Meet the Resource Team

The Georgia Quality Growth Partnership (GQGP) is a collaboration among diverse public and private entities that seeks to provide local governments and citizens with the tools and knowledge to transform the way we define, create, and sustain high quality Georgia communities.

The primary purpose of the GQGP is to facilitate local government implementation of quality growth approaches by:

- Disseminating objective information on the various approaches.
- Developing tools for implementing these approaches.
- Sharing of best practices learned from other places, times, and cultures.
- Promoting acceptance of quality growth by the general public and community leaders.

Founded in March, 2000, the GQGP has grown to more than thirty organizations, each contributing time, in kind services, or financial resources to fostering Partnership efforts.
Introduction

The Quality Growth Resource Team for Dalton and Whitfield County was brought together in March, 2001 through a collaboration between the City of Dalton, Whitfield County, the Dalton-Whitfield Chamber of Commerce, the Georgia Department of Community Affairs (DCA) and the Georgia Quality Growth Partnership, a statewide coalition of state agencies, universities, non-profits and business groups working to provide technical assistance on "smart growth" issues to Georgia communities. The multi-disciplinary team was made up of academics, professional design practitioners, planners, students from the University of Georgia's School of Environmental Design and the University of Oklahoma School of Architecture and state agency staff chosen with the city and county's particular concerns in mind.

The team's mission was initially defined by meeting with a local Quality Growth Task Force appointed by the governments of Dalton and Whitfield County and facilitated by the Dalton-Whitfield Chamber of Commerce. In addition, the team spent two days in discussions with groups and organizations identified by the chamber, city and county as having insights into local problems and opportunities. Broad public input was also gathered through a visual preference survey administered to about 200 citizens at the beginning of the team's visit. Student volunteers from Northwest High School tabulated the survey results, and the findings were used to inform the resource team's design process. A summary of the visual preference survey can be found in the Appendix.

The team lived and worked in Whitfield County for a week. They conducted interviews, took photos, visited specific sites under consideration, reviewed local ordinances and developed schematic design solutions and sketches. The visit culminated with a final presentation to the public on Friday, March 30th. The team's recommendations were then passed to DCA staff for formatting into this final report.

This report is organized into sections based on the major issues and opportunities identified by the team during their visit to Dalton and Whitfield County. These include: Downtown and Surroundings; Infill Development; Transportation; Housing; Economic Development and Tourism; Gateways and Corridors; Arts and Culture; Historic Preservation; Greenways and Open Space; and Development Regulations.

The Resource Team would like to thank city and county staff and elected officials, the Dalton-Whitfield Chamber of Commerce, participating commercial sponsors and especially the citizens of Dalton and Whitfield County for making us feel so welcome. The ideas and solutions proposed here are only a beginning – intended to stimulate interest in sustainable development, good urban design and community self-determination. The Resource Team wishes Dalton and Whitfield County great success in achieving your goals.
Downtown and Surroundings

In spite of fairly good building stock and adequate parking, Dalton’s downtown lacks the vitality one might expect for a city of its size. The Resource Team had extensive opportunity to observe downtown both during the day and at night. Their observations are summarized below:

- There is a significant lack of pedestrian activity and street life.
- Downtown merchants seem to be struggling to compete with other commercial areas such as Walnut Avenue.
- The ratio of shopping activities to professional services could be improved.
- Dalton Green, the city’s historic central park has been encroached upon by commercial activities so that it no longer presents a memorable civic gathering space — a component which every great city has at its heart.
- Street trees and other downtown amenities stop at the edge of the “traditional” central business district so that surrounding blocks on the periphery of downtown have an un-cared for appearance.
- There appears to be a healthy market for upstairs apartments, but there is not yet a critical mass of downtown housing to create a lively street scene.
- Thornton Avenue, the historic entry corridor to downtown, has been denuded of most trees and many of the grand homes that once graced the Avenue have been replaced with architecturally uninspired commercial buildings.
Recommendations

• Market Downtown Dalton as a unique arts, entertainment and shopping district.

