

Red River Neighborhood Plan

February 21, 2023

February 23, 2023



CNCS
Clarksville Neighborhood & Community Services



CLARKSVILLE-MONTGOMERY COUNTY
**REGIONAL PLANNING
COMMISSION**



EHl – Who We Are



CLIENTS

GOVERNMENT

Louisville Metro
Lexington-Fayette Urban County Government
Lexington Downtown Development Authority
City of Rocky Mount, NC
City of Franklin, KY
Kentucky Transportation Cabinet
Indiana Department of Transportation

PUBLIC/PRIVATE

Town Branch Park
Brown Forman Distillery
Toyota Manufacturing
Blue Grass Airport
Louisville Muhammad Ali INTL Airport

EDUCATION INSTITUTIONS

University of Kentucky
University of Louisville
Fayette County Public Schools



NOTABLE PROJECTS

- ⚙️ Southend Park
- ⚙️ Franklin Simpson County Comp Plan
- ⚙️ Bourbon County Comp Plan
- ⚙️ University of Louisville Master Plan
- ⚙️ Town Branch Park
- ⚙️ Ohio River Bridges Project



BACKGROUND

WHAT IS AN AREA PLAN?

- Documentation of the vision, goals and objectives of a community
- Includes actionable steps community members can take to achieve their objectives
- Used to guide decisions about future development
- A tool residents can use to create desired change in their neighborhoods

PURPOSE OF THIS MEETING

- Share the planning process and background information
- Share your vision for future priorities and opportunities for Red River
- Find ways to stay involved in the planning process

IMPORTANCE OF A PLAN

- Allows the community to be proactive
- Establishes the goals of your neighborhood and coordinates actions with the city
- Builds a sense of shared values, objectives, and vision
- Stimulates partnership between public and private interests
- Improves communications between citizens and city departments
- Involves the neighborhood in the decision-making process

THE BIG PICTURE...



- The plan for Red River will coincide with the City's most recent comprehensive plan, once adopted
- The Clarksville-Montgomery County Comprehensive Plan is a roadmap for the City and County to direct future growth and development over the next 20 years



THIS PLAN WILL:

- Create a shared vision
- Develop a plan to guide sustainable growth and development in the area
- Establish priorities, shared values, and objectives
- Recommend specific steps towards implementation

THIS PLAN WILL NOT:

- Enact regulation
- Change zoning or form districts
- Implement recommendations
- Appropriate funding for projects

SCHEDULE AND PROCESS



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PURPOSE OF THIS MEETING

- Share the planning process and background information
- Share the community's vision for future priorities and opportunities for Red River
- Review Draft Plan Recommendations

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What Zoning Codes CAN Address:

LAND USE:

Place reasonable restrictions on the use of land (ex. commercial, Single-family, Multi-family, Institutional)

NEIGHBORHOOD CHARACTER (Limited):

Control building height maximums, size and setbacks, density, lot width, and lot area

Promote and accommodate the types of development desired



What Zoning Codes CANNOT Address:

SPECIFIC TYPES OF DEVELOPMENTS OR STYLES:

Force a property to establish a specific business (ex. grocery, restaurant, one-story bungalow, etc.)

Create market demand for new development

NEIGHBORHOOD CHARACTER:

Design elements

Specific housing or building styles, siding treatments and materials, roof types, window treatments, housing styles

Neighborhood Safety and Aesthetics

Code enforcement, police and emergency services, vacant or condemned structures

Neighborhood Identity and Branding

Signage, naming, wayfinding

HOUSING AFFORDABILITY AND ATTAINABILITY:

- Ownership (rent or own)
- Diversity of ownership (parcels are owned by several individuals or just a few people or corporations)
- Maintenance, repair, and rehabilitation
- Rental rates
- Housing prices

INFRASTRUCTURE ELEMENTS:

Streetscape, sidewalks, greenways, sewer, stormwater, street trees, parks, road improvements, crosswalks, bus stops, intersection improvements, bike lanes

Project Overview

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SCHEDULE AND PROCESS



CLARKSVILLE-MONTGOMERY COUNTY COMPREHENSIVE PLAN

"A Vision for Today, Tomorrow, and Beyond"



