



# PLAN CHATTANOOGA

*shaping quality places together*



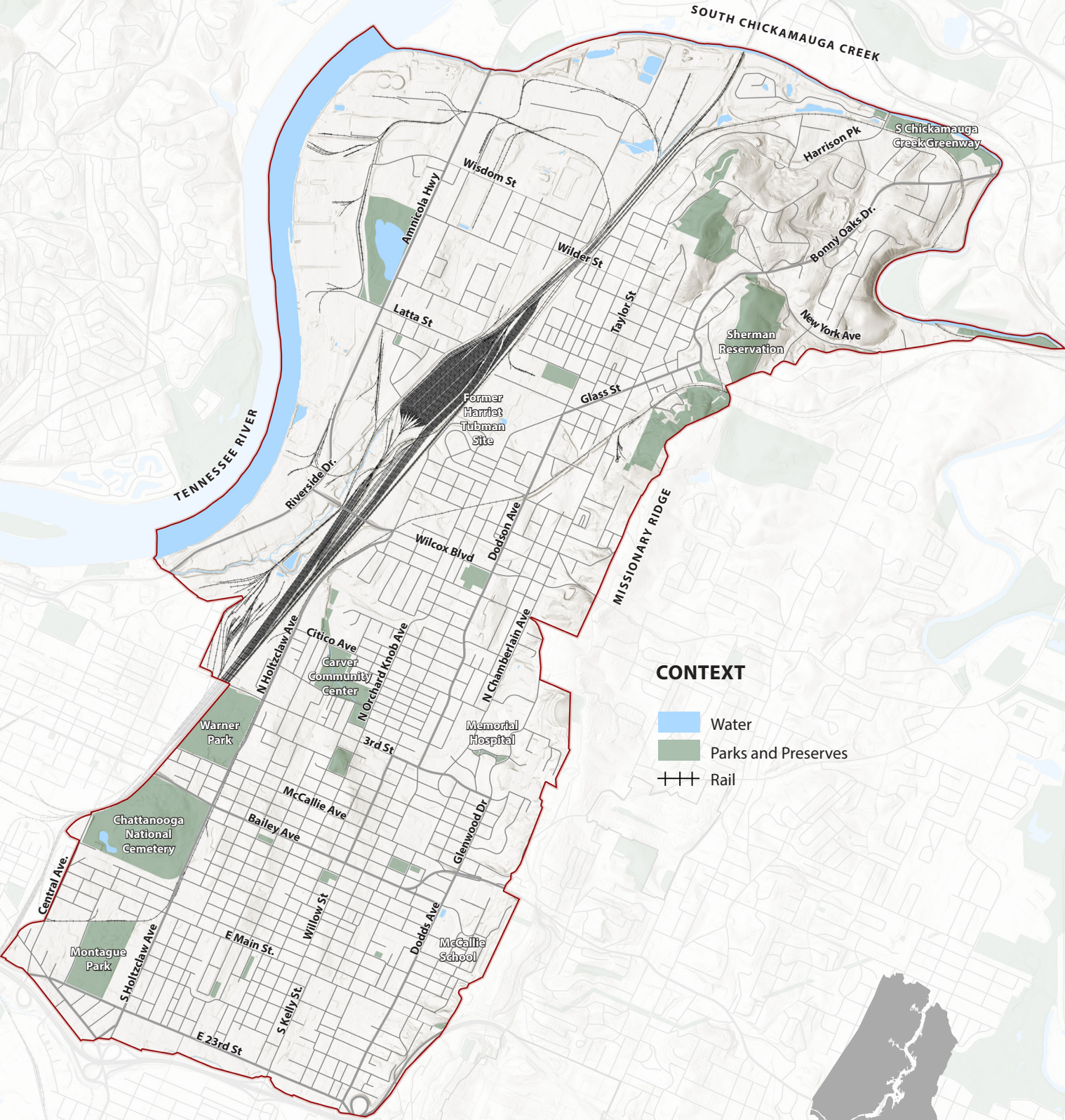
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05/08/26

## 3

### HISTORIC RIVER-TO-RIDGE AREA PLAN



# 3 HISTORIC RIVER-TO-RIDGE AREA



## CONTEXT

- Water
- Parks and Preserves
- Rail

# AREA OVERVIEW

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, 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.

***A recent Area Plan for The Historic River-to-Ridge Area was adopted in September 2020. This chapter incorporates that plan and updates its recommendations to be consistent with other planning areas. The public input and principles expressed in that recent plan are included in this chapter.***

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## Early History

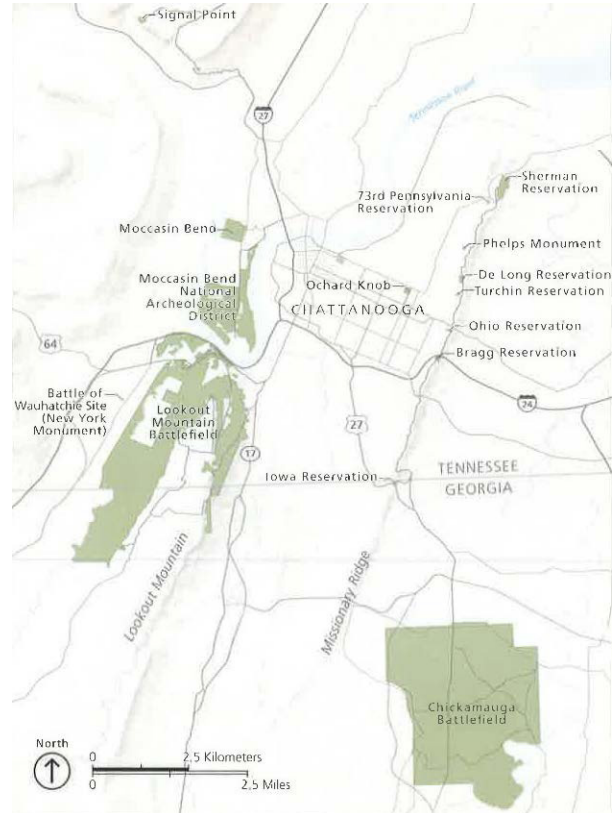
### Trail of Tears

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.



**Multiple units of Chickamauga-Chattanooga National Military Park are located in Area 3, providing open space and places of historical interest. They are all maintained by the National Park Service (NPS). Image Source: National Park Service <https://www.nps.gov/chch/planyourvisit/maps.htm>**

### 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 hilltops 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 2nd 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 1880s. 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.



## 20th Century History

By the early 20th 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 1920s. 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 1890s that sprang up north of Crutchfield Street and east of Dodson Avenue, extending up the foot of Missionary. Today, “East Chattanooga” is more

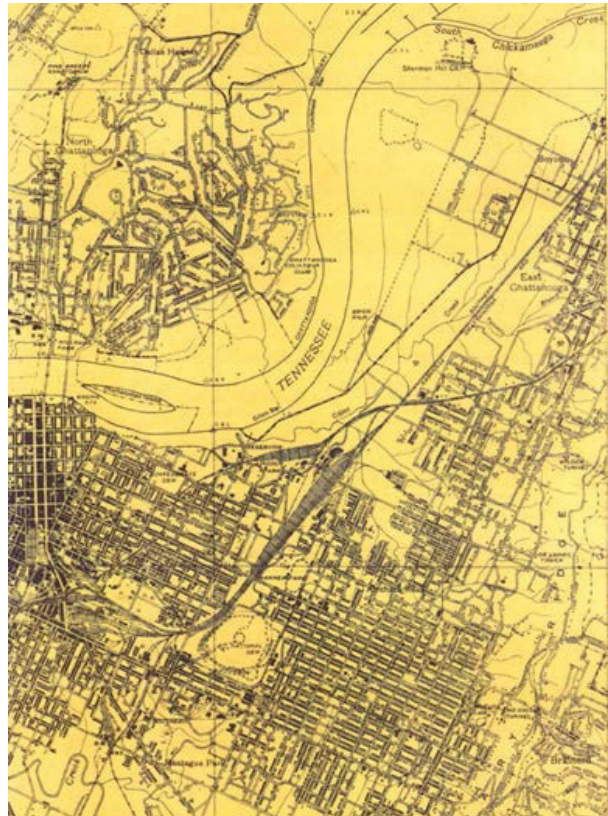
***At one time, the Boyce Station community featured businesses geared around the rail lines including a general mercantile, warehouses and lodging, such as the boarding house found near Elmendorf Avenue. Image provided by Cora Lanier and the Hamilton County Library.***

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 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 1950s. By the 1990s, the Bushtown, Orchard Knob and Churchville neighborhoods featured more than 22 churches.

During the 1940s 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



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

Map Source: Tennessee Valley Authority, 1936

by the Bachman Tubes in 1929, and later by the Wilcox Tunnel in the early 1930s. These facilities increased access to the east and turned McCallie, Wilcox and Bachman into thoroughfares to the fast growing Brainerd area and outward.

## Lending Practices and Disinvestment

The 1960s to the 1980s 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 1990s, 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 21st century. A review of the Historic River-to-Ridge Area’s past must include the discriminatory lending practices that were common in the 1930s and 40’s.

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 evolution, 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.



***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.***

Image Source: Chattanooga Times Free Press



***Warner Park is a vibrant and inspiring destination that offers a plethora of activities to keep residents healthy, happy, and engaged. From the Chattanooga Zoo to the Warner Park Pool, Frost Stadium, Miracle Playground, and five champion-level softball fields, the park is an oasis of fun and excitement.***

Image Source: City of Chattanooga

## Past Plans

### Historic River-to-Ridge Area Plan (2020)

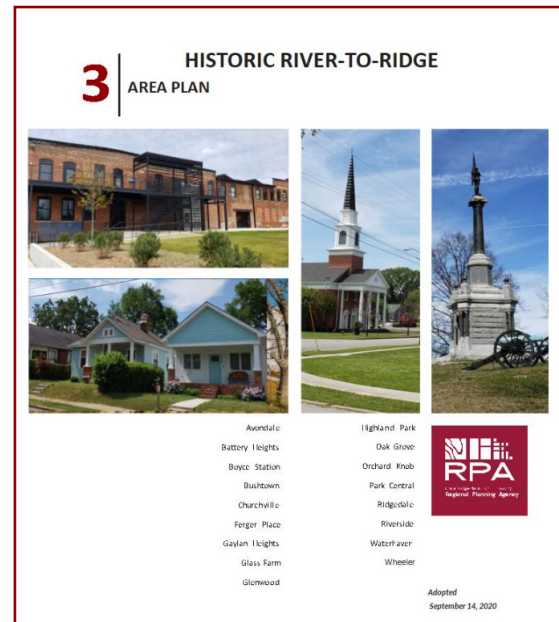
Between 2018 and 2020 RPA conducted an robust area planning effort for Area 3: Historic River-to-Ridge. It was the first Area Plan to be undertaken of the 12 recommended in the 2016 countywide Comprehensive Plan.

The Area 3: Historic-River-to-Ridge plan update presented in this chapter replaces the previous Area 3 Plan from 2020 which is considered sunsetted upon adoption of Plan Chattanooga. Guiding Principles as well as many of the recommendations and policies from the 2020 plan have been incorporated and carried over.

