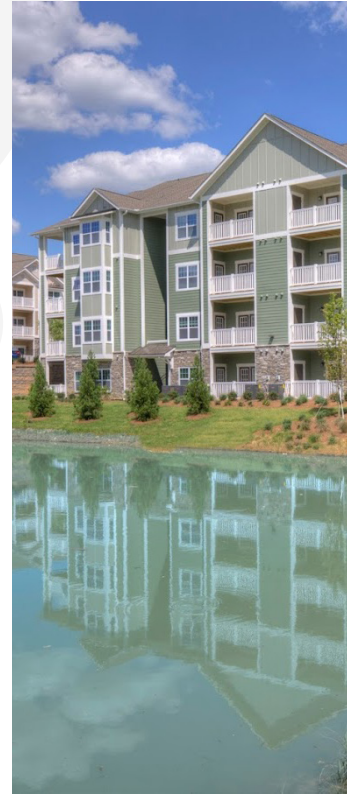




PLAN CHATTANOOGA

shaping quality places together



Draft
05/08/26

2 | HIXSON AREA PLAN



AREA OVERVIEW

The Hixson Area was one of the early suburban areas of the city. It covers approximately 38 square miles between the Tennessee River and Walden's Ridge. It has a largely suburban and rural character. The area contains the Chattanooga's first fully enclosed shopping mall, Northgate Mall, opened in 1972.

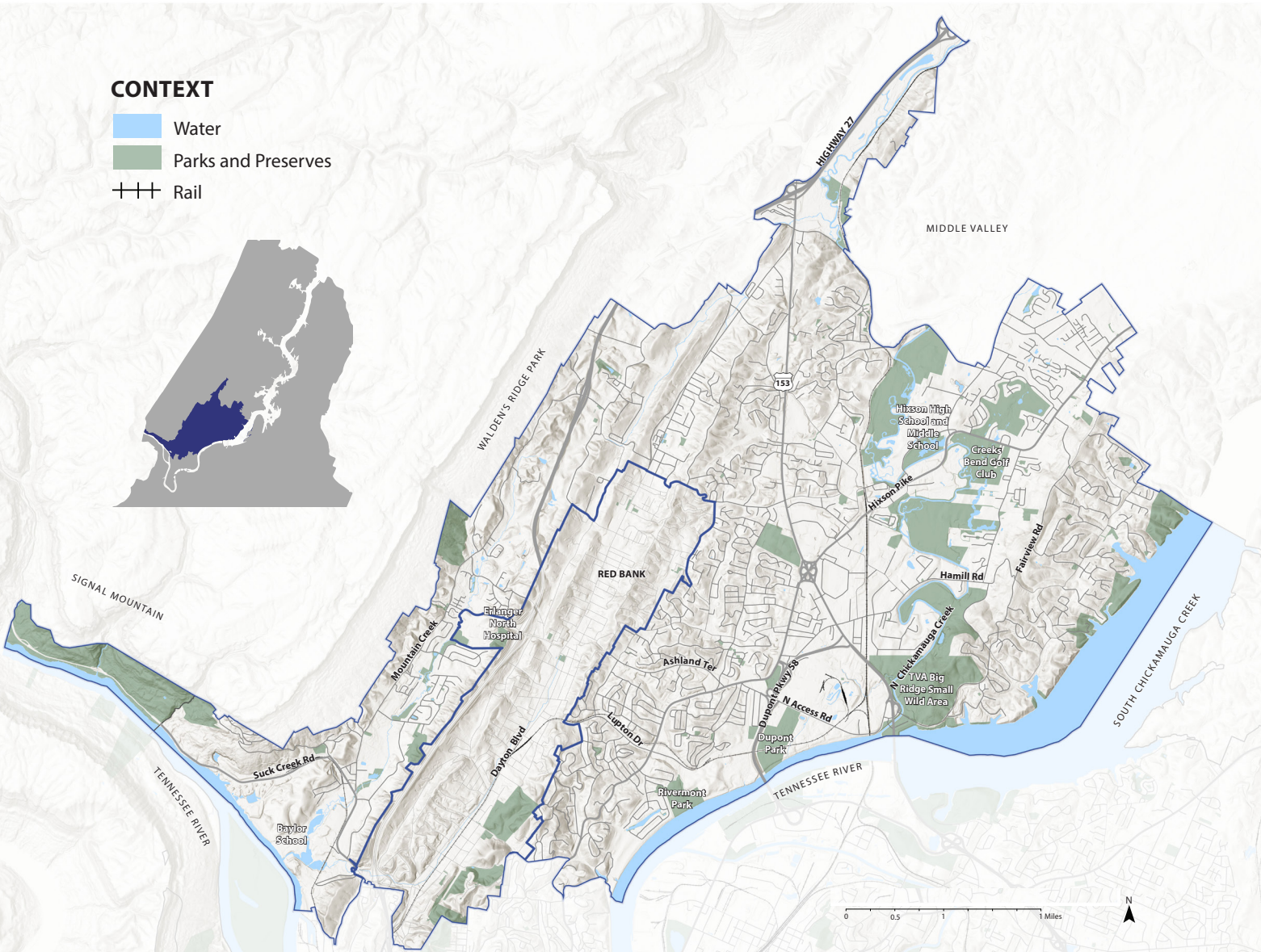
Area 2 includes the City of Red Bank, which is a separate municipality completely surrounded by the City of Chattanooga. Red Bank is currently undertaking its first comprehensive plan. This chapter's recommendations address the area outside of Red Bank.

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CONTEXT

- Water
- Parks and Preserves
- Rail



History

Hixson: Early History

Hixson—a suburb of Chattanooga—was founded by Ephraim Hixson Jr., a pioneer who settled in the area in 1830. Hixson Jr. and his family contributed immensely to the growth of Hixson. His wife, Margaret, and their children helped to establish land for a school, and their descendants deeded land for a new church, now known as Hixson United Methodist. Originally, Hixson Pike was a simple two-lane, tar-and-gravel road, and travel to downtown Chattanooga was very limited.

During the Civil War, Union troops used North Chickamauga Creek—which runs through Hixson—to their advantage. In November of 1863, General Sherman traveled down the creek to establish a bridgehead the day before the Battle of Missionary Ridge.

In the 1870s, the Cincinnati Southern mapped a new railway system through Hixson, which was then known as “Lakeside”, later referred to as “Lookout”, and then once more changed to “Hixson” to avoid confusion. Hixson’s depot was not as big as Chattanooga’s “Terminal Station”, but rather was a smaller flag stop, and was typically only used for local passenger trains. By the mid-1900s, the Hixson Depot was demolished as the area became more suburban.

Hixson: 20th Century

The population of Hixson grew with the introduction of the railway system. More families, farms, and churches were popping up. Families usually made money farming, but some men worked as ironworkers on bridges and other structures. During the late 1930s, the construction of the Chickamauga Dam brought work to many local people who were struggling from the after-effects of the Great Depression.

Suburban life in Hixson boomed in the mid-1900s, with new developments sparking

movement out of the city. The Hixson Shopping Center and Northgate Mall contributed to the loss of local general stores. Highway 153 and the Thrasher Bridge made transportation to other areas of the county more accessible. In the 1950s, a new route was developed for Hixson Pike.

Mountain Creek

Just across the river, north of downtown lies the primary approach to Signal Mountain via Signal Mountain Road. Originally, Mountain Creek was a small, rural area outside of Chattanooga, with horses, cattle, and large farms.

A manufacturing plant was opened here in early 1952 by North American Royalties (then Wheland/Gordon Street Inc.) to make 90 mm guns and other munitions for the Korean War. The building was sold to Lockheed in 1966, and aircraft parts and armament components for airplanes such as the C-130 and the C-141 began being manufactured there.

Koehring-Lorain began operations there as a crane assembly plant in 1972. In 1985, Komatsu purchased the idled crane-manufacturing plant of Koehring Lorain.



Northgate Mall, 1972.

Source: Chattanooga Has History

In the 1960s, talk of annexation by Chattanooga launched a heated debate. In 1966, citizens of Mountain Creek protested the annexation, worried that it would rid them of their agricultural roots. Chattanooga was not the only area that wanted to incorporate Mountain Creek; its neighbor, Red Bank, also talked of incorporation, but the Mountain Creek community felt Chattanooga would give them more access to industrial resources and development. Despite the community's protests, Mountain Creek became part of the city in 1972.

After the annexation, Mountain Creek quickly experienced urban development. Apartments began to appear in the 1970s, and the population had grown from 1,500 in the 1960s to 5,000 by 1978. Shopping centers, grocery stores, and offices were built in the area, dwindling its original farmland.

Lupton City

Lupton City is a historic residential neighborhood, originally developed in the 1920s as a planned company town for the Dixie Mercerizing Company. The town originally included worker housing, a school, a church, a gym, a post office and a theater.



Lupton City mill worker housing.

Source: John Shearer

Baylor School

Baylor School was originally founded by educator John Roy Baylor, with help from local Chattanooga businessmen. These men wanted a college preparatory school so young men in Chattanooga could become prominent figures in society. The original school was completed in 1893 and was located downtown. The current campus for Baylor School was established in 1915 and has since been expanded. From 1917, to 1971, due to the impact of World War I, Baylor School was military-based. In 1954, Baylor School was the first school in the South to be given access to what is known today as the Advanced Placement program. Baylor was a male-only institution until 1985 when it was changed to a co-ed campus. Today, Baylor School has students from grades 6-12 and offers a boarding program.



Aerial View of Dixie Mills.

Source: UTC Archives/Chattanooga Public Library

Red Bank

Red Bank, the only incorporated city in Area 2, was originally referred to as “Pleasant Hill,” but its name was changed in 1881 when it received a federal post office because another Pleasant Hill already existed in Tennessee.

Though no Civil War battles were fought in Red Bank itself, it was the site of movement between both Union and Confederate troops as they fought over Chattanooga in the mid-1800s. Union General James S. Negley led his troops from the west through southern Red Bank, and Confederate General William Hardee also crossed southern Red Bank and Mountain Creek.

In 1955, Red Bank and its neighboring community, White Oak, decided to join together to reach incorporation status. This new city was originally called “Red Bank-White Oak”, however, in 1966, the community felt that they should change the name back to “Red Bank” for simplicity. Today, Red Bank has a population of nearly 12,000.

The City of Red Bank began their first comprehensive land use plan during the Plan Chattanooga process. RPA staff and consultants coordinated with Red Bank's planning team to align the two plans.

Past Plans

SUNSETTING PAST PLANS

Each time a new area plan is adopted, it replaces the older neighborhood plans that cover the same geographic area. In some cases, the boundaries 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.

Those "sunsetted" plans include:

- » Hixson-North River Community Plan, 2002
- » Mountain Creek Community Greenway Master Plan, 2002
This plan recommended specific greenway routes and related facilities to would improve connectivity between the Mountain Creek Community, the North Chickamauga Creek, and the South Chickamauga Creek Greenways. Many of its recommendations have been implemented or are integrated into the POP plan
- » Mountain Creek Corridor Study 2023 - See Development Policy Area: Mountain Creek Corridor

The goals, policies, and recommendations found in these older plans were reviewed during the Plan Chattanooga process.

Future Plans

Area plans could suggest that further studies, or more detailed redevelopment plans, may be needed for specific sites. 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 chapter.

