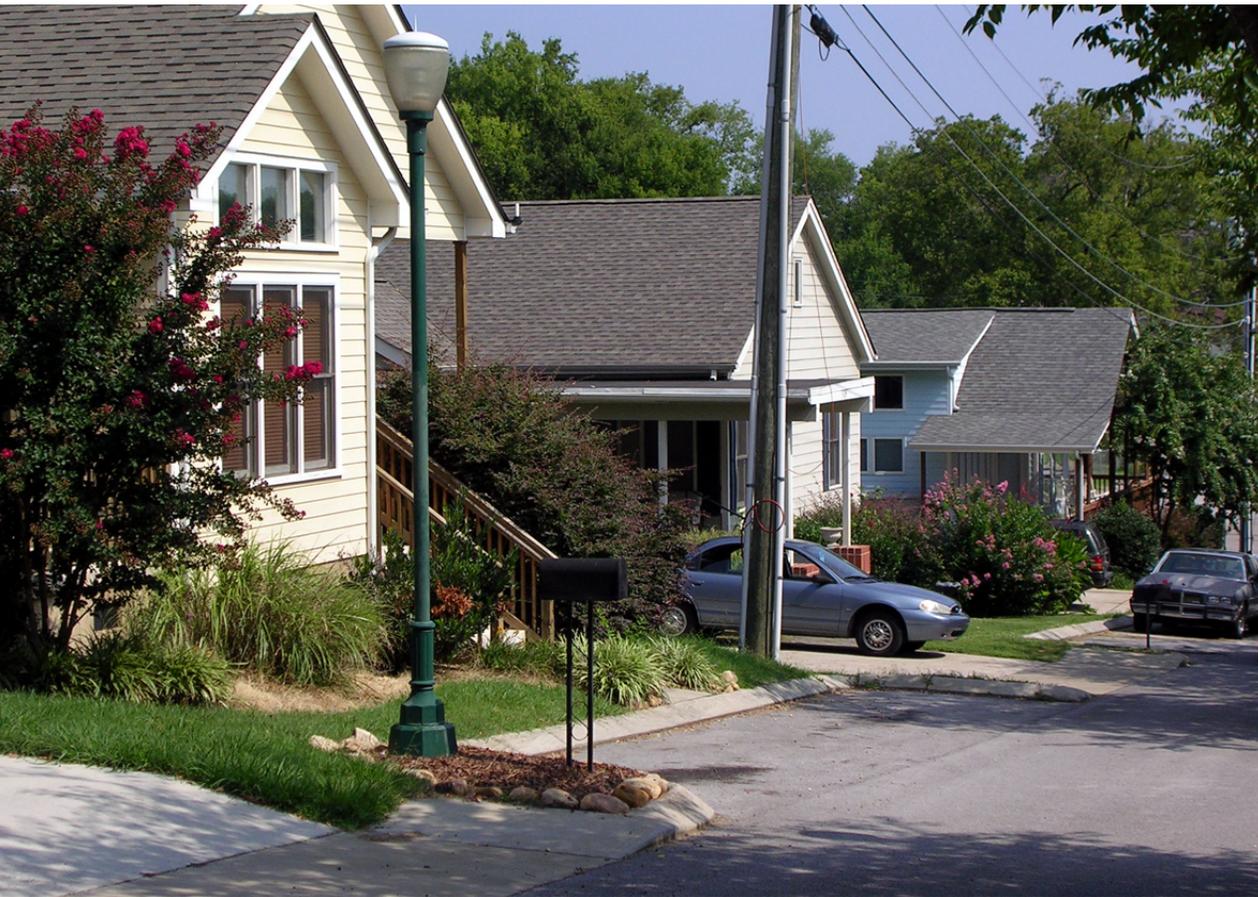


# LAND USE PLAN



## Alton Park/Piney Woods Community Plan

UPDATE:  
November,  
2010

**DRAFT**

Regional Planning Agency

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RESOLUTION NO. 25488

A RESOLUTION AUTHORIZING THE CHATTANOOGA-HAMILTON COUNTY REGIONAL PLANNING AGENCY TO DEVELOPE  
AN UPDATED LAND USE PLAN FOR THE ALTON PARK COMMUNITY

*WHEREAS, the Alton Park Master Plan was adopted by Chattanooga City Council October 2000; and*

*WHEREAS, this update is an important component of the City of Chattanooga's Brownfields effort; and*

*WHEREAS, this update will provide important guidance to stakeholders regarding potential brownfields projects and other land use decisions; and*

*WHEREAS, an updated land use plan will provide better guidance to community decision makers and elected officials; and*

*WHEREAS, the Regional Planning Agency will conduct community meeting(s) for the purpose of obtaining public input; and*

*WHEREAS, a final draft of the plan will be presented to the public and the appropriate advisory and legislative body for review and adoption.*

*NOW, THEREFORE,*

*BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CHATTANOOGA, TENNESSEE, that the Chattanooga-Hamilton County Regional Planning Agency be and is hereby authorized to conduct land use planning activities for the Alton Park community.*

*Adopted by the Chattanooga City Council: April 15, 2008*



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# EXECUTIVE SUMMARY

This plan serves as a general policy guide for future community improvements and rezoning requests. This document provides the basic framework for land use, transportation, public services, and community improvements. Upon adoption of this plan by Chattanooga City Council, zoning changes and other redevelopment recommendations will not automatically occur. Local government must still approve funding for the recommended capital improvements such as parks, sidewalks, and streets.

## **Background:**

The following list is of city or county wide plans that provide recommendations for the Alton Park/ Piney Woods Community:

- Chattanooga-Hamilton County Comprehensive Plan 2030
- 5 Year Strategic Plan-Trust for Public Land
- Recreate 2008 Master Plan
- Chattanooga Urban Area Bicycle Facilities Plan
- State of Chattanooga Region Report, Ochs Center for Metropolitan Studies, 2008 Plans or processes that more specifically relate to the development and redevelopment of Alton Park include the following:
- Alton Park Redevelopment Area Brownfield's Assessment Grant, 2006
- McCallie Homes (Hope VI) Revitalization Plan
- South Broad Redevelopment Plan
- Alton Park Master Plan, 2000

## **Objectives:**

- Realistically address the physical development and redevelopment of the Alton Park\Piney Woods Community.
- Synthesize the applicable components of previous planning efforts while discarding information that is out-of-date or no longer provides a viable recommendation for future development.
- Identify challenges and opportunities posed by the Alton Park\Piney Woods Community.
- Provide a set of recommendations that will help guide and advise decision-makers as future developments are proposed in the community.

## **Study Area:**

- North – Chattanooga Creek
- South – Georgia state line
- East – Chattanooga Creek
- West – Hawkins Ridge



# INTRODUCTION

This plan has been developed with the residents, community groups, business owners, and other stakeholders of the Alton Park and Piney Woods communities. The purpose of this plan is to provide an updated assessment of the physical development—roads, sidewalks, homes, businesses, and recreational opportunities—and additional information on other conditions within the community. Secondly, this plan provides a guide for community members, appointed and elected officials, and businesses on directing future growth and redevelopment in Alton Park.

## **WHO IS THE CHATTANOOGA-HAMILTON COUNTY REGIONAL PLANNING AGENCY?**

The Regional Planning Agency (RPA) is a joint agency of the City of Chattanooga and Hamilton County. The staff is comprised of professional city planners, urban designers, researchers, graphic designers and administrative personnel. The RPA is governed by an Executive Committee comprised of the Hamilton County Mayor, the Chattanooga Mayor, the County Commission Chair, the Chattanooga City Council Chair, and the Planning Commission Chair.

Its major responsibilities include developing land use plans and transportation plans, administering zoning, proposing development policies, and reviewing new subdivisions and other development projects. Each month, the RPA also sends staff recommendations for zoning requests to the Chattanooga-Hamilton County Regional Planning Commission and other area Planning Commissions (Signal Mountain, Soddy-Daisy, and Red Bank) for their consideration.

Except for the administration of the Transportation Planning Organization (TPO), which covers the northern portions of Catoosa, Walker, and Dade counties in Georgia, the RPA's jurisdiction lies within Hamilton County.

## WHAT IS A LAND USE PLAN?

One of the goals of the Regional Planning Agency is to *protect* the public health, safety, and welfare... its quality of life. The planning process allows the community to define what their quality of life means. The plan itself states how that quality of life will be protected and improved. A land use plan guides how, when, and where new growth, redevelopment, and preservation should occur in a particular area.

Government officials will use an adopted plan as a general policy guide when making decisions involving future community improvements and rezoning requests. A neighborhood association can use an area plan as a concise way to present its vision for the future to area residents, businesses, potential community partners, and investors.

**Because an area plan is a guide, its adoption does not guarantee that community improvements or zoning changes will occur.** Committed citizens must continue working hand-in-hand with elected officials, the appropriate government agencies and the private sector to fully realize the vision and initiatives set forth by the plan.

## WHY IS THIS PLAN DIFFERENT FROM THE DOWNTOWN PLAN OR OTHER PLANS?

This plan is a neighborhood or community land use plan. These plans, which most communities in Chattanooga have, are intended to provide detailed goals, policies, and action steps and often emphasize potential partnerships. Neighborhood plans describe land use patterns and often discuss potential for amending the zoning maps for the area and the area's street system. These plans also describe elements that serve to create an image or identify distinctions that are different from the rest of the city.

Downtown plans are somewhat different in that the complexities of downtown require special planning attention. Downtowns, including Chattanooga's, receive

massive public and private investment and these plans are often used to coordinate both areas of improvement activities.

Master redevelopment plans such as HOPE VI tend to be highly specific regarding the area under consideration. Elements of these plans often include very detailed discussion of issues such as grading of parcels, siting of structures, property to be acquired or buildings to be demolished, and design guidelines or controls among other items.

This plan functions as a neighborhood/community plan and does not address many of the very detailed, site specific issues of a redevelopment plan or all the complexity of the massive investment of a downtown plan.

## WHY DOES A COMMUNITY NEED A PLAN?

Alton Park in some ways has seen a lot of change over the past ten years. Velsicol has closed, Superfund action on South Chattanooga Creek has ended, the Villages of Alton Park has been redeveloped on the Spencer McCallie Homes site, and new businesses like FedEx have relocated to the community. However, in some ways, not much has changed. Previous assessments identified deteriorated housing that needed improvement, lack of desired retail services, and the existence of undesirable land uses. These concerns are still being identified by residents.

Planning is a proactive process which helps a community assess its strengths and weaknesses, develop a vision for its future, and design reasonable strategies and policies for achieving that vision.

Some benefits of having a plan include the following:

- A plan helps a community capitalize on its assets and develop coordinated initiatives for solving its problem.
- A plan provides citizens with support for their positions on rezoning requests and capital improvements.

- A plan gives developers and other investors the opportunity to work in concert with the community's established vision.
- A plan can increase citizen participation in community affairs and foster community pride.
- A plan can be used to support a neighborhood association's efforts to secure grants for community projects.
- A plan coordinates public improvements such as roads, sewers, and parks.

#### **WHAT IS THE DIFFERENCE BETWEEN LAND USE PLANNING AND ZONING?**

A community plan differs from zoning in that a plan is an advisory document which includes a set of strategies for achieving specific community goals. These goals relate to things such as land use, transportation, resource protection, and community facilities.

Zoning on the other hand is a tool used to implement an area plan. Zoning is a legal and enforceable part of city or county code and is used to regulate the use of land and the type, scale, and intensity of development on that land. Zoning will be discussed further in latter sections of the plan.

#### **HOW DOES THIS PLAN RELATE TO PREVIOUS PLANNING EFFORTS?**

The Alton Park community has been both part of larger-scale, comprehensive planning efforts and the focus of several more specific planning processes either related to environment, economic development or land use. The following is a list of city or countywide plans that provide recommendations for Alton Park:

- Chattanooga-Hamilton County Comprehensive Plan 2030
- 5 Year Strategic Plan-Trust for Public Land
- Recreate 2008 Master Plan
- Chattanooga Urban Area Bicycle Facilities Plan
- State of Chattanooga Region Report, Ochs Center for Metropolitan Studies, 2008

Plans or processes that more specifically relate to the development and redevelopment of Alton Park include the following:

- Alton Park Redevelopment Area Brownfield's Assessment Grant, 2006
- McCallie Homes (Hope VI) Revitalization Plan
- South Broad Redevelopment Plan
- Alton Park Master Plan, 2000

Data and information from these plans and studies have been reviewed and, where applicable and appropriate, have been incorporated into this document. Information and recommendations presented in this Alton Park Land Use Plan may also be incorporated into future plans, studies, and planning processes.

#### **HOW DOES THIS PLAN DIFFER FROM PREVIOUS LAND USE PLANS?**

##### **Hope VI**

According to the Department of Housing and Urban Development, the HOPE VI program serves to transform public housing with the following specific elements:

- Changing the physical shape of public housing
- Establishing positive incentives for resident self-sufficiency and comprehensive services that empower residents
- Lessening concentrations of poverty by placing public housing in nonpoverty neighborhoods and promoting mixed-income communities
- Forging partnerships with other agencies, local governments, nonprofit organizations, and private businesses to leverage support and resources

The Chattanooga Housing Authority received a \$35 million Hope VI revitalization grant in FY 2000. The grant, as detailed in the HUD recipient information was as follows, "The Chattanooga Housing Authority will receive a HOPE VI Revitalization Grant in the amount of \$35,000,000 that will enable the Housing Authority to revitalize the McCallie Homes public housing development and the surrounding community of Alton

Park. It is the result of an unprecedented community planning process which brought together the entire City, 32 separate organizations, three television stations, and two teams of national consultants.” The initial Hope VI application and plan called for the revitalization of 38th Street, Alton Park’s depressed commercial center, with a new community center, day care center, senior service center, health care center, and retail space. The revitalized McCallie Homes site was also planned to be part of the Safewalk system, linking the development through an environmentally friendly pedestrian walkway to schools, churches, the new Main Street and community center as well as the Chattanooga Creek Greenway. Initially, the HOPE VI grant was to provide leverage for an additional \$97,244,630 in public and private investments.

Plans evolved from concentrated rentals on-site with infill ownership off-site to a mixture of housing types and incomes on and off-site. The final product was envisioned to reknit the neighborhood by restoring the grid pattern within the site and beyond.

The community has commented throughout this plan’s process that much of the anticipated revitalization of 38th Street has not occurred.

#### **How does the Alton Park / Piney Woods Community Plan Support Healthy Communities?**

Reversing the U.S. obesity epidemic requires a comprehensive and coordinated approach that uses policy and environmental change to transform communities into places that support and promote healthy lifestyle choices for all U.S. residents. Environmental factors (including lack of access to full-service grocery stores, increasing costs of healthy foods and the lower cost of unhealthy foods, and lack of access to safe places to play and exercise) all contribute to the increase in obesity rates by inhibiting or preventing healthy eating and active living behaviors. Recommended strategies and appropriate

measurements are needed to assess the effectiveness of community initiatives to create environments that promote good nutrition and physical activity.

To help communities in this effort, CDC initiated the Common Community Measures for Obesity Prevention Project (the Measures Project). The objective of the Measures Project was to identify and recommend a set of strategies and associated measurements that communities and local governments can use to plan and monitor environmental and policy-level changes for obesity prevention. - Centers for Disease Control and Prevention. Recommended Community Strategies and Measurements to Prevent Obesity in the United States. MMWR 2009; 58 (No. RR-7):1.

Several of these strategies will be used throughout the Alton Park/Piney Woods Community Plan as data driven support for healthy community strategies to prevent obesity. Anyone interested in further information on this document should refer to the Center for Disease Control and Prevention Morbidity and Mortality Weekly Report for July 24th, 2009 recommended strategies and measurements to prevent obesity. The Morbidity and Mortality Weekly Report (MMWR) Series is prepared by the Centers for Disease Control and Prevention (CDC) and is available free of charge in electronic format. Electronic copy also is available from CDC’s Internet server at <http://www.cdc.gov/mmwr> or from CDC’s file transfer protocol server at <ftp://ftp.cdc.gov/pub/publications/mmwr>. Paper copy subscriptions are available through the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402; telephone 202-512-1800. Future consideration may be given to using these suggested measurement principals as data driven support for healthy community goals and recommendations.

Another healthy community resource for the community is the Healthy Kids, Healthy Community (HKHC) Grow Healthy Together Chattanooga 2010 Grant. HKHC is a five year, \$33 million national program of the Robert

Wood Johnson Foundation (RWJF). It is one of the largest and most ambitious community-action programs ever supported by the Foundation and a cornerstone of RWJF's \$500 million commitment to reverse the country's childhood obesity epidemic by 2015.

Each site has received a \$360,000, 4-year grant to help make policy and environmental changes to advance healthy living among children and their families. The sites were selected because of strong vision, partnership and a commitment to make lasting change in their communities. Through Healthy Kids, Healthy Communities, RWJF will help the HKHC grantees make changes in their food, recreation and transportation environments that are substantive, replicable, and that can make a lasting difference for many people.

Healthy Kids, Healthy Communities supports a comprehensive, community-based approach that focuses on policy and environmental change strategies to advance active living and healthy eating among children and their families. The program places special emphasis on reaching children who are at highest risk of obesity on the basis of income, race/ethnicity or geographic location.

More information about Healthy Kids, Healthy Communities, including profiles of the leading sites and the call for proposals, is available at [www.healthykidshealthycommunities.org](http://www.healthykidshealthycommunities.org).

### **2000 Alton Park Master Plan**

In 2000, a consultant-led land use plan was completed for the Alton Park community. During the 2000 plan development and in the period following, RPA staff has heard dissatisfaction regarding the public input process and resulting recommendations. Comments have been expressed that the stakeholders were not clearly informed of public input periods and that those meetings were held at times that conflicted with most of the community members' schedules. Residents and property owners felt that the plan contained lots of

"pretty pictures" but that the plan did not support their wishes for the community nor was it realistic.

In starting development of the 2009 plan, staff reviewed the 2000 plan in light of the community's dissatisfaction and made several determinations. One was that the existing condition information was relatively accurate. The second observation was that many of the recommendations regarding economic development depended on façade improvements for commercial buildings. This commercial rehab effort seemed to rely heavily on use of a Façade Improvement Grant that the City of Chattanooga managed. Although one business in Alton Park was able to benefit from this program and did undergo remodeling, that grant program has not received funding for many years. The plan also supported a community commercial center at the former Anchor Glass site. The plan did not provide guidance or address the challenges of developing this brownfield site.

The 2000 plan addressed wide-ranging issues such as "The City's land use structure, land development codes, and agency management tools must be changed to create a user-friendly environment for attracting new investment to Alton Park". However, the accompanying strategies are not robust enough nor identify the appropriate partners to work towards this change.



*June 2008 Public Meeting*

This plan serves as a general policy guide for future community improvements and rezoning requests. This document provides the basic framework for land use, transportation, public services, and community improvements. Upon adoption of this plan by Chattanooga City Council, zoning changes and other redevelopment recommendations will not automatically occur. Local government must still approve funding for the recommended capital improvements such as parks, sidewalks, and streets.



*August 2009 meeting included an open house and formal presentation component.*

### **2009 Alton Park/ Piney Woods Community Plan**

The 2009 land use plan seeks to realistically address the physical development and redevelopment of Alton Park/ Piney Woods. The intent is to synthesize the applicable components of previous planning efforts while discarding information that is out-of-date or no longer provides a viable recommendation for future development.

Due to the community's history of environmental concerns, a wide variety of studies have been conducted for the area. These include environmental assessments for small and large-scale sites and several projects completed by the University of Tennessee at Chattanooga. Since abundant research has been conducted into identifying and seeking to resolve many of the community's contamination issues, this plan will reference those studies and will not be adding to this base of research other than to generally address those items most related to future land use.

Additionally, a land use plan is not intended to seek comprehensive solutions to a community's public safety or code enforcement issues. A land use plan can address items such as "eyes on the street" and recommend design options that increase both personal and community personal safety. This plan does intend to provide guidance on those issues where careful planning and appropriate land uses can be of benefit.

Most importantly, as mentioned previously, this plan serves as a general policy guide for future community improvements and rezoning requests. Committed stakeholders must continue to work hand-in-hand with the appropriate government agencies and the private sector to fully realize the initiatives set forth in the plan. Local government must still approve funding for the recommended capital improvements such as parks, sidewalks, and streets.

<b>Alton Park\Piney Woods Community Plan Timetable</b>	
Summer, 2008	Data Collection, Identifying Partners
June 30, 2008	Initial Public Meeting at Southside Health Center
July, 2008	Villages at Alton Park Open House
Winter/Spring, 2009	Creating the Plan
Aug. 13, 2009	Small Group Meeting
Aug. 27, 2009	Draft Plan Review
Sept.-Oct., 2009	Revise draft and prepare final plan
Oct.-Dec., 2009	Plan available for review
Winter/ Spring, 2010	Presentation to Planning Commission



Area stakeholders were made aware of the planning process and public meetings through a variety of methods including direct mailout, posting of signs (as above) and flyers, newspaper articles, email and notification by community organizations.

#### *Community Survey*

During the initial public meeting in June 2008, participants were asked to complete a survey to gather feedback on a wide range of issues. These comments have been worked into the plan text and discussed as part of each section’s recommendations. The survey and comments are available in the appendix.

#### *Planning Process*

Active citizen participation is vital to the success of any plan. When stakeholders in a community are directly involved in the planning process, they are more likely to take ownership of the plan and then play an important and much-needed role in its implementation.

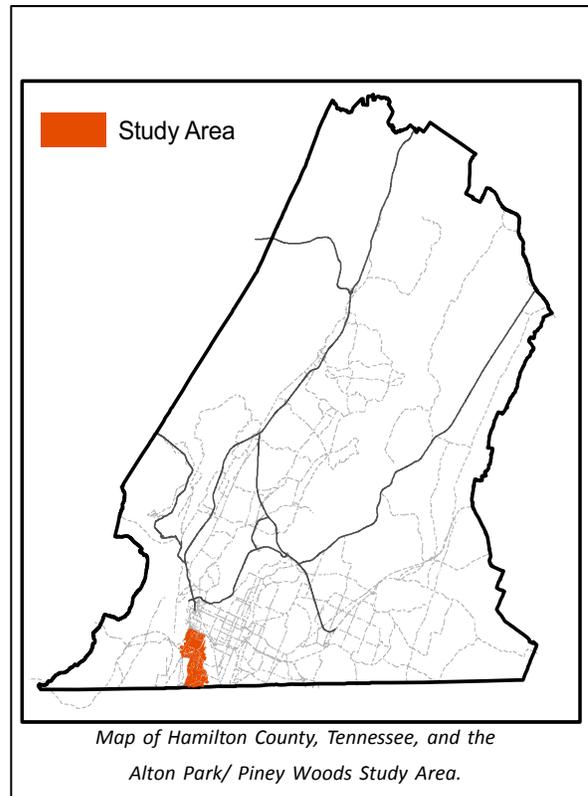
This plan was created using information from previous planning processes, input received during the implementation of the EPA Alton Park Brownfield’s Initiative, and through a community-based approach with stakeholders providing input and recommendations through a series of public workshops. The Regional Planning Agency served as a facilitator and professional resource at these workshops.



August 2009 Open House Community Meeting



# SITE AND CONTEXT



## STUDY LOCATION

Situated a little over one mile from downtown Chattanooga, this plan encompasses nearly 1,740 acres of land in Alton Park as well as the Piney Woods neighborhood. Subtracting waterways and transportation rights of way, there are about 1,570 acres contained within recorded lots and parcels. The study area is bounded on the south by the Georgia state line and Hawkins Ridge to the west. Chattanooga Creek traces the eastern and northern boundaries of the plan. Alton Park Boulevard serves as a primary route to downtown Chattanooga. Key east-west roadway connections include West 37th Street, West 40th Street and Workman Road. The entire study area is located within the City of Chattanooga.

## **URBAN OVERLAY ZONE**

Added to the Chattanooga Zoning Ordinance in 2003, the Urban Overlay Zone (UOZ) alters certain underlying zoning requirements in order to help preserve the existing physical layout of the older urban portion of downtown Chattanooga and surrounding neighborhoods. This physical layout generally includes the presence of sidewalks, public transit routes, available on-street parking and smaller lot sizes. Currently, under certain conditions, a reduction in required parking for both residential and commercial uses may be applied within the overlay zone. Also available in the Urban Overlay Zone is the potential for reduced lot sizes for single-family residential lots and attached housing developments.

The Alton Park/Piney Woods area is within the UOZ and can benefit from the flexibility allowed from more suburban-form development standards.

## **RENEWAL COMMUNITY ZONE**

In 2002, Chattanooga was awarded a special federal designation that entitles businesses located inside the Renewal Community (RC) Zone to receive special federal tax benefits. Some of the major tax incentives available for businesses locating in the RC Zone include employment wage credits, 0% Capital Gains and a deduction for commercial revitalization of buildings in the Zone. Alton Park and Piney Woods lie within the city's RC Zone.

## EXISTING LAND USE

(See Current Land Use Map- Page 23)

Land use describes how a particular lot or parcel of land is actually being used. For example, a property may be zoned R-3 (multi-family), but occupied by a single-family residence.

Alton Park’s generally flat to gently rolling, terrain accommodates a range of land uses in relatively close proximity to each other. Early development first depended heavily on rail service, therefore concentrations of industrial development are still found along or near rail lines. Pockets of residential development occur throughout the study boundary. Most commercial development is located along Alton Park Boulevard and 38th Street. Vacant land is common in the Chattanooga Creek floodplain and along Hawkins Ridge where slopes become steep and often exceed 25 percent.

Existing Land Use		
Land Use Category	Acres	% of Total Acres
Vacant	637	41%
Residential	331	21%
Industrial	360	23%
Commercial	95	6%
Transportation	101	6%
Utilities	2	0%
Institutional	41	3%
Recreational	4	0%
Total	1571	100%

## RESIDENTIAL

Just over twenty percent of land in Alton Park is devoted to residential uses such as single-family homes, duplexes, apartments and townhouses. Notable concentrations of higher-density residences are located at the Villages at Alton Park, a US Department of Housing and Urban Development (HUD) HOPE VI development and the Emma Wheeler Homes.

More specifically, residential uses account for 331 acres, or 21% of the land within the Alton Park Study Area. Of the 331 acres of residential land, 175 acres, or 11% of the land devoted residential uses is used as a single-family residential dwelling. With 122 acres or 8% of land devoted to multi-family structures, this is the second major occupier of area in the Alton Park study area. There are only four properties devoted to multi-family use. Two properties dominate the acreage of this category: the Teen Challenge property with just under 8 acres on 33<sup>rd</sup> Street and the Rose of Sharon’s Senior Villa with just over 5.5 acres on Lee Avenue. Two-family and Group/ Retirement Home structures account for the remaining 2% of the land devoted residential land use. Two-family dwellings are scattered throughout the neighborhood and for the most part are not clustered and concentrated.

The following is the breakdown of residential uses totaling 21% of the entire study area within the study boundary.

- Single-Family: 53%
- Two-Family: 6%
- Multi-Family: 37%
- Group Home, Retirement Home, etc.: 4%

Existing Residential Land Use			
Land Use Category	Acres	Residential Percentage	Residential % of Total Acres
Single Family	175 Ac.	53%	11%
Duplex	20 Ac.	6%	1%
Multi-Family	122 Ac.	37%	8%
Group Home, Retirement Home, etc.	14 Ac.	4%	1%
Total	331 Ac.	100%	21%

## **COMMERCIAL & OFFICE**

Commercial and office land uses comprise about six percent of the land in Alton Park. This figure overstates the actual proportion of this land use category. 88 of 96 acres included in this category are part of a salvage/auto parts yard that largely lies within the floodway of Chattanooga Creek and is not usable. The remaining commercial/office land uses are scattered throughout the study area with some concentrations along 38th Street and Alton Park Boulevard. These establishments are generally small scale convenience retail shops catering to the residents in the immediate neighborhood.

## **INDUSTRIAL**

Alton Park has an extensive industrial presence. Nearly twenty five percent of the land in Alton Park is currently devoted to manufacturing and other industrial uses. These are found throughout the study area.

Notable employers include Astec Industries, Bunge Foods, Southern Cellulose, FedEx Ground and Key James Brick. Except for vacant land, manufacturing is the single largest user of land in Alton Park. The long history of manufacturing in the area has led to the creation of many “brownfield” sites-some of which are included in a federal Environmental Protection Agency (EPA) brownfield assessment grant awarded to the City of Chattanooga in 2006.

## **INSTITUTIONAL**

Institutional uses include schools, religious facilities and other community resources such as fire stations and medical clinics. In the Alton Park community, institutional uses comprise just over two percent of the study area. Notable public institutions include Calvin Donaldson Elementary School, Piney Woods Family Resource Center, and the Alton Park Community Health Center.

## **PARKS, RECREATION, AND OPEN SPACE**

This category includes publicly and privately owned, active and passive recreational uses. In Alton Park, these uses constitute less than one percent of the total land use within the study boundary. Almost ten years ago, the City of Chattanooga consolidated recreational centers from St. Elmo and Alton Park into a new facility called the South Chattanooga Recreation Center located on 40th Street just outside of the study boundary. The remainder of the recreational space is comprised of open space in the Villages of Alton Park development and the Bethlehem Center on 37th Street.

## **VACANT LAND**

Approximately forty percent of the Alton Park study area consists of vacant land. For this study, vacant land is defined as a lot or parcel that either contains a vacant or boarded-up structure, or is otherwise unoccupied by any usable structure. Some of this vacant land is either affected by the steep slopes of Hawkins Ridge or the floodplain and flood way of Chattanooga Creek. The environmental conditions found within the study area are discussed more fully in a following section.

# Current Land Use

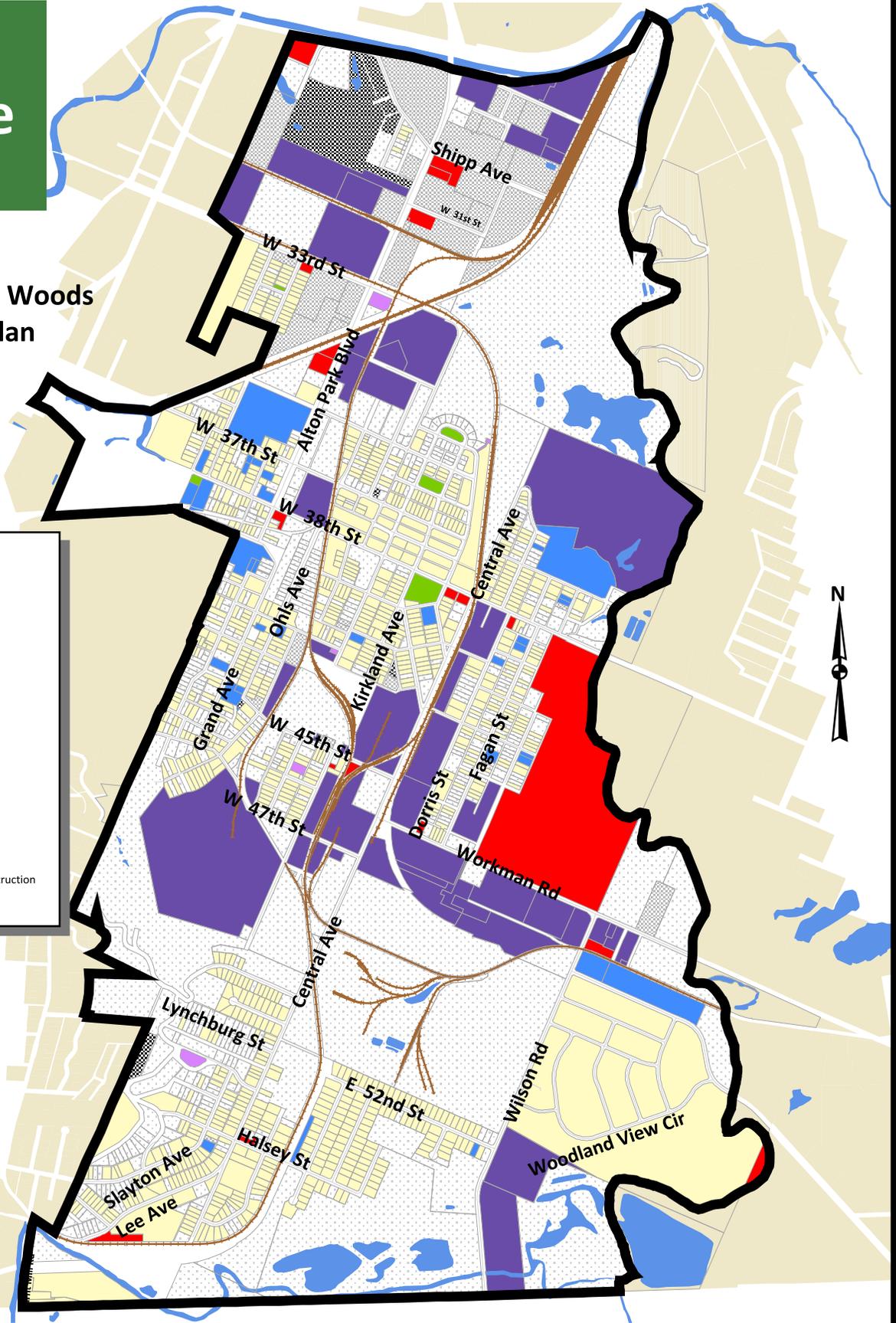
## Alton Park - Piney Woods Community Plan

**Map Legend**

- Study Boundary
- Parcel Boundary
- Rail Line

**Current Land Use**

- Residential
- Industrial
- Commercial
- Transportation
- Utilities
- Institutional
- Recreation
- Cemetery
- Agricultural
- Vacant
- Not Determined/Under Construction
- Government



## EXISTING ZONING

(See Current Zoning Map- Page 26)

Zoning shapes the City of Chattanooga and Hamilton County. Through zoning, our community is divided into districts or zones which regulate building size, location, population density and the way land is used. Typical zoning categories include districts for residential, commercial, office, manufacturing, warehousing, and flood hazard areas. Zoning is also a key tool for carrying out planning policy.

Existing Zoning		
Zoning District	Acres	% of Total Acres
C-2 Convenience Commercial	3	0%
C-5 Neighborhood Commercial	0.2	0%
M-1, M-2 Manufacturing	1080	69%
R-1 Residential	53	3%
R-2 Residential	143	9%
R-3 Residential	282	18%
R-4 Residential	9	1%
R-T/Z Residential	0.4	0%
Total	1571	100%

The Chattanooga Zoning Ordinance, available online at [www.chcrpa.org](http://www.chcrpa.org) is the primary tool for land use regulations. The zoning ordinance seeks to protect public health, safety, and welfare. Every piece of property including right-of-way dedicated to streets in Chattanooga is given a zone.

Commercial, manufacturing and residential zoning is found within the Alton Park neighborhood. Manufacturing and residential zones occupy the majority of the area of the neighborhood. While manufacturing occupies sixty-nine (69) percent, residential zones occupy the other thirty-one (31) percent of the neighborhood study area. There are five (5) residential zones within the boundary of the Alton Park neighborhood study: R-1, R-2, R-3, R-4, and R-T/Z zones.

The Alton Park community contains a diverse mix of residential zoning districts: R-1, R-2, R-3, R-3 MD, R-4, and R-T/Z. The majority of the residential community is R-1, R-2, and R-3. Please see the Zoning Map on page 17 for the exact location of these districts.

Permitted Uses Zoning Districts					
Land Use	R-1 Zone	R-2 Zone	R-3 Zone	R-4 Zone	R-T/Z Zone
Single-Family	Permitted	Permitted	Permitted	Permitted	Permitted
Two-Family	Not Permitted	Permitted	Permitted	Permitted	Permitted
Multi-Family	Not Permitted	Not Permitted	Permitted	Permitted	Permitted
Boarding, Lodging and Bed & Breakfast	Not Permitted	Not Permitted	Permitted	Permitted	Not Permitted
Offices	Not Permitted	Not Permitted	Not Permitted	Permitted	Not Permitted

**EXISTING RESIDENTIAL ZONING**

The following is the breakdown of residentially zoned property totaling 28% of the entire study area within the study boundary.

- R-1 Zone: 33%
- R-2 Zone: 32%
- R-3 Zone: 35%
- R-4 Zone: 2%

Existing Residential Zoning		
Zoning District	Acres	% of Total Residentially Zoned Acres
R-1	53	11%
R-2	143	29%
R-3	282	58%
R-4	9	2%
R-T/Z	0.4	0%
Total	487.4	100%

In terms of *residential zoning*, approximately 58% of the Alton Park neighborhood is zoned R-3. Permitted uses in the R-3 zone include single-family, two-family, multi-family, and boarding/lodging/bed & breakfast. The public housing development Emma Wheeler Homes constitutes thirty-four (34) percent of the total R-3 zoning district in Alton Park. The R-2 zone accounts for twenty-nine (29) percent of the residential zones of the neighborhood.

Typically there exists an unmeasured discrepancy between the amount of residentially zoned property and the amount of property residentially zoned. This property discrepancy is because there is land zoned residential, but not used residentially.

# Current Zoning

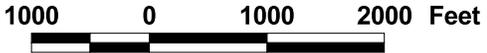
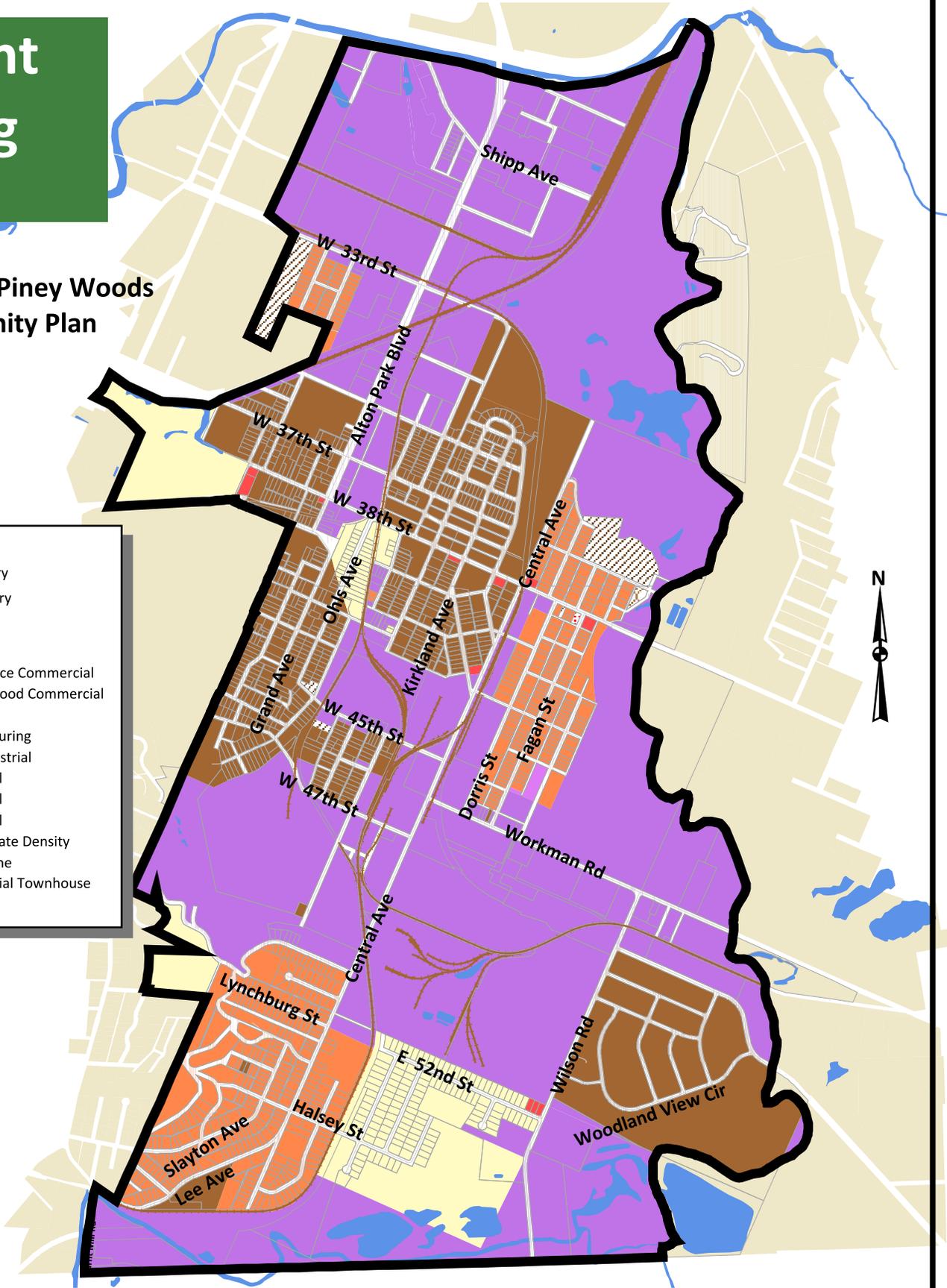
## Alton Park - Piney Woods Community Plan

**Map Legend**

-  Study Boundary
-  Parcel Boundary
-  Rail Line

**Current Zoning**

-  C-2 Convenience Commercial
-  C-5 Neighborhood Commercial
-  O-1 Office
-  M-1 Manufacturing
-  M-2 Light Industrial
-  R-1 Residential
-  R-2 Residential
-  R-3 Residential
-  R-3MD Moderate Density
-  R-4 Special Zone
-  R-T/Z Residential Townhouse /Zero Lot Line



# DEMOGRAPHICS

## POPULATION

According to the U.S. Census Bureau, the total population of Alton Park was 4,171 in the year 2000. This is using the count from Census Tract 19 which corresponds closely to both Alton Park and the plan’s study boundary. This figure represents a decrease of 1,160 people or a 21.7% decrease from the previous Census in 1990.

Since 1950, Census Tract 19 has experienced a loss in population identified at each Census count. The greatest decrease in population since 1950 occurred between 1980 and 1990 when the population decreased by 2,184 people.

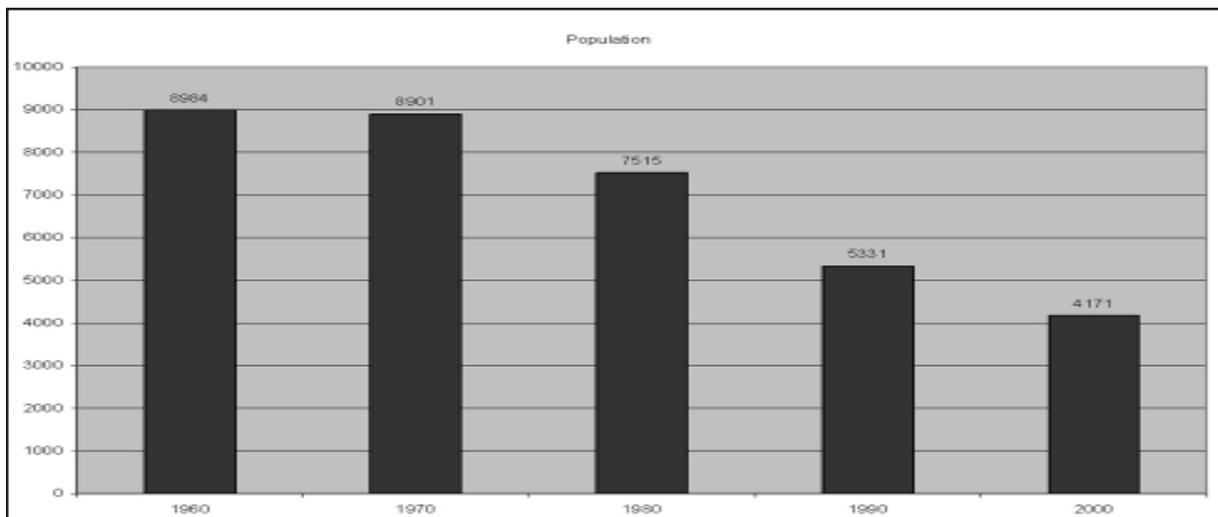
95% of the population is African-American (one or multiple races as defined by the Census Bureau).

The Chattanooga Chamber of Commerce provides population estimates for 2006 as well as projections for 2011 by zip code. The following information reflects that data for zip code 37410. The current population numbers and the projections will vary slightly from Census data as the Chamber’s data provides uses

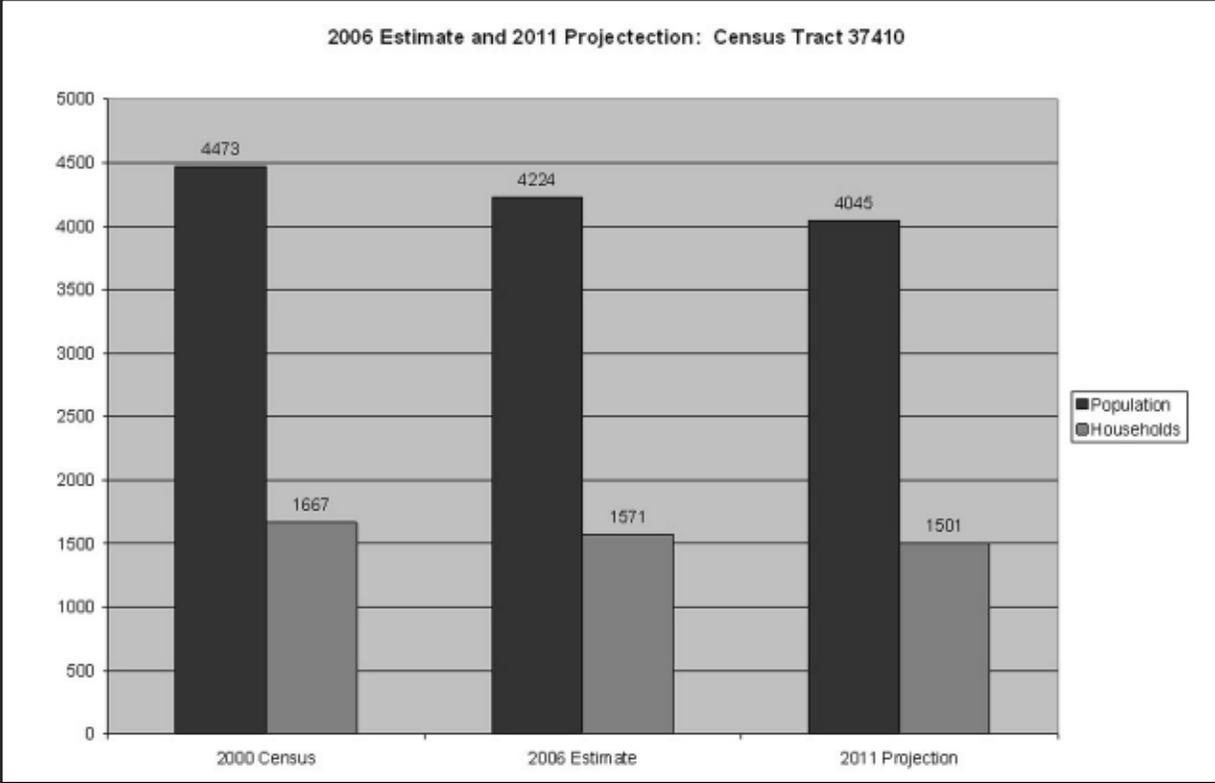
current zip code boundaries whereas the Census uses Zip Code Tabulation Areas. This data is being presented to provide additional information on potential growth patterns in the area. It is important to note that the Chamber data does not address whether it factors in the potential effect of the loss of the approximately 900 residents of Spencer McCallie homes and the subsequent development of the Villages of Alton Park. The following data does project that the population loss seen for the past several decades will continue.

## HOUSING UNITS

In 2000, the Census Bureau enumerated 2,170 housing units for the zip code 37410. Of those units, 35% were owner-occupied with the other 65% renter-occupied housing units. This number has most likely adjusted since that time with the demolition of the 600 unit Spencer McCallie Homes public housing development and the redevelopment of the site through the Hope VI federal grant process. The resulting development- the Villages at Alton Park- has 275 rental units and 44 single-family units available for home ownership.



Source: US Census Bureau



Source: Chattanooga Area Chamber of Commerce: Demographics Now

**Word of Caution**

Users of these data should be aware that population projections rely on a number of assumptions about the continuation of past trends into the future. When using population projections such as these, people are encouraged to use them as a guide illustrating a general possible scenario of future growth patterns. Although these projections are based on a mathematical model using sound scientific principles, ultimately, the overall accuracy of these projections will depend on the extent to which future events unfold in a manner that mirrors these past observations. Different projections using different assumptions will inevitably yield different results. In addition, there may be people with specific knowledge or understanding of events and factors that may affect their local communities that could result in a more complete understanding of the growth dynamic affecting their community. Thus, we caution users not to construe these figures as predicting a specific or inevitable future course of events. Instead, the numbers contained within this report should be read as a likely course of future population change based on a continuation of past trends. Population projections such as these are simply one of a number of tools that planners and local community leaders should consider when envisioning the future for their communities.

In 1999 several buildings at the Spencer McCallie homes site had become structurally unsound and were appropriately demolished. At this time foundry sand fill was discovered in building footprints. A Brownfield agreement was signed on April 30, 2002. Demolition began in the fall of 2002 and continued through the winter and early spring of 2003. Remediation included the removal and treatment of lead contaminated soils and appropriate asbestos containment and abatement.

Of the original 608 units at the McCallie Homes site, 416 units were demolished after 2000 through the Hope VI development process.

As a comparison, for the City of Chattanooga at the last census, 55% of units were owner-occupied and 45% renter-occupied (9% were vacant units).

Since so much time has passed since the 2000 Census count, demolition and building permit data is reviewed as another way to track population and housing unit change in the area. The Regional Planning Agency uses information provided by the City of Chattanooga Land Development Office which issues building permits for new construction and demolition. This data should be used as an estimate only as data is often coded differently and more information is provided in later years.

During 2000-2008 in the study boundary area:

- 169 permits for new residential construction were issued. According to the records, this includes the construction of approximately 448 units. This does include much of the construction of the 275 unit Villages of Alton Park and the 70 unit Stoneridge Apartments.
- 197 permits were issued for demolition of residential structures for a total of approximately 327 units. However this number does not appear to be accurate as this time period includes the demolition of the units of the Spencer McCallie homes which had a total of 608 units on the site.

<b>Appraised value of single-family houses (including land value) as of June 30, 2009.</b>		
	<b>Number</b>	<b>Percent</b>
Under \$20,000	109	13.2%
\$20,000 to \$29,999	231	27.9%
\$30,000 to \$39,999	238	28.8%
\$40,000 to \$49,999	91	11.0%
\$50,000 to \$59,999	41	5.0%
\$60,000 to \$69,999	32	3.9%
\$70,000 to \$79,999	11	1.3%
\$80,000 to \$89,999	15	1.8%
\$90,000 to \$99,999	12	1.5%
\$100,000 and higher	47	5.7%
<b>Total</b>	<b>827</b>	<b>100.0%</b>
<b>Mean</b>	<b>\$39,676</b>	

Based on Hamilton County Tax Assessor Records, there were 827 single-family residences within the Alton Park study boundary as of June 30, 2009. Approximately 70% of the houses were valued at less than \$40,000 and another 6% were valued at more than \$100,000. The majority of the homes with higher appraisal values are located in the Villages of Alton Park.

The Tax Assessor's office records 135 two-family/duplex dwellings in the study boundary. Values for duplexes are higher than single-family homes. Of the 77 duplexes valued \$30,000-\$39,999, 31 of those homes were valued at \$39,600 meaning that they are very close to the next classification in the table.