• Create a grand entrance to downtown along Walnut and Thornton Avenues (see Gateways and Corridors section).

• Reclaim Dalton Green as a shady public park designed to accommodate major civic gatherings (see detailed plan on the following page).

• Re-evaluate the new streetscape plan to ensure that it reinforces the historic urban design of downtown.

• Encourage the installation of rear viewing decks for buildings along the railroad and sidewalk dining on Hamilton, King and Crawford Streets.

• Expand the existing boundaries of the Dalton Downtown Development Authority (DDDA) so that funding can be made available for revitalizing underutilized areas on the periphery of downtown such as Glenwood Avenue and older commercial districts on the eastside of downtown.

• Provide incentives to attract Latino businesses to the areas on the periphery of downtown.

• Rebuild a significant housing base within walking distance of the central business district to support downtown shopping and street life. This could include appropriate single-family infill in historic neighborhoods, upscale townhouses, lofts, senior housing and student apartment housing (see Infill Development section).

• Make Downtown Dalton the hub of a regional public transportation network centering at the Old Norfolk Southern Depot (see Transportation section).
Dalton Green should be restored as an important greenspace and gathering place for the community. Where commercial intrusions have occurred, public acquisition and relocation of businesses should be used to restore the Green to its original dimensions. The restored Green might include an amphitheater for outdoor performances and reuse of the Old City Park School for arts, cultural, or governmental purposes.
Infill Development

The Resource Team identified a number of intown areas of Dalton where more intensive levels of development could be supported by existing infrastructure. These areas are typically either vacant or dedicated to marginal land uses that fall far short of the "highest and best use" that would seem to be supportable for the area. Encouraging infill development or redevelopment of these areas could yield a number of benefits:

- Supporting revitalization of Downtown Dalton by increasing the population and vitality of surrounding neighborhoods.
- Providing affordable worker housing near existing employment centers.
- Increasing both the city and county tax bases by raising property values in intown areas.
- Putting underutilized infrastructure capacity to use, thereby reducing the need for expensive infrastructure extensions into greenfield areas.
- Replacing blighted areas that give a negative first impression of Dalton with vital, attractive neighborhoods.
Recommendations

• Take advantage of the Georgia Urban Redevelopment Law to promote desired redevelopment. This law permits local governments to use eminent domain to assemble key parcels and resell these for private redevelopment that is consistent with the small area plans discussed above. (See the Appendix for more details on use of this important redevelopment tool.)

• Offer incentives to encourage developers to undertake projects consistent with the small area redevelopment plans. These incentives might include write-down of land acquisition costs, property tax breaks, new public facilities or infrastructure to support the project, waiver of specific requirements in local development regulations, or other financial incentives derived from creative use of public funds (for example, see the recommendation below).

• Restructure the local "affordable housing infrastructure fund" to provide more direct incentives for desired redevelopment and infill. This fund was established to encourage developers to pursue intown development of affordable housing, but has been little used to date. Program requirements clearly need to be revised to be more attractive to developers. At the same time, new program requirements should specifically target the funds to support projects that are clearly consistent with the small area redevelopment plans discussed above.

1) Crown Mill Gateway • 2) Morris Street District • 3) Freedom Place
4) Walnut Square Village • 5) New Thread Mill

• Develop detailed small area plans for intown areas that are suitable for redevelopment and new infill development. These plans should include:

  — detailed representation of the desired development of the area once it is fully redeveloped. (See pages 10 and 11 for an example of detailed representations of desired redevelopment for the East Dalton area.)

  — needed changes in land use regulations to promote the desired development patterns.

  — design guidelines for ensuring that new infill development matches the character of the existing neighborhood.

  — public investments in infrastructure and public facilities (such as public gathering spaces, community centers, neighborhood parks and open space, sidewalks, streetlights, street trees, underground drainage and utilities, or bike trails) to support redevelopment of the area.

