

Potential Trail Connection

Mixed-Density Residential

Commercial Mixed-Use

Single-Family Infill

FEBRUARY 2023

RED RIVER NEIGHBORHOOD PLAN



Contents

01

Introduction & Purpose

Page 3

02

Previous Planning Efforts

Page 7

03

Community Vision

Page 10

04

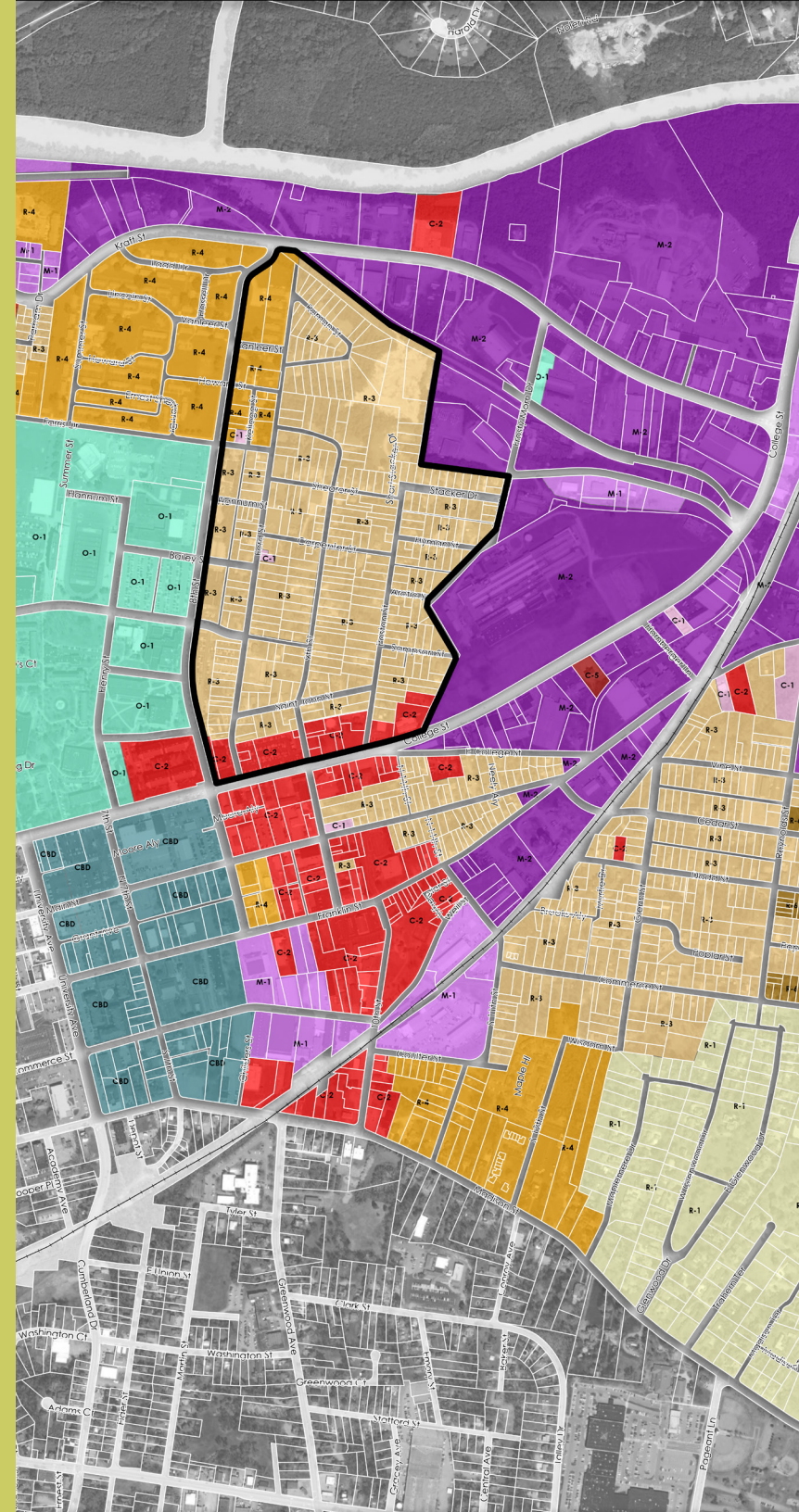
The Plan Components

Page 13

05

Implementation

Page 33



[01]

Introduction & Purpose



Introduction & Purpose

The purpose of this Red River Neighborhood Framework Plan is to provide a shared vision to guide decision-making for zoning, land use, and redevelopment strategies. This initiative was developed as a partnership between the Regional Planning Commission and Clarksville Neighborhood and Community Services to establish a more detailed planning strategy for residents, local government, and other community partners/stakeholders to come together to resolve a broad range of issues. An initial zoning assessment of the existing R-3 properties in the Red River neighborhood was the impetus for this collaboration. This study is designed to address not only the limits of zoning classifications but to also address broader community concerns such as code enforcement, housing attainability and affordability, open space, sidewalk and infrastructure improvements and to highlight why a more comprehensive approach is needed

The Intent:

In July 2021 the Clarksville City Council voted to have the Regional Planning Commission (RPC) study the R-3 zoned parcels in the Red River Neighborhood in downtown Clarksville. The intent of the study was to analyze whether the current zoning was proper for the neighborhood or if another available zone or neighborhood plan is more appropriate to catalog the neighborhood and residents' needs and wants while considering the context of the community as a key "downtown neighborhood."

The Process:

Neighborhood planning spurs citizen involvement, along with the development of leadership amongst neighbors, and an increase in knowledge about the neighborhood and about local decision-making processes and procedures. The resulting planning process is designed to be comprehensive and leverage collaboration with community partners to achieve these results.

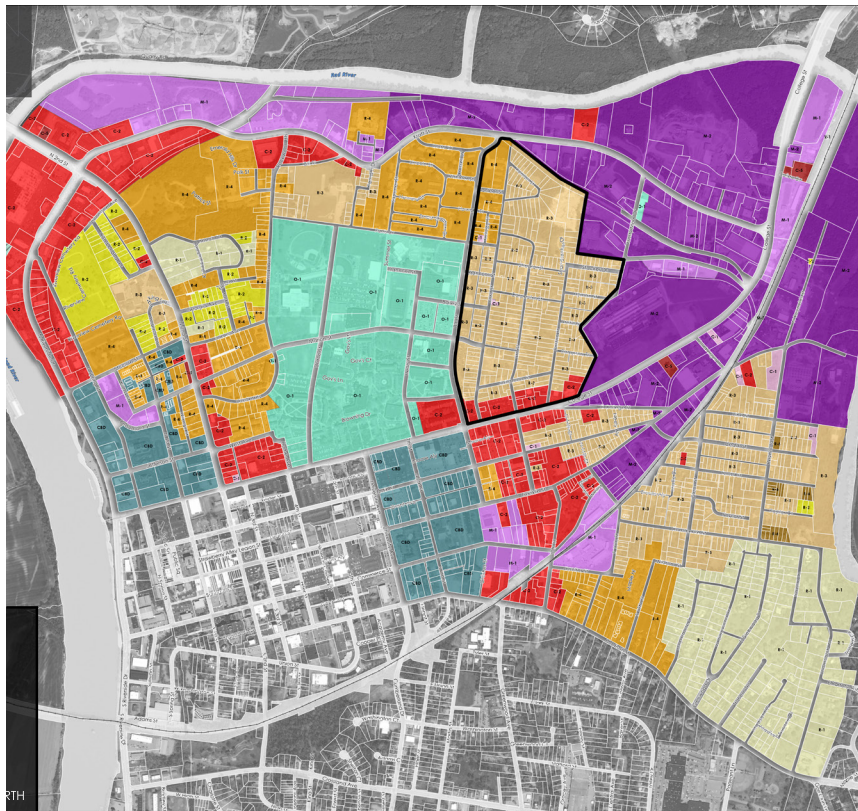
Sharing vital information to residents regarding the role of neighborhood residents, city responsibilities, and roles of adjoining properties and other stakeholders provides clarification between improvements and neighborhood desires.

The Neighborhood Planning Process aims to:

- 1 Provide an important communication link between citizens and city government by engaging residents in local government planning and decision-making as it affects the development of their neighborhood.
- 2 Provide neighbors and the City with valuable information about the neighborhood's needs, priorities, and desired projects.
- 3 Outline projects and programs identified in the Plan that can be submitted to the City Council for inclusion in the Capital Improvement Plan and the City's budget process.
- 4 Act as an informative tool providing guidance to those deciding whether they want to live or invest in the neighborhood.

The Study Area:

The Red River Neighborhood consists of all the land and parcels bounded by College Street, 8th Street, an abandoned rail bed, and Red River Street (See map). The study area is slightly larger than the RPC Re-zoning study which only encompassed the R-3 zoned parcels. This study area is comprised of 352 parcels on 100 acres, with over 109 lots identified as being vacant, comprising 35% of the residential properties. A commercially zoned strip along College Street zoned C-2 allows for commercial and multifamily on the same parcel. There is also some R-4 zoned property along 8th and Ford Street that allows up to 16 units per acre. There are essentially "grandfathered" lots throughout this neighborhood that, based on the lot's acreage, and current R-3 zoning can have single-family, duplex, or triplex units built. The RPC and City Council noted that a mix of housing is appropriate but only when well-planned out and intermittent rental/multi-family units do not necessarily add to this community.