The 2020 plan replaced several previous area plans for portions of the Historic River-to-Ridge Area neighborhoods, which were each at least 15 years old, dating from between 2000 and 2004. Those plans included:

- » Avondale Plan (2004)
- » Bushtown Plan (2000)
- » East Chattanooga Area Plan (2004)
- » Glenn/Churchville/Orchard Knob Neighborhood Plan (2002)
- » Highland Park/Tennessee Temple University Master Plan (2000)
- » Oak Grove Neighborhood Plan (2004), and
- » Ridgedale Today (2002)

The planning process included a steering committee and dozens of community input opportunities conducted over 18 months. Early in that process approximately 210 goals and recommendations from many previous plans were presented to the public and considered for continuing relevance. That effort led to the development of 10 guiding principles for the area.



# PROFILE OF AREA CONDITIONS

## Demographics

2021 Estimates\*

Population

Area 3  
**20,788**

City of Chattanooga  
**11.5%**  
of the city's population

Households with one or more people under age 18

**25%**

24%

Single person households

**40%**

40%

Median age

**35.7**

36.7

Population over age 25 with a Bachelor's degree or higher

**18.7%**

32%

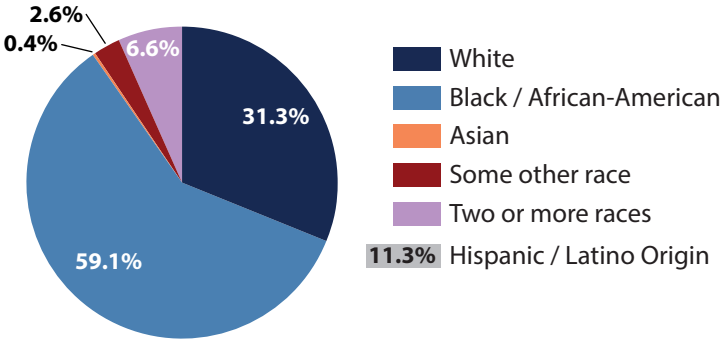
Median household income

**\$40,093**

**\$50,437**

**This area is nearly 60 percent Black or African-American.** About 31 percent identify as White and 11 percent identify as Hispanic or Latino.



**ETHNICITY/RACE IN AREA 3**

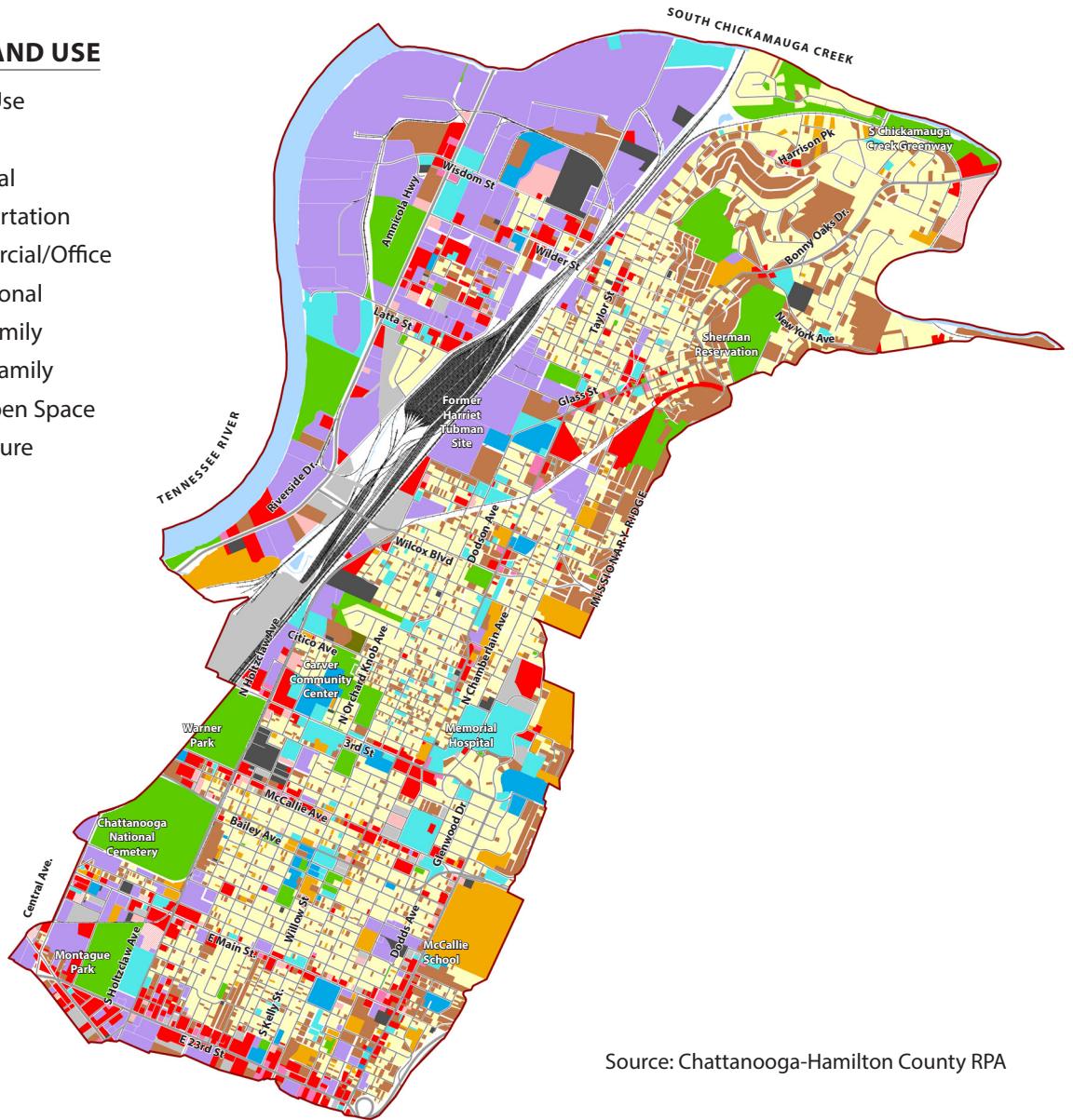


Source: 2021 American Community Survey (ACS) 5-Year Estimates by Census Blocks

# 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



Source: Chattanooga-Hamilton County RPA



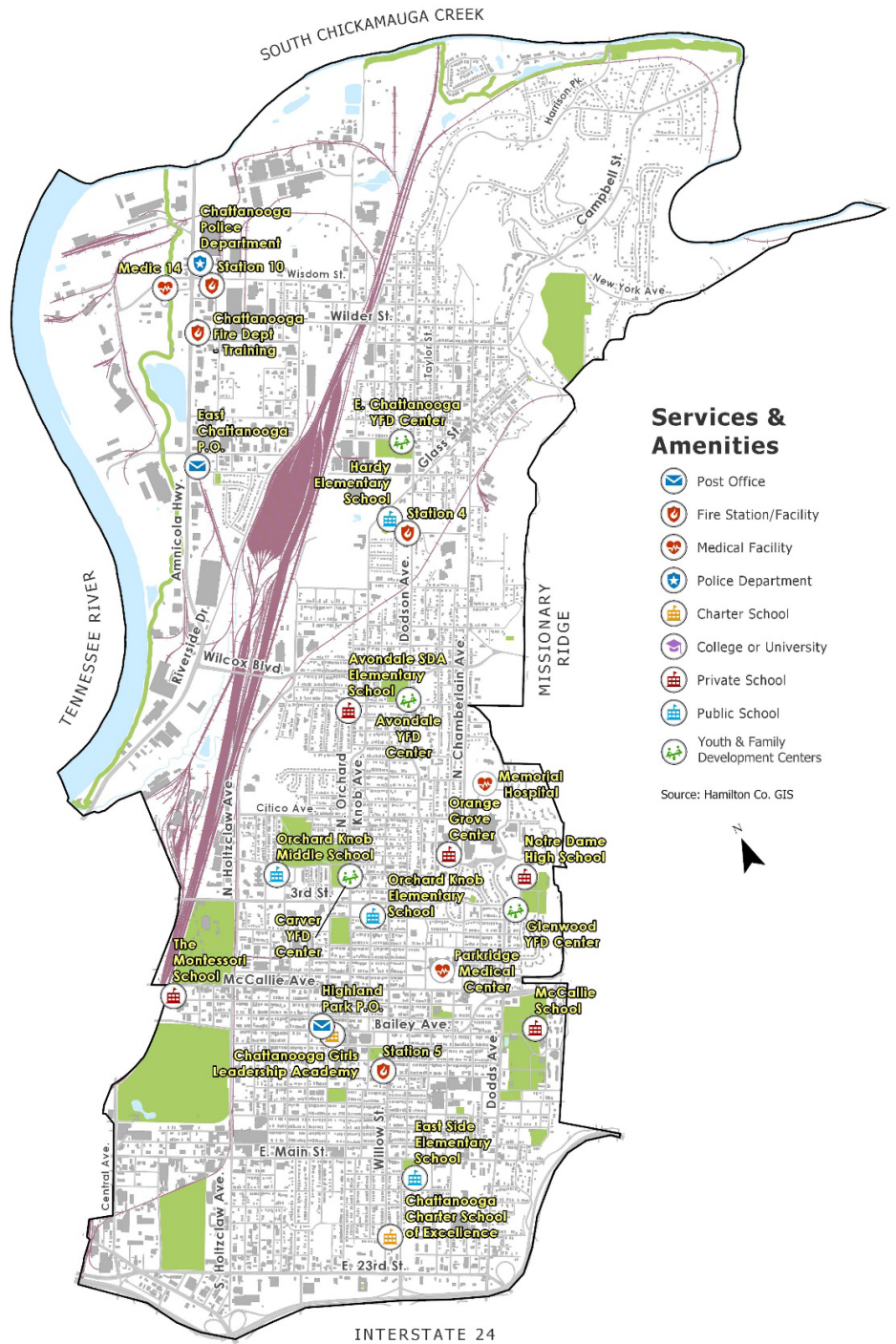
**View of railyard from Wilcox Boulevard.**

Source: Google Earth



**Residential Neighborhood at Citico Avenue and N Orchard Knob Avenue.**

Source: Google Earth



- ### Services & Amenities
- Post Office
  - Fire Station/Facility
  - Medical Facility
  - Police Department
  - Charter School
  - College or University
  - Private School
  - Public School
  - Youth & Family Development Centers
- Source: Hamilton Co. GIS

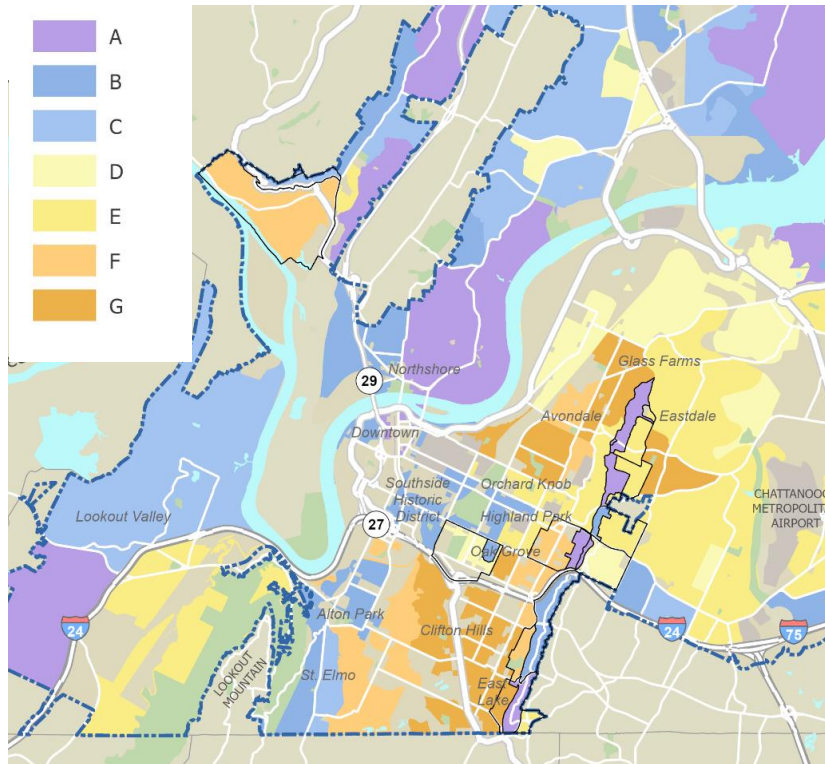
**The area has a large number of parks, four public schools, four community/youth centers, two hospitals and other public facilities.**

**Market Value Analysis shows Area 3 is mostly considered below-average in real estate market conditions.**

The Market Value Analysis (MVA) considers 10 indicators, including land values, code violations, and building permits, to assess the market conditions of areas within the city.

