primarily using conservation easements.

Nonprofit organizations, called Land Trusts, often hold these conservation easements. Their mission is typically the stewardship of designated areas through acquisition or easements. The Tennessee River Gorge Trust is a local example.

Chattanooga has a strong history of partnering with the Trust for Public Land, the National Park Service, local businesses and foundations to connect important community destinations with greenways. Private businesses and developers can also be encouraged to include open green space, landscaping, and streetscape improvements that contribute to the “greening” of a community and provide beautiful places for residents to enjoy.

### Conservation Subdivisions

Another tool for developing areas that include, or are adjacent to, sensitive natural resources is “Conservation-based” subdivision design. Developers set aside steep slopes and floodplains as protected open space while clustering smaller lots in another portion of the property in order to preserve the sensitive resources. Some communities require a certain percentage of open space to be preserved, thus reducing the amount of impervious surface, and the amount of needed infrastructure. As a general rule, preserving at least 50% of the natural open space is desired.





Development in sensitive areas is designed to lessen impacts on natural resources to not only serve environmental needs, but also to create amenities for residents. Another zoning tool that can be employed to achieve Conservation Subdivisions is the P.U.D. (Planned Unit Development) which provides flexibility for lot sizes and streets and requires on-site usable recreation and open space. When Conservation Subdivisions are used in areas transitioning from rural and agriculture to a more suburban residential development pattern, creating access to public sewers or a package treatment plant may also be needed.

## BEST PRACTICES

### Stormwater and Green Infrastructure

Green Infrastructure can be described as “soft engineering” that manages rainfall on a site through vegetation, as opposed to “hard engineered” pits and pipes. The goal of green infrastructure is to mimic nature’s hydrologic cycles by using techniques that infiltrate, filter, store, and evaporate stormwater runoff close to its source. In urban areas these techniques can include pervious paving, green roofs, rain gardens, bioswales along the sidewalk or in parking lots, landscaped planters, and rainwater harvesting with rain barrels or cisterns.



Stormwater originates from precipitation events, including snow and ice melt. Natural landscapes absorb much of the stormwater, but in urban areas paved surfaces allow less rain to infiltrate into the ground. This stormwater either runs off (untreated) into streams, rivers, and lakes or is captured in storm sewers. Stormwater is a major source of urban flooding and recognized as a major source of water pollution.

“Research indicates that when the impervious area in a watershed reaches 10 percent, stream ecosystems begin to show evidence of degradation. Impervious coverage of more than 30 percent is associated with severe, practically irreversible degradation.” - *Metro Portland, Green Streets: Innovative Solutions for Stormwater and Stream Crossings*

Green infrastructure must be considered early in the design process as the techniques used can have an impact on the layout of the site and the placement of buildings. Benefits of Green Infrastructure go beyond stormwater management to reducing the urban heat island effect, providing beauty, creating recreational opportunities, and increasing property values.

All development must adhere to the City’s water quality standards. The Environmental Protection Agency (EPA) has identified a number of Best Management Practices (BMP’s) that are reflected in Chattanooga’s Water Quality Program. Refer to the City’s website for Green Infrastructure applications. <http://www.chattanooga.gov/public-works/water-quality-program/green-infrastructure>



*Examples of Green Infrastructure projects designed to handle stormwater more efficiently through natural processes that also provide additional benefits for the community such as parks, open space or streetscape.*



## Landscaping

Even in urban areas, good site design starts with the land. While the natural conditions of most urban properties have already been altered, elements such as topography, flood plains, existing trees, and drainage patterns, should be mapped and considered early in the design process. How these natural resource elements are incorporated into the design of the site can impact energy use or the effectiveness of how rainwater is managed. When added to new development or redevelopment projects, landscaping can be a useful tool in mitigating sensitive resource challenges while also adding to the livability and attractiveness of an area.



*Trees and landscaping are crucial components of good communities. Tree-lined streets add value to neighborhoods and commercial areas, shade trees in parks and parking lots increase comfort, usability, and provide important stormwater functions, forested areas create opportunities for walking paths and recreation, and beautiful landscaping helps make businesses more attractive to customers.*



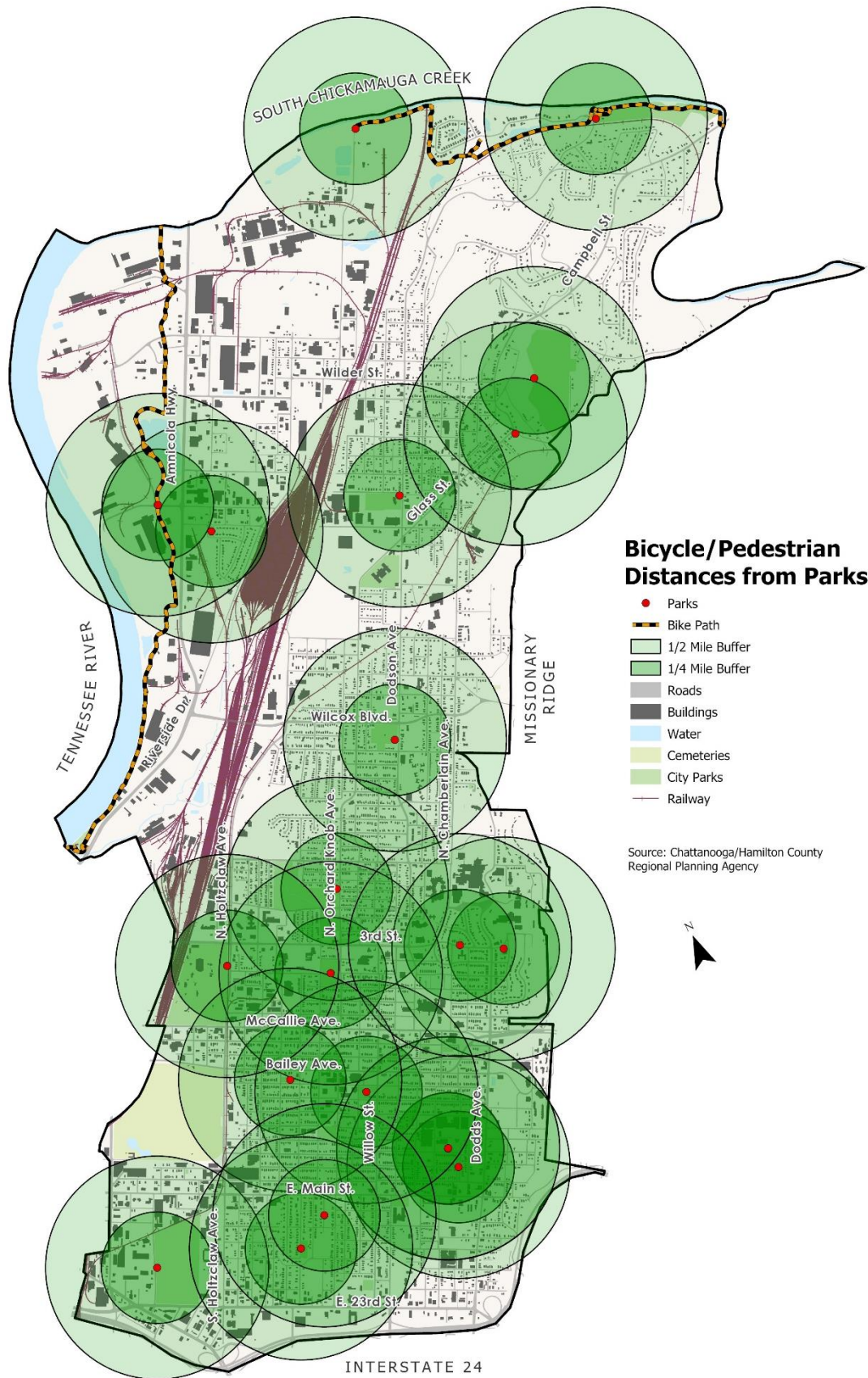


Figure 26



## 5.0 VISION & PRINCIPLES



The following vision statement and principles were drafted to represent the shared values of the citizens of the Historic River-to-Ridge area and to establish a direction for the future. These statements are based on the survey responses, input from community meetings, feedback from the Advisory Committee, and professional guidance from the staff and technical advisors. The community's Vision and Principles are supported by a set of Goals that are followed by General Policies and more specific Subarea Recommendations. *(See Chapters 8.0 and 9.0)* The goals from the countywide Comprehensive Plan and the Regional Transportation Plan also help to inform the plan. The following is a brief definition of each of these types of statements.

A community's **VISION** describes what that community aspires to be. A Vision Statement focuses on what is valued by the community. It provides direction as the community grows.

**PRINCIPLES** further define the values, vision and priorities expressed by the community and represent traits or qualities considered worthwhile.

**GOALS** lay out desired outcomes that support the Vision, a target to be achieved. Goals are usually broad, general expressions of the aspirations of a community, but they should be focused as directly as possible on outcomes. Goals should promote and be in line with the Vision. Goals offer more specific objectives that should be considered.

**GENERAL POLICIES** are statements of intent, a definite course of action selected from among alternatives, and in light of given conditions, to guide and determine present and future decisions. Policies guide decisions toward those that are most likely to achieve a desired outcome. In this plan, Policies tend to be more general and can typically be applied universally.

**SUBAREA RECOMMENDATIONS** are suggestions or proposals as to the best course of action, statements about what should be done. In this plan Recommendations tend to be more specific than Policies and usually apply to specific locations. **NOTE: Recommendations are not intended to be applied as zoning policy for zoning case review.**

## 5.1 COMMUNITY VISION

The following **Community Vision** is intended to provide a collective statement about the future qualities envisioned in the next 10 years. The vision statement encompasses the entire Historic River-to-Ridge area.

***The Historic River-to-Ridge neighborhoods of Area 3 feature unique qualities and a rich past. Located adjacent to Chattanooga’s downtown core, the Historic River-to-Ridge area will serve as an urban setting of diverse places that are culturally significant, economically vibrant, and provide opportunities for all. As a collective, the Historic River-to Ridge business owners and residents envision a community that:***

- ***Has a variety of unique neighborhoods with their own character and urban lifestyles;***
- ***Provides a wide variety of housing options for people across all incomes while preserving the existing single family neighborhoods;***
- ***Is convenient, safe, well-maintained, and comfortable;***
- ***Complements its own natural setting of the river, creeks, and ridge;***
- ***Provides walkable centers that celebrate the area's cultural history and meet the daily shopping and recreational needs of its residents;***
- ***Includes multiple transportation options for getting around;***
- ***Provides future generations with equal opportunities for employment as well as enjoyment of the area by residents and businesses alike; and***
- ***Supports diversity and inclusion, along with programs and events that celebrate the cultural heritage of the area.***



## 5.2 TEN GUIDING PRINCIPLES

Shaping a vision for the future involves exploring the potential of this area and speaking to residents and business owners about what they want to see in their community ten years from now. What qualities do people value? What elements make the area unique or special?

### **1. Preserving existing single-family residential uses is important in maintaining the character of identified “core residential” areas.**

*For areas experiencing rapid growth and change, preserving the key areas that contribute to the cultural identity and overall livability of a neighborhood is important. The public noted that preserving already established housing and a “sense of place” for the Historic-River-to-Ridge area is a priority. The core single-family residential areas may be developed at a lower intensity than that found along corridors (or within transitional edge areas) as a strategy aimed at maintaining character.*

### **2. A variety of housing choices are needed in order to provide more affordable housing options to accommodate changing households.**

*By providing a range of housing unit sizes and varying price points, more options are available to serve the needs of a diverse population. A variety of housing solutions are needed to meet changing needs and create housing for people of all incomes and types, from diminishing family sizes, to an aging community, to low wage workers or a single head of household.*

### **3. Renovating and reusing existing structures, including residences and businesses, is critical to maintaining neighborhood character.**

*Renovating existing buildings takes advantage of infrastructure that is already in place. Older, established areas are often already served by utilities, streets and sidewalks. Although varying levels of improvement may be needed, in most cases, renovations and rehabs provide a good development option and create multiple benefits in terms of affordability, history, and architectural interest, while preserving an area’s uniqueness. Renovation efforts can also bring new life to a blighted neighborhood.*

### **4. Having a diversity of industrial uses, and other types of well-paying jobs, is important to the economic vitality of the Historic River-to-Ridge Area.**

*Area 3 features an existing industrial mix that may provide jobs for nearby residents. There are residents who also need access to jobs outside of the area who rely on transit or other services. Offering a range of transportation choices provides more options for connecting residents to jobs. Incorporating sidewalks and bikeways, and increasing the frequency of transit routes improves connectivity for employees living in the area.*

**5. Establishing commercial centers and corridors that cluster retail, offices, services and residential uses within a walkable environment is an approach for growth that is sustainable and fiscally responsible.**

*Strategically locating commercial uses on transit routes at key intersections that are within ¼ mile to ½ mile from residents, schools, parks or other priority destinations will help build the desired walkable urban environment. Centers of mixed-use activity promote the localization of goods and services that deliver the unique experiences today's customers prefer. Centers may serve locals and visitors alike. As the area transforms over time, Centers can become an economic driver within the community.*

**6. Parks and open spaces that are connected promote more regular use by the public and increase opportunities for recreation and outdoor enjoyment.**

*Residents and employees need improved access and better connections to attractive parks with amenities and programming in place to meet user needs. Studies show that people engage in healthy activities more often when parks are located nearby and within walking distance. Facilities should be well maintained and have accessible hours if they are to be visited often.*

**7. Expanding transportation choices is important in order to have access to shopping and other daily needs, especially for those who do not drive a car.**

*A system that is designed for all types of users is more equitable and provides more affordable options for getting around when compared to an environment that is exclusively car dependent. Although the area has a connected grid of existing streets, improvements such as more efficient transit service, greenways, sidewalks, bus shelters, and bike lanes are needed to provide multiple options. Freight movement and thoroughfares that handle large volumes of vehicular traffic are also part of this urban environment that must be considered as part of future projects.*

**8. Improving the safety of pedestrians with enhanced crossings, pedestrian ways and sidewalks will result in better access and mobility.**

*Providing a safe public realm that features wider sidewalks, greenways, bike lanes and on-street parking along with clearly identified crossings or signals will help calm traffic and create the safe environment desired.*

**9. The natural resources found in the Historic River-to-Ridge Area are important to the community's character due to its setting of river, ridges, creeks and streams.**

*Natural resources are prevalent in the area as either steep slopes, flood plains or forest cover as found between Missionary Ridge and the Tennessee River. To minimize potential impacts to water quality,*

*clean air, temperatures or slope stability, protection of these sensitive natural resources is necessary, if they are to continue to provide environmental function as well as serve recreational and scenic purposes.*

**10. Maintaining cultural traditions, including the African-American heritage of the area, is crucial to preserving neighborhood identity.**

*Due to the rich history found within Area 3, there is potential for more educational events, interpretive sites, public art and other venues that promote cultural activities. Programming that highlights the area's history such as street festivals, tours or performances along with special offerings at restaurants, galleries, parks or museums may increase the future economic draw and appeal of the area. Whether stories of early settlement, Civil War history, or involvement in the city's growth and expansion, this cultural heritage offers a strong foundation for future placemaking.*

## 6.0 Placemaking, Centers & Corridors

### 6.1 WHAT IS PLACEMAKING?

Every place leaves an impression on the people who live there, work there, or visit. Think about popular vacation destinations. Those places typically have a “sense of place” that makes them memorable and draws both residents and visitors to the community. Place-based planning is a way to shape the future of our city by focusing on the look and feel of places, and their form and character, instead of focusing only on land use. What makes a place? What makes it unique, memorable, and loved by the community?

The term “sense of place” refers to a geographic area that has a strong identity and character that is deeply felt by local inhabitants and visitors. Characteristics that make a place special or unique are often made up of a mix of natural, cultural, and man-made features in the landscape. Key elements that contribute to Chattanooga’s sense of place includes its history, its historic architecture, the scale of buildings, important vistas, the river, and its setting within the surrounding forested ridges. This sense of place can occur at multiple levels - throughout an entire area, within individual neighborhoods, or on a specific block.

*Place-based planning is a way to shape the future of our city by focusing on the look and feel of places, and their form and character, instead of focusing only on land use.*





## 6.2 CENTERS



Communities with a strong sense of place often have a distinctive “Center” that is recognized as the heart of the community or the neighborhood. Community festivals, farmers markets, and other events often take place in Centers. They are the places where residents can come together to celebrate their community’s traditions and culture. Centers are often organized around a public park or civic building, such as a courthouse or town hall. They often contain historic buildings that make them unique from other parts of the community.

Centers have important economic benefits. As described in Chapter 4.0, the national retail market is changing and fewer bricks and mortar stores are being built. Retail businesses tend to be more successful when they are clustered together in a central location and Centers provide such locations for stores, restaurants, offices, and other uses in convenient locations to service the surrounding communities. Each business can then benefit from the customers drawn to the area by neighboring businesses. Centers can also provide for a more efficient use of limited City resources. Infrastructure costs for sidewalks, street lights, street trees, and other amenities can be targeted to designated Centers instead of being spread thin across a broader area.

Centers can also impact transportation and even housing affordability. Higher frequency transit service needs this concentration of shops, restaurants, services and housing to be viable. Locating higher density housing in and around Centers also means that some people can walk or ride a bike to school, work, or shopping. Having these transportation options available allows some families to eliminate their need for a car (or a second car) and put that money toward housing or other needs.

For all these reasons, the RPA is taking a “Centers Approach” in all Area Plans throughout Hamilton County. Multiple Centers have been identified throughout the Historic River-to-Ridge area. These Centers are where the Plan recommends a concentration of new retail, restaurants, offices, and transit stops. These Centers will also need to include, and be surrounded by, higher density housing to support the businesses and to make frequent transit service viable. Ideally, Centers will be spaced so they do not compete with one another, and to equitably provide retail options to nearby residents. *See Figure 27: Centers Proximity Map.* The RPA has identified five general types of Centers: the Downtown Core, Town Centers, Village Centers, Neighborhood Nodes, and Crossroads.

*Centers are compact and walkable places, with a network of connected streets and sidewalks, and multi-story buildings and shops that front directly onto the sidewalks. They come in different types and sizes.*

**Where are the recommended higher intensity “Centers” for Area 3 located?** Preferred locations for clustered, mixed-use retail Centers were identified by participants during the planning process. These Centers should be surrounded by higher intensity residential development to support the businesses and more frequent transit services in the future, as well as providing some people with the option of walking or riding a bicycle to work. These Centers are identified in the Historic River-to-Ridge Area *Place Types Map*. (See Chapter 7) They include the following intersections:

**Village Centers:**

- McCallie Avenue & Holtzclaw Avenue
- Glass Street & N. Chamberlain Avenue

**Neighborhood Nodes:**

- Campbell Street & New York Avenue
- Wilder Street & Dodson Avenue
- Latta Street & Amnicola Highway
- Dodson Avenue & Citico Avenue
- 3<sup>rd</sup> Street & Dodson Avenue
- Wilcox Boulevard & Dodson Avenue
- McCallie Avenue & Willow Street
- Main Street & Dodds Avenue
- Main Street & Central Avenue
- Main Street & Willow Street

**Crossroads:**

- Harrison Pike & Meadow Lane

Most of these Centers were suggested by the community. The Staff then reviewed each suggested Center to make sure they met the parameters necessary to make them successful. Those parameters include:

- Located at an intersection of higher traffic volume streets;
- Some commercial or multi-family development already exists there; and
- the distance to other Centers is sufficient to avoid “stripping out” a corridor or saturating the market.

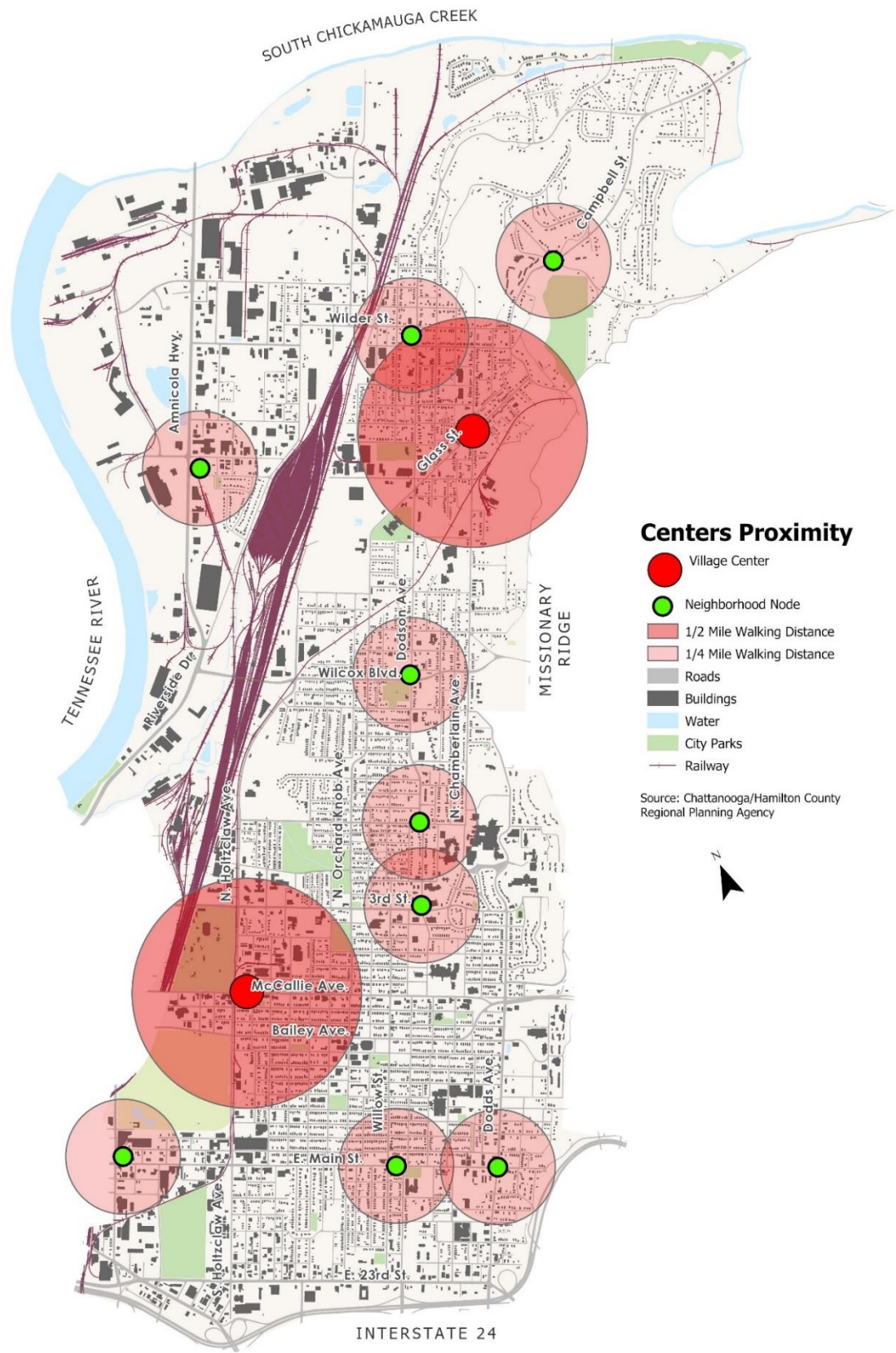


Figure 27



The **Downtown Core** is the largest and most dense Center. Downtown Chattanooga serves as the largest Center of the entire City, with buildings typically ranging from 3 to 12 stories. ([Local & Regional Examples: Chattanooga's Downtown; Asheville, NC; Knoxville, TN](#))



Next in size are **Town Centers**. Town Centers serve a large area and, as a result, typically occupy 8 to 20 acres with building heights of up to five stories. Fairly large buildings such as hotels, apartment buildings, or movie theaters are often located in Town Centers. ([Local & Regional Examples: Cambridge Square, Ooltewah, TN; Woodstock, GA; Franklin, TN; Glenwood Park Town Square, Atlanta, GA](#))



**Village Centers** are smaller (3 to 10 acres) and typically serve a more local market than Town Centers. Village Centers have many of the same uses, including residential, but buildings are usually smaller (2 – 4 stories). ([Local & Regional Examples: Village at Mountain Brook, Birmingham, AL; St. Elmo and Olde Town Brainerd, Chattanooga, TN](#))



**Neighborhood Nodes** are typically 2 acres or less. They are generally clustered around a single intersection and primarily provide goods and services to the immediate surrounding neighborhoods. Buildings are only 1 to 3 stories high. ([Local & Regional Examples: Riverview Node - Hixson Pike, Wilder Street and Dodson Avenue, Chattanooga, TN; East Burnett & Hickory St., Louisville, KY](#))



**Crossroads** are very similar to Neighborhood Nodes in that they are made up of a small cluster of businesses generally organized around a single intersection. Crossroads, however, are typically found in more rural or suburban areas and buildings are usually only 1 – 1.5 stories. ([Local & Regional Examples: Ooltewah-Georgetown Rd. and Mahan Gap Rd. – Hwy. 58; Frogmore, Saint Helena, SC; Arts and Crafts Loop, Gatlinburg, TN](#))





## 6.3 CORRIDORS



In addition to Centers, most communities have major Corridors that connect multiple neighborhoods and may extend to other parts of the city or county. Historically, these Corridors may have been streetcar lines and often contain a mix of commercial, industrial, residential, and other uses. Due to population shifts, employment trends, and changes in the retail market, today many of these Corridors have a growing number of vacant businesses or underutilized properties. These Corridors therefore provide an opportunity for new multi-family housing, which can provide more affordable housing options, help establish residential

densities needed to support retail businesses in the Centers, and promote more frequent transit service over time. Designating these Corridors as locations for new multi-family development also allows the preservation of the existing single-family neighborhoods without the encroachment of higher density housing, as requested by many Historic River-to-Ridge residents.

### Transitions Between Residential and Commercial

Residents of single-family homes usually do not want to live right next to the types of commercial uses found in Centers, however, those businesses can be buffered from single-family homes with other transitional uses. This is where “Missing Middle” housing can play an important role. Missing Middle housing includes a range of multi-unit or clustered housing types such as two-unit living, townhomes, quadplexes, six-plexes, and bungalow courts – that are compatible in scale with single-family homes and can help meet the growing demand for walkable urban living. Missing Middle housing also helps increase the average density around Centers to support locally-serving retail and public transit. *Source: [www.cneinc.org/missingmiddle](http://www.cneinc.org/missingmiddle)*

Below are some visual examples of the different **residential** housing types that can serve as buffers between commercial uses and existing single-family neighborhoods that may be part of Centers or found along Corridors.



These Corridors are identified in the Historic River-to-Ridge Area *Place Types Map*. (See Chapter 7)  
They include the following:

**Mixed-Use Corridors**

- Glass Street, Dodson Avenue
- East 3rd Street
- Riverside Drive
- Holtzclaw Avenue
- East 23rd Street
- Rossville Boulevard/Rossville Avenue
- Dodds Avenue

**Urban Corridors**

- McCallie Avenue
- East Main Street

**3** HISTORIC RIVER-TO-RIDGE  
AREA PLAN

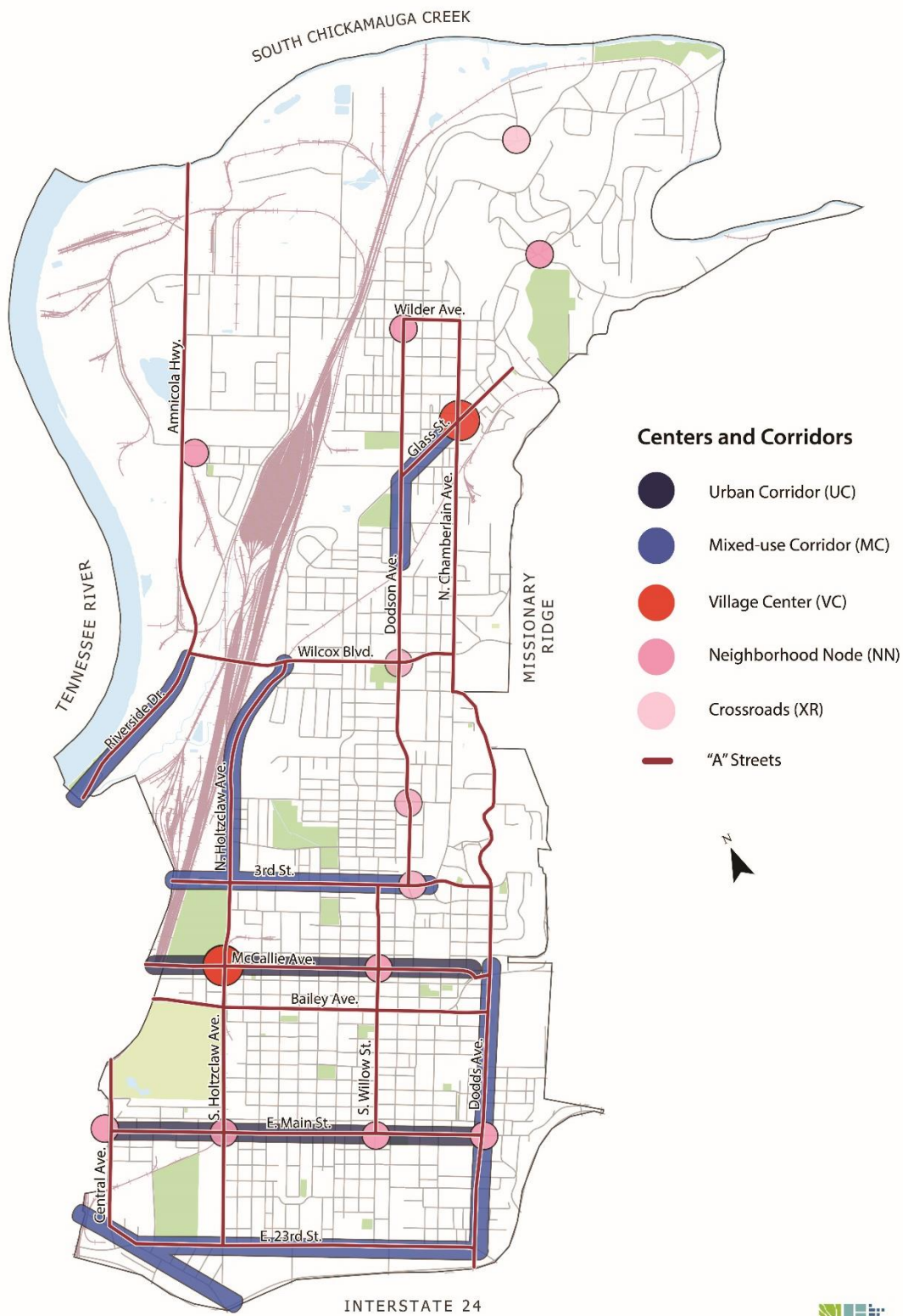


Figure 28



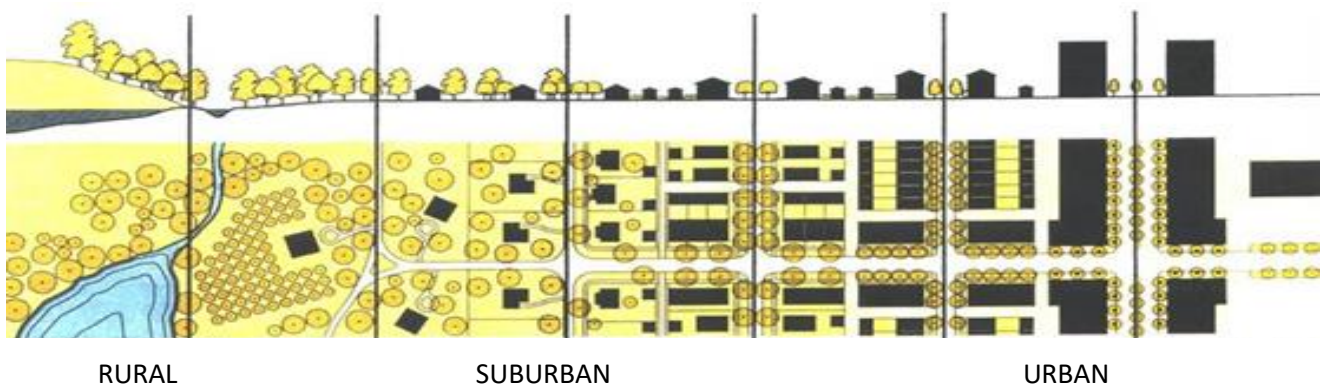
## 7.0 Place Types Policy

### 7.1. WHAT ARE PLACE TYPES?

*Place Types do not necessarily describe what exists today, but rather the desired future vision of what a place is to become.*

Place Types are a tool used by city planners to help promote good placemaking. They provide a general description of the mix of uses, development form, and associated transportation facilities that collectively define the character and unique qualities of different places. Rather than prescribe just one type of land use (as was often done in older land use plans), Place Types focus on the "family of uses" that typically define a unique place - be that an urban, suburban or rural place. These Place Types do not necessarily describe what exists today, but rather the desired future vision of what a place is to become.