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

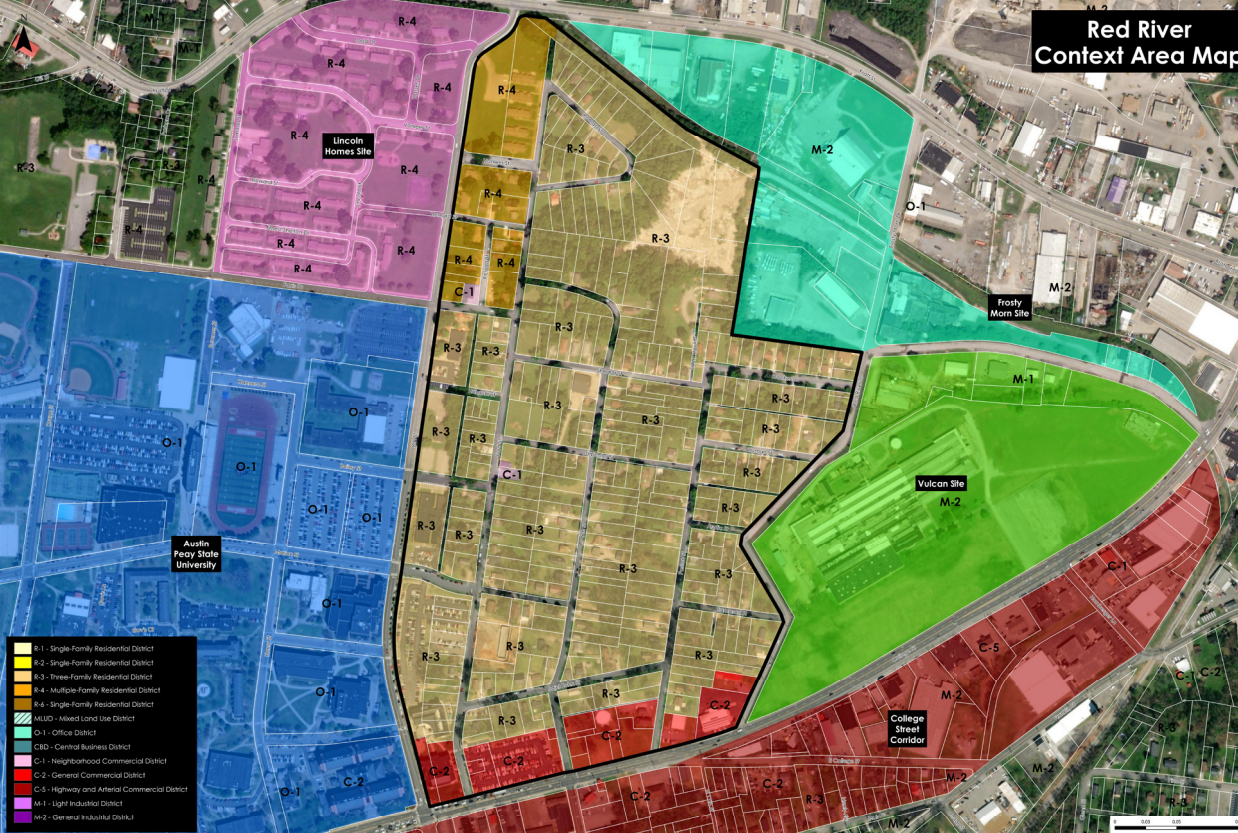
Signage, naming, wayfinding

Housing Affordability and Attainability:

- Ownership (rent or own)
- Diversity of ownership (parcels are owned by several individuals or just a few people)
- 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



RED RIVER CONTEXT

- 1 Proximity of Austin Peay State University to the West
- 2 Proximity of the Lincoln Homes Public Housing and their redevelopment plans to triple the size and add workforce housing and market rate to the fully subsidized units in a 1/3, 1/3, 1/3 (RAD Model) manner to the Northwest of the Study Area.
- 3 Proximity of the "Vulcan Property" a 30+/- acre parcel that is currently zoned M-1 but is being marketed as a mixed-use parcel.
- 4 The Frosty Morn Building is a city-owned property (former meatpacking plant) approximately 40,000 square feet in size that has future potential for redevelopment as a year-round farmers market, business incubator, or other civic function(s).

Red River Context Area Map

History / Neighborhood Character:

The Red River Neighborhood is predominantly a historically black neighborhood in downtown Clarksville, Tennessee. Established in the late 1940s around 1949 and the early 1950s, and was called the Carney Savage Neighborhood, named for 2 attorneys that sold small lots to middle-class black residents, consisting of policemen, nurses, teachers, and other prominent residents. It was a working middle-class neighborhood that has evolved into what is now a largely lower-working-class neighborhood with a high percentage of residents (50%) living at or below the median household income of \$35,720. It has some of the lowest median incomes in the city limits. This is evident by the lack of property maintenance, deteriorating yards and buildings, and vacant properties which dominate these blocks. Along with the lack of public infrastructure investment in sidewalks, street lighting, and public spaces also leads to a sense of disinvestment.

The community has the qualities of a sustainable and viable neighborhood, with close proximity to downtown amenities, with a grid block street network, there is adequate water, sewer, and gas available and there is a sense of community pride that wants to see something better for the neighborhood.

In addition to the 100-acre neighborhood study area, there are at least four external forces in this neighborhood that will shape its future and must be considered in the study as a part of the Context Area.

[02]

Previous Planning Efforts



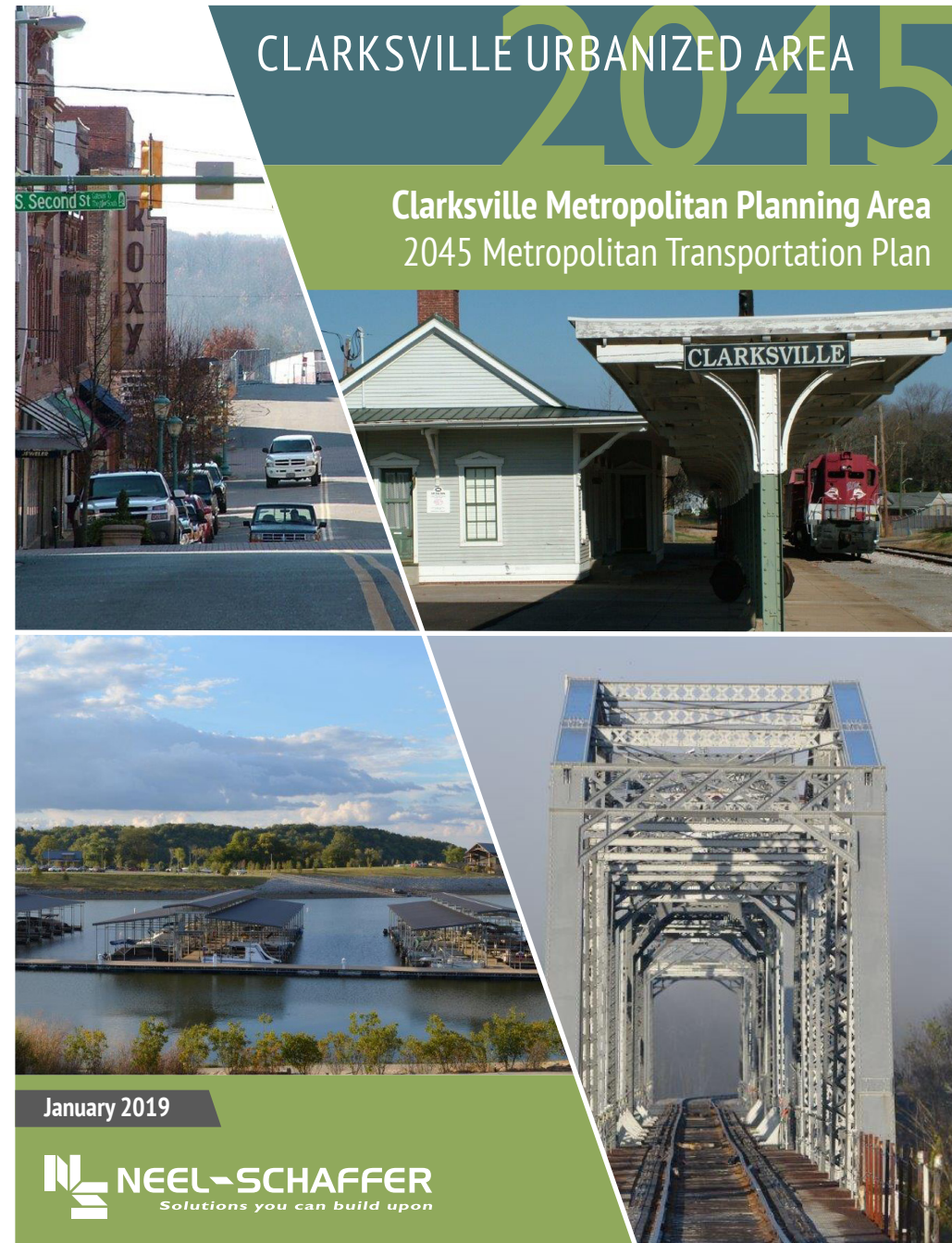
Previous Planning Efforts

There have been several planning studies and related documents whose policies, goals, principles, and recommendations have had a direct and indirect impact on the Red River neighborhood. Some of the relevant planning studies include :

- **2023** – Clarksville Montgomery County Comprehensive Plan (not yet adopted)
- **2019** – Clarksville Montgomery County Growth Plan
- **2016** – Clarksville Sidewalk Construction Priority Map
- **2014 – 2040** Clarksville Metropolitan Transportation Plan
- **1999** – Land Use Study Update
- **1976** – Red River Development Area Master Plan

These documents recognize and identify several of the current issues that are now facing the neighborhood. The planning efforts in the past and today identify a set of initiatives designed to impact city and community priorities in planning processes affecting the Red River neighborhood and to target resources more effectively. These plans also represent a governance process, where publicly relevant affairs can be regulated at the interface of public, private, and civic sectors. These previous planning studies are highly variable between what is structured based off of local needs, trends, and agendas exploring governance contexts and relations at the urban and neighborhood level. As evidenced in the Comprehensive Plan, with established goals and objectives, the Land Use Study Update identified planning issues related to aging infrastructure and target areas for redevelopment.