SCHEDULE AND PROCESS

Develop background information

BEGIN PLANNING PROCESS | SUMMER 2022

- Study existing conditions
- Establish schedule and process

Develop plan recommendations

PUBLIC MEETING 01 | LATE SUMMER 2022

- Discuss community vision and priorities
- Share background and planning process

Develop & review draft report

PUBLIC MEETING 02 | FALL 2022

- Share draft recommendations
- Gather feedback

Implementation

PLAN ADOPTION | FEBRUARY 2023

- Adoption of final plan

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Community Priorities: Visioning Exercise



Housing:

- Prioritize the development of single-family homes over multi-family
- Maintain and build more affordable/attainable housing stock
- Protect Red River against gentrification
- Preserve existing housing stock
- Improve home maintenance and condition of existing structures
- Maximize opportunities for home ownership



Mobility

- Pedestrian safety is a top concern
- Narrow roads create mobility conflicts between motorists and pedestrians
- Need for sidewalks curbs and gutter



Open Space, and Neighborhood Aesthetics

- Desire for increased greenspace within Red River
- Improve neighborhood aesthetics (streetscape improvements, etc.)
- Create accessibility to parks and greenspace



Zoning

- Similar density to the current R-2A zone was the preferred choice between the current zoning options being evaluated (R-3, R-2A, R-6), as expressed by the public from both public meetings.

Red River Neighborhood 3D Concept Plan



Red River Community

R-3 Existing Three-Family Zoning



Summary:

- Existing Single-family only - less than 10,000 square feet, 234 or 74% of the total number of lots
- Existing single-family or two-family - lots between 10,000 and 12,000 square feet, 43 or 14% of the total number of lots.
- three-family or existing single and two-family - Lots equal to or greater than 12,000 square feet = 38 lots or 12% of the total number of lots

Preferred Choice: R-3

R-2A Single-family Residential District



Summary:

- 200 (63%) of the total lots are compliant with R-2A requirements (greater than or equal to 6,000 square feet AND greater than or equal to 50 feet at the street.
- 115 (37%) of the total lots do not meet minimum area or lot width requirements for R-2A.

Preferred Choice: R-2A

R-6 Single-family Residential District



Summary:

- 303 (96%) of the total lots are greater than or equal to 2,500 Square feet AND greater than 25 feet at the front setback
 - 12 (4%) of the lots not meeting minimum area or lot width requirements
- 211 lots could be subdivided into a minimum of two lots. Of these 211, 43 could be subdivided into three lots. This creates the potential for 254 NEW single-family lots in the red river community.

Preferred Choice: R-6

Comp Plan New Zone



Summary:

- As a part of the Carksville-Montgomery County Comprehensive Plan process, there will be an existing zoning code assessment which may recommend new zones for the City and County. These will be based on a more holistic approach of housing needs in the City that may include but not be limited to
- affordable housing,
 - home maintenance programs,
 - housing choices,
 - access to commercial amenities, transit, parks, and neighborhood walkability

Preferred Choice: New Zone

Analysis: Zoning

Existing Zones: Drawbacks

R-3 Existing Three-Family Zoning



R-3:

- Large number of non-conforming lots
- Single-family and owner-occupied units are conditional
- Intensive use on the narrower streets of neighborhood interior

R-2A Single-family Residential District



R-2A:

- Large number of non-conforming lots
- Minimal increase in potential housing
- Awkward to assemble and/or subdivide conforming lots

R-6 Single-family Residential District



R-6:

- Small Building envelope (15ft wide homes)
- Intensive use on narrower streets of neighborhood interior
- Off-street parking is awkward