The Regional Planning Agency has created a palette of 20 different Place Types to help people visualize these various forms that development can take and to help them describe the future they envision for their community. These 20 Place Types cover the full spectrum of places that can be found throughout Chattanooga and Hamilton County. The various Place Types within this palette describe the transition from "urban", "suburban", and "rural" places frequently referred to as a Transect (*See the Diagram below*) This distinction is prominently noted in the prefixes of the names of most of the Place Types (examples: Suburban Residential, Urban Residential, and Countryside Residential). Each of the Place Types, along the Transect, have a unique set of ingredients that define its "character". Urban places tend to have taller buildings closer to the street, a greater mix of uses, and shared parking behind buildings or in multi-level garages. Suburban places tend to have one- or two-story, single-use buildings, set back far from the street, with large surface parking lots in front of the buildings. In more rural places, development is dispersed with lots of open space between buildings. *Transect Diagram (Source: DPZ CoDesign)*





**Place Type Ingredients:** Each of the Place Types have a unique set of ingredients that define its physical “character”. Character can also be referred to as the typical development patterns and uses found in a place.

1. **Context** - The location of a Place Type – a rural, suburban or urban area
2. **Uses and activities** - The use or combination of uses that generally comprise a Place Type, i.e. office, commercial, residential, etc.
3. **Building placement and scale** - Where buildings are commonly oriented on a site relative to the street massing of buildings.
4. **Public realm/Open spaces** – The space between buildings, i.e streetscapes, plazas, parks, greenways, large nature preserves.
5. **Parking and access** – Where the parking is located on the site relative to the building, shared parking arrangements and on-street parking. Vehicular access and pedestrian access can be from a primary street, a side street, a rear alley, or a shared driveway.
6. **Street types & transportation options** – Refers to the street pattern, i.e. a connected street grid with frequent intersections or dead-end streets with a few connectors and arterials that carry most of the area traffic. The street pattern and volume or capacity of a street indicates what types of transportation modes are possible, i.e. walking, biking, and transit.

**Area 3 Community Character** - Due to its close proximity to Downtown Chattanooga, the street network and established neighborhoods, the Historic River-to-Ridge area reflects a very urban development pattern and character. Area 3 is located within the Urban Overlay Zone, a district defined by City ordinance to allow more urban development forms. Urban character includes the qualities we associate with most downtown areas: multi-story buildings close to the street, parking in the rear, well-defined pedestrian areas, and lots of activity along the street created by storefront shops and restaurants.

Compatibility is all about being a good neighbor and taking into account the characteristics of surrounding buildings and spaces when designing rehabilitation projects, additions, or new construction. For example, projects that have no connection to their surroundings, such as a suburban scale fast food restaurant in the middle of an urban town square do not contribute to the overall quality of places.

The full Place Types palette for all of Chattanooga and Hamilton County can be divided into three general categories as outlined in the table below. The 20 Place Types fall into either Residential, Commercial, or Special Districts. There are also three Place Type “Overlays” that identify areas with specific characteristics to be preserved. Place Type categories specific to Area 3 are described in detail in section 7.4.

1. Residential	2. Commercial (Centers and Corridors)	3. Special Districts	4. Place Type Overlays
(CR) Countryside Residential	(XR) Crossroads	(PR) Preserve	(NR) Natural Resources Overlay
(SR) Suburban Residential	(NN) Neighborhood Node	(AG) Agricultural	(UR-SF) Urban Residential Single-Family
(UR) Urban Residential	(NC) Neighborhood Center	(IH) Industrial Hybrid	(SR-SF) Suburban Residential Single-Family
(MR) Mixed Residential	(SC) Suburban Commercial	(IN) Industrial	
	(VC) Village Center	(RF) Regional Facility	
	(TC) Town Center	(CA) Campus	
	(MC) Mixed Use Corridor		
	(UC) Urban Corridor		
	(DT) Downtown Core		

**Residential** - Residential uses range from the very rural Countryside Residential to the urban, walkable Mixed Residential Place Type.

**Commercial** - Commercial Place Types serve these residential communities, ranging in size from a small rural Crossroads, with only a few businesses framing an intersection, to the Downtown Core. Commercial Place Types take two different general forms: the “Corridor” and the “Center”. Corridors are linear and align with roads that have frequent transit service, while Centers form a clustered development pattern around a single intersection or a couple blocks.

**Special Districts** - Special Districts are comprised mostly of non-residential and non-commercial Place Types, such as natural areas, industrial districts, or college or medical campuses.

**Overlays** – Overlays are slightly different in that they occur on top of, or “over” other Place Types. Overlays identify special historic, cultural, or ecological features that can be found

throughout other Place Types. Careful consideration and best practices should be applied to these sensitive areas to avoid potential negative impacts or to preserve a distinct characteristic that is valued by the community.

## 7.2 How will Place Types be used?

Within Area Plans, Place Types serve to strategically align public resources with private growth and redevelopment. These public resources might include transit systems, schools, street improvements, parks, and greenways. Place Types are used by the RPA, the Regional Planning Commission, and by the City Council to inform monthly rezoning requests. Place Types are used by City departments to help prioritize capital budget improvements. They are also used by private investors who are looking for locations for new development or redevelopment projects. Place Types can also be used by community members to help ensure that new development proposals align with the community vision.

### What Place Types Do:

- Establish a **standardized vocabulary** that can be applied across Hamilton County.
- Integrate **form, character, scale, and use**.
- Provide **descriptions and photo examples**.
- Guide **development decisions** through a consistent, balanced, more complete way.
- **Inform** the Zoning code.

### What Place Types are NOT:

- They are **not regulatory**; *however, place types can be used as the basis for regulations and policy*.
- They **do not alter existing zoning** or initiate the taking of property.
- They **do not mandate the use** of private property.

The Place Type Descriptions (in Section 7.4) are intended to be used as a **general guiding framework** to inform staff recommendations for re-zoning requests and to develop appropriate zone tools that align with the policies. When requests for zoning changes are reviewed, staff will consider **all** of the defining elements of the designated Place Type **collectively** to determine if the request aligns with the Place Type policy. Failure to meet one of these elements will not automatically presume the rezoning request is incompatible.

In addition, existing site conditions and zoning case history will be considered when determining the appropriateness of a re-zoning request. **Place types will only be used by Staff to define a zone.**

**Staff-recommended conditions will be limited to addressing a public safety or nuisance created by the rezoning request as defined by state law T.C.A. Section 13-7-201.**

In general, Place Types should provide a transition from high intensity development to low intensity development. For instance, along designated corridors (UC and MC), the proposed rear boundaries were established based on a combination of factors, including existing parcel line depths along the corridors, and the presence of established houses on the blocks immediately behind these corridors. The rear line indicates the intent to maintain a transition from higher intensity development along the Corridor (which supports transit and new businesses), to the existing lower intensity houses to the rear. Individual re-zoning requests that extend beyond the designated rear line, will be considered based on providing a transition from the higher intensity use to any immediately surrounding lower intensity residential uses.

***NOTE:** In order for new development to be built in accordance with the designated Place Type, the zoning for the property must support that Place Type. Zoning is what controls what can be built. If the current zoning does not support the community's vision for the area and the designated Place Type, then a rezoning request or zoning study may be needed.*

## 7.3 Place Type Assignments

At the beginning of the Area Plan process, during public meetings and surveys the RPA asked community members questions such as the following:

- What single-family residential areas do you want to see preserved as such?
- Where would you like to see new, or redeveloped, retail centers?
- Given the need for more housing options across the city, where would you prefer to see new multi-family – or “Missing Middle” – housing?

Those community responses were mapped. To determine what Place Types are located where, multiple layers of data were then examined that included:

- sewer and utility infrastructure
- streets and alleys
- existing land uses and zoning
- parcels
- topography
- floodplains
- transit routes
- location of schools, employers or other major destinations
- traffic counts

All of this data was fed into a computer program which initially assigned Place Types to the entire area. The staff then filled in gaps and adjusted the Place Types map based on knowledge of the area and any unique circumstances. The resulting DRAFT Place Types Map was presented at a public meeting. Community feedback was then used again to make any needed adjustments to the map before including it in the final Plan document. The final result is the Place Types Map (See Figure 30).



The general methodology used to map some of the Place Types in the Historic River-to-Ridge area are described below. Descriptions of each Place Type designated in this area are found in Section 7.4.

### **Methodology for Designating Centers**

The RPA has designated a number of Centers in the Historic River-to-Ridge Area based on current retail trends as identified in Chapter 4, community input, and an analysis of other factors such as the following.

- A node of commercial development already exists there.
- It is considered a destination by members of the community.
- It is located on an arterial road, or at an intersection of arterial or collector roads.
- It is served by transit with frequencies of 30 minutes or less.
- Sewers or schools, are already in place nearby, or have been designated for future expansion.
- Traffic volumes are sufficient to support retail businesses.
- Future transit plans and expansions
- It has short, walkable block lengths. (*See Best Practices, pg 88*)  
A sufficient population density that can support businesses already surrounds the Center, or can be achieved through residential infill development.
- It was identified as a Center in the Regional Transportation Plan.

These Centers are where new retail development should be encouraged going forward. Chapter 9 will provide Recommendations for each designated Center in the Historic River-to-Ridge Area.

### **Methodology for Designating Corridors**

In addition to Centers, most communities have major Corridors that connect multiple neighborhoods and may extend to other parts of the city or county. Historically, these Corridors may have been streetcar lines and often contain a mix of commercial, industrial, residential, and other uses. Due to population shifts, employment trends, and changes in the retail market, today many of these Corridors have a growing number of vacant businesses or underutilized properties. These Corridors therefore provide an opportunity for new multi-family housing, which can provide more affordable housing options, help establish residential densities needed to support retail businesses in the Centers, and promote more frequent transit service over time. Designating these Corridors as locations for new multi-family development also allows the preservation of the existing single-family neighborhoods without the encroachment of higher density housing, as requested by many Historic River-to-Ridge residents.

Corridors were mapped in the Historic River-to-Ridge Area based on one or more of the following criteria.

- Located on streets with a minor arterial functional classification or higher;
- Annual average daily traffic of 10,000 vehicles or more;
- Transit service exists or it is planned;
- Existing land use is mostly commercial or multi-family housing; and

- Opportunities exist for redevelopment.



*An example corridor that features both housing and a business mix along with vehicular travel lanes, on-street parking, storefronts and tree-lined sidewalks that encourage pedestrian use.*

### **Methodology for Designating Urban Residential (UR) housing**

Many Area 3 neighborhoods have vacant lots that can accommodate new infill single-family housing and an alley network makes accessory dwelling units or “cottage courts” viable options. These housing types provide more housing options, while still maintaining the existing single-family character of the neighborhood. The locations for UR were mapped based on the community’s input, and one or more of the following criteria:

- Can serve as a transition between more intense Place Types (Mixed Residential/Urban Corridor/Centers) and the protected core single-family residential areas (UR-SF);
- Blocks that already have established duplexes or similar moderate multi-family uses;
- Inside the Urban Overlay Zone (where smaller lot sizes are allowed); and
- A network of alleys and sidewalks already exists.

### **Methodology for Designating Urban Residential-Single-Family (UR-SF) housing**

Since one of the guiding principles in this plan is preserving core single-family residential areas, Urban Residential-Single-Family (UR-SF) locations were mapped based on the community’s input, and one or more of the following criteria.

- A cohesive pattern of single-family housing already exists;
- The number of vacant lots is minimal;
- The existing single-family uses are located on streets classified as “local”; and
- The area has a unique architectural character or historical designation.

Within these areas, new development should be compatible with the physical character of the existing lot sizes and housing (with no multi-unit buildings). Future development is limited to detached single-family residential homes and detached ADU’s.

***NOTE:** Currently, the Chattanooga Zoning Ordinance does not provide for Accessory Dwelling Units (ADUs), however local zoning regulations may be revised to allow Accessory Dwelling Units in the future.*

### **Methodology for Designating Mixed Residential (MR) housing**

Mixed Residential (MR) housing includes townhouses, narrow lot houses, small apartment buildings, and a limited number of neighborhood-serving businesses such as bakeries or small offices. Transit requires a high concentration of businesses and housing to function well, so directing these housing types to the Centers and Corridors also improves the viability of more frequent transit service. Based on community input and the need for more housing choices, Mixed Residential (MR) areas were designated according to one or more of the following criteria:

- Located along Corridors or immediately surrounding Centers at the edges of neighborhoods;
- Within walking distance of transit; and
- Lot sizes are large enough (or may be consolidated) to accommodate larger buildings.

## **7.4 PLACE TYPE DESCRIPTIONS**

### **Primary and Secondary Uses**

Place Types intentionally promote a mix of uses as a means of providing residents with more accessibility to daily needs, more housing choices, and jobs. Each of the following Place Type descriptions includes a list of potential uses, along with other elements that generally define its character. The uses are divided into:

- A) Primary - The most prevalent use, most frequently occurring within a Place Type, or
- B) Secondary – Limited, but compatible with primary uses or similar intent within a Place Type.

While Secondary uses are generally less prevalent in any given Place Type, they do provide additional services and housing options, while maintaining compatibility with the Primary uses. An example of a supportive Secondary Use might be a small corner store within a Mixed Residential (MR) Place Type. However, a proliferation of Secondary Uses changes the character of the area and the intent of the Place Type is lost.

***NOTE:** Place Types are not zoning districts, however, they are used to inform decisions about rezoning requests.*

### **Secondary Use Review Criteria**

When requests for zoning changes are reviewed, Secondary uses will be considered based on the following general criteria. Failure to meet one of these criteria does not automatically presume the use is incompatible. All Secondary Use Review Criteria will be considered collectively to determine if the proposed zoning is compatible with the surrounding uses and the Place Type description.

- Is the use located on an A Street? *(See Table below)*
- Is the use located on a corner?
- Is the proposed use/height similar to adjacent uses/building heights on the same block and both sides of the street?
- For the redevelopment of an existing building, is the proposed use similar to the existing use?
- Is the use part of an overall planned development that consists predominantly of the Primary uses in the Place Type?
- For new residential developments featuring only the Secondary uses, is the overall number of units, or density, comparable to the Place Type description?
- If the proposed use is retail, is it located adjacent to or within a Center Place Type?
- Does the cumulative acreage of all Secondary uses account for less than 20% (or within 500 feet if a grid pattern does not exist) of the total acreage within the block of the Place Type in which they are located?
- Does the use, size, parking, access, hours of operation, lighting, noise, or truck traffic pose compatibility concerns? Can these be addressed with landscaping, transitional uses, or other buffers?
- Is the use consistent with the Area Plan policy recommendations?
- **Is it served by transit with frequencies of 30 minutes or less?**

### **“A” Streets**

“A” Streets are roads where, if the Place Type allows for it, more intense uses are appropriate (such as larger/taller buildings or uses that generate more traffic). -“A” Streets are used as part of the Secondary Use Review Criteria. Like Centers and Corridors, transportation infrastructure enhancements or other improvements may be prioritized to an “A” Street since there is a higher level of use associated with these streets. As part of the area’s larger street network, “A” Streets also serve as important connectors that link neighborhoods. *For a map of “A” streets – See Figure: 29*

<b>“A” STREETS</b>
High intensity uses *
Functional Classification of Streets: Arterials or Collectors
Transit Route with high frequency (30 minutes or less) or supportive of future proposed transit **
High Traffic Reliability
Annual Average Daily Traffic Volumes
Sidewalks present

\* High intensity uses refer to the most dense uses within a Place Type or uses that generate higher traffic volumes & foot traffic.

\*\* Some differences in Criteria may exist between Urban, Suburban & Rural, i.e. Suburban Areas do not have transit service.



**3** HISTORIC RIVER-TO-RIDGE  
AREA PLAN



Figure 29

Each of the Place Type descriptions below include the following.

- A general description of the typical, or ideal, situation.
- An illustrative photo. *(NOTE: Images presented as examples only.)*
- A list of elements that are generally needed to support the intended Development Form and Character of the Place Type.
- A list of Transportation and Access conditions that are generally present.
- A list of the predominant Primary Uses.
- A list of the limited, but supportive Secondary Uses.

The following Place Types can all be found in the Historic River-to-Ridge Area. See the Place Types Map on page 141 for the specific locations of each Place Type.



**SUBURBAN RESIDENTIAL PLACE TYPE**

Suburban Residential (SR) Place Types have a predominantly low intensity, single-family detached, residential development pattern, especially within the same block.

**Location & Block Pattern**

- Densities are typically less than 5 dwelling units per acre, but some moderate intensity areas of 2-4 unit attached housing, accessory dwelling units, and townhomes, may exist in limited locations, such as on Collector streets.
- While currently the predominant pattern of streets is dead-end cul-de-sacs, new development provides for future connections to adjacent streets or properties, where feasible.

**Site & Buildings**

- Buildings have moderate setbacks of typically 25 feet or more.
- Parking may be located to the front, side or rear, but is typically accessed from the front.

**Transportation & Other Infrastructure**

- Residences in this Place Type are generally further from key destinations than those in other Place Types, therefore a personal vehicle is needed to reach daily needs and employment.
- Fixed-route transit services are typically not feasible due to the low density of this Place Type.
- Pedestrian and bike connections may be present if the residential development is adjacent to a commercial center, public facility or major job site.
- Residences in this Place Type are on sewer systems, but can be on septic systems in older neighborhoods.

Primary Uses	Secondary Uses
Single-family detached	2-4 units per lot, townhomes (with limited massing of up to 4 units per structure), accessory dwelling units





**URBAN RESIDENTIAL PLACE TYPE**

Urban Residential (UR) has a traditional neighborhood development pattern that includes a range of housing types (both single-family and small to moderate scale multi-family), a well-connected street grid, and destinations in close proximity.

**Location & Block Pattern**

- Lot sizes may vary within blocks, especially on larger corner lots or along “A” streets.
- Higher intensity residential uses, and a limited number of small-scale businesses may be located in Urban Residential neighborhoods, typically along “A” streets, or on corner lots.

**Site & Buildings**

- Front building setbacks are typically less than 25 feet.
- A variety of residential unit configurations is encouraged, provided the existing spacing between buildings across lot lines is maintained.
- Parking is typically to the rear and accessed from an alley or located on-street.

**Transportation & Other Infrastructure**

- Residences in this Place Type are generally closer to key destinations, therefore a variety of transportation modes (auto, bike, pedestrian, transit) may be present providing access to daily needs, employment and recreation.
- Residences in this Place Type are on sewer systems.

Primary Uses	Secondary Uses
Single-family detached, accessory dwelling units, and 2 - to 4 units per lot , cottage courts (maximum 8 units)	Multi-family buildings of 5-12 residential units per lot; neighborhood retail/services such as coffee shops, artist studios, offices, or bakeries. Non-residential uses that have limited impacts on the residential character of the neighborhood (parking, operating hours, traffic generation, lighting, noise, etc.)



**URBAN RESIDENTIAL SINGLE-FAMILY (UR-SF) -**

**Single Family Overlay Uses** Only Single-family detached, accessory dwelling units detached

(Existing residential lot pattern is maintained within each block.)







**MIXED RESIDENTIAL PLACE TYPE**

Mixed Residential (MR) Place Types are intended to provide a wide range of housing options for residents at various stages of life, and walkable destinations in close proximity to each other. Due to its intensity, the Mixed Residential Place Type is best suited for “A” streets, or within a 1/8th-mile walk to a transit route. In contrast to the other residential Place Types, the Mixed Residential Place Type includes moderate to higher intensity housing options (multi-story apartment buildings, condos, etc.) at densities that support transit, and other neighborhood-serving businesses (restaurants, pubs, etc.)

**Location & Block Pattern**

- Average densities of 15 dwelling units per acre, or more, support more frequent transit.
- Taller multi-family buildings are located along “A” streets, with shorter buildings on local streets to fit in with any less intense residential uses.
- Lot sizes vary within blocks.
- New developments on larger sites (typically over 4 acres) have a connected street network.

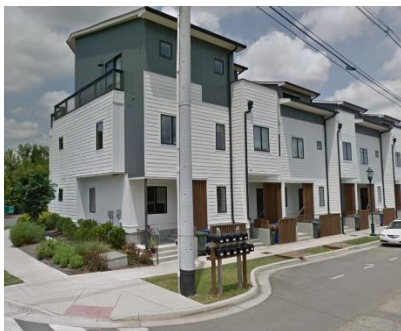
**Site & Buildings**

- Building setbacks are shallow, typically 15 feet or less.
- Parking is generally located to the rear with alley access.

**Transportation & Other Infrastructure**

- Residences in this Place Type are generally closer to key destinations than those in the Suburban Residential Place Type, therefore a variety of transportation modes (auto, bike, pedestrian, transit) may be present to provide access to daily needs, employment and recreation.
- This Place Type is served by sewer systems.

Primary Uses	Secondary Uses
2 – 6 unit living attached, cottage courts, courtyard apartments, townhomes/condos and multi-family dwellings of up to 12 units per lot and accessory dwelling units	Multi-family dwellings over 12 units per lot (on an “A” street only); neighborhood serving businesses such as coffee shops, bakeries, restaurants, pubs, offices, studios; single family narrow lot houses







**CROSSROADS PLACE TYPE**

Crossroads (XR) are smaller than Village or Town Centers (generally 2 acres or less) and are typically located in rural areas. They often serve as gateways to adjacent neighborhoods. Smaller footprint buildings typically frame a single intersection of two arterials or collector streets, or extend a short distance from the intersection. The cluster of businesses meets some of the daily needs of the immediate residents with small convenience stores, hardware stores, restaurants and other neighborhood-serving commercial uses. Over time Crossroads may grow into the larger Village Center.

**Location & Block Pattern**

- Lot sizes vary.
- Depending on context, Crossroads may or may not have a grid street pattern.

**Site & Buildings**

- Buildings are typically one to one and a half stories, and have a small footprint (typically less than 7,000 sq ft).
- Front building setbacks vary.
- Parking locations vary (front/side/rear), but large parking lots (over 20 spaces) are typically located to the side or rear.
- In areas with sidewalks, curb cuts are limited to avoid conflicts with pedestrian traffic.

**Transportation & Other Infrastructure**

- Pedestrian and bike connections may be found when adjacent to public facilities (such as a school or park) or job sites.
- Due to their more rural nature, Crossroads are typically not served by transit or sewer.

Primary Uses	Secondary Uses
Retail, restaurants, small convenience or hardware stores, garden center, personal services, offices, gas stations, small markets, artisanal industries	Auto repair, landscape business, yard equipment sales/rentals, small-scale workshops (artisanal production, studios, collaborative work spaces, breweries, coffee roasters, bakeries, shared kitchen incubators and other low impact production)





**NEIGHBORHOOD NODE PLACE TYPE**

Neighborhood Nodes (NN) are smaller than Village or Town Centers (generally 2 acres or less.) Smaller footprint buildings typically frame a single intersection of at least one “A” street, or extend a short distance from the intersection. The cluster of businesses provide services or convenience goods, such as hardware stores, small convenience stores, restaurants and other neighborhood-serving commercial uses, to the immediate surrounding community in suburban or urban areas.

**Location & Block Pattern**

- Lot sizes vary.
- The existing surrounding block pattern is maintained.

**Site & Buildings**

- Buildings typically range between one to two stories, unless they are located along a designated Corridor. In that case, building heights are often taller and comparable with the Corridor Place Type.
- Residential uses over retail or offices are common.
- Buildings address the street with shallow setbacks, typically 0-15 feet, to promote pedestrian activity.
- Parking is located to the side or rear and screened from the street.
- Curb cuts are limited to avoid conflicts with pedestrian traffic.

**Transportation & Other Infrastructure**

- Pedestrian and bike connections may be found when adjacent to public facilities (such as a school or park) or job sites.
- Where transit service exists, individual developments incorporate facilities that ensure safe, convenient transit access.
- This Place Type is served by sewer systems.

Primary Uses	Secondary Uses
Small retail, restaurants, convenience or hardware stores, personal services, offices, markets	Small-scale workshops (artisanal production, studios, collaborative work spaces, breweries, coffee roasters, bakeries, shared kitchen incubators and other low impact production)





**VILLAGE CENTER PLACE TYPE**

Larger than Neighborhood Nodes, but smaller than Town Centers, the Village Center (generally 3 to 10 acres) is a pedestrian-oriented cluster of medium footprint buildings typically located on “A” streets, with a mixture of commercial and residential uses. Due to their intensity, Village Centers are also typically located along transit routes. Village Centers (VC) primarily serve local residents. Village Centers may strongly correlate with community identity and history, and often include historic buildings, public squares, and civic uses. Village Centers may, over time, grow into Town Centers.

**Location & Block Pattern**

- Village Centers are compact with short, walkable block lengths, and street and sidewalk connections to surrounding residential neighborhoods.
- Lot sizes are highly variable.

**Site & Buildings**

- Buildings range between one to 4 stories, but buildings step down in height when adjacent to residential uses. If a Village Center is located along a designated Corridor, heights are comparable with the Corridor Place Type.
- Residential uses over retail or offices are common.
- To promote pedestrian activity, buildings fronting “A” streets include pedestrian entrances, have a high degree of transparency at the ground floor, and include uses that provide interest for pedestrians.
- Buildings front directly onto the sidewalks and occupy most of the street frontage.
- Sidewalks are wide, leaving adequate space for streetscape amenities, such as pedestrian lighting, street trees, and bike racks.

**Transportation & Other Infrastructure**

- Village Centers prioritize walking, biking and transit over auto use. Multimodal facilities (pedestrian, bike, transit where service exists) are incorporated in each development.
- Densities of 20 dwelling units per acre, or more, support higher frequency transit.
- Parking is located to the rear of buildings, accessed from alleys or secondary streets, and shared among multiple businesses to minimize the number of surface lots. Where fronting a street, parking is screened.
- Curb cuts along primary streets are minimized to reduce potential conflicts with pedestrians.

Primary Uses	Secondary Uses
Retail shops, restaurants, offices, grocery stores and corner markets, personal services, lodging, vertical mixed use, and apartments	Small-scale workshops (artisanal production, studios, collaborative work spaces, breweries, coffee roasters, bakeries, shared kitchen incubators and other low impact production), housing under 20 dwelling units per acre.







**MIXED USE CORRIDOR PLACE TYPE**

Mixed Use Corridors are suburban, commercial corridors that are transitioning to a more dense and pedestrian-friendly pattern with multi-story buildings, and a mix of residential and office uses. Mixed Use Corridors are located on “A” streets. Due to their intensity, Mixed Use Corridors are also usually located along transit routes. Retail, services, and restaurants serve as supportive uses. Unlike Urban Corridors (UC) that already have a well-established connected street network and urban development pattern, Mixed Use Corridors tend to have fewer street connections to the adjacent neighborhoods and more lots with parking in front of the buildings.

**Location & Block Pattern**

- Block lengths are typically longer than those found along Urban Corridors.
- For new development, an internal network of new streets and sidewalks provides circulation both within the development and to the adjacent neighborhoods.
- Lot sizes vary and are typically larger than those in Urban Corridors.

**Site & Buildings**

- Building heights of up to 5 stories may exist, but buildings step down in height when adjacent to residential uses.
- Residential uses over retail or offices are common.
- New development has moderate setbacks of 25 feet or less.
- To promote pedestrian activity, sidewalks are wide, leaving adequate space for streetscape amenities, such as pedestrian lighting, street trees, and bike racks.
- Ground floor, street facing facades have a high degree of transparency with storefront doors and windows that provide interest for pedestrians.

**Transportation & Other Infrastructure**

- Densities of 20 dwelling units per acre or more support higher frequency transit.
- Where fronting a street, parking is screened with landscaping. Where parking is located to the rear of buildings, it is accessed from alleys or secondary streets, and shared among multiple businesses to minimize the number of surface lots.
- Multiple curb cuts along the primary street are consolidated.
- Multimodal facilities (pedestrian, bike, transit where service exists) are incorporated in each development.

Primary Uses	Secondary Uses
Multi-family residential with at least 20 dwelling units per acre, entertainment, grocery stores, offices, personal services, lodging, vertical mixed use, small-scale workshops (artisanal production, collaborative work spaces, breweries, coffee roasters), medical or educational institution	Multi-family residential <u>under</u> 20 dwelling units per acre, self-storage, retail shops, restaurants







**URBAN CORRIDOR PLACE TYPE**

Urban Corridor (UC) Place Types provide a mix of uses in a pedestrian-friendly environment at a density that supports transit. Urban Corridors are located along “A” streets. Urban Corridors contain a broad mix of uses including multi-family housing, professional offices, institutional uses, personal services, retail, entertainment, and light industry. Urban Corridors connect the Downtown Core to the surrounding first-ring neighborhoods and typically have a well-established connected street network and urban development pattern, with buildings close to the street.

**Location & Block Pattern**

- Block lengths typically range from 300 to 500 feet.
- A connected street grid with sidewalks provides strong connections to the surrounding neighborhoods.
- Lot sizes vary, but typically are smaller than those in Mixed Use Corridors.

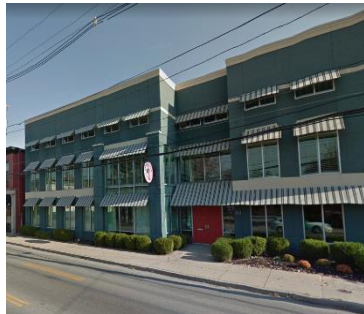
**Site & Buildings**

- Buildings typically range in height from 2 to 4 stories, with some 5 and 6 story buildings, but buildings step down in height when adjacent to residential uses.
- Residential uses over retail or offices are common.
- Buildings front directly on the sidewalk and have minimal setbacks (typically 15 feet or less.)
- Buildings occupy most of the primary road frontage (typically 80% or more.)
- To promote pedestrian activity, sidewalks are wide, leaving adequate space for streetscape amenities, such as pedestrian lighting, street trees, and bike racks.
- Ground floor, street facing facades have a high degree of transparency with storefront doors and windows that provide interest for pedestrians.

**Transportation & Other Infrastructure**

- Due to their intensity, Urban Corridors include transit routes.
- Densities of 20 dwelling units per acre or more support more frequent transit.
- Parking is located to the rear of buildings, accessed from alleys or secondary streets, and shared among multiple businesses to minimize the number of surface lots. Where fronting a street, parking is screened.
- Curb cuts are minimized along the primary frontage streets.
- Multimodal facilities (pedestrian, bike, transit) are incorporated in each development.

Primary Uses	Secondary Uses
Multi-family residential with at least 20 dwelling units per acre, entertainment, grocery stores, offices, personal services, lodging, vertical mixed use, small-scale workshops (artisanal production, collaborative work spaces, breweries, coffee roasters)	Multi-family residential <u>under</u> 20 dwelling units per acre, non-noxious/non-nuisance light industrial uses, retail shops, restaurants





**INDUSTRIAL HYBRID PLACE TYPE**

Industrial Hybrid (IH) Place Types typically includes a mixture of light manufacturing, assembly, and contractor businesses along with multi-family residential and commercial uses. Industrial Hybrid Place Types may be located near residential neighborhoods, providing residents with local, convenient access to employment. Industrial facilities in this Place Type are non-noxious (no hazardous materials or pollution), and non-nuisance (no odors, excessive light, or heavy truck traffic). The Industrial Hybrid Place Type has smaller buildings than the Industrial Place Type. Amenities that enhance the character and livability of the surrounding neighborhood, such as a park or plaza, neighborhood-serving retail and offices, or preserved historic structures are frequently incorporated.