The currently adopted 1999 Land Use Plan, is the only land use guiding document that the Regional Planning Commission has to determine the appropriate land use for areas around the city and county. The plans Future Land Use Opinion Map identified the area in and around the Red River Neighborhood for multi-family development only. There are no single-family or commercial identifiers over this portion of the downtown. This current designation is not in character with what the residents of the neighborhood has expressed and the purpose of this neighborhood study.



The Clarksville Metropolitan Transportation Plan notes that impacts from transportation projects can be either positive or negative. For example, positive impacts could be improved traffic conditions, decreased accidents, and new/improved sidewalks and bikeways. As the projects in the 2040 Plan progress through the planning and design stages, areas such as Red River should be carefully addressed.

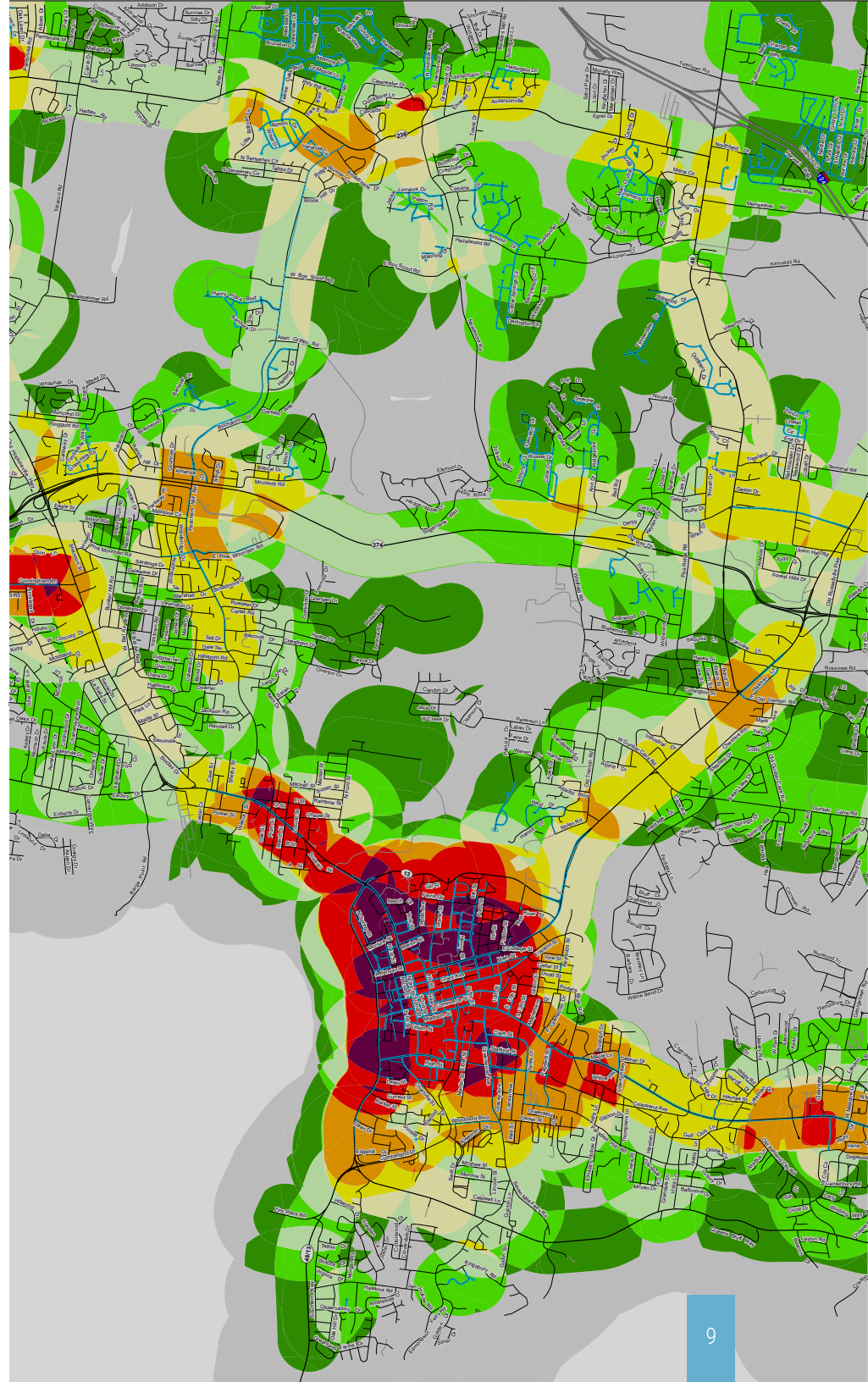
The 2016 Clarksville Sidewalk Construction Priority Map identified the Red River neighborhood as a – High Priority Value with a value of 34-47.

The most relevant plan was a study conducted by the **“Red River Development Area Master Plan Clarksville, Tennessee”**

**Prepared By: Clarksville-Montgomery County Regional Planning Commission
September 1976.**

This plan was a study for the Red River Neighborhood - between 8th Street, College Street, Kraft Street, and Red River Street, prepared in 1976 that was necessary to pursue Federal Housing and Community Development Act of 1974 funds. Evidenced and documented in the 1976 plan were many of the same issues that exist in 2022; inadequate building standards and code enforcement, antiquated buildings and streets, low-income households, and general neighborhood neglect and disinvestment. The plan focused on the need for adequate stormwater systems, water and sewer delivery, and general street improvements including widening and street lighting, the demolition or rehabilitation of vacant structures, and the construction of a small neighborhood park. The plan wanted to use Federal funds to “attack blight on all fronts in deteriorated and deteriorating areas” and the City of Clarksville identified the Red River Neighborhood as a primary target of these funds. The list of projects totaled \$727,819 in 1976 dollars. It is unsure if any or all of the projects recommended were completed or if the city received these funds for these projects from the Federal Government.

Based on a review of the previous planning efforts and what was identified in this current planning strategy, it was determined, given the trends of neighborhood demographics, citizen input, and land use and zoning analysis, that the timing for this plan was appropriate and necessary for the city to undertake a comprehensive review of the physical form and function of the Red River Neighborhood.



[03]

Community Vision



Community Vision

A critical component to the success of a planning process is not only to provide a high level of participation, but also to actively engage neighborhood residents and stakeholders. The primary goal for input was to provide opportunities for stakeholders, citizens, and interested parties to learn about and help shape policies and strategies through an active engagement process that is open, inclusive, accessible, and recognizes citizen and stakeholder perspectives.

To start off the engagement process, a kick-off neighborhood visioning meeting was hosted at Burt Elementary School on September 17, 2022. This meeting provided an opportunity for residents to:

- Learn about the planning process and background information
- Share their vision for future priorities and opportunities for the Red River neighborhood
- Discover ways to remain involved in the planning process.

Strengths, Issues, & Opportunities

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 the existing housing stock
- Improve home maintenance and condition of existing structures
- Maximize opportunities for home ownership



MOBILITY:

- Narrow roads, with lack of sidewalks and pedestrian infrastructure create mobility conflicts between motorists and pedestrians.
- Pedestrian safety is a top concern
- 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.

- These comments provide a snapshot of the community's understanding of the study area, their vision for its future, and their priorities for short- and long-term improvements. The comments were used as the foundation for this plan's goals, objectives, and recommendations.
- As part of the engagement process, the project team conducted several stakeholder and one-on-one interviews with various institutional and government agencies, and local organizations. Conversations with government agencies included, City of Clarksville Parks and Recreation, Street Department, and Code Enforcement. Conversations with local groups included Greater Faith Temple, Habitat for Humanity, and various small-scale developers.
- A final public meeting was held at Burt-Cobb Recreation Center on December 14, 2022. This meeting was attended by residents and local officials, which provided an opportunity for participants to review draft plan recommendations, and provide feedback, which was taken into consideration and incorporated into the final plan document.

5 KEY ELEMENTS OF PLANNING FOR RED RIVER



**Economic
Opportunity**



**Transportation
& Access**



**Housing
Affordability**



**Health &
Safety**



**Placemaking
Zoning & Edges**

[04]

The Plan Components



1. Demographics

Population

Red River Neighborhood is roughly 85 acres in area and home to 555 residents. The population has been growing since 2010 when the neighborhood had 454 residents. The resulting 12-year growth rate of 22% is high but significantly slower than the Clarksville average growth rate over the same period which was 33%. In keeping with the neighborhood's historically black makeup, approximately 76% of the residents identify as black in the 2020 census. That percentage is significantly higher than the average for Clarksville as a whole at 27%.

Educational attainment among residents over 25 is lower than the city average. The rate of persons without a high school diploma is about twice as high as the city average at 14%. Despite this, the rate of residents with at least a bachelor's degree was only 10% lower than the city average at 19%.

The estimated 2022 median household income is \$35,720 is significantly lower than the city median of \$56,059. The area unemployment rate is 5.6% relatively close to the city unemployment rate of 4.6%. The situation does seem to be improving from 2020 when the reported median income was \$21,485 and 47% of households earned less than \$20k.

Housing

There are 221 households in the Red River Neighborhood or 2.1 gross units per acre. Under current regulations, the highest number of units would be 435 or 5.1 gross units per acre. The average home value in the neighborhood is \$85,526 which is less than half the city average of \$197,946. The 10-year housing growth rate from 2010-2020 was 0.26% which is about one seventh the Clarksville housing growth rate over the same period of 1.9%.