PROFILE OF AREA CONDITIONS

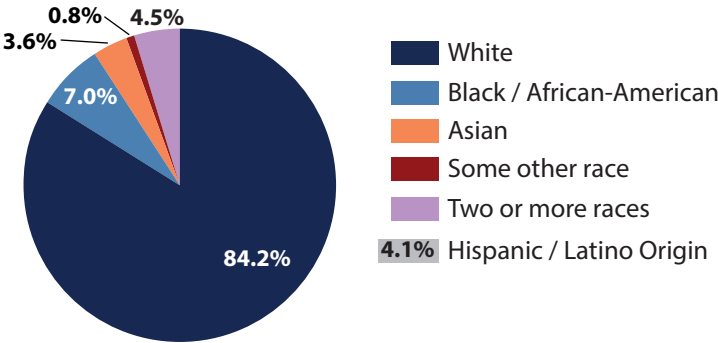
Demographics

2021 Estimates*

	Area 2	City of Chattanooga
Population	38,297	21.2% of the city's population
Households with one or more people under age 18	23%	24%
Single person households	36%	40%
Median age	44.2	36.7
Population over age 25 with a Bachelor's degree or higher	38.8%	32%
Median household income	\$73,573	\$50,437

Area 2 is less racially diverse than most other areas of Chattanooga, with over 84 percent of residents in Area 2 identifying as White.

ETHNICITY/RACE IN AREA 2

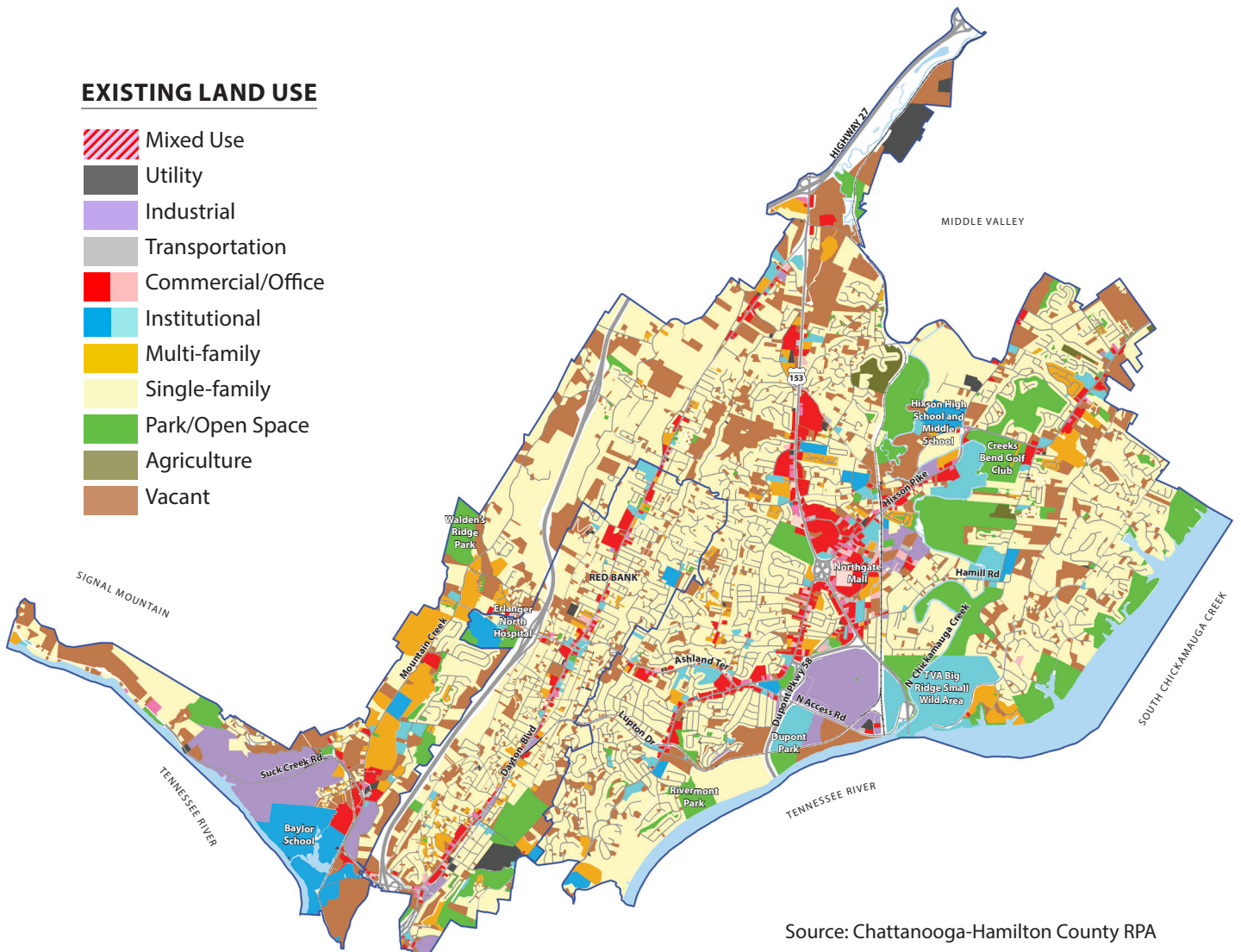


Source: 2021 American Community Survey (ACS) 5-Year Estimates by Census Blocks

Existing conditions and development trends

EXISTING LAND USE

-  Mixed Use
-  Utility
-  Industrial
-  Transportation
-  Commercial/Office
-  Institutional
-  Multi-family
-  Single-family
-  Park/Open Space
-  Agriculture
-  Vacant



Aerial view of Northgate Mall.

Source: Google Earth



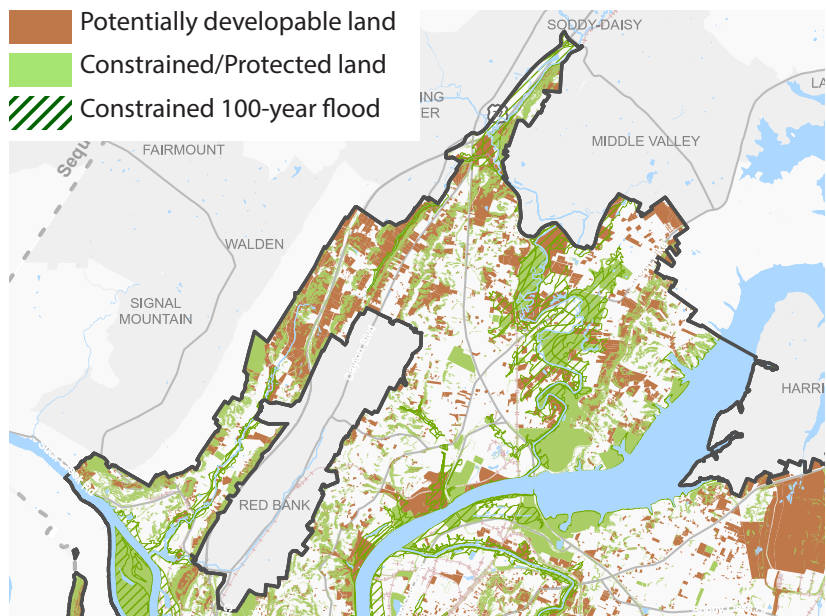
Northgate Mall is currently surrounded by vast underutilized parking lots.

Source: Google Earth

Much of the land classified as vacant today, may not be developable, however Hixson has largest amount of land that is potentially developable and zoned residential.

Developable land in Chattanooga is often limited by environmental protections and geography, such as the parkland, floodplains and ridge features. However, in northwest Hixson, very little of the identified potentially developable land is constrained by protected or constrained land.

DEVELOPABLE LAND



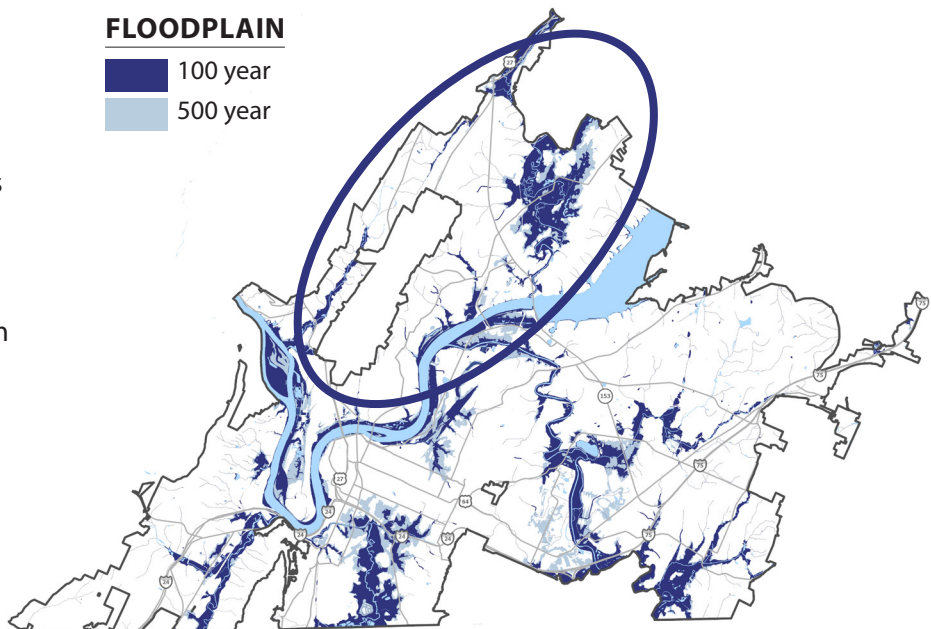
Source: Chattanooga-Hamilton County RPA

The floodplain of North Chickamauga Creek is one of the largest in Chattanooga.

The floodplain of the creek restricts development and may cause localized flooding to homes and property. However, residents of Area 2 benefit from the recreational opportunities available along the creek on the North Chickamauga Greenway.

FLOODPLAIN

- 100 year
- 500 year



Source: Chattanooga-Hamilton County RPA

The predominant development pattern in Area 2 is automobile-oriented with relatively low density and low street connectivity.

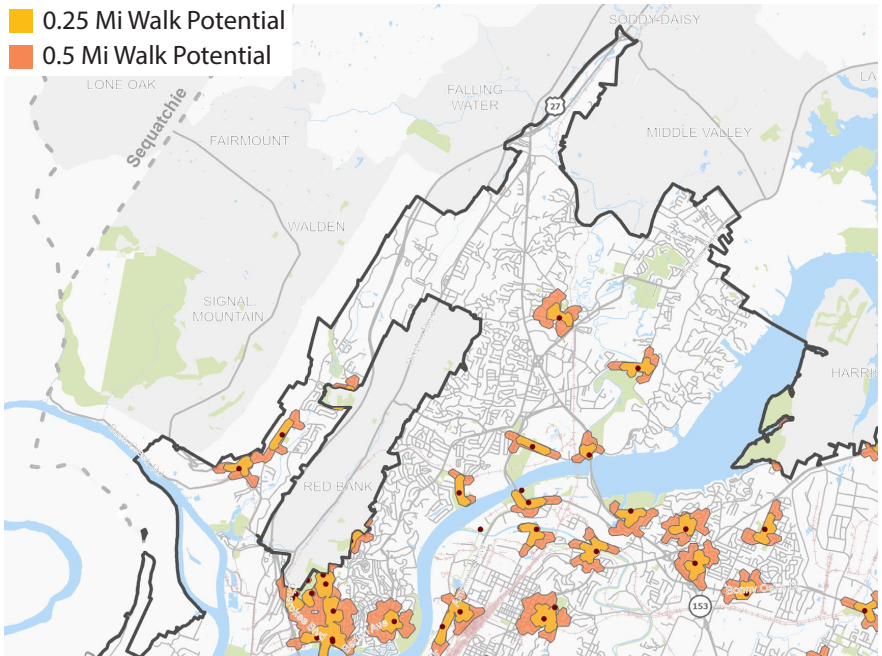
There are few areas where it is feasible to walk to community amenities such as schools, commercial areas, community facilities, or parks.