- » Yellow markets have below-average home prices and modest home-ownership rates. New construction and home renovation activity falls below the city average.
- » Orange markets have the lowest housing prices, low levels of development, and high rates of financial stress, vacancy and property code violations.

**MARKET VALUE ANALYSIS / MARKET TYPES**

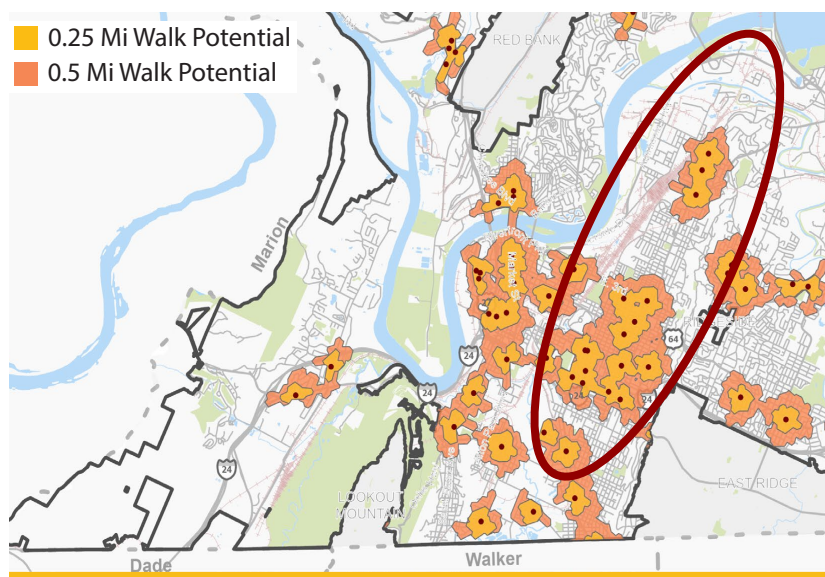


Data and Descriptions from The Reinvestment Fund.

**Area 3 has a well connected and walkable street pattern, although some areas have inconsistent pedestrian infrastructure.**

The southern section of Area 3 is one of Chattanooga’s most walkable areas, with a high concentration of community members able to walk to amenities like grocery stores and public schools. High frequency transit is available along Bailey Avenue and McCallie Avenue.

**WALK POTENTIAL TO GROCERY STORES**



Source: Chattanooga-Hamilton County RPA

**A majority of Area 3 has access to greenways and bike routes.** Trailheads and water access points are concentrated along the river, although access to these places from within Area 3 is limited due to the railroad.

**There is a range of historic, cultural, and recreational parks and open spaces.** Several units of Chickamauga-Chattanooga National Military Park and the Chattanooga National Cemetery are located in Area 3, providing areas of historical interest. Montague Park displays large-scale art installations.



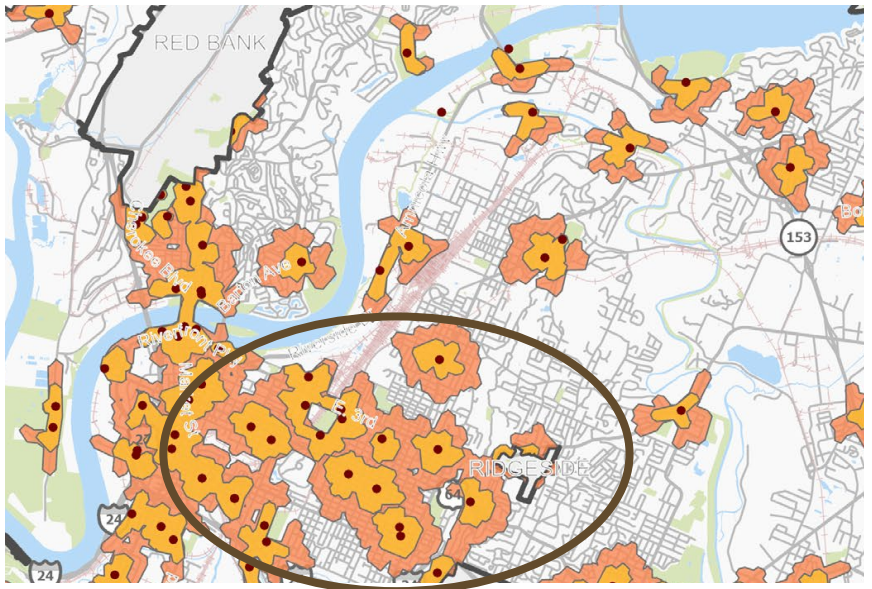
**Montague Park.**

Source: SculptureFields.com

**Steep slopes, considered to be slopes of 30% or greater, are concentrated along the eastern edge of Area 3.** Area 3 is defined by Missionary Ridge to the east and the Tennessee River to the west, however, as the area itself is quite flat, development is not significantly restricted by slopes in this area.

**PARK/TRAILHEAD WALK POTENTIAL**

- 0.25 Mi Walk Potential
- 0.5 Mi Walk Potential



Source: Chattanooga-Hamilton County RPA

**SLOPE**

- 30% or greater
- 20-30%
- 15-20%



Source: ESRI Living Atlas, Terrain: Slope Map

# 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 3: Historic River-to-Ridge.

## Topics most mentioned in Area 3

When asked to prioritize topics of importance, Area 3 participants most often mentioned:

(In order of most frequently mentioned)

- » **Housing:** Concern about affordability and lack of ownership options
- » **Parks and Greenways:** Concern about lack of neighborhood parks, community centers, and greenway connections and trails.
- » **Economy:** Concern about wages, workforce readiness, and lack of investment in this area
- » **Transportation:** Concern about inconvenient and uncomfortable, quality of sidewalks, and lack of unprotected bike lanes
- » **Land Use:** Concern about vacant buildings and lack of green spaces
- » **Equity:** Concern about the prosperity divide between neighborhoods, affordability, and food deserts

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

## 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 3 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 high willingness to support and walk to a small commercial area within their neighborhood
- » Say that appearance and quality of development is very important

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



Participants were likely to...

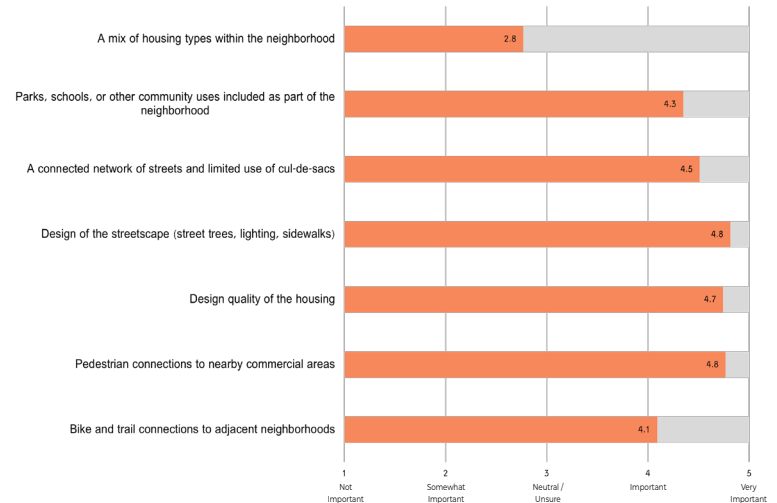
## Neighborhoods and Housing

- » Support other housing types within a neighborhood that were smaller scale than multi-family buildings.
- » Support more medium or mixed-density housing next to a commercial center
- » Say that important neighborhood design features were:
  - » Pedestrian connection to nearby commercial areas
  - » Design of the streetscape (including street trees, lighting, and sidewalks)
  - » Design quality of housing
  - » A connected network of street and limited use of cul-de-sacs
  - » Including parks, schools or other community uses in a neighborhood
  - » Bike and trail connections to adjacent neighborhoods

## Transportation

- » Support the prioritization of funds for improving elements such as repairing existing sidewalks, creating new sidewalks, and improving crosswalks.
- » Support a variety of approaches to addressing traffic congestion, some of which include:
  - » Adding sidewalks to make walking an option
  - » More mixed use, walkable development that could reduce vehicle trips
  - » Traffic signal and intersection changes
  - » New greenway connections between destination
- » 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 between schools and recreational areas as well as interest for walking to commercial areas and employment and jobs

When you think about new neighborhood development, how important area each of the following features? (Average response)