BACKGROUND

KEY DEMOGRAPHICS

297



TOTAL HOUSING UNITS

16%	VACANCY RATE
23%	OWNER-OCCUPIED
61%	RENTER-OCCUPIED

KEY FACTS



555
POPULATION



29.7
YEARS
MEDIAN AGE

EMPLOYMENT



38%
WHITE COLLAR



37%
BLUE COLLAR



36%
SERVICES



5.6%
UNEMPLOYMENT RATE

INCOME



\$35,720
MEDIAN HOUSEHOLD
INCOME



\$18,094
PER CAPITA
INCOME



\$12,710
MEDIAN
NET WORTH

HOUSEHOLDS BY INCOME

<\$15,000	24.0%
\$15,000-\$24,999	12.2%
\$25,000-\$34,999	12.2%
\$35,000-\$49,999	21.7%
\$50,000-\$74,999	8.1%
\$75,000-\$99,999	6.8%
\$100,000-\$149,999	14.9%
\$150,000-\$199,999	0%
\$200,000+	0%

EDUCATION



14%
NO HIGH SCHOOL
DIPLOMA



40%
HIGH SCHOOL
GRADUATE



26%
SOME
COLLEGE



19%
BACHELOR'S /
GRADUATE /
PROFESSIONAL
DEGREE

2. Existing Conditions

Purpose

A robust and intentional zoning policy will be a critical part of the Red River Neighborhood Plan and will act as one critical policy tool in implementing the community's vision for the future. This analysis provides an examination of the current state of zoning and land use in comparison to alternate proposals. The analysis concludes with recommendations on how to proceed with zoning policy as a cornerstone for the Comprehensive Plan, based on the information herein as well as input from the community stakeholders.

Land Use

The Red River neighborhood is a historically single-family neighborhood developed in the mid-twentieth century and still bears the hallmarks of that period of development. The lots are smaller and narrower than the present-day standard single-family lot. The average lot width is roughly 31 feet (ft) with some lots falling in the 25 ft to 30 ft range. The neighborhood today is still primarily single-family with aging housing stock. 62% of lots have a single-family home as the primary use. However, 35% of lots are vacant because of demolition with seven demolitions occurring between 2018 and 2021. There are two non-residential uses in the study area: one church and a corner store.

Surrounding Influences

There are four significant nearby uses that may impact future development and land use. The interface and interactions between these uses and the neighborhood create distinct neighborhood "edges." These edges present distinct development opportunities including but not limited to land use buffering, neighborhood provisioning, and density gradation. These edges and uses should be accounted for when deciding zoning policies.

Connectivity

The neighborhood connects with the rest of the community primarily via the street network. However, there is existing pedestrian and public transportation infrastructure as well. While residents could feasibly walk or ride to destinations, the limited extent of these connections would make it inconvenient at best.

Three roads provide the greatest neighborhood connectivity; College Street, 8th Street, and Red River Street. College Street is a four-lane arterial which connects the neighborhood to downtown as well as to outer Clarksville, including the mall commercial area and I-24. 8th Street is a collector which carries north-south traffic from Kraft Street to Franklin Street and interfaces with Austin Peay State University. The smallest connection is Red River Street, a local street, which connects the east side of the neighborhood to Kraft and College Streets. Red River Street has the potential to become a collector street if more development occurs.








Pedestrian connectivity is limited by the incomplete network of sidewalks. The neighborhood interior is served by a handful of short, disconnected sections of sidewalk forcing pedestrians onto narrow streets. The most extensive and complete sidewalks are along the College and 8th street corridors. Here the sidewalks are narrow, inadequate grade and distance separated from traffic, and in need of repair.

The neighborhood is served by four Clarksville Transit System (CTS) routes: 1, 2, 4, and 7. Of these routes, three provide access to the north including Fort Campbell and one accesses the east including the mall. The routes are accessed via eight flag stops along either College or 8th streets. Three of the eight stops have shelters on one side of the road and the rest are unimproved.

Red River Neighborhood Edge Development

Lincoln Homes Site

Legend

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

Frosty Morn Site

Vulcan Site

College Street Corridor

Austin Peay State University (APSU)

The largest current influence is Austin Peay State University (APSU). APSU is located directly west of the Red River neighborhood. Enrollment at APSU has been steadily increasing for the past two decades and total enrollment hit 11,000 in 2019. In the Campus Master Plan 2017 Update, APSU outlined an intention for expansion and growth which includes new facilities on the east side of 8th street, adjacent to the Red River neighborhood. Additionally planned are pedestrian improvements along Marion Street which serves as a corridor from Red River to the University and vice versa. While most of the area for expansion in the campus plan is focused across College Street near University Avenue, Red River Neighborhood properties are listed as "high-priority properties" for acquisition.

College Street Commercial Corridor

The College Street commercial corridor lies directly south of the neighborhood and serves as its southern boundary. College Street is a major transportation gateway corridor for the greater Clarksville area to access both Downtown and APSU. Additionally, it is the most direct route between those locations and Interstate 24. The section which interfaces with Red River neighborhood is zoned C-2, General Commercial. C-2 allows for a mix of commercial and multi-family. By the standards of that zoning district, the properties along the corridor south of the Red River neighborhood are underdeveloped with a significant number being vacant.

Vulcan

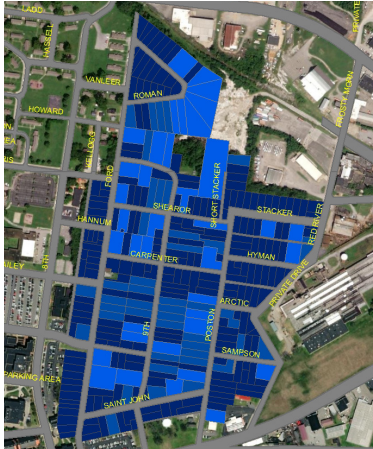
The transitional edge area east of the Red River neighborhood across Red River Street is zoned for industrial and manufacturing. However, much of the area is abandoned or disused and the largest facility in the district, the Vulcan Site, was recently demolished. The Central Business Improvement District Planning and Development Committee in cooperation with the Clarksville-Montgomery County Economic Development Council has secured a Tax Increment Finance (TIF) program for the redevelopment of the site. Such development will likely focus on diversifying or completely changing the land use of this area to a more community-activated purpose.

Frosty Morn

Also located in the industrial district east of the neighborhood is the Frosty Morn site. The Frosty Morn Building is a city-owned property (former meatpacking plant) currently zoned M-2 and is approximately 40,000 square feet in size. It was recently vacated by the Frosty Morn company in favor of an updated facility elsewhere. Ideas floated for the site's redevelopment include a year-round farmers market, business incubator, or other civic function(s).

Red River Community Options

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

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.

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.

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

3. Current Zone Districts:

As part of a report on the Red River neighborhood by the Clarksville-Montgomery County Regional Planning Commission, three-zoning districts were proposed as options for addressing neighborhood concerns. The three proposed districts along with information relevant to the conditions of the Red River neighborhood are provided as follows:

R-3

According to the Zoning Ordinance, the R-3 Three-Family Residential District is intended to provide for residential areas of medium population density, using three-family attached housing on individual lots, in areas where maintaining a mixture of housing types is desirable. 99% of the lots in the neighborhood are currently zoned R-3.

The R-3 zone lot requirements include a minimum lot area of 12,000 sf for residential primary use as well as a minimum lot width of 80 ft. Any lots existing prior to the 2010 neighborhood rezone which do not conform to these standards are considered legal-non-complying (LNC) lots. Such lots may not be adjusted in any way other than one which would bring them into zone compliance. Approximately 87% of the lots in the neighborhood currently qualify as LNC.

Since the R-3 zone was expressly intended to facilitate triplexes, the only by-right use of a conforming R-3 lot is a triplex residence. Duplexes and single-family are conditionally permitted uses. However, on LNC lots less than 10,000 sf in area, one may construct a single-family home by-right, and on LNC lots between 10,000 and 11,999 sf either a single-family or duplex may be built by-right. Homes that were in place prior to 2010 which would otherwise be considered non-compliant, are considered LNC and may be modified, expanded, or reconstructed on the same lot.

The exceptions listed in the paragraph above provide some relief from a potential problem of developmental compatibility. Of the lots in the Red River neighborhood today, 74% would only be able to construct a single-family home, 14% could construct a duplex or single-family, and 12% could construct a single-family, duplex, or triplex.

R-2A

This district is intended to permit the development and maintenance of high-density single-family residences and appropriate accessory uses in areas that have suitable physical characteristics. The spatial requirements of the zone include a minimum lot area of 5,000 sf and a minimum lot width of 40 ft with 5 ft minimum side yard setbacks which must cumulatively measure 10 ft. Rezoning the current R-3 lots to R-2A would leave 73 lots or 23% in LNC status. This would leave 242 lots available for by-right development of a single-family home. It should be noted that if a lot is 40 ft in width, the minimum side setback requirements would leave a 30ft wide buildable envelope. R-2A is a single-family exclusive zone with no allowance for any other type of housing development.

R-6

The purpose of the R-6 Single Family Infill District is to provide for high-density detached residential development. While the description may sound similar to the R-2A description, it might be better to describe R-2A and R-6 as suburban single-family and urban single-family respectively. The spatial requirements of the R-6 zone are less demanding and include a minimum 2,500 sf lot area and a minimum lot width of 25ft. like R-2A, R-6 is a single-family exclusive zone.

Of the 315 existing lots in the neighborhood, 303 or 96% of them would meet the requirements of the zone. 168 existing lots could be divided into two compliant lots and 43 existing lots could be divided up to 3 conforming lots. This increases the neighborhood's potential capacity for single-family homes by 202 units.

1. ANALYSIS

The following conclusions and recommendations can be made regarding zoning and land use in the Red River neighborhood. Such recommendations should be subject to review of all stakeholders and in line with the stated goals of the community.

External pressures including redevelopment projects, university expansion, and private development in a competitive housing market will increase housing prices where local demand cannot be met. APSU's continuing growth makes a large section of the community attractive to acquisition and a more activated Vulcan site would increase speculation and development pressures from the east side of the neighborhood. Such growth will bring jobs and increased commerce to the area. Under current conditions, the maximum number of housing units possible is 435 units. Over the project area of 85 acres, that would result in a relatively low, suburban density of 5.1 gross units per acre. This would do little to address the increased demand and therefore is not preferred or recommended.