Analysis: Zoning

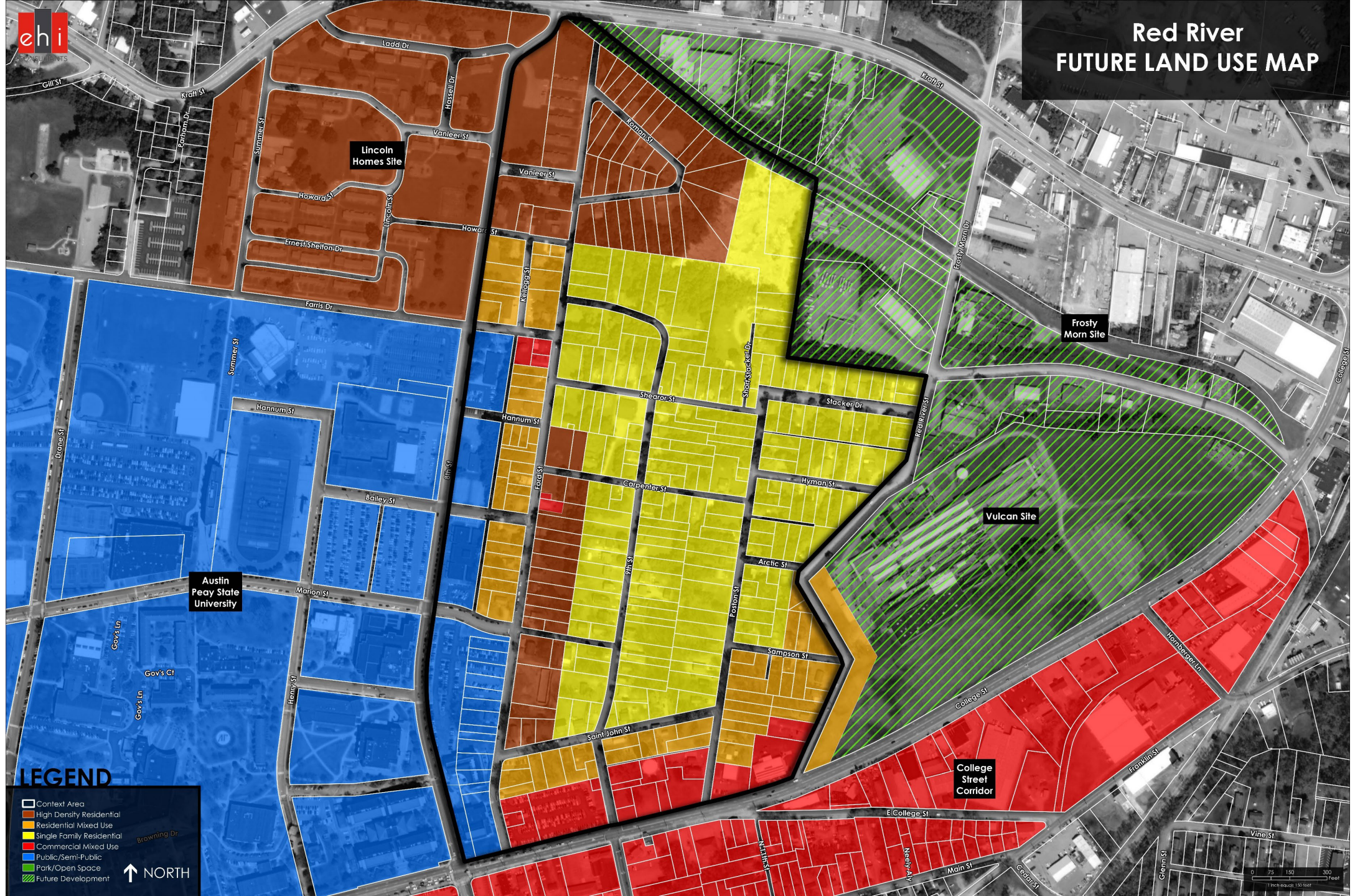


R-2A		R-3		R-6	
Min Area: 5,000 sqft		Min Area: 12,000 sqft		Min Area: 2,500 sqft	
Min Width: 40 ft		Min Width: 80 ft		Min Width: 25 ft	
Front Setback: 40 ft		Front Setback: 40 ft		Front Setback: 20 ft	
Side Setback: 8 ft/T = 20		Side Setback: 8 ft/T = 20		Side Setback: 5 ft/T = 10	
Max Height: 35 ft		Max Height: 35 ft		Max Height: 45 ft	
Single-Family: By-right		Single-Family: Conditional		Single-Family: Exclusive	
Advantages	Concerns	Advantages	Concerns	Advantages	Concerns
<ul style="list-style-type: none"> Single-family homes are by-right 	<ul style="list-style-type: none"> Little to no increase in amount of housing Large lot requirements leave a moderate amount of LNC lots 	<ul style="list-style-type: none"> Increased housing choice when used in tandem with other zones Higher numbers of homes than would be possible with single-family alone 	<ul style="list-style-type: none"> Single-family homes are not a by-right development Large number of Legal Non-Conforming (LNC) lots Large minimum lot size requires costly land assemblage 	<ul style="list-style-type: none"> Single-family homes by-right Large increase in number of housing units Few remaining LNC lots 	<ul style="list-style-type: none"> Intensity of use would stress existing infrastructure Potential form of structures and housing conflict with stated community desires and expectations