Despite having a variety of park types, the location of these parks limit access, especially for pedestrians.

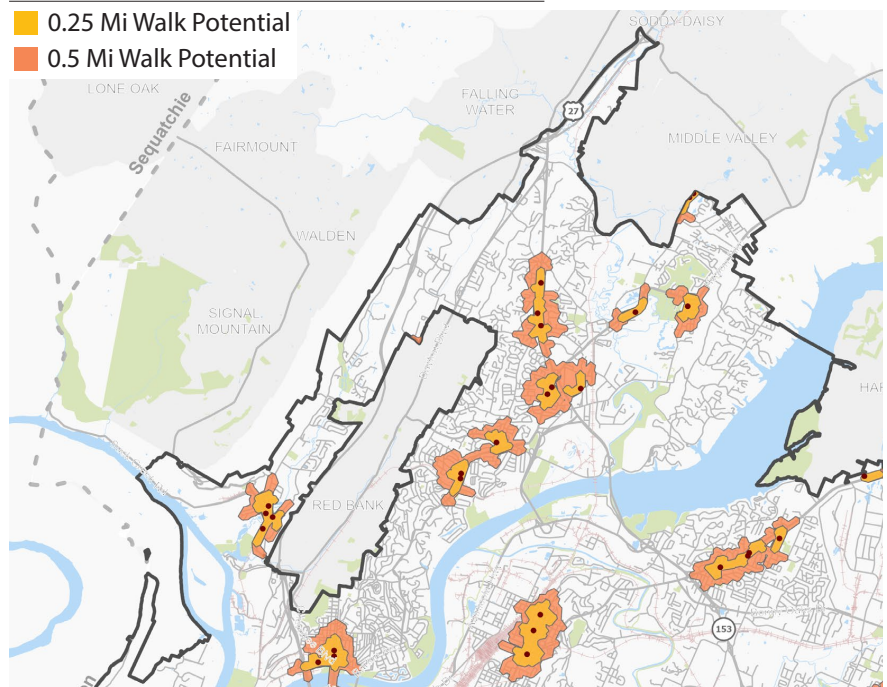
The southern and eastern sections of Hixson have the most park walk potential while much of the rest of the area has no real walk potential for most parks and trailheads.

Grocery store walk potential is similarly limited for Hixson residents. While there are several grocery stores, mainly within the northern section of the area, they are all have limited pedestrian accessibility.

PARK/TRAILHEAD WALK POTENTIAL

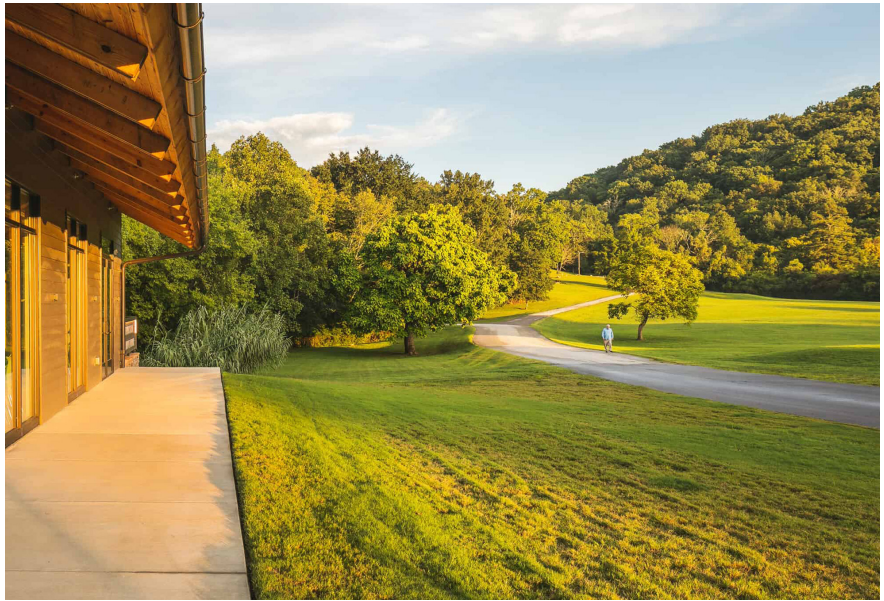


WALK POTENTIAL TO GROCERY STORES



Source: Chattanooga-Hamilton County RPA

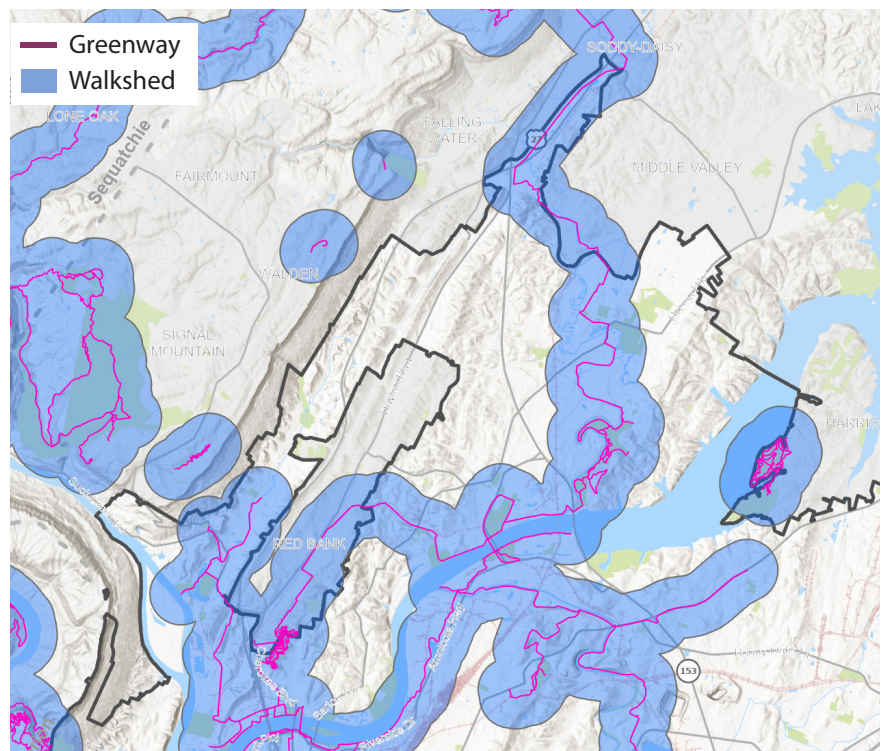
There are a variety of park types in Hixson, though most of the parks are on the east side. A greenway connects the area and provides water access points, following North Chickamauga Creek from the northernmost point of Chattanooga, towards the Tennessee River, then heads west through Red Bank to make connections beyond. Greenway Farm Park, located along North Chickamauga Creek, is a major park in this area, and includes a conference center and dog park.



Greenway Farm Park.

Source: RPA

GREENWAY WALKSHED



Source: Chattanooga-Hamilton County RPA

COMMUNITY INPUT

As described in the Introduction to Plan Chattanooga, there were multiple rounds of community input with different opportunities for public participation. In each round, participants provided input related to their area of the city. The following summary highlights themes from all input related to Area 2: Hixson and Red Bank.

Topics most mentioned in Area 2

When asked to prioritize topics of importance, Area 2 participants most often mentioned:

(In order of most frequently mentioned)

- » **Land Use:** Concern about lack of walkability and vacant or declining commercial areas
- » **Parks and Greenways:** Desire for greater safety, access, and connections to neighborhoods.
- » **Transportation:** Concern about lack of transit and pedestrian and cyclist safety
- » **Housing:** Seen as good, diverse, and relatively affordable along with divergent views on variety in housing types
- » **Economy:** Concern that Hixson and Red Bank have not seen economic development
- » **Natural Resources:** Concern about clearcutting, building on steep slopes, and stormwater runoff

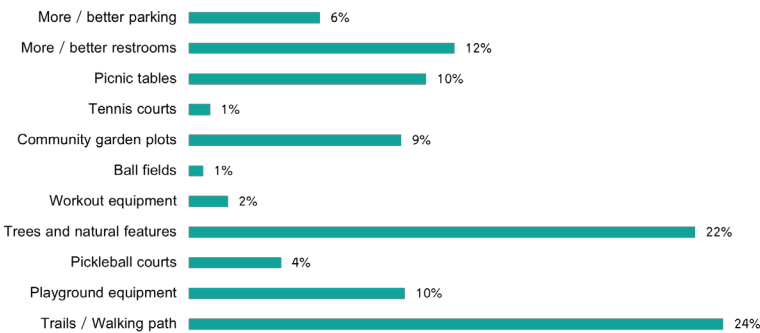
Support for potential solutions

The Choices Survey asked participants about specific policies, features, or preferences related to Commercial Centers and Corridors, Housing, Transportation, and Parks and Natural Systems. Related to each of these topics, participants from Area 2 were likely to:

Centers and Corridors

- » Strongly prefer walkable mixed-use and main street commercial development over drive-up strip centers and stand-alone stores
- » Indicate a willingness to support and walk to a small commercial area within their neighborhood
- » Say that appearance and quality of development is important

What features would you most like to see at parks in your area? Select up to five. (percentage based on total respondents)



Full results from all survey questions are contained in the Appendix.

Participants were likely to...

Neighborhoods and Housing

- » Support small-lot single family homes within an existing neighborhood
- » Support more medium or mixed-density housing next to a commercial center and other existing multi-family housing.
- » Say that important neighborhood design features were:
 - » Design of the streetscape (including street trees, lighting, and sidewalks)
 - » Design quality of housing
 - » Including parks, schools or other community uses in a neighborhood

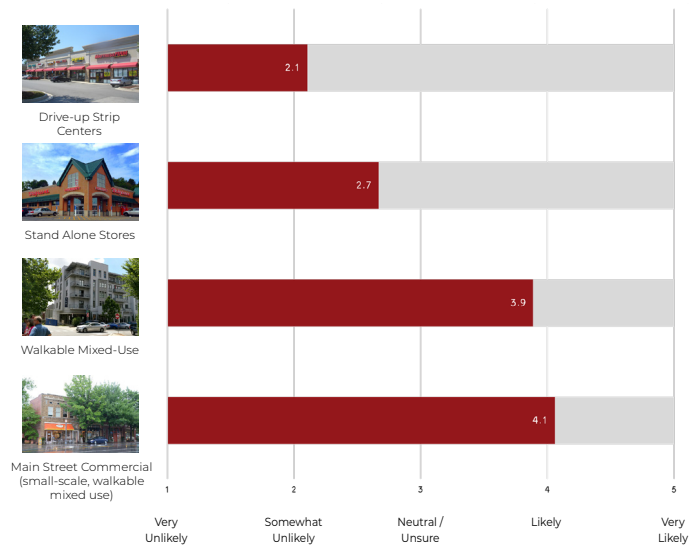
Transportation

- » Support the prioritization of funds for improving elements such as new sidewalks and off-road trails or greenways.
- » Support a variety of approaches to addressing traffic congestion, some of which include:
 - » adding sidewalks to make walking an option
 - » new greenway connections between destinations
- » Support new multi-family housing clustered within or adjacent to commercial areas to make transportation choices such as walking, biking, and transit more feasible.
- » Indicate high interest in having the option to walk or bike to schools and recreational areas

Parks and Open Space

- » Support greenways for pedestrians and cyclists, particularly connecting to neighborhoods and parks as well as mid-size neighborhood parks.
- » Support policies that limit impacts of development on the area's natural systems, such as protecting the existing tree canopy and working with non-profit or community groups to purchase land for preservation.