Absent of intervention, low-to-moderate-density single-family neighborhoods like Red River, subject to such sudden speculation, would likely price out most current residents and see calls for rezoning from development interests. This phenomenon of "Gentrification" is not desired or preferred. While an exclusively single-family zone district would meet the desires and objectives of maintaining the neighborhood as a primarily single-family area, the above housing demand and resultant speculation would undermine the objective of housing affordability. Affordability will be boosted by the adoption of policies recommended in the housing section of this plan; however, a multi-method approach is the most resilient in the long run. Zoning intervention should emphasize a combination of low to-moderate density multifamily on the edges of the neighborhood. Keeping more intensive residential along the edges would also allow for preservation of single-family in the neighborhood core while increasing the total amount of housing. This would help to make prices more affordable for single-family housing and maintain a residential neighborhood character.

While density may be necessary to ensure continued affordability, the narrow streets and lack of sidewalks could be problematic for residents' mobility. Infrastructural improvements to support the zoning plan will be necessary and should include sidewalks, bicycle amenities, and improved facilities at transportation stops as well as on-street parking wherever possible. Keeping denser uses close to adjacent arterials and neighborhood gateways will help keep transportation pressure off

internal streets. Further creative solutions for considerations such as off-street parking may be required.

Some demand for neighborhood commercial has been demonstrated and daily trips per household could be reduced by providing closer access to such amenities. An examination of nearby commercial areas, both existing and proposed, with an eye toward attracting neighborhood services and provisioning should be considered. Zoning solutions, supplemented by other programming or policy, might be warranted to facilitate such businesses. Goods and services in close proximity or along the edges of the community would also serve to reduce the absolute number of automobile trips generated within the neighborhood thereby easing the strain on local streets. Beyond just the Red River neighborhood, such services might serve other communities such as the APSU student population and other nearby downtown communities.

2. RECOMMENDATIONS

	Advantages	Concerns
R-3	<ul style="list-style-type: none"> Increased housing choice when used in tandem with other zones Higher number 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
R-2A	<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
R-6	<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

R-3

The R-3 zone district, while potentially advantageous in certain contexts, presents complications that conflict with the stated goals of the community and have the potential to inhibit investment, growth, and quality of life. While single-family homes could technically be built on the under-sized lots of record, the extra difficulty of attaining financing for a legal non-conforming lot might make such homes unattainable for some or many community members. The R-3 zone might prove advantageous in increasing the absolute number of housing units, however the by-right development and district purpose conflict with the community's desire for single-family and owner-occupied housing. Additionally, the undersized roads, topography, and lack of alternative transportation improvements could present mobility problems for multi-family developments deeper in the neighborhood.

In the right context, R-3 could provide an increase in housing choices especially for younger residents or for the more economically disadvantaged. Strategically placed R-3 zones could significantly limit housing speculation by the rental market of single-family housing. Placed in the appropriate locations, the district could act as a buffer against more extensive development deeper in the neighborhood.

With the above considerations, we recommend limiting R-3 to the edges of the community such as along Red River Street and potentially Ford Street. In these locations, multifamily developments may be more viable developments due to proximity to targeted demographics and larger existing lots which simplify land assemblage. Rental housing would also serve as a buffer against speculation and development as well as serve to keep and preserve the core area of the neighborhood for single-family residential use.

R-2A

While the R-2A seems to align with stated community objectives, it also presents problems that make it a less appropriate option in general. The zoning district is exclusively single-family, which satisfies the desire to both keep the community residential and predominantly single-family. However, R-2A would provide very little

increase in the number of buildable housing units. Additionally, the minimum lot size and dimensions mean that a quarter of the existing lots would be LNC. This number of LNC lots presents complications in land assemblage and subdivision for development purposes. Together, these concerns would undercut the larger purpose of expanding and improving the affordable housing stock as well as increasing access to home ownership.

The R-2A district, while an improvement over the broad application of R-3, in its current dimensional form, presents complications in achieving community objectives. The prospect of adapting by-right single-family homes to a more urban setting presents unique opportunities for redevelopment. However, in the optimal utilization, the R-2A district offers little increase in the number of buildable housing units. Additionally, achieving optimal use would be complicated by the number of existing non-conforming lots. By-right single-family zoning is the right direction for the Red River Neighborhood but the R-2A district presents too many issues and is therefore not recommended as it is currently constituted.

R-6

Considering the analysis of R-2A, R-6 would seem to be a logical choice for by-right single-family development which increases the number of housing units. The advantages of the R-6 district are that it would have the least number of LNC lots by virtue of its minimum lot size and width and would significantly increase the number of buildable lots while retaining an exclusively single-family development pattern, though different to the current homes in the neighborhood. However, in the context of the Red River Neighborhood, the R-6 zone standards could potentially create greater pressure on the existing infrastructure and conflict with stated community preferences that were voiced during both public meetings. The advantages of the R-6 district are that it would have the least number of LNC lots by virtue of its minimum lot size and width and would significantly increase the number of buildable lots while retaining an exclusively single-family development pattern.

The R-6 zone has the potential, given the number of buildable lots it could generate, to create greater traffic and parking demands on many of the interior streets of the neighborhood. Several of these streets (9th, Polston, Shearor, and Carpenter) have

pavement widths ranging from 15 ft. to 20 ft. Narrow streets make both traffic and parking difficult to address at these densities. Off-street parking alternatives are limited within the context of the zone and Red River neighborhood and narrow right-of-way limit how much the roadway and sidewalk network could expand. Retrofitting existing street networks would be both expensive and difficult to implement.

Additionally, the minimum dimensions for R-6 lots limit the type and size of structures that can be built when the required 5-foot side yard requirements are applied leaving just a 15-foot wide homesite. While wider lots located in the community are possible for development, once a minimum lot width is established that decision then rests with a given property owner or developer.

Given the R-6 lot size dimensions, several development limitations exist that may not be appropriate for the Red River Neighborhood. A suggested solution between the two single-family options currently available, R-2A and R-6, is presented below.

OTHER ZONING RECOMMENDATIONS

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. Based on the research, 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.). The minimum lot size should be in proportion to the lot width and setbacks. While this solution has been generated based on specific neighborhood conditions and community goals of the Red River Neighborhood district, it may be applicable to other areas and contexts in Clarksville-Montgomery County.

To accommodate suitable development on existing lots that fall below the new dimensional standards as well as lots that are placed or shaped awkwardly, carefully crafted allowances for flexibility and departures or variances from the adopted standards should be included.

To prevent a style of development that has been expressed by the community as being less desirable and detrimental to their property values, consideration should be given to discouraging park-in-front yard driveways while making allowances for shared driveways. Where a property fronts a road that can safely accommodate on-street parking, consider allowing on-street parking to satisfy one of the two required parking spaces. 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.

Retrofitting alleyway networks is difficult to do without acquiring the necessary easements. However, private alleyway easements should be encouraged on redeveloping properties. Qualifying parcels for easement consideration should have side-yard access to a public right-of-way either directly or via existing alleyway easements.

RESIDENTIAL PATTERN BOOK

The Residential Pattern Book- In recommending the development of a residential Pattern Book for the Red River Neighborhood, the RPC and the City of Clarksville could incent or encourage a group of local architects to design a pattern book that incorporates a variety of single-family housing styles that are compatible to the form and character of the neighborhood that strives to preserve and enhance the character and quality of housing to be built.

The Pattern Book could aid in the design of new construction and renovation of residential buildings. By exploring the historic development of the Red River



neighborhood and its residential forms, the pattern book could be used as a guide to homeowners, builders, and design professionals for appropriate maintenance and design decisions.

But most importantly it is intended to instill pride in homeowners and encourage them to preserve the unique character of their homes and neighborhoods.

MIXED-INTENSITY APPROACH:

The neighborhood has made its desires clear: that the neighborhood should be maintained as residential, affordable, and single-family. Considering the spatial and economic context, the neighborhood will require a transitional buffer as well as more housing units and types than could be provided by single-family alone. We can keep the neighborhood residential in use and predominantly single-family in character by providing a medium-intensity buffer zone around the neighborhood. Said buffer zone should consist of complementary and supportive uses that address the “missing middle” housing which offers a range of house-scale buildings with multiple units. Such units would provide a higher density that is compatible in scale and form with the Red River neighborhood.

NEARBY USES AND CONTEXT:

As outlined in this section, the neighborhood is heavily impacted by adjacent areas. Care should be taken in considering policy changes and projects, both inside and outside the neighborhood, moving forward. Future land use will need to adapt to existing land uses and plans to both minimize conflict and ensure success.

The commercial corridor south of the neighborhood along College Street presents an opportunity for mutual benefit in the future. A shift towards more neighborhood services oriented commercial would increase walkability in the neighborhood and provide an employment hub and business opportunities for neighborhood residents. Additionally, allowing mixed-use commercial residential would further increase housing numbers and options providing an additional buffer to the less intensive uses in the neighborhood interior.

The former Vulcan and Frosty Morn sites are filled with potential. Future developers should be encouraged to reference this plan and the neighborhood conditions in their contextual analysis. As the inciting party, the developer of the Vulcan site should be sensitive to any impacts on the neighborhood and designs along the neighborhood edge and the Vulcan edge should be complementary in its design, density and form.

HOUSING:

The housing challenge that the Red River neighborhood is facing is building new affordable and well- designed infill housing while respecting the appropriate level of density that maintains the community's (existing) character.

While it is one of the most frequently recurring terms associated with community objectives design of infill development, the vagueness of “compatibility” has also been the source of much contention, especially as it relates to the development of single-family infill housing units within the neighborhood.



Compatibility

How to achieve some measure of compatibility is the primary focus for residents and development in the area. Compatibility, as mentioned, is not about replicating existing scale or reproducing the architectural styles of nearby or former structures. Rather, the focus is on highlighting how residential development can be designed at the appropriate zoning density to respond to the neighborhood patterns, whose continuation allows change to be accommodated while preserving cherished aspects of neighborhood character.