**Location & Block Pattern**

- In contrast to the Industrial Place Type, Industrial Hybrid Place Types can be located on local streets due to their smaller size and lower intensity uses.
- Industrial Hybrid areas are walkable due to smaller buildings in close proximity, short blocks, and a street network that connects to the surrounding neighborhood.

**Site & Buildings**

- Building size, height, and setbacks can vary greatly. In urban locations, buildings set back from the street include a park, plaza or other landscaped space to maintain an attractive pedestrian environment.
- Parking, loading docks, and outdoor storage are located to the rear or side of buildings and screened when abutting residential areas.

**Transportation & Other Infrastructure**

- Depending on the location, transit service may be nearby, and bicycle and pedestrian connections may be provided, especially when near public facilities, such as schools and parks.

Primary Uses	Secondary Uses
Non-noxious, non-nuisance light manufacturing, assembly, distribution, small-scale workshops (artisanal production, studios, collaborative work spaces, breweries, coffee roasters, bakeries, shared kitchen incubators and other low impact production), contractor’s offices, live-work units, printing, shared flex industrial spaces	Retail and commercial services, offices, restaurants, coffee shops, open spaces, greenways, multi-use paths, multi-family residential





**INDUSTRIAL PLACE TYPE**

The Industrial (IN) Place Type supports a variety of manufacturing uses and employment opportunities. Unlike the Industrial Hybrid Place Type, the Industrial Place Type includes both non-noxious operations (no hazardous materials or pollution) such as warehousing, industrial parks, and light manufacturing, and noxious industries (heavy industrial production). The latter are not located near residential areas. The size of buildings is often larger than those in the Industrial Hybrid Place Type.

**Location & Block Pattern**

- Due to their potential for adverse traffic impacts, Industrial Place Types are not located on residential or local streets.
- Lot sizes vary greatly.

**Site & Buildings**

- The size and mass of buildings is reduced when adjacent to residential areas.
- Building setbacks vary.
- Industrial Place Types are generally buffered from surrounding development by transitional uses or landscaped areas that shield the view of structures, loading docks, or outdoor storage from adjacent properties.
- Additional mitigating elements are incorporated when activities may have a significant adverse impact on other nearby uses. Such impacts include, but are not limited to noxious odors, loud noises, and heavy truck traffic.

**Transportation & Other Infrastructure**

- Industrial Place Types are often within close proximity to major transportation corridors such as rail, shipping ports, highways, and airports.
- Depending on their location, Industrial Place Types may accommodate a variety of transportation modes, including transit and bike routes.
- Parking locations may vary; however in urban locations, parking does not directly front the primary street.

Primary Uses	Secondary Uses
Light manufacturing and industrial facilities, assembly, offices, distribution, warehousing, and wholesaling	Open Space areas, greenways, retail specifically related to the primary use, small-scale commercial, heavy manufacturing and industrial facilities



**RF**

**REGIONAL FACILITY PLACE TYPE**

Regional facilities (RF) are typically very large developments that have a substantial economic or transportation impact on the region as a whole. Regional Facilities are often major employment centers, drawing people from throughout Hamilton County and across state lines. Regional Facilities are generally public uses or utilities. They may include major transportation systems, such as railyards and airports, or they may be public infrastructure such as wastewater treatment plants. Regional Facilities may also include large tourism or entertainment facilities, or large industrial or manufacturing facilities if they draw from, or impact, the whole region.

**Location & Block Pattern**

- Regional Facilities are located on arterial streets and are often near limited-access highways to accommodate freight movement.
- Due to their potential for adverse traffic impacts, Regional Facilities are not located on residential or local streets.
- Regional Facilities often include multiple buildings on large tracts of land.

**Site & Buildings**

- Building height, size, and setbacks vary.
- Parking locations vary, however in urban locations, parking does not directly front the primary street.

**Transportation & Other Infrastructure**

- Depending on the proximity of this Place Type to key destinations, bike, walk and transit modes may be balanced with trucking and vehicular transportation.

Primary Uses	Secondary Uses
<ul style="list-style-type: none"> <li>• Heavy manufacturing and industrial facilities, airports, wastewater treatment facilities, landfills, correctional facilities, transit hubs, warehousing, distribution centers, large entertainment, tourism, or sports facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Ancillary uses and structures subordinate to the primary use, hotels, restaurants, small-scale commercial, alternative energy farms, open space, greenways</li> </ul>







**CAMPUS PLACE TYPE**

Campus (CA) Place Types are typically characterized by one major activity such as educational, office, industrial, medical, or religious. Campuses are often based on a master plan that illustrates buildings, open spaces, streets, pedestrian networks, and parking. Campuses have clearly defined edges that distinguish them from adjacent Place Types. These edges are often delineated with gateway structures and landscape. Mixed Residential uses provide a transition from the campus Place Type to lower density residential neighborhoods. Residential and small convenience services often support the predominant uses. Campuses function as major employment and activity centers and are often served by transit and multi-modal transportation options.

**Location & Block Pattern**

- Campuses are accessed from “A” streets or local streets.
- Urban campus settings may be organized by a connected street grid, but may also include pedestrian-only corridors for circulation.

**Site & Buildings**

- Typically Campus building heights are between 1 and 5 stories but may be taller in urban locations. Buildings on the edge of a Campus step down in height when adjacent to residential uses.
- While setbacks vary, buildings are oriented to frame the public realm (streets, pedestrian paths, and open spaces.)
- Parking is typically internal to the campus. Where parking abuts a residential neighborhood, or fronts a street, it is screened.

**Transportation & Other Infrastructure**

- Campuses incorporate multi-modal facilities for bicyclists, pedestrians, and transit users.

<b>Primary Uses</b>	<b>Secondary Uses</b>
Institutions, offices, research facilities, academic buildings, hospitals, religious facilities, clubhouses/meeting halls, athletic facilities, non-noxious/non-nuisance manufacturing and industrial facilities, open space, multi-family living (residence halls and dormitories)	Small-scale commercial/retail and food services, single-family living detached & attached



**PR**

**PRESERVE PLACE TYPE**

Preserves (PR) are large expanses of forest, floodplains and other natural resources, as well as public parks that have been set aside as places where general development is not allowed. Preserves may also include privately-owned land that is permanently protected by conservation easements and remains in a largely undeveloped state. Some Preserves may be used for passive recreation, while others are largely off limits to human use due to sensitive natural resources or their remote location. Development or land disturbance within the Preserve is minimized, to protect natural resources, and limited to cultural or educational uses.

**Site & Buildings**

- Buildings are sited to minimize disturbance to natural resources.
- Parking, access, and paving are sited to minimize disturbance of the site’s natural resources (waterways, topography, culturally significant features).

**Transportation & Other Infrastructure**

- Bike and pedestrian paths are incorporated to promote multi-modal access, where consistent with the protection of a site’s natural resources.

Primary Uses	Secondary Uses
Undisturbed open space, visitor’s centers, nature centers, public parks, passive recreation spaces, trails, and cemeteries.	Public park facilities and accessory structures, active recreation fields





### NATURAL RESOURCES OVERLAY

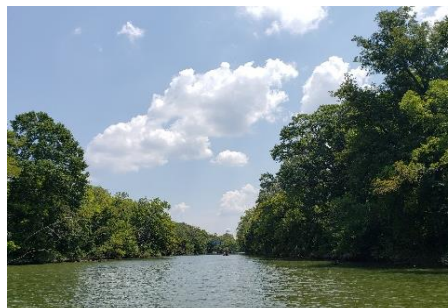
The Natural Resources Overlay (NR) identifies areas considered sensitive due to the presence of steep slopes, floodplains or wetlands. Unlike Preserves, sites identified within the Natural Resource Overlay are not protected from development by law. The purpose of this designation is to identify these sensitive areas so that they are given consideration for protection or incorporated as amenities within new developments. Some of these sites are already developed. This designation does not mean such development cannot expand in these areas. **NOTE: (NR) is an Overlay to the underlying Place Type.**

If sites within a Natural Resources Overlay become legally protected as conservation easements, government-owned natural areas, parks or greenways, they are then re-designated as Preserves. Ultimately the zoning of a property determines what can be built within a Natural Resources Overlay. When considering rezoning requests, the overlay policy supports development concepts that balance development with protection of environmentally sensitive resources.

A variety of legal "tools" are available as options to protect natural resources, including conservation easements, land trusts, park designations, or Conservation Subdivisions (which cluster development in portions of the property to protect the sensitive natural resources). The Planned Unit Development (PUD) is a recommended zoning tool for these sites to allow the clustering of development and protection of sensitive environmental and cultural resources. See Chapter 4 – Natural Resources: Best Practices.

- Land under the Natural Resources Overlay has the same transportation and access conditions as its underlying Place Type, however because sensitive resources are present, parking, access, and paving are sited to minimize disturbance of these resources (waterways, topography, culturally significant features.)
- Bike and pedestrian paths are often incorporated to promote multi-modal access, where consistent with the protection of a site's natural resources.

**Primary Uses:** Uses are defined by the underlying Place Type.



## 7.5 Place Types Map

The map on the following page shows these Place Types as they have been assigned to the Historic River-to-Ridge Area based on the Centers Approach described in Section 6.2. The colors on the map match the color of the box at the beginning of each of the preceding Place Type descriptions.

Many of the Policies & Recommendations in the following chapters also refer to the Place Types. In those instances, the name of the specific Place Type has been highlighted in **bold** for ease of reference.



3 HISTORIC RIVER-TO-RIDGE AREA PLAN

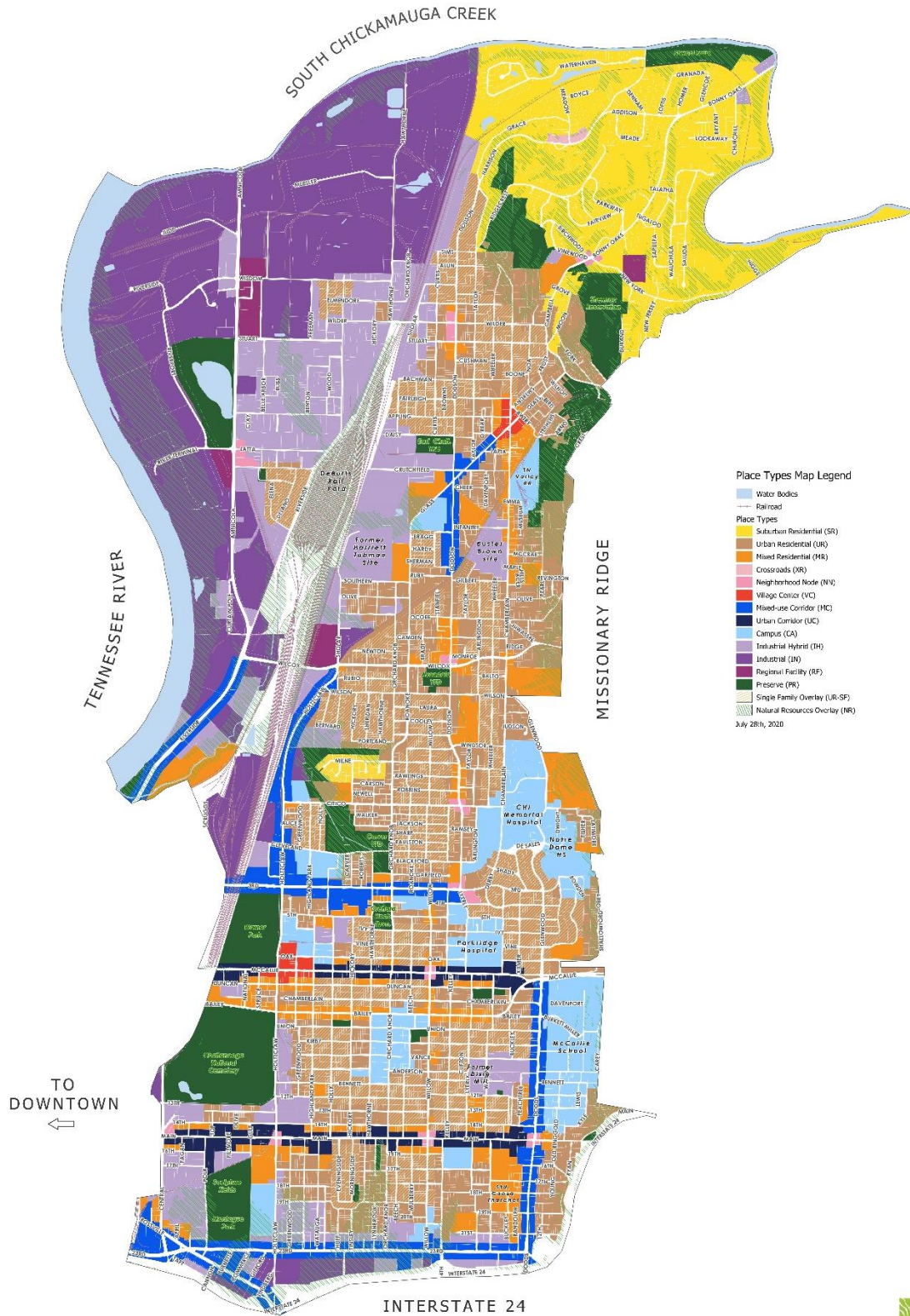


Figure 30



## 8.0 GENERAL POLICIES

### 8.1 How are these Principles, Goals, Policies & Recommendations Organized?

As previously described in Chapter 5:

A community's **VISION** describes what that community aspires to be. A Vision Statement focuses on what is valued by the community. It provides direction as the community grows.

**PRINCIPLES** further define the values, vision and priorities expressed by the community and represent traits or qualities considered worthwhile.

**GOALS** lay out desired outcomes that support the Vision, a target to be achieved. Goals are usually broad, general expressions of the aspirations of a community, but they should be focused as directly as possible on outcomes. Goals should promote and be in line with the Vision. Goals offer more specific objectives that should be considered.

**GENERAL POLICIES** are statements of intent, a definite course of action selected from among alternatives, and in light of given conditions, to guide and determine present and future decisions. Policies guide decisions toward those that are most likely to achieve a desired outcome. In this plan, Policies tend to be more general and can typically be applied universally.

**SUBAREA RECOMMENDATIONS** are suggestions or proposals as to the best course of action, statements about what should be done. In this plan, Recommendations tend to be more specific than Policies and usually apply to specific locations. These are not meant to be used for zoning decisions, but instead to guide City departments and other agencies as they prioritize various capital improvements and programs. Recommendations do not have a timeline for implementation and are not funded.

Area Plans include policies and recommendations. "Policies" guide future decision making and serve as adopted protocol; whereas, "Recommendations" suggest ideas or projects that may help achieve the plan goals and community vision.



The Policies & Recommendations in this Plan are divided into two separate chapters.

### Chapter 8 – General Policies

These Policies can be applied throughout the Historic River-to-Ridge Area. They are further organized under the following topics:

**Housing**

**Jobs**

**Transportation & Infrastructure**

**Natural Resources & Parks**

Each topic is prefaced by a summary of public input, key findings from the research and analysis, and a reference to the county-wide Comprehensive Plan. The Policies in this chapter are based on:

- 1) Community Vision & Principles (See Chapter 5.0),
- 2) Research and Analysis, and
- 3) Good Planning Principles.

### Chapter 9 – Subarea Recommendations

Recommendations apply to a specific Center or Corridor and highlight opportunities. They are organized by subareas (north, middle, and south) of the Historic River-to-Ridge Area. Photos and drawings are included for some of them to illustrate existing conditions as well as a potential for future redevelopment. These illustrations are not intended to portray specifically what a development should look like, but instead to merely serve as concepts. ***NOTE: Recommendations are not intended to be applied as zoning policy for zoning case review.***

All policies and recommendations are intended to support one or more of the community's top 6 issues.

## Top Issues for Area 3 based on Community Input

1. **Preserve the existing Single-Family Housing** character of the neighborhoods.
2. Create a **Diversity of Affordable Housing** for people of all ages and incomes.
3. Redevelop **Walkable Commercial** Centers, as opposed to drive-up “strip” commercial.
4. **Improve existing Parks and connect** them all to Centers, schools, employment centers, and neighborhoods with Greenways.
5. **Create a Safe Pedestrian Realm** with ample sidewalks, pedestrian crossings, streetscape, and protected bike lanes.
6. Provide safe and efficient options for **Transportation to Services & Jobs**.

## 8.2 How will Policies be used?

Once the Area Plan is adopted, it becomes a policy document that serves as a guide for future zoning decisions and development choices. The Policies in this Area Plan are meant to be broad enough to give the Chattanooga-Hamilton County Regional Planning Commission and Chattanooga City Council flexibility in implementation, but clear enough to provide sufficient direction in making informed zoning and infrastructure investment decisions. Private builders should also refer to the Plan when considering the best locations for future development projects. City departments overseeing land development



review will consider this plan in establishing additional policies and requirements for development approval.

At the time of writing this plan, much of the existing zoning in the Historic River-to-Ridge Area is outdated and does not support the community's vision or the Place Types described in the previous chapter. For that reason, several of the Policies that follow propose revisions to the existing zones, or entirely new zones, that will ultimately help achieve this vision. As mentioned in Chapter 1, these Policies do not automatically result in the rezoning of any property, however they should guide future changes to the zoning code or zoning designations.

### 8.3 Housing Policies



Housing is an important issue to the Historic River-to-Ridge community. Lack of affordable housing was one of the five key issues identified by residents at the first community visioning session. From the Community Choices survey, residents indicated the following preferences: 1) retaining the existing single-family character of core neighborhoods, and 2) support of multi-family and “Missing Middle” housing if it is located along commercial corridors or at key intersections.

Looking at the key findings from the analysis, the 2016 median income for the Historic River-to-Ridge Area was reported at \$24,942 per household, compared to \$41,911 for all of Chattanooga. These statistics underscore the community concerns for providing affordable housing. It should be noted that affordable housing policies, tools and strategies are led by the City's Economic and Community Development Department (ECD). While this plan does not directly control affordable housing policy, it can support affordable housing goals by encouraging more diverse housing options and by supporting affordable housing initiatives that are led by ECD.

Residents also want to protect the historic, single-family character of their neighborhoods, to ensure they can continue to enjoy living in their neighborhoods. The Policies below are intended to strike a balance between creating more housing options for the many residents who cannot afford to buy a home, and protecting the core single-family residential areas of established neighborhoods.

---

**RENEWING OUR VISION: COMPREHENSIVE PLAN UPDATE 2030 CONNECTION:** Promoting more housing options supports the adopted Comprehensive Plan goal to “build complete communities”. The Comprehensive Plan notes that “A complete community, large or small, meets the basic needs of its residents. Those basic needs include, but are not limited to, housing, shopping, entertainment, employment, recreation, education and transportation options.”

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**Principle: Preserving existing single-family residential uses is important in maintaining the character of the identified “core residential” areas.**

**8.3.1. GOAL: Existing core areas of single-family residential housing are protected.**

**8.3.1.1 Policy:** Support rezoning requests that retain the existing single-family detached residential form and patterns to be appropriate for the areas designated as **Urban Residential – Single-Family (UR)** and **Urban Residential – Single-Family (UR-SF)** on the Place Types Map.

**8.3.1.2 Policy:** Initiate a zoning study to identify and update any zoning needed to align with the **Urban Residential – Single-Family (UR)** and **Urban Residential – Single-Family (UR-SF)** Place Types as identified on the Place Types Map.

**Principle: A variety of housing choices are needed in order to provide more affordable housing options and to accommodate changing households.**

**8.3.2 GOAL: The Historic River-to-Ridge neighborhoods provide for a variety of housing options ranging from moderate scale multi-unit housing to higher-intensity residential housing.**

**8.3.2.1 Policy:** Promote the development of small to moderate scale multi-unit housing as described in the **Urban Residential (UR)** Place Type, where designated on the Place Types map, and the development of moderate to higher intensity multi-unit housing as described in the **Mixed Residential (MR)** Place Type along “A” streets, such as McCallie Avenue, East Main Street, and 3rd Street, and surrounding the designated Centers.

**8.3.2.2 Policy:** Develop new zoning tools that can better accommodate moderate scale and higher-intensity, multi-unit residential development in urban areas.

**8.3.2.3 Policy:** Study barriers and potential incentives for the development of desirable housing types and more affordable housing options.

**8.3.3 GOAL: The Historic River-to-Ridge area provides housing that is affordable to families and individuals across all incomes.**

**8.3.3.1 Policy:** Pursue the various programs and initiatives highlighted in the Economic & Community Development Department’s *Consolidated Plan* (updated every 5 years) and the *Housing Connections Report*, as described in Chapter 10 – Next Steps.

**Principle: Renovating and reusing existing structures, including both residences and businesses, is critical to maintaining neighborhood character.**

**8.3.4 GOAL: Existing residential and commercial properties that contribute to the character of the area are preserved and reutilized.**

**8.3.4.1 Policy:** To minimize demolitions of historic buildings, revise zoning regulations to establish Conservation Districts and promote their use. Conservation Districts are a type of overlay zoning that provides benefits similar to historic districts while being less stringent,

*making them a good option for areas that need housing stabilization. Designation would require the support of neighborhood residents.*

### **Q. What's the difference between National, Local & Conservation Historic Districts?**

#### **A. National Register of Historic Places**

The National Register of Historic Places is the Nation's official list of cultural resources worthy of preservation. Properties listed in the Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register is administered by the National Park Service, which is part of the U.S. Department of the Interior. Beyond the honor of recognition, once listed, income producing properties may be eligible for tax benefits. Non-profits and other public organizations may qualify for Federal and Local assistance for historic preservation, when funds are available.

National Register Listing:

- Makes available specific federal and state tax incentives for preservation purposes.
- Does not restrict the use of property or obligate private property owners in any way.
- Does not require conformance to design guidelines or preservation standards when property is rehabilitated unless specific preservation incentives (tax credits, grants) are involved.
- Does not prevent the demolition of historic buildings and structures.

Chattanooga and Hamilton County have a number of individual properties and districts on the National Register of Historic Places. For more information and a listing of those properties, see <http://www.nationalregisterofhistoricplaces.com/tn/hamilton/state.html>.

#### **Local Historic Districts**

Chattanooga's four Local Historic Districts - St. Elmo, Fort Wood, Ferger Place, and Battery Place - provide for design review by the Chattanooga Historic Zoning Commission. Design guidelines are established through a zoning "overlay" in addition to the base zoning of an area.

Local historic districts:

- Are designated based on local criteria and procedures.
- Protect a community's historic properties through specific design controls and a design review process.
- Provide no tax incentives for preservation purposes, unless such are provided by local tax law.
- Do not qualify property owners for federal or state grants for preservation purposes.
- Do not require property owners to make improvements to their property.
- Require local historic preservation commission review and approval, based on local design guidelines, before a building permit is issued for any "material changes" in appearance to the district.

For more information on Chattanooga's local historic districts, see <http://www.chattanooga.gov/economic-community-development/land-development-office/historic-planning-and-design-review>.

#### **Conservation Zoning**

Conservation districts are geographic areas that are significant at the neighborhood level and regulated with more flexibility than local historic districts. They are the least restrictive type and only guide change for new construction, additions, demolitions, or moving of structures. Chattanooga currently has no Conservation Zoning Districts.

**8.3.5 GOAL: Vacant or underutilized properties are redeveloped in a manner that supports the Area Plan principles and goals, and involves resident stakeholders.**

**8.3.5.1 Policy:** *Redevelop vacant properties, in partnership with community development organizations, residents and developers. One example is back-tax properties that typically go through the property auction. Typically these lots have “clear title” issues that inhibit their redevelopment. Explore options to make these properties “free and clear” and divert to resident-supported local organizations, developers or non-profits for redevelopment.*

**8.3.5.2 Policy:** *Allow for a range of interim uses of encumbered City properties through an application process. Interim uses may include temporary housing, community gardens, or food trucks.*

**8.3.6 GOAL: Historically significant resources and buildings (over 50 years old) are identified and protected.**

**8.3.6.1 Policy:** *Identify and inventory buildings that are candidates for historic designation based on the Tennessee Historical Commission’s eligibility requirements for National Register listing.*

**8.3.6.2 Policy:** *Update the Historic District Guidelines for Ferger Place, one of four Local Historic Districts regulated by the Chattanooga Historic Zoning Commission.*

**8.3.6.3 Policy:** *Establish programs and incentives for the remodeling of historic homes, such as a tax abatement program, overseen by the Chattanooga Historic Zoning Commission.*

**8.3.7 GOAL: Future development in established neighborhoods supports the existing urban residential development pattern of the area.**

**8.3.7.1 Policy:** *Retain and maintain existing alleys to provide access to rear parking when available.*

**8.3.7.2 Policy:** *Discourage parking on unpaved surfaces, or in yards between the front façade and the street, and encourage parking in driveways or on-street.*

**Q. *What are Accessory Dwelling Units (ADU's)? Why are they beneficial?***

- A.** An Accessory Dwelling Unit (ADU), also known as a “granny flat,” is a small extra housing unit that shares a lot with a larger single-family home. These can be attached—typically filling up a disused basement or attic—or detached—as in a disused garage or a new structure.

Given the low cost to add an ADU to a home, they provide an opportunity to add housing to existing neighborhoods that’s affordable, without disrupting community character. This can go a long way toward keeping young professionals and seniors wanting to downsize in a neighborhood. They can also help to address rising housing demand.

There are also substantial benefits to current homeowners. Families can add an ADU to their property to supplement their income. This extra rental income can be especially helpful for seniors, who may have too much space and not enough financial support, which is why the AARP has been a leader on legalizing ADUs.

Because ADU’s are part of an existing home, or are small detached buildings typically located behind the primary home, they can fit into single-family neighborhoods. From the street, the character of the neighborhood looks the same. For this reason, the Place Type designation Urban Residential – Single Family (UR-SF) ADU’s along with allows detached single-family housing.

## 8.4 Centers & Corridors Policies

In the Community Choices survey, participants clearly expressed a preference for walkable retail Centers. These preferences align with national trends. Nationally, shifts in consumer spending to online shopping of goods has contributed to the decline of traditional "brick and mortar" retail along strip commercial highways. Looking to the future, viable commercial services and retail need to be affiliated with "destinations" that provide a wide range of activities and experiences in one location. This plan refers to those destinations as "Centers".



Based on community input and an analysis of traffic volumes, transit routes, population densities and other factors, the RPA has identified a number of locations in the Historic River-to-Ridge Area that are designated as commercial Centers. These **Centers** are where new retail development should be encouraged going forward.

**Corridors**, on the other hand, will promote new multi-story, multi-family residential development along designated transit corridors. Locating higher density housing along these Corridors accomplishes two things. First, it provides more options for affordable housing, while allowing the existing single-family neighborhoods to remain single-family only. Second, locating higher density housing on these corridors



- along with offices, medical and educational facilities, hotels, and other more intense uses – promotes a transition over time to more urban, walkable, dense corridors that can better support transit. Existing commercial services and retail will continue to exist along these corridors, but future development policy will promote multi-family residential infill development, with commercial and retail services as supportive, secondary uses.

As new retail development occurs, it should be promoted at the designated Centers to avoid “strip commercial” development along the Corridors, and to eventually create sufficient intensity to support more frequent transit service. These Centers and Corridors also need to exhibit certain qualities, such as a mix of uses, including multi-family housing, and pedestrian amenities that promote walkability and a sense of place. (See Chapter 6.0)

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**RENEWING OUR VISION: COMPREHENSIVE PLAN 2030 CONNECTION:** The Comprehensive Plan Development Policy recommends locating the highest intensity uses in locations that have the transportation services and network to support it. This means locating Centers and Corridors where higher frequency transit services are located.

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**Principle: Establishing commercial Centers and Corridors that cluster retail, offices, services and residential uses within a walkable environment is an approach for growth that is sustainable and fiscally responsible.**

**8.4.1 GOAL: Centers have the necessary density, and mix of uses to make them attractive as destinations to live, work and shop.**

**8.4.1.1 Policy:** *Rezone parcels to an appropriate zone, or zones, for their corresponding Place Type, to achieve the general urban design standards described under the Centers approach in Chapter 7.0.*

**8.4.1.2 Policy:** *Rezone properties adjacent to designated Centers to allow Mixed Residential (MR) development that will support transit and the commercial businesses, and to provide more housing options without infringing on core single-family residential areas.*

**8.4.2 GOAL: Designated Village Centers and Neighborhood Nodes have a mix of retail and services to support the daily needs of area residents.**

**8.4.2.1 Policy:** *Create new commercial zones with standards, such as shared parking and taller ground stories that promote retail development at Centers.*

**8.4.2.2 Policy:** *Rezone properties in designated Centers to promote mixed-use commercial development of sufficient intensity to support transit.*

**8.4.2.3 Policy:** *Establish grant or loan programs to help property owners at Centers renovate their buildings, including necessary structural improvements, to stimulate retail tenancy.*

**8.4.3 GOAL: Centers and Corridors have a variety of ground floor activities that generate pedestrian activity along with pedestrian and transit amenities to make them attractive for walking, cycling, and transit.**

**8.4.3.1 Policy:** *Include standards that promote walkability, such as the following, in new commercial or mixed-use zones.*

- *A mix of uses, including housing*
- *Maximum building footprint sizes*
- *Parking in the rear, or to the side, of buildings*
- *Buildings located close to each other*
- *Buildings that front directly onto the sidewalk*
- *Taller ground floors to accommodate future retail*
- *Sidewalks with shade trees, pedestrian-level lighting, benches, and other pedestrian amenities*
- *Public gathering spaces*
- *Animating ground floor uses, such as retail and outdoor dining areas*
- *On-street parking*
- *Parking lot landscaping*

**8.4.3.2 Policy:** *Establish standards for new sidewalks in the designated commercial Centers and Corridors to include the following elements whenever space allows:*

- *A minimum clear path of 10 feet on sidewalks (between the trees/street furniture and the buildings) to support higher pedestrian activity*
- *Street trees (in tree wells, or in landscaped strips when they function as stormwater swales)*
- *Pedestrian-scale lighting*

**8.4.3.3 Policy:** *Prioritize street and sidewalk improvements in areas designated as Centers and Corridors on the Place Types map to facilitate safe pedestrian and bicyclist movement. Such improvements may include repaired sidewalks, improved crosswalks and handicap accessible ramps, street trees, pedestrian lighting, and other pedestrian amenities. NOTE: Due to fiscal constraints of the City's five-year capital improvement budget, private development projects in these areas may be required to fulfill improvements identified in this plan.*

**8.4.3.4 Policy:** *Revise zoning to limit auto-oriented uses, outdoor storage, billboards, or other uses which are incompatible with the vision and intent of the Center and Corridor Place Types.*

**8.4.3.5 Policy:** *Incentivize property owners to screen existing parking or outdoor storage from public view with trees and shrubs.*

**8.4.3.6 Policy:** *Revise ordinances and zoning requirements to incentivize property owners to plant trees and landscaping in existing surface parking lots and around their perimeter to screen these parking lots from the public streets.*

**8.4.4 GOAL:** **Parking in the Centers is adequate and shared by multiple businesses.**

**8.4.4.1 Policy:** *Work with property and business owners in each designated Center to designate shared parking lots to the rear of their businesses.*

**8.4.4.2 Policy:** *For large scale developments (typically over 4 acres) in the Centers, require a network of alleys or streets that connect to the existing street system and a parking plan that includes shared parking and driveways.*

**8.4.4.3 Policy:** *Examine parking requirements for these urban, walkable areas to reduce excessive surface parking lots.*

**8.4.5 GOAL:** **Strip commercial development is minimized. Instead, Corridors are more walkable, urban places with a mix of uses, including multi-family housing that supports transit and provides affordable housing options, without encroaching on the core single-family residential neighborhoods.**

**8.4.5.1 Policy:** *Do not extend suburban commercial zoning along the Corridors as this increases “strip development.”*

**8.4.5.2 Policy:** *Consolidate curb cuts to reduce the potential for traffic congestion and to improve pedestrian safety.*

**8.4.5.3 Policy:** *Rezone properties within, and adjacent to, designated Corridors to allow higher density, multi-family housing that supports transit, commercial businesses, and provides more affordable housing options.*

**8.4.5.4 Policy:** *Establish incentives to convert marginal commercial properties to multi-family housing.*

**Principle:** **Maintaining the cultural traditions, including the African-American heritage of the area, is crucial to preserving neighborhood identity.**

**8.4.6 GOAL:** **Centers and Corridors provide multiple opportunities to share the area’s history and highlight culturally significant places.**

**8.4.6.1 Policy:** *Preserve culturally significant sites and historic landmarks through historic designations.*

**8.4.6.2 Policy:** *Identify places in Centers and along Corridors, such as parks, plazas, museums, buildings, bridges, and sidewalks, where history and culture can be highlighted through interpretive signage, sculpture, fountains, murals and other public art forms. (See [connect.chattanooga.gov/neighboroots/](http://connect.chattanooga.gov/neighboroots/))*

**8.4.6.3 Policy:** *Promote the use of YFD Recreation centers, civic buildings, churches or other community spaces for history displays, art galleries, or other educational purposes.*

**8.4.6.4 Policy:** *Integrate public art, such as murals and sculpture, where feasible.*

## 8.5 Jobs Policies

Meetings with the Chamber of Commerce, Chattanooga Regional Manufacturers Association, and area employers revealed that maintaining a supply of land for industrial businesses, both large and small, was crucial to the area's economic success.