In addition to letting developers know what kind of development the city expects in target neighborhoods, small area plans can be excellent marketing tools for selling neighborhood residents and businesses on the future potential of their area.
East Dalton

a) East Dalton area • b) Shuttle bus

c) 5th Avenue plaza concept • d) East Dalton linkages

A concept for a plaza that could serve as the focal point of the neighborhood. The design could have an international/Latin flavor, with colorful paving patterns, fountain, and a small pavilion for music or other events.

Transit routes (shuttle service) should connect new worker housing areas to places of employment and major shopping areas.
East Dalton

a) Small area plan
b) Proposed Transit routes

East Dalton has potential to transform from an industrial/warehousing area interspersed with run-down mill village housing, to a revitalized neighborhood at the heart of a rapidly growing Latino community. In order to foster this transformation, industrial and distribution warehousing uses which interrupt the neighborhood fabric should be encouraged to relocate to areas of the city better able to accommodate truck traffic. As these industrial/warehousing blocks are made available for redevelopment, the private sector should be allowed to provide the infill housing and supporting neighborhood commercial facilities in small increments, in order to adapt to the wide variety of site conditions and needs. Development regulations should be adjusted to ensure maintenance of an intimate neighborhood scale, while public investment should be focused on building appropriate infrastructure, including parks, community facilities, schools, and sidewalks.
Transportation

The Dalton and Whitfield County Area is extremely limited in highway capacity due to a dependency on a limited number of arterial through streets such as Walnut Avenue. Those arterials are also rapidly being clogged by strip commercial uses that are reducing their capacity to handle the necessary volumes of traffic. Most developments since the 50’s have been cul-de-sac subdivisions with few secondary collector streets to serve as alternative routes for local traffic. Since the local carpet industry relies heavily on free flowing traffic for trucking their goods, maintenance of a high level of transportation service and avoiding crippling congestion are important economic concerns.

The growth of Whitfield County’s Latino population has created special issues and opportunities that must be considered in planning future transportation improvements. Since many Latinos are unable to obtain driver’s licenses or auto insurance due to language barriers and lack of required documentation, use of private automobiles for commuting and errands is frequently not a viable option for the community. A number of private taxi services have sprung up in recent years in response to this demand for transportation service, but this is an expensive way to get around. The Latino need for transportation service provides Dalton and Whitfield County a unique opportunity to develop successful alternative transportation options, including a public transit system, bikeways, and pedestrian amenities linking work destinations, shopping areas and neighborhoods. These alternative transportation options would benefit other segments of the local population as well, including low-income families, the elderly and bicycle enthusiasts.
Recommendations

• Develop a comprehensive alternative transportation plan that includes public transit, bikeways and pedestrian amenities, all working in concert.

• Establish the Old Norfolk Southern Depot as a multimodal transit facility, serving as welcome center and trail head for regional recreational/bike trails and central hub for a local public transportation network. (This would be eligible for DOT’s TEA grant program, paying up to 80% of the total project costs.)

• Start off small with public transit and let the system grow over time. Begin with small vehicles (shuttle vans) and a limited service area linking worker housing with employment centers (see concept map). As usage increases, expand service to include major shopping areas, public facilities and more residential areas.

• Re-evaluate and adjust local development regulations, small area redevelopment plans (see Infill Development section) and the comprehensive plan to ensure that higher density development is encouraged along planned public transit routes and bikeways.

• Control commercial zoning and curb cuts along existing arterials and the Bypass (see Gateways and Corridors section).

• Encourage new developments to incorporate neotraditional design elements, particularly connective grid street patterns (vs. cul-de-sacs) that offer alternatives to forcing all traffic onto the nearest arterial.

• Take advantage of opportunities to build new street connections (particularly in older commercial and industrial areas) to reduce traffic on major arterials.

• Cluster public facilities in or near downtown to encourage single destination transit and more efficient use of parking facilities.