Recommendations: Zoning

Proposed Uses: New Zone

- Our recommendation for providing **single-family exclusive zones** in the neighborhood is to provide context-sensitive development standards by creating a new zone, modifying an existing zone, or creating an overlay district that focuses on affordability, housing choice, and home ownership.
- The best model for this district would be one which **prioritizes single-family detached home development** with a standard lot size (width and setbacks) somewhere between the current standards for R-6 (25 ft.) and R-2A (40 ft.).
- For lots narrower than the recommended dimensions for this zone, an alleyway or rear access option could provide a more preferred parking ingress and egress as a parking solution



Red River Neighborhood Edge Medium Density Residential

Lincoln Homes Site

Austin Peay
State University

Frosty Mor

College Street Corridor

Legend

- Red River Neighborhood
- Existing Buildings
- Single-Family Residential
- Mixed-Density Residential
- Commercial Mixed-Use
- Open Space
- Tree

Recommendations: Zoning

Edge Medium density residential (Mixed Use Residential):

- Single- and multi-family up to tri- or quad-plexes
- Only placed along the edge of the neighborhood
- Increases housing choice and affordability
- Acts as a residential buffer between the neighborhood and nearby uses



College Street Corridor



Pedestrian Crosswalk on 8th Street

Recommendations: Zoning

✓ ESTABLISH New District Development Standards

The Clarksville Montgomery County Regional Planning Commission should undertake and expedite efforts to implement the recommended zoning modifications as detailed in the “Other Zoning Recommendations” section of the Red River Neighborhood Plan. **This task, specifically, should be completed within a timeframe of 8 months from the adoption of the Plan by the Clarksville City Council.**

🎯 Opportunities:

- Lot dimensions should fall between existing R-6 and R-2A standards;
- Consider off-center siting and zero-lot-lines to allow for side-by driveways;
- Encourage the development of private easement rear alley networks;