Industrial uses comprise 20% of the land acreage in the Historic River-to-Ridge Area, most of which is located along or near the Annicola Highway corridor. Research also showed that 20 of the largest employers in the Historic River-to-Ridge Area have a combined total of 8,485 employees. This high number of jobs, along with its central location, gives this area an advantage. On the other hand, unemployment in this area is 17%, significantly higher than the 4% unemployment rate in Hamilton County. (See Chapter 4)



Some industrial uses can, however, introduce noxious or nuisance uses to nearby neighborhoods. Standards are needed to prevent negative impacts on nearby properties. Smaller, light manufacturing businesses can sometimes fit in better with the nearby neighborhoods, while providing opportunities for small or start-up companies and jobs.

The following Policies are focused on providing opportunities for both large and small industrial uses, as well as other businesses, in the Historic River-to-Ridge Area, in a way that does not create negative impacts to nearby properties.

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**RENEWING OUR VISION: COMPREHENSIVE PLAN UPDATE 2030 CONNECTION:** The Comprehensive Plan has two goals that speak to jobs. First the Comprehensive Plan recommends “Building Complete Communities” which includes not only housing, shopping, and entertainment, but employment opportunities. The Comprehensive Plan also recommends “Encouraging Economically Vibrant Communities” that recommends new job opportunities and economic investment in “locations with existing or planned infrastructure to maximize the return on public investment.” The Historic River-to-Ridge Area is one of the few areas in the City where immediate access to jobs is available without having to drive due to the existing street grid, availability of transit services, and the close proximity of several major employers to established neighborhoods in the area.

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**Principle: Having a diversity of industrial uses, and other types of well-paying jobs, is important to the economic vitality of the Historic River-to-Ridge Area.**

**8.5.1 GOAL: Industrial uses, and other major employers, provide convenient job opportunities for many Historic River-to-Ridge residents.**

**8.5.1.1 Policy:** *Connect Historic River-to-Ridge Area residents with major employers by establishing programs, such as job fairs and job skills training.*

**8.5.2 GOAL: The location, size, and operations of industrial businesses pose no negative impacts to surrounding properties or residents.**

**8.5.2.1 Policy:** *Create new zoning categories for large industrial uses, or those with the potential to create nuisances, and rezone areas designated as **Industrial (IN)**.*

**8.5.2.2 Policy:** *Create new zoning categories for smaller, non-nuisance industrial businesses that can be located convenient to, and be compatible with, Historic River-to-Ridge Area neighborhoods; and rezone areas designated as **Industrial Hybrid (IH)**.*

## 8.6 Transportation & Infrastructure Policies



While this Area does have more transit routes than any other part of the city besides downtown, some bus frequencies are too long for a daily work commute, and bus shelters and sidewalks are lacking in some areas. Most bike lanes are not “protected” lanes, with a physical barrier between them and the cars, discouraging the casual cyclists from using that mode of travel. The Chattanooga Department of Transportation (CDOT) has a system for prioritizing sidewalk improvements, paving and striping each year, but there is a fiscal constraint associated with any potential

public infrastructure investment and needs are always greater than the funds available. CDOT will be prioritizing street improvements in this area based on the Historic River-to-Ridge Plan, with the designated Centers and Corridors being given the higher priority.

Some streets in the area are state routes, which come under the jurisdiction of the State of Tennessee Transportation Department (TDOT), so improvements to those streets must be approved by the State.

Both employers and residents noted that physical access to jobs was one of their biggest barriers to being able to hire new employees or to obtain jobs, respectively. Transit, bicycles, or walking are the only options to get to and from work for those who do not have access to a car.

The Chattanooga Area Regional Transit Authority (CARTA) is currently working on a *Transit Redesign Study* that may result in shorter wait times for some routes in the Historic River-to-Ridge Area.

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**RENEWING OUR VISION: COMPREHENSIVE PLAN 2030 UPDATE CONNECTION:** The Comprehensive Plan goal, “Build Connected Communities”, notes that “a connected community has a variety of transportation options connecting all of its community components”. Urban communities with a well-established street grid should promote development densities that support transit, as well as the facilities (sidewalks, bike lanes, bus stops) to support these options.

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**Principle: Expanding transportation choices is important in order to have access to shopping, school, work, recreation, and other daily needs, especially for those who do not drive a car.**

**8.6.1 GOAL: Transportation options are balanced between transit, bicycles, pedestrians, and cars, providing a range of choices for all residents.**

**8.6.1.1 Policy:** *Support continued investment in public transportation to achieve improvements in frequency, span and coverage.*

**8.6.1.2 Policy:** *Increase the frequency of service for some transit routes in the Historic River-to-Ridge Area, particularly the Main Street and McCallie Avenue corridors.*

**8.6.1.3 Policy:** *Install shelters with signage and seating at all major CARTA transit stops.*

**8.6.1.4 Policy:** *Prioritize higher comfort bike facilities - such as off-road shared-use paths, and protected or buffered bike lanes - on streets with higher speeds or traffic volumes. Lower volume and lower speed streets can have shared biking facilities.*

**Principle: Improving the safety of pedestrians will result in better access and mobility.**

**8.6.2 GOAL: Streets are designed for all types of users.**

**8.6.2.1 Policy:** *Adopt standards that limit the number of curb cuts (driveways) to help diminish traffic congestion and increase pedestrian safety.*

**8.6.2.2 Policy:** *Install well-marked pedestrian crossings, pedestrian signals, or other traffic-calming measures where warranted to slow traffic speeds and promote walkability.*

**8.6.2.3 Policy:** *Update sidewalks and intersections in all Centers, where needed, to facilitate safe pedestrian and bicyclist movement with the following improvements:*

- *Repair sidewalks and add handicap accessible ramps where needed.*
- *Install street trees, pedestrian lighting and other pedestrian amenities*
- *Extend sidewalk bulb outs at key intersections to reduce traffic and pedestrian conflicts and to provide some protection for on-street parking where it exists.*
- *Implement traffic calming measures such as road diets, raised medians, and landscaping along Corridors.*
- *Install transit stops in all Centers and along all Corridors where transit service exists.*
- *Install crosswalks at intersections, where warranted; include pedestrian refuges to enhance pedestrian safety where feasible.*

**8.6.3 GOAL:** The design of streets not only provides a safe transportation choice for residents, but also complements the urban character of the residential neighborhoods in the Historic River-to-Ridge Area.

**8.6.3.1 Policy:** Establish standards for all new development in residential areas that includes a minimum 5-foot sidewalk, and a minimum 4-foot wide planting strip (verge) with street trees between the travel lane and private property.

**8.6.4 GOAL:** Greenways provide safe, off-road transportation routes that connect neighborhoods with employment centers, schools, commercial Centers, and parks.

**8.6.4.1 Policy:** Identify opportunities for new connections and prioritize the most beneficial and realistic routes for the Historic River-to-Ridge Area in the City's upcoming "Parks and Greenways Master Plan."

## Transit

**Q. Are new routes, or more frequent transit service, possible in Area 3?**

- A.** Transit requires a lot of people in a concentrated, walkable area to be efficient. Single-family neighborhoods alone typically are not dense enough to support transit. Multi-family housing and a cluster of walkable commercial uses in close proximity to each other are needed. These types of uses should be promoted at key intersections or along portions of commercial corridors, rather than allowed to spread out along multiple corridors. This clustering of commercial and higher intensity residential development in a few key locations could eventually make higher frequency bus transit more feasible.

The Chattanooga Area Regional Transportation Authority (CARTA) currently has a transit route study underway. The RPA consulted with CARTA when mapping the Place Types to ensure alignment of future multi-family housing and transit services. See [www.carta-bus.org](http://www.carta-bus.org) for more information about this "CARTA Transit Redesign" project.

## 8.7 Natural Resources & Parks Policies



Of the 7,300 acres in the Historic River-to-Ridge Area, 17% are considered sensitive natural resources, which include 100-year floodplains, slopes of 25% or more, and prime agricultural soils. Some are already protected as Federal, State or Local Parks or natural areas. Others currently have no protection. Protecting those resources are important to the Historic River-to-Ridge community.

The Historic River-to-Ridge Area is also blessed with a number of parks. In fact, 280 acres are devoted to parks and recreation. This equates to 10.25 acres of parks for every 1,000 people, which is considered a good ratio by national standards. Also, most residents and businesses are within a ¼ mile of a park, except the northern section of the Area, which does contain some greenways and the Riverwalk. However, Community Choices Survey respondents noted the need for better and safer access to those parks via transit, bicycles, and walking as one of their top five issues. When asked what types of additional “green” places were needed, the top response was greenways for pedestrian and bicycles. Survey respondents also noted that some of the existing parks need improvements, such as more trees, walking paths, restrooms, open play space, and covered picnic pavilions.

The policies below aim to strike a balance between the protection of natural resources and new development, and to prioritize improvements to existing parks for the continued use and enjoyment of the Historic River-to-Ridge community.

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**RENEWING OUR VISION COMPREHENSIVE PLAN 2030 CONNECTION:** The Comprehensive Plan goal, “Create Healthy Communities”, notes that “a healthy community keeps its air and water clean and recognizes the delicate balance between its natural and manmade systems”. This also includes providing adequate trails, sidewalks, and park facilities that promote a healthy living lifestyle.

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**Principle:** The natural resources found in the Historic River-to-Ridge Area are important to the community’s character due to its setting of river, ridges, creeks and streams.

**8.7.1 GOAL:** New development and redevelopment projects provide positive impacts on the quality of our river and streams.

**8.7.1.1 Policy:** Promote the use of Low Impact Development (LID) principles and best practices as noted in the City’s Resource Rain guide.



**8.7.1.2 Policy:** Support the City’s Urban Forestry program by planting trees in all new street improvement projects.

**8.7.1.3 Policy:** Include standards for all new development and redevelopment to achieve a minimum 25% tree canopy, as recommended for urban residential areas in the Chattanooga Climate Action Plan.

**8.7.1.4 Policy:** Reduce stormwater runoff by incorporating pervious paving standards in the City’s development regulations.

**8.7.1.5 Policy:** Adopt programs and incentives that support the use of water quality management such as rain gardens, swales, and trees in all public spaces or parks.

**8.7.2 GOAL:** Creeks and streams that have been impacted by run-off and pollution are remediated and enhanced to serve as a greenspace amenity for residents and wildlife.

**8.7.2.1 Policy:** Protect the remaining undeveloped 100-year floodplains by improving City standards.

**8.7.2.2 Policy:** Continue to implement the stream restoration program as established by the City’s consent decree.

**8.7.3 GOAL:** Areas with steep slopes are protected, or sensitively developed, to maintain the scenic character of the River- to- Ridge area.

**8.7.3.1 Policy:** Incorporate changes to subdivision regulations, permitting process and codes as identified in the Natural Resource Assessment report.

**Principle:** Parks and open spaces that are connected promote more regular use by the public and increase opportunities for recreation and outdoor enjoyment.

**8.7.4 GOAL:** All Village Centers, and other large commercial developments, include a new park, park connection or significant public space.

**8.7.4.1 Policy:** Establish standards in the zoning code for the provision of open spaces (such as parks, plazas or courtyards) for large commercial developments. Such private green spaces may be built by the developer and turned over to the City, or maintained by the property owner, but made available to the public.

**8.7.5 GOAL:** All parks and greenways are connected providing access for all users.

**8.7.5.1 Policy:** Identify opportunities for new greenway connections from the neighborhoods to the existing parks and other key destinations in the River-to-Ridge area, as part of a City Parks and Greenways Master Plan. These connections should include the various units of the National Park System, the South Chickamauga Creek Greenway, Citico Creek and the YFD Recreation Centers.

**8.7.5.2 Policy:** *Promote the accessibility of schoolyards accessible for public use, especially during the weekends and after school hours.*

**8.7.6 GOAL:** All parks include amenities that improve their visual quality and increase their use.

**8.7.6.1 Policy:** *Include more landscaping and other amenities, such as the following, when new parks are created or improvements are made to existing facilities. (These amenities are listed in order of importance as noted by the community in the Community Choices Survey.)*

- *Trees*
- *Walking paths*
- *Restrooms*
- *Open play space*
- *Covered picnic pavilions*
- *Trash receptacles*
- *Benches*
- *Playground equipment*
- *Nature trails*

**8.7.7 GOAL:** The scenic qualities of Missionary Ridge are maintained by preserving the existing vegetation and tree canopy.

**8.7.7.1 Policy:** *Initiate a program to assist property owners with the control of invasive plant species.*

**Q. *What is a Park Score?***

- A.** Park Score is a comprehensive rating system developed by the Trust for Public Land (TPL) to measure how well cities are meeting the need for parks. Using a GIS (Geographic Information System), Park Score provides in-depth data to guide local park improvement efforts. TPL's mapping technology identifies which neighborhoods and demographics are underserved by parks and how many people are able to reach a park within a ten-minute walk. This analysis is based on the three characteristics of an effective park system: acreage, services and investment, and access. Cities can earn a maximum Park Score of 100. A 2012 Park Score analysis of Chattanooga revealed only 31% of our total population is well served by parks.

Source: [www.tpl.org](http://www.tpl.org)

**Q. *How much parks and open space is needed in a community?***

- A.** Standards from the National Parks and Recreation Association (NPRA) reveal that 9.6 acres of parks per 1,000 residents is the national standard.

**Q. *Who is responsible for parks, greenways, and other types of open space?***

- A.** Multiple agencies, government administrations, private developers and community groups can be involved.

Community groups can serve as advocates for new parks or greenways.

Partnerships between the local government and the private sector are often the most successful formula for creating and maintaining parks and greenways. Various segments of the Tennessee Riverpark, for instance, have been funded by the City of Chattanooga and Hamilton County, local philanthropic foundations, private individuals and businesses, and grants from the State and Federal government.

The Trust for Public Land often serves as the primary entity responsible for acquiring property easements and managing the design process for the greenways found throughout this community.

Once these projects are built, the ongoing maintenance and programming of these spaces is usually the responsibility of the City or County.

However, with limited municipal budgets, private corporations may be looked more to in the future to fund and maintain parks and greenways. Miller Plaza, downtown, is an example of a park that is privately owned and maintained but functions like a public facility, allowing community access and free events.

Community gardens and pocket parks are other types of green space that are growing in popularity, and often initiated by neighborhood associations and maintained by the residents. Such groups can often work with the local government to find vacant lots that can be donated or used temporarily for community gardens.

## 9.0 Subarea Recommendations

### 9.1 How will Recommendations be used?

The following goals and recommendations are tied to the overarching Principles, Goals and General Policies found in Chapter 8. In this chapter, Subarea Recommendations highlight opportunities, give more specific suggestions, and note locations that were identified during the planning process. These recommendations focus on specific Centers, Corridors, neighborhoods, and sites. For ease of use, they have been grouped by North, Middle and South Subareas as indicated on the maps to follow. Within each Subarea, Recommendations for specific Centers and Corridors are listed. They are then followed by more general Recommendations for the neighborhoods. All of these Recommendations align with the Place Types as described and mapped in Chapter 7.0. *See Place Types Map Figure 30.*

The Recommendations below are essential to creating the types of places the community envisioned. They should be a standard part of any new development or renovation in a Center or along a Corridor. They are meant to serve as a guide and resource.

For ease of use, included for each is:

- A brief description and photos of what exists today;
- Some unique characteristics and challenges;
- Some vision statements of potential changes that could be seen in the future; and
- Graphic illustrations showing some potential concepts for future redevelopment as follows -
  - *Yellow = Single-family homes*
  - *Orange = Multi-family housing*
  - *Red = Commercial / Mixed-use*
  - *Blue = Institutional (churches, schools, etc.)*
  - *Purple = Industrial*
  - *Green = Parks or open space*
  - *Green dashes = Greenways*
  - *Gray = Parking*

*\*\* Lighter shades of each color indicate existing buildings. Brighter shades of each color indicate new buildings.*

**SUBAREA RECOMMENDATIONS** are suggestions or proposals as to the best course of action, statements about what should be done. In this plan, Recommendations tend to be more specific than Policies and usually apply to specific locations. These are not meant to be used for zoning decisions, but instead to guide City departments and other agencies as they prioritize various capital improvements and programs. Recommendations do not have a timeline for implementation and are not funded.



## 9.2 Subarea - North

- 9.2.1 **Glass Street & North Chamberlain Avenue** - Village Center (VC)
- 9.2.2 **Glass Street, Dodson Avenue** - Mixed Use Corridor (MC)
- 9.2.3 **Campbell Street & New York Avenue** - Neighborhood Node (NN)
- 9.2.4 **Harrison Pike & Meadow Lane** - Crossroad (XR)
- 9.2.5 **Wilder Street & Dodson Avenue** - Neighborhood Node (NN)
- 9.2.6 **Latta Street & Amnicola Highway** - Neighborhood Node (NN)
- 9.2.7 **Other Subarea-North Recommendations**

## 9.3 Subarea – Middle

- 9.3.1 **East 3rd Street** - Mixed Use Corridor (MC)
- 9.3.2 **Dodson Avenue**
  - Dodson Avenue & Citico Avenue - Neighborhood Node (NN)
  - Dodson Avenue & East 3rd Street - Neighborhood Node (NN)
  - Dodson Avenue & Wilcox Boulevard - Neighborhood Node (NN)
- 9.3.3 **Riverside Drive** - Mixed Use Corridor (MC)
- 9.3.4 **Holtzclaw Avenue** - Mixed Use Corridor (MC)
- 9.3.5 **Other Subarea -Middle Recommendations**

## 9.4 Subarea – South

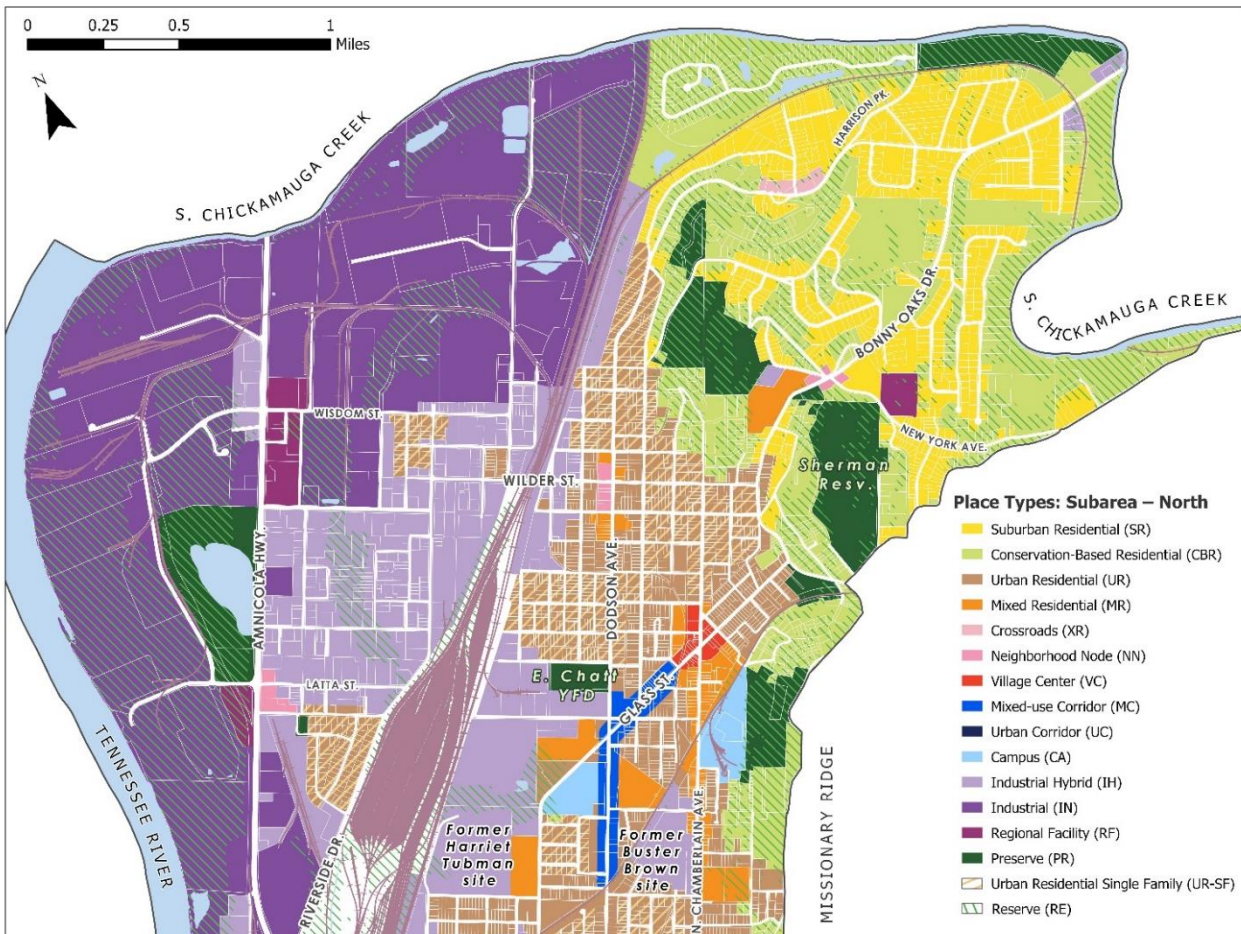
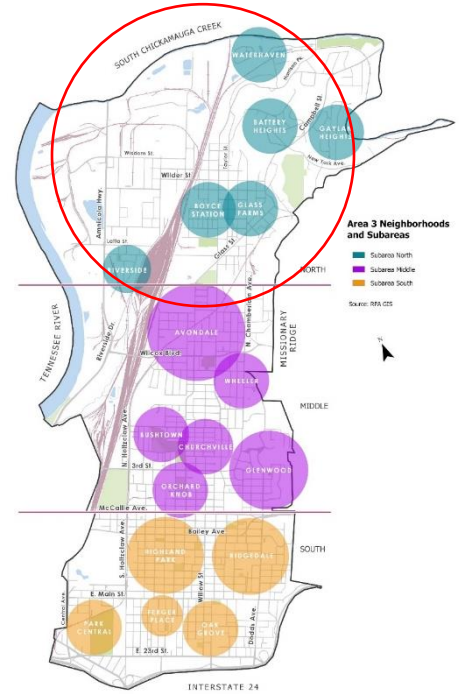
- 9.4.1 **McCallie Avenue & North Holtzclaw Avenue** - Village Center (VC)
- 9.4.2 **McCallie Avenue** - Urban Corridor (UC)
- 9.4.3 **McCallie Avenue & Willow Street** - Neighborhood Node (NN)
- 9.4.4 **East Main Street** - Urban Corridor (UC)
- 9.4.5 **East Main Street & Central Avenue** - Neighborhood Node (NN)
- 9.4.6 **East Main Street and Holtzclaw Ave** - Neighborhood Node (NN)
- 9.4.7 **East Main Street & South Willow Street** - Neighborhood Node (NN)
- 9.4.8 **East Main Street & Dodds Avenue** - Neighborhood Node (NN)
- 9.4.9 **East 23rd Street** - Mixed Use Corridor (MC)
- 9.4.10 **Dodds Avenue** - Mixed Use Corridor (MC)
- 9.4.11 **Rossville Boulevard/Rossville Avenue** - Mixed Use Corridor (MC)
- 9.4.12 **Other Subarea-South Recommendations**

## 9.2 Subarea – North

This subarea is generally described as the area between South Chickamauga Creek, the Tennessee River/Amnicola area and Infantry Road/Glass Street to include the following neighborhoods:

- Highland Park
- Ridgedale
- Oak Grove
- Ferger Place
- Park Central

*Note: Neighborhoods may lapse into multiple subareas and are not represented here as fixed boundaries. The map below is provided as a more detailed inset of the Place Types map presented in Chapter 7, Figure 30. Insert plan view legend. Sub-area map to be replaced with an updated Place Types Map inset. See page 141 for the current version.*



### 9.2.1 Glass Street and North Chamberlain Avenue - Village Center (VC)

This historic neighborhood center has served the Glass Farm, Boyce Station, and Avondale neighborhoods for many decades and is a cherished part of the community. Several churches are located nearby. Glass Street has experienced some revitalization in recent years, thanks to the determination and vision of neighborhood leaders, churches, local businesses, and non-profits like Glass House Collective. Much has been done to bring life back to Glass Street through community events, block parties, and creative placemaking strategies. The City has also provided funding for public realm improvements, including pedestrian lights, new sidewalks, and pedestrian-friendly intersections. The envisioned Village Center encompasses the blocks surrounding the Glass Street and North Chamberlain Avenue intersection, where the majority of future retail uses should be concentrated. *Images below: Existing Conditions.*



#### Characteristics

- Buildings in the area have begun to be renovated, one with help from the City's Facade Improvement Program in 2013.
- City/County properties at Glass St. & Dodson Ave. provide potential redevelopment opportunities.
- Billy Goat Hill, the Sherman Reservation and other National Military Park sites along Missionary Ridge provide numerous nearby green spaces, but better pedestrian and bicycle connections are needed.
- Tennessee Valley Railroad Museum is located south of this Village Center.

#### Challenges

- Few storefronts are open on Glass Street. Owners cite the high costs of renovating historic buildings (and access to financing) as well as the challenge of providing the required amount of parking.
- Speculative land holding and rental property purchases are contributing to rising real estate costs, and speculative land holding of vacant land and buildings may be hindering redevelopment.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 14,256 (Campbell St. near Glass St.),
- 6,740 (N. Chamberlain Ave.),
- 7,154 (Dodson Ave.)

##### Functional Classifications: Urban Minor Arterials

**Transit Service:** #10A Avondale, #10C Campbell/58, and #19 Cromwell Rd.



**9.2.1.1 Recommendation:** Pursue the redevelopment of the City-owned properties on North Chamberlain Avenue that includes multi-family housing.

**9.2.1.2 Recommendation:** Repurpose the City-owned building at 2240 Glass Street for a short-term, interim use that will animate and occupy this vacant space until a more permanent use that closely represents the description of the Village Center (VC) Place Type can be secured.

**9.2.1.3 Recommendation:** Eliminate the “slip lane” at the southwestern corner of Glass Street and Chamberlain Avenue to create a more generous public space.

**9.2.1.4 Recommendation:** Enhance the island crossing at Awtry Street and Chamberlain Avenue with public art or landscaping.



*Village Centers feature a mix of uses and building types ranging from shops with storefronts, to offices, to residential units. All are enhanced with sidewalks that are wide enough to accommodate bike racks, pedestrians and outdoor seating as well as public art and landscaping.*



**NOTE:** The drawings on this and the following page, and the description below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.



**VILLAGE CENTER at Glass Street & Chamberlain Avenue** - Looking south down Glass Street toward its intersection with Chamberlain Avenue. (Awtry Street is in the foreground.)

A network of greenways connect pedestrians and cyclists from Glass Farm to the nearby Boyce Station neighborhood, the East Chattanooga Recreation Center, Billy Goat Hill, the Sherman Reservation, and the Tennessee Valley Railroad Museum, contributing to the growing hub of activity in this Village Center.

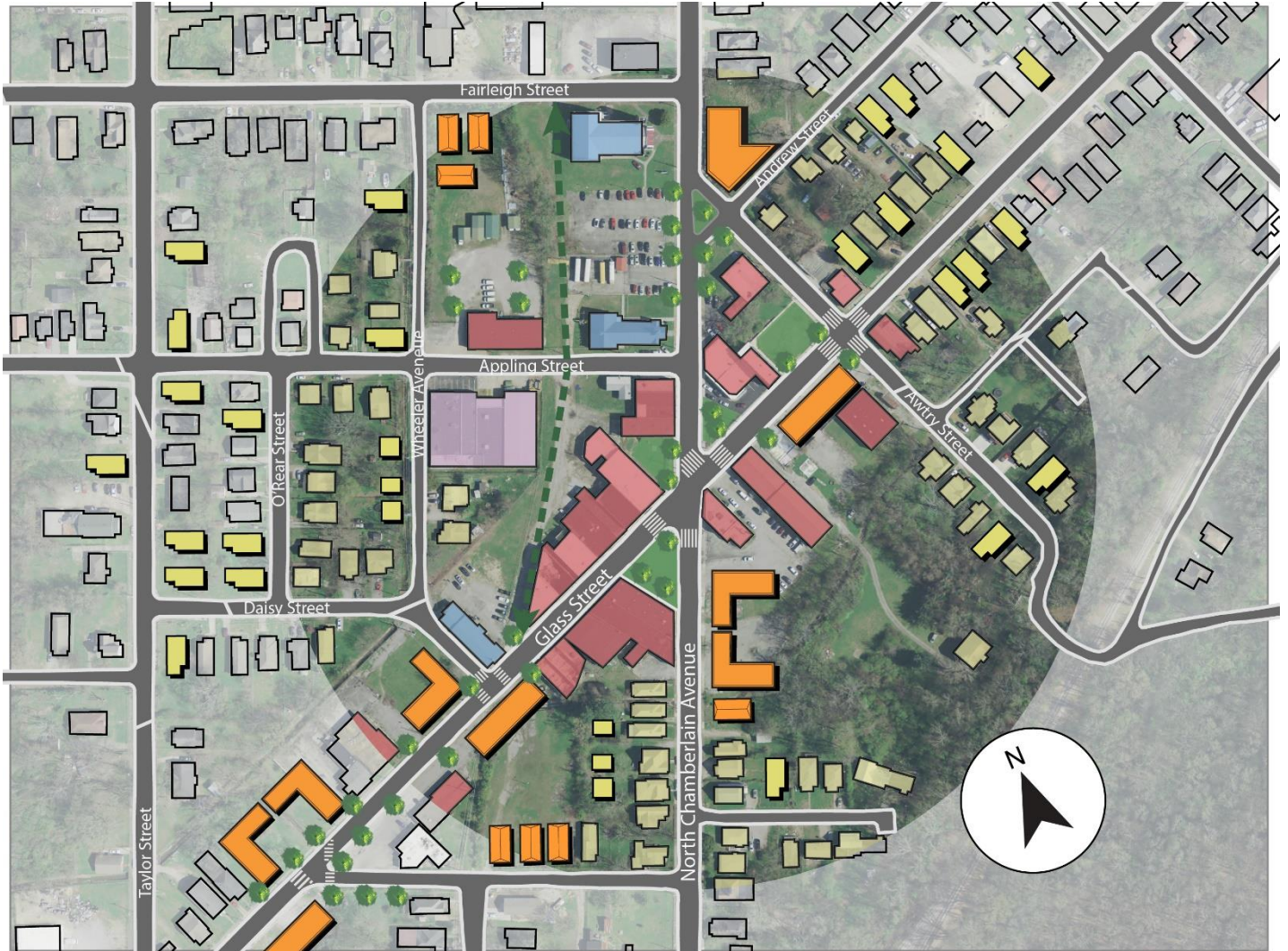
- A variety of new shops, restaurants, and restaurants have filled formerly vacant storefronts.
- New mixed-use buildings front directly onto the sidewalks, with retail on the ground floor and offices and apartments above.
- Ample sidewalks and street trees . . . sidewalk cafes.
- Closure of the slip lane has produced a small plaza at the southwest corner of the intersection.
- Existing paint and planters at Awtry Street and North Chamberlain Avenue have been updated to a proper pedestrian crossing.
- Shared parking lots behind the buildings support the parking needs for the businesses and residents.
- Wide sidewalks, street trees, lighting, and crosswalks support pedestrian activity.