• Campaign for a commuter rail stop in downtown Dalton, preferably at the proposed Old Norfolk Southern Depot multimodal facility.
Housing

Housing is a critical component of Dalton and Whitfield County’s economic development strategy. In fact, limited availability of suitable workforce housing may be restricting economic growth of the entire region. For example, the carpet industry can only grow if an adequate local labor force can be accommodated with housing appropriate to its needs. Dalton and Whitfield County appear to have a shortage of stick-built homes in the price ranges that are affordable to the average. Although manufactured homes could provide an affordable housing option, stick built housing is the clear preference of local leaders and the general public.

There are a number of housing issues specific to the growing local Latino population. For example, some Latinos are reportedly being taken advantage of due to their lack of understanding of local development regulations, and many are not aware of affordable loan opportunities or do not feel they can access financing from a traditional lender. Landlords frequently require documentation that recent immigrants do not possess (past credit history in the US, Social Security Number, etc.) which causes problems when trying to enter a traditional lease agreement. As a result, many Latinos choose manufactured homes or substandard housing options, which works against the community’s general desire of promoting quality housing development to revitalize intown neighborhoods.

In the visual preference survey, clustered homes with plenty of open space and nearby water features (ponds, streams etc.) received the highest scores. This points to the potential marketability of traditional neighborhood developments and conservation subdivisions in rural parts of Whitfield County. This type of development is particularly suited to areas with environmentally sensitive features (such as steep slopes) and, given the limited availability of sewer in rural areas of the county, can easily be served by small, batch sewer treatment systems.
Recommendations

• Encourage development of housing in targeted redevelopment areas near downtown (see Infill Development section). Promote a neotraditional housing mix that includes granny flats, garage apartments, duplexes, small apartment complexes, loft-type conversions of commercial buildings, rehabilitation of historic structures and other affordable housing options. Include housing options that appeal to the Latino community: higher density development with shared public open space; proximity to jobs, shopping and other services; minimum of three bedrooms (due to larger average family sizes); architectural features reflecting Latino culture (such as arched doorways, bright colors, balconies, enclosed courtyards); and solid construction (concrete flooring and plaster walls).

• Use redevelopment tools and incentives (see Infill Development section) to encourage incompatible uses (those that generate heavy truck traffic, noxious smells or excessive noise) to relocate from areas slated for housing redevelopment to more appropriate sites in other parts of the county.

• Review local land use regulations and building codes to ensure that they will permit the neo-traditional development patterns recommended above, including: minimum lot sizes of 5000 square feet, alternative construction methods and materials, and mixing of commercial and residential uses.

• Adopt design codes for intown neighborhoods to ensure that new development is compatible with traditional neighborhood character. Traditional architectural styles, housing sizes and setbacks should be reinforced through these design codes.

• Enlist the local Housing Authority or establish a community housing development organization (CHDO), either of which have access to public funding sources for affordable housing that may be used to make housing grants and low interest loans available to lower-income working households.

• Provide Spanish-language information on housing-related topics, including: home buying, accessing financing (including lower-income financing incentives), creating a credit history, maintaining and operating a home, negotiating a lease and local development regulations.

• Review local development regulations to ensure that they allow and encourage traditional neighborhood developments and conservation subdivisions in greenfield areas of the county. Encourage the local development review officer to promote use of these development options whenever possible.
Dalton and Whitfield County have primarily relied on the carpet industry for their prosperity. Local leaders indicate that diversification of the local economic base will have to enlist industries that require little water or sewer capacity and draw upon a different sector of the labor market than the carpet industry. Two economic activities that happen to meet these requirements are tourism and the array of enterprises reliant on state-of-the-art broadband communications capacity. Dalton is well equipped to meet the demands of broadband-dependent businesses, with excess capacity just waiting to be put to use. It is up to the Dalton-Whitfield Economic Development Initiative or its successor to make the most of this opportunity.