## Parks and Open Space

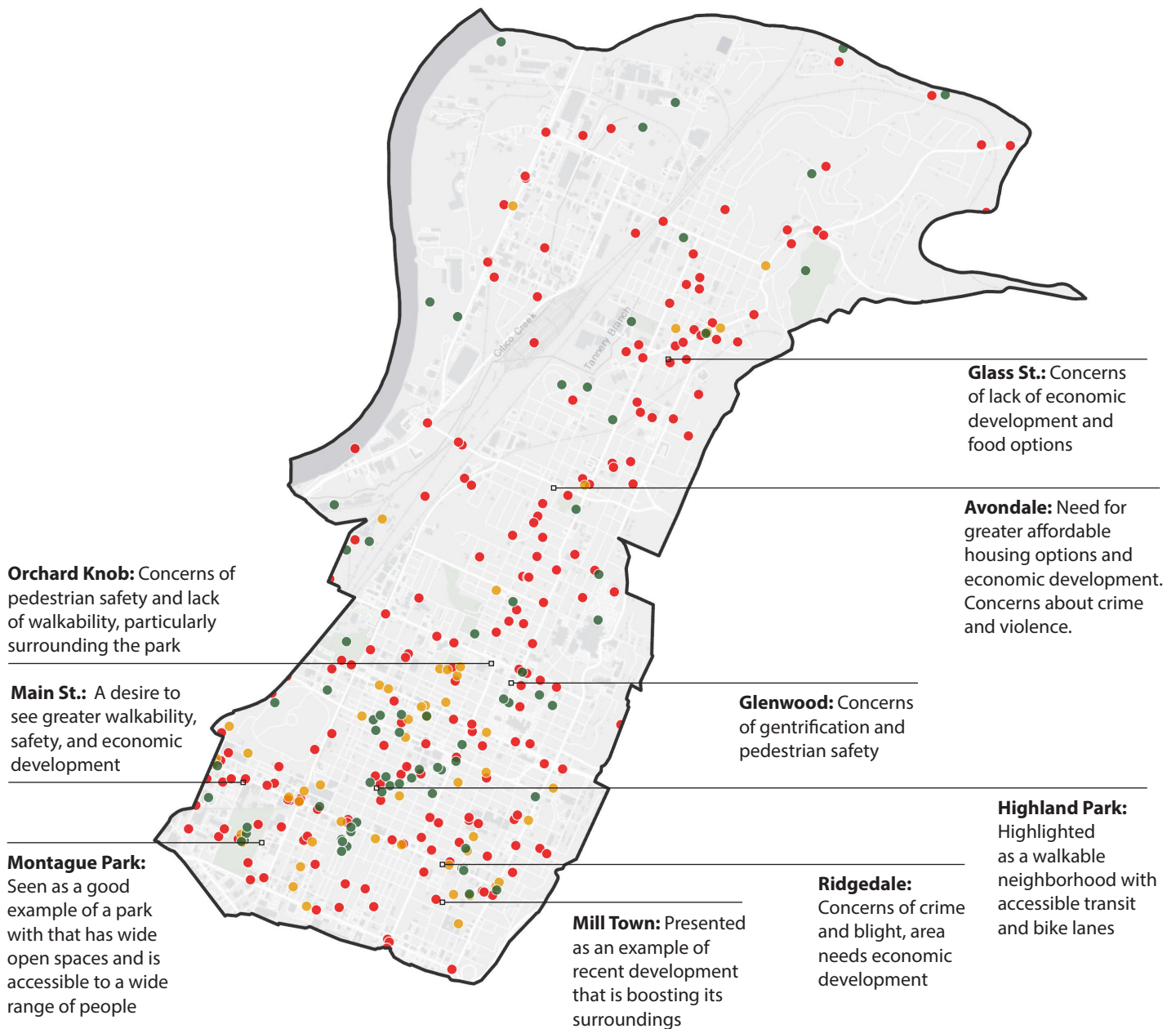
- » Support greenways for pedestrians and cyclists, particularly connecting to neighborhoods, schools and commercial centers with parks closely followed by support for natural open space and forest reserves.
- » Say that trees, natural features, trails, and walking paths in parks are important
- » Strongly support policies that limit impacts of development on the area's natural systems, such as protecting the existing canopy.

# 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 3 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

- » Continue work to revitalize centers such as Glass Street
- » Convert underutilized industrially and commercially zoned properties to residential in areas such as Avondale.
- » More development density could improve areas along Main Street, McCallie Avenue (Milltown mentioned as good example)
- » Preserve historic character through renovation and adaptive reuse of existing buildings and urban fabric in areas such as Glass Street.

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

## Neighborhoods and Housing

- » Improve/redevelop substandard housing (housing surrounding Montague Park and in Ridgedale are referenced)
- » Retain historic character through renovation and adaptive reuse of existing buildings and urban fabric.

## Transportation

- » Improve pedestrian safety and reduce speeding (Wilcox/ Amnicola, Main Street, Bonny Oaks Drive, Bailey Avenue are some examples)
- » Add protected routes for pedestrians to connect east neighborhoods to redevelopment areas (Amnicola) and the Riverwalk.

## Parks and Open Space

- » Montague Park is identified as the top favorite park by participants due to its organic landscape, beauty, diverse artwork, and native plants.
- » Improve appearance of gateways to Area 3 through cleanup
- » Protect existing green spaces and connection to the river

## Previous community input (2018-2020)

During the previous Area Plan effort for Area 3, public input was gathered in multiple ways: public meetings, advisory committee feedback, technical advisors and stakeholder meetings, and surveys. The following is a list of public input events during that process. The input from the adopted Area 3 plan was combined with input from the Plan Chattanooga process to update this area plan.

<b>PUBLIC MEETINGS</b>	
<b>June 23, 2018</b>	Community Vision/Kickoff .....Carver YFD Recreation Center
<b>September, 2018</b>	Stakeholder Meetings .....Development Resource Center
<b>January 26, 2019</b>	Community Choices .....Kingdom Hall
<b>March 7, 2019</b>	Workshop .....East Chattanooga YFD Center
<b>March 13, 2019</b>	Workshop .....Carver YFD Center
<b>March 16, 2019</b>	Workshop .....Glenwood YFD Center
<b>June 2019</b>	Centers Stakeholder Meetings .....Development Resource Center
<b>September 28, 2019</b>	Draft Presentation/Place Types.....Orchard Knob Elementary
<b>February 21, 2020</b>	Planning Commission Draft Workshop .....Development Resource Center
<b>March 9, 2020</b>	Plan Draft Public hearing .....Regional Planning Commission
<b>April 23, 2020</b>	Plan Draft Workshop .....Regional Planning Commission
<b>July 14, 2020</b>	Public Hearing .....Chattanooga City Council
<b>July 28, 2020</b>	Public Hearing .....Chattanooga City Council
<b>September 14, 2020</b>	Public Hearing .....Regional Planning Commission



## Guiding Principles

The following ten guiding principles were created through community input during the 2019-2020 Area 3 planning effort. These principles serve as a foundation for this chapter's recommendations.

### **1. Preserving existing 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 urban 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.

# CENTERS AND CORRIDORS

As described in the Citywide Framework chapter, all area plans in Hamilton County 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 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 following the Centers and Corridors Map.

***Centers identified in the Historic River-to-Ridge Area include the following intersections:***

### VILLAGE CENTERS

- » McCallie Avenue & Holtzclaw Avenue
- » Glass Street & North Chamberlain Avenue

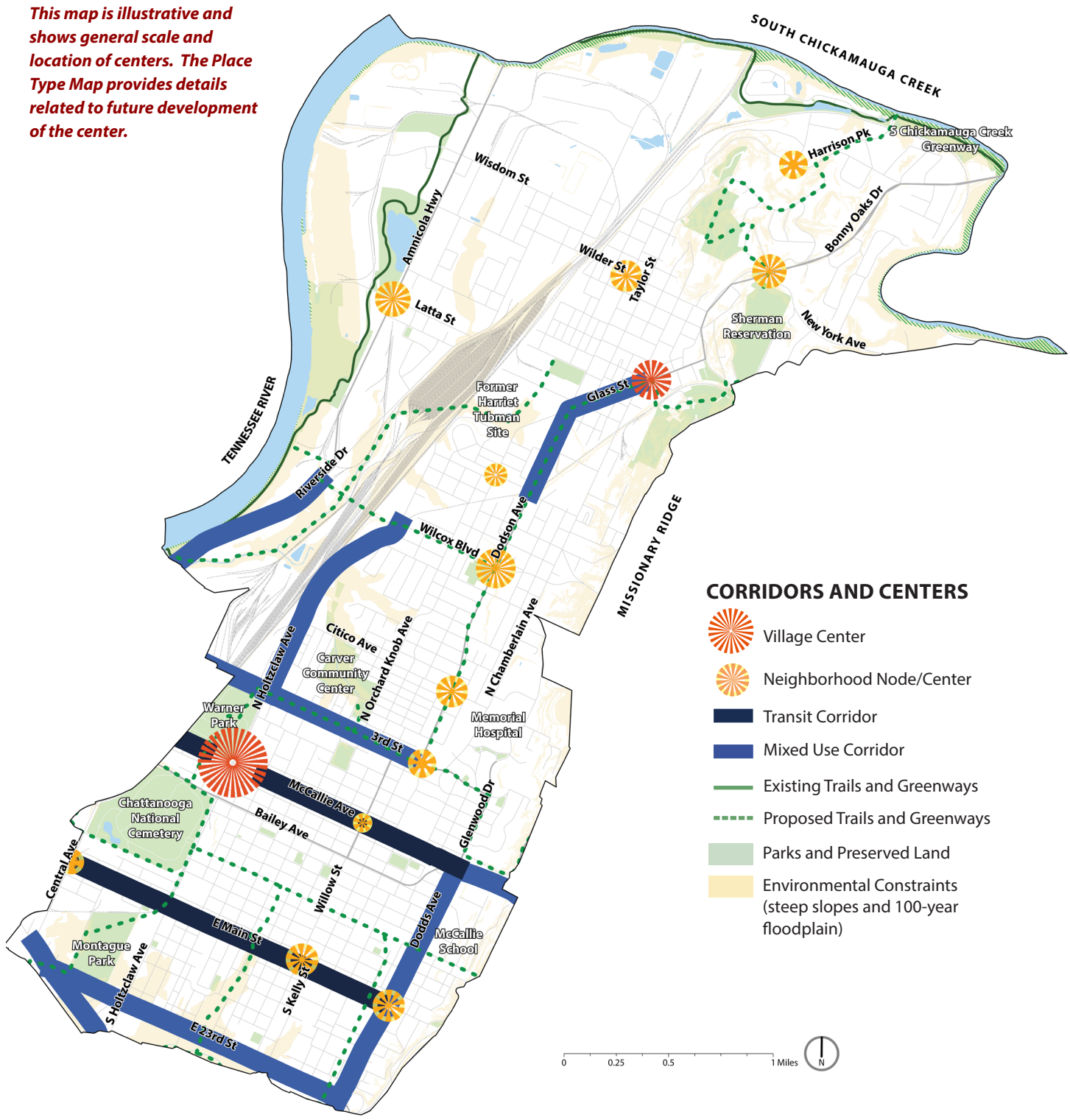
### NEIGHBORHOOD NODES

- » Campbell Street and New York Avenue
- » Wilder Street and Dodson Avenue
- » Latta Street and Amnicola Highway
- » Dodson Avenue and Citico Avenue
- » 3rd Street and Dodson Avenue
- » Wilcox Boulevard and Dodson Avenue
- » McCallie Avenue and Willow Street
- » Main Street and Dodds Avenue
- » Main Street and Central Avenue
- » Main Street and Willow Street
- » Harrison Pike and Meadow Lane
- » Roanoke Street and Southern Street at Harriet Tubman site