How likely would you be to support the following types of commercial development as existing commercial corridors or centers are redeveloped? (Average response)



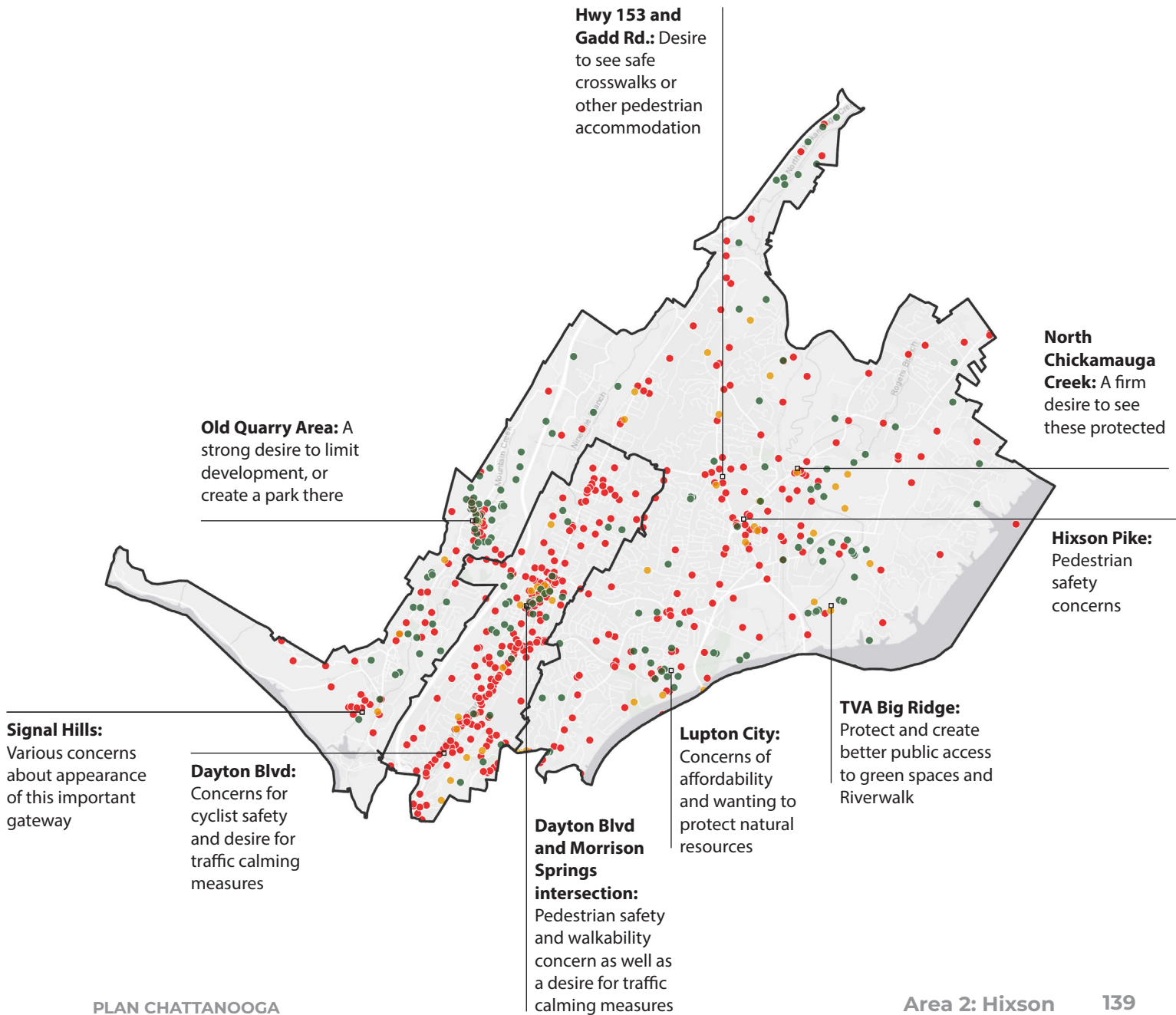
Full results from all survey questions are contained in the Appendix.

Places to protect, grow, or change

Through mapping activities, participants identified specific locations to protect, grow, or change. Participants chose one of three categories to tag their comment on a map. The map below shows the location of each comment in Area 2 and identifies notable clusters of comments. Themes from these activities sorted into the four topics in the Choices Survey are listed on the following page.

These categories were defined as:

- Protect (don't change what's there)
- Grow (continue, strengthen, or copy what's there)
- Change (replace with something new and different)



Themes from public comments about places to "protect, grow, or change"

Centers and Corridors

- » Revitalize Red Bank Town Center and underutilized commercial and massive parking lots along Dayton Boulevard.
- » Revitalize Northgate Mall site and support a mix of uses to make it a town center.

Full results from all survey questions are contained in the Appendix.

Neighborhoods and Housing

- » Improve options for affordability

Transportation

- » Improve many roads for pedestrian and bike use (sidewalks, bike lanes, safety solutions, and connectivity throughout area). Specific locations most mentioned include: Hixson Pike/Ashland Terrace, Morrison Springs, etc. Most major corridors were noted.

Parks and Open Space

- » Greenway Farms and White Oak Park are identified as the top two favorite parks in the area by participants for the dog parks, multi-use features, wildlife, and open green spaces.
- » Create a greenway connection to the TVA Big Ridge Area and North Chickamauga Creek.
- » Protect green spaces and access to recreation in natural areas, protecting floodplain and wetland areas. Examples include Greenway Farms (recreational area), Mountain Creek, and Signal Mountain areas (concern about development pressure changing character)

CENTERS AND CORRIDORS

As described in the Citywide Framework chapter, all area plans in Chattanooga apply a “Centers and Corridors Approach.” 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. Corridors connect multiple neighborhoods and extend to other parts of the city or county. They often contain a mix of commercial, industrial, and residential uses. Some sections of these corridors are experiencing decline and have a high rate of commercial business turnover. These locations therefore provide an opportunity for new multi-family housing, which provides more housing options, supports more frequent transit service, and provides the population density to support retail businesses.

See the Centers and Corridors Map for Area 2 on the following page.

PLACE TYPES

Place Types are used to help people visualize the various forms that development can take. They describe land use and the desired community character within each of the Area Plans at a more specific block or parcel level. General definitions of each place type are provided in the Citywide Framework chapter.

The Place Type Maps depict the intended future condition for an area. In some cases the map reinforces what is in an area today. In other cases, the place type would encourage an area to change in the future. In either case, the Place Type Map is a tool to guide future decisions about development and zoning. The Place Type Map does not require or guarantee changes to the zoning of any property today.

See the Place Type Map for Area 2 following the Centers and Corridors Map.

These Centers are identified in the Hixson Area at the following general locations or intersections:

TOWN CENTERS

- » Northgate Mall area

VILLAGE CENTERS

- » Hixson Pike and Lupton Drive

NEIGHBORHOOD CENTERS

- » Hixson Pike and Ashland Terrace
- » Hixson Pike at Cassandra Smith Road
- » Ashland Terrace and Thrushwood Drive

NEIGHBORHOOD NODES

- » Hixson Pike east of Longview Drive
- » Hwy 153 at Hillock Farms Road
- » Norcross Road and Ely Road

The Place Type Map is used to inform future changes to the city's Zoning Map or development standards. However it does not require or guarantee changes. The zoning code and map are city laws that regulate what can be built where.

CENTERS AND CORRIDORS

This map is illustrative and shows general scale and location of centers. The Place Type Map provides details related to future development of the center.

-  Town Center (Northgate Mall Area)
-  Village Center
-  Neighborhood Node/Center
-  Mixed-Use Corridor
-  Suburban Corridor
-  Existing Trails and Greenways
-  Proposed Trails and Greenways
-  Parks and Preserved Land
-  Environmental Constraints (steep slopes and 100-year floodplain)
-  Floodway

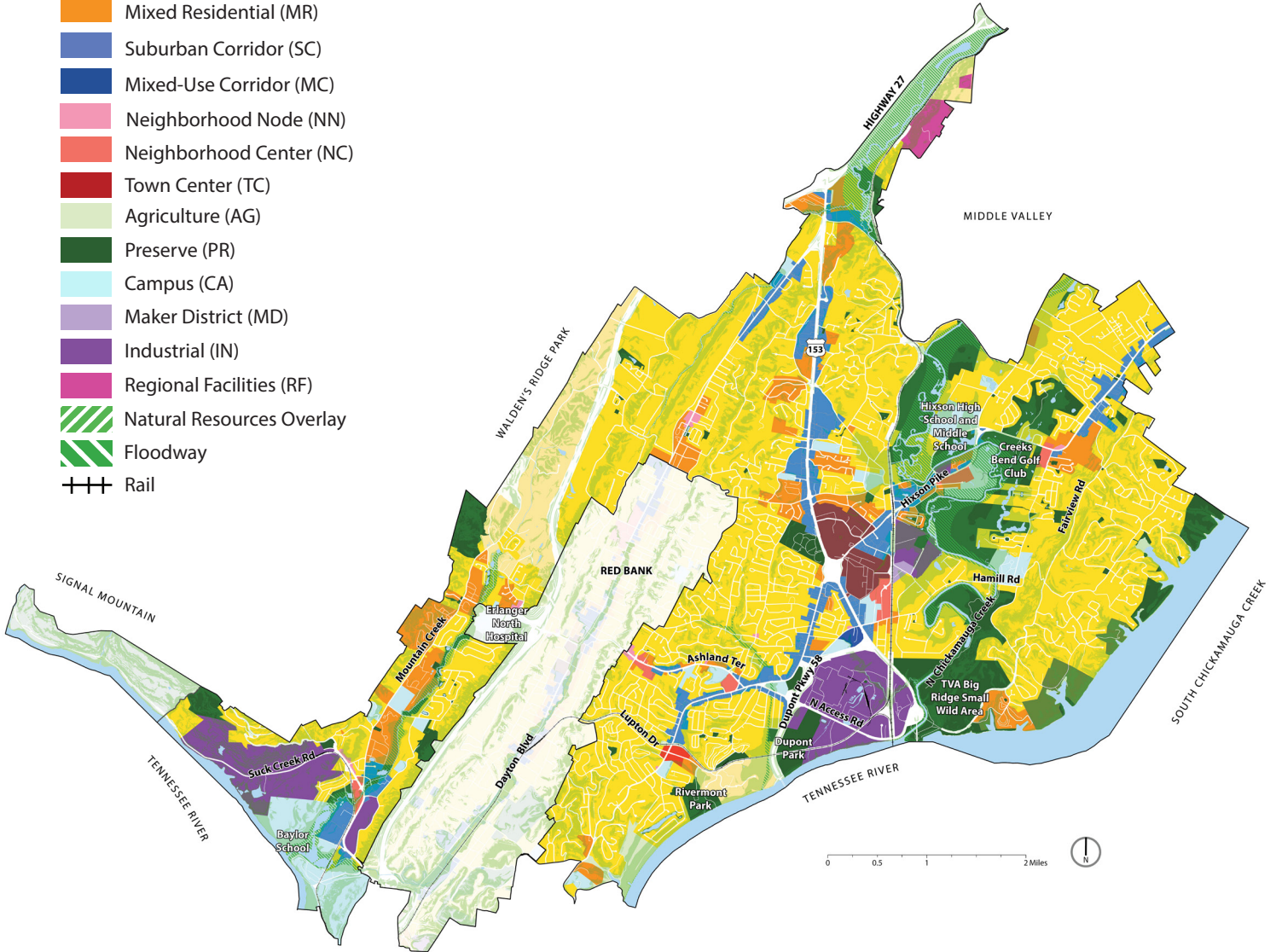


Proposed Trails and Greenways are based on the recent Parks and Outdoors Plan (POP). They reflect a wide range of feasibility and priority. Some routes are conceptual and long-term, while other routes may be funded for implementation in the near term.