This Village Center is located on three of CARTA's transit routes:

- 10-C: Campbell St/Highway 58
- 10-G: Glenwood
- 19: Cromwell Road



*Glass Street and North Chamberlain Avenue - Village Center (VC)*





### 9.2.2 Glass Street to Dodson Avenue - Mixed Use Corridor (MC)

This Mixed Use Corridor includes a portion of Glass Street and a segment of Dodson Avenue north of the railroad track. This area has fewer historic buildings and more vacant land than the Village Center at Glass Street and Dodson Avenue, but has great potential as a Mixed Use Corridor that supports the Village Center and the surrounding neighborhood. An existing building at Glass and Crutchfield currently being renovated for a grocery store, has the potential to catalyze new interest in the area.

*Image below: Existing Conditions with view of Glass Street looking east from Dodson Avenue. Note the existing street trees and on-street parking.*



#### Characteristics

- The intersection of Glass St., Dodson Ave. and Crutchfield St. produces a triangular “island”, which makes for interesting urban design opportunities. This is currently used by a small restaurant.
- Children at Hardy Elementary and the East Chattanooga YFD Recreation Center use the sidewalks in this area frequently.
- A number of public infrastructure improvements have been made in recent years, including restriping of streets, crosswalks, bike lanes, and bus shelters.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 4,644 vehicles (Wilder St.)
- 7,154 (Dodson Ave.)

**Functional Classifications:** Urban Major Collectors

**Transit Service:** #10A Avondale

## Challenges

- Sidewalk coverage and quality remains an issue in some places, especially at the Glass-Dodson-Crutchfield intersection around the “triangle”.
- Residents cite a lack of accessible green space in the area.
- Vacant land along Dodson Avenue has a negative impact on community character and taxable property values.

**9.2.2.1 Recommendation:** Explore the acquisition of the “triangle” at Glass, Dodson, and Crutchfield for a public plaza or park and conduct a meaningful public engagement process to create a desirable open space for the community.

**9.2.2.2 Recommendation:** Pursue redevelopment of the City-owned property at 2339 Infantry Road for infill residential development that closely represents the description of the designated Urban Residential (UR) Place Type.

**9.2.2.3 Recommendation:** Extend streetscape improvements, similar to the pattern found at Glass and Chamberlain, to the Glass and Dodson intersection to connect the Village Center with the new grocery store.



*These multi-family development examples include cottage courts, live-work units, apartments, and residential units over commercial.*



### 9.2.3 Campbell Street & New York Avenue - Neighborhood Node (NN)

This Neighborhood Node serves as the northeastern gateway into East Chattanooga, highlighting the natural landscape found around Missionary Ridge. Both the Estdale (8) and East Chattanooga-Campbell Street (10-C) CARTA routes pass through this intersection. The nearby residents of Gaylan Heights as well as the number of commuters traveling from the Bonny Oaks/Hwy 58 area should provide adequate support for a Neighborhood node in this location.  
*Image right: Existing Conditions*



#### Characteristics

- All properties at this intersection contain automobile-oriented businesses and, with only one exception, are zoned C-2 Convenience Commercial.
- Battery Heights apartments (144 units) and a Borden dairy facility (10 employees) are situated close-by along Campbell Street and Vinewood Drive, respectively.

#### Challenges

- The intersection has limited traffic signage, wide drive lanes, and underutilized right-of-way.
- Through traffic on Campbell Street / Bonny Oaks often passes on the shoulder when cars are queued to turn.
- There is very little sidewalk infrastructure. Vehicular traffic counts currently do not warrant pedestrian crosswalks.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 14,256 (Bonny Oaks Dr.)

**Functional Classification:** Principal Arterial

**Transit Service:** #10C Campbell St. / Hwy 58,  
#19 Cromwell Rd.

**9.2.3.1 Recommendation:** Explore options for realignment of the intersections to promote safer mobility conditions.

**9.2.3.2 Recommendation:** Install wayfinding signage or public art to signify arrival at the edge of this community in conjunction with redevelopment.

**9.2.3.3 Recommendation:** Encourage property owners to screen existing outdoor storage.

**9.2.3.4 Recommendation:** Promote neighborhood serving uses that are non-auto-oriented at this Neighborhood Node.

**NOTE:** The drawing and description below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.



### ***New York Avenue & Campbell Street - Neighborhood Node (NN)***

*In this concept, realigning the awkward intersection of Vinewood Drive and Birchwood Drive, and the intersection of Birchwood Drive and Campbell Street, has improved safety for pedestrians and motorists.*

*Small, new neighborhood-serving businesses have located around the new intersection. Their storefronts, which open directly onto the sidewalks, make these shops more visible to daily commuters passing through. Rows of trees and shrubs line the street, screening the shared parking lots and outdoor storage areas of existing and new businesses, creating a much nicer experience for the pedestrian clientele that live nearby. In fact, 12 new two-story townhomes have been built along Vinewood Drive, across from the Battery Heights Apartments, putting more residents within walking distance of these stores and offices.*

*Colorful wayfinding signs identify this intersection as a gateway to the nearby Battery Heights and Gaylan Heights neighborhoods.*

### 9.2.4 Harrison Pike & Meadow Lane- Crossroads (XR)

Nestled between Billy Goat Hill and South Chickamauga Creek are a few commercial businesses along Harrison Pike that serve the nearby residential neighborhoods as a Crossroads. *Images below: Existing Conditions*



#### Characteristics

- A local sports bar draws the majority of customers to this center. Other commercial uses are non-retail.
- Surrounding land uses include suburban residential development to the north and east (including a small mobile home park), and undeveloped forested land to the south.
- The forested land to the south and uphill appears to have been platted for a subdivision that was never completed. It is on slopes of 25% or greater.
- Harrison Pike is a designated bike route with marked “sharrows”.

#### Challenges

- The rural development pattern here features wide drive lanes, front-loaded parking, and no sidewalks, making it difficult to accommodate ~~for~~ forms of mobility other than cars.
- Non-retail commercial uses provide jobs and contribute to the overall economy, but aren’t neighborhood serving uses.
- Under current regulations, development of the forested steep slopes to the south may have detrimental effects to properties downhill.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 4,877 (Harrison Lane)

**Functional Classifications:** Urban Major Collector

**Transit Service:** None

**9.2.4.1 Recommendation:** Encourage property owners to consolidate parking and create more pedestrian-friendly edges to the parking lots with landscaping.

**9.2.4.2 Recommendation:** Encourage property owners to screen existing outdoor storage.



**9.2.4.3 Recommendation:** *Promote neighborhood serving uses that are non-auto-oriented at this Neighborhood Node.*

### 9.2.5 Wilder Street & Dodson Avenue - Neighborhood Node (NN)

Because Wilder Street is the only street north of Wilcox Boulevard that crosses the railyards, this node has the potential to serve both the Boyce Station and Riverside neighborhoods. Situated in the middle of Boyce Station, the 3000 and 3100 blocks of Dodson Avenue already include a national retailer and a number of local businesses. *Image right: Existing Conditions*



#### Characteristics

- Wilder Street is an important connection to the Riverpark and jobs in the Amnicola Highway area as well as the National Park Service units to the east.
- Recent investments in bike lanes, sidewalks and handicapped accessible curbs make for a more comfortable pedestrian experience.
- The Neighborhood Node is surrounded mostly by single-family housing.

#### Challenges

- There are a number of vacant residential and commercial parcels that feature outdoor storage or auto-oriented uses nearby that detract from the overall character.
- The parcel on the southwest corner of Dodson Avenue and Wilder Street has a parking lot curb cut that extends along the entire frontage, which reduces pedestrian safety.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 4,644 (Wilder St.)

**Functional Classifications:** Urban Major Collectors

**Transit Service:** #10A Avondale

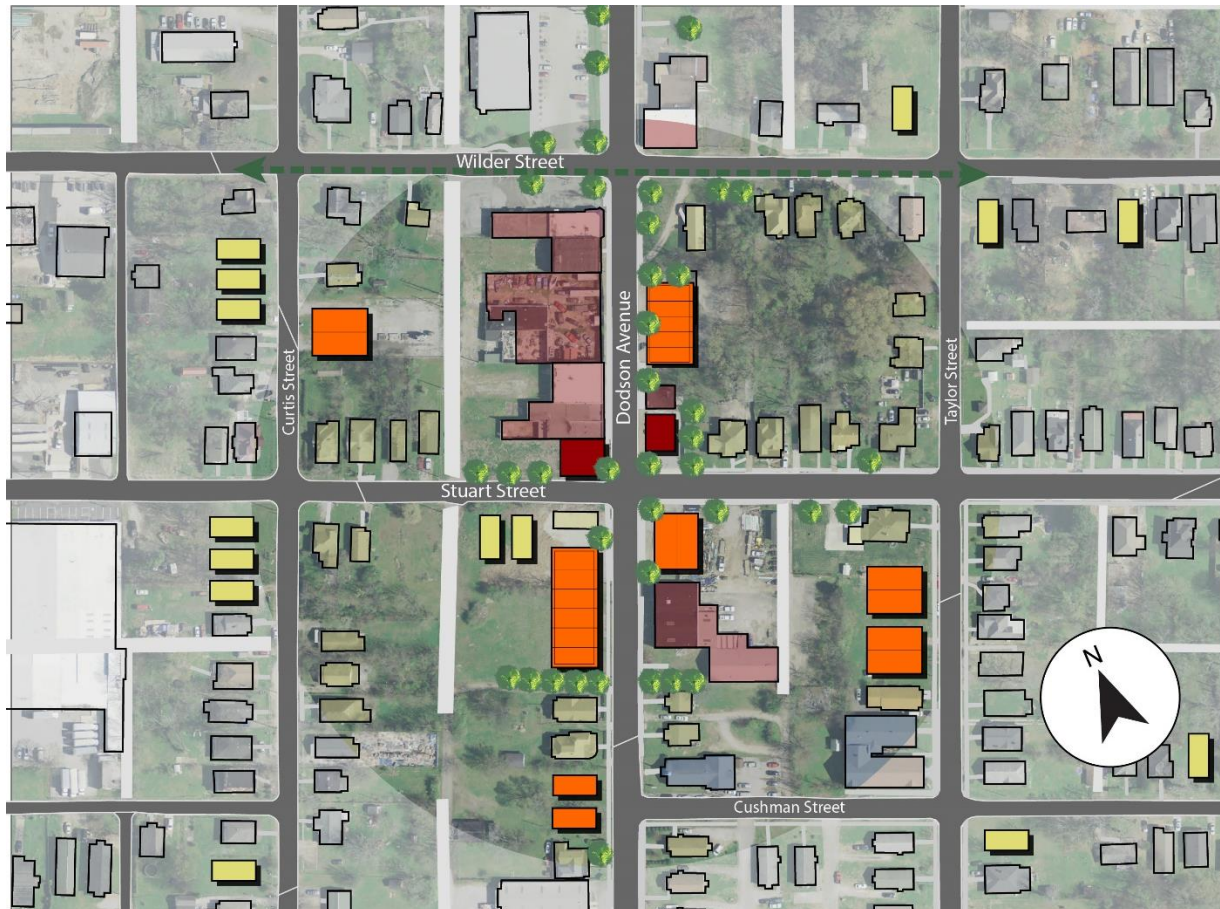
**9.2.5.1 Recommendation:** *Extend sidewalks west along Wilder Street and Stuart Street to the bridge.*

**9.2.5.2 Recommendation:** *Screen the Electric Power Board (EPB) facility on 3008 Curtis Street near Brown Alley.*

**9.2.5.3 Recommendation:** *Pursue redevelopment of the City-owned parcel at 3001 Dodson Avenue that closely represent the description of the designated Neighborhood Node (NN) Place Type.*



**NOTE:** The drawing and description below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.



### ***Wilder Street & Dodson Avenue - Neighborhood Node (NN)***

*In this future scenario, a new local restaurant at the Stuart Street intersection adds to the revitalization of the block of renovated storefronts along Dodson Avenue. Landscaping and picnic tables along Stuart Street, at Brown Alley, have created a small outdoor dining area for the restaurant and neighborhood green space for nearby residents. Street trees line the sidewalks, providing shade for shoppers.*

*New townhomes, 4-plexes and single-family homes have cropped up on vacant lots within a two block radius. Shared parking behind these businesses and residences is now accessed from the alleys.*

*The recently added bus shelter at Dodson and Stuart accommodates riders commuting to jobs along 3<sup>rd</sup> Street and downtown via CARTA's Avondale route.*

*Bikeways along Wilder Street provide another means of transportation to from this vibrant Boyce Station Neighborhood Node to major employers along the Riverside/Amnicola corridor, and to Glass Farm and the Sherman Reservation to the east.*

### ***9.2.6 Amnicola Highway & Latta Street - Neighborhood Node (NN)***

This Neighborhood Node, which already includes a post office, a fraternal hall, a light manufacturing company, an event hall, and offices, serves the Riverside neighborhood as well as businesses along

Amnicola Highway. With improvements, a meaningful pedestrian connection could be made between neighborhoods to the east and the Tennessee Riverpark to the west. *Images below: Existing Conditions*



#### Characteristics

- The Tennessee Riverpark and a nearby Bike Chattanooga station lie just across Amnicola Highway. The Riverside Neighborhood Park is located at Crutchfield Street and Queens Drive.
- Nearly 300 employees are employed at an adjacent manufacturing facility. Most nearby homes are single-family dwellings.
- Prime farmland soil lies to the west (around River Park Terminal Road and the Amnicola Marsh).
- Riverside Drive forms the eastern gateway to the Riverside neighborhood.

#### Challenges

- While there is a pedestrian crossing at Amnicola and Latta, the width of the road, the speed of traffic, and signal timing create a difficult pedestrian crossing.
- Riverside Park belongs to the Cincinnati, New Orleans and Texas Pacific Railway.
- Nuisance noise and odors come from the rail yard to the east of the community park.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 33,534 (Amnicola),
- 4,430 (Riverside near Latta)

**Functional Classifications:** Principal Arterial (Amnicola)

**Transit Service:** #28 Amnicola Hwy / Chatt State



**9.2.6.1 Recommendation:** *Improve the roadway design and install pedestrian safety improvements at the intersection of Amnicola Highway and Latta Street to provide a connection to the TN Riverpark, enhance safety, and to reduce motorist speed.*

**9.2.6.2 Recommendation:** *Add wayfinding signage to promote the connection this node has to the Riverpark.*

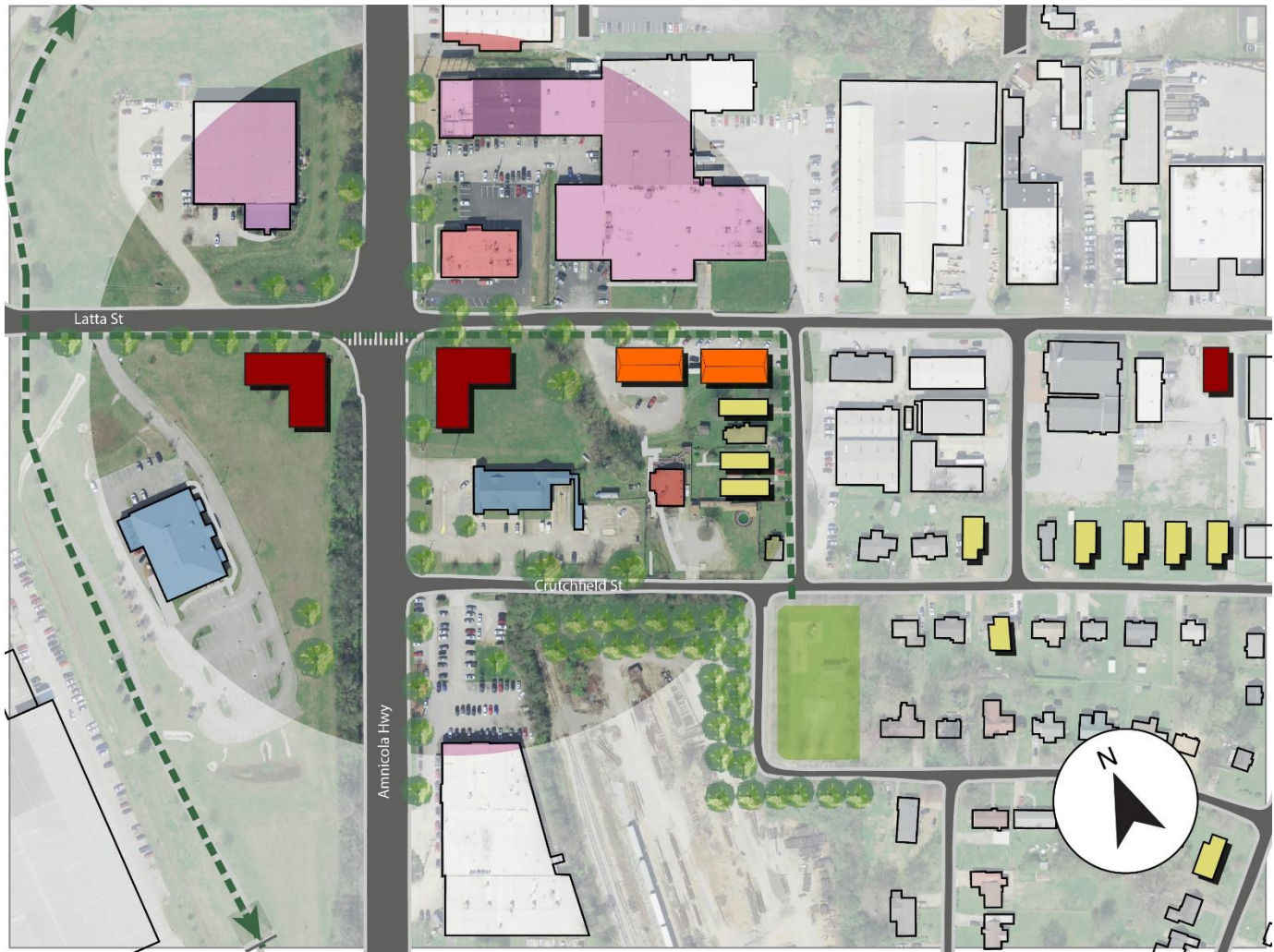
**9.2.6.3 Recommendation:** *Consider acquiring Riverside Park from the railroad.*

**9.2.6.4 Recommendation:** *Encourage property owners to consolidate parking and create more pedestrian-friendly edges to the parking lots with sidewalks and landscaping.*



*The Riverside neighborhood is envisioned as a walkable node that connects businesses, employers and a local post office to nearby residences and parks.*

**NOTE:** *The drawing and description below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.*



### ***Annicola Highway & Latta Street - Neighborhood Node (NN)***

*The above illustration proposes a future scenario as envisioned by the plan. While located only 700 feet from the Riverwalk, it seemed much farther for residents of the Riverside neighborhood until a new pedestrian crossing was installed at Latta Street. Neighbors and some 300 employees, from the adjacent industry, can now easily join other walkers, joggers, and cyclists along the Tennessee River without needing to drive there.*

*New businesses flanking the intersection serve both Riverside residents and the 33,000 commuters who travel this busy corridor each day, along with the existing post office, fraternal hall, event hall and other established businesses.*

*Street trees and shrubs screen existing parking lots from the streets, and the railroad storage area from Riverside Park.*

*The addition of two small apartment buildings at Latta and Belle Arbor Avenue, along with several new single-family homes, have brought new families to this quiet neighborhood, described by long-time residents as, at one time, being "out in the country."*



### 9.2.7 Other Subarea-North Neighborhood Recommendations

**GOAL:** Trails and other recreation opportunities complement important natural features, historic sites or habitats and are well-connected to Historic River-to-Ridge neighborhoods.

**9.2.7.1 Recommendation: Boyce Station and Glass Farm** – Improve pedestrian and bicycle connections, from the designated Village Center at Glass Farm to Billy Goat Hill, the Tennessee Valley Railroad Museum (TVRM), the South Chickamauga Greenway and the National Military Park units along Missionary Ridge, with interpretive signage or public art that highlight the community’s history.

**9.2.7.2 Recommendation: Battery Heights and Boyce Station** – Preserve the State of Tennessee property for future open space and create pedestrian connections to it from these two neighborhoods.

**9.2.7.3 Recommendation: Riverside** – Research solutions to ameliorate the odors and noise noted by the Riverside neighborhood at Riverside Park near the rail yards.

**9.2.7.4 Recommendation: Amnicola Highway** – Add more Chattanooga Bike Share stations to the Riverside and Boyce Station neighborhoods to connect with existing Bike Share stations found along the Amnicola Highway corridor and the TN Riverpark to better serve the Subarea North neighborhoods.

**GOAL:** East Chattanooga’s early history is preserved and celebrated.

**9.2.7.5 Recommendation: East Chattanooga** – Identify, preserve, and highlight important landmarks in area, stories and documented historic artifacts, such as the following, through interpretive signage, public art, and future cultural centers.

- Boyce Station – Boarding House and original station location at Elmendorf
- Streetcar suburbs – Glass Farm, Avondale, etc.
- Civil War Bridge - near Waterhaven at South Chickamauga Creek
- East Chattanooga Rail Station – TVRR museum western entry
- Chattanooga’s first African-American communities – Bushtown, Riverside, etc.
- Glass Street Commercial District

**NOTE:** Any park related Recommendations should be reviewed as part of the City’s upcoming Parks and Greenways Master Plan which will direct City policy for new parks and park programming.



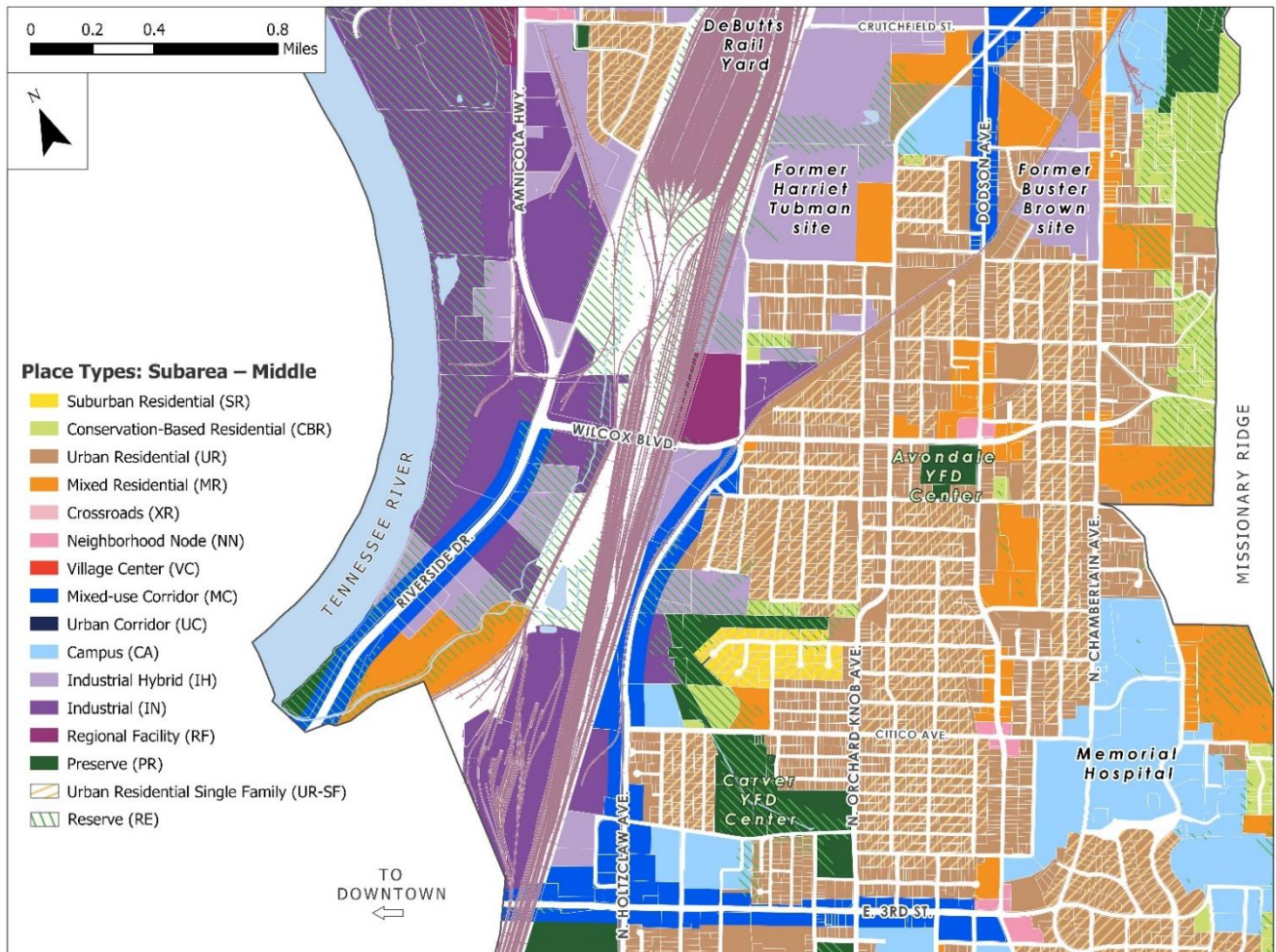
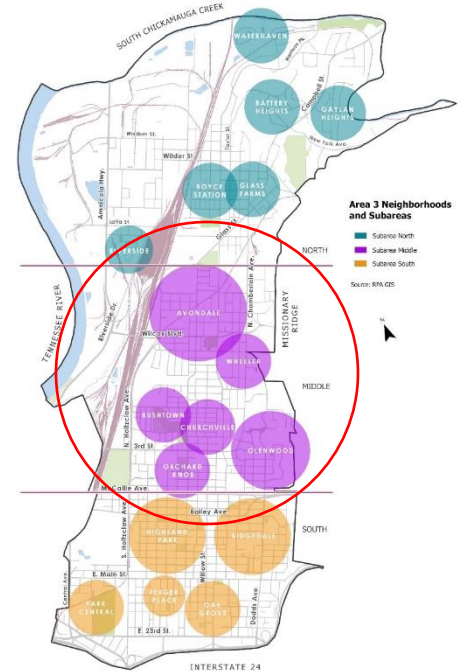
### 9.3 Subarea – Middle

This subarea is generally described as the area between Infantry Road and McCallie Avenue that includes the following neighborhoods:

- Avondale
- Wheeler
- Churchville
- Glenwood
- Bushtown
- Orchard Knob

*Note: Neighborhoods may lapse into multiple subareas and are not represented here as fixed boundaries. The map below is provided as a more detailed inset of the Place Types map presented in Chapter 7, Figure 30. Insert Plan View legend.*

*Sub-area map to be replaced with an updated Place Types Map inset. See page 141 for the current version.*





### 9.3.1 East 3rd Street – Mixed Use Corridor (MC)

East 3<sup>rd</sup> Street connects the downtown and the University of Tennessee at Chattanooga, and Erlanger Hospital, to CHI Memorial Hospital and other Historic River-to-Ridge destinations. It serves the Bushtown, Orchard Knob, Churchville, and Glenwood neighborhoods. *Images: Current Conditions*



#### Characteristics

- Many churches, schools and medical facilities are located along this corridor.
- 3<sup>rd</sup> Street is part of the “Health and Wellness Corridor” that connects the Erlanger hospital campus to other hospital facilities and services to the east.
- A number of green spaces are located along or near East 3<sup>rd</sup> Street and Orchard Knob Avenue, including the Orchard Knob Reservation, Churchville Mini Park, and Carver Park.
- East 3<sup>rd</sup> Street is locally controlled by the City of Chattanooga, as opposed to similar east-west thoroughfares (Main Street and 23<sup>rd</sup> Street) that are controlled by the State Department of Transportation (TDOT).

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 12,619 (east of N. Holly)
- 10,048 (east of Derby)

**Functional Classifications:** Urban Minor Arterial

**Transit Service:** #10A Avondale, #19 Cromwell Rd.

#### Challenges

- While almost the entire corridor has sidewalks, it is not a pleasant place to walk. Many parking lots and drive-through fast food restaurants front the street, which detract from the potential for walkability due to multiple curb cuts that cause potential conflicts with sidewalk users.
- Opportunities for pedestrians to cross East 3<sup>rd</sup> Street are limited to a few signalized intersections, sometimes forcing pedestrians to walk several hundred feet out of their way to cross the street.
- Though green spaces are plentiful, they are not well connected to one another.

**9.3.1.1 Recommendation:** Prioritize any future street redesign of East 3<sup>rd</sup> Street to align with the Mixed Use Corridor (MC) Place Type. Ensure this redesign is compatible with plans for the East 3<sup>rd</sup> Street “Health and Wellness Corridor” west of the railyards.