<b>Appraised value of two-family (duplex) houses (including land value) as of June 30, 2009.</b>	
<b>Number</b>	<b>Percent</b>
2	1.5%
3	2.2%
77	57.0%
31	23.0%
12	8.9%
1	0.7%
3	2.2%
0	0.0%
3	2.2%
3	2.2%
135	100.0%
<b>\$43,904</b>	

# Residential Ownership

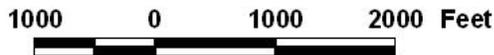
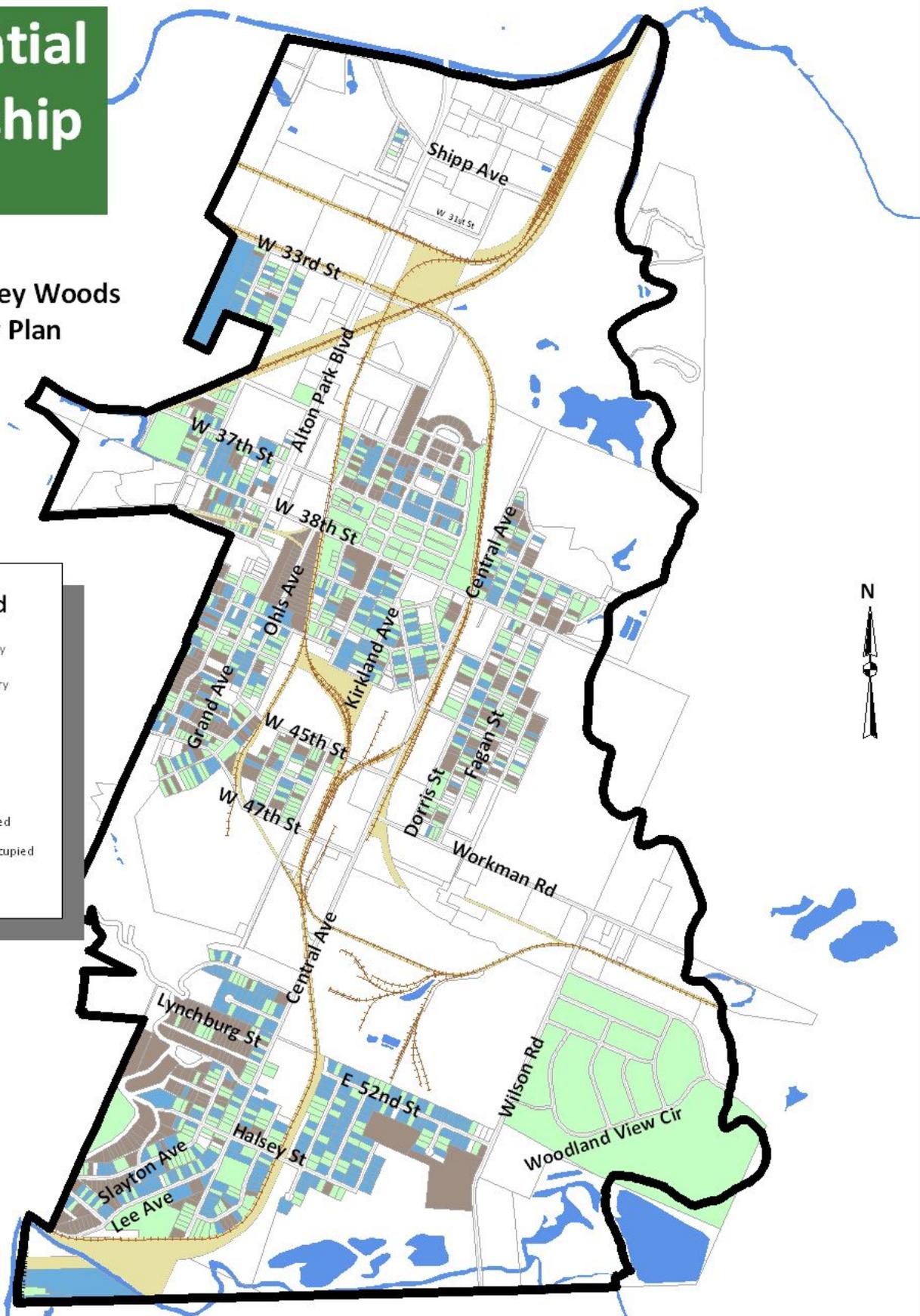
## Alton Park - Piney Woods Community Plan

**Map Legend**

-  Study Boundary
-  Parcel Boundary
-  Rail ROW
-  Rail Line

Ownership Status

-  Owner Occupied
-  Not Owner Occupied
-  Vacant



# Building Permits 2001-2008

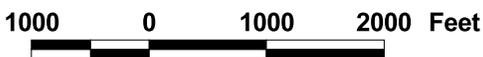
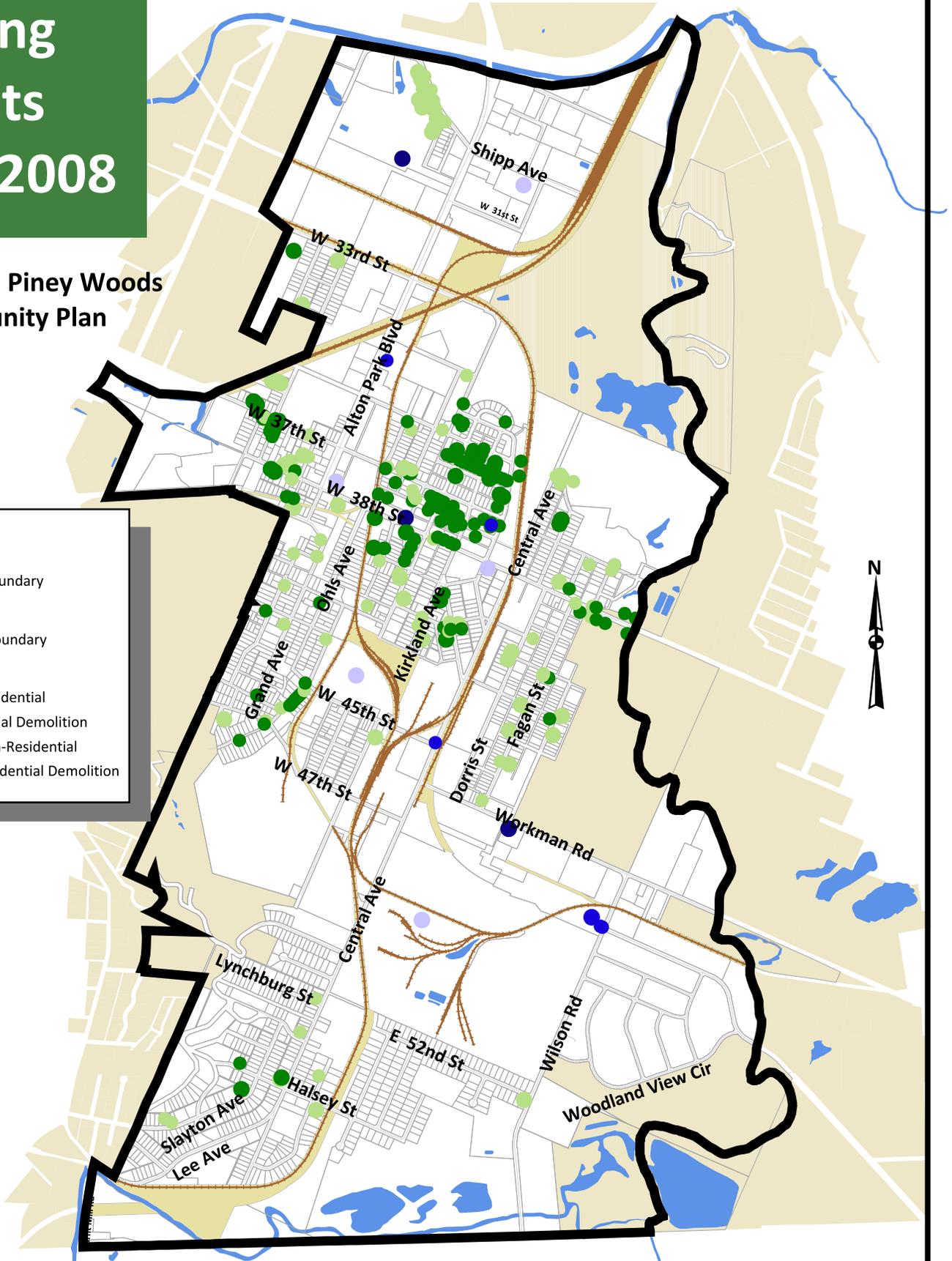
## Alton Park - Piney Woods Community Plan

**Map Legend**

-  Study Boundary
-  Rail Line
-  Parcel Boundary

**Permit Type Issued**

-  New Residential
-  Residential Demolition
-  New Non-Residential
-  Non-Residential Demolition



**HOUSEHOLDS AND FAMILIES**

In 2000, in Census Tract 19, there were 1,543 households. Of these, 505 (32.7%) were non-family households and the remaining 1,038 (67.3%) were family households.

Approximately 90% (452) of these non-family households were single individuals living alone. The average household size in 2000 was 2.65 persons per household, and the average family size was 3.29 persons per family.

Among the 1,038 families, 268 (26%) were married-couple families, and 770 (74%) were other types of families. Overall, 43% of the families had children under the age of 18.

**HOUSEHOLD INCOME**

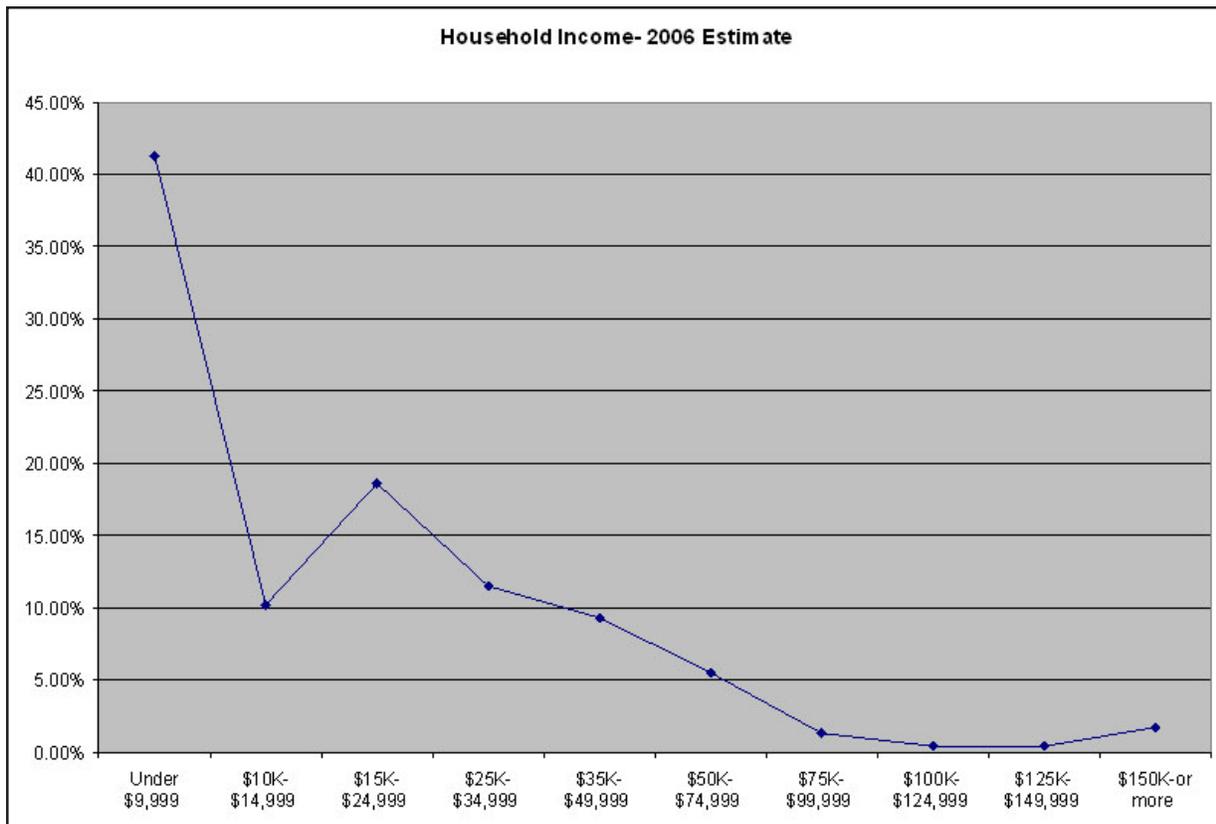
The 2005 Median Family Income (MFI) for Chattanooga is \$52,250. The Department of Housing and Urban

Development estimates a 2005 median family income in Alton Park of \$16,250, 31% of the Chattanooga MSA median family income.

The City of Chattanooga 2005 Consolidated plan, developed to continue to receive entitlement funds such as Community Development, stated that:

- Households with incomes 0-30% of MFI have greater housing needs than any other income group. An estimated 17% of all MFI households in the City are in this category.
- Households with incomes 31 -50% of MFI are also struggling to meet their housing needs. An estimated 11% of all MFI households in the City are in this category.

The following information is from the Chattanooga Chamber of Commerce’s estimates of household income for 2006 for zip code 37410. Again, this data may not reflect recent changes brought about by the redevelopment of the Spencer McCallie Homes site into the Villages of Alton Park.



# COMPREHENSIVE PLAN 2030



*The 2030 Comprehensive Plan: A Strategy for Good Growth* is the adopted countywide plan for Hamilton County and its municipalities. The plan provides guidance in creating desirable and diverse residential and business communities in the county and encourages and provides for new development opportunities while protecting neighborhoods, infrastructure, the environment, and our economic future.

Alton Park is located within the Urban Infill Development Sector of the Comprehensive Plan. The Urban Infill Development Sector contains well defined neighborhoods with identifiable edges which are the building blocks of these urban neighborhood infill areas. Urban neighborhoods have a denser and primarily residential urban fabric. Mixed uses including offices and retail are usually confined to certain corner locations with housing density increasing adjacent to those commercial centers. New development should follow urban patterns with smaller blocks, a connected street grid, alleys, smaller lots, and shallow building setbacks. Suburban development patterns are not appropriate for these areas.

The following are general recommendations for the Urban Infill Development Sector:

## COMPREHENSIVE PLAN RECOMENDATION FOR HOUSING

Housing is predominantly detached, although a diversity of housing types with medium to high densities is encouraged, including single-family detached, duplexes, apartments, multi-family, live-work buildings, and row houses. Accessory buildings, such as detached garages with apartments, are also appropriate in urban neighborhoods. The average density in the Urban Infill sector should be high enough to support transit and neighborhood commercial services. Alleys should be retained to provide rear parking and access for services and utilities. Residential and non-residential uses in this sector may be mixed in the same block or same building.

## COMPREHENSIVE PLAN RECOMENDATION FOR BUSINESS

Neighborhood commercial centers should generally be located at intersections although home occupations are appropriate. Commercial centers should be within a 5-10 minute walking distance of adjacent urban residential areas. Neighborhood centers should contain some retail and office space, ideally in mixed-use buildings. Parking requirements should be reduced to account for on-street parking availability, nearby public parking, transit, and the sharing of spaces due to complementary parking schedules. Parking should be located behind buildings. Where it is physically

It is important to note that Alton Park's development form varies from this model somewhat and is dissimilar in some ways from other urban communities in Chattanooga. This is due in part to the mix of large industrial sites and neighborhoods that have developed as "pockets" adjacent to or surrounded by former and existing manufacturing areas.

impossible to locate parking behind the buildings, low street walls should be used to maintain the street frontage and screen the parked cars from the public street. Surface parking should be planted with shade trees with a minimum 15% tree canopy coverage.

Activity Centers- Non-residential development within the Urban Infill sector is more integrated and mixed with multiple uses integrated both vertically and horizontally. The Urban Infill sector contains a diverse mixture of land uses and the high intensity level of development. This sector is characterized as having mixed-use structures, containing offices, personal and business service establishments, eating establishments, retail uses, civic, institutional, public parks and open spaces, and high density residential.

Strip commercial is a series of detached, automobile-oriented commercial establishments that create the effect of rows of buildings with no beginning and no ending. Strip commercial development typically has the following problematic issues: multiple curb cuts onto adjacent streets creating traffic problems and congestion, dense signage, minimal landscaping, large parking areas, and an overall scale and style of architecture that is sometimes incompatible with residential areas.

Existing strip commercial developments generally cannot compete with large, new retail shopping malls and revived downtowns. Many of the older strip commercial developments are showing signs of deterioration that once occurred within many older downtowns with older, obsolete structures with empty storefronts. These existing strip commercial developments should be retrofitted or revitalized into mixed-use or multi-use neighborhood or community activity centers that are pedestrian oriented, creating a park once district that is also dense enough to support

public transportation. Existing strip commercial developments are encouraged to redevelop or be retrofitted into mixed-use or multi-use neighborhood or community activity centers rather than the typical conventional suburban development pattern. The neighborhood or community activity centers should be designed in accordance with the design principles of the Traditional Neighborhood Development model or the urban infill redevelopment model contained within the Development Plan.

Industrial and manufacturing opportunities should be encouraged and designed in such a way that is sensitive to the character of the community and adjacent uses.

#### **COMPREHENSIVE PLAN RECOMENDATION FOR ENVIRONMENT**

The continuity of the urbanized form should take precedence over the natural environment. Continuous natural corridors should be located between neighborhoods or pass through neighborhoods as greenways or safewalks. Trees should be planted along streets and alleys. Storm water management should be primarily through underground storm drainage channeled by raised curbs. Retention and detention ponds should not be required on individual lots.

#### **COMPREHENSIVE PLAN RECOMENDATION FOR PARKS**

Each neighborhood should have access to neighborhood parks and recreation facilities. Smaller pocket parks may also be appropriate on individual lots. Neighborhoods should be connected by a multi-use path system, wherever possible. Formal public spaces such as greens, squares, and plazas are also appropriate.

## **COMPREHENSIVE PLAN RECOMENDATION FOR CIVIC**

Civic buildings should be distinctive and serve as important landmarks in the community. Civic facilities should be located in prominent locations and made accessible by multiple modes, including automobiles, transit, walking, and bicycling. Complete sewer development is found in this sector.

## **COMPREHENSIVE PLAN RECOMENDATION FOR TRANSPORTATION**

The Urban Infill areas should be serviced by a well-connected street grid with sidewalks and street trees. Cul-de-sacs are not appropriate unless necessary to accommodate natural conditions. An extensive sidewalk network is appropriate due to the dense development pattern and the mix of uses found in the Urban Infill sector. Streets should be fronted by buildings and include onstreet parking wherever possible to slow traffic speeds. Transit that is frequent and predictable should be a priority for these areas. Dry, well-designed transit shelters should be provided at activity centers. Due to limited physical space, bicycle facilities are generally signed shared routes.

## HISTORIC CONTEXT

At the end of the nineteenth century, two large farms occupied the broad valley south of the Chattanooga city limits between Chattanooga Creek and Hawkins Ridge. Due to the level land and the proximity to Chattanooga Creek, the area attracted the attention of manufacturing concerns as Chattanooga's industrial output surged at the turn of the 20th Century. The

Chattanooga Cotton Oil Company was apparently the first manufacturing facility to locate in Alton Park. As railroads extended into the area, the manufacturing presence in the area continued to grow.

In 1917, Alton Park was incorporated as a municipality and remained independent until its charter was dissolved until 1930 when it was annexed by the City of Chattanooga. Industry continued to locate in Alton Park due to its access to rail and road transportation, utilities and a large workforce in the surrounding community. In 1954 the Chattanooga Housing Authority(CHA) constructed the Spencer McCallie Homes along West 37th Street. By the end of the decade, the Emma Wheeler Homes were under construction.

By the 1970's, layoffs and closings became commonplace as Chattanooga's manufacturing sector began to decline. Around this same time, concerns about the environmental and health effects of Alton Park's industrial legacy began to surface. The area lost population over the ensuing years as the scale of the environmental degradation became known.

Since the 1980's the City of Chattanooga along with state and federal agencies have attempted to clean and remediate instances of the most egregious examples of environmental pollution such as removing the coal tar that was dumped into Chattanooga Creek by at least one manufacturer for decades. Most recently, the City of Chattanooga received a federal EPA grant in 2006 to inventory brownfields, perform Phase I and Phase II evaluations of those sites and to develop cleanup and redevelopment plans.



Emma Rochelle Wheeler was born near Gainesville on February 7, 1882. She attended Walden University, and in 1905 she graduated from Walden University's Meharry Medical, Dental, and Pharmaceutical College. Following graduation, Emma Wheeler moved to Chattanooga and set up a medical practice on Main Street with her husband. In 1915, Dr. Wheeler purchased two lots on East Eighth Street at the corner of Douglas, where she had a three-story building constructed. After the structure's completion, on July 30, 1915, the thirty-bed, nine private rooms, and twelve-bed ward of the medical dispensary was dedicated as the Walden Hospital. Dr. Emma Wheeler's health began to decline in 1951 and two years later, in June of 1953, she retired from operating and managing Walden Hospital. With her retirement, Chattanooga's first and only African-American owned and operated hospital ceased operation on June 30, 1953, after thirty-eight years of service. Dr. Wheeler died at age 75 in 1957. Five years after her death, the Chattanooga Housing Authority named the city's newly completed housing project the Emma Wheeler Homes. – Adapted from Linda T. Wynn's profile as found in A Profile of African Americans in Tennessee History. The entire profile can be found at <http://www.tnstate.edu/library/digital/wheel.htm>

## NATURAL ENVIRONMENT CONSIDERATIONS

*(See Natural Environment Map- Page 42)*

The area is generally level to rolling. Along the western study boundary, Hawkins Ridge rises to an elevation of approximately 940 feet above mean seal level (MSL). At approximately 640 feet MSL Chattanooga Creek marks the eastern and northern boundary of the study area before emptying into the Tennessee River.

### **SLOPES**

Due to the presence of Hawkins Ridge, approximately 4.5 percent of the land in the Alton Park area contains steep slopes (slopes of 25% or greater). Development on these slopes is relatively sparse and primarily consists of low-density residences. The Tennessee-American Water Company maintains a storage tower at the crest of the ridge. A cell tower is also located at the summit.

### **FLOODPLAIN/FLOODWAY**

Chattanooga Creek's floodway and associated floodplain cover an extensive area of the study area. The relatively low and level topography along and near the creek is prone to flooding. The floodway encompasses about 250 acres of the study area, rendering it generally unusable for new development other than recreational opportunities. Farther back from the creek channel and floodway, the 100-year floodplain occupies another 300 acres of land. While development in this area is not currently prohibited, special precautions must be taken to assure the integrity of new construction while avoiding impacting the flood levels of other nearby properties.

During extended rain events within the Tennessee River basin, flood events are possible in Alton Park due to the relatively low differential between the elevation of Chattanooga Creek and the Tennessee River. In extreme situations, the level of the Tennessee River will rise above that of Chattanooga Creek and cause it to flow backwards. The land within the floodway and flood plain are not only subject to flooding, but also the deposition of hazardous materials that may be conveyed within the creek's waters.

## ENVIRONMENTAL

*Environmental Issues in the Chattanooga Region*, a report prepared by the Community Research Council in 2006, stated that there is a fundamental connection between the environment and health. Illnesses like obesity and asthma can be directly related to environmental conditions. Sites with significant environmental problems are often concentrated in low income, minority communities.

**Brownfield Site:** Real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

Before the 1960's and 1970's manufacturing in the U.S. generally took place in the inner city, prior to the enactment of environmental regulations, such as the Clean Air and Water Acts that limited emissions to water, land, and air. Beginning in the late 1960's and 1970's economic restructuring, advancement in new technology, and the enactment of environmental regulations led to the closing and/or relocation of existing manufacturing/industrial plants. Polluted air, water, and abandoned properties were all that remained after these manufacturing/industrial plants relocated or closed. Many of these former manufacturing/industrial sites are termed "Brownfield" sites by the Environmental Protection Agency (EPA).

In the Alton Park community many of the manufacturing/industrial sites closed by the late 1970's or early 1980's leaving behind vacant commercial, industrial lands and abandoned factory structures. Vibrant residential neighborhoods were adjacent to these manufacturing/industrial sites; however, after many years of neglect and environmental fears, these once vibrant neighborhoods are now characterized by an increasing number of unoccupied and abandoned single-family

and two family homes, vacant lots, and reduced property maintenance caused by neglect or absentee land ownership.

Communities can and may reverse the effects of many years of environmental and property degradation by raising public visibility and awareness of environmental pollution through active citizens groups, enforcement of property maintenance housing and building codes, and accessing private and federal redevelopment resources, such as brownfield clean-up and redevelopment grants from EPA.

Active citizens groups in Alton Park include the Alton Park Development Corporation, and Stop Toxic Pollution (STOP). In 2005, a one million dollar grant from the National Institute of Environmental Health Sciences to the University of Tennessee at Knoxville was used to establish the Environmental Health and Justice Collaborative which brought together three primary partners; the University of Tennessee, the Alton Park Development Corporation, Southside/Dodson Avenue Community Health Center as well as other Alton Park/Piney Woods neighborhood partners, and healthcare providers. At the core of the Environmental Health and Justice Collaborative is the Neighborhood Environmental College (NEC). The Neighborhood Environmental College goal is to help educate the residents of Alton Park about environmental health and justice issues, and the types of environmental contamination in neighborhood water, air, and soil. Additional information with regard to the Neighborhood Environmental College is available at <http://chattanooga.creek.utk.edu/index.htm>.

### CHATTANOOGA CREEK

Chattanooga Creek originating at the base of Lookout Mountain, Georgia flows approximately 26 miles northward into the Tennessee River. A 2.5 mile section



of Chattanooga Creek flows through the Alton Park neighborhood. Chattanooga Creek is primarily an urban stream, and its close proximity to former manufacturing sites such as foundries, coke furnaces, chemical, wood preserving, tanning and textile plants once caused it to be one of the most highly polluted waterways in the southeast. For many decades, Chattanooga Creek served as the dumping ground for adjacent manufacturing/industrial sites as well as local residents. The nature of operations and waste disposal practices led to the contamination of Chattanooga Creek. Numerous discharges of contaminated water to the creek via tributaries were documented. Results of previous investigations and evaluations indicated that existing conditions posed a potential unacceptable risk to human health if exposure to the contaminated creek sediments were to occur. Contamination in the creek was caused primarily by a former coal carbonization facility (coke plant) located at 4800 Central Avenue. This site operated from approximately 1918 until 1987. Various companies operated the facility throughout its history. Among the pollutants in portions of the floodplain of Chattanooga Creek are coal tar, polycyclic aromatic

hydrocarbons, polychlorinated biphenyls (PCBs), volatile organic compounds and pesticides, according to the Environmental Protection Agency.

Tennessee Products Corporation purchased the coal carbonization facility in 1926. Coal tar is a by-product of the coal carbonization process that converted coal to coke. The Coke Plant Complex included a coal tar plant operated by Reilly Tar and Chemical Company as well as a fine chemical plant owned by Velsicol Chemical Company. Reilly Tar and Chemical Company in operation from 1921 to 1976 produced coal tar products. The coal tar products were made from the by products of the adjacent Tennessee Products Plant. In 1976 Velsicol Company purchased a portion of land from the Reilly Tar and Chemical Company. The original facility at the main Velsicol plant facility was originally constructed in 1948 by the Tennessee Products Corporation to expand its chlorination process from the adjacent coke plant. Velsicol purchased the facility from Tennessee Products.

The waste handling procedures of the Coke Plant Complex are uncertain; however, uncontrolled dumping of coal tar wastes off-site directly into the creek or along the creek bank was a procedure used at one time. Also, over many decades contaminated surface water was discharged into tributaries that flow into Chattanooga Creek. During an investigation it was discovered that the Tennessee Products site maintained a sewer line that discharged wastewater directly into Chattanooga Creek. Aerial photos of the Tennessee Products site were reviewed over the years and all the photos indicated coal storage, processing, and loading areas. In addition, in one of the photos an oil/water separator was shown which indicated a wastewater discharge. This wastewater would discharge into a ditch that followed along existing railroad tracks and discharged directly into a tributary that discharged into Chattanooga Creek.

Southern Wood Piedmont, a wood treatment facility in operation from 1925 to 1988 was another source of pollution of Chattanooga Creek. Southern Wood Piedmont directly discharged wastewater from their operation into Chattanooga Creek until the early 1940's. Later this wastewater channeled into a wetland adjacent to the creek and finally into the city sewer line.

Another source of creek contamination, more specifically the Chattanooga Creek floodplain, was leachate from a former landfill known as Residue Hill containing chemical residues. Residue Hill is a capped landfill located south of the Coke Plant Complex and owned by Velsicol Chemical Company. Velsicol Chemical Company and EPA reached an agreement to prevent the migration of contaminants at this site. The hill was capped and a leachate collection system was installed in an attempt to stabilize the hill.

Throughout the 1980's and early 1990's the Environmental Protection Agency (EPA) and the Tennessee Department of Environment and Conservation (TDEC) monitored the water quality of Chattanooga Creek. EPA conducted a formal review of the contaminated sediments in the creek in 1992 and found high levels of coal-tar contamination present. Based on the results of this study, and other research conducted the Agency of Toxic Substances and Disease Registry (ATSDR) issued a Health Advisory. Alton Park residents historically came into regular contact with Chattanooga Creek through fishing and recreation and seasonal flooding affected a number of residents. In 1995, EPA placed Chattanooga Creek and the nearby Coke Plant Complex (Tennessee Products Site) on the National Priorities List (NPL) as a Superfund site. However, in 1996, the Mead Corporation, which owned the former Coke Plant challenged EPA's inclusion of their site at 4800 Central Avenue on the NPL. Mead Corporation was successful in Federal Court of removing the former Coke Plant Complex from inclusion

on the NPL. Prior to the ruling, the City of Chattanooga and Hamilton County obtained ownership of the property for delinquent property taxes.

In accordance with a Phase 1 Environmental Assessment Report for the Tennessee Products Site, dated March 21, 2001 the site is still considered a State Superfund Site. The ruling by the U.S. Court of Appeals gave the Tennessee Department of Environment and Conservation (TDEC) the responsibility of overseeing any clean-up activities at the site. The site is currently inactive and not under a current order. The last removal action took place in 1994 by Mead Corporation under a Voluntary Agreement between TDEC and Mead Corporation.



#### **CHATTANOOGA CREEK-ENVIRONMENTAL CLEANUP**

In 1996, EPA drafted a remedial investigation and feasibility study to determine the nature and extent of contamination at the site, threat to public health, and to determine the best clean-up remedy. The feasibility study focused on clean-up alternatives for the creek sediment only; the former Coke Plant Complex was not considered in the development of a clean-up strategy because the property was removed from the NPL listing by Federal Court. Clean-up of the former Coke Plant Complex was achieved through the Tennessee Department of environment and Conservation with the cooperation of the Mead Corporation.

In 1997, EPA began Phase 1 of the clean-up of Chattanooga Creek by removing the contaminated sediment from the creek primarily between Workman Road (formerly Hamill Road) and the section of the creek next to the former John P. Franklin Middle School. Phase 1 removed about 25,500 cubic yards of coal tar material and was completed in November 1998 with a total clean-up cost of approximately \$12 million.

The second and final clean-up phase of Chattanooga Creek began in 2005. This phase cleaned the creek bed and banks of Chattanooga Creek just north of the 38<sup>th</sup> Street Bridge near the John P. Franklin Middle School to the creek's intersection with Dobbs Branch near the former Southern Wood Piedmont plant off of 33<sup>rd</sup> Avenue. Phase 2 clean-up activities were completed in August 2007 with an approximate clean-up cost of \$11.8 million. In a Superfund Final Close Out Report for the Tennessee Products Site, prepared by EPA and dated September 26, 2008, "all clean-up activities have been successfully implemented, all clean-up goals/performance standards have been achieved and the remedy is considered adequately protective of human health and the environment." No further remedial action construction activities are anticipated at this site. EPA will conduct a five year review of the Tennessee Products Site on October 12, 2010 as required by CERCLA.

"All clean-up activities have been successfully implemented, all clean-up goals/performance standards have been achieved and the remedy is considered adequately protective of human health and the environment."

*EPA Superfund Close Out Report 9/26/2008*

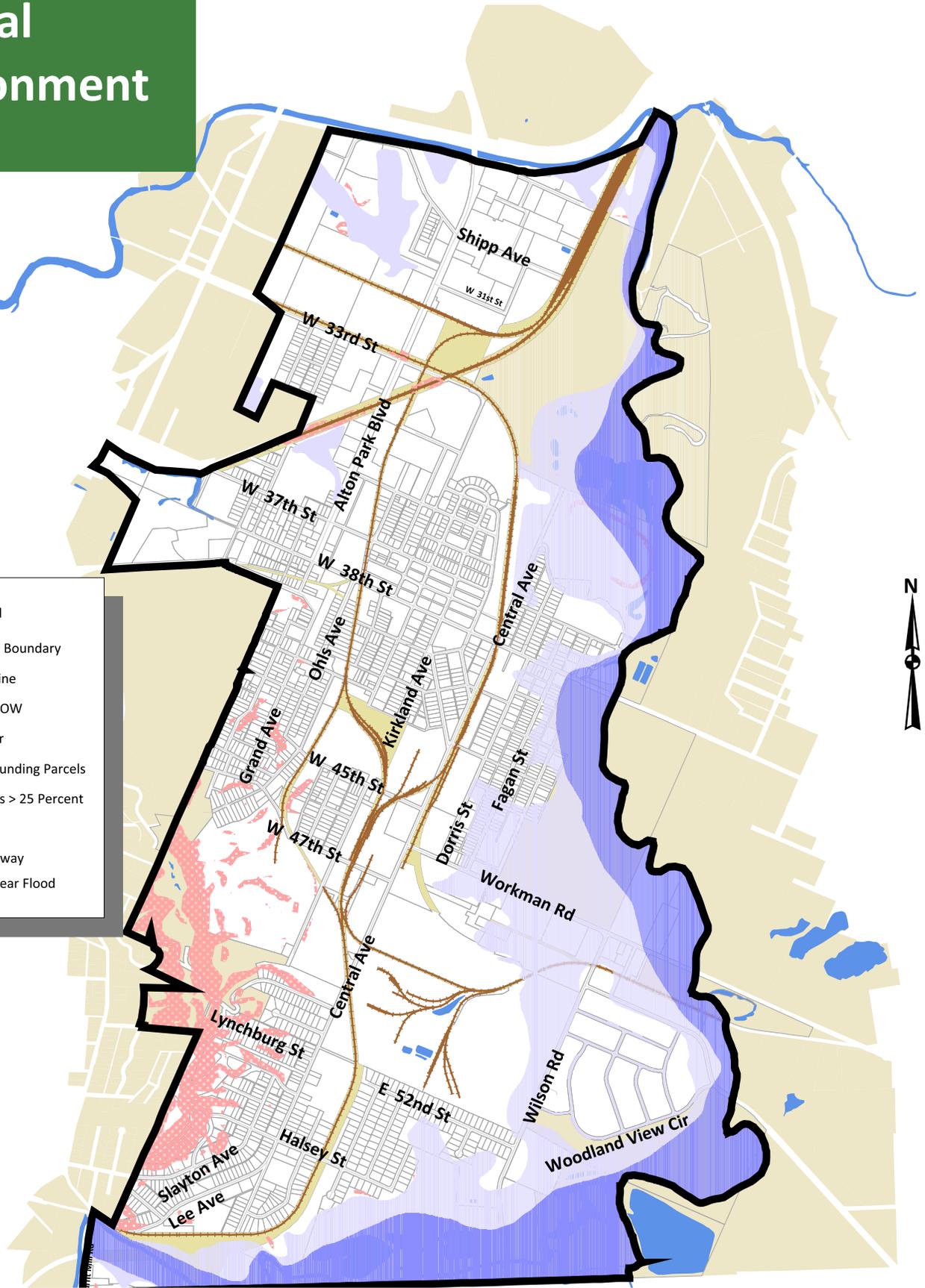
# Natural Environment

**Map Legend**

-  Study Boundary
-  Rail Line
-  Rail ROW
-  Water
-  Surrounding Parcels
-  Slopes > 25 Percent

**Floodplain**

-  Floodway
-  100 Year Flood



# LAND USE PLAN

*(See Proposed Land Use Plan Map- Page 44)*

The land use plan is an attempt to integrate positive community assets and improve the quality of life for everyone. It is a description of how land should be occupied or utilized. It should serve as a guide to property owners and public decision makers for analyzing development strategies.

The classifications in this section represent land use policy. They are meant to be broad enough to give the City flexibility in implementation, but clear enough to provide sufficient direction in making informed zoning decisions. The map classifications show the highest recommended use. No automatic change will be made to existing zoning. This plan will be used to advise individual future zoning requests.

The City Zoning Regulations contain more detailed provisions and standards. The ordinances can be found on the web at [www.chcrpa.org](http://www.chcrpa.org). Unless specified in this plan, more than one zoning district may be consistent with a single land use classification.

This plan attempts to integrate land use recommendations with transportation systems. The transportation-land use connection is very important. The sections that follow discuss the individual land use classifications in greater detail. Particular attention is given in this plan to certain sites. These are identified as Focus Areas throughout the plan and on the land use map.

# Proposed Land Use

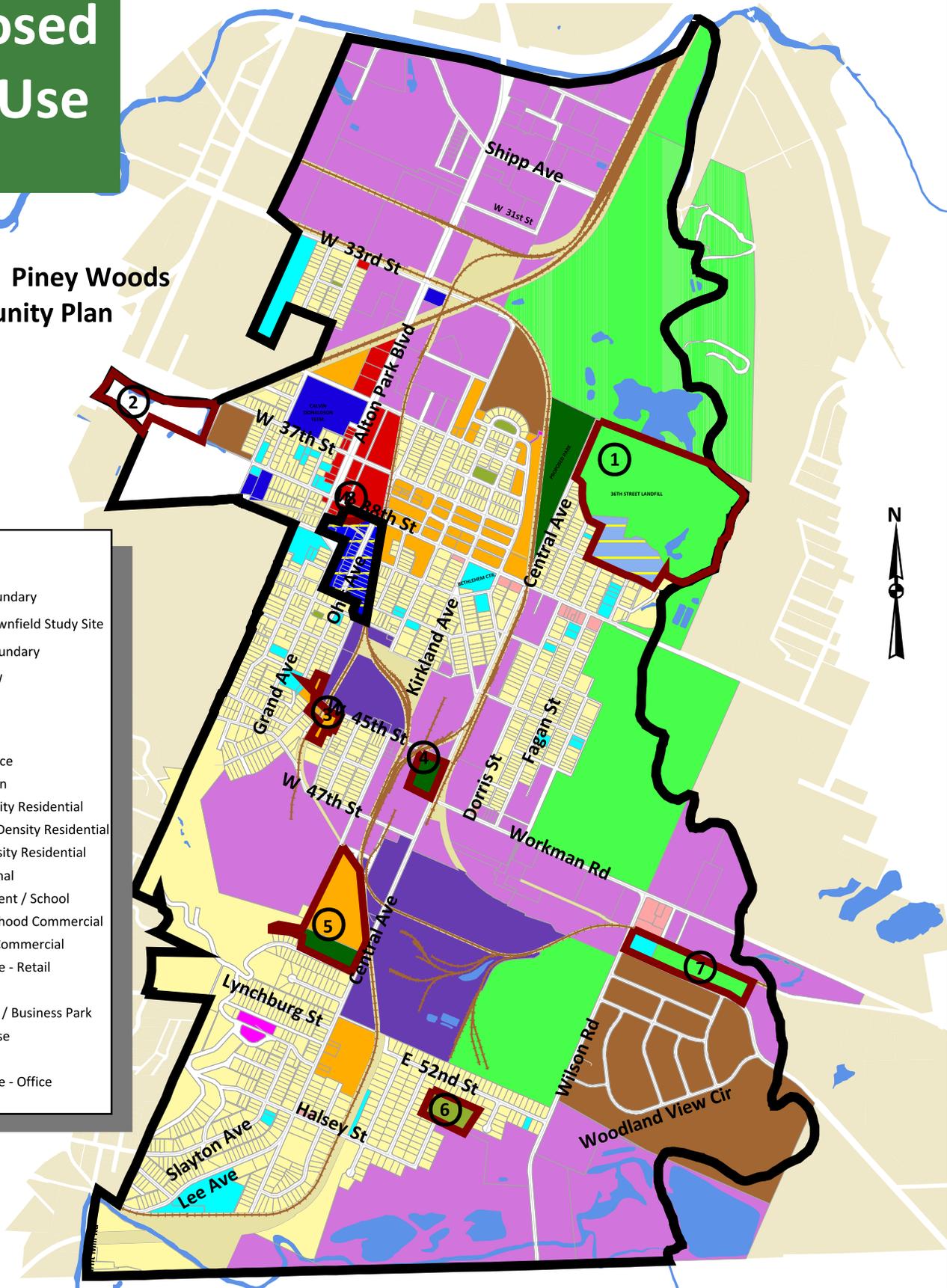
## Alton Park - Piney Woods Community Plan

**Map Legend**

-  Study Boundary
-  2006 Brownfield Study Site
-  Parcel Boundary
-  RAIL ROW
-  Rail Line

**Proposed Land Use**

-  Open Space
-  Recreation
-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  Institutional
-  Government / School
-  Neighborhood Commercial
-  General Commercial
-  Mixed Use - Retail
-  Industrial
-  Industrial / Business Park
-  Special Use
-  Utility
-  Mixed Use - Office



## BROWNFIELD FOCUS AREAS

### BROWNFIELD GRANT SITES

In 2006, the City of Chattanooga applied for and received a \$200,000 brownfield assessment grant from the federal Environmental Protection Agency (EPA). The grant was used for assessing potential contamination within the Alton Park community including, inventory, categorization, and prioritization activities including targeting sites, as well as resources, with cleanup and redevelopment planning. After a series of public meetings, eight sites were chosen for assessment. Concurrently, the City of Chattanooga also received an additional \$200,000 EPA brownfield cleanup grant for the 8-acre Ohls Avenue site of the former Anchor Glass plant.

Instead of remaining an impediment to new development, the presence of former industrial sites can serve as a catalyst to attract new investment. The 2006 EPA Community-Wide Brownfield grant helped identify sites that could potentially host new development-whether commercial, residential, industrial or a mix of uses. The 2006 grant identified eight sites for assessment.

An initial site study is termed a *Phase I* Environmental Site Assessment. Based largely on standards produced by the American Society for Testing and Materials (ASTM International), the EPA's Phase I process consists of intensive research of a property's past uses. The report will also examine potential impacts nearby uses may have on the property as well. Although no actual soil or water sampling is performed during a Phase I analysis, its site research will indicate whether a more intensive *Phase II* study is needed.

A Phase II ESA is a more exhaustive report that requires specialized testing of potentially affected groundwater or soils. Testing will reveal the levels and type(s) of contamination on a particular site. This information

will allow a property owner to determine the extent of contamination and understand what types of remediation work to perform to allow reuse of the site.

### 2006 BROWNFIELD GRANT TARGET AREAS

#### Former 36th Street Landfill & Franklin Middle School/Health Center

Tax Parcels 155M C 001 and 155M C 003

#### Description

The City of Chattanooga purchased the 44 acre site (Tax Parcel 155M C 001) in 1960 as an undeveloped parcel of land. In 1980 the City constructed a landfill on the property and used the facility until 1992. Between 1992 and 1999, the City closed and capped the landfill in accordance with Tennessee Department of Environment and Conservation (TDEC) guidelines. Based on the Phase II assessment report completed in January 2009, soil and water samples demonstrated elevated levels of certain contaminants

Tax Parcel 155M C 003 lies immediately to the south of the closed landfill. The former Alton Park Junior High School is situated on the nine acre site. The western portion of the school building is used by the Southside Community Health Center. The property's current owner intends to utilize the property as a mixed-use jobs training center.

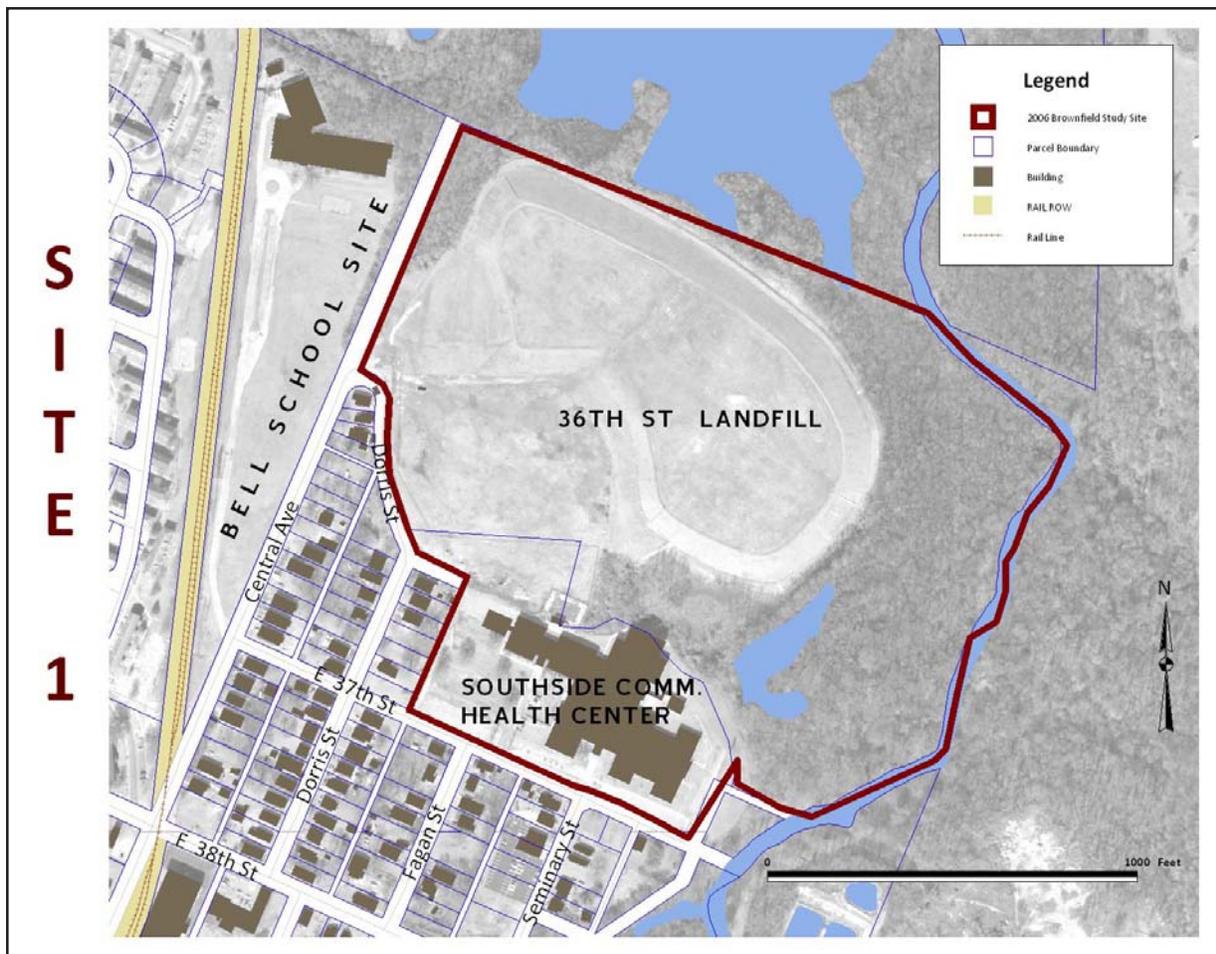
Both parcels are in close proximity to Chattanooga Creek which has historically been contaminated with coal tar residue. Since during flood events, the Tennessee Valley Authority regulates flow by allowing additional flow through Chickamauga Dam. The Tennessee River rises at times and causes its low-lying tributaries to flow backwards onto their respective floodplains. In the case of Chattanooga Creek, there is continued concern that flooding events may cause the creek's water to deposit contaminated material within the floodway and floodplain. Based on the Phase II assessment

report completed in January 2009, soil and water contaminants demonstrated elevated levels of certain constituents, though not at concentrations deemed to pose a threat to human health.

The floodway and 100-year flood zone extends over a large portion of the landfill site. Since the school site is somewhat elevated above the surrounding terrain, it largely remains above the 100-year flood limit.

### Land Use Recommendations

Previous plans recommended that parts of the site be dedicated to use for competitive sports fields and courts. Due to the pending reuse of the nearby Bell School site and concerns about how the site was capped, additional testing is likely required before reuse of the property. Any future development on this site should set aside land in an easement for the potential use of a portion of the property for the future development of the Chattanooga Creek Greenway.



**Tennessee Avenue at Railroad Overpass (West 40th Street Landfill)**

Tax Parcels 1550 M 009, 1550 M 010 & 1550 N 002

**Description**

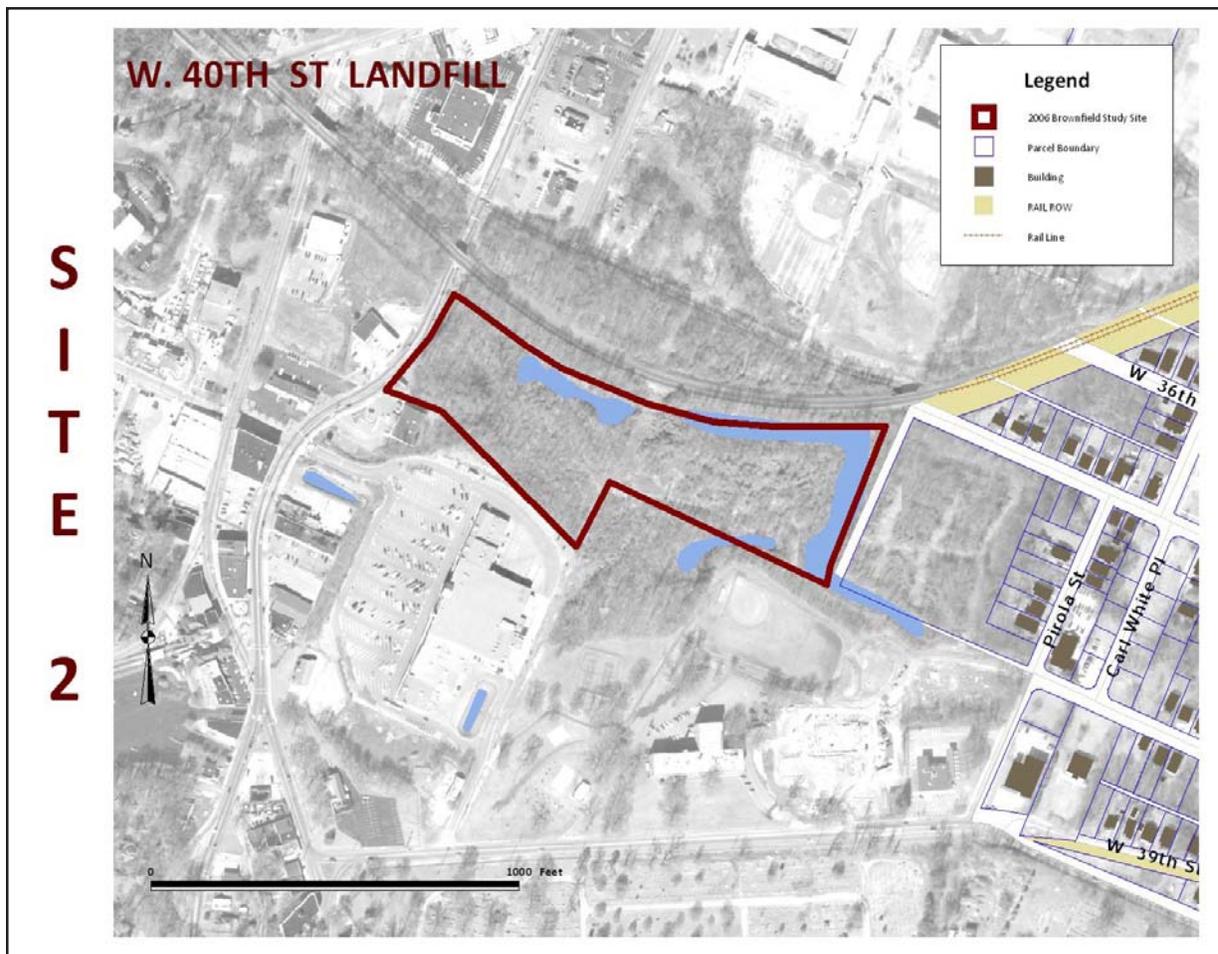
Long a dumping site for various materials, including construction debris, the abandoned landfill is located on approximately 9.5 acres between Tennessee Avenue and West 40th Street. Nearby land uses include residential apartments to the east and a commercial strip center to the west along Tennessee Avenue. The 2009 Phase II assessment report for the site revealed increased concentrations of a number of constituent pollutants in the soil and water. In most cases, the

levels uncovered exceeded the remediation standard for residential use. Many of the test sites even exceeded the standard for industrial reuse.