The housing within the Red River neighborhood displays a variety of architectural styles ranging from Bungalow, Craftsman, Suburban, and Colonial, to Modern. The architectural styles and details of new buildings change over the years, but basic patterns are more lasting. These patterns are defined by recurring characteristics—such as the green street edges of front yards and street trees and by the frontage patterns, forms, and orientation of buildings—the specifics of which vary within the neighborhood along, its streets, and blocks. The continuation of these patterns can accommodate a diversity of architectural styles while providing an underlying sense of cohesion and “place” that helps define the character of what makes Red River a viable place to live, work, and play.

Gentrification

Residents are generally displaced because of their inability to afford housing due to rising rents costs and increases in property taxes attributed to upward market-driven changes. This can be considered a form of gentrification, that is oftentimes a concern of poor and minority communities.

Inequities can and do exist when this type of displacement happens. Studies have found (Briana Garcia May 2020) “that neighborhoods that are up for rezoning are typically low-income, resource-poor areas because the land is cheaper and builders and developers can build at a lower cost and then rents can be increased at a higher rate, which often results in gentrification and racialized displacement”. The challenge for the Red River neighborhood is to balance the concerns of displacement with the need for residential development that enhances the area and brings in a mix of income and new economic development opportunities.

With approximately 35% of the neighborhood vacant, opportunities exist for

development to occur without displacing people as market values increase, thereby putting greater economic pressure on those choosing to remain in the neighborhood. However, it is important to ensure as development takes place, a mix of affordable housing units along with market-rate housing occurs. For the community to remain sustainable it must grow economically and existing homeowners in the neighborhood will also benefit from market growth. Gentrification in itself is not a negative occurrence, and there are some benefits when carefully targeted policies are put into place to protect the most vulnerable residents. The challenge for Red River and Clarksville is to put policies in place to protect that vulnerable population through property tax relief and other incentives and programs while creating development opportunities. As the neighborhood begins to transform, a sustained investment will be needed to attract racial and socioeconomic cohesion. This is when gentrification can benefit the community in its entirety.

The various components of this housing strategy will serve as problem-solving tools, highlighting strategies for achieving affordable, sustainable context-sensitive design for development and ways of overcoming some of the unique design, siting, and construction challenges that are presented in the Red River neighborhood.

The initial components of the housing strategies and recommendations are focused on single-family density residential development (such as infill and appropriate lot size development). Future additions to this strategy will focus on other types of development, that address parking, utilization of alleys and rear lot access, and most importantly affordability. For guidance on appropriate design, a recommendation for the development of a housing pattern book that can address some of the concerns raised about the type, style, and quality of housing being built in the neighborhood should be considered.

The concept and framework plan was developed from input received from the residents, public officials, and a variety of stakeholders that were interviewed during this planning process. A set of housing priorities and recommendations were developed, reflecting the needs and desires of the neighborhood, they include the following:

HOUSING PRIORITIES:

1. Prioritize the development of single-family homes over multi-family
2. Maintain and build more affordable/attainable housing stock
3. Preserve existing housing stock
4. Improve home maintenance and condition of existing structures
5. Maximize opportunities for home ownership
6. Promote long-term neighborhood stabilization through encouraging a mix of income levels

HOUSING RECOMMENDATIONS:

1. ESTABLISH A COMMUNITY LAND TRUST

Community land trusts (CLTs) are nonprofit organizations governed by a board of CLT residents, community residents, and public representatives that provide lasting community assets and shared equity homeownership opportunities for families and communities. CLTs develop rural and urban agriculture projects, commercial spaces to serve local communities, affordable rental and cooperative housing projects, and conserve land or urban green spaces.

However, the heart of their work is the creation of homes that remain permanently affordable, providing successful homeownership opportunities for generations of lower-income families.

There are over 225 community land trusts in the United States.

2. 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

3. 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.

4. 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.

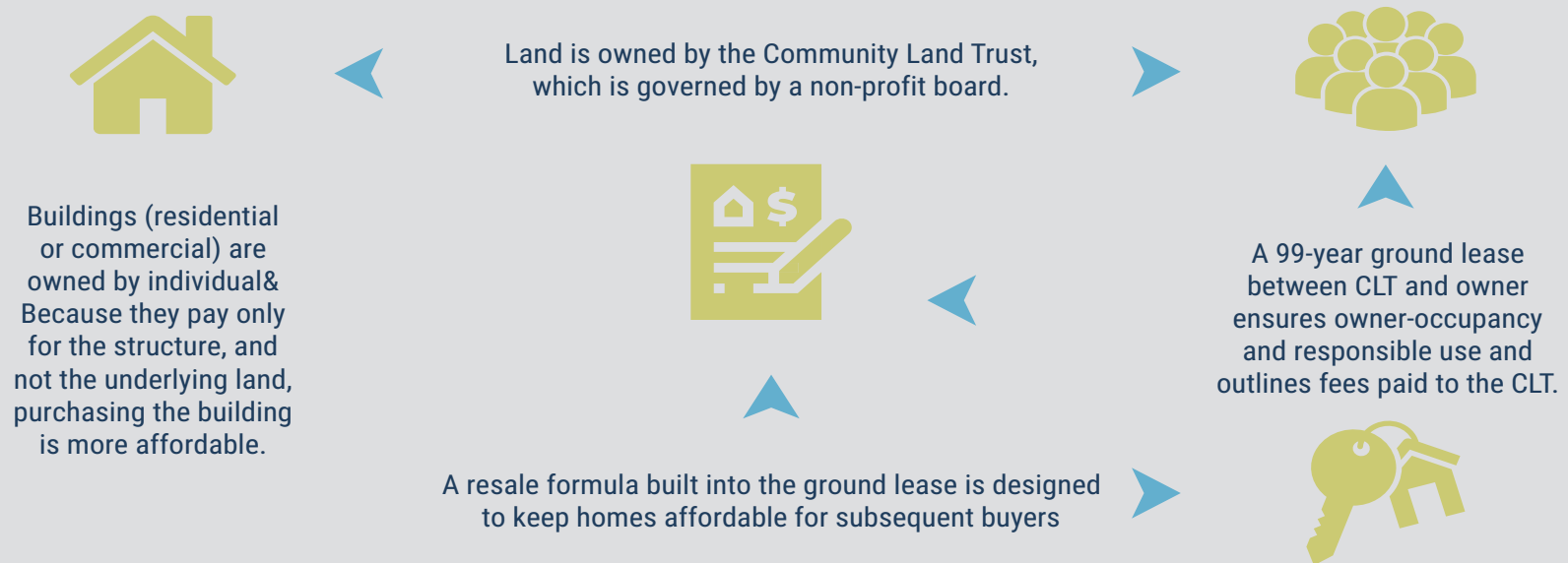
Resident code enforcement referrals focus on maximizing compliance while minimizing intervention from local government. It is an approach to code enforcement that uses data and community input to make the most of limited resources to achieve a community's goals.

5. 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.

COMMUNITY LAND TRUSTS: HOW DO THEY WORK?



STRATEGY FOR HOUSING DEVELOPMENT:

When evaluating affordability policies for the Red River neighborhood, it is important to recognize the diversity of demands that exists within the neighborhood, even among lower-income households. For example, some need larger houses, studios or home workshops, accommodation for people with disabilities, or garages for various vehicle types. Some lower-income households rely on walking and cycling, public transit, or automobiles, and many rely on a combination of these options. These demands often change over time, so affordable housing options should be flexible and responsive to changing needs. 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 the following implementation section.



INFRASTRUCTURE & OPEN SPACE:

Infrastructure:

For smaller cities similar to the size of Clarksville, the transportation elements they usually include are roads and sidewalks. A notable transportation concern in the Red River neighborhood area is the lack of sidewalks on many residential streets and an incomplete sidewalk network along major arterial streets. Currently, the majority of the existing sidewalks in the neighborhood run along the major arterial streets, 8th Street and College Street, and are in good condition. Scattered within the neighborhood, a few of the residential streets have short segment of sidewalks that are in fair to poor condition.

Being able to provide sidewalk connectivity is a key priority for residents to travel safely throughout the neighborhood. With the majority of the residential streets having curb and gutter, new sidewalks can be added to one or both sides of the street. The areas in purple show best places to add new sidewalk along the residential streets with the least amount of above ground utility property fence conflicts. Also, sidewalks can be added on both sides of Red River Street, which is dependent on the future redevelopment of the former Vulcan factory site.



OPEN SPACE:

Within the neighborhood boundary, there is not a central space for social gatherings and open spaces are limited. Red River needs new spaces where people can gather. 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 outdoor events, playspaces for children, and spaces to eat, rest, and recharge. Enhancing the public realm can also spur business activity and private investment. The future of the Red River neighborhood should offer places for community members to connect organically, soften and connect blocks together.

The following, are metrics that should be considered for site selection of any future park space within the Red River neighborhood:

1. **Accessibility:** The park should be easily accessible to the surrounding community. The distance from residential areas, public transportation, and major roads should be taken into consideration.
2. **Size and Shape:** The size and shape of the park should be appropriate for the intended use. The park should be large enough to accommodate the desired number of visitors and offer a variety of amenities.
3. **Terrain:** The terrain of the site should be evaluated for safety and practicality. For example, the site should not be too steep or prone to flooding.
4. **Infrastructure:** The site should be evaluated for the availability of utilities such as water and electricity, as well as other infrastructure such as parking, restrooms, and picnic areas.
5. **Cost:** The cost of acquiring, developing, and maintaining the park should be considered, including land acquisition, construction, and ongoing maintenance expenses.
6. **Public Ownership:** The site should be publicly owned or have the potential for public ownership to ensure long-term preservation and maintenance of the park space.
7. **Sinkholes:** The site should be evaluated for the potential presence of sinkholes,

as these can pose safety risks and limit the ability to develop certain types of recreational facilities.