PLACE TYPES

- Countryside Residential (CR)
- Suburban Residential (SR)
- Mixed Residential (MR)
- Suburban Corridor (SC)
- Mixed-Use Corridor (MC)
- Neighborhood Node (NN)
- Neighborhood Center (NC)
- Town Center (TC)
- Agriculture (AG)
- Preserve (PR)
- Campus (CA)
- Maker District (MD)
- Industrial (IN)
- Regional Facilities (RF)
- Natural Resources Overlay
- Floodway
- Rail



COORDINATION WITH RED BANK

The Red Bank City Commission formally adopted the Red Bank Comprehensive Plan 2045 on June 17, 2025. This new long-term vision prioritizes updating zoning ordinances, enhancing pedestrian/bicycle infrastructure, redeveloping the former Red Bank Middle School site, and fostering a prosperous central business district.

For an overview of the Place Type Map and definitions of each Place Type, see the Citywide Framework chapter.



BIG IDEAS FOR PLACEMAKING

The following ideas summarize the direction for future development in the Hixson and Red Bank area. These ideas are described on the following pages.

1. Facilitate redevelopment of Northgate Mall and surrounding commercial areas into a compact, walkable Town Center.
2. Concentrate commercial and mixed-use development within walkable nodes at significant intersections that offer a mix of retail and services for adjacent neighborhoods.
3. Maintain existing industrial areas to support a regionally significant concentration of non-retail employment, including industrial manufacturing and supporting uses.
4. Transform major streets to provide safe, connected, and comfortable transportation choices for residents.
5. Preserve green spaces as development occurs and create more public parks in underserved areas.
6. Expand the greenway network to create additional connections between centers and other major destinations.
7. Ensure higher density development is not occurring on steep slope or in areas with limited access.

SUPPORTING OBJECTIVES AND ACTIONS

1. Facilitate redevelopment of Northgate Mall and surrounding areas into a compact, walkable Town Center.

2:1.1 Facilitate redevelopment of the Northgate Mall in line

with the focus subarea recommendations. Northgate Mall has long served as a major center of activity in the Hixson area, but today the mall is underutilized. Its prominent location with transit service makes it a prime location for the development of a more compact, walkable center. The focus subarea section later in this chapter provides one example of how this place could transform. The city should take an active role in facilitating such a transformation through capital improvements, financial incentives, or partnering to create a catalytic development project.

The focus area section of this chapter includes one concept for a phased redevelopment of Northgate Mall.

2:1.2 Update zoning for mixed-use and suburban corridors to require pedestrian and bike facilities and connections between properties for new development.

Northgate Mall could serve as a catalytic redevelopment site, but the Hixson Pike and Highway 153 corridors surrounding the mall also need to evolve. These places could change incrementally through updates to the city's zoning code. For example in new development or substantial redevelopment projects:

- » Require properties to provide bike parking and install sidewalks through parking areas that connect to adjacent properties and the corridor's sidewalk network.
- » Locate buildings closer to main roads with parking areas between and behind buildings.
- » Reduce the number of access points between a development and the adjacent thoroughfare and allow properties to share access and parking areas.

2. Concentrate commercial and mixed-use development within walkable nodes at significant intersections that offer a mix of retail and services for adjacent neighborhoods.

The Centers and Corridors Map and Place Types Map identify several locations where the intent is to concentrate commercial and higher density residential development in nodes rather than linearly along corridors. These centers should include multi-use path connections to adjacent neighborhoods.

2:2.1 Development Policy Area: Hamill Road at Godsey Dr. This policy is carried over from the former Hixson-North River Community Plan. The Bradington Park subdivision is currently bounded by the railroad track to the east, Hwy. 153 and commercial development to the west, and North Park Hospital and offices to the north. The entire subdivision is recommended for residential development.

This area could be appropriate for non-residential development. However, any proposed rezoning for this area, particularly beyond the properties that front on Hamill Road, should only be considered for the entirety of the subdivision. This will help prevent piecemeal, non-residential development that would negatively impact the remaining residents. Additionally, any potential development should provide a public street connecting Dupont Parkway to Godsey Dr. This will help mitigate traffic impacts of the development on the already congested intersection at Hwy. 153 and Hamill Rd. However, the City Traffic Engineer should review all proposed road improvements.

2:2.2 Development Policy Area: Ashland Terrace. Ashland Terrace is an important east-west connector between Hixson Pike and Dayton Boulevard. With the widening, the portion in Chattanooga is a five lane cross-section. Currently, Ashland Terrace has a primarily commercial character from west of Thrushwood Drive to east of Highland Terrace Drive on the northern side of the roadway with some single and multi-unit residences mixed in along the corridor. Heading eastward, the land use pattern changes to a mix of larger churches with schools, smaller churches, entrances to residential subdivisions, interspersed with some moderate density and office development. Highland Plaza and the intersection with Norcross Road and Hixson Pike anchor the eastern end.

While the bookends of Ashland Terrace are recommended to develop as Central Red Bank/ Civic Center for the City (Dayton Boulevard) and Neighborhood Center (Highland Plaza and Hixson Pike), the recommended policy is to maintain Ashland Terrace with a similar pattern of compatible land uses to what is currently found along the corridor. The Place Type Map shows a development pattern of expansion of Mixed Residential for larger properties with minimal increase in commercial/retail expansion. Where expansion of the Neighborhood Node is recommended, in keeping with Council's more recent zoning actions, consideration should be given to address operation of this important corridor and that development is compatible with adjacent residences.

2:2.3 Development Policy Area: north Dayton Blvd. The northern end of Dayton Blvd as it leads to Hwy 153 features a mix of uses that are less intense and more sparsely located than portions located in Red Bank at the envisioned Town Center. Although the northern portion within the City of Chattanooga contains some light manufacturing and businesses, it also serves nearby single-family residential neighborhoods such as those found at Marshall Avenue.

Dayton Blvd north of Gadd Road has a mix of residential and non-residential uses. This transitions to a residential corridor heading northward, which then transitions again to a commercial corridor beginning north of La Port Drive.

The plan recommends maintaining this pattern with the residential portion of the corridor transitioning to the more intense uses of Suburban Residential form allowing additional opportunity for housing diversity. Also, this policy acknowledges that much of the residential corridor is currently zoned RN-2 which allows a mixture of single-unit homes—both attached and detached—and two-unit homes and townhouse dwellings.

For other supporting actions see:

- » Citywide Objective 2. Build walkable, compact, mixed-use centers at various scales throughout the city as the preferred form of commercial development

3. Maintain existing industrial areas to support a regionally significant concentration of non-retail employment, including industrial manufacturing and supporting uses.

As older industrial areas within Chattanooga's downtown and urban neighborhoods transition to other uses, the city should ensure that there is appropriate land available for large traditional manufacturing operations as well as more modern assembly, distribution, and logistics operations. These types of uses typically involve large buildings, storage and loading areas. They require large sites with access to transportation networks and are ideally buffered from other types of uses. As shown on the Place Type Map, the North River Commerce Center and surroundings, bounded by the Tennessee River and two highways, is an ideal location to retain for industrial use.

For supporting actions see:

- » Citywide Objective 4. Preserve land for industrial uses in suitable locations and sites away from neighborhoods

4. Transform major streets to provide safe, connected, and comfortable transportation choices for residents.

2:4.1 Transform major corridors surrounding Northgate Mall. Highway 153 and Hixson Pike surrounding Northgate Mall are major thoroughfares fronted by predominantly auto-oriented commercial uses. Despite the mix of uses, transit service, and connection to nearby neighborhoods, these areas do not have safe accommodations for non-motorists. The city should prioritize this area for improvement (generally within one mile of the Hixson Pike/Highway 153 intersection in all directions). The supporting transportation projects section describes two such projects:

- » Hixson Pike and 153 Bike and Pedestrian Bypass (project 7)
- » Northgate Mobility Hub and Pedestrian Focus Area (project 11)

For other supporting actions see:

- » Citywide Objective 12. Make walking and biking attractive and viable transportation options throughout the city

5. Preserve green spaces as development occurs and create more public parks in underserved areas.

The Parks and Greenways Map in the Citywide Framework chapter identifies a dozen general locations that are opportunities to create new parks in underserved areas. The city should look for opportunities to acquire specific sites for parks.

For supporting actions see:

- » Citywide Objective 19. Ensure residents in all areas of the city have access to high quality parks and greenways

6. Expand the greenway network to create additional connections between centers.

The Centers and Corridors Map and Parks and Greenways Map identify several proposed or potential greenway connections in Area 2.

2:6.1 Create a safe routes to school program and designated walking and bike routes to the Red Bank Middle / High School Campus. The Cities of Chattanooga and Red Bank have identified the opportunity to better connect the residents of Mountain Creek to the three schools in the area—the elementary school in Chattanooga and the middle and high schools in Red Bank. The cities should continue to collaborate to identify, plan, and fund low-cost, quick-build infrastructure improvements to support safe, active travel, primarily aimed at mobility for youth between Red Bank and Mountain Creek neighborhoods and area schools.

2:6.2 Pursue development of a Mountain Creek Community Greenway. Developed in the early 2000s, the Mountain Creek Community Greenway Plan was the result of a collaborative, four-month planning process involving the Friends of Mountain Creek, residents from the Mountain Creek Community, the Trust for Public Land, the City of Chattanooga, Chattanooga-Hamilton County Regional Planning Agency, and other community stakeholders. The plan developed a community vision for a future greenway trail in the area and provided recommendations for a specific greenway corridor location and linkages to various points in the community. The plan also suggested linking existing public facilities such as parks and schools with existing or proposed sidewalks, trails, and bicycle facilities some of which are in the City of Chattanooga and some in the City of Red Bank. The cities should pursue development of this greenway vision to provide longer-term connectivity in the area.

For supporting actions see:

- » Citywide Objective 19. Ensure residents in all areas of the city have access to high quality parks and greenways

7. Ensure higher density development is not occurring on steep slope or in areas with limited access.

Ridges and other areas of steep terrain tend to have limited infrastructure in addition to being more susceptible to erosion, wildfire, and other natural hazards. Development activity magnifies these challenges. Higher density residential development is most appropriate along corridors or within and adjacent to centers. In Area 2, there were many community comments of concern about development on steep slopes and inadequate transportation infrastructure to support development, particularly in areas such as along Mountain Creek Road. The Place Type Map identifies areas of steep slopes within the "Natural Resources Overlay."