**9.3.1.2 Recommendation:** *Develop a plan for improving and better connecting the parks and green spaces around East 3<sup>rd</sup> Street and Orchard Knob Avenue with the surrounding neighborhoods.*

**9.3.1.3 Recommendation:** *Incentivize property owners to screen parking and outdoor storage to enhance the attractiveness of the East 3<sup>rd</sup> Street Corridor.*

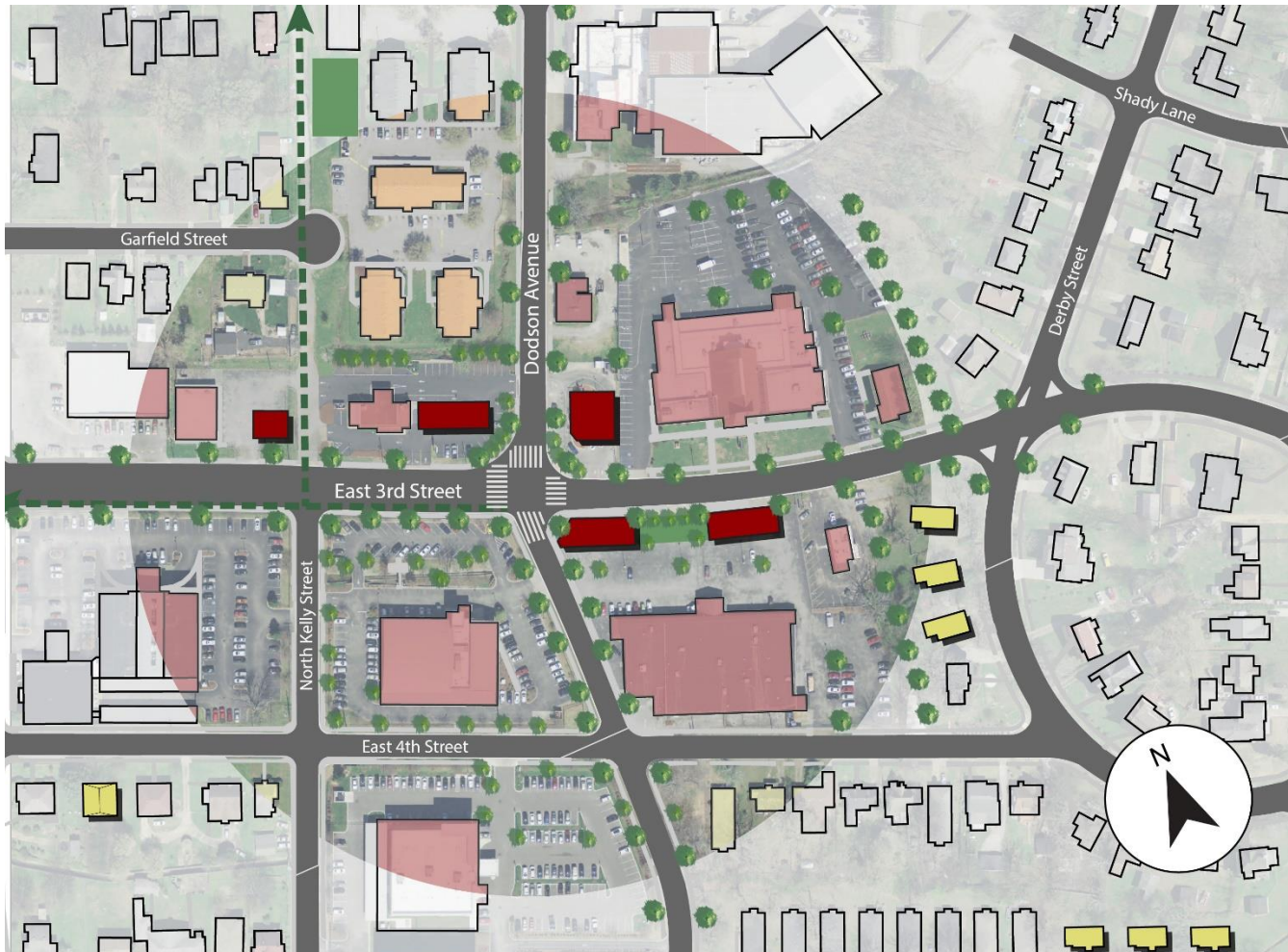
**9.3.1.4 Recommendation:** *Study potential locations where pedestrian crossings may be warranted.*



*Within Area 3 there are multiple opportunities to enhance the public realm with parking lot landscaping, walking paths, street trees, outdoor plazas or seating as shown above.*

**NOTE:** *The drawing and description below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.*





### ***East 3rd Street – Mixed Use Corridor (MC) and 3<sup>rd</sup> & Dodson Neighborhood Node (NN)***

*Adults and school children will feel safer when walking along, or crossing, the busy Third Street corridor thanks to enhanced crosswalks at some intersections and a new 6-foot wide grass strip with trees, located between the sidewalk and the street. New buildings, housing medical offices and other businesses, are being built close to the sidewalk with parking to the rear, which is also facilitating 3<sup>rd</sup> Street's transition to a more pedestrian-friendly corridor.*

*Business owners with parking lots that already front the street are adding trees and landscaping to soften those edges; and they are starting to share parking spaces with their neighbors, further reducing conflicts between pedestrians and cars pulling in and out.*

*New transit shelters serve riders on CARTA's three bus routes that travel along 3<sup>rd</sup> Street.*

*Greenways connect the existing parks along the corridor with the Bushtown, Orchard Knob, Churchville, and Glenwood neighborhoods.*

*The growing node at 3rd and Dodson/Lyerly serves as a gateway into the historic Glenwood neighborhood. Green spaces, just west of Derby Street, provide a soft transition between these commercial businesses and the stately single-family homes.*

### 9.3.2 Dodson Avenue - Neighborhood Nodes (NN)

- Dodson Avenue & East Third Street
- Dodson Avenue & Citico Avenue
- Dodson Avenue & Wilcox Boulevard

These three intersections along Dodson Avenue serve various Historic River-to-Ridge neighborhoods, including Avondale, Bushtown, Churchville, Glenwood, Orchard Knob, and Wheeler. Dodson Avenue is now currently served by CARTA's route 10C. It is an important north-south connector and Citico Avenue, East 3<sup>rd</sup> Street, and Wilcox Boulevard are important connecting east-west routes that intersect Dodson. These

three intersections also have several existing businesses that form the basis for future Neighborhood Nodes. *Images Right: Current Conditions*



#### Characteristics

- The new transit service, right-of-way width, bike lanes and sidewalks make it a viable location for new multi-family development, with densities to support transit.
- These Neighborhood Nodes are currently home to a variety of small restaurants, convenience stores, and churches.
- Much of the land surrounding these Neighborhood Nodes is occupied by single-family homes.
- There are several community services along Dodson Avenue, including the Avondale YFD Recreation Center and the Erlanger Community Health Center.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 9,091 (Dodson Ave. and Blackford St.)
- 7,154 (Dodson Ave. and Ruby St.)

**Functional Classifications:** Urban Minor Arterial (Dodson, Wilcox)

**Transit Service:** None

#### Challenges

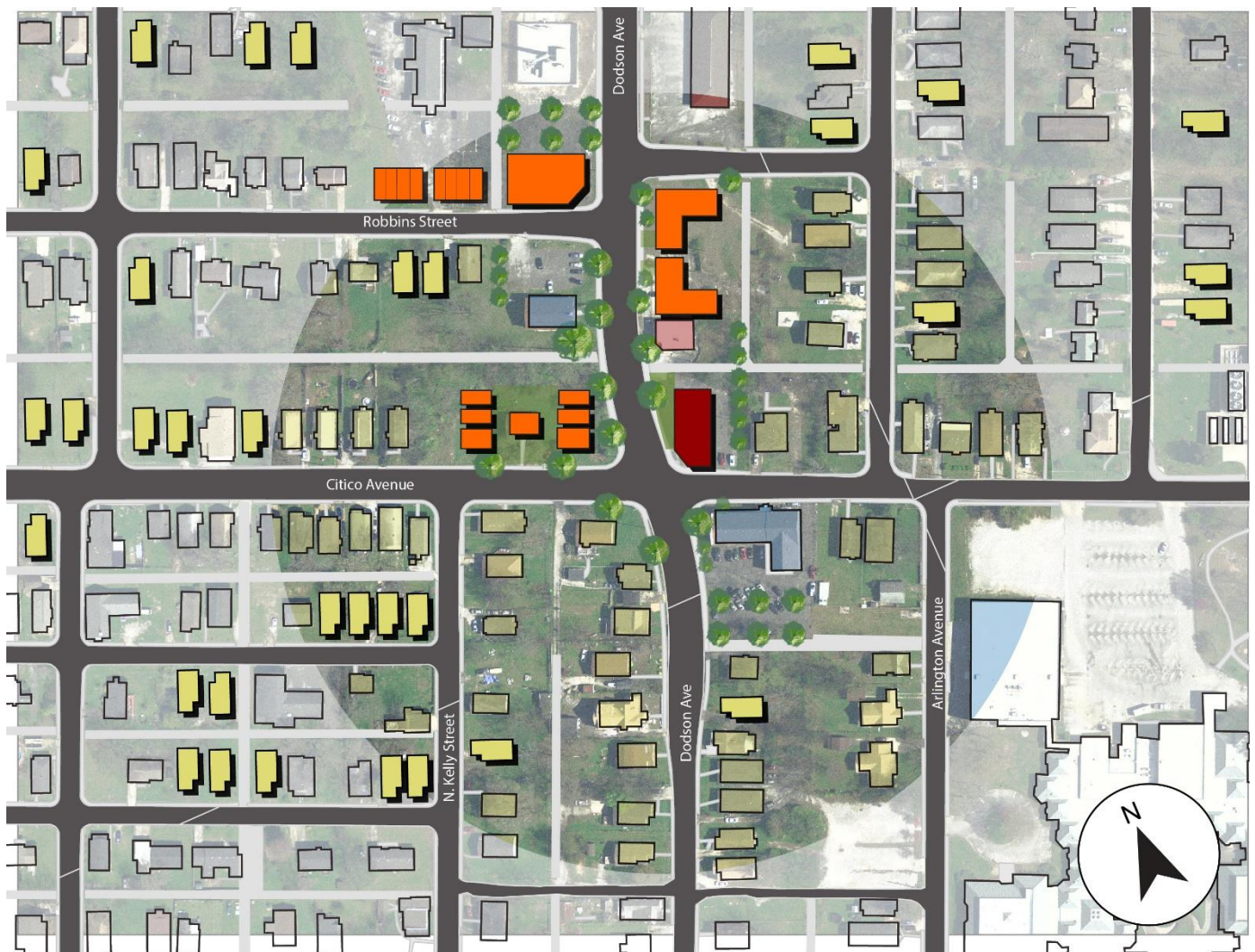
- There is currently no transit service along Dodson Avenue, however the right-of-way width, bike lanes and sidewalks may make it a viable option for transit in the future if new multi-family development, with densities that can support transit, is built along the corridor.
- Several large vacant properties exist along Dodson Avenue and at the Neighborhood Nodes.
- Some signalized intersections have wide slip lanes and no pedestrian signals or crosswalks, making them feel unsafe to cross.



**9.3.2.1 Recommendation:** Implement traffic calming measures at Wilcox and Dodson to improve pedestrian safety for children coming and going from the new Avondale YFD Recreation Center. Potential improvements may include a right-sizing for Wilcox Boulevard, on-street parking, bike lanes, high visibility crosswalks, and school bus parking.

**9.3.2.2 Recommendation:** Introduce a north-south CARTA route, whether through the creation of a new route or by relocating an existing route, as redevelopment intensifies along Dodson Avenue.

**NOTE:** The drawings and descriptions below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.



### **Dodson Avenue & Citico Avenue – Neighborhood Node (NN)**

A small retail building and some multi-family housing, built on formerly vacant lots north of Citico Avenue, provide neighborhood services and housing options for the Churchville and Wheeler communities. Many residents in these new apartments take advantage of CARTA's Route 10-C for their daily work commutes to Erlanger or downtown, while others walk or ride bikes along Citico to their jobs at Memorial Hospital.

Upgraded crosswalks, and the addition of trees along the street, provide children with a safer, and more shaded, walk along Citico Avenue to the Carver Recreation Center – just 6 blocks away.





**Dodson Avenue & Wilcox Boulevard – Neighborhood**

**Node (NN)** CARTA’s new Route 10-C and the Avondale Recreation Centers have helped spur the redevelopment of this Neighborhood Node at Dodson and Wilcox. A new local restaurant, barber shop and professional offices now complement the existing convenience store. Ball games, movies in the park, and the weekly farmer’s market at the Avondale Recreation Center have turned this Neighborhood Node into the community gathering place for Avondale residents.

In the future scenario described above, thanks to the new crosswalks, street trees, and on-street parking, that shield pedestrians and cyclists from the busy commuter traffic along Wilcox Boulevard, children - and their parents - feel much safer walking to and from, or catching the bus at the Rec Center.





### 9.3.3 Riverside Drive - Mixed Use Corridor (MC)

While much of Riverside Drive/Amnicola Highway is a high traffic volume commuter route, the section between Wilcox Boulevard and Citico Creek has a collection of retail, restaurant, and other businesses that could serve as the beginning of a Mixed Use Corridor. *Images below: Existing Conditions*



#### Characteristics

- The proximity to downtown and the Tennessee River make this stretch of Riverside Drive very convenient for commuters and outdoor enthusiasts.
- A \$40 million, 280-unit apartment complex is under construction at 1428 Riverside Drive just east of Citico Creek. It is the only nearby residential use.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 9,153 (Main)
- 6,624 (Holtzclaw)

**Functional Classifications:** Urban Minor Arterials

**Transit Service:** #9 East Lake

#### Challenges

- Five drive lanes, separated by a center turn lane, in addition to a posted speed limit of 50 mph, make for a very auto-oriented corridor. There is currently only one place for pedestrians to cross – at the signalized intersection between Rock Creek and the Chattanooga Endoscopy Center.
- The predominant development pattern is buildings set back from the street, with green space or parking in front.

**9.3.3.1 Recommendation:** Study potential safety improvements along the Riverside Drive Corridor to enhance pedestrian activity.

**9.3.3.2 Recommendation:** Study the feasibility of crossings at the signalized intersection to reinforce pedestrian safety and connections to the nearby TN Riverpark.

**9.3.3.3 Recommendation:** Enhance the attractiveness of the Riverside Drive Corridor by screening parking or outdoor storage.

### 9.3.4 North Holtzclaw Avenue - Mixed-Use Corridor (MC)

The Mixed-use Corridor of Holtzclaw Avenue runs from 3<sup>rd</sup> Street to Wilcox Boulevard. Although used as a major thoroughfare, the sparse development and wooded lots along the corridor gives it a parkway aesthetic. *Image Right: Current Conditions*



#### Characteristics

- A railroad owned and operated by the Tennessee Valley Railroad (TVRR) runs parallel to Holtzclaw for the entire length of the Mixed-use Corridor. The TVRR Museum uses this for rides to and from Georgia, though commercial freight occasionally operates on it as well.
- Several lots along the eastern side are heavily wooded and contribute to the urban forest canopy.
- The majority of uses along the corridor are industrial in nature. There are some governmental facilities as well, like the Chattanooga Housing Authority and the Orchard Knob Pumping Station.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 14,360

**Functional Classifications:** Urban Minor Arterial

**Transit Service:** #7 Chattanooga Housing Authority, #19 Cromwell Rd.

#### Challenges

- The lack of property frontage along the western side of Holtzclaw, due to the railroad track, makes it difficult for buildings to address the street and create a sense of place.
- Though a sidewalk runs the length of this corridor on the eastern side, a lack of destinations within close proximity to each other, and a lack of tree canopy, green verge between the sidewalk and busy street, and other pedestrian amenities make for an unpleasant walk.

**9.3.4.1 Recommendation:** Plant street trees where feasible along both sides of Holtzclaw Avenue to emphasize the corridor's role as a parkway and to provide shelter and comfort for pedestrians.

### **9.3.5 Other Subarea-Middle Neighborhood Recommendations**

**GOAL:** Sidewalks, trails and other recreation opportunities complement important natural features, historic sites or habitats and are well-connected to Historic River-to-Ridge neighborhoods.

**9.3.5.1 Recommendation: Buster Brown site** - When the Buster Brown site is redeveloped, include pedestrian connections to the surrounding neighborhoods and transit routes.

**9.3.5.2 Recommendation: Tubman Site** - Develop Mixed Residential (MR) housing on the eastern side of the Tubman site along Roanoke Avenue. Develop Urban Residential (UR) housing along Southern Street. Utilize green buffers and these moderate intensity residential uses to provide some separation between existing housing and the future industrial use.

**9.3.5.3 Recommendation: Tubman site** - Provide streetscape and sidewalk improvements along Roanoke Avenue as part of the Tubman site redevelopment.

**9.3.5.4 Recommendation: Tubman site** - Explore the potential for educational or vocational training at the former Garber Elementary school.

**9.3.5.5 Recommendation: Tubman site** - Improve pedestrian safety, ideally with pedestrian signals, along Roanoke Avenue between Southern Street and Glass Street **and** for students at Hardy Elementary.

**9.3.5.6 Recommendation: Holtzclaw/Citico Avenue area** - Study opportunities for redevelopment of the brownfield site across from Carver Park to the north.

**9.3.5.7 Recommendation: TN Valley Railroad Museum** – Consider enhancements to the TVRR Museum properties, such as a café, parking lot landscaping, wayfinding signage, and exhibits as well as tours of the repair sheds and switch station.

**9.3.5.8 Recommendation: TN Valley Railroad Museum** - Study the potential for using the abandoned right-of-way and old streetcar lines to provide pedestrian connections to the neighborhoods.

**GOAL:** Use of the existing YFD Recreation centers in Avondale and Bushtown has increased and the facilities are better connected to the neighborhoods.

**9.3.5.9 Recommendation: Avondale and Bushtown** - As part of the upcoming City Parks and Greenways Master Plan, study potential enhancements to the Carver Center and surrounding 22-acre park site such as improved entries, trees and landscaping, and public art.

**9.3.5.10 Recommendation: Avondale and Bushtown** - Add crosswalks and improve sidewalks between the Recreation Centers and neighborhoods.

**9.3.5.11 Recommendation: Avondale and Bushtown** - Consider adding Chattanooga Bike Share stations at the YFD Recreation Centers.

**GOAL:** Connections between the existing Glenwood YFD Recreation Center and the neighborhood are improved promoting more park use.

**9.3.5.12 Recommendation: Glenwood** – Install gateway enhancements, such as signage, historic markers, landscaping, and public art to highlight the historic Glenwood neighborhood.

**9.3.5.13 Recommendation: Glenwood** – Repair sidewalks and install crosswalks to improve pedestrian connections between the neighborhood and Recreation Center.

**9.3.5.14 Recommendation: Glenwood** - Enhance existing parks with elements such as lighting, benches, covered pavilions, restrooms, trees and landscaping.

**NOTE:** Any park related Recommendations should be reviewed as part of the City's upcoming Parks and Greenways Master Plan which will direct City policy for new parks and park programming.

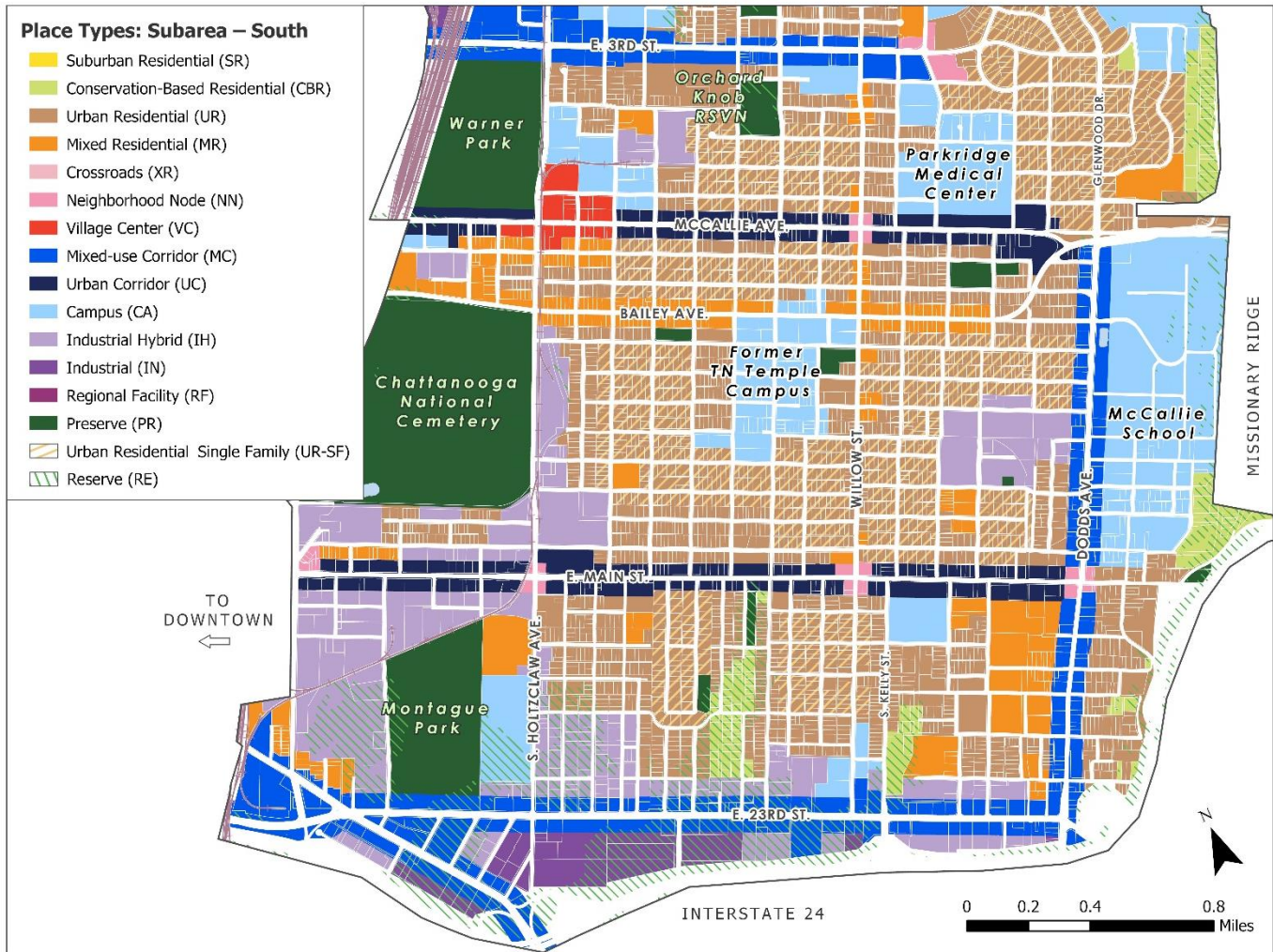
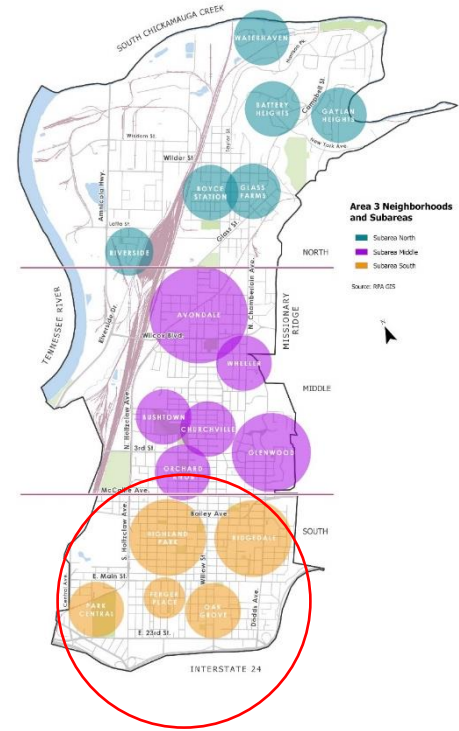


## 9.4 Subarea – South

This subarea is generally described as the area between McCallie Avenue and 23<sup>rd</sup> Street/I-24 to include the following neighborhoods:

- Highland Park
- Ridgedale
- Oak Grove
- Ferger Place
- Park Central

*Note: Neighborhoods may lapse into multiple subareas and are not represented here as fixed boundaries. The map below is provided as a more detailed inset of the Place Types map presented in Chapter 7, Figure 30. Insert Plan View legend. Sub-area map to be replaced with an updated Place Types Map inset. See page 141 for the current version.*



### 9.4.1 McCallie Avenue & North Holtzclaw Avenue - Village Center (VC)

This multi-block area surrounding McCallie Avenue and North Holtzclaw Avenue serves numerous neighborhoods, as well as commuters traveling along these two major urban streets. This Village Center is adjacent to Warner Park and is home to several small retail stores and businesses. Due to the complexities of the existing conditions and sites involved, this Village Center is considered a long term project and one that will involve many partners including the Electric Power Board, Warner Park, the City Department of Transportation (CDOT) and local businesses. *Images below: Existing Conditions*



#### Characteristics

- Attendance at Warner Park facilities has the potential to increase pedestrian traffic that could help support the retail businesses along McCallie Avenue.
- Homes south of McCallie Avenue are mostly single-family, though there are several small apartment buildings that blend into the neighborhood.

#### Challenges

- Narrow sidewalks and fast moving traffic along McCallie Avenue have led to the installation of guardrails and the relocation of entrances off the corridor, resulting in a hostile pedestrian environment.
- The right-of-way around the railroad tracks on the eastern side of Holtzclaw Avenue is wide and is currently underutilized, but in the long-term could be used for commuter rail boarding platforms.
- There are limited opportunities for on-site parking for businesses where the building takes up the majority of the lot.
- Pedestrian access to Warner Park is limited by fencing.
- The Electric Power Board (EPB) has a large amount of property in the area being used for outdoor storage, offices, and solar panels, some of which fronts McCallie Avenue and Holtzclaw Avenue.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 12,833 (McCallie)
- 9,946 (Holtzclaw)

**Functional Classifications:** Urban Minor Arterial, Urban Corridor

**Transit Service:** #4 Eastgate / Hamilton Place



**9.4.1.1 Recommendation:** Explore opportunities to redevelop the north side of the 1300 and 1400 blocks of McCallie Avenue in a manner that supports the Village Center (VC) Place Type recommendation, in partnership with the Electric Power Board (EPB) and other major property owners on these blocks.

**9.4.1.2 Recommendation:** Work with EPB to create a shared public parking lot with solar panel canopies where the current solar array is located (similar to the southern parking lot at Finley Stadium).

**9.4.1.3 Recommendation:** Work with EPB to consolidate their campus where possible and screen outdoor storage.

**9.4.1.4 Recommendation:** Design and implement a linear park along the railroad right-of-way between Oak Street and Duncan Avenue to beautify the space and preserve this right-of-way for future rail transit service.

**9.4.1.5 Recommendation:** Install a gateway marker and improve access to Warner Park at the corner of McCallie Avenue and Holtzclaw Avenue to encourage pedestrian movement between the park and the Village Center.

**9.4.1.6 Recommendation:** Study traffic calming options to allow for expansion of the sidewalk on the south side of McCallie Avenue, promote parking best practices, and improve the public realm (see general Village Center recommendations for details).

**NOTE:** The drawings on this, and the facing, page and the description below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.



*McCallie Avenue as envisioned Village Center, complete with a transit/rail stop, new mixed-use buildings and an enhanced entry to Warner Park.*



**VILLAGE CENTER - McCallie Avenue & North Holtzclaw Avenue - (VC)** Looking east on McCallie Avenue from Warner Park toward the Holtzclaw intersection.

*In the rendering above and the illustration following, wider sidewalks, street trees, and lighting, and crosswalks, that came with the restructuring of McCallie Avenue at the Holtzclaw intersection, has greatly improved the walkability of this Village Center. Shifting the right-of-way slightly north facilitated the widening of the sidewalk on the south side of McCallie and the ability to get rid of the guard rail that had protected pedestrians on this narrow sidewalk for years.*

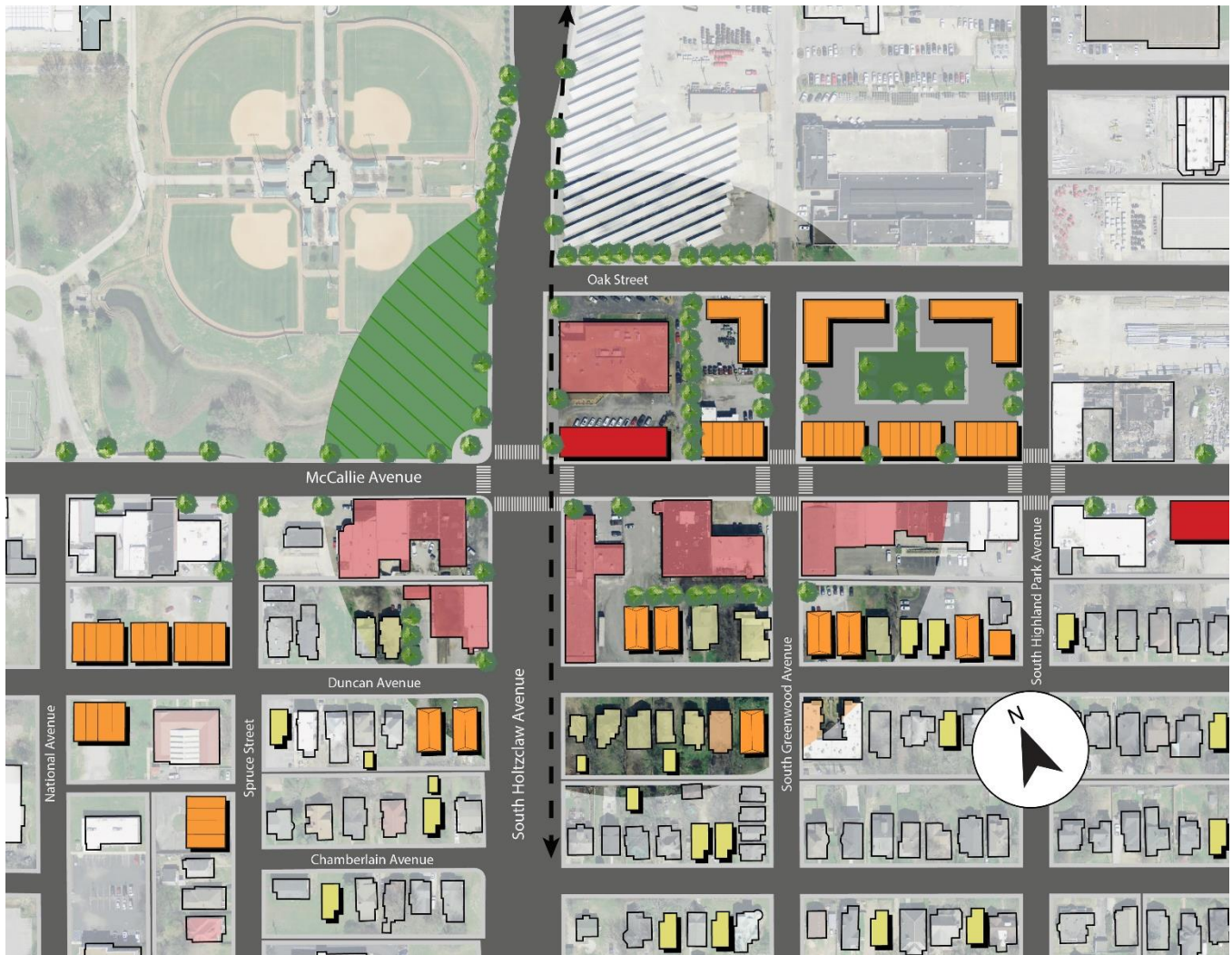
*Thanks to a public-private partnership with EPB and private developers, opened up possibilities for the new 6-story mixed-use development on the north side of the 1,300 and 1,400 blocks of McCallie Avenue. Daily commuters mix with apartment residents and office workers from these new buildings to activate the widened sidewalks, new stores, restaurants and outdoor cafes. Thanks to the addition of pedestrian paths and a beautiful walking bridge across the "pond" in Warner Park, softball enthusiasts can also now easily access the renovated storefronts and cafes on both sides of McCallie Avenue. Families celebrating their team's win are often seen in the new plaza taking photos in front of the brick sign and beautiful landscaping that now mark this new pedestrian entrance to Warner Park and the Chattanooga Zoo.*

*While parking was initially a concern for many businesses, when this redevelopment started, store owners now say the new shared parking arrangements on each block, behind the buildings, (similar to River Street on the North Shore) is working well. Raising EPB's solar panels (similar to those at Blue Cross and Finley Stadium) to accommodate parked cars underneath has provided additional parking for the whole area.*

*New single-family homes and "Missing Middle" housing are replacing the former vacant lots throughout the surrounding Highland Park and Orchard Knob neighborhoods, bringing even more residents back to the area.*

*Bicycle commuters are becoming a more frequent sight with the new bike route on Duncan Avenue and the bike share station at Warner Park. The growing ridership on CARTA's Route 4 (Eastgate/Hamilton Place) along McCallie Avenue has even revived interest in passenger rail, including the possibility of a rail station in the linear park on the east side of Holtzclaw at McCallie Avenue.*





*Historic storefronts provide interest and entry along the street, while in some instances customers may enter from rear parking areas or alleys. Parking may also be located under solar panels or within parking structures. The EPB solar lots already existing along Holtzclaw Avenue may provide shared parking for the Village Center in the future.*

### 9.4.2 McCallie Avenue - Urban Corridor (UC)

McCallie Avenue connects downtown to the Historic River-to-Ridge neighborhoods, and to more suburban neighborhoods east of Missionary Ridge. McCallie Avenue and Bailey Avenue were converted to one-way streets long ago to reduce commute times into and out of downtown, but the high traffic volumes and fast speeds along these corridors contributed to the decline of many businesses. These corridors were changed back to two-way traffic in more recent years to improve safety and promote the economic potential of these corridors.



*A view of the 1300 and 1400 blocks of McCallie Avenue looking southwest. Warner Park is in the upper right and Chattanooga National Cemetery is at the top left.*

#### Characteristics

- Warner Park and a large EPB facility, including offices and outdoor storage yards are located at the east end of McCallie Avenue within the Historic River-to-Ridge Area.
- Several medical facilities are located along McCallie Avenue, including Parkridge Medical Center.
- Most buildings west of Orchard Knob Avenue are built close to the street with parking in the rear, but further east the development pattern becomes more suburban, with buildings set back and parking in front.
- McCallie Avenue is described as a multi-modal corridor in the Regional Transportation Plan (RTP).

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 12,069 (near Warner Park)
- 15,142 (at Parkridge Medical Center)

**Functional Classifications:** Urban Minor Arterial

**Transit Service:** #4 Eastgate /Hamilton Place



## Challenges

- Large parking areas in front of many businesses make pedestrian travel less inviting and safe, and a lack of landscaping around most of these parking lots detracts from the visual quality of the corridor and adjacent neighborhoods.
- The use of guard rails along sidewalks indicates safety concerns for pedestrians.
- Where McCallie Avenue and the Dodds Avenue overpass intersect, the public realm lacks landscaping.

**9.4.2.1 Recommendation:** Encourage businesses to consolidate and share parking.

**9.4.2.2 Recommendation:** Make improvements to the South Orchard Knob Avenue intersection by narrowing the southbound drive lane and making better use of the remaining right-of-way space.