With the Northwest Georgia Trade and Convention Center, the Walnut Square Mall, Tanger Outlet Center, an adequate supply of hotel rooms and strong tourism expertise at the Convention and Visitor’s Bureau, the groundwork is in place for a full-scale tourism initiative. However, the Resource Team noted several obstacles that must be overcome for the city and county to succeed with a long-range tourism strategy:

- Interstate 75 and its exits into Dalton and Whitfield County are unattractive. The proliferation of big billboards do little to inform visitors of cultural, historic or recreational assets available in the area.

- The major road corridors in Dalton and Whitfield County are visually unappealing, creating a negative first impression for the visitor. All commercial corridors are practically devoid of trees, with lots of signs and bare concrete parking lots.

- Local scenic resources are not being adequately protected. Insensitive grading practices, ridgeline development and tree removal and architecture incompatible with steep sloped terrain threaten to destroy beautiful mountain scenery that is important to the tourism appeal of the area.

- There is no major attraction or theme to serve as the focal point for local tourism efforts. Although there are individual sites scattered around the county that could draw tourist interest, Dalton and Whitfield County lack a major drawing card for pulling tourists off the interstate.
Recommendations

• Designate a single point of contact for local economic development recruitment activities. This is critical to effectiveness in sustaining/attracting new businesses and industry.

• Provide reliable public sector funding, such as dedicating a percentage of property tax millage for economic development, tourism and quality of life activities (including greenway development, arts and culture activities, etc.).

• Factor recruitment of broadband-dependent enterprises into the local industrial recruitment strategy. Consider creating incentives (such as tax breaks, provision of needed infrastructure, workforce training) to encourage these types of businesses to locate in the city or county.

• Identify suitable locations for siting new broadband-dependent businesses, preferably along planned public transportation routes (see Transportation section).

• Upgrade the appearance of the Interstate 75 interchanges and major commercial corridors, particularly those most likely to be used by visitors (see Gateways and Corridors section).

• Institute regulations requiring appropriate development of steep slopes and ridgelines throughout the county. (Examples of appropriate hillside development practices are included in the Appendix.)

• Build a tourism marketing and development plan around distinct themes. These might include:
  – Textile Arts and Carpet Industry. Developing a dramatic new museum building on the periphery of downtown would be in keeping with Whitfield County’s international “carpet industry” reputation. The museum could focus in areas such as: rug and textile making techniques from around the world; display of rare carpets and a respected collection of international textiles; history of Dalton’s Carpet Industry (featuring old equipment); interpretation of women’s handiwork (including women’s role in founding the local carpet industry). Because of insurance liability issues, a replica of a working carpet mill or other virtual experience might be the most practical way to give visitors the experience of the carpet making process.
Recommendations

– **Adventure and Recreation Tourism.** Whitfield County could be promoted as “the adventure gateway to the Georgia mountains.” The city and county’s plans for an extensive greenway system, proximity to the Chattahoochee National Forest and the Johns Mountain Wildlife Refuge, the Pinhoti Trail and the Conasauga River (up for “wild and scenic” designation) are all assets that could be used to attract eco-tourists. In addition, action sports such as cross county hiking, mountain biking, equestrian activities, whitewater rafting and hang gliding could offer significant local tourism development opportunities.

– **Railroad Heritage.** Due to the convergence of tracks in the area, Dalton has one of the highest volumes of train traffic in the state. Train buffs are a loyal, enthusiastic group who advertise train related attractions among themselves. Train viewing platforms could be provided in the downtown area and the area’s railroad history could be interpreted with exhibits in a restored Old Norfolk Southern depot. The Tunnel Hill connection might be exploited with a seasonal steam locomotive ride during foliage season.

– **Ethnic Diversity.** Dalton and Whitfield County’s diverse demographic makeup could create color and variety for the visitor. Enhancing multicultural ambiance in ethnic neighborhoods, encouraging clustering of ethnic businesses, holding “international” festivals and cultural events or even providing brightly colored “south of the border” style public shuttles to carry visitors to various attractions could enhance the city’s unique international image and celebrate its diversity.