Recommendations: Housing

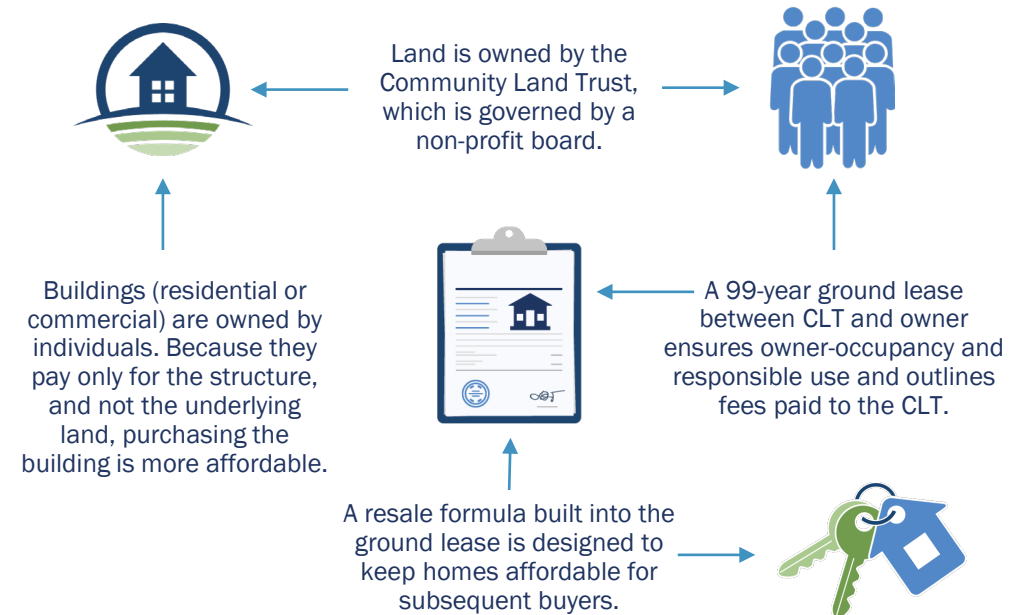
✓ ESTABLISH A COMMUNITY LAND TRUST

A Community Land Trust (CLT) is a non-profit that owns, develops, and stewards properties on behalf of a community. Though a land trust typically focuses its efforts on the acquisition of residential properties, its principles can be applied in a commercial context to aid the preservation of affordable commercial space in communities.

🎯 Opportunities:

- Balances security of tenure with a community's need to maintain affordability, economic diversity, and local access to essential services.
- Deed restrictions control the resale prices of property, ensuring their long-term affordability.
- Separation of land ownership from building ownership allows property owners to build equity over time.
- The City of Clarksville - Neighborhood & Community Services (CNCS) agency is one possible entity that manages the CLT.

Community Land Trusts: *How do they work?*





Recommendations: Housing

✓ UTILIZE CNCS FINANCIAL SUPPORT PROGRAMS TO PRESERVE AND REHABILITATE EXISTING UNDERUTILIZED PROPERTIES

Rehabilitation and preservation of buildings can help communities retain affordable units. The preservation process can allow faster, easier, and cheaper maintenance of existing properties than building new. Rehab and preservation can also help low-income communities with maintenance of units, including weatherization and improved accessibility.

- Community development block grant funds
- First-time home buyers program
- Housing rehabilitation program
- Emergency repair program

🎯 Opportunities:

- Can be combined with funding and support for historic preservation goals.
- Can encourage affordable housing to be more adequately spread throughout a community, allowing rental housing to remain in job-rich areas and allowing neighbors to stay near one another.

Recommendations: Housing

✓ CREATE AN AFFORDABLE HOUSING TRUST FUND

Affordable Housing Trust Funds establish dedicated streams of revenue to create or preserve affordable housing for low-income households. They can be used as gap financing in support of rehab or new development, and revenues are often tied to other market-driven programs.

🎯 Opportunities:

- Trust funds can be flexible tools, supporting rental, homeownership, and mixed-use projects, and / or targeting special populations in the creation and provision of affordable housing.
- Partner with local architects to create design guidelines or '*pattern book*' for residential projects. This will help create high quality buildings and site plans that will result in a more attractive and livable neighborhood and ensure the community's vision for Red River.



Recommendations: Housing

✓ STRATEGIC CODE ENFORCEMENT

Strategic code enforcement is a tool that communities dealing with vacant, abandoned, and deteriorated properties can use to address health and safety concerns of problem properties and stabilize neighborhoods.

Focuses on maximizing compliance while minimizing intervention from local government. It is an approach to code enforcement that uses data and community input to make the most of limited resources to achieve a community's goals.

Opportunities:

- **Equitable** code enforcement recognizes differences in circumstances and provides the necessary support and protections to property owners in more positions. Equitable code enforcement responds to individual hardship while still working to improve property conditions.
- **Efficient** code enforcement achieves compliance in the shortest time and at the lowest public cost.
- **Effective** code enforcement results in an improved property that meets local standards. Property owners might comply voluntarily, or local governments can take action to abate the nuisance and either recover costs or compel the transfer of the problem property to a new responsible owner.

Recommendations: Housing

✓ **CREATE AN EMPLOYER ASSISTED HOUSING PROGRAM**

Employer Assisted Housing is a strategy in which employers work to provide local affordable housing to their employees living in the same community. This approach keeps workers close to where they live, which reduces transit costs, and may provide financial assistance to help homeowners build equity or help tenants meet rent payments.

Opportunities:

- Austin Peay State University (APSU) can improve employee recruitment and retention by participating in an employer-assisted housing program.
- Creates opportunities for local organizations and agencies to become better stewards for the future of the Red River neighborhood.
- Tax incentives can offset the cost of participation for the employer, making it more affordable and encouraging the expansion of affordable workforce housing.