***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.***

### 3 HISTORIC RIVER-TO-RIDGE AREA

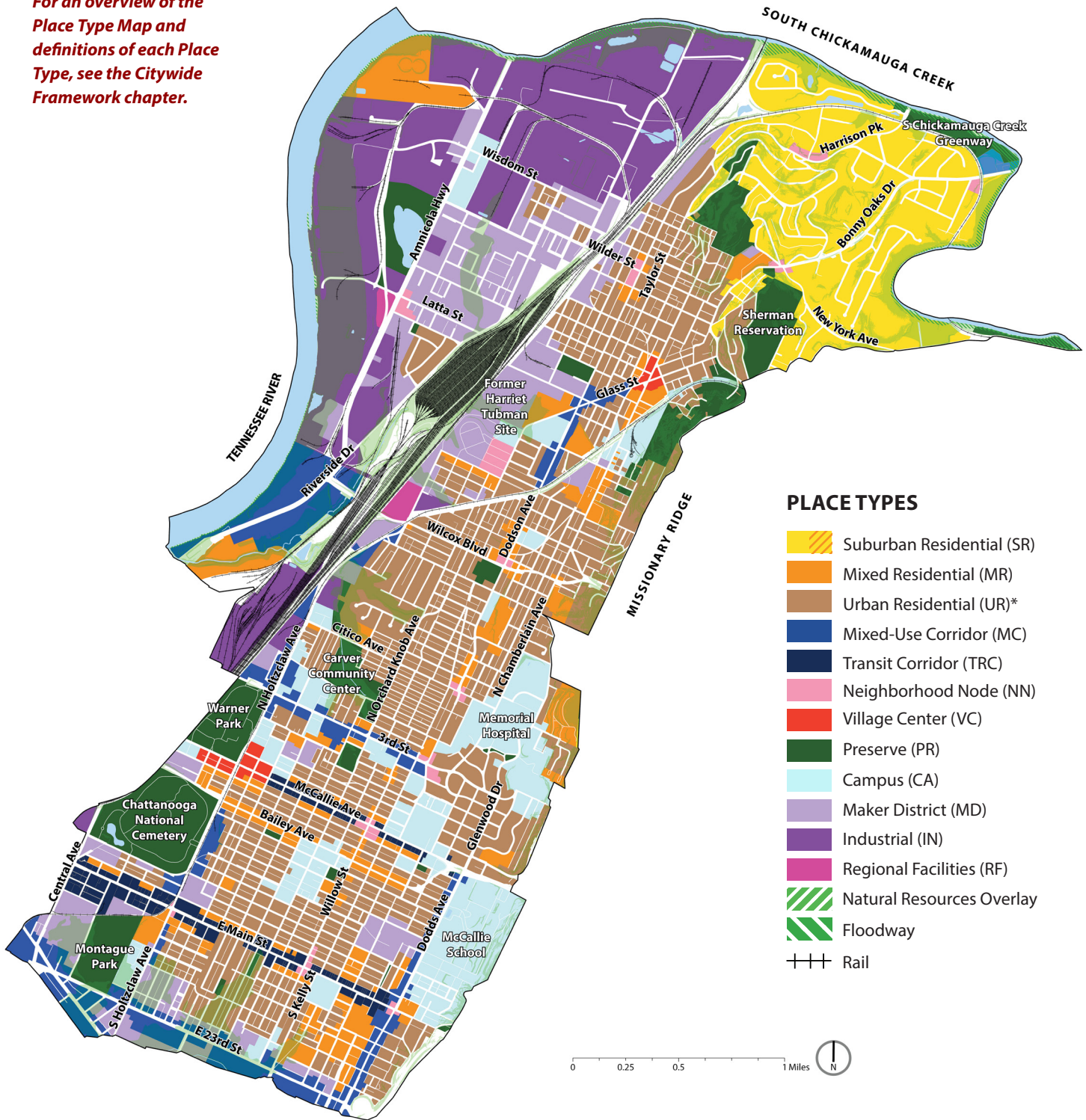
*This map is illustrative and shows general scale and location of centers. The Place Type Map provides details related to future development of the center.*



*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.*

### 3 HISTORIC RIVER-TO-RIDGE AREA

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



\* One change from the 2020 Area 3 Plan is the reclassification of areas that were shown as Urban Residential, Single-Family as simply Urban Residential (UR). It is still the intent that the existing pattern and character of neighborhoods be maintained. The place type Urban Residential supports a range of housing types like single family, duplexes, and small attached housing in a traditional neighborhood development pattern. Higher density housing should focus on corridors and areas identified for Mixed Residential (MR). Also, the city now allows detached accessory dwelling units (ADUs) in all residential zoning districts.

# BIG IDEAS FOR PLACEMAKING

The following ideas summarize the direction for future development in Historic River-to-Ridge area. These ideas are described on the following pages.

1. Create walkable concentrated centers and neighborhood nodes at significant intersections that offer a mix of retail and services. Larger (village-scale) centers, should include a new park, park connection or significant public space.
2. Evolve the area's corridors into walkable, urban places with a mix of uses, including multifamily housing that supports transit and provides more housing options without encroaching on the core traditional neighborhoods.
3. Maintain the existing urban residential development pattern of the area through new development, while reutilizing existing residential and commercial properties that contribute to the area's character.
4. Add programs to prevent displacement and gentrification and to ensure cultural preservation, and wealth building opportunities for residents.
5. Evolve industrial areas so that their use poses no negative impacts to surrounding properties or residents, while supporting employment opportunities for area residents. Heavy industrial that remains should be buffered from residential and mixed-use areas.
6. Transform major streets to provide safe transportation choices for residents, but also complement the urban character of the residential neighborhoods in the Historic River-to-Ridge Area.
7. Connect all parks, schools, centers, and other community destinations with greenways and safe pedestrian facilities.
8. Protect areas of steep slopes, particularly Missionary Ridge, to maintain the scenic character of the neighborhood.
9. Limit new development within floodplains.

# SUPPORTING OBJECTIVES AND ACTIONS

1. Create walkable concentrated centers and neighborhood nodes at significant intersections that offer a mix of retail and services. Larger (village-scale) centers, should include a new park, park connection or significant public space.

Village-scale centers are shown on the Centers and Corridors map near McCallie Avenue & Holtzclaw Avenue and Glass Street & North Chamberlain Avenues. To encourage transformation of these areas, in addition to actions under Citywide Objective 2, actions specific to the needs of Area 3 include:

*The focus subarea section of this chapter contains example illustrations to demonstrate potential redevelopment for several of the area's centers.*

### **3:1.1 Focus development "energy" to create catalyst areas.**

In challenging market environments it is critical not to spread resources too thin. The city should resist pressure to pursue numerous small opportunities simultaneously and instead be strategic in allocating resources like infrastructure investments, incentives, and other programs where they will have the biggest impact. By focusing resources and energy it will be easier to create catalytic development projects. Revitalization is an incremental process that often starts by creating visible examples of successful projects. Demonstrating success is particularly important when promoting new development types, regulatory tools, city programs, or funding mechanisms

- ### **3:1.2 Establish grant or loan programs to help property owners in centers renovate their buildings.**
- Establish a pilot grant or loan program to provide financial assistance for commercial property owners in Area 3 to improve their properties in order to make them more viable for modern commercial tenants. This could be a program similar to the City of Eastridge's facade grant program. If successful, this program could be expanded to other areas of the city.

## 2. Evolve the area's corridors into walkable, urban places with a mix of uses, including multifamily housing that supports transit and provides more housing options without encroaching on the core traditional neighborhoods.

Focusing walkable, mixed use development with higher density residential in centers and along corridors will limit pressure to change stable residential neighborhoods. Area 3's "Transit Corridors" include McCallie Avenue and East Main Street. These corridors have high frequency transit service and should be the priority for mixed-use development. At "neighborhood nodes" along these corridors, buildings scale and massing should be consistent with surroundings but ground-floor uses should be commercial or other neighborhood services.

For supporting actions see:

- » Citywide Objective 3. Encourage redevelopment of underutilized commercial land, particularly along corridors that connect centers, and
- » Citywide Objective 5. Develop a variety of new housing that is compatible with its context, whether within a mixed-use center, corridor, or existing neighborhood

## 3. Maintain the existing urban residential development pattern of the area through new development, while reutilizing existing residential and commercial properties that contribute to the area's character.

### **3:3.1 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.

### **3:3.2 Identify and inventory buildings that are candidates for historic designation.**

The Tennessee Historical Commission sets eligibility requirements for properties to be listed on the National Register. The Historic District Guidelines for Ferger Place were recently updated as one of four Local Historic Districts regulated by the Chattanooga Historic Zoning Commission. Establish programs and incentives for the remodeling of historic homes, such as a tax abatement program, overseen by the Chattanooga Historic Zoning Commission.

### **3:3.3 Ensure properties that contribute to the character of the area are preserved and reutilized.**

To minimize demolitions of historic buildings, revise zoning regulations to establish Conservation Districts and promote making them a good option for areas that need housing stabilization. Designation would require the support of neighborhood residents.

### **3:3.4 Provide opportunities to share the area's history and highlight culturally significant places within centers and corridors.**

Preserve culturally significant sites and historic landmarks through historic designations. 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.

#### 4. Add programs to prevent displacement and gentrification and to ensure cultural preservation, and wealth building opportunities for residents.

Preventing displacement and gentrification must be a key focus within historic African-American communities to avoid repeating the impacts caused in these communities by past planning decisions. Programmatic responses to displacement and gentrification include housing stabilization for both renters and owners, expanded access to homeownership and wealth building activities, support for commercial development that serves the existing community, and support for cultural expression.

For supporting actions see:

- » Citywide Objective 7. Expand access to homeownership and support existing homeowners
- » Citywide Objective 8. Increase the number of affordable, quality rental homes
- » Citywide Objective 10. Close racial gaps in housing

#### 5. Evolve industrial areas so that their use poses no negative impacts to surrounding properties or residents, while supporting employment opportunities for area residents. Heavy industrial that remains should be buffered from residential and mixed-use areas.

Transition industrial land within historic communities to Maker Districts as shown on the Place Type Map. Develop programming to ensure that local educational networks include job training and entrepreneurship programs to tie local people to local jobs and opportunity.

**3:5.1 Development Policy Area: Former Tubman Site.** This site, including properties along Southern Street, is being considered by the City for redevelopment. This plan currently recommends residential development along Southern Street and a Neighborhood Node at the corner of Southern Street and Roanoke Avenue. A 2025 market study provided guidance on possible uses for the site as well as Glass St. As the City considers development proposals, and the planning for specific uses for this site is further refined, the plan's Place Type recommendations may need to be updated to better reflect the focused planning effort's recommendations.

For supporting actions see:

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

## 6. Transform major streets to provide safe transportation choices for residents, but also complement the urban character of the residential neighborhoods in the Historic River to-Ridge Area.

**3:6.1 Implement traffic calming measures such as road diets, raised medians, and landscaping along corridors .** Priority corridors include Wilcox Boulevard, Amnicola Highway, and Bonny Oaks Drive. Install crosswalks at intersections, where warranted; include pedestrian refuges to enhance pedestrian safety where feasible. Extend sidewalk bulb outs at key intersections to reduce traffic and pedestrian conflicts and to improve visibility of people crossing.

## 7. Connect all parks, schools, centers, and other community destinations with greenways and safe pedestrian facilities.

**3:7.1 Promote the accessibility of schoolyards for public use, especially during the weekends and after school hours.** In addition to a full system of parks, four public schools with open space contribute to the 280 acres devoted to parks within Area 3.

For other supporting actions see:

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

## 8. Protect areas of steep slopes, particularly Missionary Ridge, to maintain the scenic character of the neighborhoods.

Missionary Ridge is an important landscape feature in this part of Chattanooga running parallel to the neighborhoods in this area. The steeper slopes are not suited for intensive uses and limiting their development on or at the base of the ridge can help to protect structures and lives. Protection of steep slopes is important citywide.