– **Native American and African American History.** Until recently, significant historical resources in these areas have generally been ignored. These aspects of the area’s history could be interpreted and celebrated.

– **Civil War Sites.** Dalton and Whitfield County have a wealth of Civil War Historic sites, however so does the rest of the region. Carving out a unique identity as a civil war history destination may be difficult and careful attention must be paid to linkages with other civil war attractions, driving tours etc. throughout the region.

• Select one of the Interstate 75 interchanges as the primary “tourist entrance” to the community where a combined visitor center/tourist shuttle hub would be located.

• Develop and implement a consistent informational signage design that clearly distinguishes tourist-oriented directional signs from commercial advertising.
As previously noted, the Resource Team felt that Interstate 75 and the major entry roads from the interstate into Dalton and Whitfield County are unattractive, creating a negative first impression for the visitor. The visual clutter along these roadways detracts from the tourism potential of the area and has a negative impact on residents’ sense of pride in their community.

Secondary gateways to Dalton and Whitfield County include Old Dixie Highway (US 41), Cleveland Highway (GA 71) and Chatsworth Highway (GA 52). While Interstate 75 has caused a decline in commercial viability of these old state highways, these roads remain the most interesting entry routes to Dalton. There is significant potential for upgrade of these corridors to take advantage of regional promotion of the routes as scenic alternatives to the interstate.

The recently completed Bypass provides an opportunity to avoid past mistakes. By instituting appropriate land use and landscaping requirements along this route before it is overrun by commercial clutter, it may be possible to preserve its appearance and traffic-handling efficiency. An attractive Bypass could be very desirable location for the types of new businesses needed to diversify the local economy.

Finally, there is no good (or easy) way to get from the interstate to the downtown area. Most visitors who stop along the interstate in Whitfield County probably leave wondering if there is a "downtown" Dalton. Clearly, the original and most important entry to downtown would be along Walnut and Thornton Avenues. Both of these roads could benefit from aesthetic upgrade, signage and roadway reconfigurations that would make it easier and more likely for visitors to "discover" the downtown area.
Recommendations

- Adopt requirements for major corridors to ensure that new development does not add to the commercial clutter. These should include:
  - A landscaped buffer next to the street that includes a sidewalk/bikeway and other standard amenities (street trees, signature street lamps, benches, bus stops, etc.) desired by the community.
  - Maximum setbacks for buildings, requiring them to be located close to the street with parking in the rear or to the sides of businesses.
  - Minimum floor-area ratios, requiring new commercial centers to build up, not out. Two-story shopping centers can be very attractive and consume less land.
  - Reduced parking requirements, based on average demand for parking instead of peak demand.
  - Parking lot landscaping standards.

- Upgrade corridor appearances where commercial clutter has already happened by:
  - Seeking streetfront landscaping easements from property owners. In exchange for granting the easement the local government provides free landscaping that enhances the visual appeal of the property and the entire corridor.
  - Using powers granted under the Georgia Urban Redevelopment Law (see Appendix) to acquire marginal or poorly maintained properties and offer them for new development that is consistent with the community’s redevelopment plan for the area. The brief period while property is in public ownership (between acquisition and sale to a new developer) is an opportunity to clean up the property by removing non-conforming signs, demolishing unattractive buildings, or eliminating unnecessary curb cuts and paving.
  - Using powers granted under the Georgia Urban Redevelopment Law (see Appendix) to acquire marginal or poorly maintained properties and offer them for new development that is consistent with the community’s redevelopment plan for the area. The brief period while property is in public ownership (between acquisition and sale to a new developer) is an opportunity to clean up the property by removing non-conforming signs, demolishing unattractive buildings, or eliminating unnecessary curb cuts and paving.

Sidewalks should be at least 6 feet wide and no less than 6 feet from the curb with street trees planted between the curb and sidewalk.