In addition to the presence of polluted material, the site has a large amount of organic fill material that has the potential to settle over time as decomposition occurs. The fill material on the site presents an obstacle to the construction of new buildings on the site.

**Land Use Recommendation**

Because of the potential hazards related to the past use of this property, this site is poorly suited for development at this time. Ideally, the property will be left in an undisturbed state.



### **Oakland Avenue/West 45th Street**

Tax Parcels 167C B 015, 167C B 016, 167C B 017, 167C H 001, 167C H 002, 167C H 037 and 167C H 038

#### **Description**

This site consists of seven separate parcels located in and around the intersection of Oakland Avenue and West 45th Street with a total area of around 2.3 acres. The site is located between industrial uses along West 45th Street and low-density residential neighborhoods along Ohls, Oakland and Chandler Avenues. Except for an abandoned brick structure that served as the administrative offices of Chattanooga Glass Company, the property is vacant.

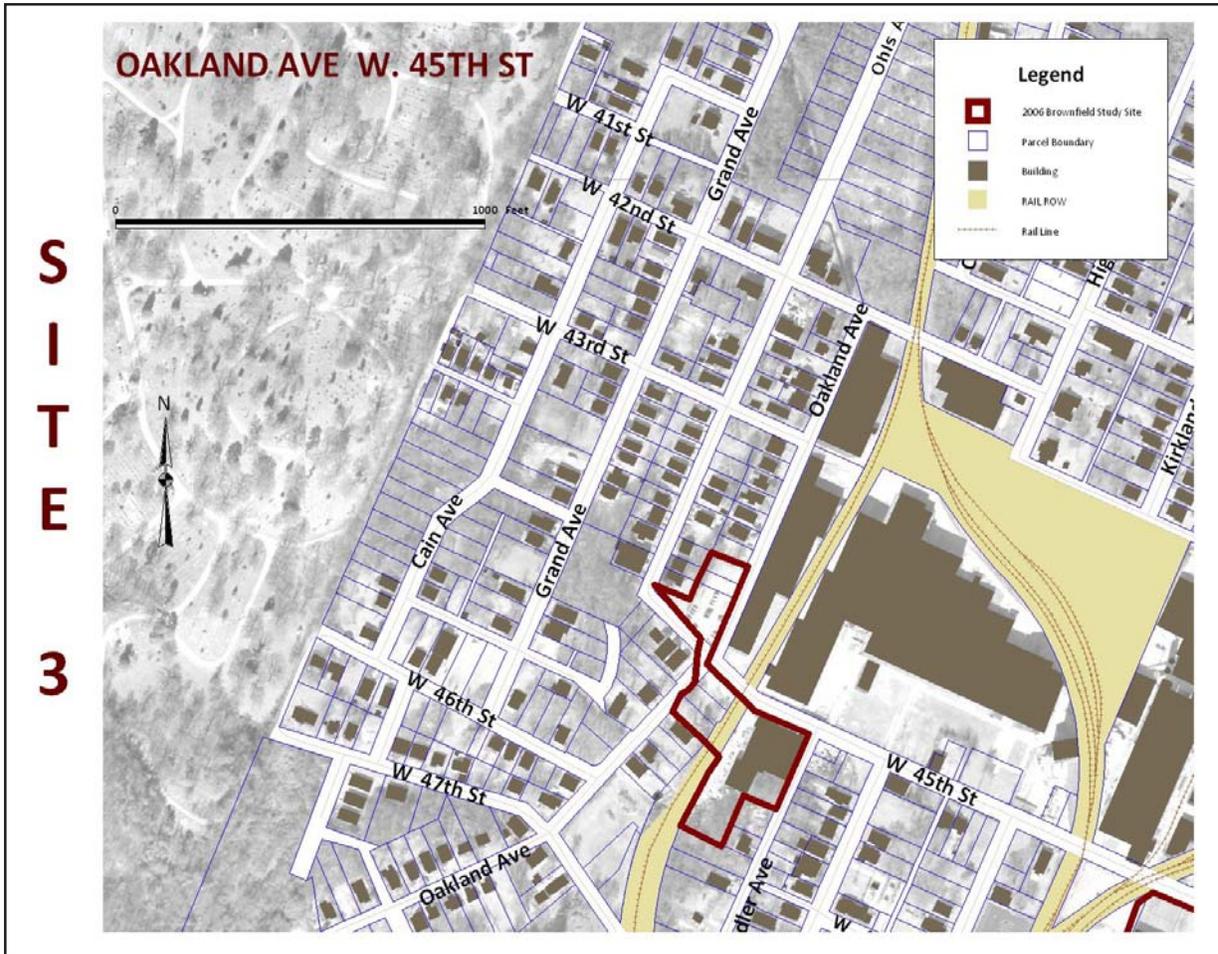
Phase I research revealed that other parcels within the site were historically used for a post office, other small commercial establishments such as a cabinet shop, a vacuum cleaner shop and auto repair facility. During preliminary site visits, a number of drums containing unknown substances were observed in several locations within the study site. Since the site is unrestricted, illicit dumping may have occurred in the past.

The Phase II Environmental Site Assessment revealed localized instances of elevated arsenic and benzo(a)pyrene concentrations in surface soil samples on the site. Subsurface soil sampling did not reveal elevated amounts of these constituents. Groundwater analysis for volatile organic compounds showed elevated levels of two of these substances at one of the three monitoring wells on the site.

Groundwater analysis for volatile organic compounds showed elevated levels of two of these substances at one of the three monitoring wells on the site—though not at concentrations deemed to be a threat to human health.

#### **Land Use Recommendation**

Due to the persistence of several contaminants, the site requires remediation before reuse can occur. Although a more extensive remediation will be required, the site should be used for residential purposes due to its location within an area of similar development. Attached multi-family housing such as attractively designed and situated quadplexes should be considered as a buffer between more intense industrial uses and low-intensity residences to the south.



### **Alton Park Recreation Center**

Tax Parcel 167F C 001

#### **Description**

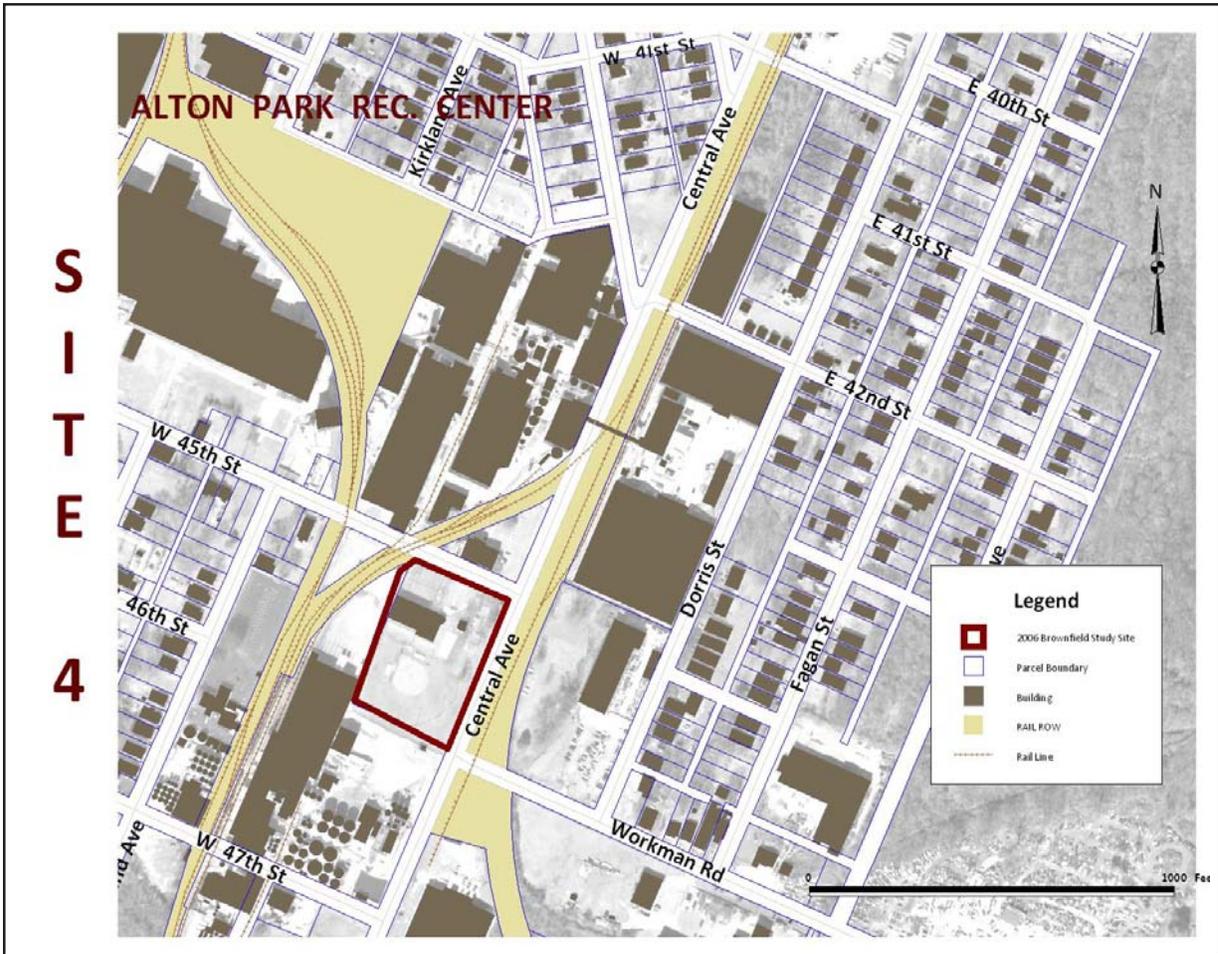
The site was used as the Alton Park Recreation Center until the early 2000s. The 2.8 acre site is situated between several industrial firms including Bunge Edible Oil Corporation, Southern Cellulose Products and B&F Auto Sales and Parts. The City of Chattanooga acquired the parcel in 1927 from Mollie and A.W. Rollins with a deed restriction limiting the property to recreational use only.

The Phase I Environmental Research Assessment did not uncover any evidence of “Recognized Environmental Conditions” (REC) for the site. This finding is not unexpected considering its history as a recreational site only. Although other nearby sites do have Recognized Environmental Conditions, groundwater flow does not appear to affect the property. According to Troy Keith, the Field Office Manager for the Tennessee Department of Conservation and Environment (TDEC) Division of Remediation, ground water generally flows in a easterly direction toward Chattanooga Creek. The nearby sites with RECs are all downstream from the subject property. In addition, the site lies outside of Chattanooga Creek’s 100-year flood plain which makes the deposition of contaminated material from the creek unlikely.

#### **Land Use Recommendation**

Investigation into the site’s past have failed to uncover evidence of contamination, therefore the property has the potential of being returned to recreational use. During public input sessions, some residents indicated that the community has a scarcity of recreational facilities since the consolidation of the Alton Park and St. Elmo centers into the Southside Recreation Center. Although the recreation *center* component has been consolidated at the Southside Recreation Center on West 40th Street, the Alton Park site could still serve as important green space.

The structure on the site is in a state of disrepair and is no longer serviceable to the community. The City of Chattanooga should consider demolition of the former recreation building. The remainder of the site could be maintained as a low-intensity recreation site with a walking path, benches and limited playground equipment. Additional plantings of blooming shrubs could add additional color to the site. Nearby residents and businesses should form an alliance to help clean and maintain the park. The Parks and Recreation section of the plan addresses reuse of this site as well.



### **Former Trotter School Site (Filtration Sciences)**

Tax Parcel 167F A 003

#### **Description**

The nearly 15 acre site is located between Central Avenue to the east and Kirkland Avenue to the west. Residences are located just to south along West 51st Street. The former Velsicol Chemical facility is located to the east across Central Avenue. The Key James Brick Company is located west of the site across Kirkland Avenue. The property is notable in that the Frank H. Trotter Elementary School was located on a portion of the property.

The school reportedly opened in the early 1930s and remained in operation before closing in 1974. The school structure was subsequently demolished. The current owner, Filtration Sciences Corporation acquired the property in 1989. The property remains vacant.

Previous Environmental Site Assessments that included the subject property were performed in 1995 and 2001. Those studies were associated with potential volatile organic compounds associated with uncontrolled dumping of coal tar waste generated by manufacturers which were formerly located nearby. Test wells and soil sampling nearby did not indicate elevated levels of volatile organic compounds. The current Phase I report agrees with the previous Phase I environmental research assessment from 2001. Both reports provide evidence that the Frank Trotter Elementary School was located on the property and that no other uses occurred on the site.

Since certain nearby properties are potentially affected by Chattanooga Creek during flooding events, the Phase I ESA provided evidence that the subject property lies outside the creek's floodplain. In addition, groundwater flow is north-northeast toward the creek and away from the site. Due to the unremarkable findings by the Phase I ESA, a Phase II report was not performed.

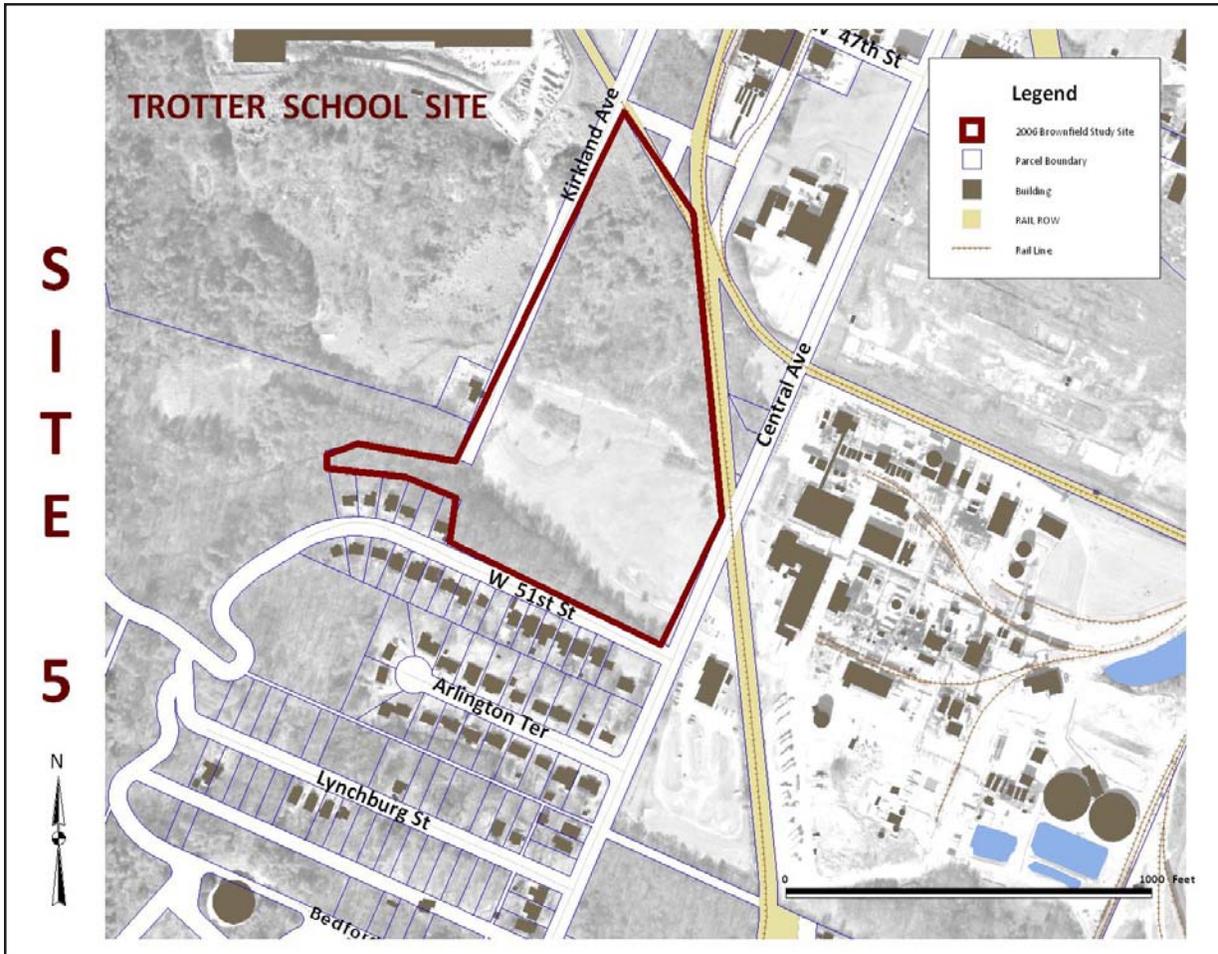
#### **Land Use Recommendation**

Because of its location at the interface between manufacturing employment centers and typically low-density residential areas to the south, the site presents a unique opportunity for redevelopment. The site is presently zoned M-1 which is Chattanooga's most permissive zone-allowing a wide range of industrial uses. Given a lack of manufacturing history, the property should be considered for additional uses such as infill residential.

Infill residential uses at the site could include single-family homes, townhouses, patio homes or apartments. The creative use of a residential planned unit development (PUD) at the site would allow flexibility in site design while allowing a range of housing types.

Although relatively intense uses historically occurred on and around the site, a lower-density residential neighborhood lies just to the south and must be considered in the redevelopment of the property. Currently, a fairly substantial buffer of natural vegetation exists along the southern perimeter of the site. This natural buffer should be left undisturbed through the course of any redevelopment plan.

In addition, portions of the site could be reserved for recreational use since it is in a location that offers more accessibility to residents of the southern portion of the study area including Piney Woods.



## **Piney Woods Park**

Tax Parcel 167N E 037

### **Description**

The four acre Piney Woods Park site is located in the southern portion of the study boundary near the Georgia state line. According to property records, the City of Chattanooga acquired the land from the Trustees of the Piney Woods Civic Association in 1959.

Although no longer in recreational use, the site is partially developed with open, mowed fields, a basketball court, baseball backstop and concession stand. The remainder of the property contains dense tree cover. A large portion of the site lies within the 100-year flood plain of Chattanooga Creek. A residential neighborhood borders the site to the north, west and east. D&D Auto Salvage is located to the southeast. Land to the south is undeveloped and densely wooded.

A past Phase I Remedial Investigation Report from 2002 notes that contamination from the Residue Hill Landfill has traveled away from the site and surfaced at several off site seeps. The most significant continuous off site seep is the Piney Woods Spring located on the site. The Phase I Remedial Investigation Report stated that the Piney Woods Spring is now actively collected beneath the soil surface by an interceptor trench and discharged to the municipal sewer.

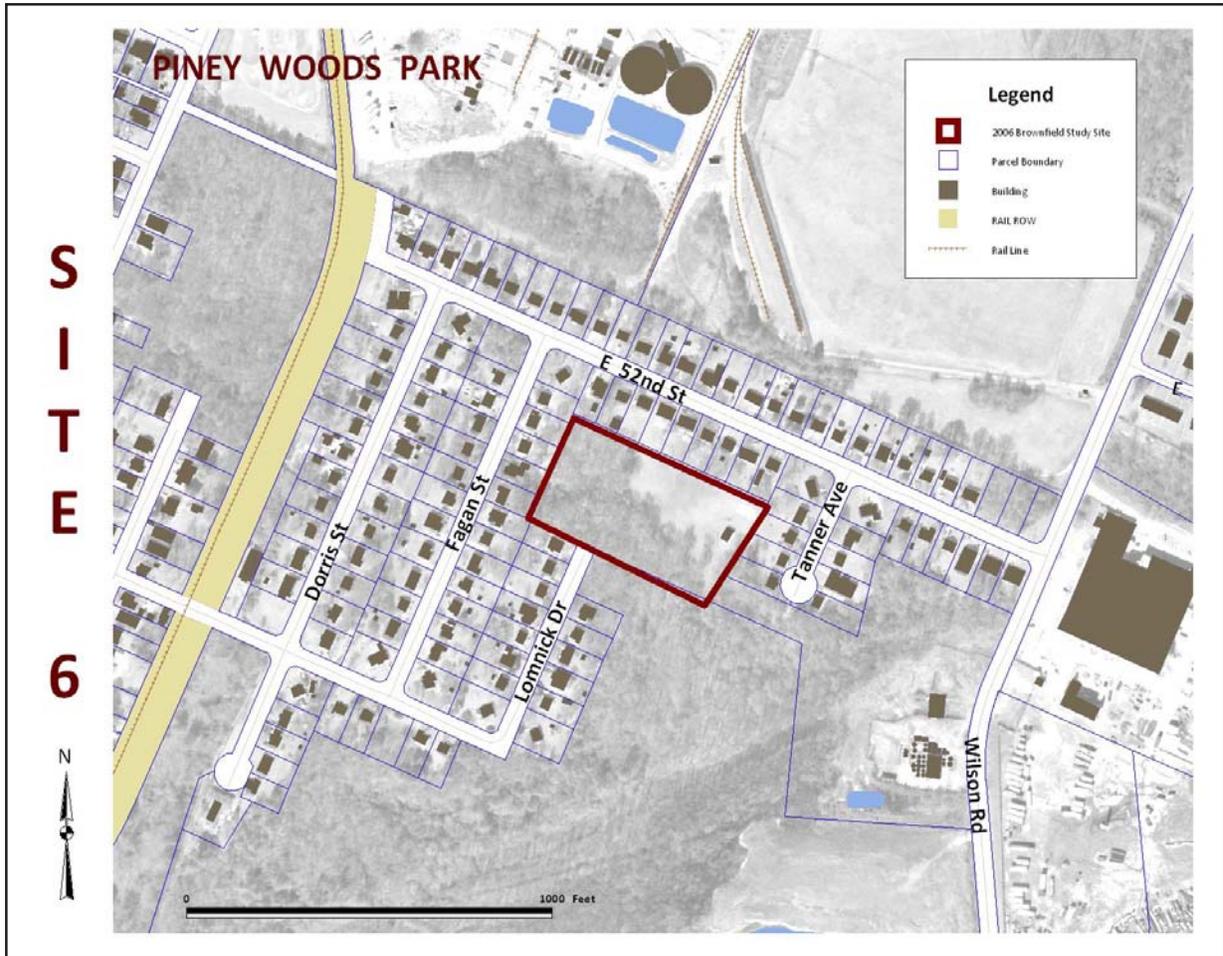
Although water generally flows to the east-northeast to Chattanooga Creek, the site lies within the flood plan of Chattanooga Creek. On occasion, high water events have the potential of depositing contaminated material generated offsite.

The most recent Phase II ESA did not indicate any constituent concentrations in excess of EPA Regional Screening Levels for Chemical Contaminants dated May 2008 and Tennessee Department of Environment and Conservations (TDEC) Initial Screening Levels (ISLs) for contaminants in soil.

The groundwater monitoring well also did not indicate any contaminant concentrations above the EPA Regional Screening Levels (RSLs) for Chemical Contaminants dated May 2008 and Tennessee Department of Environment and Conservations (TDEC) Initial Screening Levels (ISLs) for contaminants in groundwater and/or 2006 Primary Remediation Goals (PRGs).

### **Land Use Recommendation**

The Phase II report did not anticipate that either the EPA or TDEC would require additional remediation for the site based on the soil and groundwater sampling performed for the environmental site assessment. Even so, the property is challenging to reuse in a manner compatible to the surrounding neighborhood. Its recreational use is problematic due to its isolated location adjacent to the Chattanooga Creek floodway. Because of these challenges, the site is best used by the City of Chattanooga for flood control purposes. The Parks and Recreation section of the plan addresses this site further.



## **Piney Woods School**

Tax Parcel 167L B 001

### **Description**

The Piney Woods Elementary School was built in 1963 and continued in operation until 2000. Owned by Hamilton County Real Property, the school building currently houses community organizations such as the Piney Woods Family Resource Center and the Alton Park Development Corporation. The site itself consists of over 8 acres of flat low-lying land containing a basketball court, playground and baseball backstop. The eastern portion of the property is densely wooded and undeveloped. The majority of the site lies within the 100-year flood plain-with just over an acre lying within the floodway of Chattanooga Creek. The property is bordered to the south by Hooker Road, a rail line to the north and Wilson road to the west and the Chattanooga Creek floodway to the east. Surrounding land uses include warehousing and the Emma Wheeler Homes, operated by the Chattanooga Housing Authority.

A Phase I Environmental Site Assessment completed in 2008 examined historical uses on the site for potential sources of contamination. The report also examined surrounding sources of contamination that could affect the property during flood events. In the report, Troy Keith, TDEC-Division of Remediation, Field Office Manager stated that during flood events, Chattanooga Creek may temporarily reverse direction and flow upstream within its floodway and floodplain. Since known sources of potential contamination lie upstream and adjacent to the creek, the deposition of contaminated material on the site may be possible.

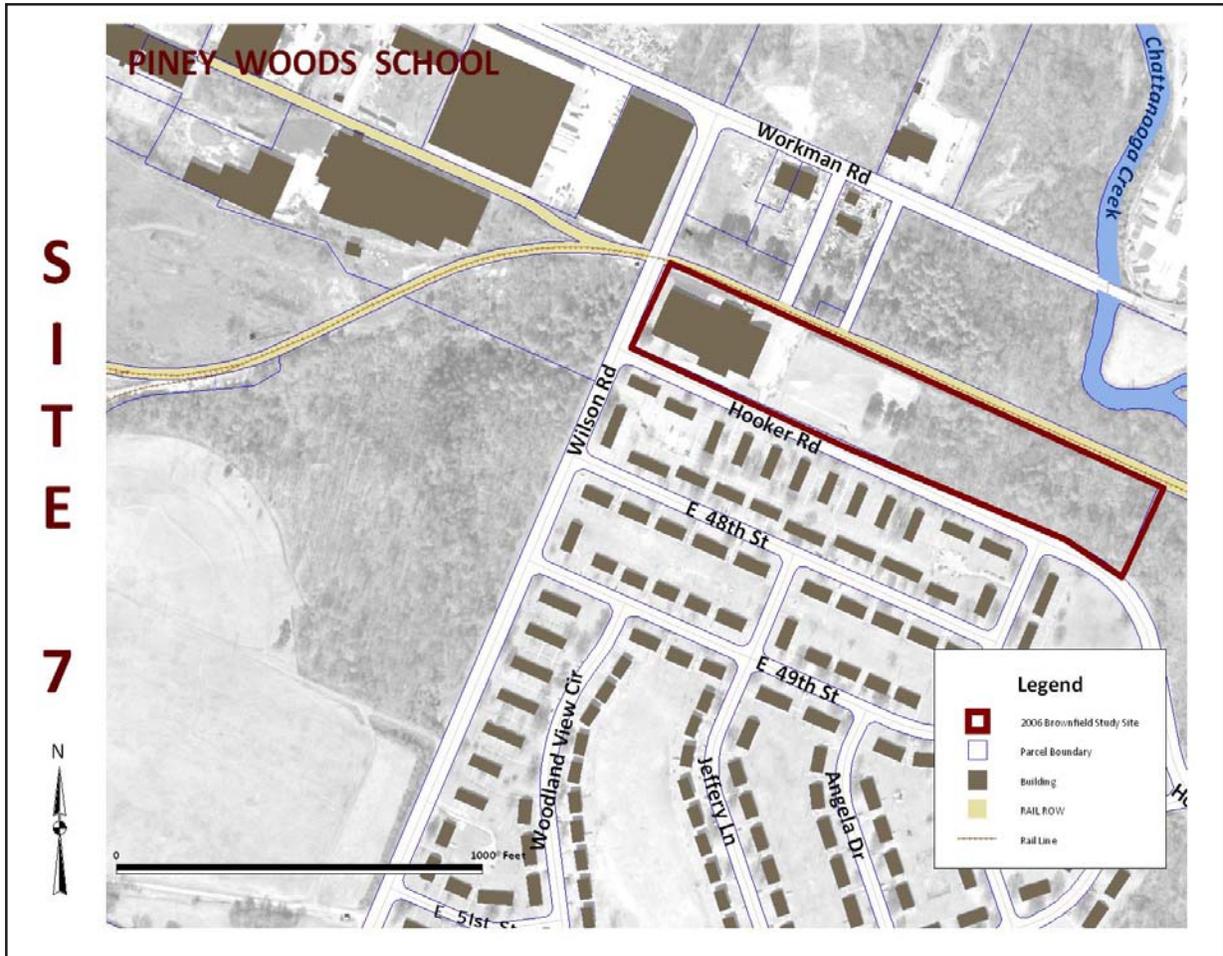
Ground water generally flows in a northeasterly direction to Chattanooga Creek therefore, the property lies down gradient from the Residue Hill landfill, the former Velsicol, Morningside Chemical, and the Chattanooga Coke and Chemical (Tennessee Products) sites. The Phase I ESA concludes that the potential exists

for the subject property to have been impacted by contamination originating from off-site sources and would be considered as an REC. Further investigation of the REC associated with the subject property is warranted.

### **Land Use Recommendation**

The building is located above the Chattanooga Creek floodplain and is a valuable asset to the community since it provides needed space for several non-profit support organizations. Ideally, these uses should continue at this location given the prior history of institutional use. Use by similar organizations should be encouraged and expanded if possible.

Portions of the site could be used as a connection to the Proposed Chattanooga Creek Greenway.



### **Cofer Site**

Tax Parcel 155N H 002

#### **Description**

The .77 acre site is located near the intersection of West 38th Street and Alton Park Boulevard just north of the former Anchor Glass site. The Acheson Foundry is located to the north of the property across West 38th Street. The Big H Food Store borders the property to the west. An unused railroad right of way marks the southern boundary and separates the site from the old Anchor Glass property. The site is zoned M-1, however, a substantial block of R-1 single-family residential zoning lies to the south on the old Anchor Glass site. Although the property is currently vacant, a structure once stood on the property.

A Phase I Environmental Assessment completed in 2008 highlighted a concern that foundry sand was used to fill the site during the construction of the building. The initial site reconnaissance revealed what appeared to be black sand and metal slag on portions of the property which is evidence of past use of foundry sand. Known metal contaminants associated with foundry sand are arsenic and lead. The Phase I assessment also indicates the property was once used as an automobile repair shop and parts yard. Given the past use of the property, contamination with leaked petroleum products is also a possibility. A Phase II Environmental Site Assessment is not available for this property.

#### **Land Use Recommendation**

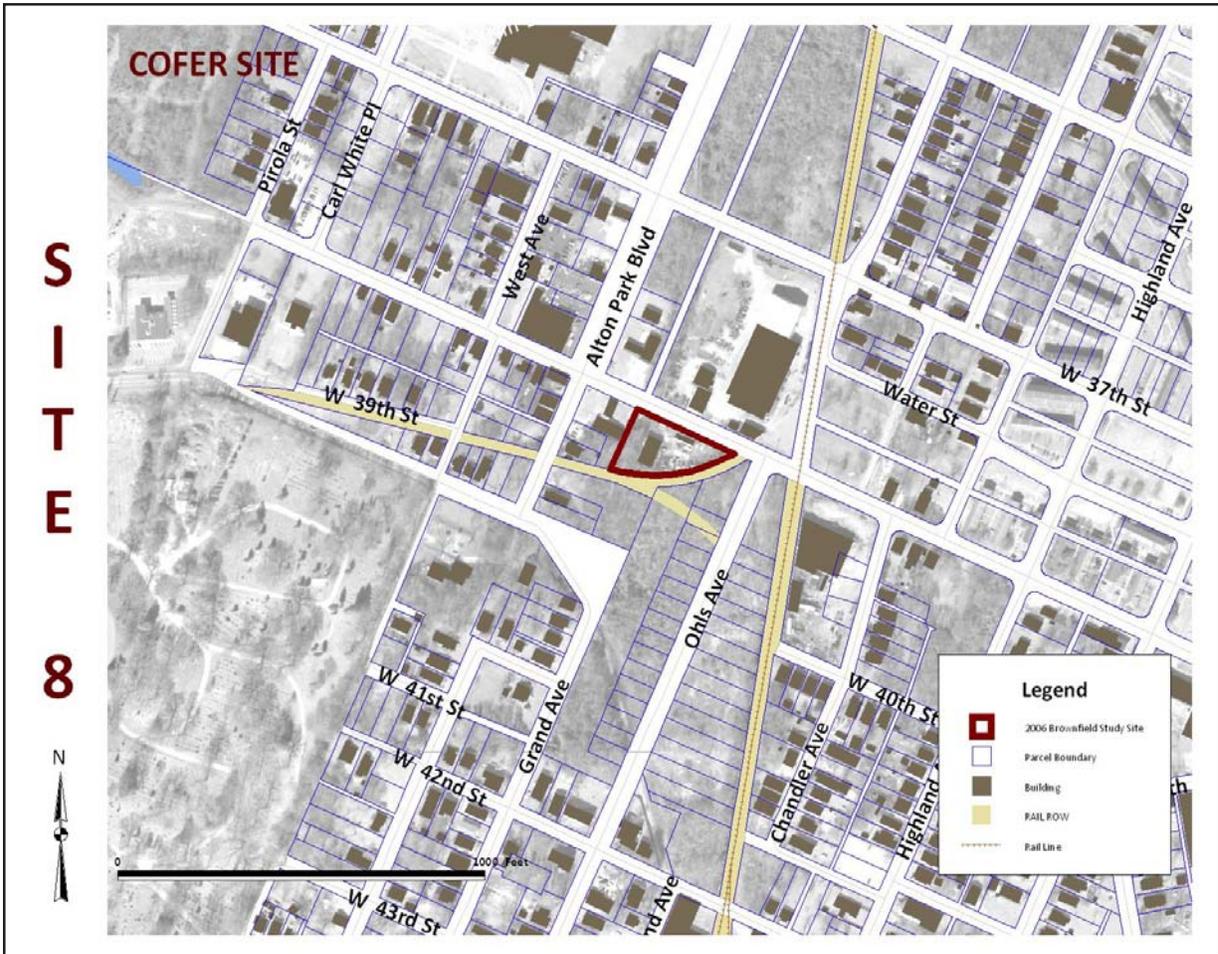
The property, along with the northern portion of the Anchor Glass site, is strategically located near an intersection that could serve as a node for new commercial development. If developed separately, the project should complement development at the Anchor Glass site in terms of scale, use, parking and access.

Although the property is currently zoned M-1, suitable future uses for the site include small-scale retail,

professional services, restaurants and offices. Any use on the site is contingent on the degree of remediation (if any) required to demonstrate that contaminants on the property do not exceed EPA and TDEC standards established for those uses.

The presence of an unused railroad right-of-way potentially affects the use of the property, particularly if used in conjunction with the Anchor Glass property. Norfolk Southern Railway appears to own the right-of-way, therefore, the sale and/or transfer of the property would require approval by the company's real estate division.

Whether an unopened street, alley or unused rail right-of-way, a linear corridor in an urban neighborhood can serve as a valuable asset to the community and should be considered for potential uses. The corridor could potentially be utilized as an additional pedestrian connection between development on the Anchor Glass site with the South Chattanooga Recreation Center, South Chattanooga library branch and Saint Elmo.



## NATURAL RESOURCES

*(See Natural Environment Map- Page 71)*

Natural resources include air, land, and water that exist within and outside the built environment. The natural resources of the Chattanooga area are valuable assets and should be protected, conserved, used and managed wisely.

The air we breathe may well be a resource most taken for granted, but in recent years it has gained national attention due to increased concentrations of pollutants released from automobiles, industries, and coal-fired power plants. The Environmental Protection Agency (EPA) cited that between 1980 and 1997 total vehicle miles traveled (VMT) in the U.S. increased 63%. This increase indicates that the rate of growth in VMT has exceeded the rate of population growth significantly over the last decade. Growth in single-occupancy vehicular travel degrades air quality, impairs water quality, and increases traffic noise. The rise in air pollutants and new air quality standards for such pollutants implemented by EPA has had noticeable impacts on the nation's new industries and direction in transportation efforts. Local industries are turning to innovative technology with little or no pollutant emissions and transportation planning is re-evaluating mass transit options and promoting more pedestrian and bicycle facilities with better connectivity.

Water, though seemingly abundant and clean, is becoming increasingly threatened. Humans rely on aquifers, groundwater, rivers and rain to yield an unlimited supply of water for an array of purposes from necessity, such as potable public drinking water, to recreation opportunities such as fishing and boating. In addition, water is a unique resource because when it accumulates it demands infrastructure and maintenance. Such demands require capital improvements and planning for both waste water and stormwater run-off.

People often consider air, water, and land as infinite resources, but clean air and clean water, as well as the availability of uncontaminated land could be finite. Dependent on the manner in which these resources are managed in the future, their quality, quantity, and availability may be surprisingly limited. Resource management, though controversial, provides the opportunity to explore creative planning efforts which seek to protect the natural environment while improving investment quality for both residents and entrepreneurs.

### AIR QUALITY

Air quality is primarily concerned in terms of concentrations of pollutants harmful to human health. Air quality issue is a result of natural and man-made factors. Natural factors include sunlight, wind, precipitation, vegetation, topography, water, cloud cover, and temperature. Man-made factors include development patterns, human activities, and the use of raw materials for production.

There is a long history of dealing with air quality in the Chattanooga area due to the unique topography of the area, as well as being an industrial hub in the early to mid 1900's. Since 1965, Chattanooga has taken appropriate steps and measures to improve its air quality and over come the name of being the most polluted metropolitan area in the country.

Air quality in Chattanooga is cleaner than it has ever been, but as standards get tougher and tighter it makes it difficult to ignore the air quality issue. According to the Chattanooga-Hamilton County Air Pollution Control Board, in the last two years, new standards have gone into effect for two types of pollution, ozone and particulate. Currently Hamilton County is not in compliance with these new standards.

**Ozone Pollution:** A photochemical oxidant and the major component of smog is the result of complex chemical reactions between precursor emissions of volatile organic compounds (VOC) and oxides of nitrogen (NOx) in the presence of sunlight. Ozone in the upper atmosphere is beneficial to life by shielding the earth from harmful ultraviolet radiation from the sun, high concentrations of ozone at ground level are a major health and environmental concern.

**Particulate Matter:** Air pollutants including dust, dirt, soot, smoke and liquid droplets directly emitted into the air by sources such as factories, power plants, cars, construction activity, fires and natural windblown dust. Fine particulate matter is classified as particles with an aerodynamic diameter less than or equal to a nominal 2.5 micrometers (PM-2.5).

Air quality is a regional issue rather than a county, city, or specific neighborhood issue. The major sources of regional air pollution are coal fire power plants and motor vehicles. Because of this regional issue state and local governments are all playing a part in the regional clean-up. In 2003, Hamilton County signed an Early Action Compact (EAC) agreement to achieve cleaner air by 2007. As part of the EAC, Hamilton County enacted four voluntary clean-air initiatives focusing on industry and vehicles.

- Vehicle Emissions Inspection Program
- Seasonal Burning (No burning May 1 through September 30)
- Stage 1 Vapor Recovery
- Pollution Solution Action Days

**Non-Attainment:** Areas of the country where air pollution levels persistently exceed the national ambient air quality standards.

In areas where air pollution levels persistently exceed national ambient air quality standards are designated as being in “non-attainment”. Being out of compliance with federal standards can cost counties jobs, federal money, and new roads. Currently, EPA has listed Hamilton County as being in “non-attainment” for the annual Particulate Matter 2.5 air quality standard. Hamilton County is designated as being in “attainment” for the new revised daily Particulate Matter 2.5 air quality standards. Hamilton County is also designated as being in “attainment” for ozone; however, this is expected to change around March 2010 when EPA is expected to make new designations under the revised 75ppb ozone standard.

Additional information and detailed plans and programs related to air quality may be obtained from the Chattanooga-Hamilton County Air Pollution Control Bureau at [www.apcb.org](http://www.apcb.org), or the Environmental Protection Agency (EPA) at [www.epa.gov/air/oaqps/greenbk/](http://www.epa.gov/air/oaqps/greenbk/).

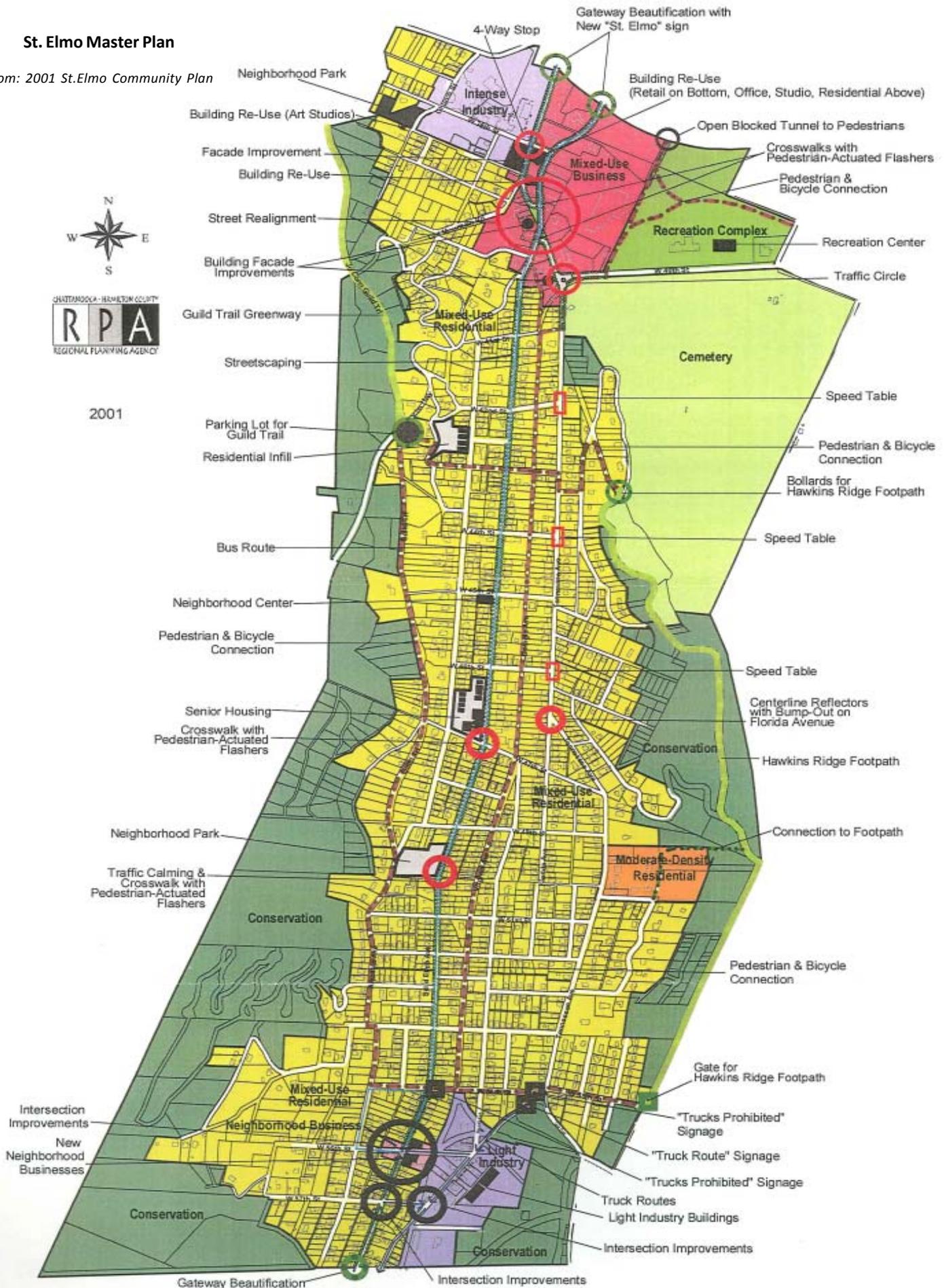
**Goal:** *Build on previous successes and continue to improve the air quality.*

**Recommended Action Steps:**

- Continue interagency partnerships to facilitate education of residents, commercial establishments, and industrial/ manufacturing facilities on the importance of maintaining a healthy air quality.
- The greening of Alton Park should be encouraged by reintroducing trees into the community through efforts such as Take Root initiative and the continued enforcement of the landscape regulations of the City of Chattanooga.

# St. Elmo Master Plan

From: 2001 St. Elmo Community Plan



- Increasing the tree canopy will provide natural cooling to reduce energy consumption, stop stormwater overflows and significantly improve air quality. Take Root is an initiative that began in 2008 in an effort to make the urban core of Chattanooga greener. The initiative has concentrated efforts in the area bounded on the north by the Tennessee River, Interstate 24 on the south, Central Avenue on the east and Riverfront Parkway on the west. Information on Take Root is available at <http://takerootchattanooga.com>.
- The landscape regulations are incorporated in the Chattanooga Zoning Ordinance, available at [www.chcrpa.org](http://www.chcrpa.org). The purpose of the landscape regulations is to improve the appearance of parking areas and property abutting public rights-of-way; protect property values; reduce stormwater runoff and improve air and water quality; provide a transition between incompatible land uses; and to provide relief from traffic, noise, heat, glare, dust, and debris.
- Continue to build on previous successes to provide alternative modes of travel such as the expansion of sidewalks, bike lanes/ routes, safewalks, and greenways in an effort to reduce vehicle miles traveled in order to reduce pollutants being emitted into the atmosphere.

## LAND

Since the 1970's staff to the Chattanooga-Hamilton County Regional Planning Commission has remained consistent in recommending minimal development and encouraged the conservation, forestry, and recreation uses on sensitive areas such as steep slope areas. Certain slopes are referenced as "steep" and "unbuildable", "unsuitable for development", or "recommended for recreation and/or conservation" in every version of the Hamilton County Soil Conservation District's Soils of Hamilton County, Tennessee document since 1968. Although steep slope concerns have been mentioned repeatedly over the last few decades, the City of Chattanooga and Hamilton County continue to wrestle with ways to minimize and responsibly manage development on areas that are considered to be steep slopes as growth pressures arise.

General issues associated with the development on hillsides and ridges, or areas with steep slopes:

- Deforestation- Leads to reduced stabilization of the hillside and ridge because of loss of vegetation and increase in stormwater runoff.
- Drainage Alteration-Improper location and construction of buildings and other facilities lead to increased hillside and ridge erosion. Significantly increases the amount and velocity of stormwater runoff. This run-off can cause unexpected flooding, severe erosion and stream channel alteration.
- Hillsides and Ridges are Reshaped- This often involves the steeping and straightening of the hillsides/ridges, resulting in the loss of the stability of the hillsides/ridges.

Hawkins Ridge has a combination of steep, sloping and moderate slopes with both Fullerton Cherty Silt Loam and Fullerton-Urban Land Complex soils. The Fullerton Cherty Silt Loam soil is generally deep and well draining. It is common on both sides of the ridge and is often poor soil for building because of the steep slopes. The Fullerton-Urban Land Complex is generally deep, well draining, and found on moderate to steep slopes. It often has been disturbed and altered by construction.

The Chattanooga-Hamilton County Comprehensive Plan 2030 identifies Hawkins Ridge as being located within the Reserve Development Sector. The Reserve Development Sector generally consists of areas of open-space and other sensitive areas that are not currently protected from development.

In addition, the St. Elmo Community Plan, adopted in 2001, recommends that Hawkins Ridge be placed under a permanent conservation easement with limited development. Appropriate land uses along Hawkins Ridge should include recreation, parks, walking trails, bike trails, and utility structures such as water tanks. Additional discussion on open-space and recreation opportunities for Hawkins Ridge is included within the Open-Space, Parks, and Recreation Component Section of this land use plan.

**Goal:** *Environmentally sensitive or historic areas such as ridges, hillsides or steep slope areas should be placed under conservation/preservation as forested areas with limited development.*

**Recommended Action Steps:**

- Community-based organizations should be encouraged to work with the Trust for Public Land (TPL) to explore the option of placing Hawkins Ridge under protection through conservation easements.
- The Trust for Public Land (TPL), founded in 1972 offers a range of services and skills to help landowners, citizen groups, and government agencies protect land. Since 1994, TPL has been working in partnerships with local governments and community-based organizations to establish greenways and multi-use paths in Chattanooga.
- In an effort to sustain the long term health of our natural resources and to minimize soil loss, erosion, and excessive stormwater runoff Hawkins Ridge should be permanently protected from development. Hawkins Ridge forms the western boundary of the study area and is a very valuable asset in both the Alton Park and St. Elmo communities. Slopes of 25% or greater can be found along the ridge line of Hawkins Ridge. Although Hawkins Ridge provides great views and vistas, access to Hawkins Ridge is somewhat limited; therefore, costs associated with development on Hawkins Ridge would increase significantly.

**Conservation easements** are legal agreements between a land owner and a governmental entity that permanently limits uses of land in order to protect its conservation or recreation values and conveys a permanent right of public access across the property.

**WATER (STORMWATER AND FLOODWAY/  
FLOODPLAIN)**

Declining water quality is a complex issue that causes multiple issues. Poor water quality is a health hazard, and also adversely affects the economy and environment. Land development patterns and disturbance can dramatically affect water quality and drainage patterns of a community. Land development

such as buildings, driveways, parking lots, new roads and widened roads can rapidly increase the ratio of impervious to pervious surface area.

**Stormwater Run-off:** Water and associated material that drains into streams, lakes, or storm drains as the result of heavy rains or storm events.

Stormwater flowing over parking lots, streets, industrial sites, agriculture fields and residential lots may pick up grease and oil leaked from automobiles, chemicals that have spilled, fertilizers from lawns, or pesticides used to control insects. All of these contaminants or pollutants are delivered into creeks and streams by way of run-off, the excess water that comes from impervious surfaces like rooftops, driveways, parking lots, sidewalks, etc. In a natural environment, water is allowed to soak into the ground or collect in streams and creeks. However, development interferes with this natural process, as more impervious surfaces are created, the amount of and velocity of water run-off increases. The reduced amount of natural areas then become overloaded with excess water, resulting in faster and more severe flooding events. These floodwaters now containing pollutants like sediment, fertilizer, and car fluids then flow into the creeks and streams in the community.

When impervious areas are separated by grass strips, yards, landscape areas, and/or vegetated culverts and riparian buffers, filtration occurs whereby removing some or all of the pollutants prior to entry into rivers, creeks and streams. Stormwater detention also plays a very important role in flood prevention. Detention devices are generally associated with surfaces like paved parking lots or rooftops which cause stormwater to run-off rather than penetrating into the ground.

The City of Chattanooga has created a Water Quality Program within the Public Works Department to establish guidelines, criteria and best management practices for stormwater management activities within

the corporate limits of Chattanooga. In an effort to achieve compliance with all Federal and State clean water laws and regulations the Water Quality Program established four program areas:

- **Commercial and Residential Program:** Involves working with commercial and residential developers in the creation of their own pollution prevention plans, as well as educating the general public with informational material and sites visits by water quality analysts.
- **Illicit Discharge and Improper Disposal Program:** This program started in 1991 to identify and eliminate illicit discharges and includes emergency response to material spills with the Fire Department. Water quality analysts work to ensure protection of the environment, proper clean-up of materials, and increasing public awareness of ways to protect the environment by preventing harmful discharges and accidental spills. The program includes the starting of field screening, stream inspections, wet weather monitoring, and complaint response.
- **Construction Site:** All new construction sites are reviewed and inspected for compliance with the ordinance dealing with erosion control and water quality/quantity. This program includes an Erosion Control Certification School, which is sponsored by the City.
- **Drainage Complaints and Construction Program:** Drainage complaints are classified as emergency, priority construction, or maintenance and solutions devised. Emergency situations such as public hazards receive immediate attention. Priority construction jobs are handled according to the severity of the problem. Ditches and drainage structure cleaning are considered maintenance jobs.