For supporting actions see:

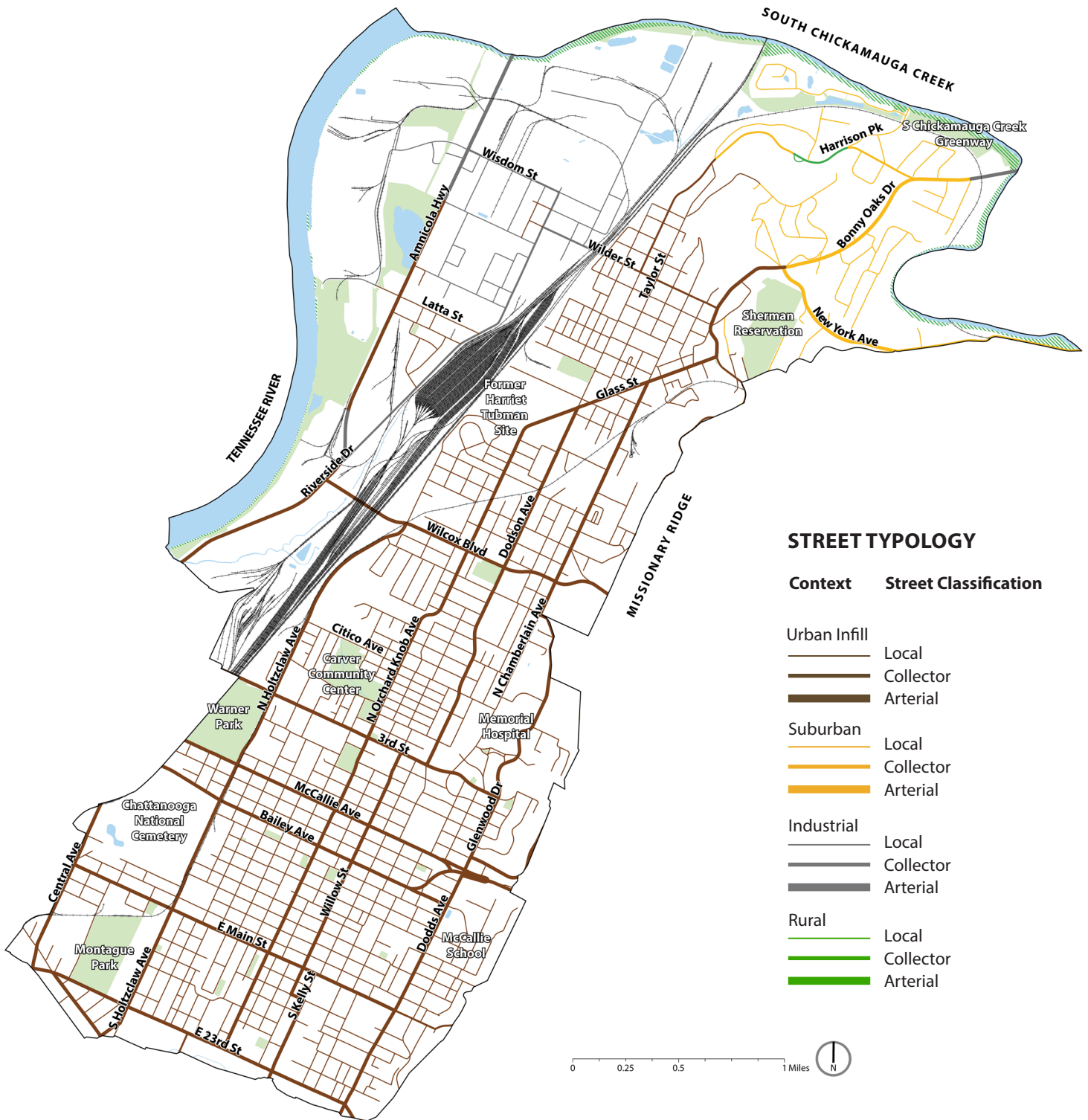
- » Citywide Objective 16. Protect ridges and steep slopes

## 9. Limit new development within floodplains.

**3:9.1 Explore buy-out opportunities or land acquisition in flood prone areas.** Developing public space or connecting parcels along the river and streams and creeks (including Dobbs Branch and Citico Creek) can promote more recreational use all along the waterway and promote floodplain health.

For other supporting actions see:


- » Citywide Objective 17. Protect floodplains and wetlands




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

# SUPPORTING TRANSPORTATION PROJECTS


The map on the following 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:

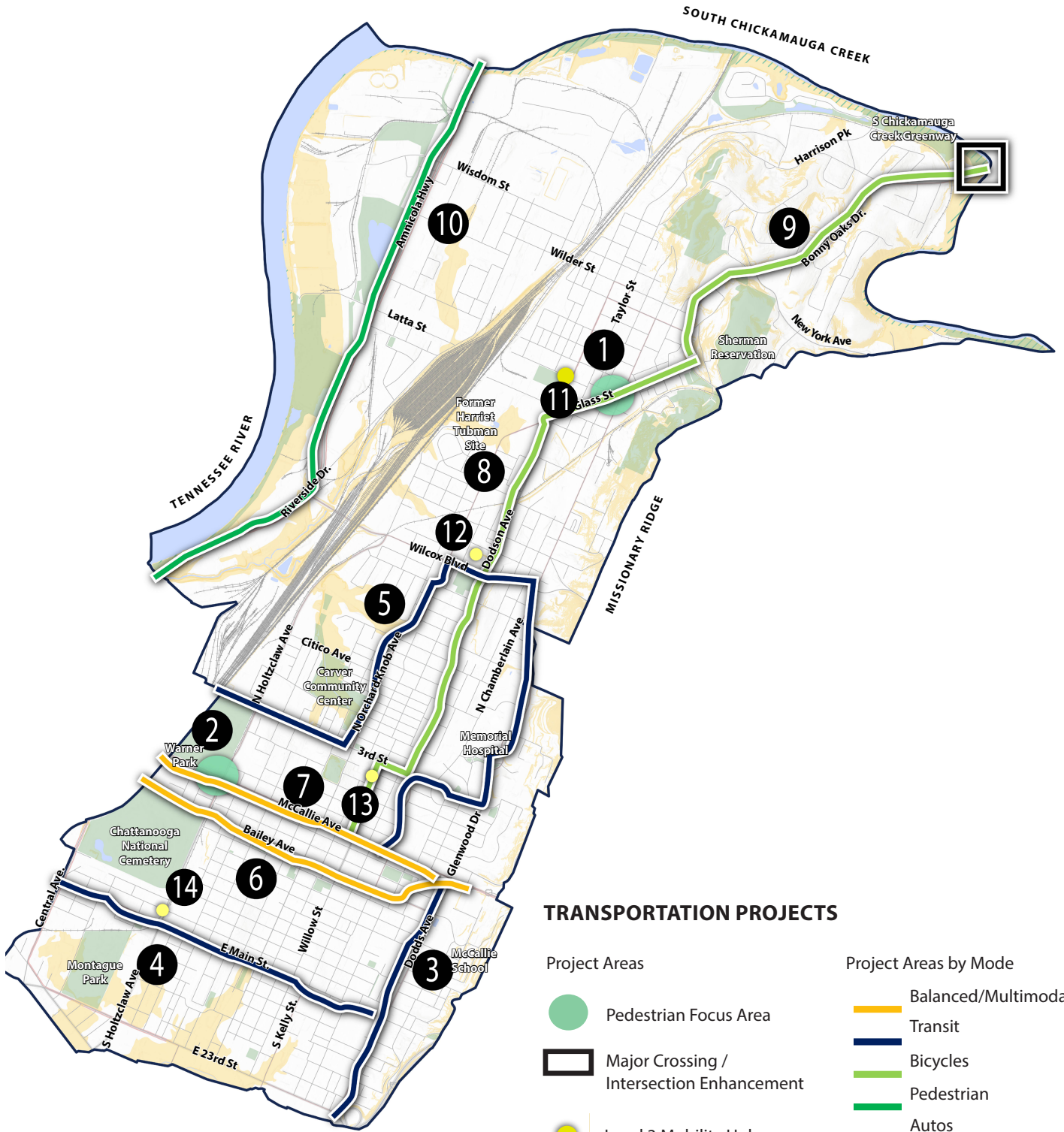
 **Level 1 Mobility Hubs:** These represent the most intense infrastructure and investment. This type of hub is in high-activity areas where all modes interact, likely in a downtown setting. The surrounding street network is well-connected, particularly for pedestrians. The footprint is larger to accommodate 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.

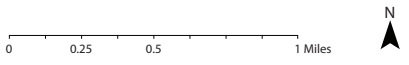
**Level 4 Mobility Hubs:** These represent a modest level of investment and can be sited where a few modes interact, but the surrounding context does not warrant much infrastructure. Pedestrian and bicycle facilities are the most important pieces of these hubs, with some vehicle- and community-oriented 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.

# 3 HISTORIC RIVER-TO-RIDGE AREA



## TRANSPORTATION PROJECTS

- | Project Areas |   | Project Areas by Mode |                     |
|---------------|---|-----------------------|---------------------|
|               | Pedestrian Focus Area                     |                       | Balanced/Multimodal |
|               | Major Crossing / Intersection Enhancement |                       | Transit             |
|               | Level 3 Mobility Hub                      |                       | Bicycles            |
|               | Level 4 Mobility Hub                      |                       | Pedestrian          |
|               |   |                       | Autos               |
|               |   |                       | Freight             |
|               |   |                       | New Connection      |



- 1 **Glass Street and N Chamberlain Avenue Pedestrian Emphasis Area:** In conjunction with land use policies to support mixed use and dense commercial and residential options, improve the nature of the designated area to facilitate the pedestrian mode of transportation. This includes safety improvements, which could require the redesign or signalization of the intersection. Eliminate the slip lane and retrofit for pedestrian plaza.
- 2 **McCallie Avenue and N Holtzclaw Avenue Pedestrian Emphasis Area:** In conjunction with land use policies to support mixed use and dense commercial and residential options, improve the nature of the designated area to facilitate the pedestrian mode of transportation. This includes safety improvements, which could require the redesign or signalization of the intersection. Ensure that sidewalks are repaired and to ADA standards, considering utility location when measuring minimum width. Include pedestrian solutions to the at-grade rail crossing at intersection and at sidewalk shift on N. Holtzclaw Avenue. Eliminate drives where possible.
- 3 **Dodds Avenue Transit Improvements:** Improve or install transit shelters and route information. Ensure that sidewalks are connected, repaired, and to ADA standards. Implement painted crosswalks with pedestrian hybrid beacons (PHBs) at transit stops. Consider shade trees and evaluate lighting along entire corridor. Enhanced crossing and safety measures should be considered where appropriate. This recommendation continues southward in Area 4 Recommendation 15.
- 4 **E. Main St. Transit Improvements:** Improve or install transit shelters and route information. Implement painted crosswalks with PHBs at transit stops. Consider shade trees and evaluate lighting along entire corridor. Implement enhanced crossing and safety measures should be considered where appropriate.
- 5 **3rd Street & N. Orchard Knob Avenue Transit Improvements Transit Improvements:** Implement painted crosswalks with PHBs at transit stops. Consider shade trees and evaluate lighting along entire corridor. Implement enhanced crossing and safety measures should be considered where appropriate.
- 6 **Bailey Avenue Multimodal Improvements:** In coordination with CARTA's redesign implementation, implement transit improvements along McCallie Avenue or Bailey Avenue to support increased headways, depending on route selection. Other transit enhancements include priority signalization, improved bus stops and shelters, and crossing enhancements at stops where necessary. Ensure that the length of the route's sidewalks are complete, repaired, and to ADA standards. Consider shade trees and evaluate lighting along entire corridor. Consider protected bike lanes with flex posts or armadillos along corridor.
- 7 **McCallie Avenue Multimodal Improvements:** In coordination with CARTA's redesign implementation, implement transit improvements along McCallie Avenue or Bailey Avenue to support increased headways, depending on route selection. Other transit enhancements include priority signalization, improved bus stops and shelters, and crossing enhancements at

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

stops where necessary. Ensure that the length of the route's sidewalks are complete, repaired, and to ADA standards. Consider shade trees and evaluate lighting along entire corridor. Consider s 4-to-3 lane with bike facilities conversion from McCallie Avenue at S. Highland Park Avenue to McCallie Avenue at Dodds Avenue. Overpass bike facilities. Consider protected bike lanes with flex posts or armadillos along existing bike infrastructure.