**9.4.2.3 Recommendation:** Explore opportunities for gateway signage, landscaping and public art at the Dodds Avenue overpass to signify a sense of arrival to the Historic River-to-Ridge Area.

**9.4.2.4 Recommendation:** Over the long-term, promote pedestrian safety and transit amenities along this corridor through improvements to sidewalk connections, transit stops, and streetscape enhancements. Due to the limited City capital resources, many of these improvements will take place as redevelopment occurs.



*Development types typically found along an Urban Corridor may include a mix of businesses and housing along with transportation facilities and parks.*

### 9.4.3 McCallie Avenue & Willow Street - Neighborhood Node (NN)

Three neighborhoods converge at this intersection: Highland Park to the southwest, Ridgedale to the southeast, and Orchard Knob to the north. Due to the existing structures and businesses found at this intersection as well as McCallie Avenue being a transit corridor, this area has the potential to serve as a Neighborhood Node. *Image Right: Existing Conditions*



#### Characteristics

- Three retail stores front the intersection, one of which has some historical design characteristics.
- Pedestrian infrastructure at the intersection is fairly good, with crossing signals and handicap accessible ramps.
- Bike facilities are present: Willow Street features a bike lane, and McCallie Avenue is a bike route with marked “sharrows”.

#### Challenges

- Despite there being two CARTA routes that stop at this intersection, there are no amenities for riders.
- The Willow Street bike lanes are unprotected. Protected lanes increase use of bike facilities, and reduce the risk of injury or accident.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 12,833 (McCallie)
- 6,093 (Willow)

**Functional Classifications:** Urban Minor Arterials

**Transit Service:** #4 Eastgate / Hamilton Place, #10C Campbell, #10G Glenwood

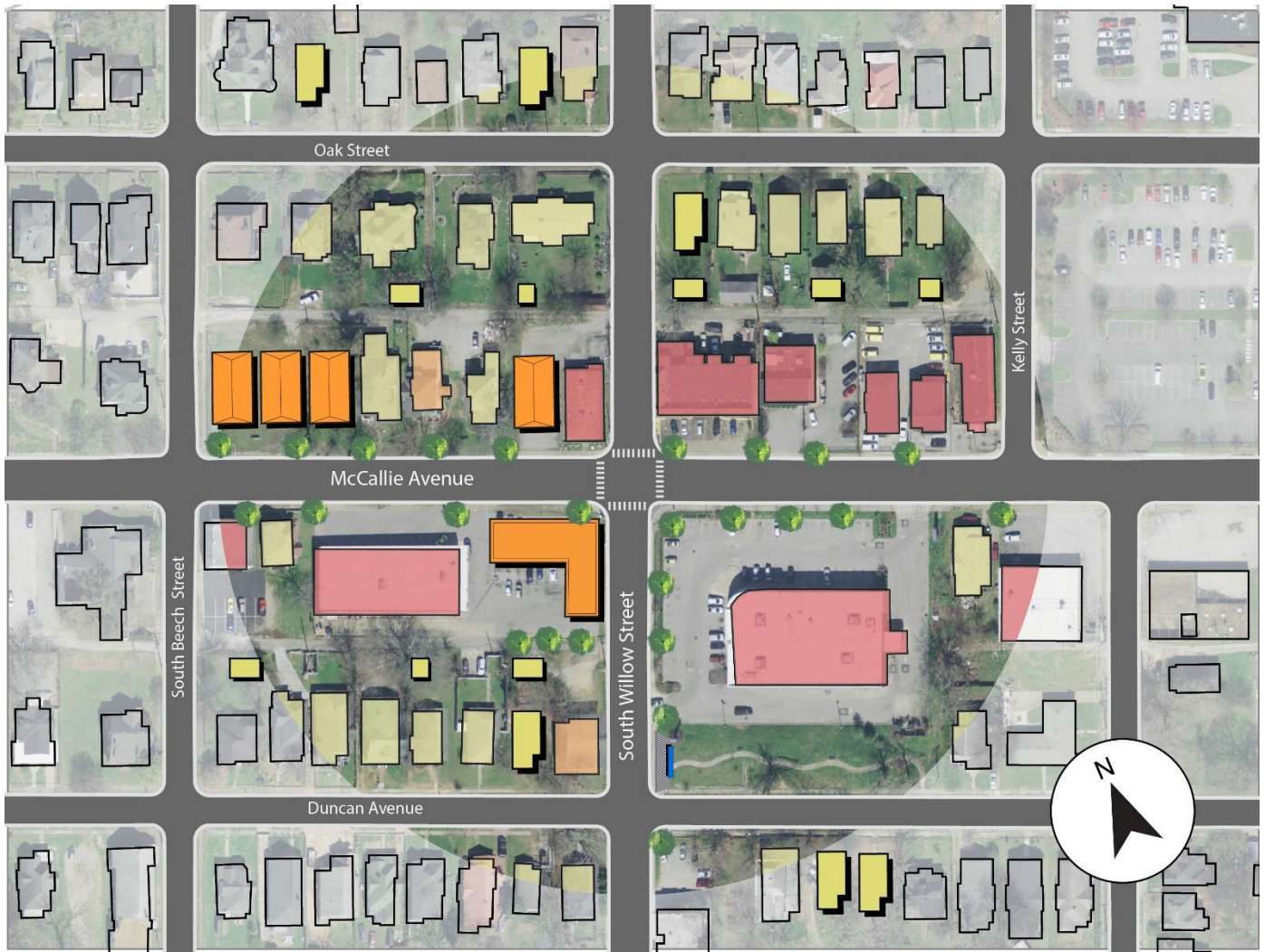
**9.4.3.1 Recommendation:** *Install transit amenities such as shelter, seating, and improved signage.*

**9.4.3.2 Recommendation:** *Explore the installation of a protected barrier on the Willow Street bike lanes.*

**9.4.3.3 Recommendation:** *Explore the feasibility of a bike share station at this intersection due to the convergence of multiple neighborhoods.*

**NOTE:** *The drawing and description below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.*





### ***McCallie Avenue & Willow Street - Neighborhood***

***Node (NN)*** *In the illustration above, two transit routes, new transit shelters, a bike share station, and the addition of protected bike lanes on Willow Street are helping to transform the intersection of McCallie and Willow into a busy neighborhood destination for Highland Park, Orchard Knob, and Ridgedale residents. Several of the existing commercial businesses have renovated their storefronts to capture some of the increasing foot traffic, while new street trees make that walk more pleasant on hot summer days.*

*New Missing Middle and single-family homes are replacing what were once parking or vacant lots, and many of these residents are taking advantage of the nearby transit routes for their commutes to work. Some existing residents have built accessory dwelling units (ADU's) in their back yards to supplement their income or to accommodate aging parents. These new multi-generational families can often be seen strolling the neighborhood streets or enjoying some play time in the linear park at South Willow and Duncan.*



#### 9.4.4 East Main Street - Urban Corridor (UC)

East Main Street connects the Southside and downtown to several of the Historic River-to-Ridge neighborhoods, including Highland Park, Feger Place, Ridgedale, Oak Grove, and the newly created Park Central neighborhood. The ongoing redevelopment of the Southside, west of Central Avenue, has begun to spill over into the Historic River-to-Ridge Area along Main Street.

The Urban Corridor (UC) Place Type assigned to the East Main Street Corridor promotes a broad mix of uses including multi-family housing at densities sufficient to support transit, as well as professional offices, institutional uses, personal services, retail, and light industry - all in a pedestrian-friendly environment.

Multiple nodes have been identified along this Urban Corridor, from Central Avenue to Dodds Avenue, as places to concentrate neighborhood serving businesses and as priority areas for street enhancements such as crosswalks and sidewalks. There are also opportunities to improve the visual image of the area by establishing connections to local parks and adding landscaping. The four nodes identified along the Main Street corridor are:

**NEIGHBORHOOD NODE (NN)** - East Main Street & Central Avenue

**NEIGHBORHOOD NODE (NN)** – East Main Street and Holtzclaw Avenue

**NEIGHBORHOOD NODE (NN)** - East Main Street & South Willow Street

**NEIGHBORHOOD NODE (NN)** - East Main Street & Dodds Avenue

#### Characteristics

- There are a number of government properties and rights-of-way in this area belonging to the Industrial Development Board, and TN State Reserves.
- Existing uses include commercial, multi-family, office, institutional, and light manufacturing.
- New mixed-use development on South Holtzclaw Avenue is occurring in existing large scale structures that will bring higher intensity residential housing.
- Nearby schools and parks include East Side Elementary, Montague Park/Sculpture Fields, and the Chattanooga National Cemetery.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 9,153 (Main)

**Functional Classifications:** Urban Minor Arterials

**Transit Service:** #9 East Lake

#### Challenges

- Sidewalks along East Main are inconsistent, sometimes widening or narrowing, with or without a grass verge.
- Vacant buildings and underutilized land dot the corridor.
- Many commercial properties have shallow parking lots in front with continuous curb cuts along the entire frontage, which creates conflicts between corridor traffic and parking traffic in addition to disrupting pedestrian mobility.
- Surface parking lots fronting the street, signage, and run-down buildings negatively impact the visual character of this corridor.
- Main Street is a state owned facility, therefore changes must be coordinated with TDOT.



**9.4.4.1 Recommendation:** Over the long-term, promote pedestrian safety and transit amenities along this corridor through improvements to sidewalk connections, transit stops, and streetscape enhancements. Due to the limited City capital resources, many of these improvements will take place as redevelopment occurs.

**9.4.4.2 Recommendation:** Encourage property owners to plant trees in surface parking lots and to screen parking lots from the public streets with landscaping. For already developed existing properties, study incentives for property owners to plant trees and landscaping as part of public realm enhancements.

**9.4.4.3 Recommendation:** Pursue opportunities for the City-owned property at 1815 E. Main Street and seek redevelopment that closely represents the stated intent of the designated Urban Corridor (UC) and Mixed Residential (MR) Place Types.

**9.4.4.4 Recommendation:** Connect the 23<sup>rd</sup> Street commercial area to Ferger Place, Henrietta Park, the existing greenway, and the new Lynnbrook Park by using Hawthorne Street and the alley rights-of-way if feasible.



*In urban areas, greenways may be made up of sidewalks, passageways, trails or crossings that connect key destinations.*

### 9.4.5 - East Main Street & Central Avenue - Neighborhood Node (NN)

This node serves the Southside district to the west (outside of the study area) and the Park Central neighborhood. As redevelopment from Southside expands eastward, there is an opportunity for a neighborhood-serving retail node similar to development on the northwest corner of the intersection. *Image Right: Existing Conditions*



#### Characteristics

- This node is home to a mix of predominantly business uses, (retail, office, and industrial) and a wide range of building footprints and lot sizes.
- Townhome developments are going up in the area as nearby Southside continues to redevelop. Nearby preexisting housing is limited to small homes on E. 14<sup>th</sup> St.

#### Challenges

- Vacant properties, such as the corner lot on Cemetery Ave. and the corner lot at E. Main St., detract from the rhythm of continuous building storefronts.
- Wide roads and a lack of shade contribute to an uncomfortable pedestrian environment.
- Satisfying parking requirements will be a challenge for future development fronting E. Main St. due to the existing development on Cemetery Ave.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 9,153 (Main St.)
- 11,888 (Central Ave. at 13<sup>th</sup> St.)
- 9,696 (Central Ave. at 17<sup>th</sup> St.)

**Functional Classifications:** Urban Minor Arterials

**Transit Service:** #9 East Lake

**9.4.5.1 Recommendation:** Encourage the reuse of the vacant corner lot for a public green space or plaza to complement the Neighborhood Node.

**9.4.5.2 Recommendation:** Repaint crosswalks at Main and Central and plant street trees where feasible to establish a more comfortable pedestrian realm.

**9.4.5.3 Recommendation:** Address pedestrian safety at Central Ave. and Cemetery Ave. with improvements such as extending a sidewalk bulb out to reduce traffic and pedestrian conflicts.

**9.4.5.4 Recommendation:** Work with property and business owners to designate a shared parking area.





**NOTE:** The drawing and description below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.



**East Main Street & Central Avenue - Neighborhood Node (NN)** The intersection of Main and Central is quickly becoming an eclectic hub for the bordering Park Central and Southside neighborhoods. This scenario proposes that new maker spaces, light manufacturing businesses, and mixed use developments refill the existing industrial and warehouse spaces. Spilling over from the Southside to the east, lots of new townhomes and apartment buildings may pop up on what were once vacant lots. While many of these new buildings are multi-story, they respectfully step down in height when adjacent or across from single-family homes. Main Street itself, is also being transformed into a 3-lane corridor, to calm traffic and make room for street trees, sidewalk bumpouts at the intersection, repainted crosswalks, and pedestrian signals. Creative bus shelters – a product of an artist competition - support the #9 Eastlake and #13 Rossville transit routes. The corner in front of long-time business Griffins Foot Long Hot Dogs, now closed to cars, has become a tree-shaded plaza for outdoor dining and art shows. Public art adorns this plaza, as well as the new green space at the corner of Central and Cemetery Avenue. Many existing businesses have also joined in on the “greening” of this Neighborhood Node by adding trees and shrubs around their parking lots, making the entire area much more attractive and walkable.

### 9.4.6 East Main Street and Holtzclaw Avenue - Neighborhood Node (NN)

The intersection at Main Street and Holtzclaw Avenue has the potential to serve as a significant node along the Urban Corridor with a mix of multi-family housing, offices, light industry and retail uses (on a limited basis.) This area is also characterized by its proximity to large green spaces such as the National Cemetery and Montague Park and by an active rail line, used by the Tennessee Valley Railroad Museum. The addition of streetscape and landscape for existing parking lots would greatly improve walkability for this Neighborhood Node (NN).  
*Image Right: Existing Conditions*



#### Characteristics

- Existing uses include commercial, multi-family, office, institutional, and light manufacturing.
- New mixed-use development on South Holtzclaw Avenue is occurring in existing large scale structures that will bring higher intensity residential housing.
- Nearby parks include the Montague Park/Sculpture Fields, and the Chattanooga National Cemetery.
- There is designated bike way on 14<sup>th</sup> Street used by cyclists as an alternative to Main Street.

#### Challenges

- Sidewalks along South Holtzclaw Avenue are inconsistent, sometimes widening or narrowing, often along existing rail lines which limits opportunities for pedestrian facilities on both sides of the street.
- Many commercial properties at the intersection have large parking lots in front with continuous curb cuts along the entire frontage, which creates conflicts between corridor traffic and parking traffic in addition to disrupting pedestrian mobility.
- Surface parking lots fronting the street, signage, and run-down buildings negatively impact the visual character of this corridor.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 9,153 (Main),
- 6,624 (S. Holtzclaw)

**Functional Classifications:** Urban Minor Arterials

**Transit Service:** #9 East Lake

**9.4.6.1 Recommendation:** Connect this Neighborhood Node to Montague Park and the Sculpture Fields with an accessible entry at Gulf Street and greenway connections.

**9.4.6.2 Recommendation:** Promote pedestrian safety and transit through streetscape enhancements. Due to the limited City capital resources, many of these improvements will take place as redevelopment occurs.

**NOTE:** The drawing and descriptions below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.



**East Main Street and Holtzclaw Avenue - Neighborhood Node (NN)** Envisioned for this node, a John Henry sculpture as part of a new green space on the northwest corner of Main and Holtzclaw alludes to the growing artisanal - maker space - light industrial feel of this Neighborhood Node. A mix of new commercial and apartment buildings line the refurbished sidewalks, helping transform what was once a very car-centric intersection, lined with parking lots, to a pedestrian-friendly environment with street trees and transit shelters.

The City's popular tree-planting program has also helped existing businesses "green up" their parking lots, especially along the street edges.

As scheduled stop for the Tennessee Valley Railroad Museum's train, as well as new greenway connections along 16<sup>th</sup> Street and the rail line, are bringing both visitors and residents from the Ferger Place, Highland Park and Park Central neighborhoods to the Sculpture Fields and Montague Park. In addition, the 14<sup>th</sup> Street bike route and the #9 CARTA route are bringing more



### 9.4.7 East Main Street & South Willow Street - Neighborhood Node (NN)

This intersection abutts Highland Park, Ridgedale and Oak Grove neighborhoods. A church to the west and East Side Elementary School to the east frame the node. *Image right: Existing Conditions*



#### Characteristics

- There are several green spaces nearby, including the East Side Elementary playground and the proposed Lynnbrook Park in Oak Grove, Henriette Park in Ferger Place, and the Ridgedale Safewalk.
- There are a mix of existing uses at this node, including the school, retail, offices, and light manufacturing. The node is surrounded mostly by single-family housing. .
- Several properties are in various stages of redevelopment at or near the node.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 9,153 (Main)
- 6,093 (Willow)

**Functional Classifications:** Urban Minor Arterials

**Transit Service:** #9 East Lake

#### Challenges

- Since tied to the I-24 interstate exit, the offset intersection at S. Willow Street and S. Kelly Street experiences high traffic volumes and congestion during peak hours. Pedestrian safety is compromised.
- Multiple buildings have shallow parking lots in front with wide continuous curb cuts, which produce unsafe and unpredictable situations for both motorists and pedestrians.

**9.4.7.1 Recommendation:** Repaint crosswalks at intersections to reinforce pedestrian connections.

**9.4.7.2 Recommendation:** Explore opportunities for sidewalk connections between the Neighborhood Node, East Side Elementary, and Standard Coosa Thatcher.

**9.4.7.3 Recommendation:** Study the intersection at South Kelly Street for safety and traffic conflicts and any needed improvements.



**NOTE:** The drawings and description below are fictional and only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.



### **East Main Street & South Willow Street - Neighborhood Node (NN) - Looking east along Main Street.**

As a future scenario shown in the illustration above and following, continuous curb cuts, front-loaded parking, and traffic coming up Kelly Street from the interstate to the south made this area unwelcoming to pedestrians for years. The new “road diet” for Main Street, including street trees, on-street parking, crosswalks, pedestrian signals, and new sidewalks - with bump-outs at the intersections to reduce the crossing distance for pedestrians - has helped change that.

The nearby Eastlake Elementary School has made the surrounding neighborhoods of Ferger Place, Highland Park, Oak Grove and Ridgedale a real draw for young families. Single-family homes and accessory dwelling units are popping up throughout the area, while new multi-family housing, local restaurants, and other commercial businesses along Main Street support CARTA’s Eastlake bus route.

Green spaces are also a draw for this Neighborhood Node. The front yard of the elementary school is filled with families in the evening and on weekends, while new greenways connect to Lynbrook Park, only four blocks away in Oak Grove and Henriette Park in Ferger Place.







### 9.4.8 East Main Street & Dodds Avenue - Neighborhood Node (NN)

The Neighborhood Node at this intersection primarily serves the Ridgedale and Oak Grove neighborhoods as well as McCallie School students and faculty. There is an existing bike route along 14<sup>th</sup> Street. The existing industrial businesses on the blocks south of the intersection provide potential jobs for nearby residents. New mixed-use redevelopment of Standard Coosa Thatcher and the Mill at 1101 South Watkins Street is planned. *Image Right: Existing Conditions*



#### Characteristics

- The historic Ridgedale Masonic Lodge 660 building is located at the southeast corner of the intersection and was built in 1924.
- Several large-scale mixed-use redevelopments are in progress nearby, including Standard Coosa Thatcher Mills at 1800 S. Watkins and Ridgedale Mill at 1101 S. Watkins St.
- McCallie School occupies approximately 193 acres of land north and east of the intersection, including a majority of the northeastern block at the intersection. The school enrolls 930 students and has a staff of 245 as of 2018, and representatives have expressed interest in restaurant and retail destinations for students and housing for staff.
- The eastern northbound drive lane on Dodds Ave. is unusually wide at the intersection.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 18,649 (Dodds),
- 5,549 (E. Main)

**Functional Classifications:** Principal Arterial (Dodds), Urban Minor Arterial (E. Main)

**Transit Service:** #9 East Lake

#### Challenges

- No pedestrian crossing exists at this intersection, and opportunities to cross Dodds Avenue elsewhere are extremely limited.
- Two corner lots are currently vacant or have inactive storefronts, and another is significantly set back from the street.

**9.4.8.1 Recommendation:** Work with McCallie School to promote (1) the redevelopment of the historic storefronts at the northeast corner to accommodate locally-serving retail, and (2) residential infill consistent with the form and character of the designated Place Types.

**9.4.8.2 Recommendation:** “Rightsize” the eastern northbound drive lane on Dodds Avenue and make better use of the remaining right-of-way space.





***Main Street & Dodds Avenue - Neighborhood Node (NN) – Looking northwest at the intersection.***

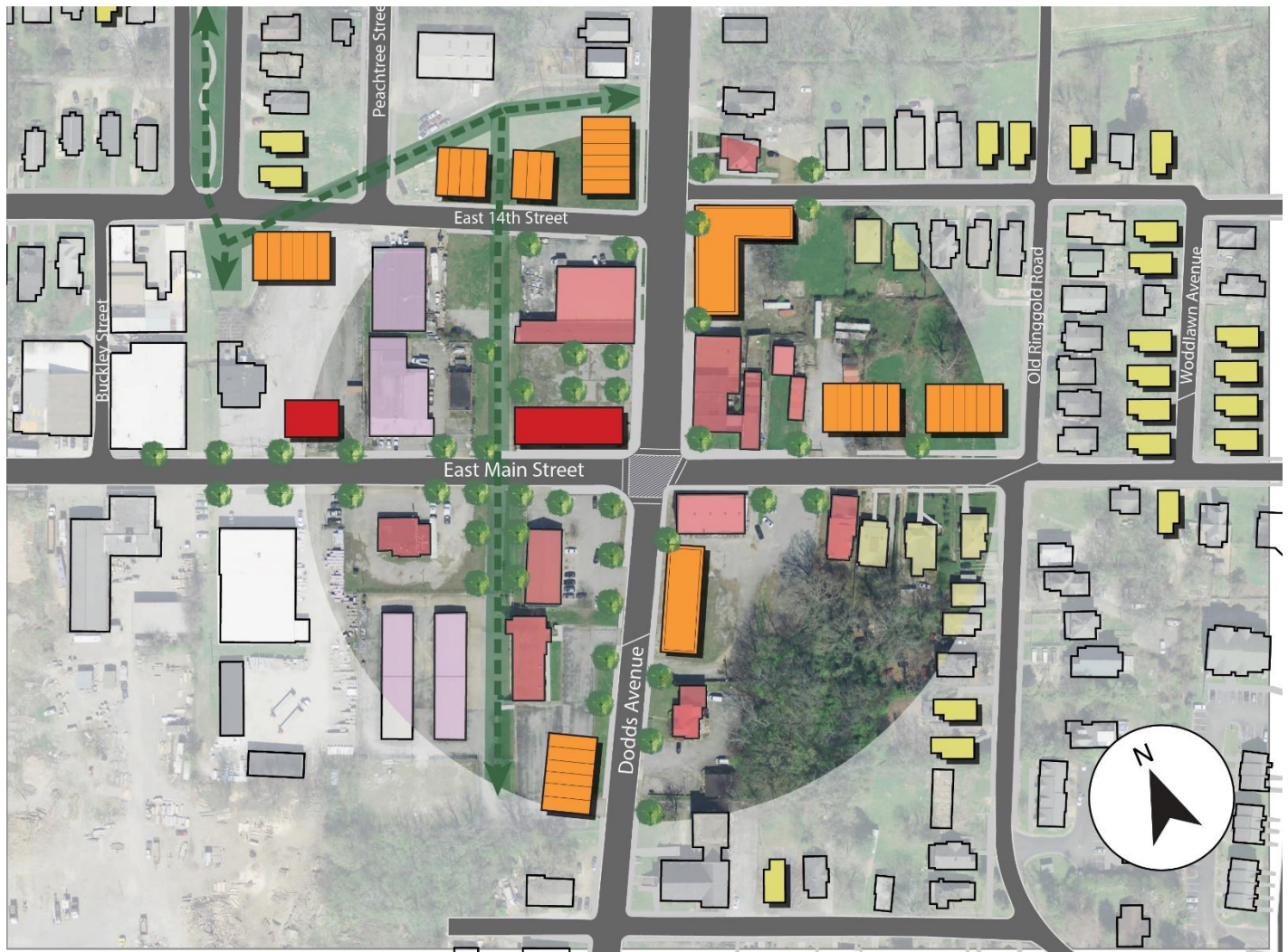
*In the rendering above and following, the Historic Masonic Lodge, built in 1924, inspires the architecture of new 2 and 3-story buildings that now line East Main and Dodds Avenue. New local restaurants and neighborhood-serving stores, in the ground floors of these buildings, are the favorite hangouts for the staff and students of nearby McCallie School, as well as the Oak Grove and Ridgedale residents.*

*Street improvements along both Main and Dodds have created ample room for sidewalk cafes, street trees, and protected bike lanes while new crosswalks and pedestrian signals make this Neighborhood Node a safe place to walk. The City's popular tree-planting program has helped existing businesses "green up" their parking lots, especially along the street edges, and a new greenways connects to the Ridgedale Safewalk on Buckley Street.*

*New housing of all types – apartment buildings along Main Street and Dodds, townhomes and Missing Middle in the large, vacant industrial sites to the west, and new single-family homes and accessory dwelling units throughout the neighborhoods - are providing choices for both existing and new residents.*

*The bike route along 14<sup>th</sup> Street and CARTA's Eastlake route make living in this community an easy commute for downtown workers.*





*The McCallie School and other partners have an opportunity to redevelop historic storefronts and add locally-serving retail and residential infill to the Main Street and Dodds Avenue area. Formerly vacant or underutilized properties may be developed with faculty housing or mixed-use buildings, placed close to the sidewalk to create a sense of enclosure and feeling of having arrived at a destination. Storefront shops and outdoor cafes along the sidewalks make this an active and inviting gathering place.*

### 9.4.9 East 23<sup>rd</sup> Street - Mixed Use Corridor (MC)

This major road serves both the Ridgedale, Park Central and Oak Grove neighborhoods, as well as interstate traffic from I-24.

These connections make it ideal as a Mixed-Use Corridor. *Image Right: Existing Conditions*



#### Characteristics

- The corridor caters to motorists in both its road design and businesses, such as auto service and drive-through restaurants.
- There are also many shipping and warehousing businesses located here, due to its proximity to the interstate.

#### Challenges

- Opportunities for pedestrians to cross East 23<sup>rd</sup> St. are limited to signalized intersections that average over 1/3 mile apart, meaning pedestrians sometimes need to walk more than 1,000 feet to cross the corridor.
- A significant part of the area surrounding East 23<sup>rd</sup> St. is in the 100-year floodplain of Dobbs Branch (south of I-24), posing a potential risk to existing and new development.

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 7,975

**Functional Classifications:** Urban Minor Arterials

**Transit Service:** #13 Rossville

**9.4.9.1 Recommendation:** Encourage property owners to use stormwater best management practices to maximize water infiltration in the event of a flood.

**9.4.9.2 Recommendation:** Repaint crosswalks at intersections to reinforce pedestrian connections.

**9.4.9.3 Recommendation:** Incentivize property owners to screen parking or outdoor storage to enhance the attractiveness of the East 23<sup>rd</sup> Street Corridor.

### 9.4.10 Dodds Avenue - Mixed Use Corridor (MC)

Dodds Avenue connects the Historic River-to-Ridge Area to East Lake and neighborhoods south of I-24. It is the easternmost north-south thoroughfare before Missionary Ridge, and serves the Ridgedale and Oak Grove neighborhoods. *Image Right: Existing Conditions*



#### Characteristics

- The corridor has a mixture of new and old development, of which the new tends to be set back with parking in the front, and the old tends to be built up to the street.
- Existing uses include retail, multi-family, office, institutional, and light manufacturing.
- The former Standard Coosa Thatcher plant is being repurposed as a mixed-use development with multi-family lofts and retail.
- The McCallie School is a large landowner along the corridor, having 140 acres within a campus fence, and 53 acres beyond the fence. With 245 staff and 930 students, it is comparable in geographical size to the UTC campus.
- Dodds Avenue is described as a multi-modal corridor in the Regional Transportation Plan (RTP).

#### TRANSPORTATION AT A GLANCE

##### Average Daily Traffic (2016):

- 18,649 (Dodds Avenue)

**Functional Classifications:** Urban Minor Arterials

**Transit Service:** #9 East Lake

#### Challenges

- Vacant buildings, underutilized land, and nuisance uses like junk yards dot the corridor.
- Opportunities for pedestrians to cross Dodds Avenue are limited to signalized intersections at E. 23<sup>rd</sup> St. and Bailey Ave. across from the McCallie School campus.

**9.4.10.1 Recommendation:** *Work with the McCallie School as a strategic community partner, to align future redevelopment along Dodds Avenue and Main Street, with the intent of the designated Mixed Use Corridor (MC) Place Type, including faculty housing opportunities Special consideration should be given to:*

- *Redevelopment of the traditional retail storefronts at 501 Dodds Avenue can serve both the campus and neighborhood.*





*An example of a mixed-use corridor found in Nashville, TN where a previous commercial mall and strip center was revitalized to provide a walkable “Main Street” experience.*

#### **9.4.11 Rossville Boulevard/Rossville Avenue – Mixed Use Corridor (MC)**

Rossville Boulevard/Rossville Avenue stretches southeast from the downtown core until it reaches Rossville, GA, where it becomes Chickamauga Avenue. Although only a small segment of Rossville Boulevard/Rossville Avenue is represented in this study area, the connectivity it provides and significance it has to neighborhoods beyond Area 3, such as East Lake, illustrate the need to address it in this plan.

Rossville Boulevard/Rossville Avenue is envisioned as a Mixed-use Corridor that could host a range of uses, including multi-family residential. *Image Above: Existing Conditions*



#### **Characteristics**

- The 2/3 mile segment of Rossville Blvd./Rossville Ave. runs from the railroad to the west across Central Ave. and E. 23<sup>rd</sup> St., south to Interstate 24.
- Existing uses are typically light industrial, such as warehousing, outdoor storage, and automotive services.
- A mixed-use redevelopment is underway at the former Andrews Paper Box Company at 2100 Rossville Ave.

#### **Challenges**

- Sidewalks are frequently interrupted by continuous curb cuts, which create conflicts between corridor traffic and parking traffic in addition to disrupting pedestrian mobility.
- There are no signalized pedestrian crossings along this entire 2/3 mile segment. Neither the Central Ave. intersection nor the E. 23<sup>rd</sup> Ave. intersection provide safe ways to cross (though faded crosswalks are partially present).

#### **TRANSPORTATION AT A GLANCE**

##### **Average Daily Traffic (2016):**

- 12,040

**Functional Classifications:** Principal Arterial

**Transit Service:** #13 Rossville



**9.4.11.1 Recommendation:** *Incentivize property owners to screen parking or outdoor storage to enhance the attractiveness of Rossville Boulevard/Rossville Avenue.*

**9.4.11.2 Recommendation:** *Over the long-term, promote pedestrian safety and transit amenities along this corridor through sidewalk connections, transit stops, and streetscape enhancements. Due to the limited City capital resources, many of these improvements will take place as redevelopment occurs.*

#### **9.4.12 Other Subarea-South Neighborhood Recommendations**

**GOAL:** **Pedestrian connections are improved between the Subarea-South neighborhoods and the commercial Centers and Corridors.**

**9.4.12.1 Recommendation:** *Study adding more Chattanooga Bike Share stations at Warner Park and other locations to provide a more complete network of multi-modal options.*

**9.4.12.2 Recommendation:** *Adopt student rates or low-income alternate fees for Chattanooga Bike Share to promote multi-modal transportation use.*

**GOAL:** **Park use increases within Subarea-South.**

**9.4.12.3 Recommendation: Orchard Knob** - *Enhance access to the National Military Park unit at Orchard Knob with wider sidewalks, landscaped trails, on-street parking (along Orchard Knob Avenue) for increased awareness and use of this historical site.*

**9.4.12.4 Recommendation: Park Central** - *Improve pedestrian connections to existing parks, such as the Sculpture Fields, via sidewalks, unused rail lines or alleys.*

**9.4.12.5 Recommendation: Oak Grove/Ferger Place** - *Expand the existing Lynnbrook Park site to make use of low areas in the floodplain and underutilized rights-of-way and connect it to adjacent corridors via new greenways.*

**9.4.12.6 Recommendation:** *Provide continuous pedestrian connections for the neighborhoods between Main Street and McCallie Avenue via the City's proposed "Beltline" greenway using the existing open spaces at Buckley Street, Watkins Street, and Anderson.*

**9.4.12.7 Recommendation: Ridgedale and Highland Park** - *Use signage, public art and landscaping to enhance the gateways to these neighborhoods, along Willow Street, McCallie Avenue, Bailey Avenue, and Main Street.*

**9.4.12.8 Recommendation:** *Prioritize streetscape improvements around large sites such as Standard-Coosa Thatcher and Dixie Mills as redevelopment occurs.*

**NOTE:** *Any park related Recommendations should be reviewed as part of the City Parks and Greenways Master Plan which directs City policy for new parks and park programming.*

# 10.0 Next Steps

## 10.1 Implementation Process

One of the most frequently asked questions during the planning process is “When is all of this going to happen?” Community revitalization requires many steps and it often takes many years, with projects built incrementally over time, before significant change is seen. The Historic River-to-Ridge Area Plan sets forth a vision for the next ten years. Achieving the community vision and making progress on projects identified in the Plan is dependent on many factors, including available funding, development interests, and the dedication of community leaders, residents and organizations. If revitalization is to be realized in a meaningful way, multiple partners from all sectors must work together to further the community goals and desired outcomes.