The Tennessee Department of Environment and Conservation (TDEC) also provides assistance to local governments in monitoring water quality of streams and creeks by conducting routine sampling and presents a 305b Water Quality Report. This report specifies that Tennessee water bodies are either “fully supporting”, “partially supporting”, or “not supporting” of its designated use. If a water body is designated as impaired, not fully meeting the designated use, it will then be listed in a supplementary 303d list of impaired

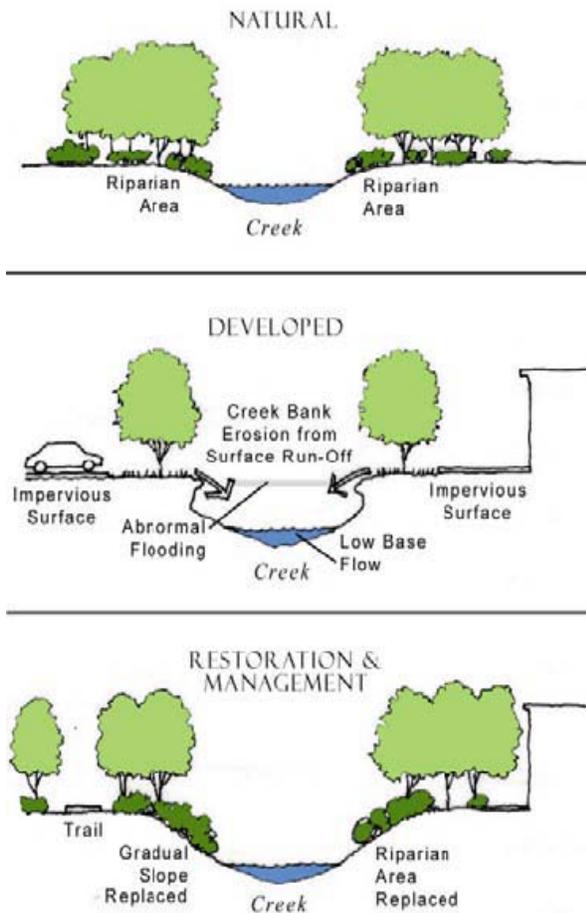
waters in Tennessee. As of January 2008, Chattanooga Creek was listed on the 303d list for combined sewer overflows, discharges from MS4 area, spills, and contaminated sediment. A Total Maximum Daily Load (TMDL) is needed for the listed pollutants. A TMDL is a study that quantifies the amount of a pollutant in a stream, identifies the sources of the pollutant, and recommends regulatory or other actions that may need to be taken in order for the stream to no longer be polluted.

**303d List:** A compilation of the streams and lakes in Tennessee that are “water quality limited” or are expected to fall short of safe water quality standards in the next two years and need pollution controls.

#### **100-Year Floodplain Chattanooga Creek**

The 100-year floodplain within the Alton Park community follows the flow of Chattanooga Creek. Flooding issues are more prevalent in urbanized areas where the built environment dominates the landscape. Filing and other alterations of the floodplain cause displacement of large volumes of water into areas outside of the natural absorption boundary known as the 100-year floodplain. Increased development leads to an increase in impervious surfaces and a loss of wetlands and ground or tree cover causing more stormwater run-off, which raises flood heights, increases in the frequency of destructive floods and increases in total damage costs.

For regulatory purposes, a floodplain is divided into two components; the floodway and the flood fringe. The floodway is the portion of the floodplain that generally must be free of development to allow for the movement of water. The floodway encompasses about 250 acres of the study area, rendering is generally unusable for new development other than openspace or recreational opportunities.



Farther back from the creek channel and floodway, the 100-year floodplain occupies another 300 acres of land. While development in this area is not currently prohibited, special precautions must be taken to assure the integrity of new construction while avoiding impacts to the flood levels of other nearby properties. The floodplain limits new development opportunities in Alton Park but creates many opportunities for open-space and recreational uses along the floodplain.

The following issues could be associated with development in or near floodplains in the unfortunate case of a flood event.

- Loss of life
- Destruction and/or loss of property. For examples: homes, cars, and valuable personal items.
- Loss of income by not being able to get to work or because businesses close due to flooding.
- Other: Costs associated with infrastructure repairs/replacement.

Flood prone areas throughout the country are regulated through the National Flood Insurance Program (NFIP) and by the Federal Emergency Management Agency (FEMA). Communities voluntarily choose to participate in the National Flood Insurance Program and as such must adopt and enforce floodplain management regulations to reduce development activity in the 100-year floodplain. In addition, communities can receive credits and reduction in flood insurance premiums for those communities with more restrictive regulations, acquisition, relocation, or flood-proofing of flood-prone structures, preservation of open-space and other measures that reduce flood damages or protects the natural resources and functions of floodplains.

Floodplain management regulations for the City of Chattanooga are incorporated within the Chattanooga Zoning Regulations and identified as being either the F/W Floodway Zone or F/H Flood Hazard Zone. Generally, no fill, structure, development, encroachment, or substantial improvement is permitted within the F/W Floodway Zone. According to the Chattanooga Zoning Regulations a floodway is defined as, “the channel or river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without increasing the water surface elevation at the high water stage or the base flood elevation. Generally building is allowed with certain restrictions in the 100-year floodplain. The 100-year floodplain has a 1% chance of being flooded in any given year.

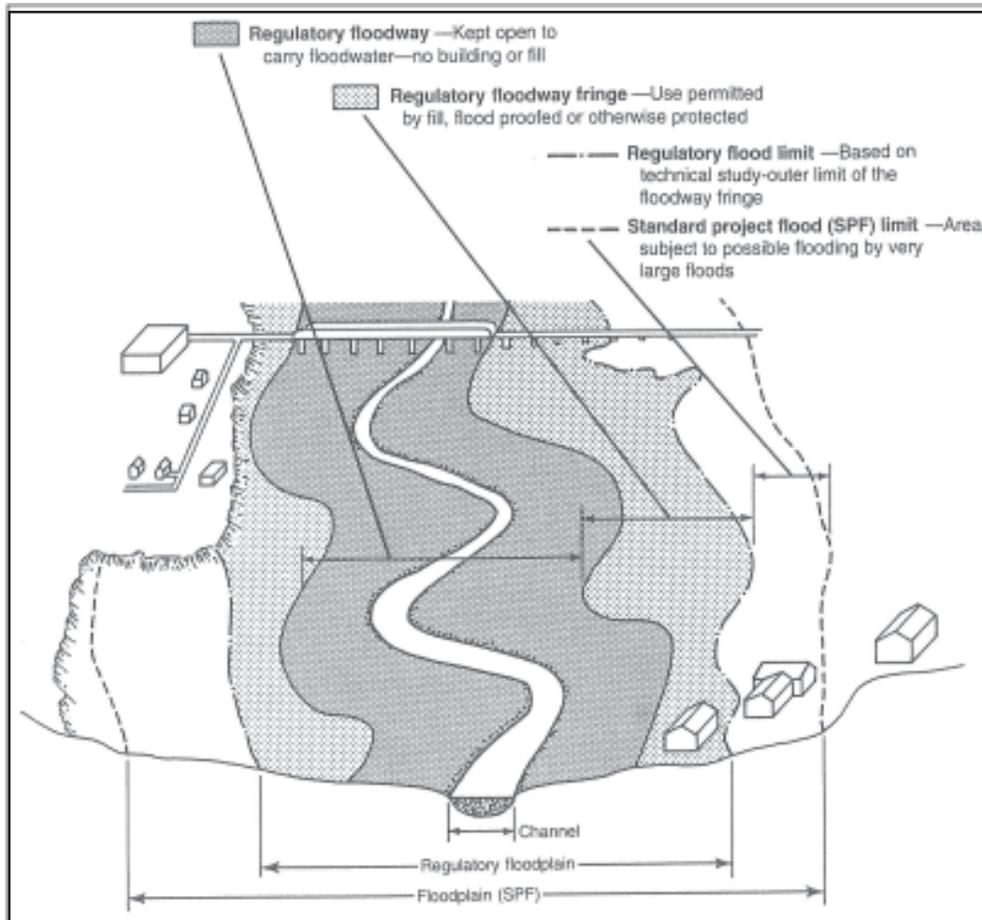
**Goal: Protect the water quality of Chattanooga Creek.**

**Recommended Action Steps:**

- Investigate reforestation and riparian vegetative buffer programs to help restore and protect the water quality and maintain a healthy water temperature of Chattanooga Creek.
- Riparian buffers provide vegetation along creek channels. These buffers provide important habitats, filter suspended sediments from floodwaters, and uptake nutrients from shallow groundwater leading to better water quality.
- Continue to develop and expand upon the efforts of the Neighborhood Environmental College to increase public education at schools and civic groups with regard to the importance of maintaining a healthy water quality and environmental pollution.

- Pursue the implementation of the Chattanooga Creek Greenway as a method of buffering Chattanooga Creek from the impacts associated with development.
- Additional discussion on Chattanooga Creek greenway is included within the Open-Space, Parks and Recreation Component of this land use plan.

There are approximately 244 parcels of land within the study boundary impacted by the Chattanooga Creek floodplain. During extended rain events flooding is possible in Alton Park due to the relatively low differential between the elevation of Chattanooga Creek and the Tennessee River. In extreme flooding situations, the level of the Tennessee River will rise above that of Chattanooga Creek and cause Chattanooga Creek to



flow backwards. The land located within the floodway and floodplain are not only subject to flooding, but also to the deposition of hazardous materials that may be transported within the creek's waters.

Unfortunately, in May 2003, the residents of Alton Park as well as residents in other areas of the City of Chattanooga experienced firsthand the devastating effects associated with rising waters along rivers, streams, and floodplains. Heavy rains fell across the Tennessee Valley in a four day rain event. The water associated with this four day rain event drained into the Tennessee River. The Tennessee River in Chattanooga reached 36.1' on May 8, 2003. The modern record flood was 36.9' in 1973, well before flood control developed on the Tennessee River. The flood event of May 2003 caused the evacuation of residents, and damage to private and public property resulting in \$18 million in damages in the City of Chattanooga.

The impacts of the flood event of 2003 are present today in terms of an increase in the number of vacant and boarded-up structures specifically along Dorris, Fagan, and Polk Streets. After the flood event of May 2003 many of the residential structures along these streets were substantially damaged by the flood event. The Land Development Office applied for and received a flood hazard mitigation grant from FEMA to purchase those properties that were substantially damaged by the flood event. Participation by the individual property owners in the grant program was voluntary as required by FEMA. Several informational meetings and invitations were mailed to all property owners affected by the flood. At the time of the application two property owners voluntarily agreed to participate in the grant program with both structures purchased and demolished.

The remaining properties not included in the grant program that were substantially damaged remain today as either vacant lots or boarded up structures. FEMA requirements and the City of Chattanooga floodplain development regulations require that any structure

located within the 100-year floodplain submit development plans elevating the lowest finished floor of the structure to above the base flood elevation (BFE) before renovation/repair building permits can be issued.

The May 2003 flood resulted in about \$18 million in flood damage at Chattanooga. But it could have been much worse according to a TVA representative:

"Without the TVA system of dams and reservoirs, the river would have risen much higher and caused more than \$409 million in damage at Chattanooga."

The flood of May 2003 is a good reminder of why it's so important to use flood-prone land wisely, says Ford. "A system of dams, even as sophisticated as TVA's, can't prevent all flooding." -TVA River Neighbors August 2003



*Fagan Street Flooding*



*2003 Flood*

Because of the inability or the expense associated with elevating the lowest floor of existing structures in the floodplain not in compliance with the floodplain regulations the property owners structure that is damaged by a flood event has no choice but to demolish the existing structure and rebuild with the lowest floor elevated, or leave the property vacant and/or boarded-up. Often times these boarded-up structures become a public health and safety issue within the neighborhood. The use of mitigation grants would provide funds to the city that can used to purchase, relocate, and/or demolish those properties subject to repeated flooding and/or the elevation of structures to above the base flood elevation (BFE). Participation in the mitigation grant programs offered by FEMA is strictly voluntary by the individual property owners.

#### **FEMA Mitigation Grant Programs**

FEMA's Mitigation Grant programs provide funding for eligible mitigation activities that reduce disaster losses and protect life and property from future disaster damages. FEMA sponsors five types of mitigation grant programs.

- Hazard Mitigation Grant Program (HMGP)
- Flood Mitigation Assistance (FMA)
- Pre-Disaster Mitigation (PDM)
- Repetitive Flood Claims (RFC)
- Severe Repetitive Loss (SPL)

Hazard Mitigation Grant Program (HMGP) provides funds for long-term hazard mitigation projects following a **Presidentially** declared disaster. HMGP funds could be used to make improvements to public or private property and must provide a long-term solution to a specific risk. Eligible projects include:

- Elevating flood-prone homes or businesses. The structure is raised to have a higher first floor that allows floodwater to flow under the house rather than through it.
- Acquisition of and either demolishing or relocating flood prone homes from willing owners and

returning the property to open space.

- Retrofitting buildings to minimize damage from high winds, flooding, earthquakes, and other hazards.
- Floodway systems to protect critical facilities.

Flood Mitigation Assistance (FMA) provides funds not directly related to a disaster event. There are two types of FMA grants:

- Grants to develop or update flood mitigation plans.
- Grants to implement mitigation measures such as: elevation, dry flood proofing, and acquisition.

Pre-Disaster Mitigation (PDM) provides funds for hazard mitigation planning and the implementation of mitigation projects prior to a disaster event. The purpose of this grant funding is to reduce overall risks to the residents and structures, while reducing the reliance on funding from disaster declarations. Eligible activities include:

- Elevation of existing public or private structures.
- Localized flood control projects to protect critically facilities.
- Protective measures for utilities.
- Relocation of public or private structures.
- Structural and non-structural retrofitting.
- Acquisition of real property.

Repetitive Flood Claims Program (RFC) provides funds to reduce or eliminate the long-term risk of flood damage to structures that are insured under the National Flood Insurance Program (NFIP) and have had one or more claim payment(s) for flood damages. RFC funds may only be used to mitigate structures located within a state or community that participates in the NFIP and cannot meet the requirements of the Flood Mitigation Assistance (FMA) program. Eligible mitigation projects include:

- Acquisition of properties and either demolition or relocation of flood prone structures.

Severe Repetitive Loss Program (SRL) provides funds to reduce or eliminate the long-term flood risks to severe repetitive loss properties. For a property to be designated a SRL, it must:

- A residential property currently insured under the NFIP.
- Incurred flood losses that resulted in either (1) four or more flood insurance claims payments that exceeded \$5,000 with at least two of the payments occurring within a 10-year period, or (2) two or more flood insurance claim payments that cumulatively exceeded the value of the property.

Eligible SRL projects include:

- Elevation, relocation, or demolition of existing residential properties.
- Flood proofing measures for residential properties.
- Minor physical localized flood control projects.
- Demolition and rebuilding of properties to at least Base Flood Elevation or greater.

#### **Property Acquisition and Relocation**

All of the above mentioned FEMA grants include property acquisition and relocation as an eligible project. Generally, FEMA funded property acquisition and relocation projects consists of the community purchasing structures from willing property owners and either demolishing the structures or relocating the structure to a new site outside of the floodplain. The purchased property is then maintained for open-space purposes in perpetuity in order to restore and/or conserve the natural floodplain.

Property acquired through the use of FEMA funds for acquisition and relocation must be dedicated and maintained for uses such as: open-space, recreational, or wetlands management practices and consistent with conservation of natural floodplain functions. The property acquired will carry a permanent deed restriction providing that the property be maintained for open-space, recreation, or wetlands management.

Allowable land uses generally **do not** include walled buildings, flood control structures (such as levees, dikes, or floodwalls) paved surfaces, bridges, cemeteries, actions that pose health, safety, or environmental risk in the floodplain, above or below ground pumping stations or storage tanks, placement of fill materials, or other uses that obstruct the natural and beneficial use of the floodplain.

Additional information on mitigation projects and property acquisition and relocation programs is available from FEMA at [www.fema.gov](http://www.fema.gov).

**Goal:** *The community should be protected from flooding events by taking appropriate steps to restore and conserve the natural floodplain of Chattanooga Creek.*

#### **Recommended Action Steps:**

- Continue to support and encourage the City of Chattanooga's comprehensive water quality management program and regulations.
- The City of Chattanooga should continue the enforcement of the floodplain regulations in order to protect and preserve the 100-year floodplain along Chattanooga Creek.
- The City of Chattanooga should explore options of pursuing mitigation grants through FEMA and other resource programs such as the USDA Natural Resources Conservation Emergency Watershed Protection Program for those areas properties located within the 100- year floodplain of Chattanooga Creek.

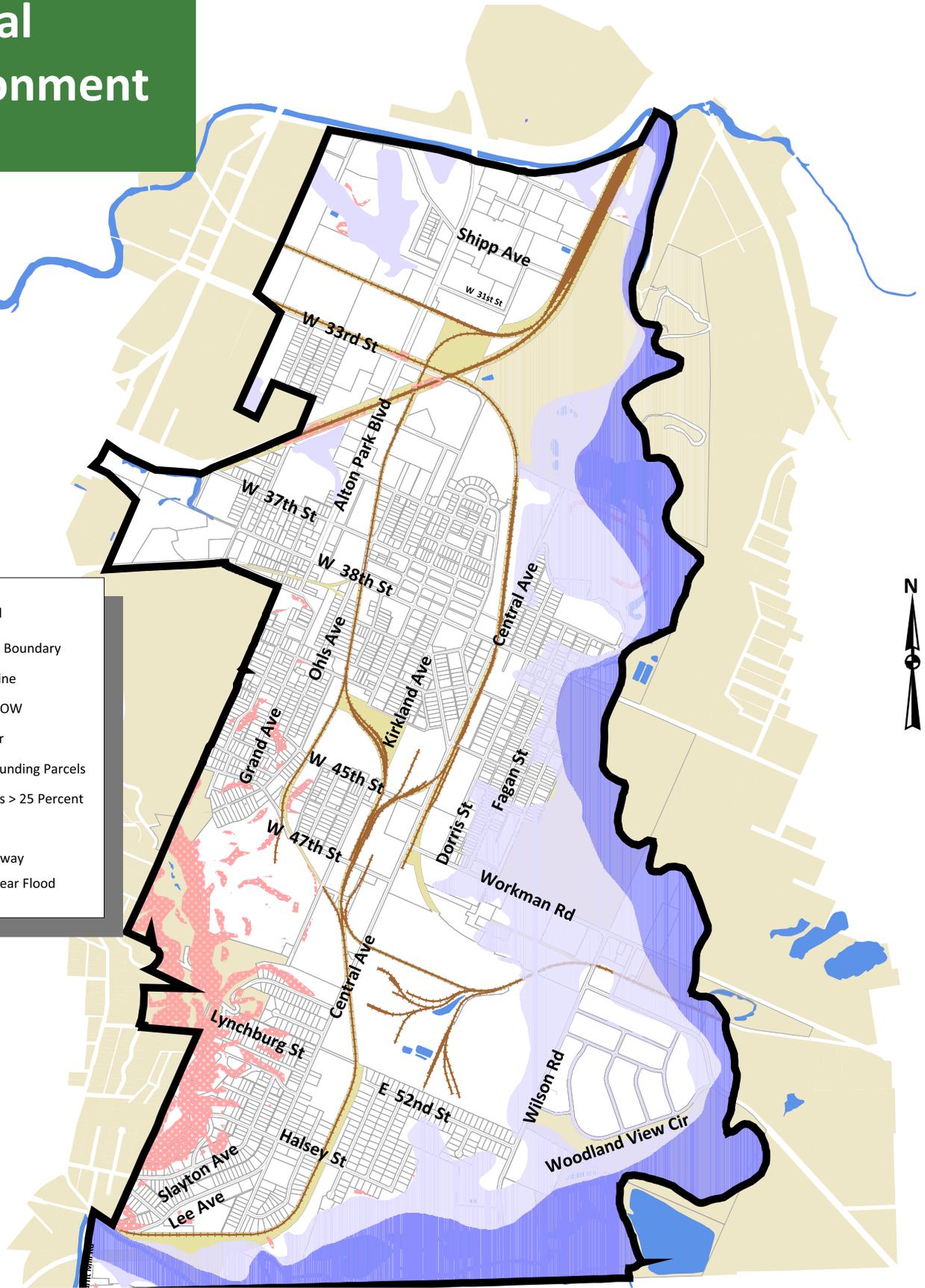
# Natural Environment

**Map Legend**

-  Study Boundary
-  Rail Line
-  Rail ROW
-  Water
-  Surrounding Parcels
-  Slopes > 25 Percent

**Floodplain**

-  Floodway
-  100 Year Flood



## OPEN SPACE, PARKS AND RECREATION

*(See Proposed Recreation & Open Space Map- Page 91)*

Parks and open space are the “green spaces” and physical facilities we use to play informal and organized sports, to walk or ride a bike, or simply to relax for a picnic. Convenient and accessible open-space and recreation improves the overall quality of life within a community. Every public space, whether designed for passive or active recreation, should further the building of a community by acting as a focal point of the community.

Recreational opportunities should serve both adults and children. Park and recreation facilities, regardless of ownership, size and type must be accessible, safe and secure, well maintained, and appropriately located. Residents often feel that recreational opportunities are limited in their community; however, recreational opportunities do exist but they may not be convenient or easily accessible, or residents are simply not aware of a particular recreational opportunity. In addition to public recreation, private and non-profit community based organizations often provide recreational opportunities within communities.

Parks and recreation can provide environmental benefits, economic development, and alternative modes of travel. For instance, parks and open space can provide “green infrastructure” that supplements or replaces stormwater sewer investments while providing passive and active recreation opportunities. Trails that link residential development with schools can provide safe routes for children to travel between home and school, reducing potential accidents while decreasing carbon emissions from cars and buses.

Typically, when we think of recreation we think in terms of recreation opportunities for youth and teens; however, recreation has evolved to include opportunities and activities for active adults and

**Active Recreation:** Recreational opportunities requiring physical alteration to the area in which they are performed. Such areas are intensively used and include but are not limited to playgrounds, ball courts, golf courses, and swimming pools.

**Passive Recreation:** Recreational opportunities which can be carried out with little alteration or disruption to the area in which they are performed. Such uses include but are not limited to hiking, walking, and picnicking.

**Traditional Recreation:** Includes athletic fields for sports such as baseball, softball, tennis, soccer, football, basketball, playgrounds, and swimming pools.

**Non-traditional Recreation:** Computer labs, reading and art programs, aerobic classes, walking tracks, hiking trails, bike lanes/routes, and fishing.

These large recreation centers have replaced the ballfields and playground areas that many older adults and seniors remember as recreation when they were growing up.

seniors. The trend today in recreation is to provide large recreation centers offering organized “traditional” and “non-traditional” recreational opportunities for all ages from youth to active adults and seniors. Recreation centers provide alternative or various types of structured recreation because not everyone can or does not want to participate in the “traditional” recreation uses such as baseball, football, or basketball.

## TYPES OF RECREATIONAL FACILITIES

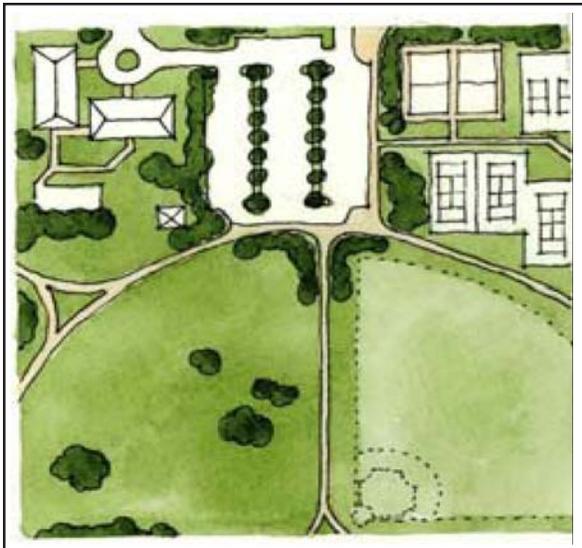
Parks, recreation, and open-spaces come in all shapes and sizes to meet the needs of the communities for which they are built. The National Recreation and Park Association has classified parks and open space as being one of the following types:

### Regional Parks

Regional parks are the largest type of park. Often operated at the state or federal level, regional parks typically range in scale from 100 to 1,000 acres or more in size and have a service area extending to one hour drive or more. For example: Enterprise South Regional Park, Coolidge Park.

### Community Park / Recreation Complex

Community parks, generally 20-50 acres in size, are intended to meet community based recreation needs and may also serve to protect and preserve unique landscapes and open spaces. These types of parks are intended to serve the needs of two or more neighborhoods within a radius of ½ mile to 3 miles. Active and passive uses coexist, and such uses should be sufficiently present to distinguish a community park



from a natural resource area. Placement of these parks should be contingent upon a quality, accessible site with good road and greenway/trail access and provision of recreational opportunities that do not duplicate those of other parks in its service area. For example: South Chattanooga Recreational Facility.

### Neighborhood Park

Neighborhood parks are the backbone of park systems that most people identify with, providing a recreational resource within reasonable walking distance of users. Neighborhood parks typically range in size from 1-10 acres in size, neighborhood parks and facilities should provide a gathering place that can act as the social and recreational focus of a neighborhood, and typically have a service area between ¼ and ½ a mile in radius. Neighborhood parks should be centrally located to the neighborhood they are serving and should be accessible via greenways and trails as well as residential streets that provide safe access to the site. Neighborhood parks should typically provide playground equipment, picnic facilities with shelters, and open space/grass areas for general activities. For example: Ben Miller Park, East Lake Park, Pringle Park, and the former Piney Woods Park.





### **School-Park**

School park sites are joint-use park facilities used by public schools during school hours and available for public use at other times. These facilities vary greatly in size and facilities with the school type they are attached to, and, where neighborhood schools exist, they provide an economical and efficient method of providing neighborhood parks at the same time. For example: Calvin Donaldson Elementary, Howard High School, and the former Piney Woods Elementary School.

### **Safewalk/Streetscapes**

Safewalks and/or streetscapes are becoming a critical part of most urban parks and open-space systems. Safewalks/streetscapes serve to connect neighborhood amenities such as recreation centers and schools with housing areas. Constructed in established areas, safewalks may take advantage of the existing street network as well as available access easements to provide safer connections than sidewalks alone, as well as offering a medium level of infrastructure, typically consisting of street furniture, lighting, and trees.

### **Greenways**

Greenways such as the North and South Chickamauga Greenway, while used for recreational purposes, exist predominately for environmental protection. Areas include wetlands, steep slopes, and wildlife habitats. While greenways may have onsite restrooms or other facilities, typically greenways will have the lowest level of infrastructure present. For example: Tennessee Riverwalk, and the South Chickamauga Greenway.

### **Open-Space**

Land and water areas retained for use as active or passive recreation areas or for resource protection of environmentally sensitive areas such as steep slopes, wetlands, and floodplains in an essentially undeveloped state.

## **EXISTING PARKS AND RECREATIONAL FACILITIES**

During the public input session residents often stated that safety, security, and public accessibility are of a primary concern with the utilization of existing recreational facilities in Alton Park. Safety, security and public accessibility play a vital role in the success of existing and proposed recreational areas. Residents who utilize recreational areas want to feel safe and secure when using recreational facilities. Recreational areas that are not designed in way that is secure, safe, and easily accessible residents will generally not use the facilities. While the plan supports the expansion of certain recreational uses, it is important that the existing and new facilities are safe. For example, a physical path can be provided and called a “safewalk” but additional measures may be needed to ensure safety of its users.

A review of existing recreational facilities in the Alton Park/Piney Woods is provided as part of this land use plan document. The following facilities, open space areas, or recreational parks are present within the Alton

Park/Piney Woods area and are considered as forms of recreation. This list also includes private, community based organizations and school facilities that provide recreation.

### **South Chattanooga Recreational Facility**

Recreate 2008, Chattanooga’s Comprehensive Parks and Facilities Master, January 1999, recommended the consolidation of seven (7) existing recreation facilities, including the Alton Park and St. Elmo Recreation Centers. These recreational centers were chosen for consolidation due to duplicative service with other centers, and in many cases, the poor condition of the recreation center resulting from years of deferred maintenance. The former Alton Park and St. Elmo Recreational Centers were closed and combined into a much larger recreational complex, the South Chattanooga Recreational Facility.

The site for the South Chattanooga Recreational Facility was located at a point equally accessible from the St. Elmo and Alton Park neighborhoods. This complex opened in 2002 and functions as a community park facility offering various types structured “traditional” and “non-traditional” recreation programs such as basketball, baseball, football, swimming, youth baseball and softball leagues, tennis, volleyball, various sports camp activities, art and reading programs, computer lessons, and aquatics. Recently, the South Chattanooga Recreation Center, as well as other recreation centers in the Chattanooga area, in an effort to bring baseball back to the inner city has began youth baseball leagues. The South Chattanooga team will use the facilities of the South Chattanooga Recreation Center for practice and games will be played at the Howard High School fields against other teams in the Chattanooga area. The average monthly attendance at the South Chattanooga Recreation Center is approximately 3,000 participants with youth and teens being the largest user of this recreational facility.

The South Chattanooga Recreation Center is located on an active CARTA bus route and is easily accessible by bike routes and the Alton Park safewalk. Of particular concern is the lack of easy accessibility to the South Chattanooga Recreation Center from the residents of the Piney Woods neighborhood and Emma Wheeler Homes. These residential areas are more than two miles away from the South Chattanooga Recreation Center and coupled with the lack of sidewalks, amount of vehicle and truck traffic along Workman Road and Central Avenue it is difficult for the residents of Piney Woods and Emma Wheeler to access the South Chattanooga Recreation Center by walking. However, an active CARTA bus route does serve the residents in the Piney Woods neighborhood and Emma Wheeler Homes providing a connection to the South Chattanooga Recreation Center; therefore, access to the South Chattanooga Recreation Center is not completely limited for the residents of Piney Woods or Emma Wheeler Homes.





*Alton Park Safewalk*

**Safewalk**

The Alton Park Safewalk is considered a form of recreation and an alternative mode of transportation provides an opportunity for residents to walk from one location to another. The safewalk connects the Villages of Alton Park to Calvin Donaldson Elementary School, South Chattanooga Recreational Center, the library and the post office located along West 40<sup>th</sup> Street.

**Delong Street Park**

This small pocket park located at 3315 Delong Street is approximately 0.12 acres in size, is maintained very well; however, it does provide very limited active recreational opportunities primarily due to size and location of the park.

Pocket parks are generally the smallest of park facilities and generally range in size from 2,500 square feet to one acre in size. The pocket parks generally provide very limited recreational opportunities for a small area.

The Alton Park Master Plan recommended that pocket parks be developed throughout the community. It is the current policy of the City of Chattanooga Department of Parks and Recreation to move away from constructing pocket parks in any community in the Chattanooga area.



*Harris Johnson Park Sign*

**Ben Miller Park**

This park is located just outside the study boundary of this land use plan along West 40<sup>th</sup> Street; however, because of its proximity to Alton Park and the South Chattanooga Recreational Facility does provide an additional opportunity for recreation for the residents of Alton Park.

This park approximately 2 acres in size provides the following recreational opportunities; a shelter, restrooms, tennis courts, volleyball court, picnic tables, and playground equipment.

**Harris Johnson Park**

This park facility just like the Ben Miller Park is located outside the study boundary of this land use plan along Long Street; however, because of its proximity to Alton Park it does provide an additional opportunity for recreation for the residents of Alton Park.

This 5 acre park located at West 28<sup>th</sup> Street provides the residents with a picnic area, a playground and walking trail.



*Emma Wheeler Field*



*Howard High School Field*

### **Bethlehem Community Center**

The faith-based Bethlehem Community Center is dedicated to transforming lives and communities through programs that focus on character development, education/literacy, leadership development, and various recreational programs offered at the center.

### **Emma Wheeler Homes**

Recreational opportunities available at Emma Wheeler Homes include a baseball/softball field, basketball court, and an indoor gym. In addition, a branch of the YMCA is located on site at Emma Wheeler Homes offering programs for youth and seniors.

### **Villages of Alton Park**

Recreational opportunities and facilities are provided for the residents of the Villages of Alton Park. Recreational opportunities available include a club house, swimming pool, and two open-space areas containing benches, and covered gazebos. These informal open-space areas allow residents to play spontaneously.

### **School Facilities**

Shared recreational opportunities often exist at school facilities owned by Hamilton County. The public use of these facilities during school hours is generally restricted; however, these facilities may be utilized after school hours. Facilities at the Howard Middle and High School include a walking track, and two baseball fields. Playground equipment is provided at the Calvin Donaldson Elementary School.

### **Recreational Ballfields**

Residents expressed a need for more recreational opportunities for ball fields in the community.

Today, playing baseball or softball is generally limited to recreational leagues offered to the youth through programs provided through the City of Chattanooga Department of Parks and Recreation at recreational centers. Youth recreational baseball and softball is also offered through national and local programs such as Dizzy Dean and Dixie Youth Programs. Participation in these leagues generally starts with a local organizer who puts together a team to participate in the local leagues of these recreational baseball/softball programs.



*South Chattanooga Recreation Center*



*St. Elmo Park*

In addition to the youth recreational programs, often times adult recreation softball leagues are formed through the programs of the Department of Parks and Recreation, as well as local Churches, and industrial/manufacturing leagues.

Having ballfields in the community where youth and adults can play recreational baseball or softball is an issue that many communities struggle with. Not every community or neighborhood will have ballfields for recreational uses. Specifically in the urban neighborhoods ballfields are generally limited to recreation centers, public schools, and recreational complexes such as Warner Park.

In Alton Park, baseball fields can be found at Emma Wheeler Homes, South Chattanooga Recreation Center, Howard High School, and the former Alton Park Recreation Center. Although some of the fields are in need of maintenance and minor repair these fields do exist within the community and could be utilized as baseball fields for the benefit of the residents of Alton Park.

#### **Alternative Sources of Funding for Recreational/Park Facility Construction**

Due to funding limitations in city budgets, active neighborhood associations have often taken the initiative and actively found alternative ways to obtain funding for the construction of a recreational park in their neighborhood. Using these grant funds from various foundations, the community/neighborhood was able to construct a recreational facility in their neighborhood. For example, the recreational park located in the St. Elmo Community was built with no funding from the City of Chattanooga. The St. Elmo park was built on city owned property, the former St. Elmo Recreation Center; however, the St. Elmo Community with the help of a sister organization, who had non-profit (501 C3) status applied for grants from various foundations such as Benwood, Lyndhurst, and the Community Foundation of Greater Chattanooga. In addition, the citizens of St. Elmo, churches, and contractors actively donated their money, time, labor, and supplies to help construct this park facility.

For any of the proposed active recreational areas recommended in this land use plan, it is important to keep in mind that funding from the city for the construction of these facilities may not be immediately available. However, as in the case of the St. Elmo Community, the citizens in Alton Park, Piney Woods or any of the Alton Park neighborhood associations should take an active role in contacting the local foundations for grants, as well as private donations, time, and labor from citizens, churches, contractors, and local industrial/commercial establishments.

**Neighborhood Associations should consider:**

- Apply for grants from local foundations.
- Request and promote private donations, time, labor, and supplies from local citizens, churches, contractors, and commercial/industrial facilities.
- Form an alliance to repair and maintain existing and future recreational equipment in the community.

**FOUNDATIONS**

Benwood Foundation  
736 Market St., Ste. 1600 ; Chatt., TN 37402  
(423) 267-4311

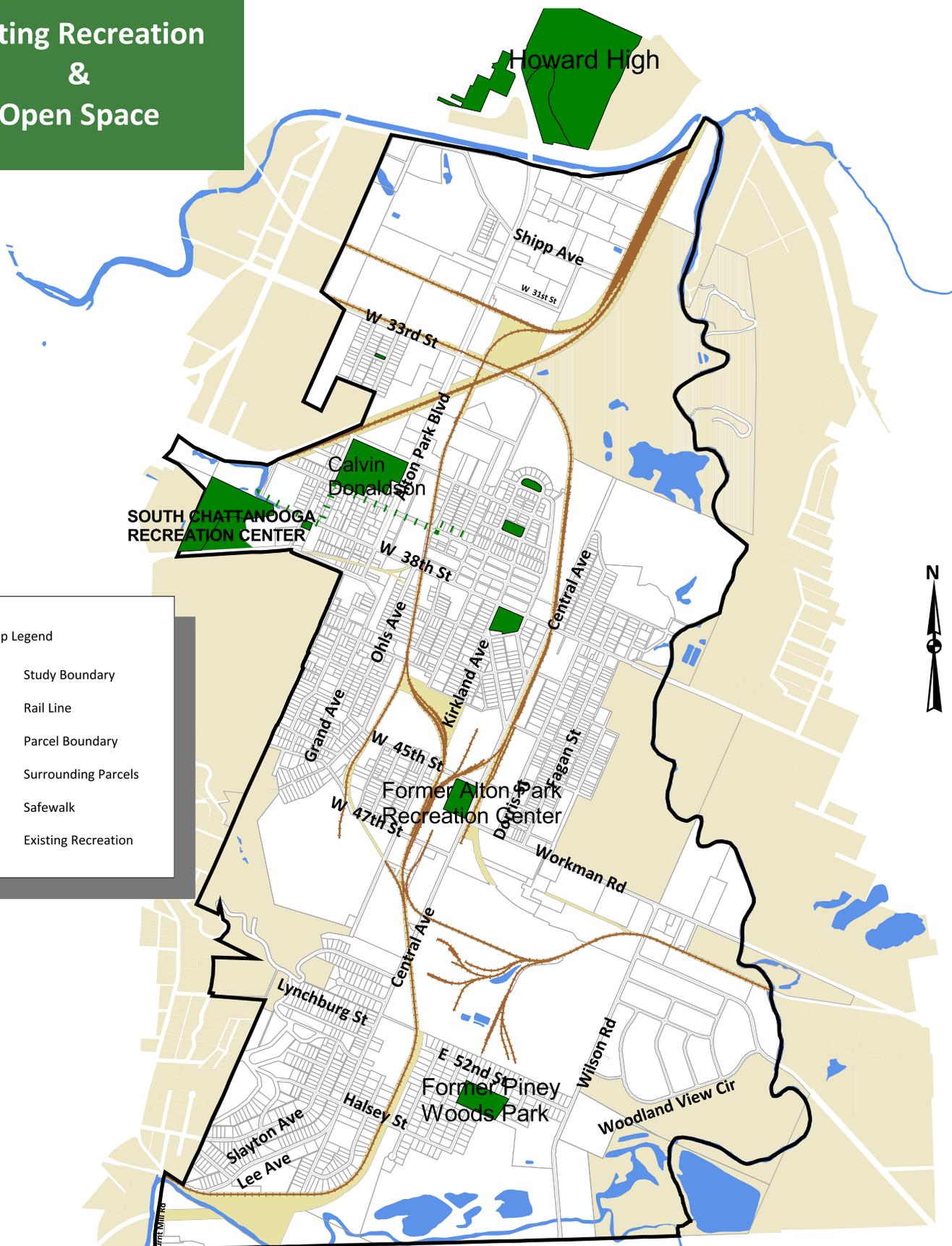
Community Foundation of Greater Chattanooga  
1270 Market St.; Chatt., TN 37402  
(423) 265-0586

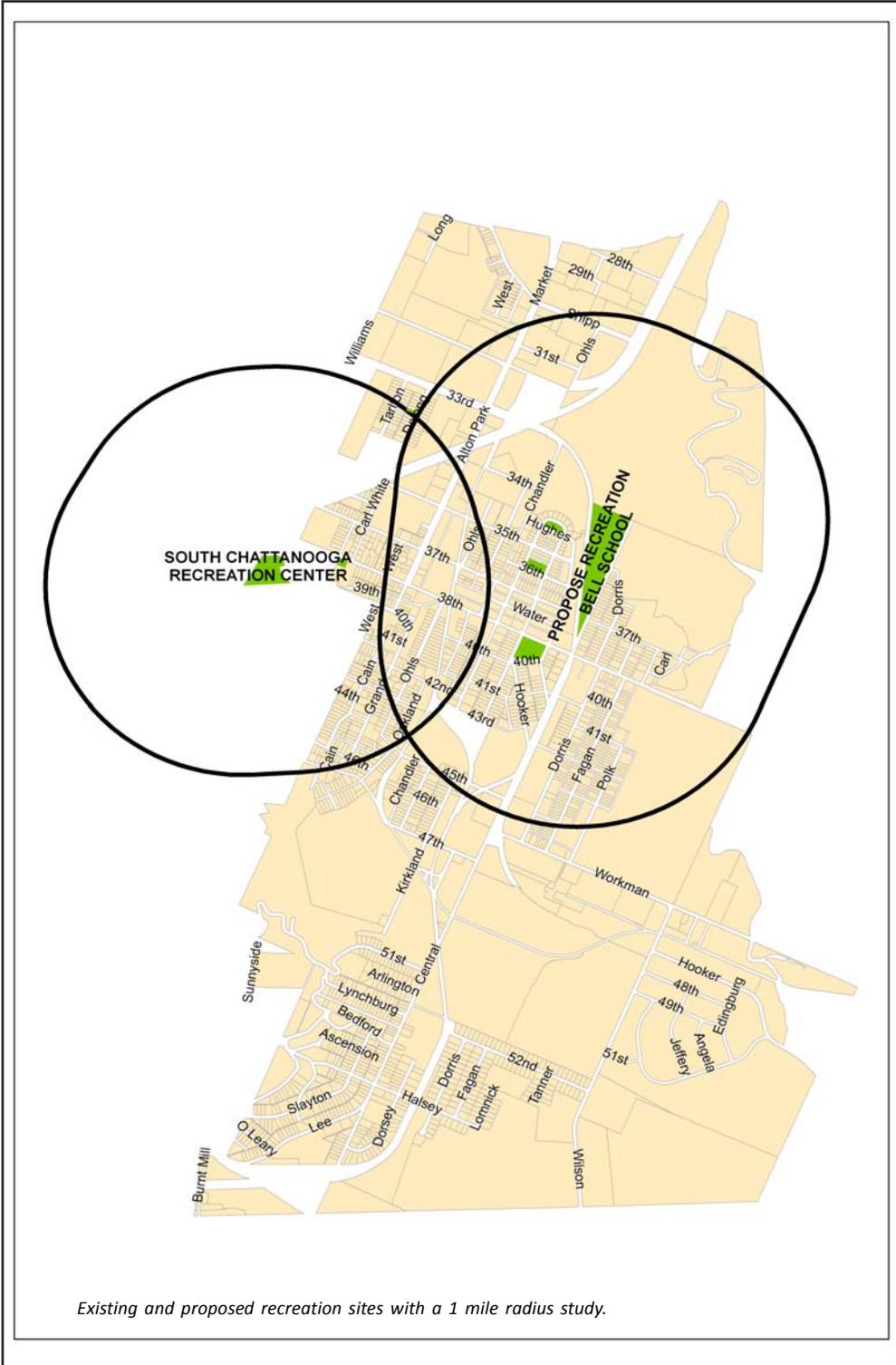
Lyndhurst Foundation  
517 East Fifth St.; Chatt., TN 37403  
(423) 756-0767

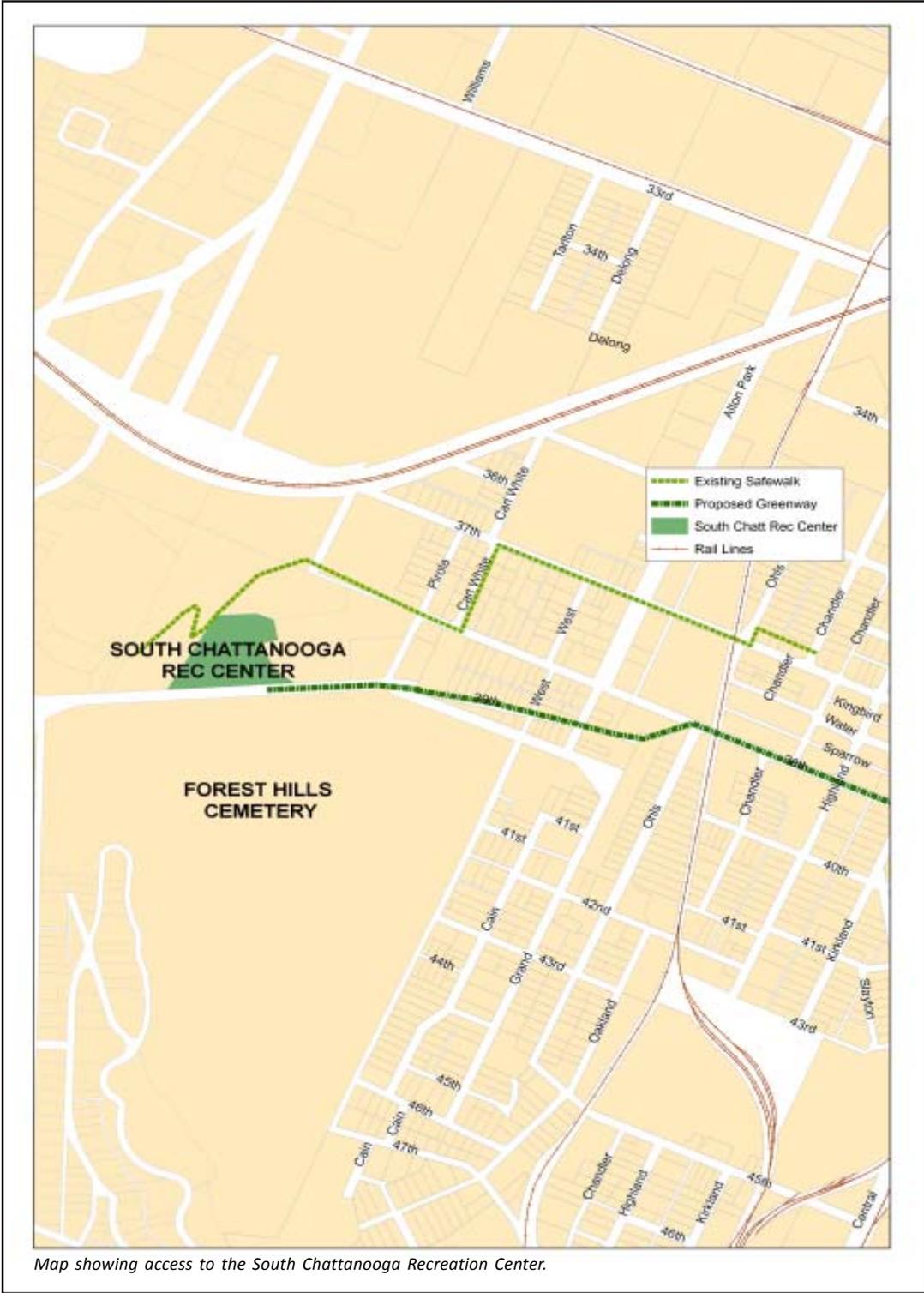
# Existing Recreation & Open Space

Map Legend

-  Study Boundary
-  Rail Line
-  Parcel Boundary
-  Surrounding Parcels
-  Safewalk
-  Existing Recreation







## ACCESSIBILITY

The Piney Woods neighborhood and Emma Wheeler Homes fall just outside of the recommended service area of ¼ to 1 mile for neighborhood parks. It should be noted that the South Chattanooga Recreation Center provides recreation for a much larger service area, it functions more like a community park providing recreational opportunities community-wide or several neighborhoods; however, access to the South Chattanooga Recreation Center is an issue for the residents in Piney Woods and Emma Wheeler.

Community-based organizations, neighborhood leaders, and the Department of Parks and Recreation should work together to explore the option of providing a safe, secure, and easily accessible neighborhood park near the Piney Woods neighborhood and Emma Wheeler Homes.

**Issue:** *Provide equitable access to neighborhood recreation, parks and open-space.*

**Goal:** *Ensure that adequate, convenient, and equally accessible recreation opportunities are provided for the residents of Alton Park.*

### **Recommended Policies and Action Steps for Accessibility:**

- Provide connectivity between existing parks and neighborhoods, public facilities and commercial areas via sidewalks, bicycle facilities, CARTA bus routes, and multi-use paths.

This plan does acknowledge that pedestrian access to the South Chattanooga Recreation Center is limited, specifically from the Piney Woods and Emma Wheeler Homes areas.

Access is provided by the existing Alton Park sidewalk along W. 37<sup>th</sup> Street and Carl White Place.

This plan recommends utilizing an existing railroad right-of-way following along 39<sup>th</sup> Street as a potential pedestrian Connectivity to the South Chattanooga Recreation Center.

This right-of-way could be utilized as part of the proposed Chattanooga Creek greenway.

### **Healthy Community Goals and Recommendations:**

Strategy 14: Communities should increase opportunities for extracurricular physical activity.

Opportunities for extracurricular physical activity outside of school hours to complement formal PE increasingly are an important strategy to prevent obesity in children and youth.

Centers for Disease Control and Prevention. Recommended Community Strategies and Measurements to Prevent Obesity in the United States. MMWR 2009; 58 (No. RR-7):6.

The Chattanooga Urban Area Bicycle Facilities Master Plan, adopted in 2002 commended bike routes and lanes for the urban area of Chattanooga. Bike routes have been installed along W. 40<sup>th</sup> and 38<sup>th</sup> Streets, and Alton Park Boulevard.

Chattanooga Area Regional Transportation Authority (CARTA) provides public transportation needs in the Chattanooga Area. A fixed-route is provided in Alton Park with route providing connectivity to destination points such as the South Chattanooga Recreation Center, Bi-Lo Shopping Center in St. Elmo, Southside Community Health Center (Former John P. Franklin Middle School), Piney Woods neighborhood, the Villages of Alton Park, and Emma Wheeler Homes. A map of the Alton Park route and other CARTA routes in Chattanooga is available on CARTA's website at [www.carta-bus.org](http://www.carta-bus.org).

- The Department of Parks and Recreation should explore options of contracting with CARTA to provide accessibility to recreational facilities.
- *Recreate 2008*, the Comprehensive Parks and Facilities Master Plan recommended that the Department of Parks and Recreation explore options of contracting with CARTA to provide transportation to and from recreational facilities. For example, a reduction in the monthly bus pass for rides strictly from these neighborhoods to the South Chattanooga Recreation Center is provided. A van, similar to the care-a-van service could be established to transport residents from the Piney Woods neighborhood and Emma Wheeler Homes to the South Chattanooga Recreation Center.
- With a focus on providing equitable access to neighborhood parks should be within ¼ to 1 mile of most residential areas.

- Better utilize existing parks and publicize park locations and programs offered at public, private, and non-profit community based organizations.

The City of Chattanooga Parks and Recreation Department has a good, easy to use website listing park locations and programs offered at the South Chattanooga Recreation Center, Ben Miller and Harris Johnson Park locations. ([www.chattanooga.gov](http://www.chattanooga.gov)).

Recreation programs and opportunities provided by the Parks and Recreation Department are generally advertised in the Chattanooga Times Free Press, and the Common Ground Newsletter prepared by Neighborhood Services.