- 8 N. Willow Avenue to Bonny Oaks Drive Bike Facilities:** Explore options to complete the primary bicycle network route recommendation in the Chattanooga Area Regional Bicycle and Pedestrian Plan, which begins at N. Willow Avenue and runs along Dodson Avenue, Glass Street and Campbell Street before becoming Bonny Oaks Drive. Consider protective elements along existing infrastructure and connectivity elements along gaps in the network.
- 9 Bonny Oaks Drive and S. Chickamauga Creek Greenway Access:** Explore options to connect bike facilities on Bonny Oaks Drive to the S. Chickamauga Creek Greenway that runs perpendicular and underneath Bonny Oaks Drive. If a road crossing is required for one lane of bike traffic, include safe crossing enhancement in access plan.
- 10 Riverside Drive Sidewalk Additions:** Create a sidewalk network along Amnicola Highway. Consider lighting elements and shade trees along the route, and proper crossing infrastructure at signalized intersections and high use bid-block crossings.
- 11 East Chattanooga Level 3 Mobility Hub.** Locate a mobility hub at East Chattanooga Park to integrate mobility options and other community resources
- 12 Avondale Level 4 Mobility Hub.** Locate a mobility hub at the Avondale Library to integrate mobility options and other community resources.
- 13 Highland Park Level 4 Mobility Hub.** Construct a mobility hub in Highland Park to provide nearby residents and employees, particularly at the hospitals, connections to mobility options.
- 14 East Side Level 4 Mobility Hub.** Build a mobility hub near the intersection of Main Street and Holtzclaw Avenue to provide mobility connections for East Side residents, visitors, and employees.

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

# FOCUS AREAS

The following development concepts and recommendations were prepared as part of the previous Area 3 plan and adopted in 2020. They address many of the centers and corridors identified during the planning process. These focus areas are suggestions 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.

The following is a list of the centers presented in the 2020 plan as suggestions for future improvements and projects. The areas identified with an asterisk (\*) are included in this chapter. Other focus areas are contained in the Area 3 appendix.

## SUBAREA - NORTH

- » Glass Street & North Chamberlain Avenue - Village Center (VC)\*
- » Glass Street & Dodson Avenue - Mixed Use Corridor (MC)\*
- » Campbell Street & New York Ave. - Neighborhood Node (NN)\*
- » Harrison Pike & Meadow Lane - Crossroad (XR)
- » Wilder Street & Dodson Avenue - Neighborhood Node (NN)
- » Latta Street & Amnicola Highway - Neighborhood Node (NN)

## SUBAREA – MIDDLE

- » East 3rd Street - Mixed-Use Corridor (MC)\*
- » Riverside Drive - Mixed-Use Corridor (MC)\*
- » Dodson Avenue & Citico Avenue - Neighborhood Node (NN)
- » Dodson Avenue & East 3rd Street - Neighborhood Node (NN)
- » Dodson Avenue & Wilcox Blvd. - Neighborhood Node (NN)
- » Holtzclaw Avenue - Mixed-Use Corridor (MC)

## SUBAREA – SOUTH

- » McCallie Avenue & North Holtzclaw Ave. - Village Center (VC)\*
- » McCallie Avenue - Transit Corridor (TRC)
  - » McCallie Avenue & Willow Street
- » East Main Street - Transit Corridor (TRC)
  - » East Main Street & Central Avenue
  - » East Main Street & Holtzclaw Avenue \*
  - » East Main Street & South Willow Street
  - » East Main Street & Dodds Avenue
- » East 23rd Street - Mixed-Use Corridor (MC)
- » Dodds Avenue - Mixed-Use Corridor (MC)
- » Rossville Boulevard/Rossville Ave. - Mixed-Use Corridor (MC)

*The graphic illustrations in this section show potential concepts for future redevelopment using the following colors:*

-  **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.*

## Glass Street & 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 nonprofits 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.

### Recommendations

- » Pursue the redevelopment of the City-owned properties on North Chamberlain Avenue that includes multi-family housing.
- » 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.
- » Eliminate the “slip lane” at the southwestern corner of Glass Street and Chamberlain Avenue to create a more generous public space.
- » Enhance the island crossing at Awtry Street and Chamberlain Avenue with public art or landscaping.

### 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 Street & Dodson Avenue provide potential redevelopment opportunities.
- » Bill 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.

### Challenges

- » Few storefronts are open on Glass Street, owners cite the high costs of renovating historic buildings, access to financing, and the challenge of providing the required parking as hurdles to renovation.
- » Speculative land holding and rental property purchases are contributing to rising real estate costs. Speculative land holding of vacant land and buildings may also be hindering redevelopment.





**Glass Street & Chamberlain Avenue - Village Center (VC)**

In the illustration above, a greenway connects 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 and restaurants have filled formerly vacant storefronts. New mixed-use buildings front directly onto the sidewalks, with offices and apartments above. 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, including sidewalk cafes.

**NOTE: The drawings and descriptions on this page are only intended to illustrate one possible future vision or redevelopment concept. They do not represent specific or funded projects.**



**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.**

# Glass Street & 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.

## Recommendations

- » 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.
- » 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.
- » 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.

### Existing conditions



*The aerial view above shows the existing conditions looking northeast at Glass Street and Dodson Avenue. The multi-family examples to the right include apartments and cottage court style housing.*

Image source: Congress for the New Urbanism

## 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 occupied 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 the restriping of streets, crosswalks, bike lanes, and bus shelters.

## Challenges

- » Sidewalk coverage and quality remains an issue in some places, especially at the Glass-Dodson-Crutchfield intersection around the "triangle".
- » Residents cite lack of accessible green space in the area
- » Vacant land along Dodson Avenue has a negative impact on community character and taxable property.



## 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 Eastdale (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.

### Recommendations

- » Explore options for realignment of the intersections to promote safer mobility conditions.
- » Install wayfinding signage or public art to signify arrival at the edge of this community in conjunction with redevelopment.
- » Encourage property owners to screen existing outdoor storage.
- » Promote neighborhood serving uses that are non-auto oriented at this Neighborhood Node.

### 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 nearby along Campbell Street and Vinewood Drive, respectively.

### Challenges

- » The intersection has limited traffic signage, wide drive lanes, and an 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.

### Potential character





***Campbell Street & New York Avenue - Neighborhood Node (NN)***

In the above concept, realigning the awkward intersection of Vinewood Drive, 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.

Colorful wayfinding signs identify this intersection as a gateway to the nearby Battery Heights and Gaylan Heights neighborhoods.

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## East 3rd Street

### Mixed-Use Corridor (MC)

East 3rd 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.

### Recommendations

- » Prioritize any future street redesign of East 3rd Street to align with the Mixed Use Corridor (MC) place type. Ensure this redesign is compatible with plans for the East 3rd Street "Health and Wellness Corridor" west of the railyards.
- » Develop a plan for improving and better connecting the parks and green spaces around East 3rd Street and Orchard Knob Avenue with the surrounding neighborhoods.
- » Incentivize property owners to screen parking and outdoor storage to enhance the attractiveness of the East 3rd Street Corridor.
- » Study potential locations where pedestrian crossings may be warranted.

### Existing conditions



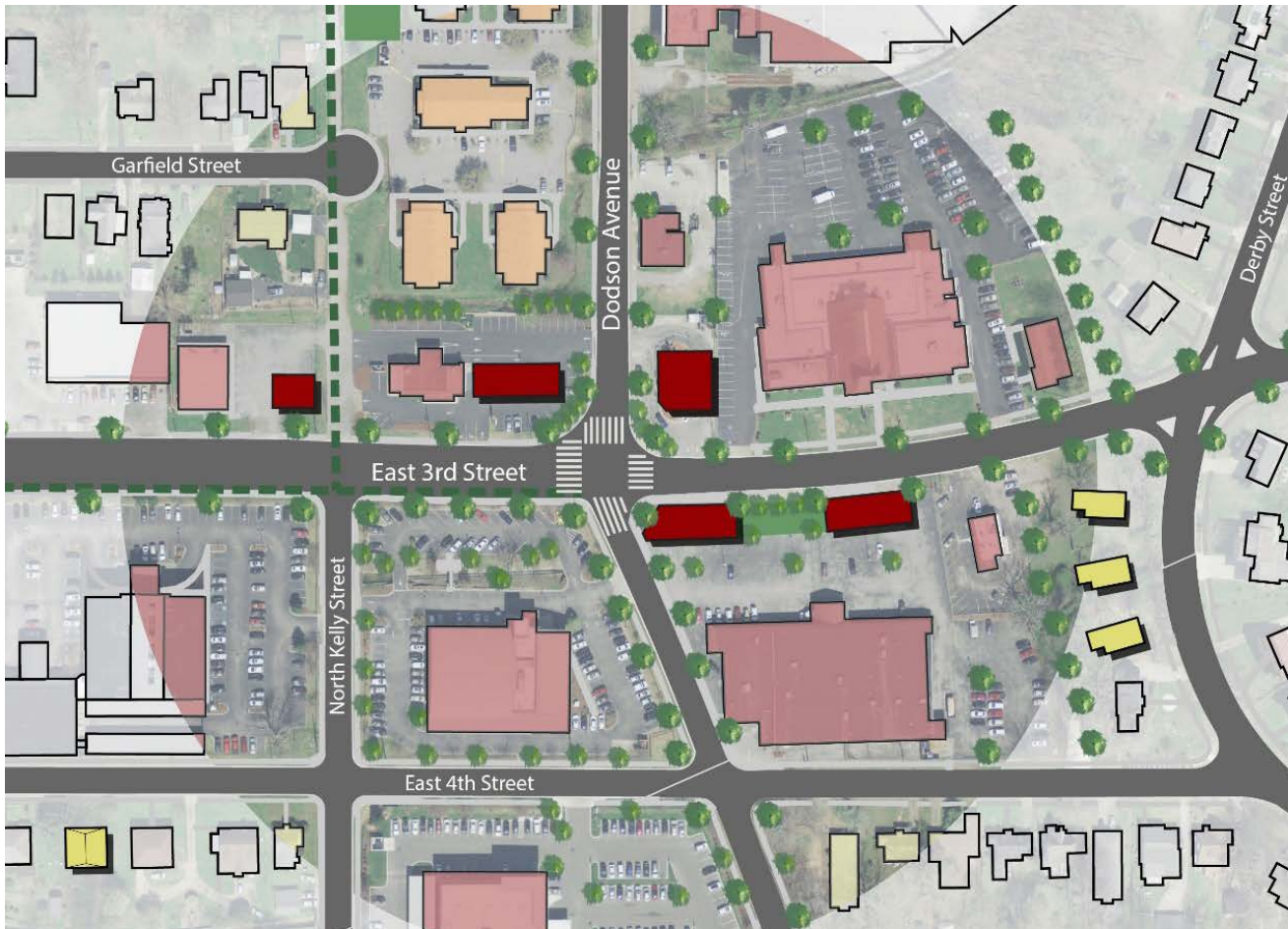
### Characteristics

- » Many churches, schools, and medical facilities are located along this corridor.
- » 3rd 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 3rd Street and Orchard Knob Avenue, including the Orchard Knob Reservation, Churchville Mini Park, and Carver Park.
- » East 3rd Street is locally controlled by the City of Chattanooga, as opposed to similar east-west thoroughfares (Main Street and 23rd Street) that are controlled by the State Department of Transportation (TDOT).

### 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 3rd 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 space is plentiful, they are not well connected to one another.





**East 3rd - Mixed-Use Corridor (MC) and 3rd & 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. This site layout is facilitating 3rd 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.