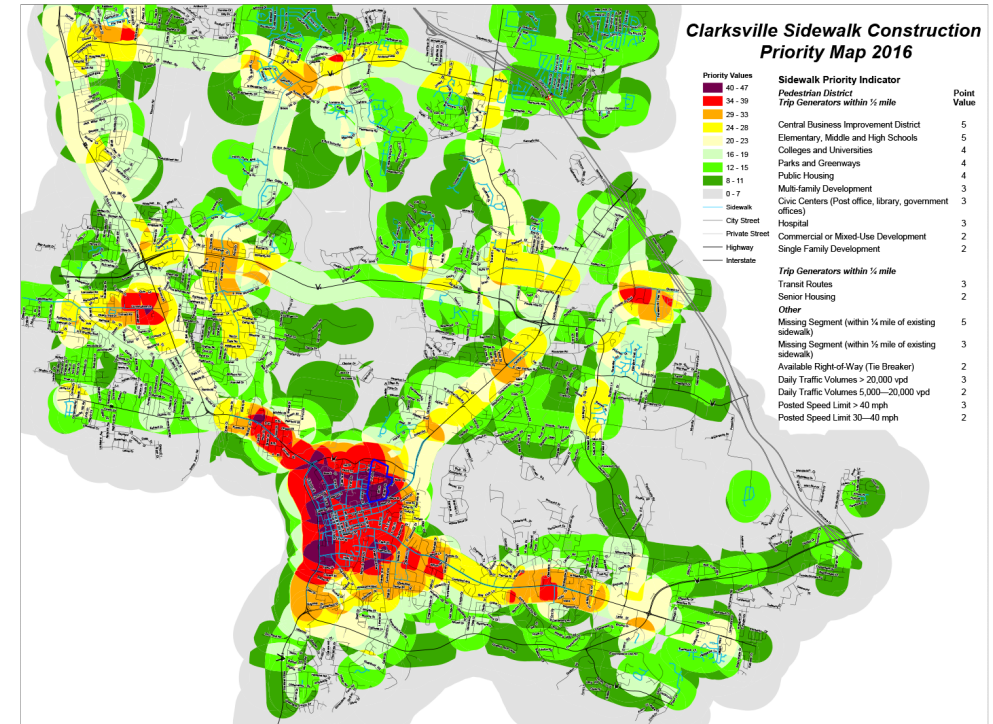
Recommendations: Infrastructure & Open Space

✓ CREATE A SAFE AND ACCESSIBLE PEDESTRIAN NETWORK

The fundamental component of pedestrian connectivity is a network of continuous sidewalks, in good repair and with accessible ramp crossings. Locations throughout Red River experience disconnected or absent sidewalks, sidewalks in disrepair due to upheaval or damage, sidewalks too narrow in width, or a lack of accessible crossing ramps.

🎯 Opportunities:

- With the majority of the residential streets having curb and gutter, new sidewalks can be added to one or both sides of the street.
- Sidewalks can be added on both sides of Red River Street, which is dependent on the future redevelopment of the former Vulcan factory site.



Red River Neighborhood Proposed Sidewalks



Legend

- Red River Neighborhood
- Existing Sidewalks
- Proposed Sidewalks

College Street Corridor

Recommendations:

Infrastructure & Open Space

✓ INCREASE MULTI-USE PATHS BETWEEN RED RIVER AND CITYWIDE AMENITIES

Connecting sustainable modes of transportation with parks and open space makes communities more inclusive and equitable. Further study should be conducted to improve safe pedestrian access to Edith Pettus Park and the Clarksville Greenway Trail System.

🎯 Opportunities:

- Create a safe way for pedestrians and cyclists to connect to parks and open space in conjunction with improved transit access.
- Create multi-use connections to community amenities such as: Edith Pettus Park, the Downtown Riverwalk, Red River Trail, APSU Trailhead, Providence Trail, etc.
- Improve signage and awareness to existing parks, trails, and open spaces.