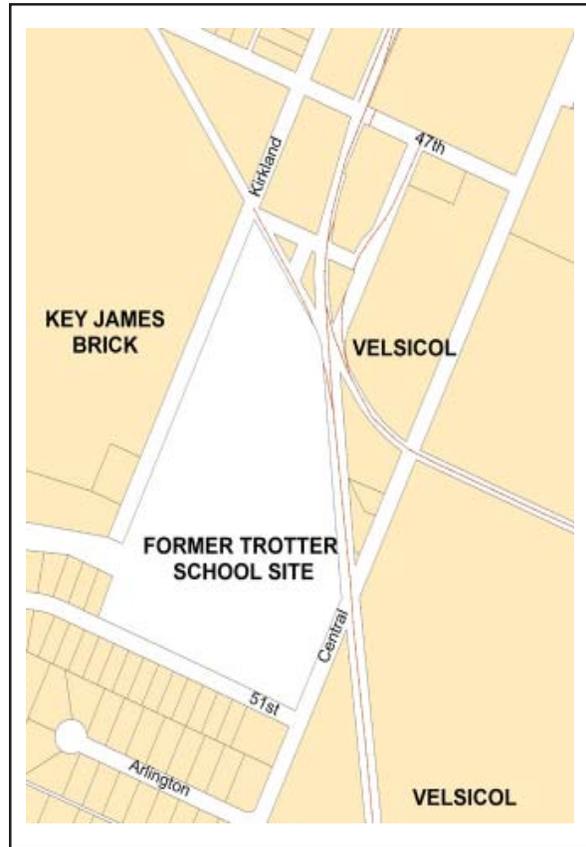
Private and non-profit community based organizations such as the YMCA at the Emma Wheeler Homes and the Bethlehem Center should improve communication and marketing efforts in the community to inform the residents of recreation activities and programs offered by their respective organizations.

**Healthy Community Goals and Recommendations:**

Strategy 16: Communities should improve access to outdoor recreation facilities.

Accessibility of recreation facilities depends on a number of factors such as proximity to homes or schools, cost, hours of operation, and ease of access. Improving access to recreation facilities and places might increase physical activity among children and adolescents.

Centers for Disease Control and Prevention. Recommended Community Strategies and Measurements to Prevent Obesity in the United States. MMWR 2009; 58 (No. RR-7):6.



**Former Trotter School Site**

This property was the location of the former Frank H. Trotter Elementary School, first known as Alton Park Elementary School. Today, the property approximately 14 acres in size is under private ownership and is vacant and on the market for sell. Its location would provide a unique opportunity for redevelopment as a recreational opportunity on a small portion of the site for the residents of Piney Woods and Emma Wheeler Homes.

The southern most portion of the site adjacent to W. 51<sup>st</sup> Street would be an idea location for a recreation opportunity. The minimum acreage should be 1 acre.

**Recommended consideration for Trotter School Site:**

- Limiting recreation to the southern portion of the site would serve as a buffer or transitional area between any future medium to high-density residential on the remaining portion of this site and the low density residential found along W. 51st Street.
- Due to funding limitations development agreement options should be explored between the city and private property owner with regard to development of recreation opportunity on a portion of this site.
- Design of this site would need to address access, visibility, security, lighting, as well as incorporating as best as possible the principles of “eyes on the street” concepts.
- Safety and pedestrian access to the site should be addressed and prioritized due to limited frontage on Central Avenue and its immediate location to an active railroad track owned by Norfolk Southern.
- Considering the close proximity of surrounding residential neighborhoods, any lighting should be shielded and projected downward, minimizing both light pollution and unwanted glare into resident’s homes.
- Potential recreation at this site could include a small walking track, playground equipment, picnic tables and a shelter.
- This site is also located at the foot of Hawkins Ridge. Hawkins Ridge, if placed under a conservation easement, or if walking trails, or bike trails are placed along Hawkins Ridge, every effort should be explored connect these trails with any recreation provided at the former Trotter School site.
- Currently, a fairly substantial buffer of natural vegetation exists along the southern perimeter of the site. This natural buffer should be left undisturbed through the course of any redevelopment plan for this site.

**UNUSED OR UNDERUTILIZED PUBLICLY-OWNED PROPERTY**

Unused or underutilized properties in Alton Park should be explored for the reuse as potential open-space, flood control, or a recreational opportunity.

Throughout the public input sessions residents expressed a need or desire for public amenities and leisure facilities such as shaded areas, walking tracks, benches, picnic areas, and shelters. Presently, within the Alton Park community there are underutilized or unused properties in Alton Park that could have the potential to be utilized as informal openspace areas for recreation or flood control, as well as put into use a recreational area.

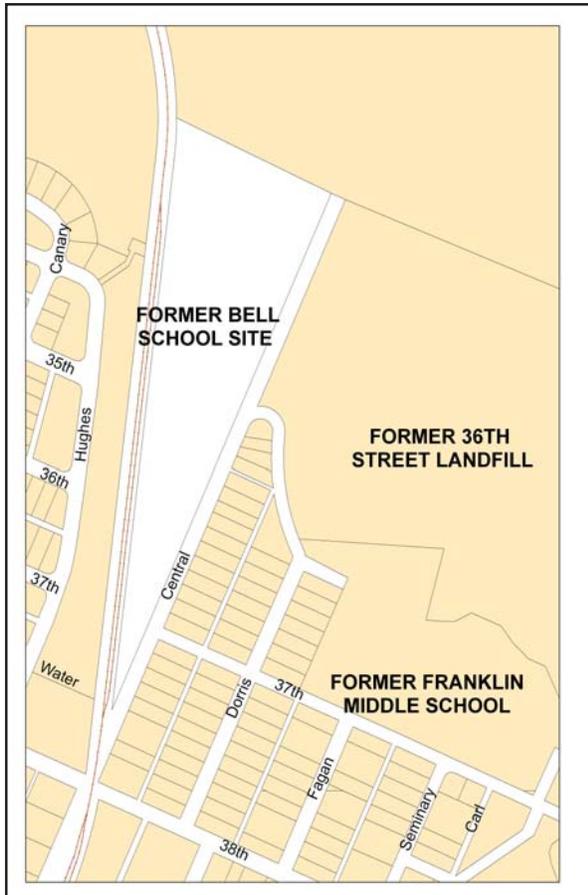
**Unused or Underutilized Publicly-Owned Focus Areas**

**Bethlehem Center**

A public/private partnership should be explored between the City of Chattanooga Department of Parks and Recreation and the Bethlehem Center of providing both private and public recreational opportunities.

**Recommended considerations for Bethlehem Center:**

- Public recreation could be provided on one side of the facility while reserving the other side of the building for private recreation.
- Existing equipment at the Bethlehem Center include indoor and outdoor basketball courts and playground equipment.
- The facility is located on a dedicated fixed CARTA bus route.



**Charles A. Bell School Site**

The former Charles A. Bell Elementary School Site closed in 1989 and the structure is in a significantly deteriorated condition. Hamilton County was recently awarded grant from EPA for the clean-up and remediation of this site. The site, once cleaned and remediated would provide approximately 10 acres of new recreational opportunities for the residents of Alton Park.

**Recommended considerations for Bell School Site:**

- The site is immediately adjacent to the Villages of Alton Park, and a proposed tax-credit multi-family development. Nearby is the Alton Park Safewalk, a community greenway trail that connects the Villages of Alton Park to the South Chattanooga Recreational Facility.
- This site lies a short distance from the recently remediated Chattanooga Creek with long-term plans calling for a proposed greenway along Chattanooga Creek.
- Community based organizations in Alton Park have wrote in support of the clean-up and remediation of the Charles A. Bell School as a recreational area, with at least one stressing the importance of the environmental and health aspects of cleanup.
- Project development at this site will consist of three phases.

The first phase, demolition, including an assessment of the extent of hazardous materials within the building, abatement of hazardous materials, and demolition of the structure.

The second phase will include capping of the site, including installation of infrastructure to the site, completion of all redevelopment related ground disturbing activities, and capping of the entire site.

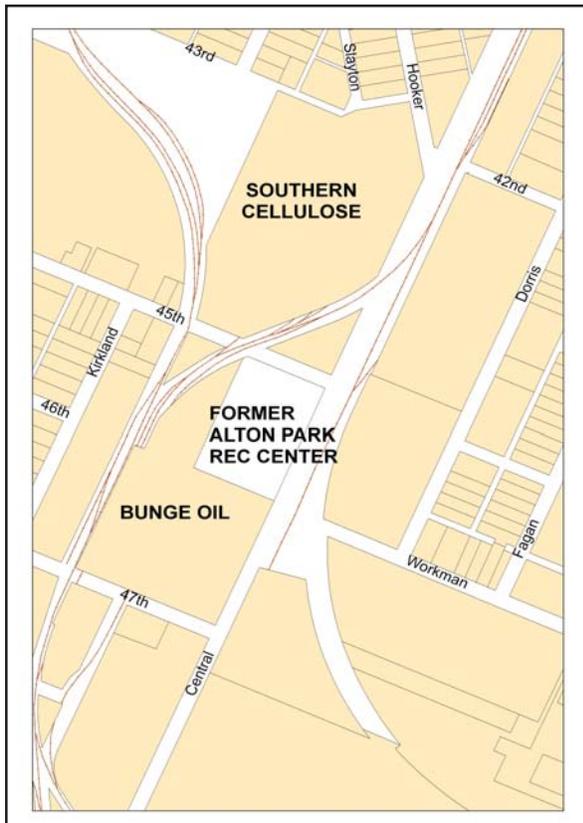
The third phase would include the reuse of the site as a recreational opportunity.

- Hamilton County working in corporation with the Chattanooga Department of Parks and Recreation will seek community input with regard to the design of the site as a park. It is important for the residents of the community to be aware that due to funding limitations the development of this site as a park could possibly be developed in several phases. The first phase of development could include the typical improvements in a neighborhood park such as open-space or green areas, trees, landscaping, and playground equipment.
- The future design of the site as a park needs to address access, visibility, security, and lighting at this site.

- Safety and pedestrian access to the site must be addressed and prioritized at this site due to its immediate location to an active railroad track owned by CSX, and Central Avenue.
- Access to the site must consider pedestrian, especially children’s safety in going to the park. Access from the 38th/Central Avenue intersection using existing sidewalks would require increased signage alerting of approaching trains. Perhaps the installation of conventional lights and gates to cover the sidewalk as well as the street; a cross-buck or light-and-sound alert to stop all traffic, with lines on the sidewalk, as on the street, indicating a safe standing distance as the train is passing.
- The design of the park site, specifically the pedestrian entrance and walking paths within park should take into consideration that Central Avenue may in the future be widened, which would mean additional right-of-way requirements for a wider Central Avenue.
- In the park, walkways could also circle the open space/green areas. Lights could also be situated over the walkways that would serve the double purpose of lighting the walkway and the open-space/green areas.
- Considering the close proximity of surrounding residential neighborhoods, the lights should be shielded and projected downward, minimizing both light pollution and unwanted glare into resident’s homes.
- Every effort should be made to design the park in such a way that increases visibility of and from the park, and would unify it, as much as possible, with the Villages of Alton Park, which is consistent with “eyes-on-the-street” principles as best they can be applied in this circumstance.
- Trees should be introduced into the design of the park to introduce the greening of Alton Park. Programs such as Take Root have taken the initiative to introduce trees/greening into our urban areas. Increasing the tree canopy will provide natural cooling to reduce energy consumption, stop stormwater overflows and significantly improve air quality.



- Because of the close proximity of the future Bell School Park and proposed greenway along Chattanooga Creek this recreational site could become an important destination point, as well as providing connectivity to the Charles A. Bell School Park. Options should be explored to provide pedestrian connectivity to the Charles A. Bell School Park from the Chattanooga Creek greenway through such effort as a either such as walking path/ trail through the former 36th Street landfill site or along W. 37th Street.



- The remainder of the site could be maintained as a low intensity recreation site with a walking path, benches and limited playground equipment.
- The existing playground equipment on site could be repaired and put into reuse on the site.
- Additional plantings of blooming shrubs could add additional color to the site and provide a gateway to the neighborhood.
- This site is located along a CARTA route with a bus stop at this location. CARTA should explore the option of incorporating a sheltered bus stop on the park site that would provide shelter from inclement weather. The existing bus stop at this location is simply a bench that does not provide any shelter from inclement weather.
- Nearby residents and businesses should form an alliance to help clean and maintain the use of the site as a limited active recreational park or gateway into the neighborhood.

**Former Alton Park Recreation Center**

Although the recreation center component has been consolidated at the Southside Recreation Center on West 40th Street, this site could still serve as important green space or gateway into the community.

**Recommended Considerations for Recreation Center Site:**

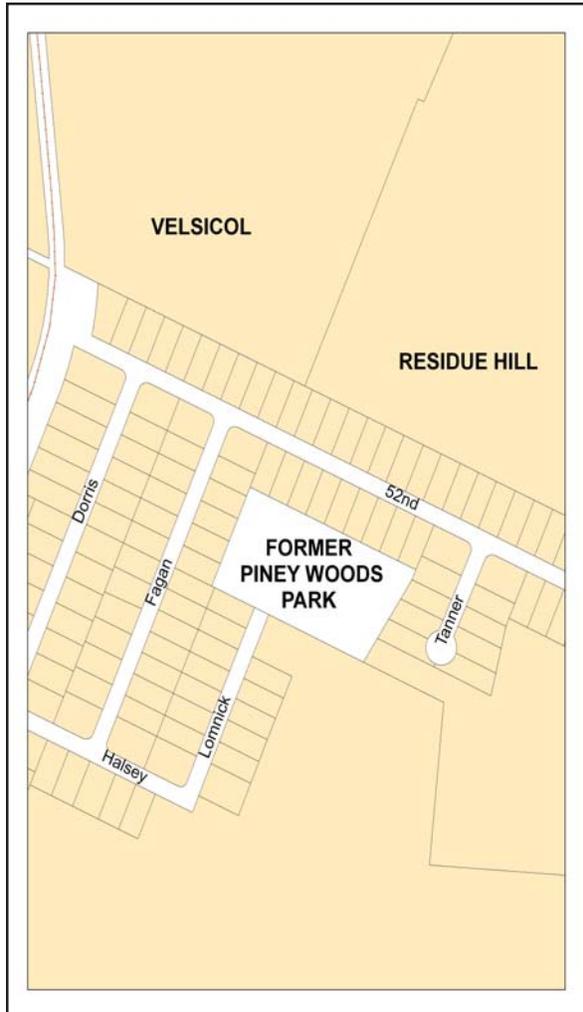
- A deed restriction was placed on the property by the heirs limiting the use of the property to recreation use only.
- This site is surrounded by industrial/manufacturing facilities, and if the deed restriction is removed this site could be used for industrial development. However, this plan does recommend that a portion of the site be set aside and maintained as recreation as an important greenway/gateway into Alton Park.
- The structure on the site is in a state of disrepair and is no longer serviceable to the community. The City of Chattanooga should consider demolition of the former recreation building.



*Current, 2009, gateway to the Alton Park Community.*



*Artist rendering of proposed gateway improvement.*



### **Piney Woods Park**

The former Piney Woods Park no longer functions as a neighborhood park. The park was closed due to fears of contamination from groundwater discharge from Residue Hill and contamination of the site from the frequent flooding of the Chattanooga Creek floodplain.

The Phase II report did not anticipate that either the EPA or TDEC would require additional remediation for the site based on the soil and groundwater sampling performed for the environmental site assessment. Even so, the property is challenging to reuse in a manner compatible to the surrounding neighborhood due to location and lack of access.

### **Recommended Considerations for Piney Woods Park:**

- Physical barriers such as lack of easy, direct accessibility, lack of parking, and location makes this site difficult to reuse as a functioning neighborhood park.
- The key to any park is public accessibility.
- The site is located to rear of several residential structures along E. 52<sup>nd</sup> and Fagan Streets with limited access. This lack of public accessibility isolates the park from public use.
- The site is low lying and is located within the 100-foot floodplain of Chattanooga Creek.
- It is recommended that this site remain as open-space in a natural, undeveloped state to serve as floodplain control for Chattanooga Creek.

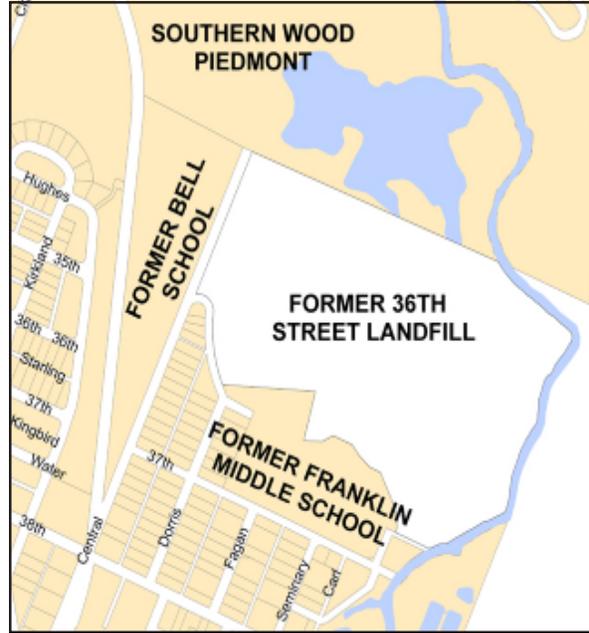


**Piney Woods Family Resource Center**

The rear portion of the property of the current Piney Woods Family Resource Center, and the former Piney Woods Elementary School, contains a open field area that at one time contained a playground area and basketball court. These areas are located within the 100-year floodplain of Chattanooga Creek. The former school building and current Family Recource Center’s building itself has been elevated to a location above the floodplain, however re-use of the recreational fields should be limited until additional Phase II investigations can be completed.

**Recommended Considerations for Elementary School Site:**

- The wooded portion of the site should remain undisturbed in a natural state for floodplain control.
- If Phase II investigations are satisfactory, portions of the site where the former recreational areas were on the site could be re-used as recreation, or as a connection point to the proposed Chattanooga Creek Greenway.



**Former 36th Street Landfill**

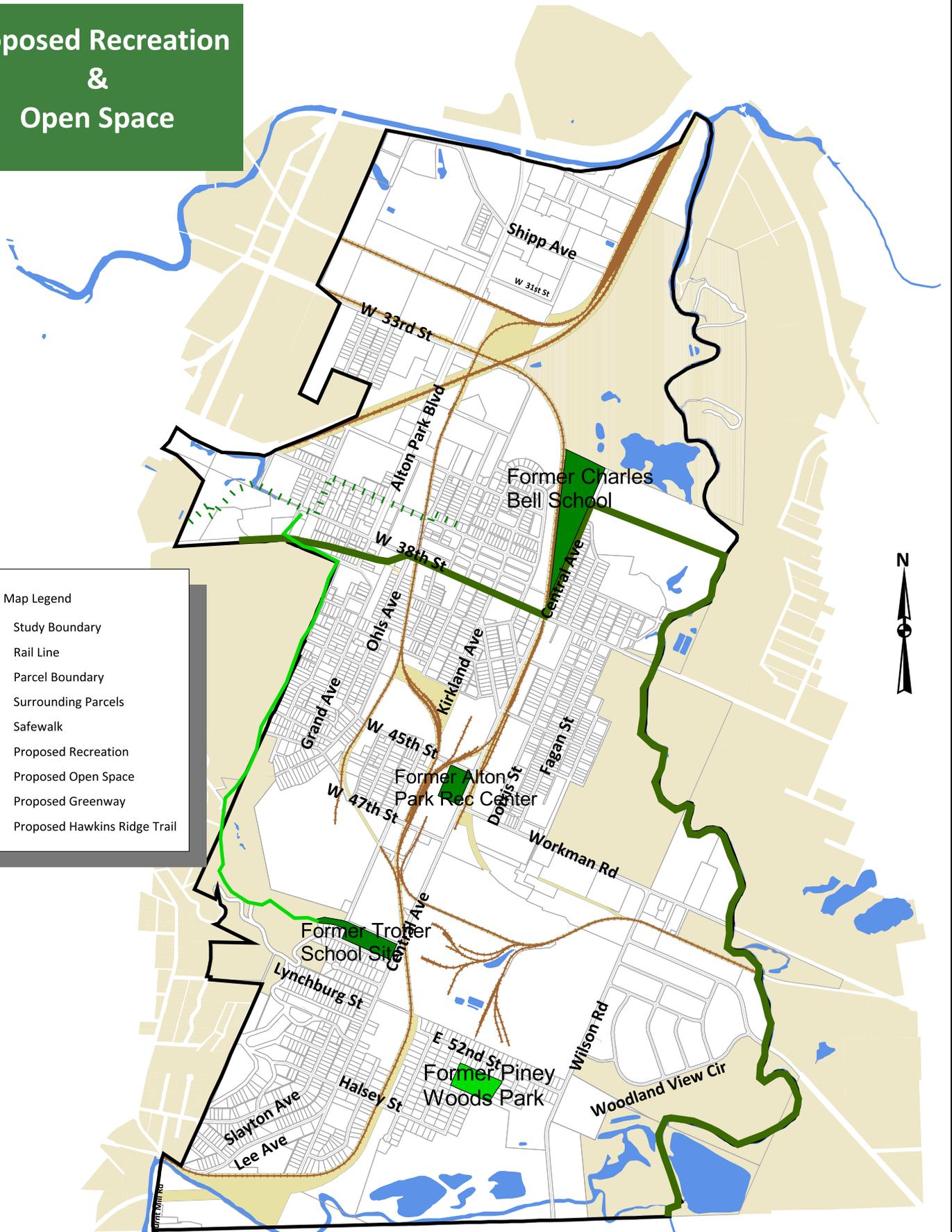
The former Alton Park Master Plan suggested competitive sports fields and outdoor courts at the former Charles A. Bell School Site and the former 36th Street landfill site behind the former John Franklin Middle School. The competitive sports fields were to be located on the site of the former 36th Street landfill. However, due to funding limitations and questions associated with how the site was capped the use of the site as an area for competitive ballfields was never constructed.

**Recommended Considerations for Former Landfill Site:**

- This plan recommends that this area remain as a special use category until further environmental assessments are conducted on the site.
- Any future development on this site should set aside land in an easement for the potential use of a portion of the property for the future development of the Chattanooga Creek Greenway.

# Proposed Recreation & Open Space

- Map Legend
-  Study Boundary
  -  Rail Line
  -  Parcel Boundary
  -  Surrounding Parcels
  -  Safewalk
  -  Proposed Recreation
  -  Proposed Open Space
  -  Proposed Greenway
  -  Proposed Hawkins Ridge Trail



## GREENWAYS

*(See Proposed Greenway Map- Page 96)*

Chattanooga has had a long and very successful history of constructing greenways in our communities to restore the natural floodplains and also providing a means of recreation. Examples of those successes include the Tennessee Riverwalk, the North Chickamauga and South Chickamauga Greenway. The 100-year floodplain limits development potential within the community; however, it does provide opportunities for recreational opportunities in terms of open-space areas and a greenway. The construction of greenways along our rivers and streams is one method used to conserve, protect and restore natural floodplains. Greenways also provide many benefits to a community such as: education, alternative modes of travel, recreation, increase in health, quality of life, habitat and water quality, and floodplain management.

### Chattanooga Creek Greenway

The Alton Park Master Plan and the Trust for Public Land (TPL) 5-Year Strategic Plan both recommend the construction of the Chattanooga Creek Greenway. The original plans for the proposed Chattanooga Creek Greenway followed along Chattanooga Creek from Howard Middle and High School to Emma Wheeler Homes. Destination points or pedestrian connectivity along the greenway were provided to areas such as Crabtree Farms, former Franklin Middle School, Clifton Hills, and Caruthers Park. The proposed greenway location crossed the property owned by the former Southern Wood Piedmont Corporation.

The Trust for Public Land has successfully partnered with and assisted the City of Chattanooga in acquiring land for greenways. However, the Trust for Public Land only works with willing sellers and/or donors. The Southern Wood Piedmont Corporation would need to



*Tennessee Riverwalk*



*Greenway Information Station*

be willing to sell or donate land to the greenway efforts or options should be explored to extend the greenway in a westerly direction across the former 36<sup>th</sup> Street Landfill site connecting the greenway to the Bell School Site, which is proposed to become a recreational area.

### Recommended Considerations for Chattanooga Creek:

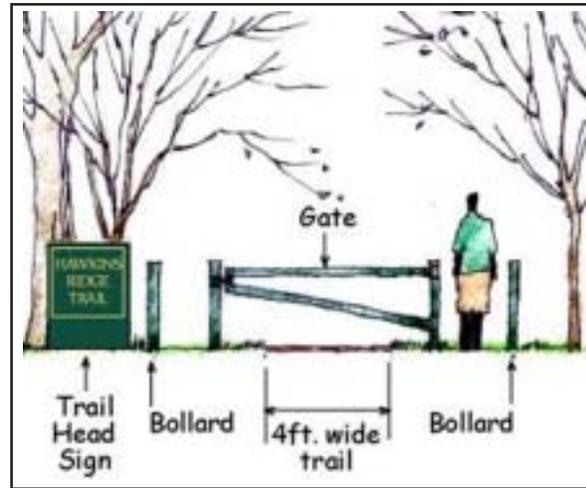
- Issues such as security, safety, lighting, accessibility, public facilities, destination points, and the potential of any remaining contamination and who would be responsible for any clean-up that maybe required need to be addressed.
- The various issues and/or questions needing to be addressed additional discussions and environmental investigations should be pursued. These issues not only need to be addressed to ensure not protection of the city, but to ensure public safety when considering future recreational uses of properties near Chattanooga Creek. The City of Chattanooga also has a concern that if the city were to take ownership of any land or easements along the route of the proposed greenway that the city may be held responsible or liable for any clean-up of potentially contaminated sites along the greenway. Prior to taking ownership of any land along the greenway route would need to know fully that the city would not be held liable or responsible for any clean-up of any contaminated site along the route.
- The Trust for Public Land and city officials are currently working on plans to extend the Tennessee Riverwalk from Ross's Landing to Broad Street and St. Elmo providing a connection to the South Chattanooga Recreational Center and the Alton Park safewalk.
- The Chattanooga Creek Greenway could be extended along the former 36th Street Landfill property providing a connection to the Bell School Site. The existing Alton Park Safewalk also provides a connection to the South Chattanooga Recreation Center, thus connecting the Chattanooga Creek Greenway and the Tennessee Riverwalk extension. The extension of the Tennessee Riverwalk into the St. Elmo Community and the South Chattanooga Recreation Center and the Chattanooga Creek Greenway would provide a connection for the residents of Alton Park to destination points along the greenway and to downtown Chattanooga.
- Future design plans should incorporate provisions for security, lighting, accessibility, and connections to destination points in the community.
- Design of walking and hiking trail materials for the greenway should take into consideration the frequent flooding that occurs within this floodplain during extended rain events. Materials such as mulch or gravel are likely to be washed away when flood waters recede. Materials such as asphalt or concrete pavement that will remain in place are better options.
- A raised boardwalk is an even better option. The raised boardwalk would lift people above the ground, effectively eliminating exposure to pathways and potential contaminated soils. A raised boardwalk would also allow flood waters to flow underneath the decking during flood events.
- The use of handrails, fencing, or landscaping would also be encouraged to keep people from wandering off of the established walking and hiking trails. The use of interpretive signage and displays can act as educational materials and warnings to the benefit of future greenway users.
- All of these design concepts will require upkeep and maintenance. A plan for future maintenance and environmental health oversight may be necessary for this greenway.
- Property located within the floodplain of the Chattanooga Creek and along the route of the proposed greenway, once the actual route has been planned, could potentially be acquired from willing property owners through the use of FEMA grant funds.
- The property purchased using funds from FEMA are required by FEMA to be dedicated and maintained for uses such as: open-space, recreational, or wetlands management practices and consistent with conservation of natural floodplain functions. The property acquired will carry a permanent deed restriction providing that the property be maintained for open-space, recreation, or wetlands management. Property acquired using FEMA grants funds could be land banked with the city and held as open-space until the time comes to start construction of the greenway, or as with other greenway projects develop the greenway system in phases.

### Hawkins Ridge

The conservation of Hawkins Ridge is another opportunity for recreational uses in the Alton Park community. Hawkins Ridge is a natural border running parallel between the Alton Park and St. Elmo communities. Physical barriers such as steep topography and limited access make it a challenge for potential development on Hawkins Ridge. However, the steep topography along this ridge does provide excellent views and vistas.

#### Recommended Consideration for Hawkins Ridge:

- The St. Elmo Community Plan, adopted in 2001 recommends the conservation of Hawkins Ridge with proposed walking trails that would remain in a natural state as much as possible.
- Hawkins Ridge is located within the Reserve Development Sector as identified in the Chattanooga-Hamilton County Comprehensive Plan 2030. The Reserve Development Sector generally consists of areas of open-space and other sensitive areas that are not currently protected from development.
- Appropriate land uses along Hawkins Ridge should include recreation, parks, walking trails, bike trails, and utility structures such as water tanks.
- Steps should be taken to protect Hawkins Ridge from development through the use of conservation easements, or working on agreements from willing property owners to sell or donate land to be used as a walking trail along Hawkins Ridge.
- These walking/bike trails could provide education opportunities for students at Calvin Donaldson Environmental Academy, and another form of recreation or pedestrian connectivity to destination points such as the South Chattanooga Recreation Center, post office, library, the proposed extension of the Tennessee Riverwalk, and the former Trotter School site, etc.
- Community based organizations and neighborhood leaders in the St. Elmo and Alton Park communities should work together with the Trust for Public Land (TPL) and the City of Chattanooga Department of Parks and Recreation with regard to proposed trail locations, destination/connection points, maintenance and management of the trails, safety and security, and implementation strategies.



**Issue:** *Protection of natural resources and the need for alternative forms of recreation and modes of pedestrian travel.*

**Goal:** *Continue to promote and encourage the ongoing expansion system of multi-use paths greenways as a means of recreation, and an alternative mode of transportation.*

#### Recommended Actions:

- Community-based organizations should work with the Trust for Public Land (TPL) and other partners to explore options for the expansion of the Chattanooga Creek Greenway in order to preserve the Chattanooga Creek floodplain and the conservation of steep slope areas such as Hawkins Ridge.

#### Healthy Community Goals and Recommendations:

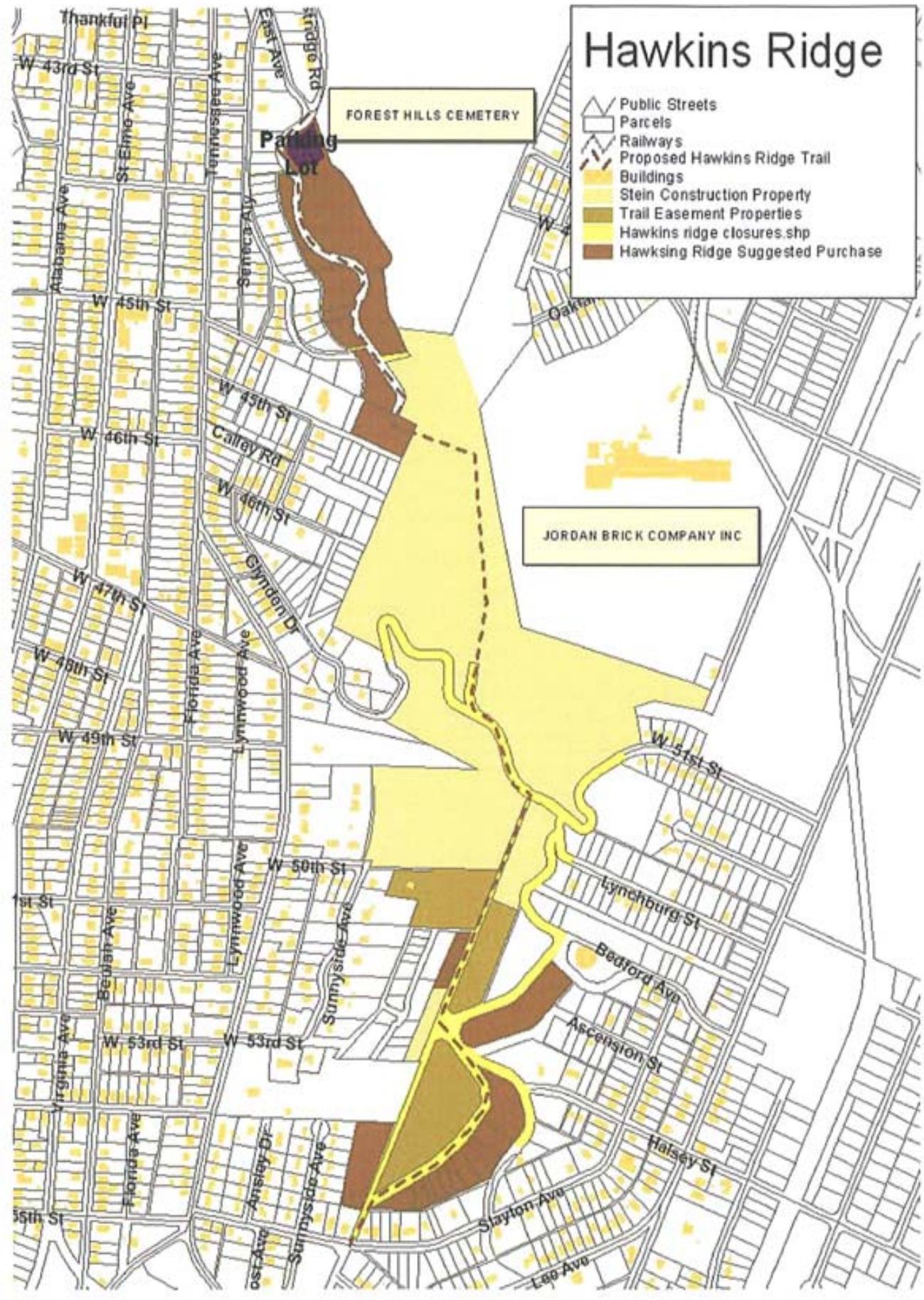
Strategy 22: Communities should enhance personal safety in areas where persons are or could be physically active.

Personal safety is affected by crime rates and other non-traffic related hazards that exist in communities. Limited but supportive evidence indicates that improving community safety might be effective at increasing levels of physical activity in adults and children.

Centers for Disease Control and Prevention. Recommended Community Strategies and Measurements to Prevent Obesity in the United States. MMWR 2009; 58 (No. RR-7):8.

# Hawkins Ridge

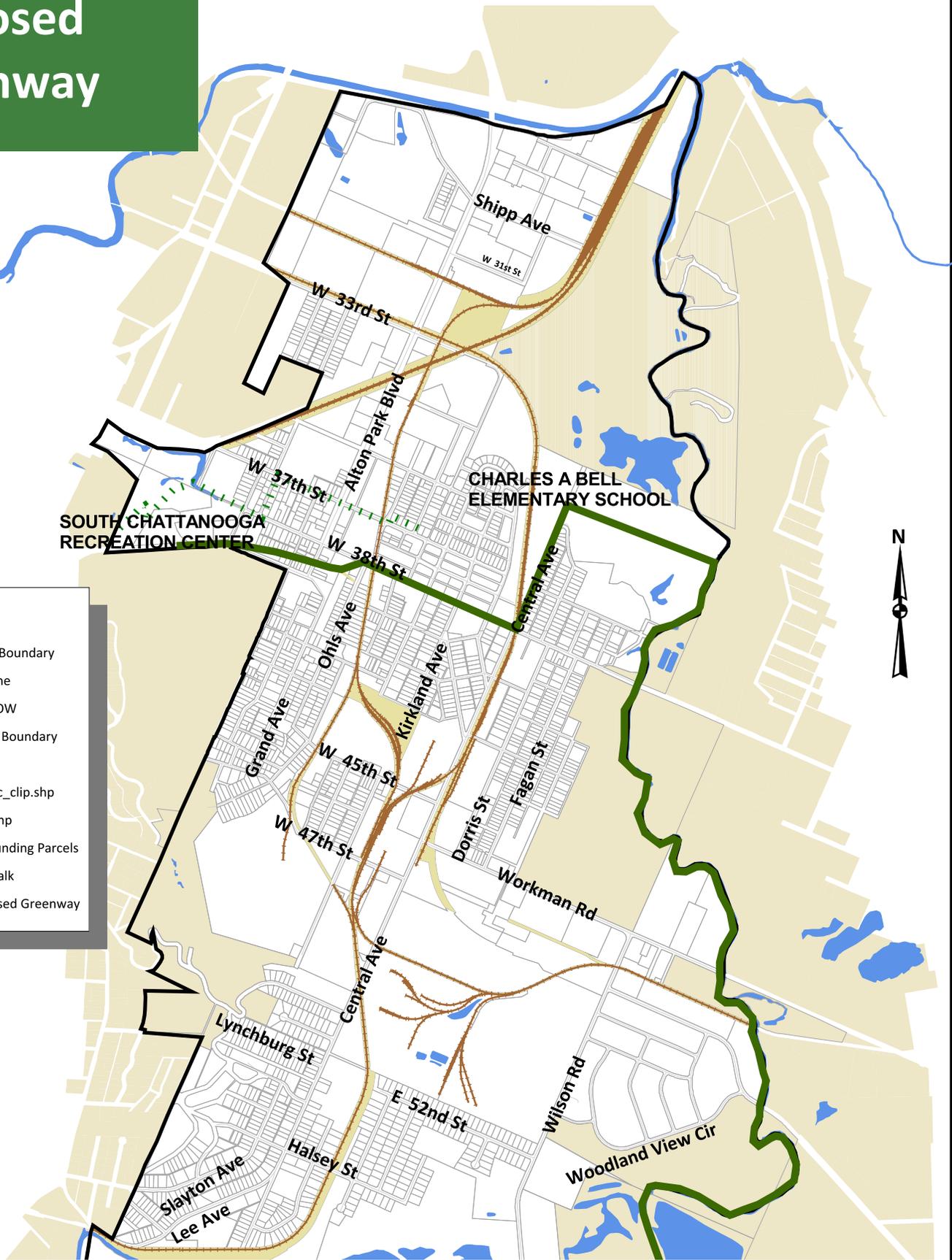
- Public Streets
- Parcels
- Railways
- Proposed Hawkins Ridge Trail
- Buildings
- Stein Construction Property
- Trail Easement Properties
- Hawkins ridge closures.shp
- Hawksing Ridge Suggested Purchase



# Proposed Greenway

Map Legend

	Study Boundary
	Rail Line
	Rail ROW
	Parcel Boundary
	Water
	Blocklc_clip.shp
	Row.shp
	Surrounding Parcels
	Safewalk
	Proposed Greenway



## INSTITUTION AND CIVIC FACILITIES

*(See Existing Institution & Civic Facilities Map- Page 114)*

The location and quality of public and private infrastructure is critical to quality of life issues and to the manner in which the land in the county develops. An understanding of the accessibility, community impact, and long term viability of these facilities and services is critical to developing a sound, well-integrated community land-use plan. The Alton Park/ Piney Woods Community has a few new civic and institutional facilities, but more importantly many of them have closed. It is not only the prevention of further deterioration of present civic facilities that is the issue, but also the accessibility, strong support of the community, and how those facilities are to be funded and maintained.

The accessibility of civic and institutional facilities to the community ensures the viability of the facilities and their impact is enriching the community. Citizen's physical accessibility to the facilities can be accessed through transit, pedestrian, or bicycle.

Other factors that influence the character of a community and its quality of life include an actively involved citizenry, a diverse culture, and formal and informal community organizations along with the aspects introduced in the other community component sections. The elements discussed here consider the physical and social environment, where the community has been and where it is going. The goals support the other community components by establishing policies that ensure that public services are adequate to support a present and future healthy community while acknowledging the Alton Park/Piney Woods community's role in contributing to community character.

## COMMUNITY MANAGEMENT

Properties in Alton Park are located in the City of Chattanooga; therefore, they reap the benefits of the city's public utilities, fire & rescue, police, library, post office, and other civic and institution facilities. This area is also served by the City of Chattanooga water and sewer facilities.



## FIRE AND RESCUE

The Alton Park community is served by the City of Chattanooga Fire Station 14, located at 1009 West 39th Street in South Chattanooga. Station 14 operates with a total of 30 personnel on three shifts that comprise two companies: Quint 14 and Squad 4. Quint 14 is a 2005 Central States Quint with a 75-foot aerial and Squad 4 is a 1998 Central States fire engine. Quint 14 and Squad 4 personnel are trained in Hazardous Materials, EMS, and Extrication. In addition, Squad 4 personnel have Urban Search and Rescue training. Squad 4 is equipped with heavy hydraulic and pneumatic tools used for rescue and extrication.

The Chattanooga Fire Department places a high priority on connecting with the citizens it serves. The firefighters are involved with community groups and events throughout the year, on and off the job. One of the most recent initiatives related to community involvement was the establishment of the “Community Hour” at all 17 fire stations. Citizens are invited to stop by their neighborhood fire station from 6:00 p.m. to 7:00 p.m. and get to know the firefighters who serve their neighborhood. Here is a list of many other ways Chattanooga firefighters connect with the citizens they serve.



- Teaming up with the American Red Cross twice a year to distribute free smoke alarms in at-risk neighborhoods. So far, they have distributed roughly 600 smoke alarms to families that need them.
- Handing out stuffed animals to children involved in fires and car wrecks. This gesture is to help the children cope with one of the most traumatic experiences of their young lives.
- The Fire Prevention Bureau conducts public education classes for children on a regular basis. Using the Fire Safety House and Sparky, the Bureau teaches children how to protect themselves in the event of a fire. If you're interested in having the Fire Safety House visit your school or venue, please download the 'Fire Safety House Teacher's Packet' from the City of Chattanooga Fire Department website: <http://www.chattanooga.gov/4821FireDepartment.htm>. It has all the info you need to set up and run a successful fire safety presentation, then fill in a request form and mail it to us or fax it to (423) 643-5611.
- Chattanooga firefighters raise money for the Muscular Dystrophy Association (MDA) with the annual Firehouse Chili Cook-off at the Chattanooga Market. Through four events so far, the firefighters have raised about \$30,000 for MDA.

- Chattanooga firefighters provide 'After the Fire' brochures to fire victims. These brochures provide useful information on what to do after the fire, such as what information to gather for insurance purposes, how to clean up belongings that are salvageable, and how to replace lost documents.
- Station 1 on East Main Street has a Community Room that can be used by citizens for community meetings and other events. All you have to do is call Station 1 at 267-1463 to find out how to reserve the room. More community rooms will be added at future fire stations.
- Chattanooga firefighters offer free blood pressure checks at all City fire stations. Just stop by your neighborhood Chattanooga fire station during the hours of 8:00 a.m. and 7:00 p.m. any day of the week and the firefighters will be glad to check your blood pressure for free.
- Chattanooga firefighters have started an annual food drive to replenish supplies at the Chattanooga Area Food Bank. In their first drive last year, they collected more than 7,500 pounds of food for needy families.



## POLICE

Alton Park is served by the City of Chattanooga Police Department, Sector 1, Charlie Zone. The Charlie Zone (South Side) Precinct is staffed twenty-four hours a day, seven days a week.

In the fall of 2009, the South Chattanooga police precinct, which was located in the South Chattanooga Recreation Center, consolidated along with two other precincts in a new precinct on 11th Street.

**CRIME & SAFETY**

The Ochs Center of Chattanooga produced the *State of Chattanooga Region Report* (SOCRR). Funded by local foundations and released for the first time in 2006, the *State of Chattanooga Region Report* offers a comprehensive look at conditions in Hamilton County in the areas of health, public safety, the local economy, education and community development. Using survey data and administrative data from national, state and local government agencies, the report compares conditions in Hamilton County with thirteen other benchmark jurisdictions around the country. SOCRR also examines differences in thirty-six sub-regions or neighborhoods across Hamilton County from Alton Park to Walden. Alton Park is in turn included in the sub-region of South Chattanooga.

The Crime SOCRR examines dozens of indicators related to criminal offenses, arrests, incarceration, prison releases and public opinion on crime. The report provides detailed information on crime at the neighborhood level in Hamilton County. This report calculates crime rates for thirty six sub-regions in the county for robbery, aggravated assault, simple assault, burglary, vandalism, and drug offenses in 2006 and 2007. Five sub-regions were ranked among the top five in each of these crime categories three or more times in either 2006 or 2007 or both: Ridgedale/Oak Grove/Clifton Hills; Bushtown/Highland Park; South Chattanooga; Downtown; Amnicola/ East Chattanooga. In 2006 and 2007, South Chattanooga has the fourth highest crime rate.

2006						
	Robbery	Aggravated Assault	Simple Assault	Burglary	Vandalism	Drugs
Ridgedale/Oak Grove/Clifton Hills	1450.1	1510.1	1749.8	3032.1	3187.9	2948.2
Downtown	732.8	1206.9	2428.2		4497.1	3850.6
Bushtown/Highland Park	797.3	1003.1		2494.9	2752.1	
South Chattanooga	749.6			1933.1		1656.9

2007						
	Robbery	Aggravated Assault	Simple Assault	Burglary	Vandalism	Drugs
Ridgedale/Oak Grove/Clifton Hills	1629.9	1546.0	1977.5	2708.5	4050.8	4134.7
Bushtown/Highland Park	1080.2	1659.0	2173.4	2173.4	3305.0	2340.5
Downtown	876.4	1810.3	2658.0		4109.2	5186.8
South Chattanooga	631.2			2154.0		2666.9
Amnicola/East Chattanooga	677.6	1010.2				4866.3

*This 2006 / 2007 Crime Data Table by the Ochs Center for metropolitan studies.  
 Found 6/2/2009 at [www.ochscenter.org](http://www.ochscenter.org).*

**POST OFFICE**

The South Chattanooga Post Office is located at 1101 W 40th Street.

The hours of operation are Monday through Friday 8:30-5:00pm, Saturday 9:00-12:00pm, and Sunday closed. The last daily collection is Monday through Friday 5:00pm, Saturday 2:00pm, and Sunday closed. The Post Office can be contacted at (800) ASK-USPS; (423) 821-1194; Fax: (423) 821-1261; for TTY Service: (877) 889-2457 for hearing impaired.

“Since 1775 the U.S. Postal Service has connected friends, families, neighbors and businesses by mail. This tradition of public service brings with it a responsibility to be a good corporate citizen in every community in the United States. The Postal Service’s many outreach activities give us an opportunity to use our resources to give back to the communities where we live and work.” *John E. Potter, Postmaster General of the United States*

**ACCESSIBILITY**

Chattanooga Area Regional Transit Authority (ARTA) is the public transportation means for Alton Park. ARTA “Route 1: Alton Park”. The 2009 bus fee schedule is listed on page 91.

This bus route can transport citizens to and from the following institutions and civic facilities: Chattanooga Choo-Choo, Alton Park Health Center, South Chattanooga Recreation Center, Post Office, Howard School of Academics & Technology, Rite Aid, BI-LO Grocery Store, and Battle Academy.

The South Chattanooga Recreation Center and other civic facilities are centrally accessible to the St. Elmo neighborhood and the Alton Park/ Piney Woods community.

<b>Bus Fares &amp; Passes</b>	
Exact Change Required. Cash fares are deposited in the coin and/or dollar bill slot on the fare box. <i>Prices are subject to change and should be checked at <a href="http://www.carta-bus.org">www.carta-bus.org</a>.</i>	
<b>Passes</b>	<b>Fares</b>
Adult	\$1.50
Senior <i>Ages 65 &amp; Over: Medicare, or identification card issued by a State or Federal agency with date of birth is required.</i>	75¢
Person with Disability <i>Medicare, CARTA Special Fare I.D. Card or ADA eligibility card required.</i>	75¢
Student <i>Children at ages 6 to High School are considered students. CARTA Student Bye-Pass Card required for grades 6-12.</i>	75¢
Children ages 5 & under ride free with a paying passenger.	
31 Day Unlimited Ride Pass <i>Unlimited rides for 31 consecutive days after activation.</i>	\$50.00
24 Hour Unlimited Ride Pass <i>Unlimited rides for 24 hours after activation.</i>	\$4.00
24 Hour Unlimited Ride Reduced Pass <i>Unlimited rides for 24 hours after activation for persons who qualify for the reduced fare.</i>	\$2.00



## LIBRARY

The South Chattanooga Branch of the Chattanooga-Hamilton County Bicentennial Library, located on 925 West 39<sup>th</sup> Street, is the library for the Alton Park community. The South Chattanooga Branch is accessible by Carta Bus Route #1 Alton Park – get off near 40<sup>th</sup> and Pirola and walk one block up 40<sup>th</sup> to 39<sup>th</sup> Street. This branch shows movies monthly, and organized biweekly children’s programs. The South Chattanooga branch is currently open Monday through Friday 9am to 6pm and closed Saturday & Sunday. More information upon the South Chattanooga Chattanooga-Hamilton County Bicentennial Library can be found at <http://www.lib.chattanooga.gov/sc/sc.html> or by calling the Library Call Center at (423)757-5310.

## MEDICAL FACILITIES

The Southside Community Health Center - Erlanger Health Center is currently located in the old Franklin Middle School site: Southside Community Health Center on 100 East 37th Street. The Southside Center was established in 1968. According to Erlanger’s Strategic Planner this Health Center is scheduled to move locations in the 2009-1010 calendar years. The key location criteria for new Southside site include the following.

- Proximal to present neighborhood
- Location on bus route
- Within 1 mile of current site
- Major thoroughfare/traffic count
- Ample parking
- Safe
- Visibility
- Sized for growth
- Responsive to socio-demographics of those served

The Center has comprehensive, multi-specialty primary care facilities offering affordable, accessible, high-quality medical and dental care. The board-certified or board-eligible professional providers include

pediatricians, internal medicine specialists, an obstetrics and gynecology physician who is a Fellow in the American College of Obstetrics and Gynecology, nurse practitioners, nurse mid-wives, and dentists.

The Health Center also provides cutting-edge disease management and wellness promotion services to patients. These services are an integral part of their approach to providing high-quality clinical care to the community.

Access to emergency care hospitalization or other specialized services is provided through their affiliation with the Erlanger Health System. They provide health care regardless of the patient’s ability to pay.

Individuals may call in advance to schedule an appointment. If an individual has an immediate health problem, it is recommended that individual call early in the day to talk with a nurse. An appointment will be scheduled as soon as possible. Only a limited number of walk-in patients can be seen. If an individual has an emergency after regular clinic hours, he/she should call the Health Center’s number. The answering service will take the call and forward it to the doctor on call. Referrals for emergency care and specialty care will be made as needed.

The land use plan’s public meeting on August 27th included representation from Erlanger. Of the individuals in attendance at the public meeting, the Southside/ Dodson Avenue Community Health Center’s Executive Director and Public Liaison were the Erlanger representatives. These representatives spoke to the citizens about the future plans of the Southside Community Health Center. These plans include no intent to leave the Southside area. This center is also not planned to close until a new location opens, and this will likely occur within one mile of the current site.

The full site description and land use recommendation of this property can be found in the Brownfield Focus Areas section of this document. This site is a piece of the Old 36th Street Landfill and Franklin Middle School/

Health Center Tax Parcels 155M C 001 and 155M C 003. A portion of the site is planned to be used as a professional training center, and the remaining portion of the site is recommended to include a public-use component.

## SCHOOLS

The Alton Park community is zoned for Calvin Donaldson Elementary, East Lake Elementary, Orchard Knob Middle, East Lake Academy, and the Howard School of Academics and Technologies High School. Of the zoned schools, Calvin Donaldson Elementary is the only school physically located within the study boundary. The Hamilton County zoning maps for the study areas schools is located in the appendix of this document, and it should be noted that both elementary schools' zoning are shown on the Calvin Donaldson zoning map. School buses are accessible to most residents, and further accessibility can be requested through the Hamilton County Department of Education Hotline Phone Number: 423.209.5555 or online at <http://www.hcde.org/transportation>. Please refer to the transportation section of this document for other means of transportation to local schools. The Safewalk is also referenced in the transportation section of this document.



*Calvin Donaldson Environmental Science Academy*

## Calvin Donaldson Environmental Science Academy Elementary School

Calvin Donaldson is located at 927 West 37TH Street in Chattanooga, and is one of 78 schools in Hamilton County School District. Calvin Donaldson is a public school which serves 239± students in grades PK, K-5. Calvin Donaldson more specifically serves the portion of Alton Park north of Workman Road and 47<sup>th</sup> Street. Calvin Donaldson Elementary School made adequate yearly progress in 2007. Under No Child Left Behind, a school makes Adequate Yearly Progress (AYP) if it achieves the minimum levels of improvement determined by the state of Tennessee in terms of student performance and other accountability measures. In 2006, Calvin Donaldson Elementary School has 13 students for every full-time equivalent teacher. The Tennessee average is 16 students per full-time equivalent teacher.