8. **Street Frontage:** While lack of street frontage may limit the visibility and accessibility of the park, it can also provide a quieter and more secluded environment for visitors. The site should be evaluated for the potential impact of limited street frontage on park use.
9. **Drainage Issues:** The site should be evaluated for potential drainage issues, as these can affect the safety and usability of the park. If necessary, measures such as drainage infrastructure or site grading can be implemented to mitigate these issues.
10. **Ecological Value:** If the site has ecological value, such as being part of a natural habitat or hosting rare plant or animal species, it may be important to prioritize preservation of these features within the design of the park.
11. **Compatibility with Surrounding Land Use:** The site should be evaluated for compatibility with surrounding land use, such as residential or commercial areas. This can include consideration of factors such as noise and traffic impacts, and the potential for conflict between park users and neighboring property owners.
12. **Community Engagement:** It is important to engage with the surrounding community to identify their needs and preferences for the park space, and to ensure their input is incorporated into the design and development process. This can help to build support for the park and encourage its use.

INFRASTRUCTURE & OPEN SPACE RECOMMENDATIONS:

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. 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.

2. 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.

3. IMPROVE THE AESTHETICS, CHARACTER, FUNCTIONALITY, AND SAFETY OF NEIGHBORHOOD STREETS

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

4. 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.

RED RIVER LAND USE DESIGNATIONS

Moderate Density Single-family

The intent of the moderate density single-family land use designation is to preserve single-family houses at the core of the Red River Neighborhood on the existing predominant lot pattern (30’ and greater).

Higher Density Single-family

The intent of the higher density single-family land use designation is to provide some opportunity for smaller lot single-family homes (25’ to 30’) at the edges of the neighborhood to preserve opportunities for attainable home ownership as redevelopment occurs. Due to the smaller lots sizes, shared driveways, decreased front and side setbacks, and alley loaded products are encouraged.

Mixed Density Residential

The intent of the Mixed Density Residential land use designation is to accommodate a range of housing choices in the downtown area (smaller lot single-family houses, townhomes, duplex, triplex quadplex, and low-rise apartment buildings up to three stories) that buffer the single-family core of the Red River neighborhood from higher intensity institutional uses and new developments on the Vulcan and Housing Authority properties.

Future Development

Areas on the land use map designated as future development including the Vulcan property, Frosty Morn, and Lincoln Homes, are underutilized sites in the downtown core that at the time of adoption of the Red River Neighborhood Plan, that have been earmarked for both high density residential and mixed-use projects. New developments abutting the Red River Neighborhood are encouraged to transition in scale and massing for compatibility with the Red River Neighborhood.

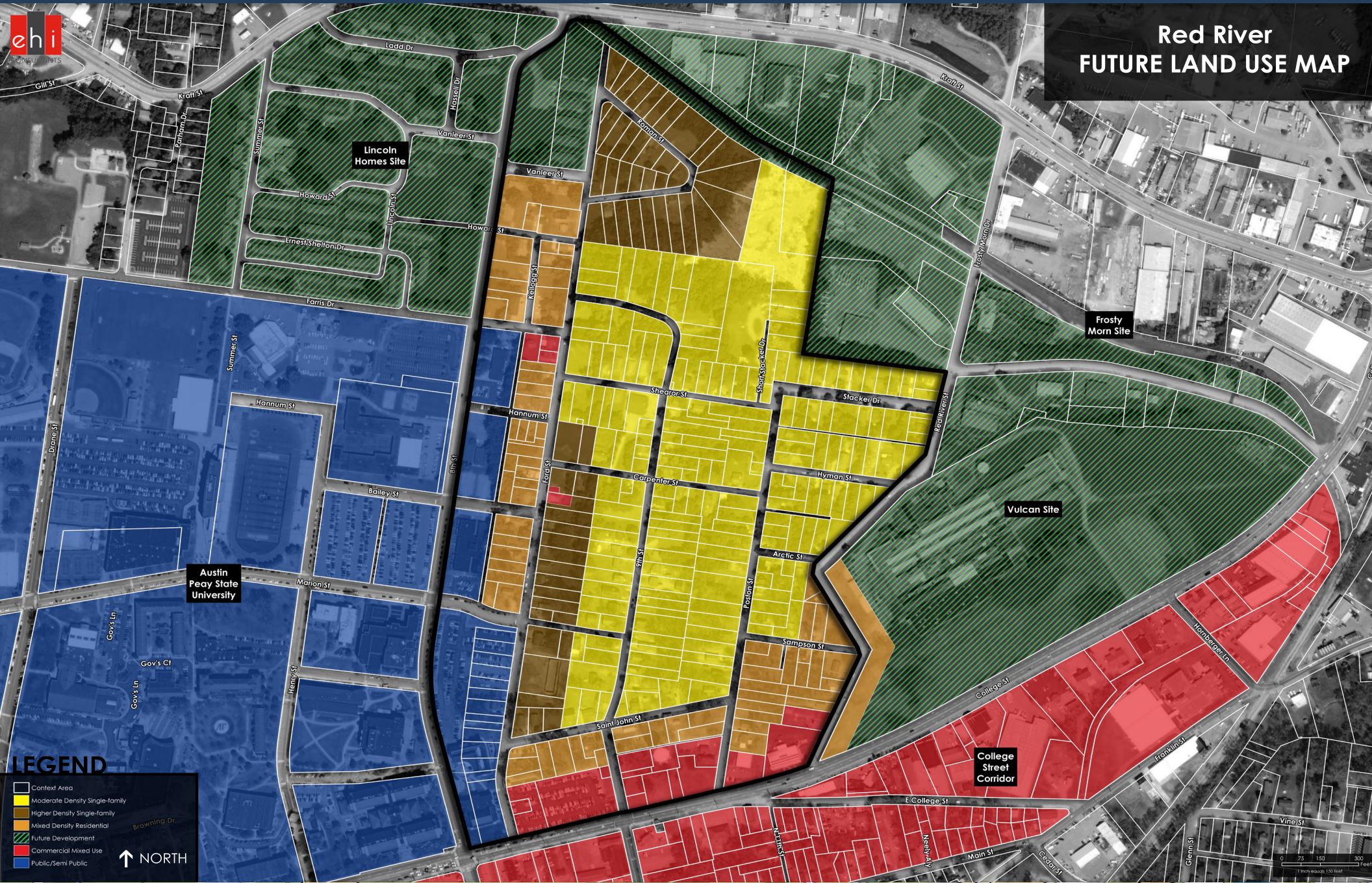
Commercial Mixed Use

The intent of this land use designation is to accommodate a variety of high intensity residential, commercial, and institutional uses and to continue to develop along the College Street frontage as a gateway to the downtown.

Public/Semi Public

Areas on the Land Use Map designated as Public/Semi Public are currently owned and operated by the Austin Peay State University and should accommodate a variety of institutional uses.