2:7.1 Development Policy Area: Mountain Creek Corridor. Development Policy Area: Mountain Creek Corridor

In 2023, Chattanooga City Council adopted the Mountain Creek Corridor Study (Resolution No. 31640). That study had a development policy that is being carried over to Plan Chattanooga as stated below.

The Mountain Creek Corridor has limited opportunities for new through streets due to existing development. Adding many more units could push the corridor toward capacity. In addition, north of Reads Lake Road, the lack of sewers, the topography, and the narrow winding road, limit the feasibility of higher density development.

While it is important to provide a robust and diverse range of housing options in an area, facilitating the construction of additional apartment complexes may not serve the best public interest.

Additional rezoning for apartment complexes in the Mountain Creek Corridor is not recommended. Also, it is not recommended to exceed the densities allowed by the current zoning in the Mountain Creek Road corridor.

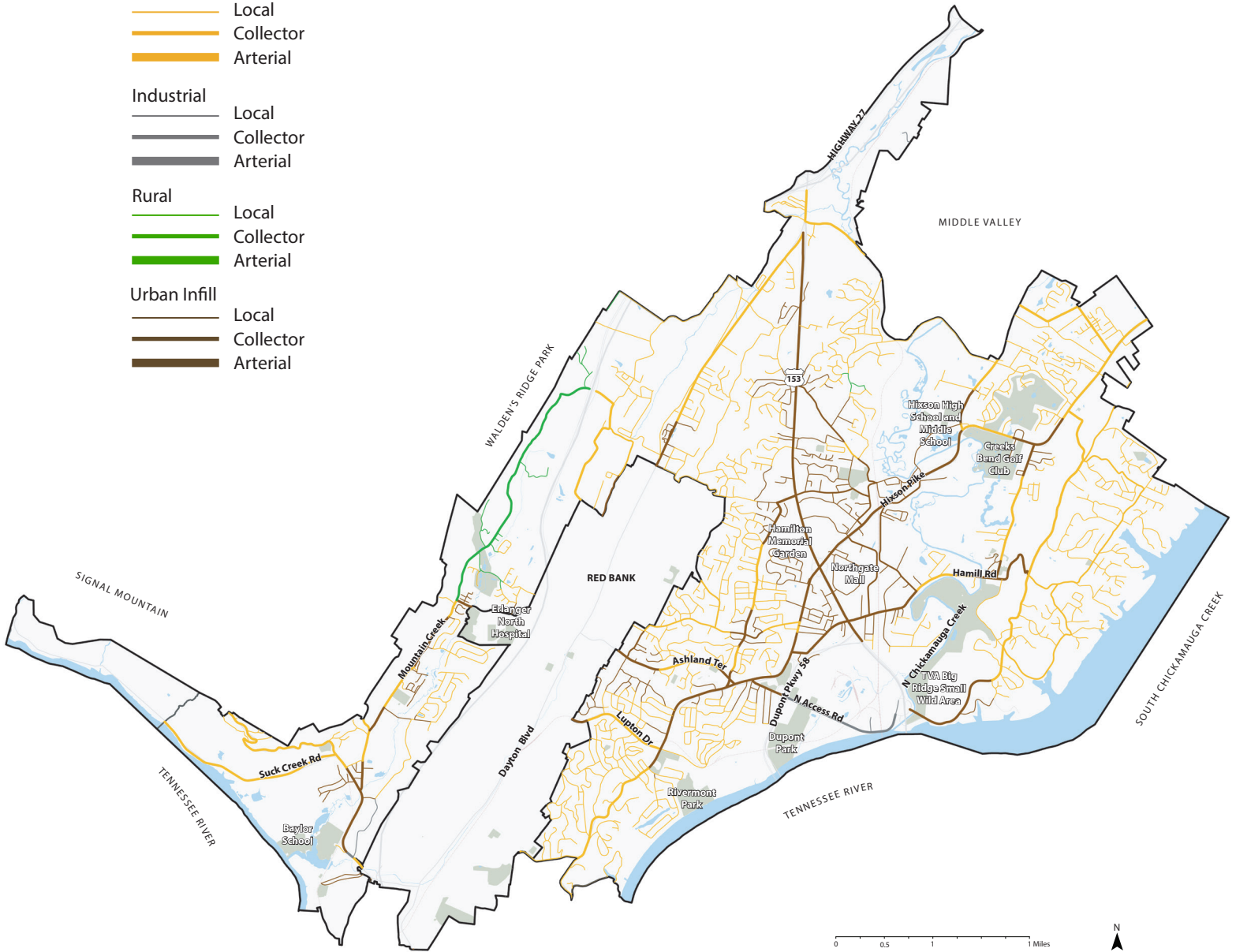
It should be noted however, that some rezoning can maintain the existing density. A property owner whose land is zoned R-1 Residential may request a permit for a Planned Unit Development (PUD) which might include some townhomes or apartments along with single-family units. The overall density of the development could be the same as if the land were developed with all single-family detached homes. This type of zoning can be beneficial as it allows the clustering of homes in a portion of the site, while leaving other areas with steep slopes or floodplains undeveloped.

For other supporting actions see:

- » Citywide Objective 16. Protect ridges and steep slopes

STREET TYPOLOGY MAP

- Suburban
 - Local
 - Collector
 - Arterial
- Industrial
 - Local
 - Collector
 - Arterial
- Rural
 - Local
 - Collector
 - Arterial
- Urban Infill
 - Local
 - Collector
 - Arterial





For a description of the street typology and guidance for its use, see the Citywide Framework chapter.



SUPPORTING TRANSPORTATION PROJECTS


The map on the previous page identifies potential transportation projects for the area and the transportation concept areas described below. This list is not prioritized and should be interpreted as a menu of projects. A description of each project follows the map.


 **Pedestrian Focus Area:** Pedestrian focus areas are areas that don't fit into a conventional transportation corridor: they are typically not linear, not long, have ambiguous boundaries, and are comprised of multiple street types. Instead, their defining characteristic is a heavy mix of destinations that carry foot traffic between them. Some of these are existing and large scale, such as the Aquarium area along Broad and Market downtown. Some of them are of smaller neighborhood intensity, perhaps only the size of a single intersection. And others do not yet exist but could become a pedestrian-focused placed with expected future development and the right investment in infrastructure.


 **Major Crossing/Intersection Enhancement:** These boxes can be project recommendations in their own right, or significant intersections or crossings contained within a broader recommendation. The boxes are not color-coded to be mode specific, so the map context and the recommendation text are the indicators of the type of improvement needed. These projects are derived from numerous considerations, from necessary safety improvements in areas that see a high rate of pedestrians and people on bikes involved in serious crashes, to infrastructure challenges like connecting a bike path over a river, moving freight over railroads, or getting people around heavily trafficked roads.


Mobility Hubs: Mobility hubs serve a confluence of mobility needs. Depending on their intended function, they could serve fixed route transit; parking (such as the CARTA South garage); microtransit; non-motorized transportation either from foot traffic, biking, or both; and the use of personal automobiles for transportation. Not only do mobility hubs serve these modes, but also facilitate connections between them. Mobility hubs can provide information on wayfinding, and how to use bike-share and transit options. They can also include comfortable waiting areas, restrooms, fare vending, retail, storage and more. Hubs are often located in commercial and residential centers where a mix of uses generates significant travel demand. For that reason, mobility hubs often overlap with larger pedestrian focus areas.

Plan Chattanooga identifies four tiers, or levels, of mobility hubs that vary based on size, modes served and amenities:

 **Level 1 Mobility Hubs:** These represent the most intense infrastructure and investment. This type of hub is in high-activity areas where all modes interact, likely in a downtown setting. The surrounding street network is well-connected, particularly for pedestrians. The footprint is larger to accommodate transit, pedestrian and bicycle, vehicle, parking, and other community facilities. Improvements should include placemaking, landscaping, and wayfinding to create a well-rounded user experience.

 **Level 2 Mobility Hubs:** These are smaller than Level 1 but still serve many modes with significant amenities. Level 2 hubs are located in moderate-to-high activity areas, such as walkable communities with multiple destinations in close proximity, such as North Shore and St. Elmo. These hubs are surrounded by a well-connected street and pedestrian network, but do not require as large of a footprint as Level 1 hubs. Most modes should be accommodated in Level 2 mobility hubs, though there may not be as many vehicle- or community-oriented facilities.

 **Level 3 Mobility Hubs:** These are more appropriate in a lower activity, neighborhood setting or in areas that are transitioning. These hubs are more oriented around pedestrians and bicyclists, also have a transit component. Level 3 hubs might be less centralized than Levels 1 or 2, with branded wayfinding and pedestrian improvements.

 **Level 4 Mobility Hubs:** These represent a modest level of investment and can be sited where a few modes interact, but the surrounding context does not warrant much infrastructure. Pedestrian and bicycle facilities are the most important pieces of these hubs, with some vehicle- and community-oriented facilities and, if applicable, a transit connection. These hubs serve to be a connection point for neighborhood residents to access bike share, car share, etc. to reach local destinations or transit stops. They can be located along commercial corridors or in shopping centers, public libraries and community centers.

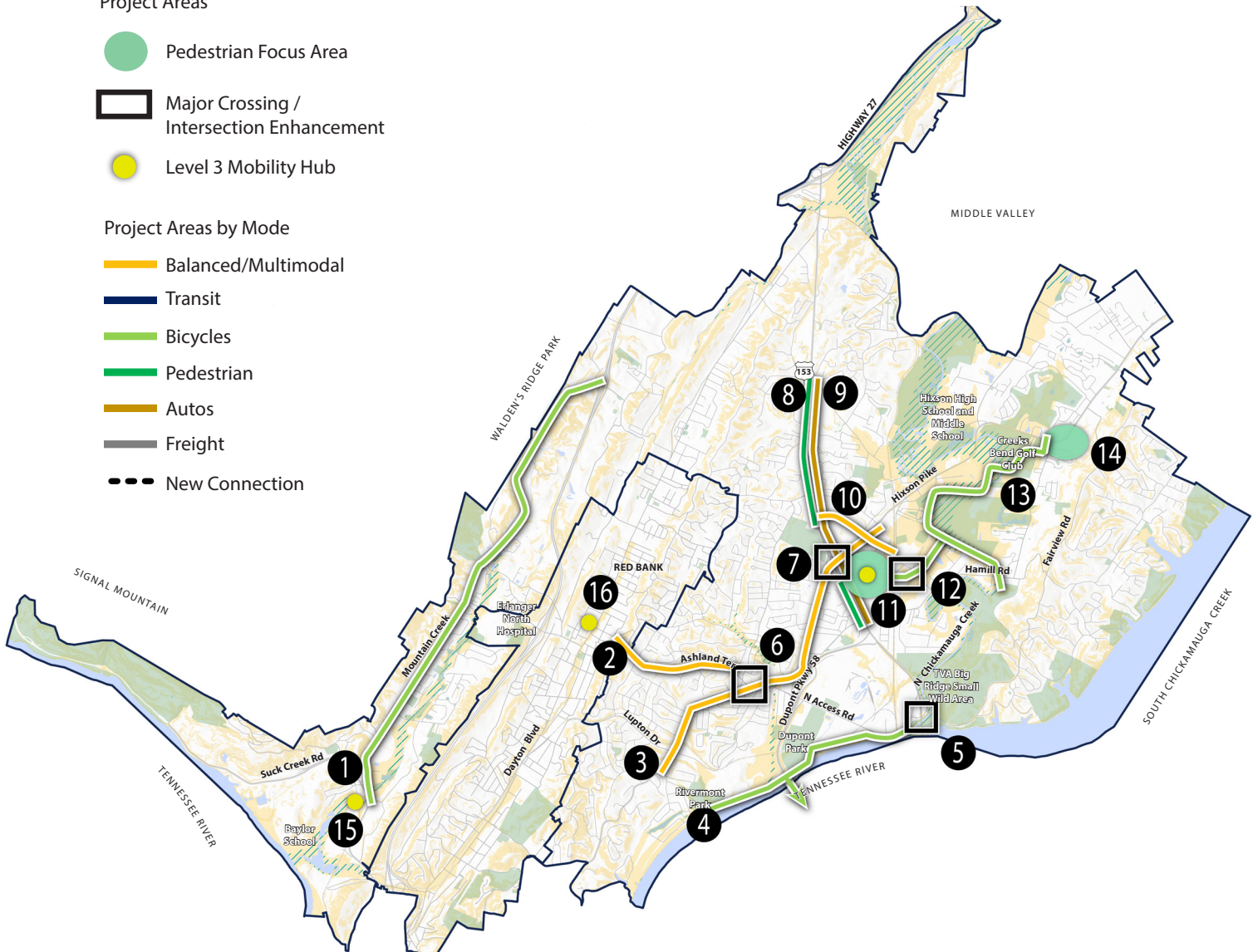
TRANSPORTATION PROJECTS

Project Areas

- Pedestrian Focus Area
- Major Crossing / Intersection Enhancement
- Level 3 Mobility Hub