Calvin Donaldson is also the location of the Alton Park/St. Elmo Community and Teaching Garden project. As of June 2009, the Calvin Donaldson garden is one of nine community gardens scattered around churches and schools throughout Chattanooga. This garden is funded in part by \$1,000 grants from the Junior League of Chattanooga. The community garden project is part of the Chattanooga-Hamilton County Health Department program: Step ONE. This program is focused on lowering obesity rates by connecting children and families to the origins of the foods they consume.



*Alton Park/St. Elmo Community and Teaching Garden*

### **East Lake Elementary School**

East Lake Elementary School is located at 3600 13<sup>th</sup> Avenue in Chattanooga. East Lake is a public school which serves approximately 318 students in grades K-5. East Lake also has a Pre-K program. East Lake more specifically serves the children of Emma Wheeler Homes and the Piney Woods community.



*East Lake Elementary School*

### **Orchard Knob Middle School**

Orchard Knob Middle School is located at 500 N. Highland Park Avenue in Chattanooga. Orchard Knob Middle is a public school which serves the students from Calvin Donaldson Elementary at grades 6 through 8. This middle school's 2009 enrollment was approximately 473 students.



*Orchard Knob Elementary*

### **East Lake Academy**

East Lake Academy is located at 2700 East 34<sup>th</sup> Street in Chattanooga. East Lake Academy is a public school which serves the students from East Lake Elementary at grades 6 through 8. This middle school's 2009 enrollment was approximately 464 students.

### **The Howard School of Academics and Technologies**

The Howard School is located at 2500 South Market Street in Chattanooga. The Howard School is a public school which serves as the high school, grades 9 to 12, for the students in the study area coming from Orchard Knob Middle School and East Lake Academy. This high school's 2009 enrollment was approximately 703 students.



*East Lake Academy*

The Howard School of Academics and Technologies serves as Alton Park's High School.

The school has a deep rooted history in the Chattanooga community. Established in 1865 by the American Missionary Society, Howard School was the first free public school in Hamilton County. In 1873, Howard School was incorporated into the Chattanooga School System by the Reverend E. O. Tate, a black

congregational minister. Tate served as Hamilton County's first Superintendent of Education until the formation of the Chattanooga Board of Education in 1873. The school was named after General Oliver Howard, Commissioner of the Freedmen's Bureau. The school is located on a 39-acre site and is divided into 6 distinct areas: main building, auditorium, cafeteria and fine arts center, vocational and technology wing, gym and the Teen Learning Center.

As of 2009, Howard's website also includes a number of notable attributes. Thirty members of the Howard faculty are members of the Annenberg National Reform Faculty and meet monthly in Critical Friends Groups — collegialships that promote reflective thinking about teaching practices and the quality of student work. The faculty also includes two recipients of National Endowment for the Humanities Grants, the 1998 Hamilton County Teacher of the Year, and the 2001 Christy McAuliffe Teacher of the Year for the State of Tennessee. Howard students have participated in the UTC Science Fair (1st place for two consecutive years), Duke University Academic Quiz Bowl, Law Day, Model UN, Day on the Hill with the Tennessee Legislature, SECNAV Academic Contest, Adopt-a-Highway, FBLA State Competitions and TMTA Math Competition. The school is in its fourth year of its service learning class. Forty-one students have received academic credit for their service with 30 businesses, including such diverse locations as the Creative Discovery Museum, The Chattanooga, Erlanger Hospital, African American Chamber of Commerce and Southeast Tennessee Legal Services. The school is a Title I school, which means that federal money is provided for instructional materials and additional personnel. Howard is also a part of the Carnegie Initiative, which provides \$16,000,000 for high school reform in Hamilton County.



*Howard School of Academics and Technologies*

#### **FORMER SCHOOL SITES**

A number of properties in the Alton Park community are former school sites. The Howard Middle School, which closed in the summer of 2009, is the most recent of the four closed school sites. This middle school is located next to the Howard High School. According to published articles, on May 23, 2009, the Hamilton County School Board voted to close Howard Middle School and another area school, 21<sup>st</sup> Century Academy, to help balance the budget. Howard Middle School zoned students from the study area are to attend Orchard Knob Middle School or East Lake Academy for middle school.

Other former school sites are:

- Piney Woods School at 701 Hooker Road closed as a school in the year of 1989. Currently, the Piney Woods Family Resource Center is located in a portion of the old Piney Woods School building.
- The Charles A Bell Elementary School at 3501 Central Avenue closed as a school in the year of 1989. This site is planned to become a park. It is recommended by the Chattanooga-Hamilton County Regional Planning Agency that the safety of adjacent neighborhood accessibility around the railroad tracks become of high priority.

Further land information and future plans for these sites are discussed in the Brownfield Focus Areas or other sections of this document.

### **ALTON PARK/PINEY WOODS ENVIRONMENTAL HEALTH AND JUSTICE COLLABORATIVE (EHJC)**

The EHJC, started in September 2005, is funded for four years by the National Institute for Environmental Health Sciences. The three primary organizational partners are the Alton Park Development Corporation, Southside/Dodson Avenue Community Health Center, and the University of Tennessee, Knoxville.

The long-term objective of the EHJC is to facilitate and strengthen neighborhood empowerment and leadership, ongoing information exchange, health promotion, and policy improvements in regard to environmental health and justice – with a focus on industrial and commercial chemical contamination – in the AP/PW neighborhood of Chattanooga, Tennessee.

### **NEIGHBORHOOD ENVIRONMENTAL COLLEGE**

In the summer of 2006, EHJC launched the Neighborhood Environmental College (NEC). The goal of the NEC is to facilitate information exchange and community outreach about technical, social, economic, environmental, political, and cultural factors, with a focus on chemical contamination. Community meetings were held to solicit neighbors' ideas about NEC curricula.

The objective of the Neighborhood Environmental College is to organize and host short courses, most of which are 40 clock hours in length, to learn from and provide research information to Alton Park/Piney Woods (AP/PW) residents about the nature and distribution of contaminants in their community. Course components are:

- Information Exchange
- Leadership Development
- Outreach/Advocacy

The Neighborhood College Model is based on an organizational system and philosophy that originated at the Grace Hill Neighborhood Settlement "Member Organized Resource Exchange" (M.O.R.E.) and "Neighborhood College" models in place at St. Louis, Missouri. Facilitators are encouraged to use the "popular education" model to empower course participants through cooperative study and action.

### **YOUTH ENVIRONMENTAL AND LEADERSHIP DEVELOPMENT CLASS**

The summer of 2008, the Alton Park/Piney Woods Health and Justice Collaborative teamed with the Bethlehem Center's Leadership Academy Summer Program, The Villages, and the Southside Recreation Center to offer the Youth Environmental Leadership Development Class. This 40-hour class was an opportunity for youth aged 13-18 to participate in education, training, and hands-on learning activities about environmental health and justice issues in the community.

For more information, contact the Alton Park Development Corporation.

### **RELIGIOUS INSTITUTIONS**

There are 27 religiously affiliated institution properties within the study area. Churches not only adds a sense of aesthetics and warmth to the community, but more importantly, compassion and knowledge of what a community needs for support and sustainability. Very often churches provide support and sustainability to communities through leadership and fellowship. There are many small religiously affiliated institutions in the Alton Park/Piney Woods community, and these institutions have diverse congregations from all over the city of Chattanooga. It is the hopes of the RPA that these institutions continue to be a source of community enrichment.

Each religious institution can be further organized by their respective pocket neighborhood:

- Piney Woods
  - St. Mary's Greater Baptist Church
  - St. Jude Cumberland Presbyterian
  - Piney Woods Baptist Church TRS
- Oak Hill
  - Union Grove Baptist Church
  - Moriah Missionary Baptist Church
  - Greater St. Jude Missionary
  - Shepherds Arms Rescue Mission, Inc.
  - Woodmore Acres Church of Christ Inc.
  - St. Elmo Missionary Baptist Church Inc.
  - Alton Park Congregation of Jehovah's Witness TRS
- Alton Park
  - Westside Baptist Church
- Fagan/Polk/Dorris Streets
  - Mission Baptist Consortium of Christ Inc.
  - Christian Fellowship Cumberland Presbyterian Church
  - Newborn Primitive Baptist Church
  - Church of the Nazarene
  - Spiritual Chapel of Truth Church Tr.
  - Quinns Chapel African American Methodist Episcopal Church

Three prominent religious institutions in the study area are The Sallie A. Crenshaw Bethlehem Center, Shepherd's Arms Rescue Mission, and Teen Challenge of Chattanooga. All three institutions are of the Christian affiliation, and have outreach efforts into the community.

The religious institutions noted are those identified through the Hamilton County tax records. Please contact the Chattanooga – Hamilton County Regional Planning Agency regarding inclusion of missing or new organizations.



### **Bethlehem Center**

The Bethlehem Center is located at 200 West 38<sup>th</sup> Street. The Bethlehem Center is a faith-based agency that leads programs and ministries that focus on character development, education/literacy, and leadership development. The Center's outreach to the community includes:

- Bethlehem V-TEAM Choir and V-TEAM Dancers for Special Events
- Employee referrals for local Businesses
- Periodic radio, television appearances
- Speaking Engagements: Conferences, Revivals, Workshops, and Seminars
- Consulting for Community Start Ups: V-Team After School Programs, Summer Programs, Credit Union, and a Leadership Development
- Special Events: Annual Breakfast, Annual Golf Tournament, Annual Art Auction, and an Annual Christmas Concert

As a private faith based non-profit agency, the Center's staff controls the use of the facilities. The Bethlehem Center is not free to the public. The center charges a fee for the use of their facilities, or raises money for the use of facilities or scholarships for programs. The center has controlled access and is not open to the general public for use. Please contact the Center for use of their facilities.

### **Shepherd's Arms Rescue Mission**

The Shepherd's Arm's Rescue Mission is located at the corner of West Avenue and 40<sup>th</sup> Avenue. The mission is a private facility. Their main demographic is homeless women and children victims of domestic violence in Chattanooga's inner city. The Mission's outreach to the community includes:

- Evangelization of the lost
- Depth of Christian discipleship



- Provision of a safe shelter for homeless women with children where emotional, psychological, and spiritual healing may occur
- Prevention of further erosion of God's design for the family
- Reduction of homeless and abortion rates
- Reduction of unemployment
- Restoration of dignity and self-worth according to Biblical principles
- Restoration of purity in relationships
- Restoration of a healthy socio-economic posture

### **Teen Challenge**

The Teen Challenge International Mid-South Headquarters is located at 1108 W. 33rd Street. The organization religiously counsels and assists people who have drug, alcohol, and other life-controlling problems. They furthermore continue the rehabilitation process through religious guidance and socialization into the family, local church, their chosen vocation, and the community. The organization offers a number of services to the community, many times free of charge. Examples of their services are educating teens about the dangers of drugs, holding weekly support group meetings, and working with people in juvenile halls, jails, and prisons. More information about their services can be found on their website at: <http://www.teen-challenge.com/index.htm>.



## ASSISTED LIVING FACILITY

### Rose of Sharon

Rose of Sharon's Senior Villa provide on site services of Assisted Living, Respite Care, and Adult Day Care. According to their website, <http://www.sharonseniorservices.com/> on 7/30/2009, they are licensed by the State of Tennessee as an Assisted Living facility. Their license is to serve 28 residents. They cater to individuals who need assistance with at least two ADLs – assistance with daily living. Majority of our residents and participants are elderly with Alzheimer's disease, however we do care for those with Parkinson's disease, stroke victims, depression, and other forms of dementia. Their goal is to assist caregivers who wish to find placement for their love one and to help hinder the admission of nursing home placement.

Rose of Sharon's Adult Day Center is licensed by the State of Tennessee through the Department of Human Services. The facility is licensed to have 45 participants at the day program. The facility is one of three licensed adult day centers in the Hamilton County area. The purpose of an adult day center is to prevent accidents while the caregiver is at work or outings, it gives an option of keeping individuals at home versus sending them to a nursing home before time, and prevents elderly abuse and neglect.

Sharon's Personal Care is licensed by the State of Tennessee Department of Mental Health. This service allows them to care for those who are living at home but need assistance with cooking, cleaning, bathing, and shopping. They cater to different levels of Alzheimer's disease, Parkinson's disease, stroke, and other forms of dementia.

If you or someone you know would like to schedule a tour of the Rose of Sharon's Senior Villa facility, make a referral, or receive more information, please call 423-698-2611.



## CHATTANOOGA DEPARTMENT OF NEIGHBORHOOD SERVICES AND COMMUNITY DEVELOPMENT

The Chattanooga Neighborhood Services Department strives to provide neighborhoods and individuals with the tools to address their most pressing needs while improving their quality of life. In 1996, Chattanooga recognized the importance of strong neighborhoods in a thriving city and realized that quality of life concerns can be most effectively addressed at the neighborhood level, the City of Chattanooga made manifest its commitment to neighborhoods by creating the Department of Neighborhood Services and Community Development.

The department maintains the city's commitment to building strong neighborhoods through programs designed to promote the welfare of neighborhoods, enhance community pride and encourage citizen participation. This is accomplished through the three divisions of Neighborhood Services and Community Development:

- Code Enforcement
- Neighborhood Relations
- Community Development

Chattanooga Department of Neighborhood Services and Community Development also provide an annual appropriation of funds to the Neighborhood Partners Program (NNP). This funding supports neighborhood projects that substantially, positively, and measurably impact the community. The Department partners with applicant neighborhood associations and community-

based organizations to implement and complete projects and programming proposed as a priority need in the City's nine council districts. Projects and programming that the City considers for funding fall under the following three categories:

- **Neighborhood Development:** Projects that strengthen and develop strong, independent, and capable neighborhoods as well as further encourage increased general awareness in our communities.
- **Neighborhood Safety:** Projects that focus on the health, welfare, and safety of Chattanooga's neighborhoods.
- **Neighborhood Beautification:** Projects that focus on beautification, landscaping and other activities to improve the appearance of blighted, open and common spaces.

Since 2005, the Department has awarded \$249,489 to 93 neighborhood associations and community-based organizations to complete 70 projects aimed towards strengthening Chattanooga's neighborhoods.

Recent projects completed include: community pride banners, youth enrichment programming, neighborhood pictorial history books, tree plantings and landscaping, creation of passive parks, birdhouse trails, neighborhood newsletters, brochures printed in Spanish highlighting the City Code, neighborhood clean-ups, and development of community association strategic plans.

Applications for the projects are usually available late July each year. To receive notification for application and guideline availability, please contact Chattanooga Department of Neighborhood Services and Community Development at (423) 425-3700.

As of March 2009, The Alton Park Development Corporation has received \$3,000 in funding from NPP for a "Community Garden". The garden is currently constructed and located at the Calvin Donaldson Environmental Science Academy.

Based on discussions with neighborhood services representatives, The South Chattanooga Association of Neighbors will be purchasing software that will help students age 12 to 17 develop basic typing and computer skills. The software will be installed on computers housed at the Bethlehem Center.

#### **Codes and Community Services Division**

The Codes and Community Services Division is responsible for addressing the concerns and requirements in public health, safety and welfare as they relate to the use and maintenance of existing structures and premises by:

- Enforcement of the property maintenance codes for the purpose of maintaining and preserving existing structures in the community
- Coordinating city efforts to promote compliance with housing, vehicle, litter, overgrowth and nuisance ordinances
- Working to eliminate blight and nuisance conditions through public education, code enforcement and programs

#### **Neighborhood Relations Division**

Neighborhood Relations supports the belief that the real strength of neighborhoods lies in the efforts of residents and community organizations. Neighborhood Relations Specialists facilitate these efforts. The Neighborhood Relations Specialist's role is to:

- Coordinate interdepartmental efforts to address neighborhood problems
- Assist neighborhood organizations in addressing community priorities and needs by helping set clear and attainable goals, and mapping a plan to achieve those goals
- Promote involvement and foster leadership among concerned citizens through training and development

### Community Development Department

Community Development, using grants from the U.S. Department of Housing and Urban Development, is dedicated to the revitalization of low-to-moderate income neighborhoods and the economic improvement of its residents. This department funds affordable housing initiatives; employment and business assistance; public facility and infrastructure improvements; and social services to assist the community as a whole.

#### FEDERAL PROGRAMS:

- Community Development Block Grant (CDBG)
- Emergency Shelter Grant (ESG)
- HOME Investment Partnership Act (HOME)

Current public notices and announcements can be found on NSCD: Community Development's website at [http://www.chattanooga.gov/Neighborhood\\_Services/86\\_CommunityDevelopment.htm](http://www.chattanooga.gov/Neighborhood_Services/86_CommunityDevelopment.htm).



*Alton Park\Piney Woods Community*

Please contact the Chattanooga Neighborhood Services office for an updated list of your local registered neighborhood association.

### NEIGHBORHOOD ASSOCIATIONS

Neighborhood associations are an integral part of making Chattanooga a great place to live, work and play. They play a critical role in the neighborhood services department's ability to interact with residents city-wide. Neighborhood Relations Coordinators work with neighborhood associations to assist with organizing, planning and more. They regularly attend association meetings and act as the primary link between the associations and the city. To find the Neighborhood Relations Coordinator for your area, visit the City of Chattanooga's Neighborhood Services and Community Development website at [http://www.chattanooga.gov/86\\_NeighborhoodServicesandCommunityDevelopment.htm](http://www.chattanooga.gov/86_NeighborhoodServicesandCommunityDevelopment.htm). This website can provide guidance for finding out how to start a new neighborhood association, register a new association, find an association in your neighborhood, share your events, see events for Neighborhood Services and Community Development including Neighborhood Association Meetings. Registered neighborhood associations located within and near by the study area are:

- Alton Park Development Corporation  
District(s): 7  
Location: APDC office @ Piney Woods Resource Center, 701 Hooker Road 37410
- Richmond Place Community Association  
District(s): 7
- South Chattanooga Association of Neighbors  
District(s): 7  
Location: Bethlehem Community Center, 200 W. 38th Street 37410
- The Villages at Alton Park  
District(s): 7

## THE CHATTANOOGA-HAMILTON COUNTY REGIONAL PLANNING AGENCY

The Regional Planning Agency (RPA) is another resource for neighborhood organization. The RPA can provide assistance with a neighborhood's zoning land use, community plan, and comprehension of the neighborhood's contribution to the city or county. More information about the RPA can be found at [www.chcrpa.org](http://www.chcrpa.org) or by calling 423-757-5216.



### THE 311 SERVICE CENTER

In February of 2003, the City of Chattanooga launched its new 311 Service Center, making Chattanooga one of the first mid-size U.S. cities to implement a "One Call to City Hall" program. 311 gives citizens easy access to city services, effectively replacing the often-confusing phone book "blue" pages. Today, citizens who need to request a service or report an issue can simply dial 3-1-1 to speak to a customer service representative, or visit the 311 website. By the end of 2004, 311 service representatives had handled 260,386 calls and entered 153,588 requests for service. Customer service ratings remain high.

Besides improving the city's customer service capability, 311 has given the city an important tool for measuring performance. City managers now have a centralized data collection and reporting vehicle to help them analyze trends in service requests and the timeliness and effectiveness of service delivery. Directors and supervisors are also using 311 data during the budget planning process to help determine resources needed for the upcoming fiscal year.

### *Community Management and Fiscal Efficiency*

**Goal: Identify compatible land uses in abandoned public properties.**

**Recommended Action Steps:**

- Evaluate future land use of properties currently or planned to be abandoned.
- Working with land owners and city of Chattanooga property management.
- Continue communication between Erlanger, the City of Chattanooga and Alton Park residents and stakeholders.
- Relocate needed civic/public uses in areas.
- Identify land uses and properties as valuable components of the neighborhood.

**Goal: Encourage public/private partnerships to support desired development.**

**Recommended Action Steps:**

- Continue efforts to strengthen partnerships with other local, state and regional agencies, as well as with nonprofit and private enterprises.
- Identify potential new partners and develop a coordination process.
- Consider joint siting and use of facilities.
- Identify underutilized civic sites that can be occupied by more than one use.

**Goal: Make strategic community investments.**

This goal is further addressed in the Implementation Section.

**Recommended Action Steps:**

- Assess the impact that new development/redevelopment may have on community facilities.
- Plan for needed community improvements from increased use or wear and tear of facilities.
- Encourage new development or redevelopment where public facilities already exist which may alleviate the need for constructing new facilities.
- Plan for facilities on the existing Alton Park Bus route.
- Ensure adequate fire protection, emergency medical services, and police service to the community through a cost-effective and efficient delivery system to maintain a safe environment to the public.

***Social Equity and Community Building***

***Goal: Enhance Alton Park's sense of community.***

***Recommended Action Steps:***

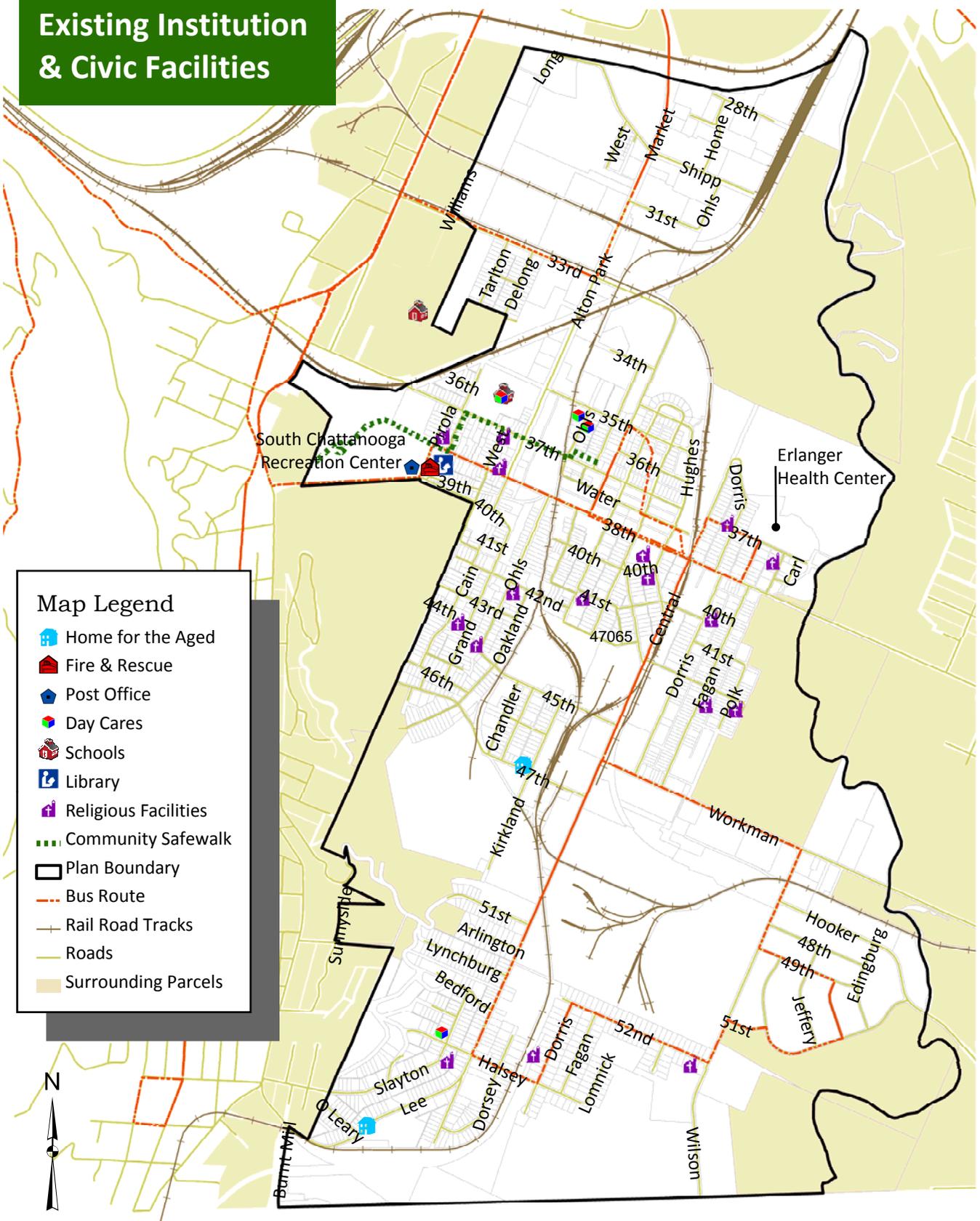
- Support formal and informal community organizations.
- Establish partnerships with service providers to meet the County's cultural, educational, economic and social needs.
- Encourage neighborhood association mentoring program between Alton Park/Piney Woods and St. Elmo neighborhood associations.
- Create a supportive environment for cultural activities.
- Civic buildings such as government offices, schools, post offices, libraries and community centers reflect a community's social values and should convey a sense of permanence and importance through their location and materials.
- Designate appropriate locations and designs for civic buildings such as schools and government buildings.

***Goal: Identify locations in the community for positive community collaboration and gatherings.***

***Recommended Action Steps:***

- The City of Chattanooga Department of Parks and Recreation and the privately managed civic, institutional or religious center should explore options of providing a public and private partnership agreement to provide both private and public meeting spaces. These meeting spaces can be used for community meetings or general neighborhood relationship building gatherings.

# Existing Institution & Civic Facilities



## Map Legend

- Home for the Aged
- Fire & Rescue
- Post Office
- Day Cares
- Schools
- Library
- Religious Facilities
- Community Safewalk
- Plan Boundary
- Bus Route
- Rail Road Tracks
- Roads
- Surrounding Parcels



Map Created by CHCRPA.  
Map Date: March 16, 2010



## RESIDENTIAL

Housing encompasses all of the places we call home, from single-family homes to multi-family apartments, from modular units to townhouses. Safe and affordable housing is the backbone of any community. The housing community component examines where we live, why we live there, and how those places are changing over time.

### COMPREHENSIVE PLAN 2030

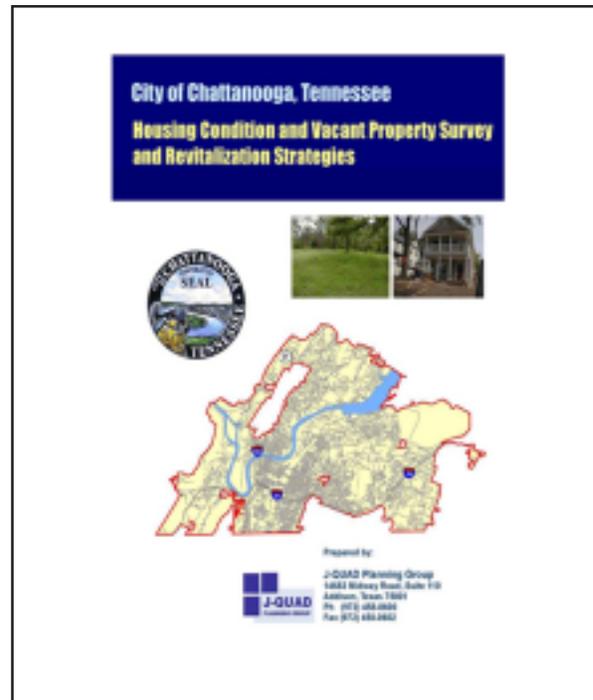
Alton Park is located within the Urban Infill Development Sector of the countywide comprehensive plan. The Urban Infill Development Sector is discussed in detail in the site and context section of this document. The recommendation from this section is:

*Housing is predominantly detached, although a diversity of housing types with medium to high densities is encouraged, including single-family detached, duplexes, apartments, multi-family, live-work buildings, and row houses. Accessory buildings, such as detached garages with apartments, are also appropriate in urban neighborhoods. The average density in the Urban Infill sector should be high enough to support transit and neighborhood commercial services. Alleys should be retained to provide rear parking and access for services and utilities. Residential and non-residential uses in this sector may be mixed in the same block or same building.*

### CITY OF CHATTANOOGA 2007 VACANT

#### RESIDENTIAL PROPERTY SURVEY AND REPORT

The City of Chattanooga Neighborhood Services Department commissioned a Residential Survey and Documentation study of exterior conditions in eighteen urban neighborhoods. The report includes documentation of all residential buildings, vacant lots, and vacant buildings. In addition to the data collection, analysis, reporting, the report includes a determination of revitalization strategies and resources that can be used to address the adverse conditions identified.



### Building Conditions

The majority of buildings in Alton Park need major repair (35%), and a minor number of the buildings need minor repair (13.3%). The majority of buildings in Piney Woods need minor repairs (71.6%), while a minor percentage need major repair (4.7%). It is favorably noted that only 4.8% of the building conditions qualify as dilapidated, and 0% buildings qualify in Piney Woods.

### Neighborhood Conditions

This survey shows no yard violations in 71.9% of Alton Park properties. High weeds are noted as present in 23.6% of Alton Park properties, and fewer than 5% of the properties contain violations of junk cars, litter, and multiple violations.

The occupancy status in Alton Park is unstable, as the neighborhood contains the following residential parcel occupancy percentages: 33.7% occupied, 22% vacant building, and 44.3% vacant lot.

This survey shows no yard violations in 94.6% of Piney Woods properties, and less than 5.5% of Piney Woods properties contain yard violations of high weeds, junk cars, or litter. The survey shows that the occupancy status of Piney Woods at 91.3% of the residential parcels is occupied, 8.2% of the residential parcels are vacant lots, and 0.5% are residential parcels with vacant buildings.

### **Survey Recommendations and Existing Actions**

This survey identified Alton Park and Piney Woods residential parcels experiencing various levels of decline, some in worst condition than others. While this report revealed that the majority of structures surveyed had structural deficiencies, a significant portion of those had only minor repair issues.

This is noteworthy as it underscores that minor repair or deferred maintenance in some instances is potentially the greatest threat to continued neighborhood stability for these neighborhoods. Therefore, this survey's major recommendation is that neighborhoods impacted by decline must devise a means for residents to keep pace with the maintenance demands of housing, an aging housing stock, and support those persons unable to maintain their properties on their own. This will enhance and support a healthy neighborhood "Image and Identity" and help attract new residents and retain existing residents and businesses.

An essential component of this recommendation will include becoming healthier, sustainable neighborhoods, able to meet the essential quality of life needs of its residents and to improve the physical character of the neighborhood. In some neighborhoods, these attributes are viewed as negative and uninviting both internally by its residents and externally by the community at large. Some neighborhoods are viewed as unsafe and a haven for criminal activities. Whether this is reality or a perception, it has a detrimental effect

on the image of the neighborhood either way. Neighborhood assets must be protected and improved. Structures should be strategically removed if found to no longer contribute to the well being of the community. The Hope VI project in Alton Park is an example of non-contributing properties being transformed into community assets. Other neighborhoods in Chattanooga such as Orchard Knob and Martin Luther King have strong signs of reinvestment evidenced by new replacement structures and renovations to existing properties. Maintaining vacant lots, including clearing weed, litter, and junk, and maintaining tree growth, would immediately improve the appearance of neighborhoods. Other amenities such as providing streetscape enhancements in the medians and pedestrian areas along residential streets, adding street lighting, sidewalks, shrubs, and new development on vacant lots, would significantly improve the neighborhoods. Most of all, there is a need to revive the "sense of community and trust" and encourage participation and cooperation from residents to maintain their homes, yards, and surroundings and to actively participate in community empowerment activities such as Crime Watch, neighborhood associations and self help initiatives. Based on these collective concerns and analyses, the survey recommends the following strategies.

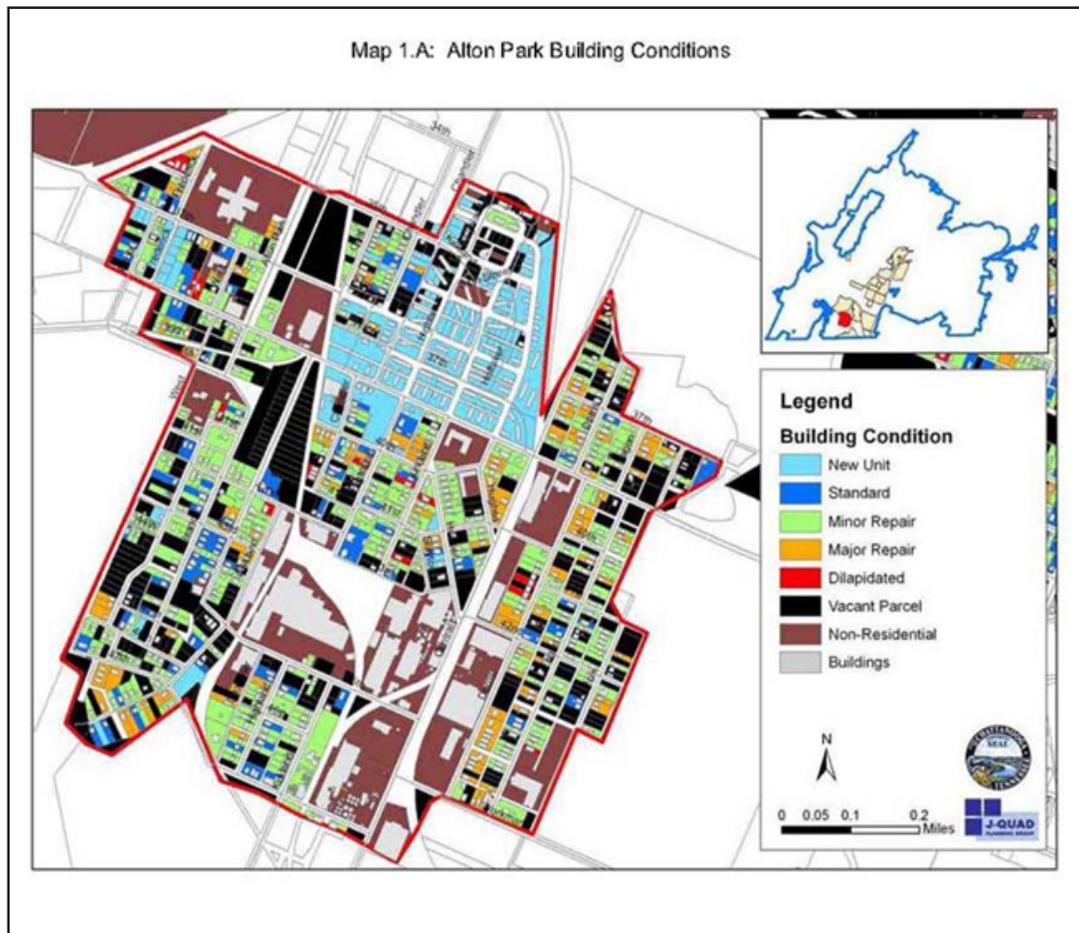
The following are goals stated in the Residential Property Survey as a way to stabilize communities and increase investments within those neighborhoods. Some of these goals will be expanded upon or discussed later in this section.

Survey Goal: Increase Volunteer Housing Assistance Programs

- i. Compliance Store
- ii. People Helping People/Corporate Repair
- iii. "Fix it" Clinics
- iv. Community Gardens

Survey Goal: Design and Implement a Land Acquisition and Land Bank Program

- i. Land Bank Program
- ii. Land Transfer Program
- iii. Release of Non-Tax Liens
- iv. Residential Development Acquisition Loan Program
- v. Infrastructure and Incentives Program



Map from City of Chattanooga 2007 Vacant Residential Property Survey and Report

**Land Acquisition and Land Bank Program** - Designing and implementing a Land Acquisition and Land Bank Program is an important recommendation for the Alton Park neighborhood. This initiative is applicable to Alton Park because of the quantity of vacant land. An analysis of the existing land use in Alton Park shows approximately forty-one (41) percent of the total land qualifies as vacant. For the purposes of this report vacant property includes vacant lots, buildings and/or structures. The Land Bank Concept involves acquiring unproductive, vacant and developable lots for affordable single-family housing development. The Land Bank helps to both reduce unproductive expenditures and increase local government revenues. This approach is being implemented in a number of cities largely through a process of acquiring tax foreclosure property. Most cities have established certain criteria for acquiring properties and for properties to be considered for Land Bank use. These criteria include: 1) the property must owe five years or more in back taxes; 2) the total taxes and liens must be greater than the value of the property; 3) the purchaser must demonstrated the financial ability to immediately develop the property for affordable housing. The Land Bank generally acquires the foreclosure properties from the Sheriff Sale, maintains the properties and assembles parcels for sale to for-profit and nonprofit developers. Land Bank properties are sometimes acquired as donations by property owners, purchases from owners willing to sale property at reduced prices, and as surplus City-owned land deemed no longer needed for any public purpose. The Land Bank Program could include the following.

**Land Transfer Program** - The City would design and implement a residential land bank and acquire eligible tax foreclosed, abandoned, City surplus or vacant properties. For-profit and nonprofit group would have an opportunity to develop affordable housing by acquiring land bank properties from the city's inventory. The City would receives vacant lots as a result of property tax foreclosure, acquisitions, or donations and would sell some properties to eligible nonprofit groups at a below market price for the development of affordable housing. The City could extend this opportunity to sell land bank properties to for profit organizations for the development of affordable housing at or below market price, depending upon city policy.

**Release of Non-Tax Liens** - The City could provide for the release of non-tax municipal liens on privately held property in exchange for the development of affordable housing by the owner. Interested parties

must apply for consideration and agree to pay the delinquent taxes, penalties and interest on the property. This would include fines resulting from code enforcement issues and liens that have resulted from demolition of substandard structures.

**Residential Development Acquisition Loan Program** - Provides for direct City acquisition or loans for developer acquisition of vacant or improved properties for affordable housing development through rehabilitation or demolition and new construction. The City would use its CDBG and HOME Program funding from the U.S. Department of HUD to pay for both the loan funds and program administrative cost.

**Infrastructure and Incentive Program** – The City would provide incentives for developers to build affordable and mixed-income housing in particular areas of the City in need of public intervention to prompt the market. These incentives could include cost participation funding for infrastructure to support development of affordable single-family housing within new mixed-income subdivisions of 50 or more units. The City would use its CDBG and HOME Program funding to participate in the cost of onsite infrastructure normally paid for by the developer. The City would request responses to a Request for Application as funds are available. Other incentives could include fee rebates for platting, zoning, and permitting.

Increase Resources available for Housing Programs

- Faith Based Initiatives
- Brownfield Economic Development Initiative Grants
- Section 108 Loan Guaranty

Implement Zoning and Regulatory Changes

- Conservation Districts
- Proactive Code Enforcement Program
- Residential Rental Property Registration and Inspection Program

Design and Implement Alternative Housing Products and Development Approaches

- Intergenerational Housing
- Modular Housing
- Employer Assisted Housing
- Lease Purchase Financing

**Housing Condition and Stability**

**Issue:** Existing vacant and condemned housing decreases the property values and quality of life of the neighborhood.

**Goal:** Upgrade or eliminate deteriorated and substandard housing.

**Recommended Action Steps:**

- Implement and follow the recommendations outlined in the City’s Housing Condition and Vacant Property Survey and Revitalization Strategies.
- Encourage public and private rehabilitation of substandard housing.

The City of Chattanooga and local nonprofit organizations are encouraged to design and implement a volunteer assistance program that provides volunteer support for housing repairs for elderly, disabled, and indigent property owners and assist them in complying with all applicable housing codes.

Residents, churches, community organizations, and corporations could participate in the volunteer assistance programs and offer much needed assistance for repairs and rehabilitation.

Youth Build, a program administered through the U.S. Department of Housing and Urban Development (HUD) is dedicated to teaching young people how to build new homes and repair older ones. HUD awards competitive grants to cities and nonprofit organizations to help youth between the ages of 16 and 24 to develop housing construction job skills and to complete their high school education.

- Programs should be explored to provide Incentives for the redevelopment or rehabilitation of deteriorated housing.

The City could explore options to provide incentives to developers or property owners to purchase properties to be redeveloped or rehabilitated in the neighborhood.

Examples of incentives could include cost participation funding for any necessary on-site infrastructure improvements normally paid for by the developer, fee rebates for re-platting or platting of the subdivision, any necessary zoning changes, and permitting.

- Maintain the existing database of areas containing concentrated pockets of substandard housing.

The City’s Housing Condition and Vacant Property Survey and Revitalization Strategies report contained various maps such as: building conditions, vacant property, owner occupied structures, and site conditions for the various neighborhoods in the City of Chattanooga. The maps indicating areas or concentrated pockets of substandard housing should be reviewed, monitored and updated on a periodic basis as substandard structures are rehabilitated, structures constructed on the vacant lots, and those structures in need of repair. Maintenance of these maps could be used to show residents where improvements have been made in the community, as well as areas where improvements are still required.

- The City should explore, design and implement a land bank program for the development of affordable housing.

The land bank concept would involve the city purchasing substandard, vacant and developable property and assembling the property so that it may be developed as affordable single-family housing in the future.

Properties acquired through the land bank program would generally be sold to for-profit and nonprofit developers. These for-profit and nonprofit groups would have an opportunity to purchase these properties from the city to develop affordable housing in the community.

## RESIDENTIAL DEVELOPMENT

The central theme of the Comprehensive Plan 2030 is one of diversity. It celebrates and seeks to preserve Hamilton County's wide variety in housing choice and location. Choice allows residents to select the community or neighborhood that best suits their needs and preferences. The theme of choice should also be important more localized neighborhood planning such as the Alton Park/Piney Woods Neighborhood Plan. At the neighborhood scale, a wide range of housing types is also critical to providing choice to existing and potential residents.

During the Alton Park/Piney Woods planning process, public meeting attendees offered such comments as:

"Push for vacant lots to be developed."

"Need more residential areas."

"Residential areas are disconnected."

**Infill Development** focuses on the reuse and repositioning of obsolete or underutilized buildings and sites.

Land use checks bear out the scarcity of residential uses in relation to the size of the study area. Portions of the study area are plagued by chronically vacant and deteriorating residential structures or large areas of vacant lots.

### Undeveloped Vacant Lots

Many vacant residential vacant lots in Alton Parks are subject to environmental restraints due to steep topography or a low-lying location within the 100-year flood zone for Chattanooga Creek. Recommendations for these properties are presented in the Natural Environment section of this plan. Other vacant properties in the study area should be considered for infill residential development in a manner that is compatible with the surrounding community.

### Disconnected Residential Neighborhoods

Most residential land uses within of the Alton Park and Piney Woods communities lie predominately within six "pocket areas". The residential development is primarily single family with a considerable number of duplexes. Some areas show signs of neglect and need of general maintenance. These pockets are often separated from each other by extensive stretches of industrial land. Several opportunities for new residential development exist that can help link these disjointed neighborhoods.

The land use plan identifies several discrete neighborhoods that together form the greater Alton Park/Piney Woods Community:

### EXISTING RESIDENTIAL AREAS/ NEIGHBORHOODS

*(See Existing Residential Areas Map- Page 122)*

#### Richmond Place

This residential area is historically referred to as Richmond Place, and consists of property at or next to Tarlton Street, 34th Street, and Delong Street. The existing residential land use of this area predominantly consists of single family and duplex residential properties. These properties are zoned R-2 residential zone. The vacancy rate for this neighborhood pocket is fairly low at approximately 12%.

#### Oak Hill

The residences in this area are located below Hawkins Ridge to the Forest Hill Cemetery to Kirkland Avenue. The existing residential land use of the "Oak Hill" pocket neighborhood generally consists of single family residential and vacant properties. The residential properties are primarily zoned R-3 residential zone. The vacancy rate for the neighborhood pocket is high at approximately 33%.

### **Alton Park “Center”**

Lying south of 38th street and west of Central Avenue, the existing residential land use of Alton Park center largely consists of single family residential properties. The residential properties are zoned R-3 residential zone. The vacancy rate for the neighborhood pocket is fairly high at approximately 17%.

### **Fagan/Polk/Dorris Streets**

This area extends from east of Central Avenue, to Hamil Road to Franklin Middle School.

The existing residential land use of this neighborhood predominantly consists of single family and duplex residential and vacant properties. Portions of the area contain a large number of vacant duplexes in and near the 100-year flood zone for Chattanooga Creek. The residential properties are zoned R-2 residential zone. The vacancy rate for the neighborhood pocket is very high at approximately 43%.

### **Piney Woods**

Extending from 51<sup>st</sup> and 52<sup>nd</sup> Streets south to the State Line, the existing residential land use of the Piney Woods neighborhood predominantly consists of single-family residential properties within the R-1 and R-2 residential zones. The vacancy rate for the neighborhood is very high at approximately 30%.

### **Emma Wheeler Homes**

Situated on over 100 acres in the southern part of the study area along Wilson Road., the Emma Wheeler Homes were constructed in the late 1950's. The Emma Wheeler Homes are owned and managed by the Chattanooga Housing

Authority (CHA). Named after Chattanooga's first female African-American physician and co-founder of the first African-American hospital in the nineteenth century, Emma Wheeler Homes continues to be the most popular choice among CHA's older family developments. The 340 apartments on a site of over 100 acres near the Georgia State line resemble subdivision with wide streets, ample parking, front yards, large open spaces and primarily single-story buildings. Over three quarters of the site is bounded by open spaces, including Chattanooga Creek. Supported by a strong resident council, Wheeler Homes offers an on-site YMCA recreation facility, a food bank, youth programs and special services for the elderly on holidays and beyond. Due to its unique site design and building types, Wheeler has a significant number of handicap accessible apartments of varying sizes. Dependable public transportation is also available on site.

### **Villages at Alton Park**

Managed by Penrose Properties, the project is the product of a 1999 HOPE VI grant from the federal Department of Housing and Urban Development (HUD) to the Chattanooga Housing Authority. Currently the Villages contains 275 units of multi-family housing such as townhouses, flats and duplexes plus 44 units of market rate and affordable single family housing. The Villages at Alton Park are located near the core of Alton Park between Alton Park Boulevard and West 38th Street at the site of the old Spencer McCallie public housing development. The site was redeveloped under the New Urbanism guidelines using a mixed-use Planned Unit Development (PUD), which includes porches for all housing, two parks, a club house with swimming pool, new infrastructure, sidewalks with street trees and street lighting.

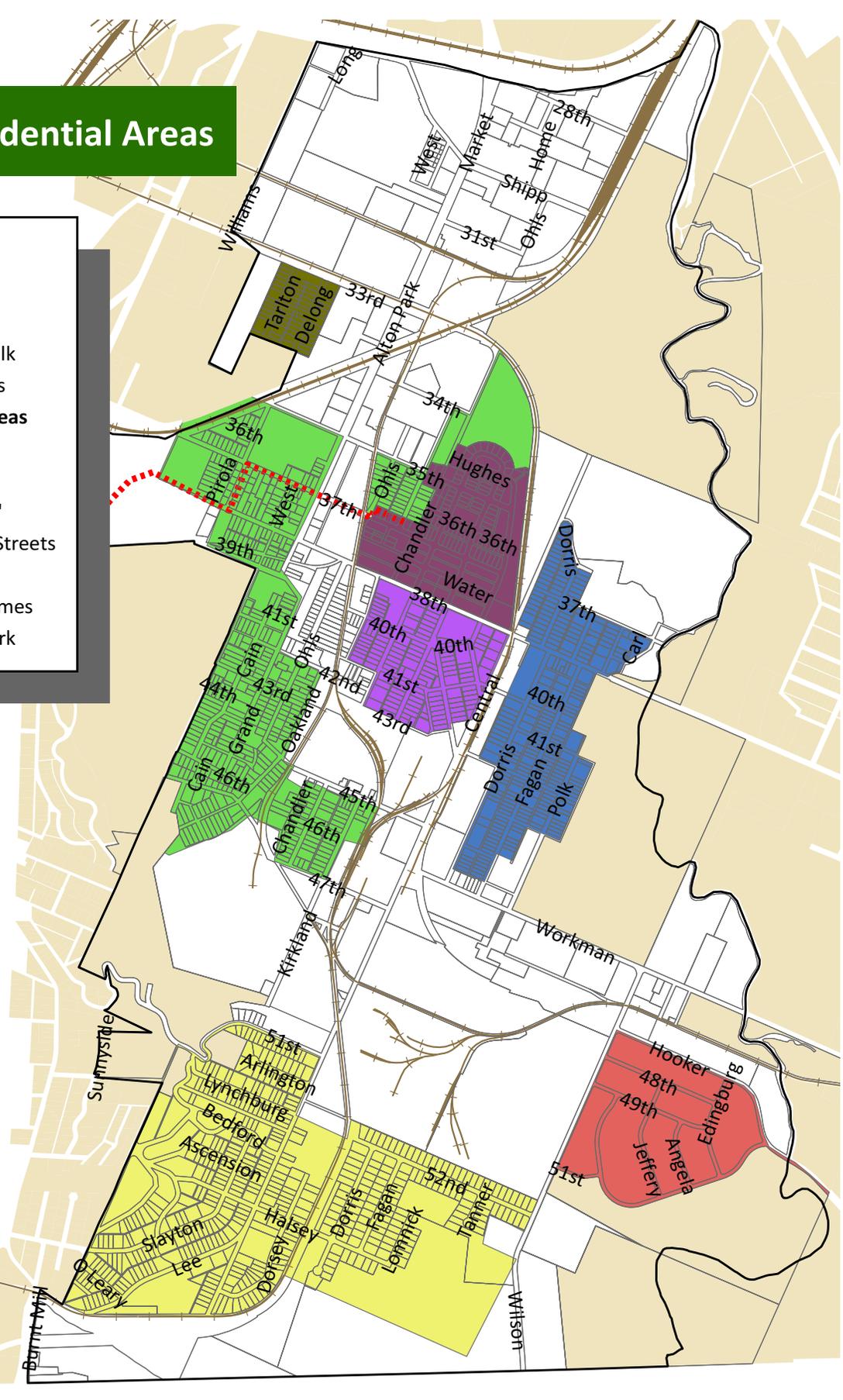
# Existing Residential Areas

## Map Legend

-  Plan Boundary
-  Rail Road Tracks
-  Community Safewalk
-  Surrounding Parcels
- Existing Residential Areas**
-  Richmond Place
-  Oak Hill
-  Alton Park "Center"
-  Fagan/Polk/Dorris Streets
-  Piney Woods
-  Emma Wheeler Homes
-  Villages at Alton Park



Map Created by CHCRPA.  
Map Date: December 1, 2009



## NEW RESIDENTIAL DEVELOPMENT

While falling under the general category of infill development, additional residential development on larger parcels of land at moderate densities could be desirable additions to the community. Additional density helps support additional retail services as well as additional or continued transit service. To maintain cohesiveness within a neighborhood, developments with higher density should feature additional attention to detail and design to help blend in with existing residences.

**Density** is a measure of the number of dwelling units per acre. Gross density is calculated by dividing a site's total acreage by the number of dwelling units to be built on the property. Low to moderate density is generally considered to be 0 to 8 units per acre.

In addition, establishing new cores of residential development in certain areas can help to link disconnected residential neighborhoods in those areas that feature vacant residentially usable property between existing neighborhoods. The Alton Park/Piney Woods Land Use Plan (refer to map on page X) recommends several locations of greater residential density:

- Ohls Avenue
- West 45th Street and Oakland Avenue
- Former Trotter School site
- North Piney Woods site

**Scale** is a term used to describe the size and proportions of a building and its relationship to the proportions of surrounding structures.

## FOCUS AREAS

### Ohls Avenue

Once the dumping site of Anchor Glass and its predecessors, the City of Chattanooga now owns the property and has received a \$200,000 federal Environmental Protection Agency (EPA) cleanup grant. Ultimately, once the site is cleaned and prepared for development it should be incorporated as part of a mixed-use development with a combination of retail/offices/institutional and residential uses.