RED RIVER NEIGHBORHOOD FUTURE LAND USE MAP



RED RIVER NEIGHBORHOOD 3D CONCEPT PLAN

Red River Neighborhood 3D Concept Plan

Potential Trail Connection

Mixed-Density Residential

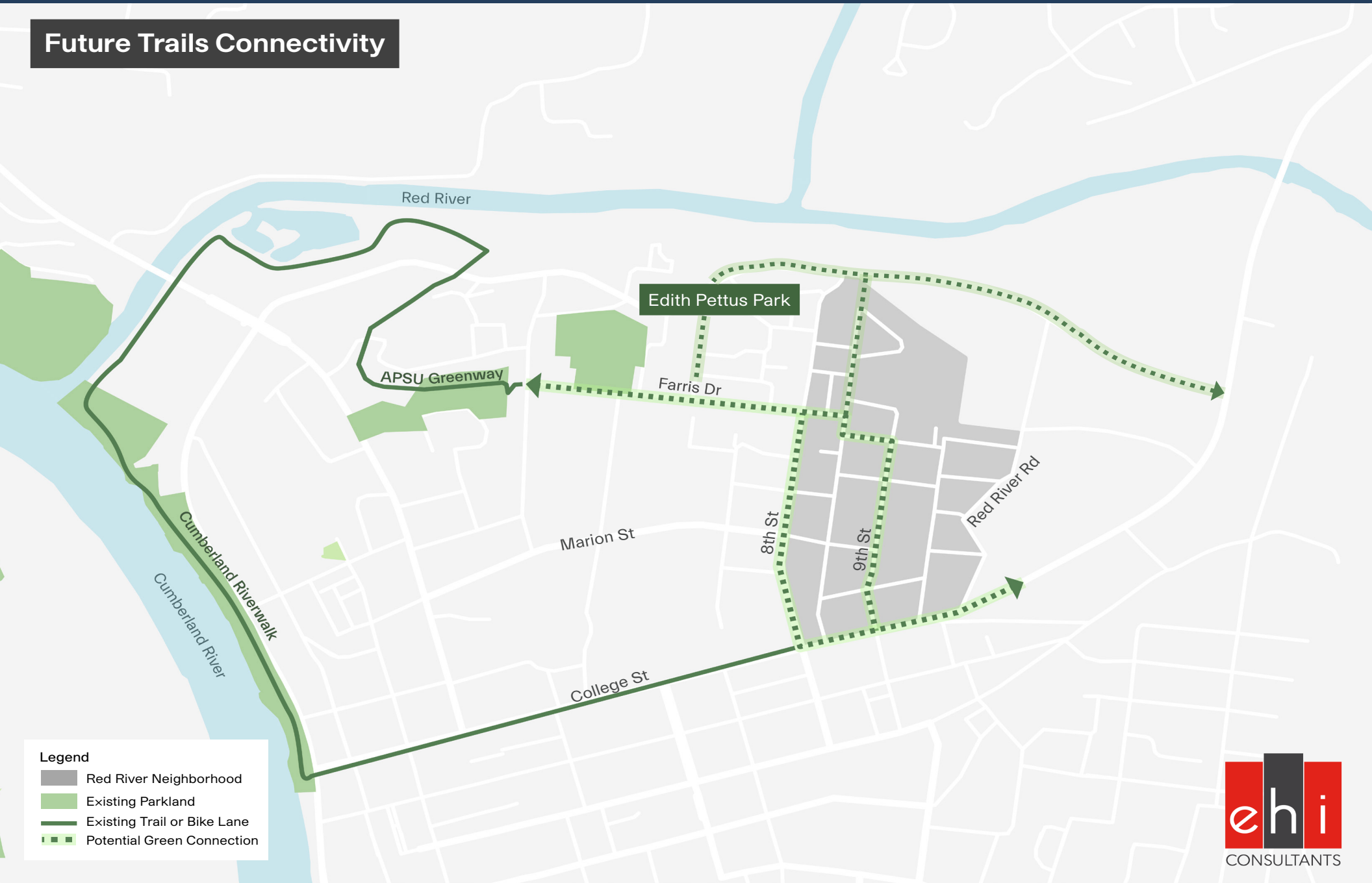
Commercial Mixed-Use

Single-Family Infill



RED RIVER NEIGHBORHOOD FUTURE TRAILS AND CONNECTIVITY

Future Trails Connectivity



Neighborhood Identity

Creating and strengthening a Red River neighborhood brand is essential to what residents think of their neighborhood, either good or bad. A successful Red River neighborhood brand and identity can offer the promise of something positive, and hopefully unique, as they enter this phase of redevelopment and revitalization. The establishment of the Red River brand is more about people's experiences with the neighborhood and less about marketing messages.

The creation of a successful neighborhood brand will do the following things:

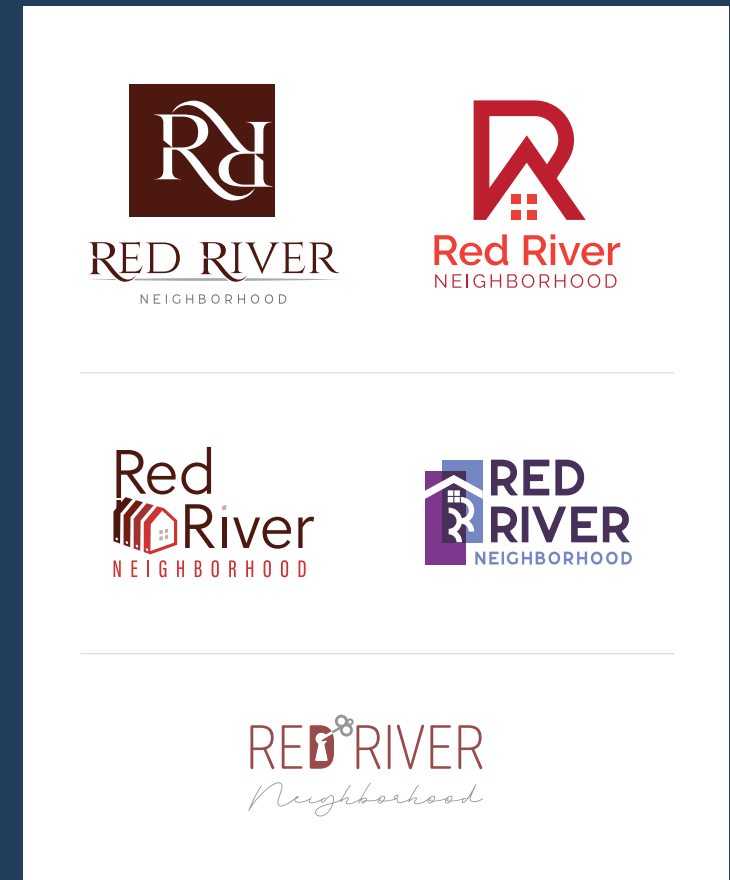
- Promise something positive and deliver on the promise in a tangible way
- Project something unique within the neighborhood and its market area
- Become relevant to an audience large enough to use the brand and keep it going
- Residents will become aware of the brand and believe it has value
- Become popular and create identity and demand

A successful Red River brand will become unifying, distinctive, focused, and consistent and it makes a promise to current and potential residents, homebuyers, and other target audiences.

OVERVIEW AND INITIAL STEPS

Rebuilding the Red River neighborhood to achieve community stabilization is a large task requiring a long-term, multi-disciplinary effort. In addition to the applied talents of local nonprofits, city planners, housing developers, community organizers and other professionals, participation of the neighborhood's residents is crucial to success. In particular, resident participation is needed to define the desired neighborhood image that will inspire investment by current and future homeowners, residents, and stakeholders.

A Red River neighborhood brand and or logo involves:



- (1) Identifying neighborhood attributes
- (2) Surveying residents and key target markets regarding the importance and performance of those attributes, and
- (3) Analyzing the survey results to reveal where its strengths lie. This analysis will suggest the community's core brand elements.

It is recommended that the core elements of branding and logo be established to create a "brand statement" and logo as a part of this plan. It is important to its identity and long-term success.

[06]

Implementation



Implementation

The implementation plan is a guide for public and private investment for future development strategies for the Red River neighborhood. Stakeholders will implement these investments and activities over a long period in response to public funding, government agencies, neighborhood leadership, business and property owners, and the development community. The Plan recommendations reflect the participation of residents, public officials, and other committed individuals and organizations. Some of the recommendations are simple, low-cost, immediate solutions such as rezoning, neighborhood branding, and a pattern book, while others will be long-term and will require a greater commitment to funding or a dedicated funding source, such as infrastructure improvements and the Community Land Trust. Assigned funding costs represent an estimate of expected costs that include:

\$ - Minimal Investment- less than \$500,000

\$\$ - Moderate Investment – \$500,000 - \$1,000,000

\$\$\$ - Major Investment – over \$1,000,000

Most implementation strategies will require collaboration among partners. The Plan encourages the development of partnerships with government agencies, non-profits, residents, business owners, and other community members to achieve the recommended goals and objectives. Some implementation activities may occur within the short term 1-3 years, while others may be longer-term 3-5 years, depending on budget cycles, public willingness, and budget prioritization. By recognizing and encouraging the implementation of the recommendations, the City of Clarksville and the Regional Planning Commission will show the government's commitment to the long-term sustainability of the Red River neighborhood. The implementation strategy identifies projects that are considered capital, programmatic, and neighborhood driven and defined as:

CAPITAL PROJECT

There may be issues in the neighborhood that require major capital expenditures in public investment, such as sidewalk improvements, acquisition of vacant parcels, or demolition of dilapidated structures. In these instances, the guidance the Plan provides will keep the project proceeding while preserving the neighborhood's overall, long-term interests. Various sources may fund capital improvement projects.

POLICY OR PROGRAMMATIC STRATEGIES

These strategies may require the establishment of policies or programs, such as the establishment of a CLT or the creation of an affordable housing trust fund. In some cases, they identify resources already in effect, while in others, they will need new initiatives.

NEIGHBORHOOD DRIVEN

These strategies, such as branding, and referral code enforcement will require neighborhood action with support from the City or other institutions, organizations, or funding sources.

However, every Plan action or recommendation item calls for separate and specific implementation strategies. Recognition of the Plan does not automatically start any goal's implementation process or oblige the City to implement any action item.

The implementation schedule on the following pages details the steps, support needed from lead agencies, timelines, and costs for each Plan action item

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	\$
• Lot dimensions should fall between existing R-6 and R-2A standards;	City, RPC	City, RPC		
• Consider off-center siting and zero-lot-lines to allow for side-by driveways;	City, RPC	City, RPC		
• Encourage the development of private easement rear alley networks;	City, RPC	City, RPC		
• 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 for Humanity	CNCS, Going Local (CHDO), Neighborhood Organizations	Short Term	\$\$

RECOMMENDATIONS	PARTNERS	POTENTIAL FUNDING SOURCES	TIMELINE	COSTS
2.3 Utilize CNCS Financial and Support Programs to Preserve and Rehabilitate Existing and 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.	CNCS, Habitat for Humanity	CNCS	Short to Long Term	\$\$-\$\$\$
<ul style="list-style-type: none"> • Community development block grant funds • First-time home buyers program • Housing rehabilitation program • Emergency Repair Program 	CNCS, Habitat for Humanity	CNCS	Short to Long Term	\$\$-\$\$\$
2.4 Create an Affordable Housing Trust Fund				
An Affordable Housing Trust Fund with an established dedicated stream of revenue to create or preserve affordable housing for low-income households. An AHTF can be used as gap financing in support of rehab or new development, and revenues are often tied to other market-driven programs.	CNCS or New Entity	CNCS or New Entity	Short Term	\$\$
2.5 Establish a Strategic Code Enforcement Program				
Develop a strategic code enforcement program to be used as a tool for the Red River neighborhood to address vacant, abandoned, and deteriorated properties.	City, Building and Codes Dept.	City, Building and Codes Dept.	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				
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				
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	\$\$

RECOMMENDATIONS	PARTNERS	POTENTIAL FUNDING SOURCES	TIMELINE	COSTS
3.4.2: Improve pedestrian access to major amenities, parks and open space, including crosswalks, pedestrian lighting, and sidewalk ramps.	Clarksville Street Dept.	Clarksville Street Dept.	Short Term	\$
3.4.3: Incorporate permanent upgrades to the streetscape, lighting, and wayfinding strategies.	Clarksville, Street Dept.	Clarksville, Street Dept.	Short Term	\$\$
3.4.4: Develop Red River-specific branding and permanent gateway signage into the neighborhood	Neighborhood Clarksville Street Dept.	Neighborhood Clarksville Street Dept.	Short Term	\$

Immediate - Less than 1 year

Short-Term - 1-3 Years

Long-Term - 3-5 Years

\$ - Minimal Investment – Less than \$500,000

\$\$ - Moderate Investment - \$500,000 - \$1,000,000

\$\$\$ - Major Investment – Over \$1,000,000