New transit shelters serve riders on CARTA's three bus routes that travel along 3rd Street.

Greenways connect the existing parks along the corridor with the Bushtown, Orchard Knob, Churchville, and Glenwood neighborhoods.

The 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.

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**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.**

# 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

## Recommendations

- » Study potential safety improvements along the Riverside Drive corridor to enhance pedestrian activity.
- » Study the feasibility of crossings at the signalized intersection to reinforce pedestrian safety and connections to the nearby TN Riverpark.
- » Enhance the attractiveness of the Riverside Drive corridor by screening parking or outdoor storage.



*Potential character*

## 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.

## 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.



*Existing conditions*



*Existing conditions*

## 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.

### Recommendations

- » 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.
- » 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).
- » Work with EPB to consolidate their campus where possible and screen outdoor storage.
- » 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.
- » 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.
- » 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.

### Characteristics

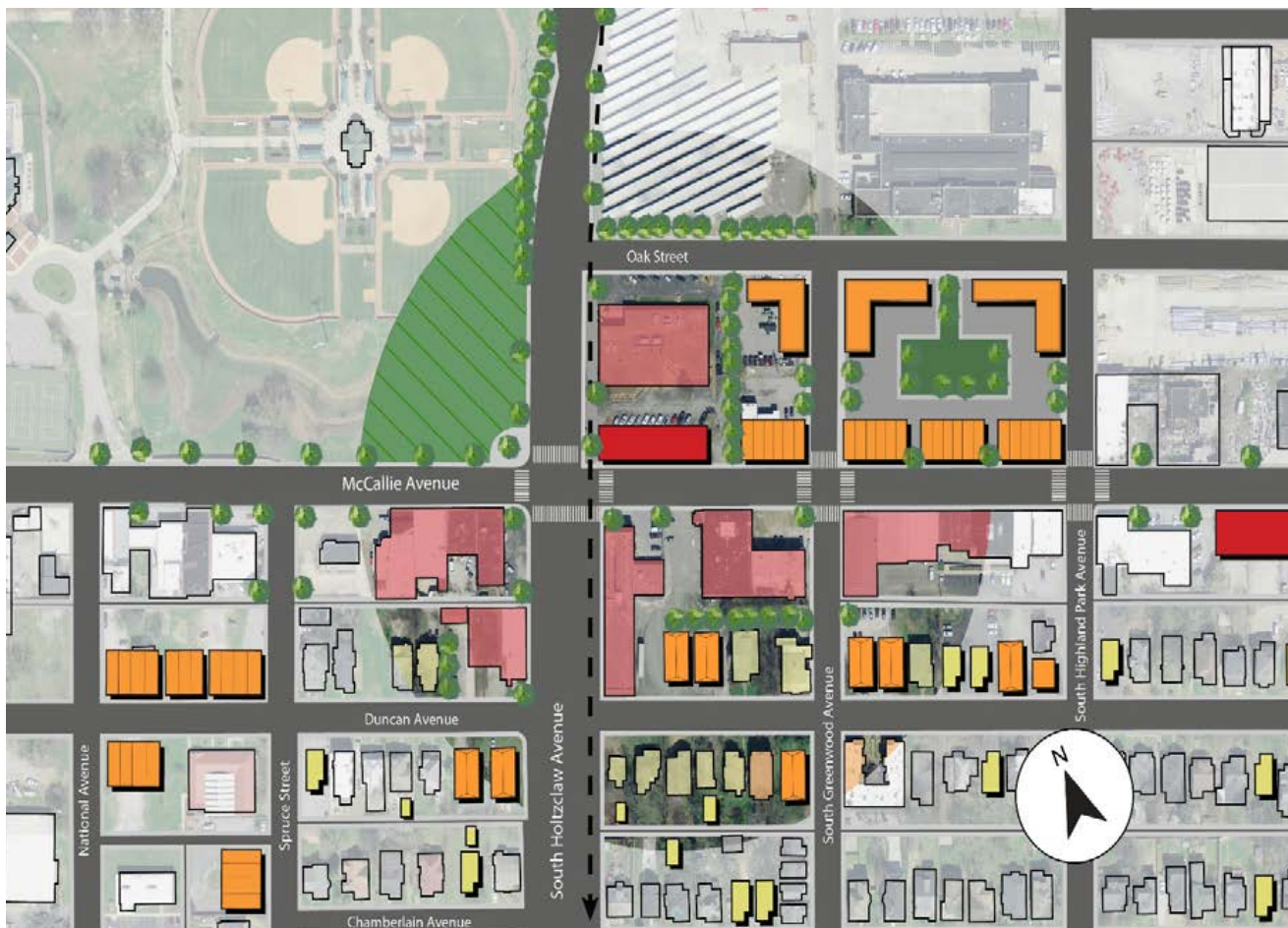
- » Attendance at Warner Park facilities has the potential to increase pedestrian traffic, which in turn could help support the retail businesses along McCallie Avenue.
- » Homes south of McCallie Avenue are mostly single-family, though there are several small apartment buildings that blend into the 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-street 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.

### Existing conditions





**McCallie Avenue & North Holtzclaw Avenue - Village Center (VC)**

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 1300 and 1400 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 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 are working well. Raising EPB's solar panels 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 Ave along with the bike share station at Warner Park. The growing ridership on CARTA's Route 4 along McCallie Avenue has 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.

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**Area 3: Historic River-to-Ridge**



**Historic storefronts provide interest and entry along the street. Future shared parking for this Village Center may be located under the EPB solar panels already existing along Holtzclaw Avenue.**

Above image source: Heath Ceramics Center

# East Main Street

## Transit Corridor (TRC)

East Main Street connects the Southside and downtown to several of the Historic River-to-Ridge neighborhoods, including Highland Park, Ferger 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 Transit Corridor (TRC) 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 Transit 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.

## Recommendations

- » Over the long-term, promote pedestrian safety and transit amenities along this corridor through improvement 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.
- » 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 encourage public realm enhancements.
- » Pursue opportunities for the city-owned property at 1815 E. Main Street and seek redevelopment that closely represents the stated intent of the designated Transit Corridor (TRC) and Mixed Residential (MR) place types.
- » Connect the 23rd Street commercial area to Ferger Place, Henrietta Park, the existing greenway, and the new Lynnbrook Park by suing Hawthorne Street and the alley rights-of-way if feasible.

## 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.

## 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, additionally disrupting pedestrian safety and 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.



***In urban areas, greenways may be made up of sidewalks, passageways, trails, or crossings that connect key destinations.***

## **East Main Street & Central Avenue** Transit Corridor (TRC) 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.

### **Recommendations**

- » Encourage the reuse of the vacant corner lot for a public green space or plaza to complement the Neighborhood Node.
- » Repaint crosswalks at Main and Central and plant street trees where feasible to establish a more comfortable pedestrian realm.
- » Address pedestrian safety at Central Avenue and Cemetery Avenue with improvements such as extending a sidewalk bulb out to reduce traffic and pedestrian conflicts.
- » Work with property and business owners to designate a shared parking area.

### **Characteristics**

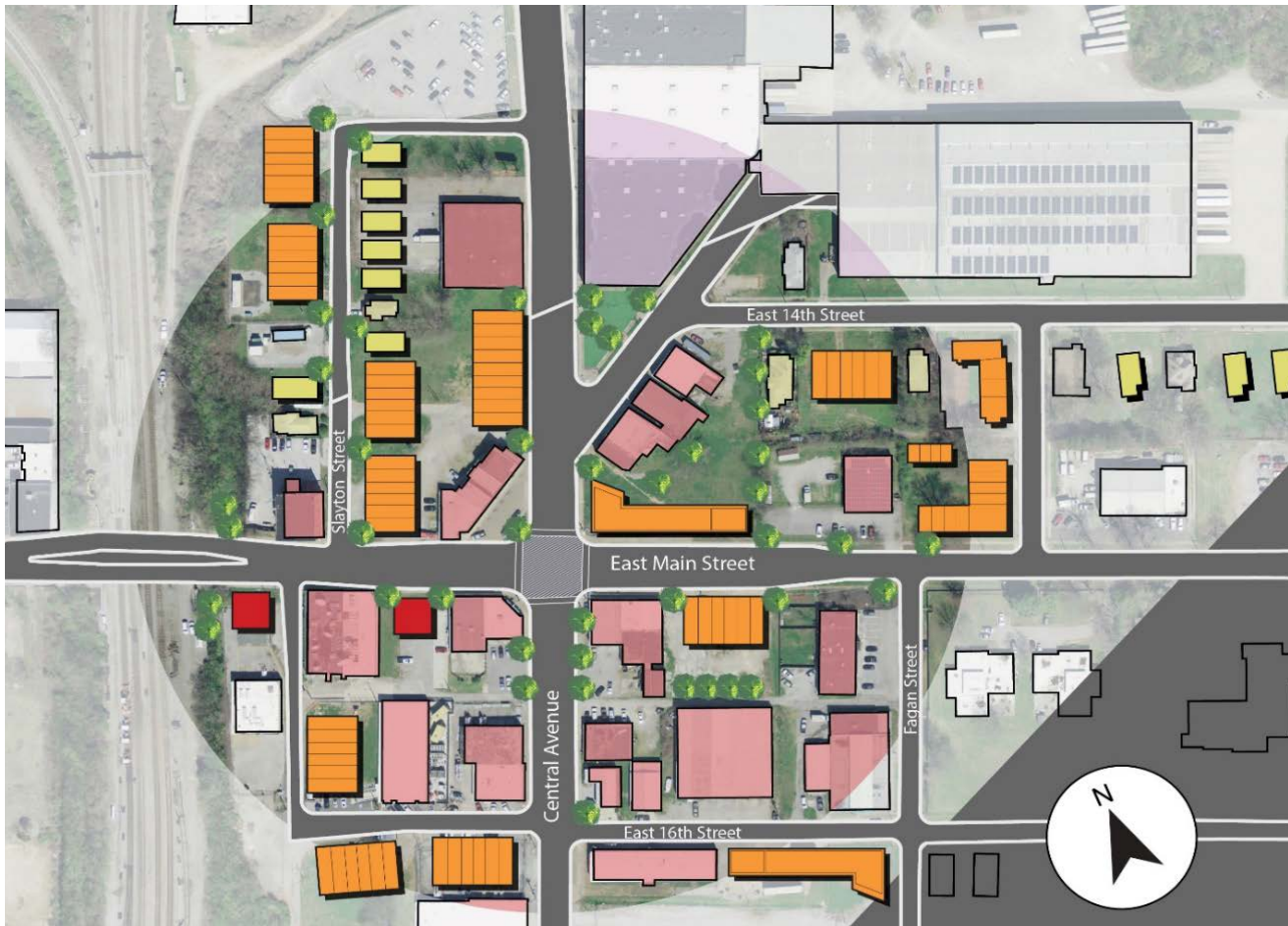
- » This node is home to a mix of predominately business uses (retail, office, and industrial), and a wide range of building footprints and lot sizes.
- » Townhome developments are going up in the area as nearby Southside continues to redevelop. Nearby preexisting housing is limited to small homes on E. 14th Street.

### **Challenges**

- » Vacant properties, such as the corner lot on Cemetery Avenue and the corner lot at East Main Street 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 East Main Street due to the existing development on Cemetery Avenue.



**Existing conditions**



***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 proposed 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, 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 to or across from single-family homes.

Main Street itself is also being transformed into a 3-lane corridor to calm traffic. This transformation will make more 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.

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