Due to the nature of the site and its close proximity to the core of the Alton Park commercial district, medium to high density residential uses could be incorporated into the property's development. More intense commercial uses should be situated on the northern portion of the property near West 38th Street. Institutional and medium to high density uses should be integrated into the development within the southern section of the property and adjacent to lower-density residential areas.

Site layout and design are critical elements to the plan's implementation at this location. The scale of development at the site should remain compatible with an urban neighborhood. Building setbacks should be minimal so that an obvious commercial presence is fostered that is accessible to pedestrian traffic.

Residential uses can be introduced either as stand-alone structures separate from the locus of the commercial development, or more fully integrated throughout the site. A more fully integrated development will feature mixed uses such as residential apartments located above commercial or office uses within the same building.

### 45th and Oakland

Included in the City of Chattanooga's 2006 EPA Brownfield Assessment Grant, this site consists of several lots with a total land area of just over two acres. Although some remediation will be required for portions of the site, residential development is the recommended use for the property.

Types of development appropriate for the site include small-scale multi-unit residences and/or townhomes. Although this development would likely be considered medium-density, the total number of residences allowed is limited by the small site. Any development of this nature would likely require review through the rezoning process which allows community input.

#### **Trotter School Site**

The property is privately owned and zoned for industrial use. However, this site would be appropriate for higher density residential as a transition between industrial uses north along Central Avenue and the lower-density residences in Piney Woods. The 2006 EPA Brownfield Assessment Grant did not reveal evidence of past contamination during the Phase I assessment process. Given its apparent lack of contamination concerns, property size and location between residential areas, this site presents a unique opportunity for redevelopment into a range of residential types such as apartments, townhomes or detached single-family dwellings.

Since a zoning change would be required, community input would be vital in the rezoning process. The site itself is located just to the north of existing residential uses, so care must be taken to avoid impacting these residents. A potential option is to direct residential density to the central and northern sections of the site while utilizing the southern portion of the property for recreational purposes.

As in all examples of infill residential development, scale and compatibility are critical components to be considered when integrating new development in a neighborhood. For example, building heights should not exceed 2 stories and structures should be sited with minimal setbacks from interior and exterior streets. Large buildings featuring extensive setbacks behind expansive parking areas is a typically suburban development form that is not encouraged in an urban setting. A variety of zoning tools such as a Planned Unit Development (PUD) are available to allow development of the site in a more compatible manner.

#### **Northern Piney Woods / Central Avenue**

Although the site is owned by a railroad company, it is largely zoned for residential purposes. Like the nearby Trotter School Site, this property could link disconnected residential areas. The site itself is about seven acres. Medium-density residential development here could include a mix of housing types ranging from detached single-family dwellings to small multi-unit apartments that cater to a range of incomes and needs. The PUD is also a tool that could potentially be employed to develop the site in a manner that respects the existing neighborhood scale. The presence of a semi-grid street network across Central Avenue could be extended to this site. Doing this would allow a more seamless transition from existing development to new construction. Like any PUD, the process would require RPA staff review, public input, a Planning Commission Recommendation and final approval from the Chattanooga City Council. At any point during this process, changes and adjustments can be made in response to site conditions and public comment before final approval.

***Issue: Residential development is separated into “pockets” often surrounded by or neighboring industrially zoned or used property.***

***Goal: Provide for consistent and compatible development to preserve existing neighborhoods.***

#### ***Recommended Action Steps:***

- Protect existing residential areas from incompatible uses.

As former industrial sites redevelop as either business/industrial parks or other uses, careful attention must be given to landscaping, screening, truck access (if applicable), light, waste/dumpster storage, etc. Developers of potential new uses should 1) meet with the City of Chattanooga Presubmittal Meeting with City Departments and 2) meet with the community to provide information and gather feedback.

- Build on the strength of existing single-family residences by monitoring properties for conversions from single-family homes into two-family or multi-family dwellings.

Example: A zoning study is a tool used by the City of Chattanooga and the Regional Planning Agency to examine existing zoning and land uses and assess

the impact of the current zoning on future development or redevelopment of communities. These studies are

- o Requested by City Council
- o Conducted by the Regional Planning Agency with public input
- o Recommendation for rezoning is only one of the possible results
- o Rezoning may be for another zone, other zones, or for conditions to be placed on a zone

The Regional Planning Agency has conducted Zoning Studies of several urban communities including Churchville, Orchard Knob, St. Elmo, East Chattanooga, and Avondale. One of the first tests of a zoning study is to determine the predominant land use characteristic of the community. Zoning studies that trigger a change to an R-1 Single-family residential zone are most defensible in those areas where the predominant development form is the single-family house.

- Protect existing neighborhoods from non-residential encroachment

When non-residential uses are adjacent to residential neighborhoods, noise and activity from those sites can negatively impact the residents. The integrity of Alton Park and Piney Wood's neighborhoods and residential areas should be maintained by discouraging expansion of existing non-residential uses into residential areas. The intent is to discourage piecemeal, non-residential development.

- Examine the zoning ordinance and zoning with Alton Park for shortcomings that may allow incompatible uses in or near residential areas.

Zoning regulates:

- o Use of land or buildings
  - o Height and size of buildings
  - o Size and Location of Open Spaces
  - o Signs
  - o Off-street Parking
- Support efforts to increase the number of owner-occupied properties. Additionally, investigate government-aided programs to rehabilitate duplex dwellings and convert them into either owner-occupied single-family dwellings or owner-occupied duplex dwellings.

The City of Chattanooga's Neighborhood Services Vacant Property Survey report recommends

converting duplex dwellings into single-family homes. This has been done in other communities in Chattanooga through the Zoning Study process, but it is only option for duplexes within a community.

Duplex housing has been used as a path to affordable homeownership. Such housing has been a way for people to purchase a home, and build equity though rental income. Those wishing to purchase a duplex can use the income of the rental unit to help them qualify for a mortgage loan. Duplexes can still provide this option for individuals and families however they are often found undesired by a community due to a concern about decreased property values, a concern about renters, and issues related to their "character".

Several cities offer incentives for increasing the number of owner-occupied properties to help stabilize neighborhoods and encourage increased investment. This can be done by providing incentives to purchase and convert duplexes back to single-family owner-occupied homes or by encouraging occupancy of duplexes by owners.

In Spokane, Washington, an Owner-occupied Residential Incentive Program has a defined target area in the city in which there is a desired to encourage neighborhood stability by increasing the number of owner-occupied properties. In Spokane this is done through distributing either 5% or 8% of the purchase price of a licensed family or rooming/boarder unit. Individuals taking advantage of this option much own and occupy the property for at least five years, or sell to another owner-occupant.

***Issue: Maintain a variety of quality housing choices for all members of the community.***

***Goal: Provide new housing opportunities for all income and age levels.***

***Recommended Action Steps:***

- Support mixed use infill development adjacent to existing commercial areas such as the city-owned Ohls Avenue site: residential could be above nonresidential (in the same building) or near non-residential uses.
- Target key locations appropriate for residential infill development. Refer to the Land Use Plan Map and the Focus Areas for further discussion.

- Address urban design to ensure that any new residential is a scale and design that is compatible with existing residences for single-family home infill on existing lots and for other residential development forms.
- Work from a core and build on that strength.  
Example:

**Land Banking:** The Land Bank Concept involves acquiring unproductive, vacant and developable lots for affordable single-family housing development. The Land Bank helps to both reduce unproductive expenditures and increase local government revenues. This approach is being implemented in a number of cities largely through a process of acquiring tax foreclosure property. Most cities have established certain criteria for acquiring properties and for properties to be considered for Land Bank use.



*Examples of potential appropriate mixed-use development*

- Use recently adopted urban zoning techniques to allow for and ensure compatible residential development: Urban Infill Lot and Townhouse/Patio Home amendments, Urban Infill lot amendments.

Townhomes are often viewed as multi-family or rental housing. However just because residences are attached does not mean it will become rental property. The units are sold with the land (versus a duplex where there are two units on one piece of property) and allow an affordable and desired option for young homeowners, small families, or elderly who prefer or can't maintain a larger home and property.

Recent amendments to the Chattanooga Zoning Ordinance have been implemented to allow appropriate forms of residential development in the city's urban areas. The new standards allow for reduced setbacks, address locations for parking, and allow and encourage single-family residences on development of lots similar in size to those in the surrounding community.

The following page provides examples of residences with a scale and form that could integrate will into the Alton Park/Piney Woods community. While the design styles of some of the examples may not fit those of the study area, the pictures provide general guidance of potentially compatible residential development.



*Example of new homes integrated with existing homes*

Examples of residential development with appropriate scale and form



Townhomes



Townhomes



Multifamily Units



Village Design



Urban Townhomes



Small Lot Single-family House



Small Lot Single-family House

## FLOOD PRONE AREAS

Flooding issues are more prevalent in urbanized areas where the built environment dominates. Increased development leads to an increase in impervious surfaces and a loss of wetlands and ground or tree cover causing more stormwater run-off, which raises flood heights, increases in the frequency of destructive floods and increases in total damage costs.

The following issues could generally be associated with development in or near floodplains in the unfortunate case of a flood event.

- Loss of life
- Destruction and/or loss of property. For examples: homes, cars, and valuable personal items.
- Loss of income by not being able to get to work or because businesses close due to flooding.
- Other: Costs associated with infrastructure repairs/replacement.

*See the Natural Environment section for further discussion on flood-related issues*

### **Recommended Actions:**

- Explore options of pursuing mitigation grants through FEMA for the purchase of properties in flood prone areas along the floodplain of Chattanooga Creek.

These mitigation funds could be used to purchase properties located in flood prone areas, such as the floodplain of Chattanooga Creek.

These funds could be used to purchase undeveloped lands, relocation of buildings, and acquisition of damaged and boarded up structures located within flood prone areas.

Property acquired through the use of FEMA funds for acquisition and relocation must be dedicated and maintained for uses such as: open-space, recreational, or wetlands management practices and consistent with conservation of natural floodplain functions. The property acquired will carry a permanent deed restriction providing that the property be maintained for open-space, recreation, or wetlands management.



*2003 Study Area Flooding*

*Example: Before and after FEMA Mitigation Buyout Program  
(Mecklenburg County, N.C.):*



*Homes Repeatedly Flooded*



*Voluntary Purchase of Homes*



*Redevelopment Area Mix of Homes  
and Open Space*

# TRANSPORTATION

(See Transportation Map- Page 139)

Transportation is a vital component in the urban area. The purpose of the transportation system is to enable people to move among various sections of the city and for the movement of goods and services. Accessibility to local destinations and other areas of the city is an important component of a neighborhood. The transportation section will focus on the street network, railroads, truck traffic, bike and pedestrian facilities, and public transportation.

**Arterial:** Classified as major or minor, these roads connect activity centers and carry large volumes of traffic at moderate speeds.

**Collectors:** Main function is to collect traffic from streets in residential and commercial areas and distribute it to arterial classified streets.

**Local Streets:** Feed the collector system from low volume residential and commercial areas. Local streets are usually found in subdivisions.

## STREET NETWORK

There are no four lane roads within the study boundary. The Alton Park community essentially developed in the grid street pattern which allows many route options and helps alleviate traffic congestion. However, pieces of the grid are incomplete, or have never been connected because of the large presence of former industrial/manufacturing facilities. Streets are generally divided or class-ified into four main categories: local, collector, arterial streets, and highways/freeways. Alton Park has an extensive network of local residential streets with no four lane streets in the study boundary. Generally, local streets are city streets with numerous driveways or curb-cuts to non-residential establishments such as churches, professional offices, and small industrial operations. The purpose of local streets is to provide access to property that abuts the public right-of-way of a local street. The highest street classification found within the Alton Park study boundary is the minor arterial street classification.

Central Avenue, Workman and Wilson Roads are classified as urban collector streets. The main function of collector streets is to move traffic from local residential streets to highways or freeways, and to activity centers or generators such as shopping centers, schools, or community centers. The secondary function of collector streets is land access, and its design and operation generally reflects this.

Alton Park Boulevard, 38<sup>th</sup> and 40<sup>th</sup> Streets are classified as urban minor arterial. The backbone of the urban street network is the minor arterial, which are continuous routes through urban areas. The primary function and most important purpose of minor arterial streets are to move automobiles, trucks, and busses through the urban area. Land access is generally a secondary function of arterial streets. Urban minor arterial streets may be state, or city streets. The traffic function of minor arterials is limited because of the desire for commercial development to locate along these minor arterials.

Tennessee Department of Transportation Annual Average Daily Traffic Counts									
Location	2008	2007	2006	2005	2004	2003	2002	2001	2000
Alton Park Blvd. at W 38 <sup>th</sup> Street	7,894	9,274	8,884	9,405	10,331	9,226	9,508	9,419	9,951
Central Avenue at Velsicol	2,334	3,698	3,698	3,058	N/A	3,561	3,278	3,774	3,285
Wilson Road at Piney Woods Family Resource Center	5,372	5,223	5,417	6,137	5,472	5,717	6,217	6,058	5,773
Workman Road at Chattanooga Creek	4,375	4,449	4,436	4,647	4,052	4,263	4,583	4,918	4,472

It should be noted that since 2000 the annual average traffic counts at all the traffic count stations in Alton Park experienced an annual decrease in the number of annual daily traffic. The traffic count station at Central Avenue and Velsicol experienced a 29% decline in annual daily traffic counts at this location followed by the Alton Park Boulevard and W. 38<sup>th</sup> Street location which experienced a 21% decrease.

### PEDESTRIAN AND BICYCLE FACILITIES

The Chattanooga Urban Area Bicycle Facilities Master Plan prepared for the Chattanooga-Hamilton County-North Georgia Transportation Planning Organization recommended bicycle facilities within the study boundary. Bike routes are present along Alton Park Boulevard, and 38<sup>th</sup> and 40<sup>th</sup> Streets.

Workman and Wilson Roads are designated as bike routes; however, signing of these roads is pending any resurfacing projects along these two streets. These bicycle routes and the overall bicycle network not only serves as a form of recreation but also provides a means of connectivity to adjacent communities in the urban area and to the South Chattanooga Recreational Center and downtown Chattanooga.

The Alton Park neighborhood was platted and developed at a time when automobile ownership was not widespread and walking was an essential aspect of personal travel. Evidence of this past pedestrian orientation can be seen in the extent of sidewalk coverage in the neighborhood. Sidewalks were an integral part of neighborhood development. Today, the condition and extent of sidewalks varies throughout the study area, ranging from new, very good to badly broken, overgrown with weeds and grass, and non-existent in many places.

Sidewalk coverage in the Alton Park neighborhood is better in some locations than in others; however, there are areas where sidewalks are non-existent such as the Piney Woods neighborhood along Dorris and Fagan Streets, 52<sup>nd</sup> Street, Workman and Wilson Roads. There



*Example of a sidewalk in need of repair, replacement, or construction.*

are areas in the sidewalk coverage where the sidewalks have not been maintained or being utilized due to the presence of overgrown weeds and grass. Gaps in the existing sidewalk connectivity are also present in several locations are in need of repair or replacement.

Limited driveway space and parking areas has resulted in residents parking their vehicles in the yard and on the sidewalks. Consequently, the existing sidewalks are broken and deteriorated and in need of repair or replacement.

The City's Public Works Department has identified the following areas in Alton Park where the sidewalks are in need or repairs:

- 40<sup>th</sup> Street from Teacher's Place Buildings to Alton Park Blvd
- 38<sup>th</sup> Street from Alton Park Blvd to Railroad Tracks
- Hooker Road from Central Avenue to Kirkland Avenue
- 40<sup>th</sup> Street from Hooker Road to Hughes Avenue
- Hughes Avenue from 38<sup>th</sup> Street to 40<sup>th</sup> Street
- 38<sup>th</sup> Street from Central Avenue to Brannon Street

At the time of this land use plan a timetable for the start and completion of repairs has not been established.



## PUBLIC TRANSPORTATION

The Chattanooga Area Regional Transportation Authority (ARTA) provides regular fixed-route public transportation within the Alton Park community. The buses are wheelchair accessible and have bike racks. The Alton park fixed-transportation route provides connections to Chattanooga Choo-Choo, Bi-Lo Shopping Center

in St. Elmo, South Chattanooga Recreation Center, Villages of Alton Park, Piney Woods, Emma Wheeler Homes, Southside Community Health Center (Former Franklin Middle School), and Howard Middle and High School.

CARTA also operates the care-a-van service that provides transportation service to those who are injured, ill, or are un-able to use the fixed-route transportation. Care-a-van service requires an application and physician's statement to verify eligibility in compliance with the Americans with Disabilities Act (ADA). Care-a-van operates on a daily basis with advanced notice requesting a trip on care-a-van.

**Goal: Improve street and pedestrian connectivity/circulation in Alton Park.**

### **Recommended Action Steps:**

- Consider traffic calming techniques in residential areas where slower traffic is desired.
  - o Neighborhood associations and residents are encouraged to work the traffic engineering office to identify any areas where traffic calming may be necessary to create a safer street network for vehicles and residents.



- o The City has a program called the Neighborhood Traffic Management Program that is available for residents to assist them in dealing with speeding in their neighborhood. Speed humps are one of a number of options available to help control speeding. To learn more about this program, the Neighborhood Traffic Management Program Guidelines can be [downloaded](http://www.chattanooga.gov) at [www.chattanooga.gov](http://www.chattanooga.gov) or you may call 311 with a speed hump request, and a copy will be sent to you.
- Provide public transit that is an attractive and viable transportation option for residents.
  - o During the public input session residents felt that public transportation was adequate in Alton Park but they did feel that more stops were needed along Alton Park Boulevard, as well as routes into additional neighborhoods, and more busses to the Southside Health Center.
  - o Community-based organizations and residents are encouraged to continually work with representatives from CARTA to review existing routes and bus stops and to explore the possibility of providing additional bus stops along major corridors, incorporating additional transit routes into neighborhoods, and more busses to the Southside Health Center.
- Provide convenient pedestrian access to community facilities such as schools, parks, libraries and commercial activity centers.
  - o A sidewalk study/assessment program should be completed to identify areas where new sidewalks or extensions should be constructed and areas where sidewalks are in much needed maintenance, repair and/or replacement.
  - o During the sidewalk assessment of this land use plan it was noted that several areas in the neighborhood where there were sidewalks present; however, the sidewalks have not been maintained over the years and were simply overgrown with weeds and grass that should be removed. As stated during the assessment there are many areas where residents have parked their vehicles in the yard and on the sidewalk. Consequently, the existing sidewalks in these locations are badly broken and deteriorated.

- o As the need for sidewalks city-wide far outweighs the available funding for such, certain factors are examined when considering new sidewalk development. Certain criteria such as existing pedestrian use, proximity of schools and recreation opportunities, connectivity to exiting sidewalks and/or greenways and availability of right-of-way are all considered.
- o Neighborhood associations and residents are encouraged to work with the City's Public Works Department to identify and examine the feasibility of new sidewalks and/or repair. For example, the Glass Farms Neighborhood Association in East Chattanooga identified areas in their community where sidewalks were needed; however, they identified an area in their community where a sidewalk was greatly needed and they created a partnership with the Department of Public Works to get this sidewalk constructed in their neighborhood.

**City of Chattanooga . Engineering Department**  
 Development Resource Center  
 1250 Market Street . Chattanooga, TN 37402  
 City Engineer: Bill Payne  
 Asst. City Engineer: Dennis Malone 423-643-6190

- Areas should be identified where signalized crosswalks, countdown pedestrian signals, and pedestrian scale lighting where appropriate, and continue to adhere to the requirements of the American with Disabilities Act (ADA) guidelines.
- Through the Trust for Public Land and other public agencies, continue to promote and explore the long-term option of an interconnected greenway system in the community along Chattanooga Creek.
- Enhance vehicle and pedestrian connectivity by restoring, if feasible, the grid street network when new development or redevelopment takes places.
  - o If areas such as the former Velsicol Chemical and Anchor Glass property are to be re-developed establishing connections to adjacent streets, such as Dorris and Fagan Streets, and Highland and Kirkland Avenues should be explored. These connections if constructed would enhance connectivity and at the same time re-establish portions of the street grid network.
  - o Any new street connection or extensions should incorporate sidewalks and street trees whenever feasible.

**Healthy Community Goals and Recommendations:**

Strategy 17: Communities should enhance infrastructure supporting bicycling.

Enhancing infrastructure supporting bicycling includes creating bike lanes, shared-use paths, and routes on existing and new roads; and providing bike racks in the vicinity of commercial and other public spaces. Improving bicycling infrastructure can be effective in increasing frequency of cycling for utilitarian purposes (e.g., commuting to work and school, bicycling for errands).

18. Communities should enhance infrastructure supporting walking.

Infrastructure that supports walking includes but is not limited to sidewalks, footpaths, walking trails, and pedestrian crossings. Walking is a regular, moderate-intensity physical activity in which relatively large numbers of persons can engage.

23. Communities should enhance traffic safety in areas in areas where persons are or could be physically active.

Traffic safety can also be enhanced by developing infrastructure to improve the safety of street crossings (e.g., raised crosswalks and textured pavement) for non-motorized traffic and for pedestrians.

Centers for Disease Control and Prevention. Recommended Community Strategies and Measurements to Prevent Obesity in the United States. MMWR 2009; 58 (No. RR-7):17,20.

**Goal: Improve the visual appearance of major street corridors and gateway areas.**

**Recommended Action Steps:**

- Organize a beautification committee within the community to develop and oversee streetscaping projects in the community.
- Residents and the neighborhood associations should organize and explore options of expanding upon the existing streetscaping efforts that have occurred along portions of 38<sup>th</sup> Street.
  - o Streetscaping and beautification of major corridors such as Alton Park Boulevard, Central Avenue, and 38<sup>th</sup> Street not only provide a pleasing visual environment, but also provide a pedestrian friendly street.

**TAKE ROOT**  
 900 E. 11<sup>th</sup> Street  
 Chattanooga, TN 37403  
 www.takerootchattanooga.com

**TRAFFIC ENGINEERING & OPERATIONS**  
 Development Resource Center  
 1250 Market Street, Suite 3030  
 Chattanooga, TN 37402  
 (423) 643-5950  
 Traffic Engineer: John Van Winkle

- Neighborhood associations should work with the Take Root Initiative to explore the option of expanding the current boundary of the Take Root program. The goal of the Take Root Initiative is to increase the tree canopy cover in the urban core. The expansion of the Take Root program into Alton Park would provide greening and environmental benefits to the Alton Park Community.

**Goal:** *Improve the functionality and safety of substandard streets and intersections.*

**Recommended Action Steps:**

- Streets and intersections in the community should be analyzed for any necessary street or intersection improvements in the community.
  - o During the public input sessions residents suggested the analysis of several streets and intersections that were in need of improvement:
    - 38<sup>th</sup> Street between Rossville Boulevard and Central Avenue
    - Alton Park Boulevard and Central Avenue
      - Central Avenue and Workman Road
      - Central Avenue and 38<sup>th</sup> Street
      - 33<sup>rd</sup> Street and Alton Park Boulevard
  - o RPA staff contacted the City Traffic Engineer with regard to any proposed street intersection improvements stated by the residents during the public input session. The traffic engineer was not aware of planned or proposed street intersection improvements to those stated above.

- o The City Traffic Engineer did state that the existing bridge on Alton Park Boulevard at 33<sup>rd</sup> Street was currently planned to be replaced by the Tennessee Department of Transportation (TDOT). The status of the bridge replacement is currently in the design phase.
- Neighborhood associations are encouraged to work with the Department of Public Works and the City Traffic Engineers Office to identify streets or intersections within the community that should be studied or assessed for any necessary improvements.

**RAILROADS**

Alton Park is traversed with numerous railroad lines and rail spurs due in part to the history of railroads in Chattanooga and the large presence in the Alton Park Community of former manufacturing facilities. The manufacturing facilities at the time took advantage of the numerous railroad lines present in Alton Park. There are two railroad companies serving the area: CSX and Norfolk Southern. The CSX line enters the study boundary from the west along 33<sup>rd</sup> Street following along Central Avenue to a location just below Workman Road. CSX also has a rail line that enters the northern portion of the study boundary from the west along Chattanooga Creek. Norfolk Southern has the largest presence of the rail lines in the study boundary. Norfolk Southern rail lines enter the study boundary from the south, north, east, and west.

Railroad lines are an important component of the overall transportation network and the movement of goods and services; however, these railroad lines often cause transportation conflicts with vehicular and pedestrian traffic. In the study boundary there are two railroad overpass along Alton Park Boulevard and 33<sup>rd</sup> and 37<sup>th</sup> Street. All other locations the rail lines are at grade causing a conflict between the train, vehicle, and pedestrian movement. This existing railroad overpass has a ten-foot clearance, which limits the movement of truck traffic along Alton Park Boulevard. Because of this limitation trucks must find alternative routes

around this railroad overpass. Trucks generally use 33<sup>rd</sup> Street and Chandler Place as the route to avoid this low railroad overpass. Alternatives for the movement of trains and trucks traffic at this location should be evaluated for possible improvement.

It was stated during the public input sessions that truck traffic through residential neighborhoods is problematic. It has also been recognized that the existing railroad overpass located at 33<sup>rd</sup> Street and Alton Park Boulevard is substandard and limits truck traffic along this major corridor forcing trucks to find alternatives routes into residential neighborhoods such as Chandler Place. Replacing railroad overpasses is extremely problematic because of costs and logistics. However, eventually the railroad overpass will need to be replaced due to age, but the date that will occur is presently unknown.

Railroad lines, crossings and overpasses are issues not specific to the Alton Park community. The Lookout Valley area has for many years consistently fought the issue of having two (2) substandard railroad overpasses within their community that are much need of replacement. Conflicts between railroad lines, substandard railroad overpasses, and vehicular and pedestrian movements will always be an issue that must be addressed in any community, specifically in urban areas where so many rail lines are typically present. It is even more of an issue given the history and large presence of railroads in the Chattanooga area.

The 2000 Alton Park Master Plan recommended the abandonment of certain unused rail lines to complement the safewalk, the greenway, and new pedestrian friendly streets. Often times railroad companies are very reluctant to vacate or abandon existing railroad lines because of the uncertainty of the future use/need for these existing rail lines. At one time there was a very large presence of industrial development in Alton Park with these industrial developments served by active rail lines/spurs.

Industrial property that has rail lines or spurs to the site makes the property very attractive for re-use as industrial property. Several communities across the county have received approval from railroad companies on the use their rail lines as a rails to trails program with the understanding that the railroad company may at some point in the future need to put these existing rail lines into use as an active rail line.

**Goal:** *Evaluate the need to improve a substandard railroad overpass.*

**Recommended Action Step:**

- Dialogue between CSX, the City of Chattanooga, and Tennessee Department of Transportation to investigate ways to improve the substandard railroad overpass along 33<sup>rd</sup> Street and Alton Park Boulevard.

## **TRUCK TRAFFIC**

Truck traffic in residential neighborhoods is often problematic. Due to the amount of industrial facilities in Alton Park, conflicts often arise between truck traffic, personal vehicles, and pedestrians. During the public input sessions residents voiced their concern with truck traffic in the residential neighborhoods and the trucks tearing up existing streets, and efforts should be explored to safely remove trucks from the residential areas. In addition, because of the substandard railroad overpass along Alton Park Boulevard and 33<sup>rd</sup> Street trucks have to find alternative routes around this railroad overpass using 33<sup>rd</sup> Street and Chandler Place as alternative routes.

During the public input session and the previous Alton Park Master Plan residents consistently voiced their concern with truck traffic in residential neighborhoods, as well as the type of materials that are transported by industries through the residential areas. Residents stated that an identified truck route is needed to transport truck traffic from industrial plants to their destinations with minimal conflict with residential areas.

Truck traffic in residential neighborhoods is not a specific issue related to just Alton Park. In a community where commercial and industrial development is immediately adjacent to residential neighborhoods and where you may have major streets, truck traffic will be an issue for the adjacent residential neighborhoods.

For example, the St. Elmo and Rossville Boulevard neighborhoods have experienced truck traffic issues very similar to those experienced in the Alton Park neighborhood. The St. Elmo and Rossville Boulevard residents created a partnership and worked with the City of Chattanooga Traffic Engineering Department and Tennessee Department of Transportation (TDOT) to identify alternative or additional routes for truck traffic and the installation of truck route signage in each of their respective neighborhoods.

**Goal:** *Explore the option identifying a designated route for truck traffic in order to minimize the impact on the residential neighborhoods.*

**Recommended Action Step:**

- Neighborhood Associations are encouraged to work with the City of Chattanooga Traffic Engineering Department and the Tennessee Department of Transportation (TDOT) to explore alternate truck routes in the community.
  - o Truck traffic in South Chattanooga is a multi-neighborhood issue instead of a single neighborhood issue. Partnerships among the various South Chattanooga neighborhoods such as Alton Park, Piney Woods, St. Elmo, the neighborhoods along Broad Street and Rossville Boulevard should be created to work together to identify alternate routes where truck traffic could be re-routed.
  - o Ideally this identified truck route should travel through commercial areas with limited contact with residential areas is preferred.
  - o Identify any intersections or other deficiencies in the community that may need to be improved to accommodate truck traffic.

## CENTRAL AVENUE

The need for improvement in regional mobility, as well as establishing a north/south corridor into and out of Chattanooga has been examined and discussed for many years. For many years transportation assessment reports and studies have identified the extension of Central Avenue and the North Georgia feeder routes, such as Georgia State Route 193 as a way to improve mobility and to provide this much needed north/south mobility.

The extension of Central Avenue has been included in various assessment reports and studies since the mid to late 1970's. In 1978, the Federal Highway Administration and Tennessee Department of Transportation completed a Central Avenue Transportation Corridor Study and Environmental Impact Assessment for an extension of Central Avenue. Previous Long Range Transportation Plans such as the Transplan 2025, LRTP 2030, and LRTP 2035 prepared for the Chattanooga-Hamilton County/North Georgia Transportation Planning Organization (TPO) identified the extension of Central Avenue, as well as Georgia State Route 193 as potential roadway projects that should be studied or assessed in order to improve regional and north/south mobility.

The 2000 Alton Park Master Plan identified the extension of Central Avenue near the former Charles A. Bell School site. The plan recommended that Central Avenue be improved into a "parkway" with two lanes, turning lane and street trees. The extension of Central Avenue would provide two incentives: opens up land along Chattanooga Creek to residential development, and the road extension would provide residents with additional access to Interstate 24.

It should also be mentioned that the existing interstate interchange located at I-24 was identified in the current Long Range Transportation Plan 2035 as being in need of an assessment for potential improvements.

Improving this interchange and extending Central Avenue and Georgia State Route 193 is expected to increase the overall regional and north/south mobility.

Because of the multiple transportation assessment reports, studies, and previous land use plans that have occurred for many years on the extension of Central Avenue this revised land use plan must acknowledge the potential for any future extension of Central Avenue.

The Chattanooga-Hamilton County/North Georgia Transportation Planning Organization (TPO) was created in 1977 to guide transportation projects involving federal funds. The TPO is currently housed in the offices of the Chattanooga-Hamilton County Regional Planning Agency. One of the federal requirements of the transportation planning process is the completion of a Long Range Transportation Plan that has a 20-year time frame and up-dated at least every five (5) years. The current Long Range Transportation Plan (LRTP) 2035 was completed and adopted in May 2005. Currently, the TPO is in the process of conducting public input meetings that will be utilized to up-date the Long Range Transportation Plan.

As of today, the extension of Central Avenue as roadway project is listed existing 2035 Long Range Transportation Plan as in need of further assessment; however, at the present time the City of Chattanooga or the Chattanooga-Hamilton County/North Georgia TPO have not established a timeframe for this project, nor

**Context Sensitive Solutions:** A process to plan, design, construct, maintain and operate its transportation system in order to establish and achieve transportation, community, and environmental goals. Context Sensitive Solutions tries to balance safety and mobility and the preservation of scenic, aesthetic, historic, environmental and other community values.

has this project been added to the Transportation Improvement Program (TIP) of the Chattanooga-Hamilton County/North Georgia Transportation Planning Organization.

The TIP is a prioritized, multi-year program for the implementation of transportation improvements projects. The TIP is a requirement of the transportation planning process and transportation improvements are not eligible for federal funding unless it is listed in the TIP as a potential project.

The Tennessee Department of Transportation (TDOT) has not evaluated the extension of Central Avenue through the issuance of a Transportation Planning Report (TPR). The Transportation Planning Report (TPR) evaluates the feasibility of options for improvements to roadways. Transportation Planning Reports on specific roadway projects from the Tennessee Department of Transportation are generally requested through the TPO and priority is generally given to those projects ready for development and are identified in the Transportation Improvement Program.

In the future, if the City of Chattanooga requests that the extension of Central Avenue be added to the Transportation Improvement Program (TIP) and a Transportation Planning Report (TPR) prepared by TDOT, this land use plan encourages and recommends that the Tennessee Department of Transportation (TDOT) conduct public meetings with community leaders, residents, and stakeholders not only in the Alton Park neighborhood but the South Chattanooga Communities such as Alton Park, Piney Woods, St. Elmo, the neighborhoods along Broad Street and Rossville Boulevard to obtain very important comment and feedback on any of the proposed locations and future design of the extension of Central Avenue in accordance with context sensitive solutions effort within the Tennessee Department of Transportation.

During the public input sessions residents were asked what types of improvements or design elements should be included in any future roadway improvements in the Alton Park neighborhood. Residents consistently stated that these roadways improvements should be a narrow two-lane roadway that incorporates sidewalks and bike lanes. This roadway should be designed and constructed in a manner similar to a boulevard type roadway that provides vehicular mobility and provides pedestrian connectivity and safety.

Any new roadway project or extension of a roadway is planned in a community it often brings about much criticism. The following are the opportunities and weakness of any future extension of Central Avenue within the Alton Park neighborhood.

Opportunities

- Provides additional connections within the community and to I-24
- Increase in the number vehicles and truck traffic will increase the annual traffic counts, which in the future could lead to commercial development along this corridor
- Provides an alternative truck route for truck traffic, thus taking the truck traffic out of residential neighborhoods
- If designed with the pedestrian in mind, could increase pedestrian connectivity in the neighborhood as well as adjacent activity centers

Challenges

- Often divides the neighborhood/community
- Increase in the number of vehicles and truck traffic, leads to an increase in vehicle and possible pedestrian accidents
- Benefits the residents of North Georgia and not Chattanooga

<b>Stakeholder preferences regarding any roadway development or improvement:</b>		
	Yes	No
Incorporate Sidewalks	41%	7%
Incorporate Bike Lanes	28%	11%
Green Median	17%	5%
Designated as Truck Route	69%	26%
Narrow Street: 2 Lanes	69%	18%
Wider Street: 5 Lanes	0%	32%



## COMMERCIAL/OFFICE

Contributing to a neighborhood’s economic vitality, commercial and office uses are important community components. Commercial and office uses may include small and large retail establishments, professional offices, food services, repair shops as well as personal services such as beauty salons and the like.

Commercial and office land uses comprise about six percent of the land in Alton Park. This figure overstates the actual proportion of the land use category. Eighty eight of ninety six acres included in this category are part of a salvage/auto parts yard that largely lies within the floodway of Chattanooga Creek and is not readily usable. The establishments are scattered throughout the study area with some concentrations along West 38th Street and Alton Park Boulevard. Generally, these businesses are small-scale convenience retail shops catering to the residents in the immediate neighborhood.

## COMMERCIAL SCALE

Like many other types of land uses, commercial and office development is found at many different scales. Factors influencing commercial scale might include transportation access, property availability and market area demographics such as population totals, population density and household income.

The interrelation between the transportation network and nearby land uses is particularly evident when examining commercial/office functions. Typically, larger developments must be supported by greater populations drawn from a more expansive area. Outside of very dense pedestrian-oriented cities such as New York City, these land uses require excellent access to the transportation network-including roadways and public transit operations. The International Council of Shopping Centers, a trade group for the Shopping Center Industry, classifies the following types of centers:

TYPE	TYPICAL LAND USES	SQUARE FEET	ACRES	PRIMARY TRADE AREA*
Regional	Shopping Centers or Malls/One or Two Department Stores- Entertainment and Offices	400,000 - 800,000	30 - 100	5 – 15 Miles
Superregional	Shopping Centers or Malls that contain three or more full line department stores, large office buildings, and entertainment	800,000 +	6 - 120	5 – 25 Miles
Neighborhood	Supermarkets, small retail that provide convenience goods	30,000 – 150,000	3 – 15	3 Miles
Community Center	Small department stores, discount stores, variety stores that provide convenience goods	100,000 – 350,000	10 – 40	3 – 6 Miles
Lifestyle Center	Upscale national chain specialty stores; dining and entertainment	Typically 150,00 - 500,000 but can be smaller	10 – 40	8 – 12 Miles
Power Center	Category-dominant anchors; few small tenants	250,000 – 600,000	25 – 80	5 – 10 Miles
Outlet Center	Manufacturer outlet stores	50,000 – 400,000	10 – 50	25 – 75 Miles

The *neighborhood center* has the smallest expected trade area and mainly provides convenience shopping for the day-to-day needs of consumers in nearby residential neighborhoods. Neighborhood centers are generally anchored and supported by retail stores (e.g. grocery stores, shops, entertainment and convenience stores), personal and business services and offices, community facilities and similar uses. Neighborhood centers are usually located near residential neighborhoods at the intersection of two collector streets, or at the intersection of an arterial and a collector street.

Alton Park's commercial development most closely matches this category though most locations are smaller, stand-alone establishments. Many of these are smaller than true neighborhood centers as defined above since they appear to serve only the residents immediately adjacent to them.

### EXISTING COMMERCIAL DEVELOPMENT

During public input sessions, residents frequently mentioned a lack of places to shop in Alton Park. In particular, many residents expressed a desire for a larger grocery store or supermarket. Land use field checks affirm a general lack of retail outlets in the Alton Park study boundary. There are several small food markets in the neighborhood, but no gas stations, restaurants or supermarkets. This situation is not unique to Alton Park. Many urban communities in Chattanooga and other cities experience the same lack of retail choice.

#### Food Deserts

Many rural and urban communities are located in "food deserts" which are locations where unhealthy food is prevalent and (if available) fresh fruits and vegetables are scarce and often overpriced. Researchers have yet to fully agree on what criteria constitute a food desert. In some situations, the term is applied to communities without access to traditional supermarkets.



*Example of farmer's market. Location Main St., Chattanooga.*



*Example of a community small service shop: Local Barber Shop.*

Although Alton Park lies within the trade area of a major supermarket, many residents do not have access to an automobile and shop closer to their homes where the usual array of produce offered by a large grocery store is not accessible. Currently, the Ochs Center for Metropolitan Studies is examining the phenomenon of food deserts in the Chattanooga area.

Identified relatively recently, the problem of food deserts in American cities and rural areas is suspected of being a contributing factor to health problems such as obesity and diabetes. Some communities have initiated programs to address the problem by attracting supermarkets to underserved areas. In a report

produced by the California Food Policy Advocates, Ed Bolen and Kenneth Bolen explore various initiatives to attract fresh food retailers. In Neighborhood Groceries: New Access to Healthy Food in Low-Income Communities(2003) the authors explore various initiatives to attract fresh food retailers ranging from supermarkets to small corner markets to open air produce sales.

In the Journal of Planning Education and Research, Professors Samina Raja and Changxing of the State University of New York at Buffalo before recommending that a community should not direct its resources to attract supermarkets to the neighborhood-let the new store drive existing markets out of business before its

own staying power is tested. In this worse-case scenario, the neighborhood may be left with even fewer food choices. Instead, the authors advocate working with existing retailers to educate them on how to manage a fresh foods section in their stores.

Some communities have established programs to provide retailers with financial assistance to install refrigeration equipment needed to keep fruits and vegetables fresh. In other cases, cities have encouraged independent produce sellers to periodically set up sales stands in certain neighborhoods to provide residents additional opportunities to purchase fresh foods. In Alton Park, a combination of these approaches should be considered-particularly since market conditions are likely not yet favorable enough to bring a new supermarket to the neighborhood.

**Healthy Community Goals and Recommendations:**

Strategy 4. Communities should provide incentives to food retailers to locate in and/or offer healthier food and beverage choices in undeserved areas.

Nonfinancial incentives include supportive zoning, and increasing the capacity of small businesses through technical assistance in starting up and maintaining sales of healthier foods and beverages.

Strategy 5. Communities should improve availability of mechanisms for purchasing foods from farms.

Mechanisms for purchasing food directly from farms include farmers' markets, farm stands, community-supported agriculture, "pick your own," and farm-to-school initiatives.

Strategy 21: Communities should zone for mixed-use development.

Zoning for mixed-use development is one type of community-scale land use policy and practice that allows residential, commercial, institutional, and other public land uses to be located in close proximity to one another.

Centers for Disease Control and Prevention. Recommended Community Strategies and Measurements to Prevent Obesity in the United States. MMWR 2009; 58 (No. RR-7):9,19.

**ATTRACTING NEW COMMERCIAL DEVELOPMENT**

Several factors must be considered to better understand how new commercial and office development may be attracted to Alton Park. The economic model that most conventional supermarkets (and many other national or regional retailers) rely upon demands very specific site requirements that are usually easier to achieve in suburban communities. In the case of supermarket site selection, many inner-city and rural communities are at a disadvantage when using typical site selection protocols that evaluate property such as:

**Property Availability and Cost**

Because supermarkets typically operate with very small profit margins, newer stores tend to be larger to move larger product volumes. Many also offer other services such as a florist, bakery or pharmacy that earn higher profit margins. Larger stores require larger sites,

therefore a parcel of appropriate location and size must be identified. The site must also include parking and loading areas. Generally, in inner-city areas, a parcel of adequate size is difficult to find. Assembling smaller parcels is also difficult due to negotiations with multiple owners. In Alton Park, as in many other in-town neighborhoods, land owners may ask for sale prices above what the development market is willing to bear. When examined in terms of the land acquisition cost versus the projected store sales, developers have difficulty in producing a workable business model.

### **Competition**

Although Alton Park does not have a supermarket within the study boundary, there are several viable “supermarkets” within three miles of the neighborhood center. The BI-LO on Tennessee Avenue is the closest conventional supermarket to most neighborhood residents. Over 40 percent of survey respondents at the first public input meeting indicated that they primarily shopped for groceries there-compared with 16 percent who primarily shopped in Alton Park proper. About 20 percent shopped on Rossville Boulevard where a Food Lion and another Bi-Lo are located. Alton Park falls within the potential trade area for all three stores. Although there are no supermarkets in Alton Park, there are several small markets that sell a more limited array of groceries.

### **Residential Density**

Alton Park is experiencing a decline in population. The 2000 Census for Alton Park showed a population of 4,473 with a density of approximately 1,644 persons per square mile. The 2006 population estimate dropped to 4,224 with a density of approximately 1,552 persons per square mile. The 2011 estimate prior to the official 2010 Census Bureau count reduces the population to

4,045 which lowers the density below 1,500 persons per square mile. Part of the population loss is explained by the demolition of the Spencer McCallie homes on West 38th Street and housing stock losses that occurred after flooding in May 2003. Still, an overall trend of diffuse population loss appears to be in progress.

Generally, larger retailers such as supermarkets and variety stores like Dollar General, Family Dollar or Aldi Stores require that potential sites meet specific criteria including residential population totals and density. Alton Park’s population loss appears to be an established trend which complicates attempts to attract a larger supermarket.

The preponderance of industrial zoning and uses in Alton Park also contributes to lower overall residential densities. Many Census Block Groups contain few if any residents. Pockets of higher population density exist in certain areas of the neighborhood-most notably in the vicinity of the Villages at Alton Park, Emma Wheeler Homes and sections of Highland and Chandler Avenues just south of West 38th Street.

### **Household Income**

The Department of Housing and Urban Development estimates the 2005 median family income in Alton Park is \$16,250 which is 31% of the Chattanooga Metropolitan Statistical Area (MSA) median family income.

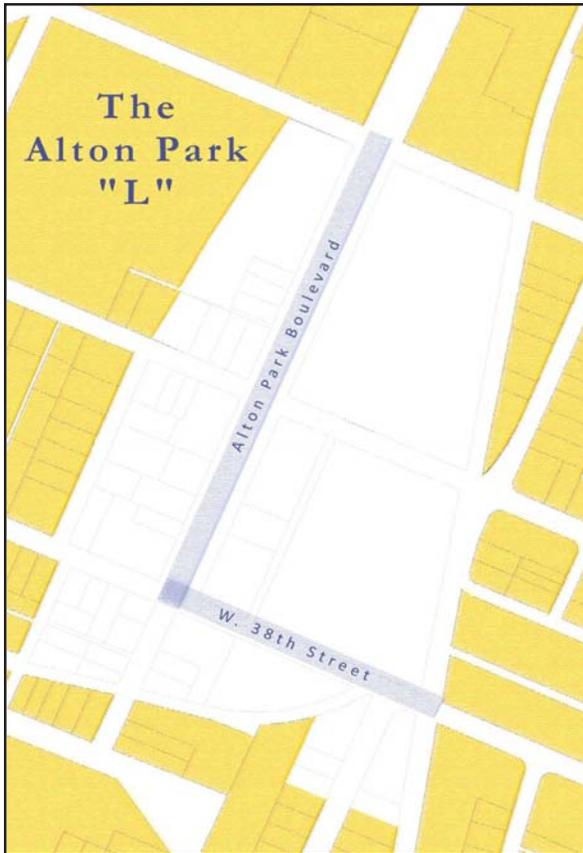
**Traffic Counts**

The most recent traffic counts for main thoroughfares in Alton Park are shown in the table below.

Traffic counts in Alton Park generally show a decline in traffic over the years between 2000 and 2008. These numbers tend to fall below the traffic counts that retailers such as Dollar General, Family Dollar and Aldi Foods require for new store locations. The Alton Park community lies between two major urban arterial roadways that lie outside of the study area boundary. These roads are intended to move large volumes of traffic between activity centers within and outside of the city.

Alton Park is primarily served by collector roads and local streets. These roads are intended to move traffic within a neighborhood. However, Alton Park Boulevard and West 38th Street are classified as minor arterials. These roads are expected to move traffic through a neighborhood and on to major arterials such as St. Elmo Avenue or Rossville Boulevard for dispersion to other parts of the city. A more detailed discussion of roadway functional classifications is found in the transportation section of the plan.

<b>Tennessee Department of Transportation Annual Average Daily Traffic Counts</b>									
<b>Location</b>	<b>2008</b>	<b>2007</b>	<b>2006</b>	<b>2005</b>	<b>2004</b>	<b>2003</b>	<b>2002</b>	<b>2001</b>	<b>2000</b>
Alton Park Blvd. at W 38 <sup>th</sup> Street	7,894	9,274	8,884	9,405	10,331	9,226	9,508	9,419	9,951
Central Avenue at Velsicol	2,334	3,698	3,698	3,058	N/A	3,561	3,278	3,774	3,285
Wilson Road at Piney Woods Family Resource Center	5,372	5,223	5,417	6,137	5,472	5,717	6,217	6,058	5,773
Workman Road at Chattanooga Creek	4,375	4,449	4,436	4,647	4,052	4,263	4,583	4,918	4,472



### **THE ALTON PARK “L”**

*(See Map with images on Page 146)*

Major chain retailers usually prefer the higher traffic counts found along major arterials. In some cases, intersections of minor arterials and collectors are attractive to smaller retailers. In Alton Park, this situation occurs at the “L” formed by the intersection of Alton Park Boulevard and West 38th Street. Not surprisingly, many of the neighborhood’s retailers are located there. Still, at public input sessions, neighborhood residents indicated a desire for additional commercial establishments.

Land use planners frequently identify a core area or region that contains many, but not all community elements that stakeholders desire. Once the core is identified, future planning efforts attempt to enhance

this area and gradually expand outward to encompass additional parts of the community. Although the Alton Park Community Plan encompasses a large area, the “L” is targeted as the preferred location for fostering additional commercial growth.

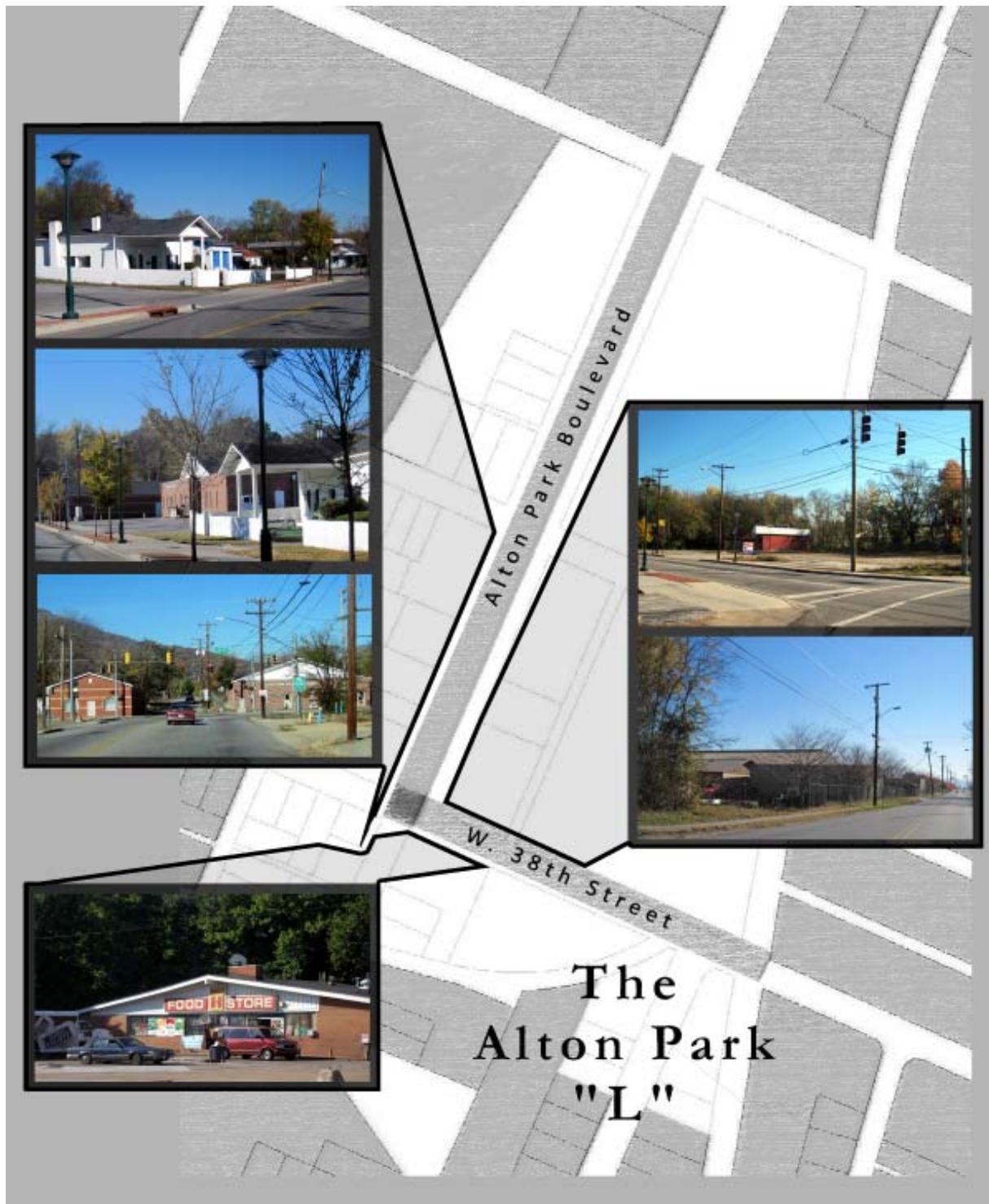
The intersection contains a mix of zoning categories. Many of the existing commercial businesses operate in the M-1 zone. Under the City of Chattanooga Zoning Ordinance, the M-1 district is the most permissive in that it allows a wide range of industrial and commercial uses with the notable exception of residences.