Future Trails Connectivity



Legend

- Red River Neighborhood
- Existing Parkland
- Existing Trail or Bike Lane
- Potential Green Connection



Recommendations: Infrastructure & Open Space

✓ IMPROVE THE AESTHETICS, CHARACTER, FUNCTIONALITY, AND SAFETY OF NEIGHBORHOOD STREETS

The aesthetic character of a community can contribute to its overall “sense of place.”

🎯 Opportunities:

- Improve streetscape and transit stops along the major arterial streets (8th and College St.) to strengthen gateway connections into Red River.
- Improve pedestrian access to major amenities, parks and open space, including crosswalks, pedestrian lighting, and sidewalk ramps.
- Incorporate permanent upgrades to streetscape, lighting, and wayfinding strategies.
- Develop Red River specific branding and permanent gateway signage into the neighborhood.

Recommendations:

Infrastructure & Open Space

✓ **CREATE SMALL OUTDOOR COMMUNITY OPEN SPACES TO SERVE DIFFERENT OPPORTUNITIES IN RED RIVER**

With a focus on making Red River's underutilized outdoor spaces safe, accessible, and attractive, they can be perceived as an extension of the nearby City parks – Edith Pettus Park and Dixon Park. As Red River grows, public spaces should highlight existing community values and culture, and amenities for existing and new residents. These spaces can take many forms - formal and informal, spaces for community gardens, outdoor events, play-spaces for children, and spaces to eat, and rest.

🎯 **Opportunities:**

- Create passive recreational spaces, so all residents are within a 1/4-mile distance.
- Create places for community members to connect organically, soften and connect blocks together.
- Evaluate small, constrained sites in residential areas for creative re-use.
- Collect ideas and input from the community.

Implementation Schedule

RECOMMENDATIONS	PARTNERS	POTENTIAL FUNDING SOURCES	TIMELINE	COSTS
ZONING				
1.1 Establish New District Development Standards				
Determine the most appropriate development standards for moderate-density, single-family housing in the neighborhood subject to the following guidelines:			Short Term	\$
<ul style="list-style-type: none"> Lot dimensions should fall between existing R-6 and R-2A standards; 	City, RPC	City, RPC		
<ul style="list-style-type: none"> Consider off-center siting and zero-lot-lines to allow for side-by driveways; 	City, RPC	City, RPC		
<ul style="list-style-type: none"> Encourage the development of private easement rear alley networks; 	City, RPC	City, RPC		
<ul style="list-style-type: none"> Reduced parking requirements on streets which can accommodate parking. 	City, RPC	City, RPC		
Establish a mechanism to apply the standards determined to be most appropriate (create/modify a zone district, establish an overlay, etc.).	RPC	RPC		
1.2 Develop a Neighborhood Pattern Book				
The RPC and the City could incent or encourage a group of local architects to design a residential pattern book that incorporates a variety of single-family housing styles that are compatible with the form and character of the neighborhood, that strives to preserve and enhance the character and quality of housing to be built.	City, RPC	City, RPC, Local Architects	Short Term	\$
1.3 Establish Edge Medium Density (Mixed Use Residential)				
<ul style="list-style-type: none"> Single – and multi-family up to tri-or quad-plexes Located along identified edges of the neighborhood Increases housing choice and affordability Acts as a residential buffer between the neighborhood and nearby uses 	City, RPC	City, RPC	Short Term	\$