Project Areas by Mode

- Balanced/Multimodal
- Transit
- Bicycles
- Pedestrian
- Autos
- Freight
- - - New Connection



- 1 Mountain Creek Road Bike Lane.** From Signal Mountain Road to Morrison Springs Road, add shoulder stripes, delineating bike lanes at 5ft and road lanes at 10ft. Consider flex posts or armadillos for cyclist protection, if possible, along with capital and operating investments necessary to support lane maintenance. Beyond Morrison Springs, stripe for advisory bike lanes.
- 2 Ashland Terrace Multimodal Redesign.** Consider access management and narrower lanes to improve speed limit compliance and safety outcomes. Additional right of way to be used to bring delineated bike lanes up to minimum recommended widths. OR consider a 5 lane to 3 lane road diet from Bank St to Norcross Road. Consider lane narrowing, lane reduction, and/or similar traffic calming measures between schools to encourage school zone speed compliance. Improve pedestrian crossings at signalized intersections and at both school driveways with striped crosswalks, pedestrian hybrid beacons, rectangular rapid flashing beacons, or high intensity activated crosswalk signals, and median refuges.
- 3 Hixson Pike Multimodal Corridor Redesign.** Consider a 4 to 3 road diet study from River Hills Drive to Lupton Drive, with reclaimed road width used for sidewalks (which would require moving the curb) or a curb-protected cycle track. Consider additional infrastructure necessary to support bike and pedestrian usage at the southern terminus and connect the northern terminus to new infrastructure north of Lupton Drive. Between Lupton Drive and Austin Road, add or improve sidewalks, reduce lane width for delineated and protected bike lanes, improved median and crossing treatments at signalized intersections, at points consistent with safety analysis data, and in areas where future land use indicates an increased mixed use or pedestrian emphasis. Consider transit improvements along CARTA Route 16, including signage, shelters, lighting, and shade trees.
- 4 Tennessee Riverwalk North.** Connect Rivermont Park to North Chickamauga Creek Greenway via Dupont Park and TVA Big Ridge Small Wild Area, using a combination of previously planned greenway, railroad “rail-with-trail” right-of-way, and utility easements. Greenway connection through N. Access/TVA site may require future routing study.
- 5 Tennessee Riverwalk to Tennessee Riverwalk North Connector.** On CB Robinson Bridge, reduce northbound lane width OR shift median and all lanes to the west, reducing southbound shoulder width: install jersey barriers to establish 10-foot two-way multi-use path across CB Robinson Bridge, connecting the Tennessee Riverwalk to the (planned) Tennessee Riverwalk North and Dupont Park. Construct multi-use trail access ramps on both CB Robinson Bridge termini.
- 6 Ashland Terrace and Hixson Pike Intersection Redesign.** Consider intersection redesign to single point to improve operations and safety outcomes. This includes considering the elimination of the Norcross Road slip lane west of Ashland Terrace Road, a Norcross and Ashland Terrace roundabout feasibility study, and operations improvement between Ashland Terrace and N. Access Road.
- 7 Hixson Pike and 153 Bike and Pedestrian Bypass.** Consider alternate routes, detours, or bypass for cyclists and pedestrians along Hixson Pike attempting to cross Hwy 153.

For definitions of common transportation project terms, see the Citywide Framework chapter.

- 8 Highway 153 Pedestrian Improvements: complete sidewalk connectivity from Hamill Road to Grubb Road.** Include crossing enhancements at signalized intersections, including where applicable, pedestrian leading intervals, median refuges, curb extensions, right on red management, Pedestrian Hybrid Beacons, Rectangular Rapid Flashing Beacons, or Hawk signals, etc. Crash safety analysis shows that significant safety improvements are needed at Northpoint Blvd and the Meadow Lane/Northgate Mall Access driveway intersections.
- 9 Highway 153 Access Management: Eliminate left turns from 153 between Hamill and Grubb Road at non-intersection and non-signalized intersection through median channelization and elimination of multi-directional turn-lanes.** Improve left-turn and U-turn access at signalized intersections, and coordinate signalization to improve flow with new typical roadway section. Consolidate driveway access and consider right-turn only lanes where applicable to improve operations.
- 10 Northpoint Multimodal Corridor: Add or improve sidewalks along the length of Northpoint.** Narrow or reduce lanes for protected bike lanes. Make crossing enhancements at Northpoint and Hixson Pike for cyclists and pedestrians. Create multi-use trail access between Northgate and Chickamauga Creek Greenway via Northpoint Drive. Align these improvements with recommendation 12, North Chickamauga Creek Greenway Connector.
- 11 Northgate Level 3 Mobility Hub and Pedestrian Focus Area.** Located at Northgate Mall. In concert with land use changes towards walkable mixed-use and increasing housing density, make improvements to the Hixson Pike and Northpoint Area at the Northgate Mall site. Improvements should include new or improved wide sidewalks, shade trees, mid-block crossings, along existing streets, improved crossing at intersections, traffic calming measures, and new streets designed with a focus towards pedestrians as the primary users, a reduction of surface parking lots and installation of street parking, bicycle parking, Transit stop improvements at the Northeast Terminus of CARTA, and placemaking improvements.
- 12 North Chickamauga Creek Greenway Connector.** Connect the North Chickamauga Creek Greenway to the Northgate Mobility Hub and Pedestrian Focus Area via a railroad overpass between Northpoint Boulevard and the tributary across from N Crescent Club.
- 13 North Chickamauga Creek Greenway Extension.** Extend North Chickamauga Creek Greenway along the creek to Hixson High School. Include a connection from Cassandra Smith/(planned) Hixson Pedestrian Focus Area.
- 14 Hixson Pedestrian Focus Area.** In concert with land use changes towards walkable mixed-use and increasing housing density, make improvements to the Hixson Pike area from approximately Cassandra Smith to Big Ridge. Improvements should include wider sidewalks and shade trees, mid-block crossing, improved crossing at intersections, traffic calming measures, and placemaking improvements.
- 15 Mountain Creek Level 3 Mobility Hub.** Locate a mobility hub in Mountain Creek, near the intersection of Mountain Creek Road and US Highway 127. This hub should serve connections to microtransit, bicycle and pedestrian facilities, and car share or electric vehicle charging.
- 16 Red Bank Level 3 Mobility Hub.** Locate a mobility hub in Red Bank, near the intersection of Dayton Boulevard and Morrison Springs Road. This hub should serve connections to microtransit, bicycle and pedestrian facilities, potential future transit service, and car share or electric vehicle charging.

FOCUS AREA

The following development concept and supporting recommendations is an example that may be applicable to the redevelopment of other centers identified during the Plan Chattanooga process. This focus area concept is intended to guide city departments and other agencies as they prioritize various capital improvements and programs. Recommendations are conceptual, do not have a timeline for implementation, and are not funded.

Town Center at the Northgate Mall

As big-box and mall retailers announce closures, cities and malls across the country are looking to new ways of invigorating retail spaces by transitioning them into multi-use, neighborhood developments with a combination of housing, retail, and food and beverage. Redevelopment of Northgate Mall could include a walkable street grid, multifamily housing, the construction of an open-air shopping promenade within the footprint of the current mall, and a new greenway to connect neighborhoods southeast of TN-153 to Northgate and other community resources.

Northgate's Past & Future

For decades, Northgate Mall has served as a vital gathering space for the community, offering a place for shopping, socializing, and making memories. This beloved landmark still holds the potential to be a central hub for the region. Envisioning the mall's future as a mixed-use, walkable development can breathe new life into the area, providing residents with a vibrant, self-contained community. Imagine a Northgate Mall that not only hosts retail shops but also includes residential spaces, parks, trails, and local businesses, creating a dynamic environment where people can live, work, and play. The existing post office and a library already offer convenient amenities. With new housing developments recently added to the east and a long-term senior housing facility nearby, the mall's transformation could cater to diverse demographics, from young families to seniors, making it a thriving, inclusive community hub.

Critical Partnerships

Achieving vision of a town center at the Northgate Mall will only be possible through close collaboration and partnership with the mall's current owner, as the majority of this property, including the internal roads, are currently not public right-of-way.

2026 Update

In 2026, a PILOT (Payment in Lieu of Taxes) program was approved for much needed infrastructure improvements at Northgate. Although these capital funds will be primarily focused on utility upgrades, City Council requested in Ordinance No. 32755 that the mall infrastructure project "includes a robust community engagement process, with the expectation that the redevelopment of the Site will balance the needs of the public with the needs of a viable commercial real estate project, with the ultimate goal of transforming the Site into a compact, walkable Town Center as envisioned in Plan Chattanooga's Hixson Area Plan." Development principles listed for consideration included land or building space at the Site that would be sufficient to house a new Northgate branch of the Chattanooga Public Library, substantial area dedicated for use as a park or other dedicated greenspace, accommodation designed to serve as an outdoor entertainment venue, and that the site will include sidewalks, crosswalks, and/or other pedestrian/bicycle accommodations.

Northgate Mall

Northgate Branch of Chattanooga Public Library

Post Office

Dominion Senior Housing



Existing Northgate Mall

Source: Google Earth, July 2024

CHI Memorial Hospital

New multifamily development

Retirement community



Northgate Mall is an enclosed shopping mall established in 1972.