### Continued Public Involvement

Every building builds a city, therefore it is important to remember that each house, shopping center, school, street project, sewer extension, greenway and park impacts the realization of the community’s vision. For that reason, residents and business owners of the Historic River-to-Ridge Area must stay involved in the monthly rezoning decisions of the Chattanooga City Council. They must stay abreast of funding priorities established by the Transportation Planning Organization, and funding allocations for various capital improvement projects by the City and County governments. The decisions made by these bodies will greatly impact the community’s success in realizing its vision for the future. It is also important for residents to take ownership of the plan and provide continuing input on the growth and change in their communities.



## 10.2 Partnerships

Implementing the recommendations from Area Plans requires multiple entities. The local government cannot do everything. Private sector businesses, developers and not-for-profit agencies must also be active partners. Greenways, as one example, are often built with funding and expertise from a combination of Land Trusts, private business and industry, City, County and State governments, and philanthropic foundations. Residents from the local community must also be involved as they are ultimately the stewards of their Area Plan. Local merchant associations and businesses should also be involved with the neighborhood associations.

The Tennessee Department of Transportation (TDOT), the Tennessee Department of Environment and Conservation (TDEC), and the Hamilton County Department of Education (HCDE) are examples of other government departments that may need to be involved in implementing adopted Area Plans, and, like City departments, they make their own decisions based on many different factors, including how to best

distribute their limited budgets across their entire jurisdiction. Involving these government departments and other partners up front helps to ensure that plan recommendations and the community's goals are realized.

## 10.3 Tools

Communities need a “toolbox” of resources to implement the various recommendations in an Area Plan. The following pages describe some of the more commonly used tools.

### Zoning

Several of the Place Types recommended by this plan will require new or updated zoning tools to ensure alignment of zoning standards with the vision and policy described by each Place Type. Zones regulate development features such as specific land uses, setbacks, parking, lot widths, lot areas and building height. Outside of the form based code area around downtown, Chattanooga has very few “urban” zone tools, particularly for small lot residential and multi-unit residential development that is described by the Urban Residential and Mixed Residential Place Types. Currently, applicants have to use zones such as “UGC - Urban General Commercial Zone” for urban multifamily projects, and “RTZ - Residential Townhouse Zero Lot Line Zone” for small lot single family projects. Because these current zones lack urban standards, or may permit more uses than what is appropriate for an urban residential neighborhood, RPA staff has to add conditions to the zone in order to ensure compatibility with established residential areas. A better solution is to develop a set of urban zone tools that support the vision and policy established by the Place Types. RPA staff have started to work on these tools and will be submitting them for review following the adoption of this area plan.

#### *Q. How does an Area Plan affect the zoning of my property? What is a Zoning Study?*

- A.** An adopted Area Plan does not change the zoning of anyone's property. Area Plans can include recommendations for new zoning in certain neighborhoods, along corridors, or throughout an entire district. If the existing zoning is out of date with the way property is currently being used, or if the existing zoning runs counter to the community's vision, as described in the Area Plan, a zoning change may be recommended in the Area Plan.

The actual rezoning of property can happen in two basic ways.

1. An individual property owner has the legal right to request a rezoning of his/her property at any time.
2. An elected official may ask the Regional Planning Agency (RPA) to conduct a Zoning Study of a specific neighborhood, block, or other portion of an area. These requests often originate from the neighborhood association because the current zoning does not support the community's vision for the area.

In all of those instances, a public process must be followed. The RPA will review the Area Plan recommendations for the study area, the designated Place Types, and analyze potential impacts of a rezoning on the surrounding properties. The RPA staff will make a recommendation for the new zoning. Then, the Chattanooga-Hamilton County Regional Planning Commission will hear the case and make a recommendation. Finally, the Chattanooga City Council will review these recommendations, consider the proposed rezoning, and make the final decision. The Planning Commission and City Council meetings are all open to the public. The property owner, people who support the rezoning, and those who oppose the rezoning are all given an opportunity to speak during these public hearings.

**Community Land Trusts**

Due to rising land and construction costs and the lack of affordable housing, mechanisms may be needed to aid in the assembly of properties. Community Land Trusts are nonprofit, community-based organizations designed to ensure community stewardship of land. Community land trusts can be used for many types of development (including commercial and retail), but are primarily used to ensure long-term housing affordability. To do so, the trust acquires land and maintains ownership of it permanently. Because the community land trust retains ownership of the underlying land, this housing remains affordable, even as the original beneficiaries of an affordable home sell and move on. *Source: community-wealth.org.*

**Land Banks**

These are other tools that can help facilitate the assembly of properties. Land banks are governmental entities or nonprofit corporations that are focused on the conversion of vacant, abandoned, and tax delinquent properties into productive use. Vacant, abandoned, and tax-delinquent properties are often grouped together as “problem properties” because they destabilize neighborhoods. Land banks are created to strategically acquire problem properties and convert these liabilities into assets. In short, land banks are intended to acquire title to these problem properties, eliminate the liabilities, and transfer the properties to new, responsible owners in a transparent manner that results in outcomes consistent with community-based plans. *See [communityprogress.net/landbanking](http://communityprogress.net/landbanking)*

**Requests for Proposals (RFP)**

When a local government decides to offer city-owned property for private redevelopment, they often issue a Request for Proposals (RFP) to solicit different development ideas from multiple entities. The RFP and the resulting proposals should align with the City’s policies for a particular area. Each RFP should include:

- A list of the City’s objectives and the type of project desired;
- Design standards that should be met within each proposed project; and
- A description of the selection procedure and factors that will be considered.

**Private Conservation Easements**

These are legal documents that can help preserve natural areas, such as steep slopes or floodplains, while still allowing the private property owner some use of the land. Development is restricted with conservation easements, but the property owner often receives some tax benefits to compensate. Conservation easements have also been used by owners of large agricultural or forested land holdings to preserve the natural character of an area, or to donate land for a public greenway, while limiting the owner’s liability if the area is to be open to public use and providing them with some economic benefit.

**Duplex Rehabilitation** – An existing City program focused on promoting home ownership has prompted the reuse of some of the existing duplexes in Avondale. They must be owner-occupied properties while also providing a rental unit. Such programs can not only provide affordable rental units, but can create a source of additional income for the duplex owners and decrease the likelihood of poor rental property management because the owners live on site.



**Density Bonuses** – Private developers may be eligible for an increase in the number of stories or number of units in exchange for providing a specified percentage of affordable housing units, public open space, or other public amenities.

**Financial Assistance** – Various federally assisted housing programs can provide loan assistance or down payment programs to qualifying residents.

### **Government Programs**

This section contain some goals and recommended programs and initiatives identified by the City’s Economic and Community Development Department (ECD) to inform the Department’s affordable housing efforts in the City. The Historic River-to-Ridge Plan also supports the implementation of these recommended programs and initiatives.

## **CHATTANOOGA ECONOMIC & COMMUNITY DEVELOPMENT DEPARTMENT (ECD) HOUSING PROGRAMS**

The Economic and Community Development Department (ECD) has two guides for affordable housing efforts in the City. The *Consolidated Housing Plan* (updated every five years) is the City’s official policy guide for prioritizing funding and programs that address housing access and affordability. Recently, the City conducted a housing workshop series with City housing stakeholders to identify critical housing gaps and potential new strategies and tools to address the City’s housing challenges. This process culminated in the *2019 Housing Connections Report*. It should be noted that federal funding support for affordable housing programs has consistently dropped each year. Currently, the City receives roughly \$3.5 million to address affordable housing needs across the entire city.

### ***Preserving Existing Affordable Housing Stock***

- *Develop sources of funding for the Affordable Housing Trust Fund such as creative taxing structures or a loan fund for developers and landlords.*

**A trust fund would provide resources to secure existing affordable properties, by offering rehab loans or purchasing “affordability deed restrictions” on existing homes, ensuring these properties remain affordable to future generations.**

- *Institute a City owner-occupied duplex program. This program allows developers to acquire and renovate duplexes which are sold to owners who live on one side and rent out the other side to a low-to-moderate income household.*
- *Land acquisition costs and other development expenses are among the factors that make new construction expensive for developers – and therefore for renter and buyers. Increased focus on the repair and renovation of existing housing stock rather than on the construction of new properties will help alleviate this challenge.*

- *Support funding for roof replacements and other home repairs for low-to-moderate income residents to preserve the existing affordable housing stock.*

### ***Increase Funding for Income Restricted Housing***

**“Income-restricted housing” refers to housing that is targeted to households within certain income ranges. For example, some housing units are targeted to “80% of AMI” or to “60% of AMI”, meaning households whose total income does not exceed a certain percentage of area median income. This ensures that housing supply is targeted to households that have the greatest need or challenges finding affordable housing options.**

- *Consider instituting fees such as a title transfer fee, short-term vacation rental fee, or impact fee to support the Affordable Housing Fund.*

**The City of Chattanooga currently has a dedicated Affordable Housing Fund to be funded at \$1 million each year from the City’s General Fund to provide subsidies for new income-restricted housing over the next three years.**

- *Consider altering the Tax Increment Financing (TIF) requirements from entities receiving city funding. Tax increment financing is a tool that offers subsidies for capital improvements in a district related to a project; these subsidies could also be used to support affordable housing construction.*
- *Consider using the Land Bank Authority to incentivize developers to build affordable housing. Unlike an affordable housing trust, a Land Bank Authority is meant to acquire and temporarily hold property for future development. The authority in this case could acquire a vacant piece of land, and then sell it for a developer to build an income-restricted housing development project.*

### ***Reduce the Cost of Constructing Income-Restricted Housing***

- *Consider fee waivers, expedited permitting, more flexible zoning or low-interest renovation loans to developers willing to build income-restricted housing units.*

### ***Increase Awareness about Income-Restricted Housing Resources***

- *Schedule and institutionalize regular local workshops with the Tennessee Housing Development Agency (THDA) for continuing education and information about ongoing programs. THDA provides tax credits and other subsidies to support affordable housing development. Increasing local builder awareness of these tools would help to promote more affordable housing opportunities.*

### ***Housing the Homeless***

- *Create an association of landlords who rent to people experiencing homelessness to advocate, coordinate, and communicate to homelessness stakeholders and serve as a point of contact for assistance access.*

- *Support rehousing of homeless families and individuals through partnerships with the Chattanooga Housing Authority and the housing choice voucher program.*
- *Provide emergency utility expense funding support for low-to-moderate income families to ensure they can stay in their homes.*

## 10.4 Funding & Finance

Having an adopted Plan for the Historic River-to-Ridge Area not only influences local government funding decisions, but can also help communities obtain grants and apply for other funding sources. Other communities use a variety of tools to finance infrastructure projects. Some common examples include:

### **Government Funding (federal, state and local)**

Capital improvements such as roads, schools, and sewers require large public expenditures, which elected officials must balance with other needs across the entire city. Allocating these funds may be a multi-year process. For example, the Transportation Improvement Program (TIP) list is addressed every four years for funding approval of local projects. While Area Plans do not provide a guarantee of public funding for specific projects, having an adopted Area Plan does influence those funding decisions and may increase the likelihood that a project will move forward. As mentioned above, maintaining community involvement long after the plan is adopted is necessary to ensure that the recommended projects remain “on the list” as a priority.

### **Tax Increment Financing (TIF)**

This tool allows municipalities to finance infrastructure and other economic development projects. The idea behind TIFs is catalytic projects will spur an increase in property values, and therefore tax revenues, in the surrounding area. A TIF district and a base tax year must be established. Any increases in tax revenues over that base year amount are then dedicated to repaying the construction cost.

### **Business Improvement District (BID)**

A BID is a defined area within which businesses agree to pay an additional tax in order to fund a project or program within the district’s boundaries. Examples include streetscape enhancements, additional security, and marketing for the district. The services provided by BIDs are supplemental to those already provided by the municipality.

### **Tax Credits**

As incentives designed to foster development, tax credits and other financial programs can be targeted to areas where redevelopment or stabilization is desired. “Opportunity Zones” are designed to spur economic development by providing tax benefits to investors. An Opportunity Zone



is an economically-distressed community where new investments, under certain conditions, may be eligible for preferential tax treatment. Localities qualify as Opportunity Zones if they have been nominated for that designation by the state and local municipalities. Investors can defer tax on any prior gains invested in an Opportunity Zone when a Qualified Opportunity Fund (QOF) is created. Other tax credit programs may include tax abatement (i.e. PILOT) or deferment, historic tax credits or low-income housing credits. *Source:* [www.irs.gov/newsroom/opportunity-zones-frequently-asked-questions#general](http://www.irs.gov/newsroom/opportunity-zones-frequently-asked-questions#general)

**Local, State and Federal Grants for Communities** - Both federal and state governments offer various grant programs to help fund public infrastructure and economic development in certain areas. Potential grants may be sought by local governments, or other agencies, for various initiatives such as housing, historic preservation, stormwater management, or transportation projects. Each grant program has specialized criteria for who is eligible to apply and what types of projects may be funded.

Local governments sometimes offer grants, or low interest loans, to property owners for commercial façade improvements or other initiatives.

**Infrastructure Subsidies** – Cities may provide new sidewalks, streetscape enhancements, etc. to coincide with private development projects, thereby lowering the developer’s site development costs. Some jurisdictions may offer incentives to offset the cost of developer-required infrastructure in areas identified as priorities in plans. Mechanism and process for these incentives varies and funds are not guaranteed, but in most cases, prioritization in a plan is a prerequisite for consideration.

## 10.5 Key Projects and Phases

As described in previous chapters, the Historic River-to-Ridge Area Plan is a policy document, meaning it is used as a guide by elected officials, government staff, service providers, and private developers when making decisions about where to locate new infrastructure or development. It does not guarantee funding for such projects. However, having an adopted plan in place can help place a higher priority on public infrastructure projects for that area.

By presenting a collective Vision, Goals, Policies and Recommendations, Area Plans are often a first step in community revitalization, but it requires on-going efforts to make the community’s Vision a reality. Some of the recommendations outlined in the previous chapters are short-term actions that can realistically be accomplished in about five years, given typical development trends and the constrained municipal and state budgets. Other goals take longer to be realized and must be seen as long-term aspirations. However, those longer term goals are important in establishing an overall direction and should influence short-term decisions and projects. The following table includes a list of projects recommended as priorities by the Regional Planning Agency.

<b>STUDIES &amp; OTHER PARTNER INITIATIVES</b>	
<b>SHORT TERM</b>	<b>LONG TERM</b>
Initiate a <b>Zoning Tools</b> audit to identify gaps and potential ordinance amendments. Proceed to develop new zones that align with the Urban Residential (UR) and Mixed Residential (MR) Place Types. <i>(RPA)</i>	Implement the recommendations of the <b>CARTA Transit Redesign Study</b> as population increases warrant expansion of service. <i>(CARTA)</i>
Initiate <b>Zoning Studies</b> to better align Zoning with the community's vision and the designated Place Types. <i>(RPA)</i>	<b>Apply for Grants</b> to enhance the Centers and Corridors through landscaping, signage, and public art.
Issue a Request for Proposals for development of Mixed Residential (MR) housing for the portion of the <b>Tubman site</b> along Roanoke Avenue and Urban Residential (UR) on Southern Street. <i>(ECD)</i>	<b>Measure Progress and Update</b> the Historic River-to-Ridge Area Plan. <i>(RPA)</i>
Create a <b>Parks &amp; Greenways Master Plan</b> to identify future trails and connections, including the following: <ul style="list-style-type: none"> <li>• Buckley Street to Main Street and Lynnbrook Park</li> <li>• Sherman Reservation to Billy Goat Hill and to the North Chamberlain/Glass Street Village Center</li> <li>• Montague Park/Sculpture Fields to the Holtzclaw and Main intersection</li> <li>• TN Riverpark to Wilder Street</li> </ul> <i>(City Open Spaces, YFDs, PW, TPL, CDOT, NPS)</i>	Build <b>Greenways</b> that connect the Centers, schools, employment centers, parks and neighborhoods. <i>(TPL, City Open Spaces, Public Works)</i>
Partner with CARTA to establish <b>Transit Alternatives</b> for the north subarea and improve connections between the Riverside/Amnicola and Chattanooga State area to Main Street <i>(CARTA)</i>	Work with large entities like CHI Memorial, Erlanger, and McCallie School to foster <b>Mixed-Residential Housing</b> for faculty or employees in the designated areas.
Explore the use of additional <b>affordable housing tools</b> , such as a Community Land Trust (CLT) or developer incentives, as a vehicle to address the Area's affordable housing needs and to assemble vacant land. <i>(ECD, LDO)</i>	Create a <b>Shared Parking Plan</b> and strategy for the Village Centers. <i>(CDOT, EPB, GHC, Chamber)</i>
Study barriers to and potential development incentives for <b>Mixed Residential (MR) housing</b> types. <i>(LDO, ECD, RPA)</i>	Study pedestrian crossing opportunities along "A" Streets and Corridors for warranted <b>safety improvements</b> . <i>(CDOT, TDOT)</i>
<b>McCallie &amp; Holtzclaw Village Center</b> - <ul style="list-style-type: none"> <li>• Work with EPB to study the feasibility of property redevelopment that will support this proposed Village Center. <i>(RPA, EPB, ECD)</i></li> <li>• Work with the EPB to study the feasibility of transforming their solar field into a shared parking area. <i>(CARTA, EPB)</i></li> </ul>	Study the potential for a <b>New North-South Transit Route</b> along Dodson and/or Dodds Avenue to align with the proposed Neighborhood Nodes and the CARTA Transit Redesign Study recommendations. <i>(CARTA)</i>
<b>Chattanooga Bike Share</b> – Consider the addition of new stations in <del>Avondale</del> , along Wilder Street (Riverside and Boyce Station), and in the Glass Farm, and Avondale neighborhoods <del>area</del> to align with Centers and Corridors.	Implement <b>Programs To Address Affordable Housing</b> needs and create more housing options. Include incentives and the tools needed, such as zoning, home ownership programs and creative financing. <i>(ECD, THDA, RPA, EPB, NAHB, CNE, CHA)</i>
<b>Glass Street Village Center</b> – Create incentives to spark developer interest in re-inhabiting vacant business spaces, (including the City-owned property at Glass Street by issuing RFP's for interim uses, creating a fund to assist with building renovations, or providing façade grants. <i>(ECD)</i>	Identify locations for <b>Training Centers And Workforce Education</b> opportunities within the Historic River-to-Ridge Area. <i>(Chattanooga State, UTC, Chamber, Manufacturers Assoc.)</i>
Issue an RFP for the redevelopment of City-owned property on <b>Infantry Road as Mixed Residential (MR)</b> redevelopment. <i>(ECD)</i>	

Revise the <b>Landscape Ordinance</b> to address existing parking lots. Research potential incentives for property owners to retrofit existing lots with trees and shrubs that will screen the lots and improve the pedestrian experience. <i>(LDO, Public Works, RPA)</i>	
Study the applicability of <b>Conservation Zoning</b> to protect existing core single-family residential areas from demolitions. <i>(LDO, THC)</i>	
Initiate a <b>Cultural Resource Study</b> to determine a strategy for highlighting the area’s history and culture through performing arts, a history museum, a cultural center, interpretive signage, public art, etc. <i>(THC, National Trust, NPS, City Parks, Public Art Committee, SETD, local Foundations)</i>	
Work with existing non-profits or <b>Community Development Organizations</b> to coordinate redevelopment strategies around each designated Center and Corridor.	

While the above table outlines studies or programs that may be undertaken by City departments or other agencies, the table below highlights some key capital improvement projects that will need to be considered as part of the City’s annual Capital Budget. For the projects below, each appropriate City department will need to evaluate the Recommendation in relation to all needs across the City and then prioritize the projects based on funds available each year.

Proposed City of Chattanooga Capital Improvements	City Departments
<p><b>McCallie / Holtzclaw Village Center</b> – Improve pedestrian and transit traffic along this key transit route with projects such as the following:</p> <ul style="list-style-type: none"> <li>• Install pedestrian crossings at all intersections where warranted.</li> <li>• Enhance existing transit stops.</li> <li>• Initiate a road diet, or lane changes, on McCallie Avenue to accommodate wider sidewalks and streetscape enhancements.</li> <li>• Create new pedestrian paths within Warner Park to connect with the businesses in the Village Center.</li> </ul>	<i>CDOT, City Open Spaces, Public Works</i>
<p><b>Glass Street</b> – Acquire the “triangle” property site to create a new open space.</p>	<i>CDOT, CARTA, City Open Spaces</i>
<p><b>Update Sidewalks and Intersections</b> in all Centers and at key points on Corridors, where needed, to facilitate safe pedestrian and bicyclist movement. Prioritize improvements at the following locations:</p> <ul style="list-style-type: none"> <li>• <b>Main Street</b> – Enhance the pedestrian experience at all Neighborhood Nodes along Main Street with improved sidewalks, crosswalks, transit stops, street trees and other pedestrian amenities.</li> <li>• <b>Glass Street Village Center and Mixed-Use Corridor</b> – Extend streetscape improvements from Glass and Chamberlain to Glass and Dodson.</li> <li>• <b>Wilcox &amp; Chamberlain</b> – Install traffic calming and pedestrian safety improvements, particularly around the new Recreation Center.</li> <li>• <b>Latta St. and Riverside/Amnicola Hwy.</b> - Enhance crossing and install traffic calming measures.</li> <li>• <b>Citico Ave. and Dodson Ave.</b> - Enhance crossing and install traffic calming measures.</li> </ul>	<i>CDOT, CARTA, TDOT</i>
<p>Prioritize planning, phases and designs for new Greenway connections at the following locations:</p> <ul style="list-style-type: none"> <li>• <b>Buckley Street to Main Street and Lynnbrook Park</b></li> </ul>	<i>City Open Spaces, TPL</i>



<ul style="list-style-type: none"> <li>• <b>Sherman Reservation to Bill Goat Hill and the North Chamberlain Ave. / Glass St. Village Center</b></li> <li>• <b>Montague Park / Sculpture Fields to the Holtzclaw Ave. and Main St. intersection</b></li> </ul>	
Improve amenities and maintenance at existing park facilities and recreation centers.	<i>City Open Spaces, Public Works, YFD</i>

**NOTE:** *The following is a list of some of the organizations which may need to be involved:*

**CARTA** – *Chattanooga Area Regional Transportation Authority & Chattanooga Parking Authority*

**CDOT** – *Chattanooga Department of Transportation*

**CHA** – *Chattanooga Housing Authority*

**Chamber** – *Chattanooga Chamber of Commerce*

**City Open Spaces** - *Open Space Planning*

**CNE** – *Chattanooga Neighborhood Enterprise*

**CVB** – *Convention and Visitors Bureau*

**ECD** - *City Department of Economic and Community Development*

**EPB** – *Electric Power Board*

**GHC** – *Glass House Collective*

**LDO** - *Land Development Office*

**NAHB** – *National Association of Home Builders*

**NPS** – *National Park Service*

**PW** - *Public Works*

**RPA** – *Chattanooga-Hamilton County Regional Planning Agency*

**SETD** – *Southeastern Tennessee Development District*

**TDOT** – *Tennessee Department of Transportation*

**THC** – *Tennessee Historical Commission*

**THDA** – *Tennessee Housing Development Agency*

**TPL** – *Trust for Public Land*

**TVRM** – *Tennessee Valley Railroad Museum*

**YFD** – *City Department of Youth & Family Development*

## Government Programs & Funding

### Funding & Project Implementation

Area Plans do not guarantee funding for any projects, nor do they guarantee that new development or redevelopment will occur exactly as the Plan recommends. They are merely policy guides. However, having an adopted Area Plan may increase the likelihood of funding or implementation. Elected officials and government departments consider Area Plans as they develop annual budgets for capital projects and programs. Elected officials, residents, and neighborhood associations refer to adopted Area Plans when they discuss rezoning requests. Private developers also often research adopted plans when they are looking for property or considering new development projects.

Communities are constantly changing, and new private development or public infrastructure projects, such as roads and schools, often take years to secure funding and to be built. **It is therefore important for citizens to take ownership of their Area Plan and stay involved in its implementation over the long term.**

## 10.6 Measuring Progress and Plan Updates

Communities are continually changing. New housing is developed, commercial centers expand; new schools are built and businesses relocate. To keep plans up to date with these continual changes, they should be revisited every 5 – 7 years. The Regional Planning Agency's goal is to do just that. During those interim years, the RPA will track new housing development and zoning case to measure progress in how the Area Plan recommendations are being fulfilled. Reports generated from this data can then be used to inform the next plan update.

Area plans are intended to have a long-term planning vision, but need to adapt to changes in community conditions that occur over the years. Each adopted Area Plan has an 8-year timeframe before a major update is needed. After 8 years, the Planning Commission may re-adopt the existing plan policy for up to 3 years. In order to address short- to mid-term changes in community conditions within the 8-year timeframe, the RPA will consider minor amendments within 2 to 3 years following adoption, based on the following repeated occurrences:

1. Property rezonings that differ substantially from the designated Place Types; or
2. Development projects that change the character of a location and differ substantially from the designated Place Types.

Once The Historic River-to-Ridge Area Plan is adopted by the Chattanooga-Hamilton County Regional Planning Commission and the Chattanooga City Council, it becomes a guiding document to inform monthly zoning decisions, help elected officials prioritize spending for capital improvements, and influence the type, intensity and locations of private development. The Place Types Map will also inform periodic updates to the Regional Transportation Plan and its recommendations for future transportation investments.

## Property Values & Property Rights

### **Q.** *Will my property taxes be impacted?*

- A.** Land use plans do not directly impact property taxes. Property taxes are based on the use of, and improvements to, the property. Any physical improvement to land or buildings may increase its value and therefore taxes. Tax assessors use market data, including recent sales of comparable products, how much the replacement costs of the property would be, and the desirability of a neighborhood, to determine the property value for taxing.

Although no one wants to pay higher taxes, those tax revenues finance infrastructure projects, including roads, schools, and sewer facilities. For relief to the elderly or to address low incomes, municipalities may consider tax abatement in special districts or individuals may check into tax relief programs such as the “senior tax freeze” program offered at the state level.





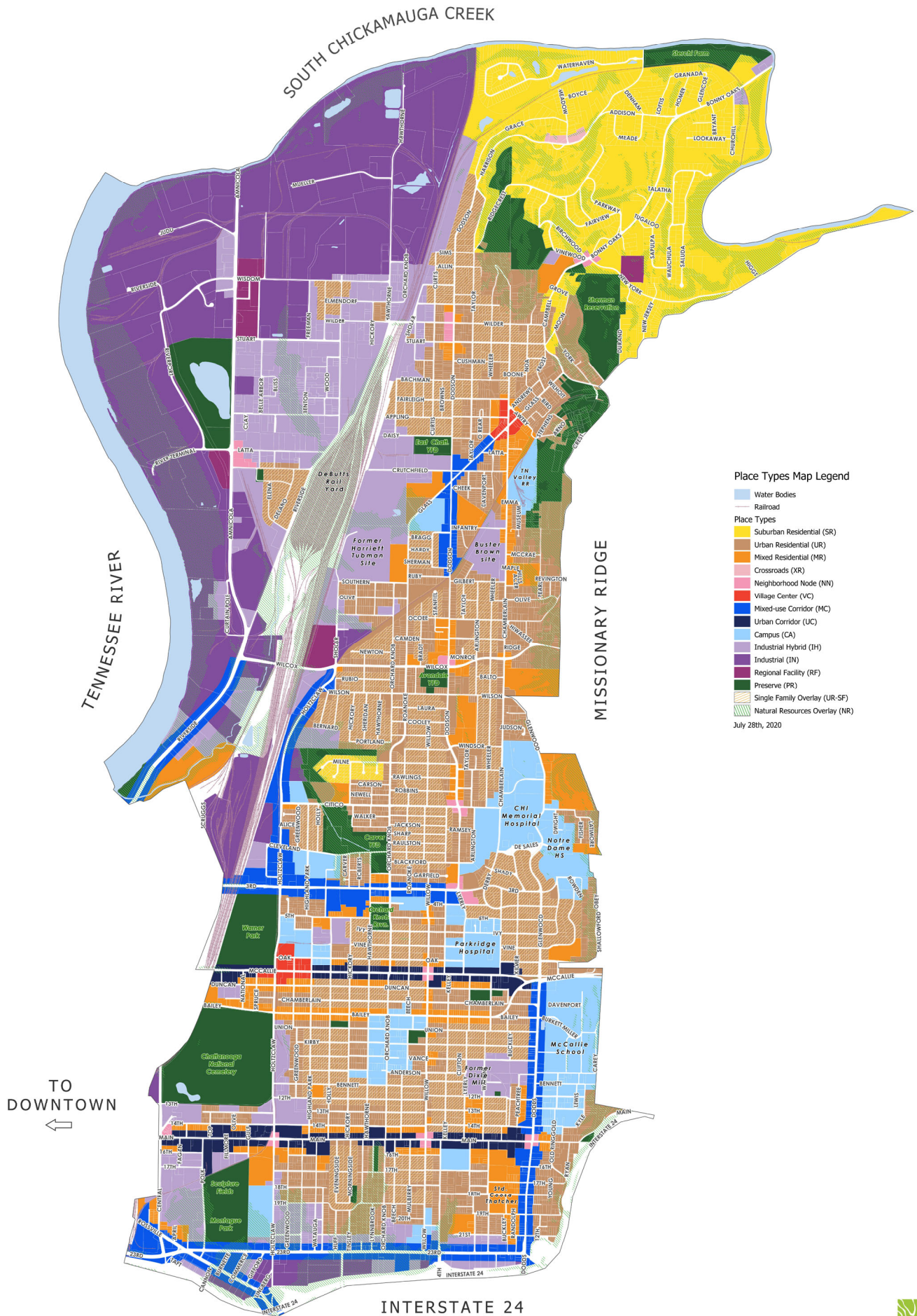
## APPENDICES - *See pdf at [chcrpa.org](http://chcrpa.org)*

**Appendix A - Summary of Primary Goals & Recommendations from Previously Adopted Plans**

**Appendix B - Public Meeting Results, June 13, 2018**

**Appendix C- Community Choices Survey Results, May 2019**

**Appendix D - Average Annual Daily Traffic chart**



- Place Types Map Legend**
- Water Bodies
  - Railroad
  - Place Types**
  - Suburban Residential (SR)
  - Urban Residential (UR)
  - Mixed Residential (MR)
  - Crossroads (XR)
  - Neighborhood Node (NN)
  - Village Center (VC)
  - Mixed-use Corridor (MC)
  - Urban Corridor (UC)
  - Campus (CA)
  - Industrial Hybrid (IH)
  - Industrial (IN)
  - Regional Facility (RF)
  - Preserve (PR)
  - Single Family Overlay (UR-SF)
  - Natural Resources Overlay (NR)
- July 28th, 2020