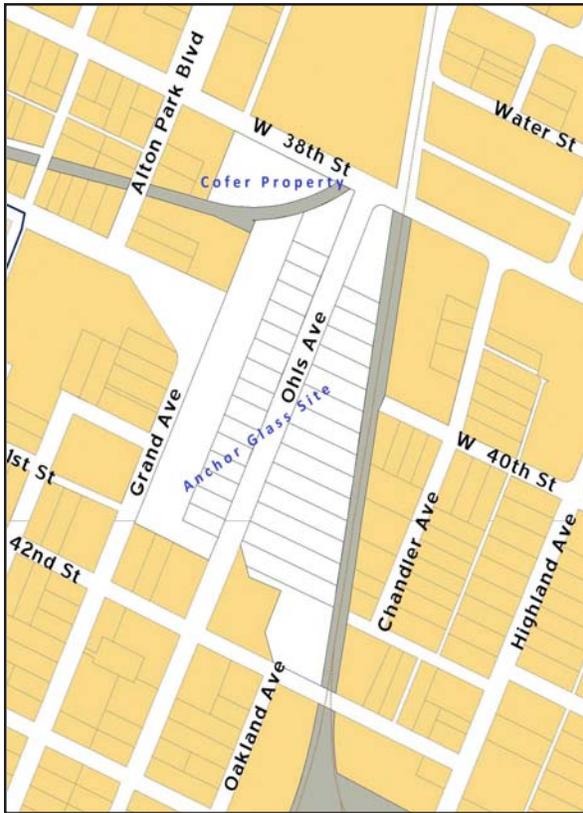
Although the current zoning supports commercial development, it also could allow potentially intrusive uses to locate nearby. This scenario could possibly deter commercial development in the area without assurances that any new investment will not be adversely affected by non-commercial uses that detract from the character of the neighborhood.

Other nearby zoning includes R-3 multi-family residential and R-1 single-family residential areas. Neither category allows commercial or office development. Vibrant communities rely on the interaction between multiple land use types.

### **Future Development at the L**

Future development in the vicinity of the L should integrate certain types of commercial and office components in close proximity to residential areas. Less intense uses such as professional offices and small retail shops can be integrated with nearby residences by maintaining a similar scale and the use of attractive landscaping. To acknowledge the importance of both pedestrian and vehicular traffic, development should site the commercial/office buildings near the street. Sidewalks should be provided to allow easier pedestrian access. Alternatively, commercial and office development can be included within a larger, cohesive mixed-use site. More intense uses such as drive-in restaurants, fuel sales and convenience stores should remain separate from residential areas.





### COFER SITE AND FORMER ANCHOR GLASS SITE

Lying just to the east of the L intersection, the Cofer property at 510 West 38th Street was included in the 2006 EPA Brownfield Assessment Grant. The Phase I and Phase II reports produced for the site as a part of the grant revealed possible past use of foundry sand on the site. Remediation of the property to an acceptable standard for commercial/office use could allow for its use along with the adjacent 8.2 acre Ohls Avenue site which was previously used by the Chattanooga Glass Company as a dump site. The City of Chattanooga now owns the property and received a \$200,000 EPA cleanup grant for the site.

### CONNECTIVITY AND COMPATIBILITY

Both sites are advantageously located along a CARTA route near the center of the study area and could serve as the nucleus of a commercial/public services district in the neighborhood. To accomplish this, the property should be utilized for smaller-scale neighborhood commercial, office or institutional uses. The preferable arrangement places more intense uses such as retail along West 38th Street, while allowing a transition to office, institutional and multi-family residential development on the remaining property. The key factor at this site is scale. The scale of the development should respect and compliment the surrounding neighborhood.

It is important to note that an old rail right of way exists between the Cofer Property and the northern portion of the Anchor Glass Site. In some cases, an old, but albeit existing right of way can hinder development of a property. However, linear rights-of-way can be a valuable asset if a community is able to obtain them and reuse them in such a way that connectivity is made or enhanced. This right of way appears to be owned by a subsidiary or precursor to the Norfolk Southern Railroad. Currently, the track is absent and the right of way does not connect industry with any main rail lines.

Future use of the right of way could include a safewalk “spur” between the Cofer/Anchor Glass sites and West 39th Street. Ultimately, the line could connect the Alton Park L with the Southside Recreation complex and the St. Elmo neighborhood.



## OTHER COMMERCIAL LOCATIONS

Apart from sections of Alton Park Boulevard and West 38th Street, mid-block expansion of commercial and office development is not desired. However, smaller-scale commercial establishments exist in scattered locations within the study boundary. Generally located at intersections, these sites typically consist of a small neighborhood market or other locally-oriented retail operation. Smaller, well-run markets are desirable to have within a community that is otherwise underserved since they have the potential of providing the immediate population with access to food and sundries. However, neighborhood commercial expansion in locations away from intersections is discouraged. “Piecemeal” rezonings away from established commercial nodes and existing zoning should not occur.

Although new markets can help provide more convenient access to needed food to the neighborhood, the issue of alcohol sales at these sites in close proximity to residences can be problematic. Due to the heightened potential for impacting nearby residences, these markets should be limited in size and scale; activities such as fuel sales and alcohol sales should not occur.

**Issue:** Alton Park residents indicate a lack of retail opportunities within the neighborhood.

**Goal:** Reduce the need for residents to travel outside the community by increasing the variety and quality of retail establishments in the neighborhood.

### Recommended Action Steps:

- Delineate between neighborhood commercial uses and general commercial uses that serve a broader population.
- Direct more intense commercial uses to the Alton Park “L”.

**Issue:** Previous development in Alton Park did not always respect the scale and existing character of the surrounding neighborhood.

**Goal:** Create community-sensitive business development.

### Recommended Action Step:

- Integrate development with existing character and form (scale, connectivity and buffering).

**Issue:** Alton Park residents without access to an automobile do not have easy access to reasonably-priced fresh foods.

**Goal:** Ensure that all residents of Alton Park live within an easy walk from markets stocking fresh, nutritious food choices.

### Recommended Action Steps:

- Identify appropriate locations for neighborhood commercial zoning that allows small community-oriented markets.
- Explore incentives through the Renewal Community program that could provide additional equipment to new and existing store owners to stock and sell perishable fresh food products.
- Encourage the creation of an open air market for the sale of fresh fruits and vegetables.

**Issue: Many Alton Park residents do not own an automobile, making access to retail stores difficult.**

**Goal: Ensure that new commercial development is accessible to all residents of Alton Park.**

**Recommended Action Steps:**

- Identify appropriate locations for commercial development on or near CARTA bus routes.
- Provide appropriate locations for additional neighborhood commercial zoning that allows small community-oriented markets.

**Healthy Community Goals and Recommendations:**

Strategy 2. Communities should improve availability of affordable healthier food and beverage choices in public service venues.

Strategies to improve the affordability of healthier foods and beverages include lowering prices of healthier foods and beverages and providing discount coupons, vouchers redeemable for healthier foods, and bonuses tied to the purchase of healthier foods. Pricing strategies create incentives for purchasing and consuming healthier foods and beverages by lowering the prices of such items relative to less healthy foods.

Strategy 7. Communities should restrict availability of less healthy foods and beverages in public service venues.

Schools can restrict the availability of less healthy foods by setting standards for the types of foods sold, restricting access to vending machines, banning snack foods and food as rewards in classrooms, prohibiting food sales at certain times of the school day, or changing the locations where unhealthy competitive foods are sold.

Strategy 8. Communities should institute smaller portion size options in public service venues.

Controlling portion size is important because research has demonstrated that persons often either 1) do not notice differences in portion sizes and unknowingly eat larger amounts when presented with a larger portion or 2) when eating larger portions, do not consume fewer calories at subsequent meals or during the rest of the day.

Centers for Disease Control and Prevention. Recommended Community Strategies and Measurements to Prevent Obesity in the United States. MMWR 2009; 58 (No. RR-7):7,11.



## INDUSTRIAL AND MANUFACTURING

### BACKGROUND

Although most urban neighborhoods typically have a denser and (primarily) residential component, the Alton Park community has an extensive industrial presence. For many years, local industries provided stable jobs for area residents. In the decades following World War Two, structural changes occurred in the broader national economy. As a result, many of the formerly robust employers either implemented workforce reductions or ceased operations entirely.

In the early days of Alton Park's industrial history, environmental regulations were largely absent. Consequently, the legacy of a once vibrant center of manufacturing and employment is now one of environmental degradation and a residential population wary of potential contaminants remaining in the soil and water. Despite the efforts of local, state and federal authorities to study and clean certain contaminated sites along with a portion of Chattanooga Creek, residents are concerned about the impact that

past manufacturing activities have had on the community. Looking forward, residents are understandably circumspect about how industrial land is used (and) reused in the neighborhood.

Historically, older industrial districts were primarily manufacturing operations that developed in close proximity to railroad lines. Residential communities often developed in close proximity to early manufacturers and served as a nearby source of labor. Since transportation options were limited to either walking or public transportation if available. Consequently, these older industrial/manufacturing areas typically had little or no land devoted to automobile parking.

The characteristics of these older industrial sites that made them suited to the pre-automobile railroad era render many of them functionally obsolete today. Urban core locations on relatively small sites make parking for today's auto-dependent labor force in short supply. Urban core locations such as Alton Park are often less convenient for truck access. Still, established industrial areas offer certain advantages over suburban sites. Alton Park is generally well-served with existing infrastructure needs such as water, electricity, sewer, close proximity to Interstate 24 and ample property that is already zoned for industrial use.

### INDUSTRIAL FOCUS AREAS

#### North Alton Park

Located north of the Norfolk Southern rail viaduct over Alton Park Boulevard, this area consists of the most cohesive concentration of manufacturing zoning and uses within the study boundary. Virtually all of the land in this area is devoted to industrial uses. A small residential neighborhood along Tarlton and Delong Avenues is addressed in the Residential section of the plan.

Due to easy access to Interstate 24, a number of warehousing and distribution facilities are located in the sub-district. The completion of a \$15 million FedEx Ground distribution facility in 2008 further emphasized the area's industrial importance. Generally, the future development in this area should build upon the industrial base already in place.

### **Velsicol Block**

Located south of Central AltonPark, this focus area is bounded by Central Avenue to the west, Workman Road to the north, Wilson Road to the east and the Piney Woods neighborhood to the south. The northernmost portion of the focus area is predominately occupied by Schnitzer Steel Industries which recycles ferrous metals. Expansion of these uses should not cross to the north side of Workman Road to avoid impacting lower-intensity residential areas along Fagan and Dorris Streets.

The former site of the Tennessee Products and Chemical Company lies immediately to the south of Schnitzer. This 25-acre site was historically used to covert coal into coke. Operations persisted on the site until the 1980's. Over the years, massive amounts of coal tar residue were produced as a byproduct of coke production. Now owned by Hamilton County, the site is currently unused. Any future industrial use of the property will have to consider remediation of any contamination that may be found onsite.

Just north of the Piney Woods neighborhood, the Velsicol Chemical Corporation operated a plant at the site between 1963 and 2007. Crews recently dismantled the plant's infrastructure, though the company's long-term plans for the site are unclear. Since the plant comprised over 40 acres of land, its possible reuse represents a source of uncertainty in the community. Since the property has rail access, it could be utilized for industrial purposes once again provided that subsequent owners or users of the site take care to

prevent undue impact on nearby residential neighborhoods. Possible future utilization could include subdivision into smaller mixed use industrial/warehouse/office parcels.

Regardless of whether the site is utilized as a whole, or divided into smaller parcels, industrial users should make sure that any reuse is done in a manner that respects the smaller, less-intense scale of the surrounding residential districts. In particular, more intense industrial or warehousing uses should be sited to the interior of the property. Access points to the property should be located away from residential areas. In the case of mixed office/warehouse use, the office component typically generates fewer vehicular trips and is likely to have operating hours more compatible with residential areas-making them more acceptable in close proximity to homes.

The Residue Hill landfill is located east of the former Velsicol site. Beginning in the late 1970s, community attention turned to the landfill as a source of chemical leachates turning up in nearby groundwater samples. The 48-acre property was used as a chemical dumping site for years before its closure in 1973. Residue Hill was eventually capped and is otherwise unused. Because of its extensive history as a chemical landfill, the site should remain in an undisturbed state.



**Issue: Guidelines are needed to allow for a compatible transition from industrial development to other less intensive land uses.**

**These guidelines are needed for application throughout the study area including both established areas and those that may develop in the future.**

**Goal: Ensure compatible transition from industrial development to other less intensive land uses.**

- Consider appropriate transitional methods at all locations where the development or expansion of industrial land abuts less intensive uses (either built or zoned). The following objectives will encourage a more compatible transition:

a. Site Orientation

- (1) Site design should be oriented away from local neighborhood streets and toward primary streets.
- (2) Site access should be limited to primary collector and arterial streets.
- (3) Where appropriate, streets may be used as boundaries between industrial and commercial, office or higher-density residential land uses.

b. Building Orientation

- (1) Industrial park activities, pedestrian access, and main building entrances should be oriented toward the street.
- (2) The height and bulk of an industrial building and accessory structures should be oriented away from residential neighborhoods to avoid creating a negative visual effect.

c. Land Features:

- (1) Promote the retention of stands of trees, natural vegetation, wetlands, stream corridors, and environmentally sensitive areas whenever possible to separate industrial park developments from residential land uses.
- (2) Where possible, use existing topography to naturally separate industrial districts from residential areas.

d. Buffering and Landscaping

- (1) Encourage the creative and extensive use of landscaping and berming techniques for effective buffering of residential and industrial land uses.
- (2) Avoid the use of fences as a sole means of providing screening or buffering.

- (3) Promote the use of existing land features, vegetation such as stands of trees and hedgerows, and stream corridors as natural buffers.
- (4) Encourage the use of high quality materials in the construction of fencing and landscaping to reduce long-term maintenance costs and to decrease the likelihood that neglected, unsightly areas will occur.

e. Lighting

- (1) Any lighting used to illuminate an off-street parking area, sign or other structure should be arranged as to deflect light away from any adjoining property or from public streets through fixture type, height and location.
- (2) Exterior lighting of buildings should be limited to low level incandescent spotlights and similar illuminating devices shielded in such a manner that the direct beam of any such light source will not glare upon adjacent property or public streets.

- Encourage higher intensity and/or less compatible uses to locate to the interior of industrial sites or adjacent to major thoroughfares, but not adjacent or in close proximity to residential neighborhoods. A use may be considered less compatible because of height, bulk, parking, light, noise, traffic generation, or hours of operation.
- Ensure adequate screening of unsightly views of industrial developments (loading docks, rooftop equipment, parking areas, trash containers) through the use of extensive landscaping, berms, fencing, architectural design, open space, setbacks, building orientation, or any combination of these methods.
- Allow the use of low-intensity office development as a transitional use between business park developments and residential developments.
- Allow the use of commercial or office development as a transitional use between industrial developments and residential developments.
- Allow the use of medium to high intensity recreation facilities such as ball fields, court game areas, etc. as a transitional use so that joint use is made of parking facilities.
- Provide for adequate spacing for building(s), parking, and landscaped areas so that the site does not appear overdeveloped.

- Consider appropriate transitional methods at all locations where the development or expansion of a business park development abuts less intensive uses (either built or zoned):
  - o Building orientation
- Business park activities and parking, pedestrian access, and main building entrances should be oriented toward the street.
- The use of similar building height and roof forms should be utilized to enhance compatibility with surrounding development, especially adjacent residential neighborhoods.
- Ensure adequate loading space within a building or in a side or rear yard, in such a way that all storage, standing and maneuvering of trucks will take place solely on private property.
- Ensure adequate ingress to and egress from light industrial/business park developments.
- Limit the number of driveways onto thoroughfares and coordinate these driveway locations with adjacent development to allow for shared access.
- Ensure adequate vehicular circulation within light industrial/business park developments that allows access to adjacent industrial buildings and developments without the need to drive to the public streets.

***Issue: Alton Park contains many underutilized industrial/manufacturing properties***

***Goal: Re-use existing underutilized industrial/manufacturing properties.***

- Continue to pursue available grants for identification and cleanup of brownfield sites.
- Promote the assembly of small tracts to form larger, more cohesive parcels to enable well planned, and orderly light industrial/business park development to occur.
- In the case of larger industrial tracts of land, subdivision into smaller parcels for sale and use by smaller firms is encouraged as well.

***Issue: Traffic concerns are often of major importance with much of the concern focused on ensuring safe and effective access and circulation at an acceptable level of service within and adjacent to light industrial/business park developments.***

***Goal: Promote a transportation system which provides or improves access and circulation within and adjacent to light industrial/business park areas.***

- Discourage the expansion of existing or the inclusion of new light industrial/business park development in areas where, even with street and traffic signal improvements, the additional traffic generated by such development would exceed the handling capacity of the street system.
- Encourage convenient customer parking within light industrial/business park areas and discourage parking in adjacent areas.
- Provide for safe, continuous pedestrian networks to promote direct pedestrian access to neighboring residential, non-residential and public uses.

## IMPLEMENTATION

Like all plans, the success of the Alton Park Plan depends upon the level of support it receives. The residents, neighborhood association and other stakeholders can benefit from understanding the partners involved, the timeframe and the costs for proposed projects. The community takes ownership of the Plan by moving it to the implementation phase. It is their role to transform the plan recommendations into actual projects on the ground.

Stakeholders in Alton Park and Piney Woods are having success in community improvements. As of March 2009, The Alton Park Development Corporation has received \$3,000 in funding for a "Community Garden". The funding was awarded by Neighborhood Partners Program. The garden is currently constructed and located at the Calvin Donaldson Environmental Science Academy. Also, the South Chattanooga Association of Neighbors will be purchasing software that will help students age 12 to 17 develop basic typing and computer skills. The software will be installed on computers housed at the Bethlehem Center.

Implementation can be one of the most challenging aspects of community involvement, but there are several examples of successful land use plan implementation throughout Chattanooga. Three of these examples are discussed here.

### HIGHLAND PARK

The following edited history of Highland Park is from the Highland Park Neighborhood Association website:

*Highland Park was developed in the late 1800's after the great floods and was named because it sits on a slightly higher elevation than downtown Chattanooga. The varying house styles in the neighborhood are representative of the era from the late 1800's to the 1930's.*

*Highland Park was a lovely family neighborhood which thrived until the 1950's when many families, as was typical of that era and the growth of the ubiquitous subdivision, moved to the suburbs. As a result, the neighborhood slowly fell into decay and abandonment with many of the glorious homes falling victim to the saw and hammer of slumlords who carved up homes into apartments. However, even during these years there were neighborhood residents who didn't give up, who stayed in their homes determined to return the neighborhood to its long-ago splendor despite the drug dealers and prostitutes.*

*In August of 1990 Ginnie Tatum had had enough and went door to door with a handmade flyer inviting concerned citizens to meet together and discuss the situation in the neighborhood. The Highland Park Neighborhood Watch Association was born and a first meeting was attended by nine people. As the neighborhood group grew to 50 members, one Saturday a month the group would walk through the neighborhood to let the criminal element know they were here to stay and reassuring the neighborhood residents that they were there to help them.*

*In 1999, a census of the neighborhood was taken by Community Impact Fund (CIF) to determine the vision of the neighborhood and to provide funding to make that vision a reality. Funding supported renovations on the neighborhood center including the purchase of computers. Sign toppers for all the streets in the neighborhood were handcrafted by a local artisan. A large lot on the corner of Holly and Union was leased to be a passive park and has now been developed into Tatum Park, named in honor of Ginny Tatum. During the past five years, Highland Park is experiencing a renewal as part of a 10-year plan to return the neighborhood to a place of community where all residents can enjoy a healthy, active, and productive life.*

The following is just a short list of the neighborhood's many projects with these having a focus on land use implementation:

#### **1994 Highland Park Neighborhood Plan**

- Increase the acreages designed for single family residential and Petition the City Council to rezone properties consistent with the Land Use Plan: *In 1996, Chattanooga City Council approved a zoning study that rezoned much of Highland Park to R-1 Single-family Residential*
- Provide a place where residents can meet and have social events: *In 1994, neighborhood group obtains a lot to develop as a park; neighborhood association leases building from city for events and meeting space*

#### **1996 Highland Park/Tennessee Temple University Master Plan**

- Beautify our public spaces and create a sense of neighborhood identity through gateways and tree plantings: *In 2009, residents coordinated a tree planting using trees donated to the city by the Volkswagen Company.*
- Petition the City Council to rezone properties consistent with the land use plan: *In 2008/2009, residents support another zoning study to address potential changes to institutional uses in their neighborhood.*

#### **ST. ELMO**

The following edited history is from the St. Elmo Community Plan developed by the Regional Planning Agency.

*The St. Elmo Improvement League, one of the oldest neighborhood associations in the City of Chattanooga, continues to be active now under the name of Community Association of Historic St. Elmo (CAHSE). In 1982, the neighborhood association played a key role in ensuring the National Register of Historic Places designation for St. Elmo and assisted in the development of the St. Elmo Historic District Design Review Guidelines that were adopted in 1992.*

*When their land use plan was adopted in 2001, the neighborhood group had participated in the annual art festivals in St. Elmo's quaint downtown. In addition, they had received two grants from the Department of Neighborhood Services; one to renovate a park and the other for a neighborhood welcome sign. These steps were among some of the first steps towards revitalizing the entire St. Elmo community.*

*Because of St. Elmo's age, its housing stock had started to deteriorate in recent decades. Consequently, the neighborhood's image has suffered. In the recent past, St. Elmo was viewed as having high crime rates as well as a prevalence of other social ills. The neighborhood association has implemented or assisted in implementing many of the recommendations of their community plan.*

#### **Selected 2001 St. Elmo Land Use Plan Recommendations and Status**

- Create a small parking lot on Ochs Highway for better access to the Guild Trail: *completed*
- Repair trestles on the Guild Trail Greenway: *completed*
- Create a Greenway footpath on Hawkins Ridge: *further plans have been developed, discussions with the Trust for Public Land have taken plan*
- Create pedestrian and bicycle links to Greenways and other amenities: *bike facility on St. Elmo Avenue*
- Hold public process for use of former St. Elmo Rec. Center site: *completed in early 2000s*
- Realign St. Elmo Avenue and Tennessee Avenue to create t-intersections: *completed 2009*
- Keep St. Elmo's old fire hall in the public realm: *currently used by neighborhood association and under ownership of City (ownership may be passed to a nonprofit owner)*
- Create a bike route from the Aquarium to the Incline: *bike facility on St. Elmo Avenue and bike racks on Incline*
- Streetscape business district: *complete*
- Encourage neighborhood-oriented commercial infill: *several properties have been rezoned for neighborhood commercial uses*

Recently, the St. Elmo neighborhood saw completion of a new park. Developed at the site of the former St. Elmo Recreation Center, the park is a partnership among many groups including the City of Chattanooga, Lyndhurst Foundation, Benwood Foundation, St. Elmo Presbyterian Church and others. Neighborhood members volunteered in this effort including among other things labor and tools.

### **SOUTH BROAD REDEVELOPMENT GROUP**

The South Broad Redevelopment Group (SBRG) focuses on both the residential and non-residential portions of the area north and west of Alton Park and north of St. Elmo. They are currently working on implementing their plan prepared by the Regional Planning Agency. The group petitioned City Council for a zoning study of South Broad St. north of the creek and south of the interstate. During the process of that zoning study, the Regional Planning Agency created a new Urban General Commercial (UGC) Zone and, by approval of the recommendations of the study, much of that area was rezoned to this new zone. The UGC zone will help ensure appropriate urban development form in this area.

**Goal: Build new and strengthen existing community organizations and community leaders.**

#### **Recommended Action Steps:**

- Promote strong leadership, celebrate successes, and hold regular meetings.

Although mentioned elsewhere in this plan, City of Chattanooga’s Neighborhood Services and Community Development Department provides invaluable guidance and resources in helping grow community groups and assisting with association strategic planning processes.

The City’s Neighborhood Relations Division’s Neighborhood Relations Specialists:

- Coordinate interdepartmental efforts to address neighborhood problems

- Assist neighborhood organizations in addressing community priorities and needs by helping set clear and attainable goals, and mapping a plan to achieve those goals
- Promote involvement and foster leadership among concerned citizens through training and development
- Connect with others

Alton Park neighborhood organizations should consider partnering with other groups that have achieved success in organizing their community members and in completing projects in their communities. Both the St. Elmo (CAHSE) and South Broad (SBRG) associations can act as mentors and will be able to provide valuable input as they had or have similar issues to the Alton Park community.

The Villages of Alton Park Neighborhood Watch and South Chattanooga Association of Neighbors participated in National Night Out in August 2009. Partnerships between these organization who have successfully participated in this neighborhood building program and others in the community could allow National Night Out to become a greater community-wide effort.

NATIONAL NIGHT OUT is designed to:

- Heighten crime and drug prevention awareness;
- Generate support for, and participation in, local anticrime programs;
- Strengthen neighborhood spirit and police-community partnerships; and
- Send a message to criminals letting them know that neighborhoods are organized and fighting back.

From the National Association of Town Watch:

*Pursue a leadership exchange program with another group or organization.*

*The Community Tool Box, a service developed by the Work Group for Community Health and Development, recommends, “You can trade staff or volunteers for a period of time, so each group gets to learn how another group works. People can learn skills that aren’t available in their own organization. Even a visit to another organization can give people a picture of new possibilities.”*

*Further ideas and troubleshooting tips on building community leaders can be found at the Community Tool Box. This site includes answers to common problems such as:*

- o There is not enough community participation*
- o There is not enough leadership*
- o There is not enough change in the community or system*
- o There is not enough improvement in outcomes*

The link to the website is <http://ctb.ku.edu/en/> and may also be found through the City of Chattanooga Neighborhood Services webpage.

- Identify partners and build relationships.

The Regional Planning Agency assists many community organizations with a variety of activities including greenway coordination, zoning requests and enforcement issues, and helping address a variety of concerns. The City of Chattanooga's many departments are also available for this level of contact. Residents and organizations should feel comfortable contacting not only their local officials but these public departments also as well as other public agencies.

Chattanooga is very fortunate to have a variety of religious, private and semi-private organizations and foundations that assist in community building.

"Great neighborhoods are the bedrock of great cities. Such neighborhoods are founded upon the strength and mobilization of active neighborhood organizations, effective community stakeholders and strategic and effective code enforcement in partnership with a responsive government." -Mayor Ron Littlefield



# APPENDIX



## SURVEY QUESTIONS

The following pages contain responses to the community survey:

**COMMERCIAL**

**Where do you normally buy most of your household goods and services, such as:**

**1 groceries, cleaning supplies, dry cleaners, Laundromat, etc?**

Alton Park	3	16%
St. Elmo	8	42%
Rossville Blvd	4	21%
Downtown Chattanooga	1	5%
Other:	3	16%

Lookout Valley, East Brainerd, Hixson, Brainerd, Fort Ogelthorpe Wal-Marts

**How could existing commercial stores and/or areas be improved in the Alton Park**

**2 area?**

No needed improvement	0	0%
Sidewalks, walking paths, etc.	6	22%
Landscaping & trees	4	15%
Safer entrances and exits	2	7%
Bike paths and trails	3	11%
Additional lighting	8	29%
Other/More Specific	4	15%

Put the structure near easy access parking visibility 27

We need more commercial stores that appeal to the public

A great loss was the closing of the Dollar General Store on Broad Street

**3 Do you think there are adequate places to shop in Alton Park area?**

**YES** 2 14%

**NO** 12 86%

**If NO, what kinds of retail/commercial stores would you like to see in the Alton Park area?**

Family Restaurants	12	16%
Grocery Store	11	14%
Barber/Beauty Shops	6	8%
Fast Food Restaurants	2	3%
Banks	7	9%

Neighborhood Markets	11	14%
Doctor/Dentist Offices	9	11%
Dry Cleaners/ Laundrom	10	13%
Drug Stores	9	11%
	77	

Other/More Specifically:

**Are there areas in the Alton Park area that are most appropriate for**

**4 retail/commercial uses?**

Please make your choices from both categories.

Generally:

Near CARTA Route	9	26%
Near Existing Commercial	6	18%
New Commercial Near Residential	6	18%
New Commercial Far Away From Residential	2	6%
Along Major Roads/Streets	5	15%
Presence of Sidewalks	6	18%
	34	

More Specifically:

Along 38th Street and Alton Park Boulevard	12	30%
Intersection of 38th Street and Alton Park Boulevard	9	23%
Along Alton Park Boulevard	9	23%
Near Emma Wheeler Homes	5	13%
Intersection of Central Avenue and Halsbey Street	5	13%
	40	

**Other:**

**Additional Comments:**

- Educate properties on home improvements
- Need senior apartments
- Need child care for single mothers
- Keep recreation center open longer
- Piece of Property 37th,35th on AP Blvd. needs maintenance Williams property
- City has code enferent for residential

no bldg. 2 blocks

Concern Rossville Blvd. and Central Ave along 38th Need sidewalk people walk it all the time

Astec and City re-did street in front of their property can't access

## INDUSTRIAL

### 1 Currently do you think that industrial uses are an important part of the Alton Park Community?

YES	9	64%
NO	2	14%
MAYBE	3	24%
	14	

#### Why or Why not?

Higher paying jobs; skilled jobs

The jobs to not go to the residents it does not increase revenues for the community. There is no benefit at this time.

Clean brownfields

It brings jobs to the community.

They don't employ enough people who live in the community.

Depends on the type

Non-polluting, hiring residents, using local small business owners

People need work

May so, but the pollution and the smell is awful.

### How can existing industrial uses and areas be improved to be more compatible with adjacent

#### 2 residential uses?

No needed improvement	0	0%
Hours of operation	1	3%
Beautification	10	32%
Landscaping/Buffering/Screening	7	23%
Reduced or Relocation of Lighting	2	6%
Reduced Truck Traffic	4	12%
Noise reduction	3	10%
Other:	4	12%
	31	

Odor

Improved lighting

More jobs, warehousing

Façade improvements, green building

### 3 What are your concerns with regard to abandoned/vacated industrial sites in the Alton Park area?

Abandoned buildings (safety)	8	31%
Environmental issues	6	23%
Loss of jobs	8	31%
Other:	4	15%

Blight and lack of upkeep by owners, safety for children and youth  
 Blight

**If these abandoned/vacated industrial sites were to be re-developed or re-used, what types of  
 4 uses would you like to see on these sites?**

Industrial	5	15%
Commercial	12	35%
Residential	8	24%
Green/Open-Space	5	15%
Other:	4	12%
Commercial shops which stimulate the local economy by providing jobs and also creating a pleasant environment		
Localized activities center and community resource center		
Recreation baseball and football fields for kids		
Indoor recreational, neighborhood services, job training, GED and 2yr. College programs for training specifically for industries located in the community.		

**Below are examples of industrial uses throughout Hamilton County, do you think these could be  
 5 a part of Alton Park and why?**

Picture A:

	YES	8	67%
	NO	4	33%
Why?			
Appearance	3	19%	
Type of use	5	31%	
Landscaping/buffering	4	25%	
Intensity-size	2	13%	
Other:	2	13%	
	16		
More Jobs			

Picture B:

	YES	10	100%
	NO	0	0%
Why?			
Appearance	10	37%	
Type of use	6	22%	
Landscaping/buffering	6	22%	

Intensity-size	3	11%
Other:	2	7%
	27	

Number of local jobs

Picture C:

YES	7	70%
NO	3	30%

Why?		
Appearance	8	35%
Type of use	7	30%
Landscaping/buffering	4	17%
Intensity-size	3	13%
Other:	1	4%
	23	

number of local jobs

Picture D:

YES	7	78%
NO	2	22%

Why?		
Appearance	4	25%
Type of use	5	31%
Landscaping/buffering	4	25%
Intensity-size	2	13%
Other:	1	6%
	16	

More jobs

Picture E:

YES	6	67%
NO	3	33%

Why?		
Appearance	4	24%
Type of use	6	35%
Landscaping/buffering	4	24%
Intensity-size	2	12%
Other:	1	59%
	17	

More jobs

Picture F:

		YES	5	50%
		NO	5	50%
Why?				
Appearance	5			28%
Type of use	5			28%
Landscaping/buffering	4			22%
Intensity-size	2			11%
Other:	2			11%
	18			
More jobs				
Already enough that causes emissions and pollution				
environmental concerns				

5. Below are examples of industrial uses throughout Hamilton County, do you think these could be a part of Alton Park and why?



\_\_\_\_\_ YES                      \_\_\_\_\_ NO

**WHY?**

- \_\_\_\_\_ Appearance
- \_\_\_\_\_ Type of Use
- \_\_\_\_\_ Landscaping/Buffering
- \_\_\_\_\_ Intensity-Size
- Other: \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_



\_\_\_\_\_ YES                      \_\_\_\_\_ NO

**WHY?**

- \_\_\_\_\_ Appearance
- \_\_\_\_\_ Type of Use
- \_\_\_\_\_ Landscaping/Buffering
- \_\_\_\_\_ Intensity-Size
- Other: \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_



\_\_\_\_\_ YES                      \_\_\_\_\_ NO

**WHY?**

- \_\_\_\_\_ Appearance
- \_\_\_\_\_ Type of Use
- \_\_\_\_\_ Landscaping/Buffering
- \_\_\_\_\_ Intensity-Size
- Other: \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

**OVER FOR MORE QUESTIONS**

**Question 5 continued:**

**Below are examples of industrial uses throughout Hamilton County, do you think these could be a part of Alton Park and why?**



\_\_\_\_\_ YES                      \_\_\_\_\_ NO

**WHY?**

- \_\_\_\_\_ Appearance
- \_\_\_\_\_ Type of Use
- \_\_\_\_\_ Landscaping/Buffering
- \_\_\_\_\_ Intensity-Size
- \_\_\_\_\_ Other: \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_



\_\_\_\_\_ YES                      \_\_\_\_\_ NO

**WHY?**

- \_\_\_\_\_ Appearance
- \_\_\_\_\_ Type of Use
- \_\_\_\_\_ Landscaping/Buffering
- \_\_\_\_\_ Intensity-Size
- \_\_\_\_\_ Other: \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_



\_\_\_\_\_ YES                      \_\_\_\_\_ NO

**WHY?**

- \_\_\_\_\_ Appearance
- \_\_\_\_\_ Type of Use
- \_\_\_\_\_ Landscaping/Buffering
- \_\_\_\_\_ Intensity-Size
- \_\_\_\_\_ Other: \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

## NATURAL ENVIRONMENT

### 1 Is the potential of flooding in your community a concern to you?

YES	11	85%
NO	2	15%
	13	

#### What are your concerns?

contamination, sewage, creek overflowing, (still contaminated),  
contaminated soils added to flood waters, ability of residents to afford cleanup  
along Alton Park adjacent to my land  
water borne pollutants  
over flow and water backup on lawn  
we need a drain at the end of Tarlton Ave. water builds up at the dead end like a small lake  
we don't have the proper drains

Since the flooding event of 2003 have you noticed any changes in Alton Park, such as loss or

### 2 residential and/or commercial structures because of the flood event?

No, yes, yes boarded up residential areas some torn down

### 3 What do you think are good uses for flood prone areas?

Open/Space (No Buildings)	7	41%
Two or three family dwelling residential	1	6%
Commercial	1	6%
Greenway	7	41%
Single-Family Residential	1	6%
	17	
Other: recreation		

### 4 Natural environment encompasses much more than flooding issues.

The natural environment generally includes air, land, water quality, etc.

Other plans and studies will be used when preparing the Alton Park Land Use Plan update with regards to the natural environment.

Are there other natural environment issues that you can think of that we did not ask in the of the community?

cleant the creek  
trees, plantings, greenways, fields for recreation for all ages: young children, youth, and seniors  
exercising games football, soccer, and baseball etc.







**2 If a greenway system was located in the Alton Park area what would you use the greenway system for?**

Fishing	0	0%
walking/running/jogging	12	57%
Transportation	0	0%
Pavilion/Picnics	4	33%
Playground	5	42%
Other:	Biking	
	21	

**3 What issues, if any, would keep you from using a greenway in the Alton Park area?**

Security/Safety/Lighting	10	42%
Accessibility	4	17%
Lack of Public Facilities (restroom, benches, etc)	7	29%
Lack of Connections to Destination Points (Schools, Parks, library, etc)	3	13%
Other:		
perceived contamination, water feature	24	

**4 What are the unmet needs, if any, for parks and recreation activities for the Alton Park area?**

- No baseball/softball complex in our community
- No little league football complex in our community put next to Howard
- Baseball fields, tennis courts, golf courts
- No playgrounds for children
- No picnic cookout pavillion areas for families
- No public restrooms
- Areas too isolated No lighting
- No outdoor activities or major facilities
- Water features, signage, trees and plantings, young children only areas, seniors only areas

## RESIDENTIAL

### 1 What do you like most about where you live?

**For example, sidewalks, large or small lots, close proximity to recreation, commercial and/or religious facilities, schools, etc.**

Not close to recreation, close proximity to recreation

Location

Being ourselves

close to walk to street to catch the carta bus

close to transportation carta

quiet schools

people who live in the community

sidewalks are good, gives element of safety from high traffic, community

quiet area family home

### 2 What do like least about where you live? For example: lack of sidewalks, houses too close to each other, not in close proximity to a park, commercial and/or religious facilities, schools, etc.

The loitering

People standing on streets

Lack of side walk

No recreation for young kids

Too much loitering, stores that sell beer and not the right kind of food etc.

Don't like the liquer stores unkept properties, and the industry mixed into the community

Crime, crime activity, loitering, no commercial area, grocery stores, drug stores, restaurants, low property values, absentee landlords, with blighted properties, littering, poor image, no family activity areas,

nothing to do or see no cohesive sidewalk/landscapd connection

### 3 What concerns you most about residential properties where you live?

Unkept lawns (is getting better)

It quiet its not too noisey

They have many abandoned and unkept properties

Absentee landlords with blighted areas, litter, poor upkeep, too many rental properties

### 4 What types of residential development do you think are most appropriate in the Alton Park area?

Large Lot Developments	0	0%
Small lot development	3	14%
Single-family Detached	8	36%
Duplexes	1	5%
Multi-family (apartments)	7	32%
Retirement/Assisted Living Communities	1	5%
Condominiums	1	5%
Townhouses	1	5%
	22	

**5 Where should new residential development (or re-development) take place in the Alton Park area?**

**Please list specific areas in Alton Park.**

- Make use of vacant lots where old houses are decaying or has been torn down
- Don't know I don't live in Alton Park
- Alton Park Blvd. where old Chattanooga Glass Co. was located
- Outside of the new Alton Park developments
- Along Alton Park Blvd (35th to 37th) along 35th
- Infill housing throughout, single family dwelling

**6 Do you think there are barriers to residential development in the Alton Park area?**

YES	7	64%
NO	4	36%
	11	

**If yes, what are some of those barriers to residential development?**

**For example, lack of affordable land, infrastructure not readily available, not easily accessible, environmental issues, etc.**

- Environment issues
- Lack of affordable land
- Lack of a true income mix of people who live in the Alton Park community
- Environmental issues, infrastructure not readily available
- No services to support residents

**7 Are there locations that you think are NOT appropriate for residential development?**

YES	4	80%
NO	1	20%
	5	

**If YES, please list these areas and state why they are not appropriate for residential development.**

Where the foundries are  
stores that let children loiter and sell drugs, the selling of beer not food  
In contaminated vicinities  
Brownfield sites with known contaminants that could cause health issues and exposure  
On brownfields, ex. Trotter school site  
Contaminated sites, auto junk yards

**Other**

House behind Key James that needs upkeep and yard maintenance  
No duplexes

## RESIDENTIAL

**1 Are you a property owner in the Alton Park Community?**

YES

NO

**2 As a property owner is your property your residence, rental property, or both?**

Residence

Rental Property

Both

**3 If it is rental property, is it multi-family, two-family (duplex), or a single-family, structure?**

Multi-Family

Two-Family

Single-Family

**4 How long have you lived or owned property in the Alton Park Community?**

No answers

**5 If you have recently moved to the Alton Park Community could you please tell us what community you lived in prior to moving to the Alton Park Community?**

No answers

**6 What do you like most about where you live? For example, sidewalks, large or small lots, close proximity to recreation, commercial and/or religious facilities, schools, etc.**

No answers

**7 What do like least about where you live? For example: lack of sidewalks, houses too close to**

No answers

**8 What concerns you most about residential properties where you live?**

No answers

**9 What types of residential development do you think are most appropriate in the Alton Park area?**

Large lot development  
Small lot development  
Single-family detached  
Duplexes  
Condominiums  
Multi-family (apartments)  
Retirement/ Assisted Living Communities  
Townhouses

**11 Do you think there are barriers to residential redevelopment in the Alton Park area?**

YES  
NO

**If yes, what are some of those barriers residential development? For example: lack of affordable land, infrastructure not readily available not easily accessible, environmental issues, etc.**

No answers

**12 Are there locations that you think are not appropriate for residential development?**

YES  
NO

**If YES, please list these areas and state why they are not appropriate for residential development.**

No answers

**TRANSPORTATION**

**1 What types of transportation do you use most?**

Personal Vehicle	13	81%
Public Transportation (CARTA)	3	19%
Walking	0	0%
Taxi	0	0%
Other/More specifically	0	0%
	16	

**2 What types of transportation do you think you will use 10 years from now?**

Personal Vehicle	10	43%
Public Transportation (CARTA)	8	35%
Walking	4	17%
Taxi	1	4%
Othe/More specifically	0	0%
	23	

**3 Is there adequate access to public transit and public transit routes in the Alton Park area?**

YES	11	85%
NO	2	15%
	13	

**If NO, why not? Please be as specific as possible.**

CARTA routes on Alton Park Blvd. more stops  
 Would love to see in additional neighborhoods.

**Additional Comments:**

Need more buses to run to the Southside Health Center

**When thinking of roads and streets in the Alton Park area which of the following should or should not be added to roads and streets?**

**WHY OR WHY NOT**

Totals: Yes NO

a.	Sidewalks	12	41%	2	7%
b.	Bike Routes/Lanes	8	28%	2	11%
c.	Planted Green Median	5	17%	1	5%
d.	Designated as a truck route	2	69%	5	26%
e.	Narrow Streets (Two-Lanes)	2	69%	3	16%
f.	Wider Streets (Five-Lanes)	0	0%	6	32%
		29		19	

**Comments:**

- a. Many people like to walk and do not have personal vehicles  
Encourage walking  
Promote safety
- b. To connect neighborhood  
Many people like to ride biked and this would creat a safer travel environment  
More bike lane needed  
Recreation Opportunities
- c. Encourage fitness; safety  
Beautification  
street scaping is critical  
Pleasing, slows traffic  
Because of beautification
- d. Because the truck tear up the road.  
Safety remove trucks from residential areas.  
Can do without trucking activity in the community.  
Safety
- e. To reduce 18 wheeler  
Limits parking
- f. Wider streets will encourage more traffic. This is a pedestrian community  
Too much truck traffic  
and I believe it would result in more injuries especially for children.  
Promotes too much traffic

**5 Are there areas in Alton Park area where sidewalks need to be repaired?**

YES	9	100%
NO	0	0%
	9	

**If YES, please list the streets/areas where sidewalks should be reviewed for repairs.**

Central Ave  
Dorsey Street

**6 Are there area in Alton Park where new sidewalks need to be constructed?**

YES	9	100%
NO	0	0%
	9	

**If, YES, please list the streets/areas where sidewalks should be constructed.**

33rd street and Alton Park  
Central  
Along Alton Park

33rd street off Alton Park Blvd. along Alton Park Blvd. 38th street to Central Avenue

**7 Are there areas in Alton Park where roads and street intersections should be improved?**

YES	9	100%
NO	0	0%
	9	

**If YES, please list the streets/areas where the city should make improvements. Please be as specific as possible.**

38th between Rossville and Central  
Alton Park Central  
Central Hamil  
Hamil and Workman  
Central 38th  
At red light Alton Park Blvd. 33rd street

**8 Should bicycle routes/lanes and bicycle facilities be constructed in Alton Park?**

YES	8	80%
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NO                      2                      20%  
                                 10

**If YES, where should these bicycle routes/lanes and bicycle facilities be located in Alton Park?**

**Please be as specific as possible.**

Safe bike routes to library, rec. center, post office

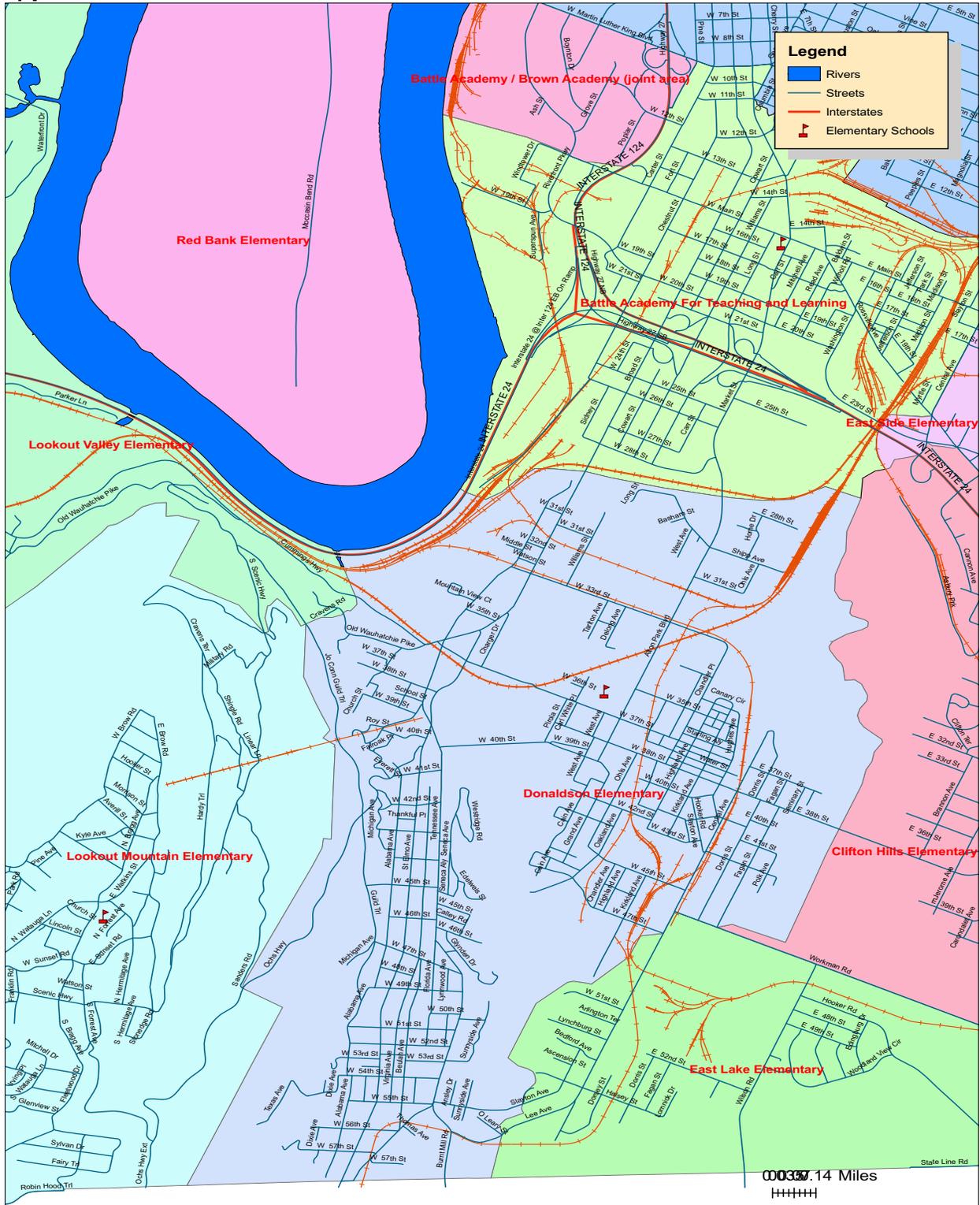
Routes should be along 37th and 38th streets. Also there should be a bike lane along Alton Park Blvd.

Along main arteries and within neighborhoods that have avenues and boulevards

## SCHOOL ZONES

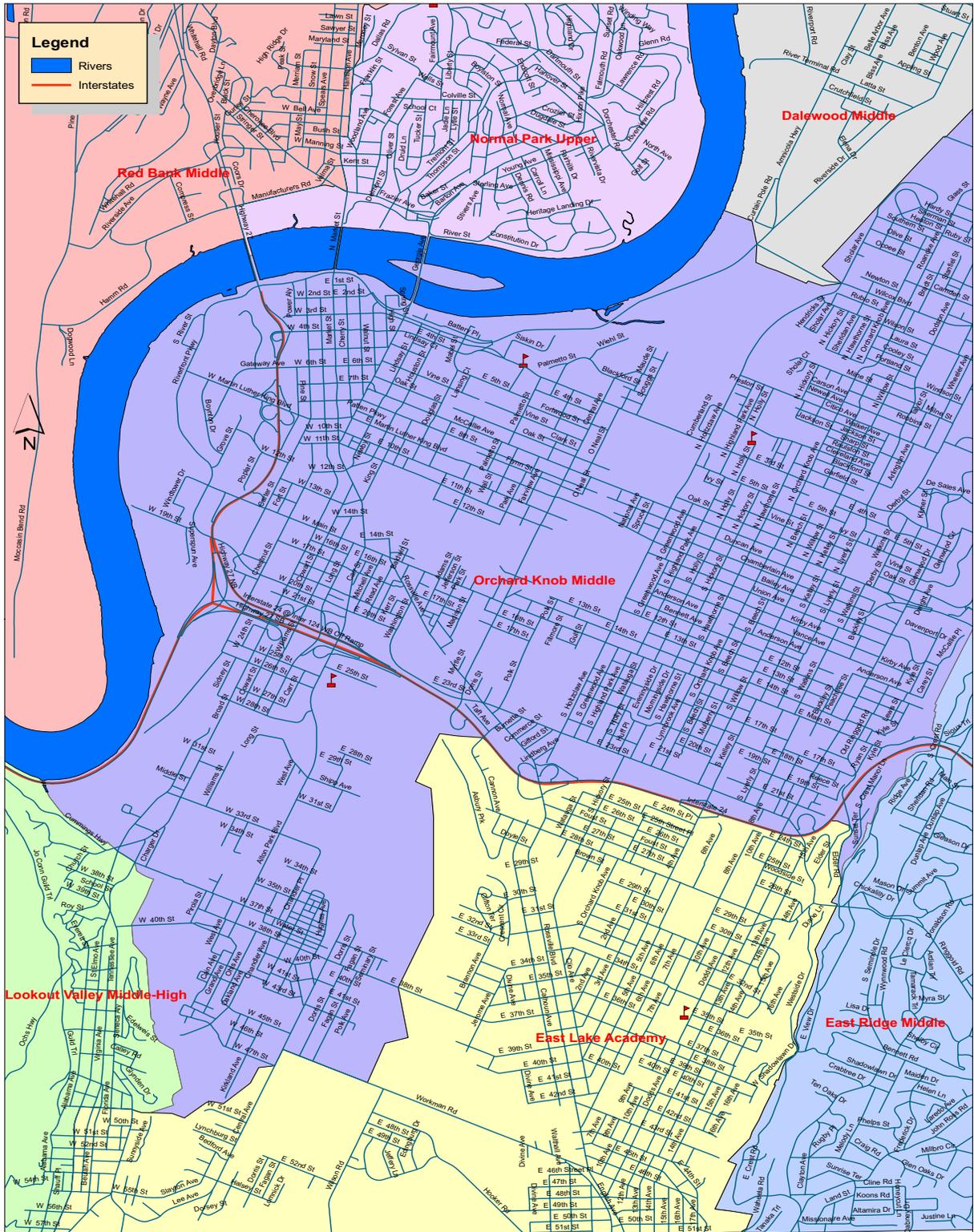
# Calvin Donaldson Elementary

Revised 03/31/2000



# East Lake Academy

Approved 03/12/2009



# Orchard Knob Middle Approved 03/12/2009