Source: Northgate Mall



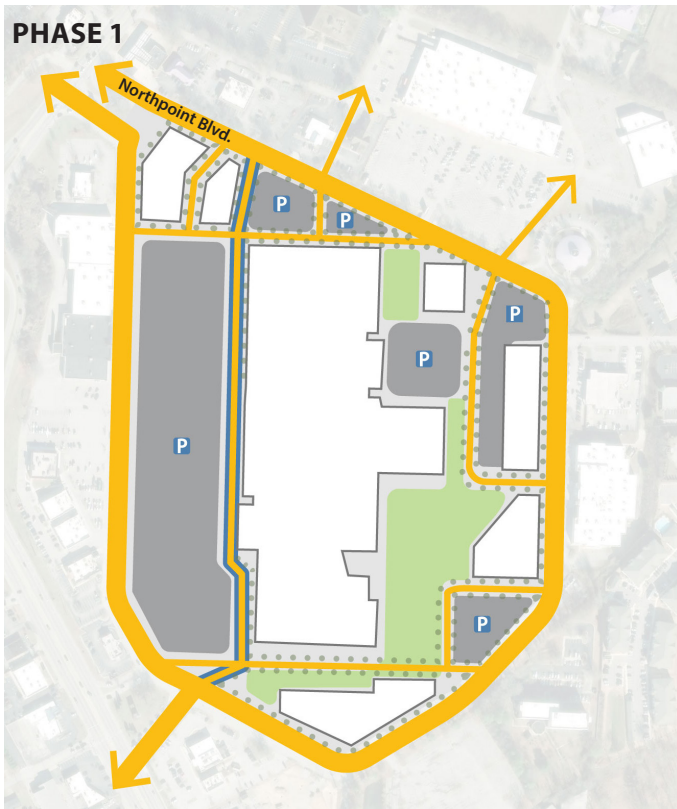
The Northgate Branch of the Chattanooga Public library.

Source: Chattanooga Public Libraries



Ridgeview Apartments are a new multifamily development southeast of Northgate Mall.

Source: Apartments.com

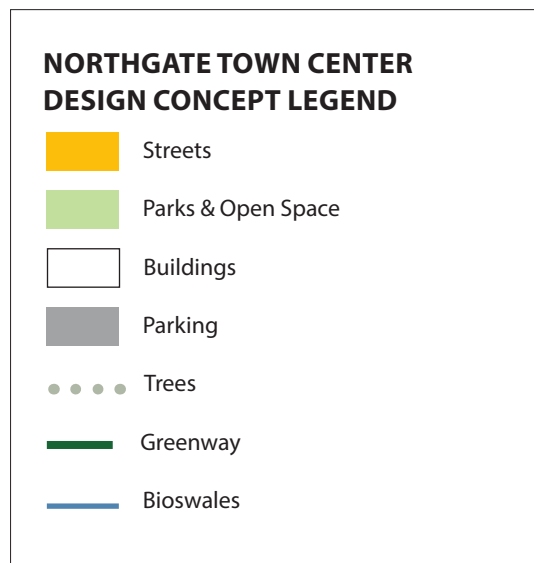


NORTHGATE TOWN CENTER FOCUS AREA DESIGN CONCEPT

A three-phase design concept was developed for the redevelopment of Northgate Mall into a mixed-use shopping and living community. This concept demonstrates the potential for the future of the mall for the purposes of demonstration, and does not represent plans for the future of the mall.

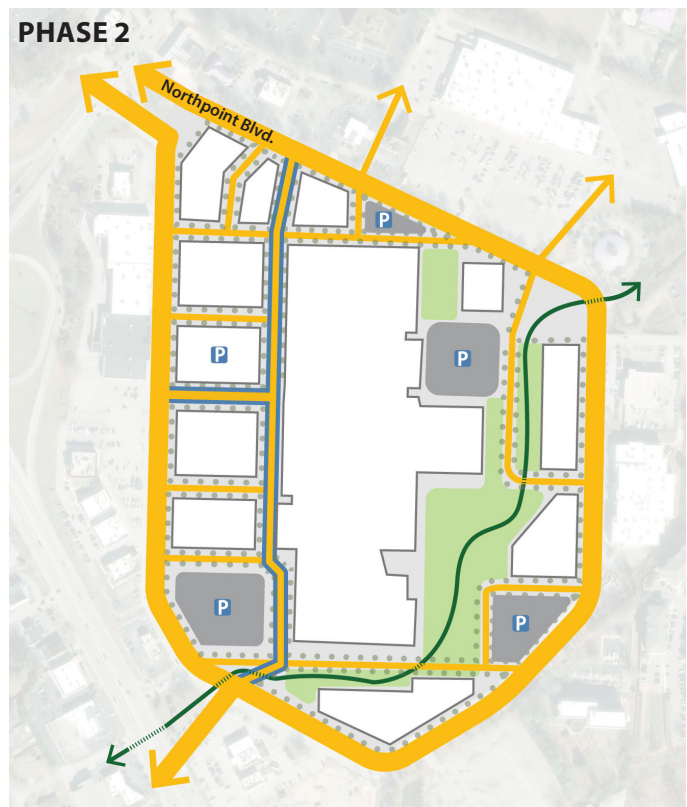
Phase 1

- » Existing mall and most retail parking remains
- » New park created
- » Parcels at edge of mall property redevelop










Phase 2

- » Street grid is introduced to site
- » Infill development begins
- » Greenway constructed
- » Parking structure constructed



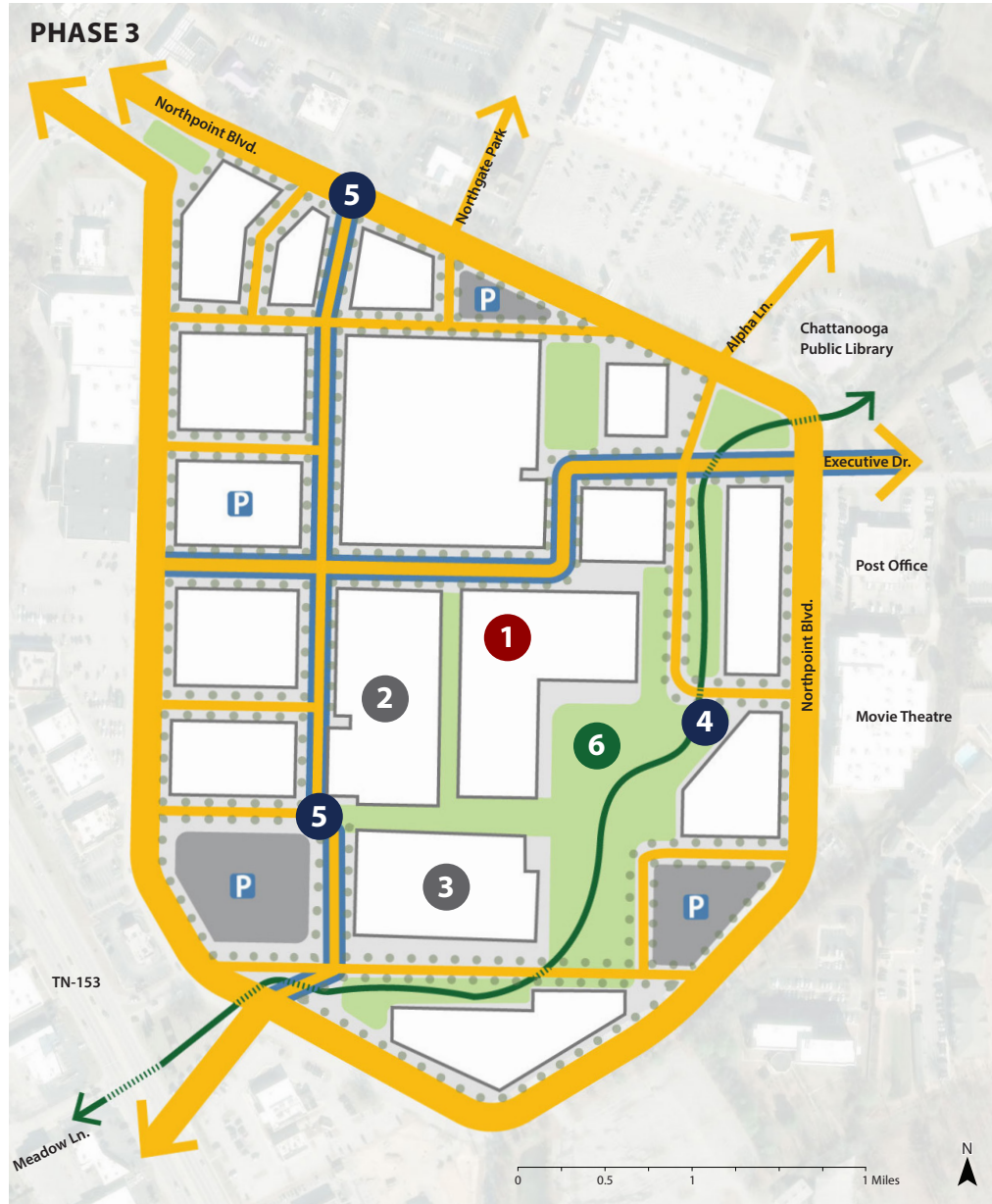
NORTHGATE TOWN CENTER DESIGN CONCEPT LEGEND

- 1 Provide mixed-use, multifamily housing
- 2 Attract neighborhood services
- 3 Develop a hotel
- 4 New greenway to connect neighborhoods
- 5 Relocate the two #16 bus stops
- 6 Create a new central park

-  Streets
-  Parks & Open Space
-  Buildings
-  Parking
-  Trees
-  Greenway
-  Bioswales

Phase 3

- » Street grid is complete
- » East-west street is constructed through mall building; northern anchor store remains.
- » North-south and east-west outdoor shopping paseos are constructed



Former shopping mall successfully renovated into a mixed use district at the Highland Mall in Austin, TX.

Source: Austin ACC



Outdoor shopping paseo at the Old Orchard Mall in Skokie, IL.

Source: Skokie.org



Indoor mall downsized into open air commercial space at Randhurst Village in Mount Prospect, IL.

Source: Village of Mount Prospect

Northgate Town Center Design Concept Recommendations

HOUSING AND EQUITY

- 1 Provide mixed-use, multifamily housing with ground floor commercial as part of a Northgate Mall redevelopment.** This approach integrates residential units with commercial spaces, promoting a vibrant, walkable community that supports local businesses and provides diverse housing options, fostering economic development and providing needed housing.

LAND USE AND ECONOMIC

- 2 Attract neighborhood services in the mixed-use redevelopment of Northgate Mall.** Bringing essential neighborhood services, such as grocery stores, healthcare, and childcare enhances convenience for residents and creates a self-sustaining community, boosting the local economy and quality of life.
- 3 Develop a hotel as part of the Northgate Mall redevelopment.** Including a hotel in the redevelopment plan supports tourism and business travel, generates additional revenue, and increases foot traffic, benefiting surrounding businesses and contributing to a dynamic town center.

TRANSPORTATION

- 4 New Greenway to connect neighborhoods southwest of TN-153 to the redeveloped Northgate mall, the Northgate Branch of the Chattanooga Library, and eventually, the greenway network along North Chickamauga Creek.** Establishing a new greenway enhances connectivity and accessibility, promoting alternative transportation, encouraging outdoor recreation, and linking key community assets, thus fostering a healthier, more integrated urban environment.
- 5 Relocate the two 16 bus stops at Northgate Mall as part of redevelopment.** Moving the bus stops closer to key amenities and entrances improves accessibility and convenience for public transit users, enhancing the overall transportation network and encouraging the use of public transit within the redeveloped area.

PARKS AND OPEN SPACE

- 6 Create a new central park for the Northgate Mall Redevelopment that is adjacent to food and beverage and serves multifamily neighborhood housing.** A central park provides a communal gathering space that promotes social interaction and outdoor activities, while its proximity to dining options and housing makes it a vibrant and attractive focal point for residents and visitors alike, enhancing the appeal of the redevelopment.

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