RECOMMENDATIONS	PARTNERS	POTENTIAL FUNDING SOURCES	TIMELINE	COSTS
1.4 Establish New District Development Standards				
<p>The Clarksville Montgomery County Regional Planning Commission should undertake and expedite efforts to implement the recommended zoning modifications as detailed in the “Other Zoning Recommendations” section of the Red River Neighborhood Plan. This task, specifically, should be completed within a timeframe of 8 months from the adoption of the Plan by the Clarksville City Council.</p> <ul style="list-style-type: none"> • Lot dimensions should fall between existing R-6 and R-2A standards; • Consider off-center siting and zero-lot-lines to allow for side-by driveways; • Encourage the development of private easement rear alley networks; 	City, RPC	City, RPC	Immediate	\$
HOUSING				
2.1 Create a Comprehensive Housing Development Toolbox				
<p>The overall long-term plan and strategy for the Red River neighborhood are to create a comprehensive housing development toolbox that consists of a variety of funding options that can lead to the development of single-family housing units. This strategy is designed primarily around the development and redevelopment of the approximately 100 vacant and underutilized Red River properties, with an established goal of building or renovating 10 single-family units each year for 10 years. Thereby creating a viable, affordable, and sustainable neighborhood. This goal can be achieved through the utilization of a combination of programs and agencies that are described in this implementation section.</p>	CNCS, Going Local (CHDO), THDA, Housing Authority	CNCS, Going Local (CHDO), THDA, Housing Authority	Short to Long Term	\$\$\$
2.2 Establish a Community Land Trust				
<p>Establish a community-based Community Land Trust (CLT) a non-profit that owns, develops, and stewards properties on behalf of a community. The Clarksville Neighborhood and Community Services is one of the most viable entities to manage or guide the creation of a CLT, due to its staffing capabilities and housing financing programs, other potential entities are, Going Local (CHDO), the Tennessee Housing Development Agency and the Clarksville Housing Authority.</p>	CNCS, Going Local (CHDO), Neighborhood Organizations, Habitat	CNCS, Going Local (CHDO), Neighborhood Organizations	Short Term	\$\$

RECOMMENDATIONS	PARTNERS	POTENTIAL FUNDING SOURCES	TIMELINE	COSTS
Focus on code referrals by residents maximizes compliance while minimizing intervention from local government. Is an approach for code enforcement that uses data and community input to make the most of limited resources to achieve the desired outcome of a safe and healthy community.	City, Building and Codes Dept. Neighborhood Residents	City, Building and Codes Dept. Neighborhood Residents	Short Term	\$
2.6 Create an Employer-Assisted Housing Financing Program				
Employer Assisted Housing is a strategy in which employers work to provide housing financing assistance to their employees to live within a designated neighborhood such as the Red River neighborhood. This approach keeps workers close to where they live. This program may provide financial assistance to help homeowners build equity or help tenants meet rent payments or transition into homeownership, through down payment assistance.	City, Local Public, and Private Employers	City, Local Public, and Private Employers	Long Term	\$\$
INFRASTRUCTURE & OPEN SPACE				
3.1 CREATE A SAFE AND ACCESSIBLE PEDESTRIAN NETWORK				
The fundamental component of pedestrian connectivity is a network of continuous sidewalks, in good repair and with accessible ramp crossings.				
<ul style="list-style-type: none"> Locations throughout Red River experience disconnected or absent sidewalks, sidewalks in disrepair due to upheaval or damage, sidewalks too narrow in width, or a lack of accessible crossing ramps. Recommended is a comprehensive sidewalk improvement program to address the need for sidewalks and connectivity in the neighborhood. 	Clarksville Streets Dept.	Clarksville Streets Dept.	Long Term	\$\$

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3.2 Increase Multi-Use Paths Between Red River and Citywide Amenities				
3.2.1 Connecting sustainable modes of transportation with parks and open space makes communities more inclusive and equitable. Further study should be conducted to improve safe pedestrian access to Edith Pettus Park and the Clarksville Greenway Trail System.	Clarksville Parks & Recreation Dept.	Clarksville Parks & Recreation Dept	Long Term	\$\$
3.3 Improve the Aesthetics, Character, Functionality and Safety of Neighborhood Streets				
3.3.1: Improve streetscape and transit stops along the major arterial streets (8th and College St.) to strengthen gateway connections into Red River.	Clarksville- Street Dept. & Transit System	Clarksville- Street Dept. & Transit System	Short Term	\$\$
3.4 CREATE SMALL OUTDOOR COMMUNITY OPEN SPACES TO SERVE DIFFERENT OPPORTUNITIES IN RED RIVER				
3.4.1: Develop a 1-2 acre neighborhood park where appropriate, such as, encumbered lots or city and county owned property.	Clarksville Parks & Recreation Dept.	Clarksville Parks & Recreation Dept	Short to Long Term	\$\$

Next Steps

- Identify Funding and Implementation mechanisms
- December 2022: Draft Document
- February 2023: Finalize Plan and Plan Adoption

SCHEDULE AND PROCESS

