

2045 TULLAHOMA COMPREHENSIVE PLAN

**PREPARED FOR PRESENTATION TO
THE CITY OF TULLAHOMA (TN) BOARD OF MAYOR AND ALDERMAN
AND
THE TULLAHOMA MUNICIPAL-REGIONAL PLANNING COMMISSION**

**BY
THE COMMUNITY PLAN DEVELOPMENT COMMITTEE (CPDC)**

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ACKNOWLEDGEMENTS

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Town of Arlington – Future Land Development Plan
Coffee County Tennessee Strategic Plan
Industrial Directory – Industrial Board of Coffee County

A special thanks to all those who worked on the Think Tullahoma 2040 Plan

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SECTION 1 - EXECUTIVE SUMMARY

This plan describes the community's long-term vision and goals, looking twenty years into the future. It covers issues like housing, land use, transportation, parks and open spaces, utilities and public safety services, and economic development.

This plan also helps to inform the city's partners, such as school districts and utility providers, with information to help coordinate provision of services for the residents of Tullahoma.

This plan should be used in several important ways once adopted. It provides a shared vision of Tullahoma's future that both the public and city personnel, including the Board of Mayor and Alderman, can work to achieve. It informs everyone about where future growth will occur and at which intensities, so utility and infrastructure improvements are sized for the anticipated need. Without this planning for infrastructure, the growth cannot happen. It also provides policy direction and vision for programs and budgets of the city. It also informs those previously mentioned partners with information needed so that they may properly budget and plan. The proper schedule for implementation of this plan is to be determined by the appropriate governmental authorities of the city of Tullahoma based on the city's budget, staffing, and other determinative factors.

While Tullahoma can make some public investments to initiate or encourage development if funds in the city's budget allow, the role of the city is largely to cast a vision and support that vision through appropriate regulations, infrastructure, and other public services. Development should be completed and paid for by the private sector according to this shared vision.

SECTION 2 - BACKGROUND

COMMUNITY OVERVIEW

Located in Coffee and Franklin Counties in southern middle Tennessee, and bordered by Moore County, Tullahoma is a city of more than 21,000 residents. It is strategically located between Nashville, 71 miles to the northwest, Chattanooga, 77 miles to the southeast, and Huntsville, 60 miles to the southwest.

According to the U.S. Census Bureau, “micropolitan” refers to a statistical area consisting of a county or counties associated with at least one urban city of at least 10,000, but less than 50,000 in population, having a high degree of social and economic integration as measured through commuting rates. By this definition, Tullahoma is the primary city of the Tullahoma micropolitan area which includes more than 100,000 people. Situated among Coffee, Franklin, and Moore counties, it is the second-largest micropolitan area in the state. According to the U.S. Census Bureau’s most recent numbers, Tullahoma’s population percent change from 2020 to 2023 was 3.3%, increasing from 20,337 to 21,001 and population density of 867 people per square mile. The median annual household income is \$56,771. The poverty rate is 18.%, median housing rental cost is \$824 per month, and median home value is \$197,300.

Tullahoma traces its beginnings to 1852 when a work camp was established along the newly constructed Nashville and Chattanooga Railroad. The Tullahoma railroad depot continued as a busy passenger train station from the Nashville, Chattanooga & St. Louis Railway into the 1950s. Today, Tullahoma occupies a total area of approximately 23.44 square miles. The community’s growth has been steady since the late 19th century based on a mixture of education, services, tourism, and retail. The presence of the Arnold Engineering Development Complex (AEDC) and the University of Tennessee Space Institute, combined with good proximity to the aerospace center in Huntsville, Alabama, has resulted in a growing aeronautical industry. Tullahoma benefits greatly from the presence of nearby Motlow State Community College as well.

PLAN INTENT

Citywide comprehensive plans are called “comprehensive” because they address a broad range of community issues. Issues typically addressed in a comprehensive plan include land use, transportation, housing, economic development, natural and cultural resources, parks and recreation, and infrastructure. A variety of plans have been prepared for Tullahoma over the decades. The most recent citywide comprehensive plan was prepared in 2011. The 2011 plan was partially revised in 2023 to act as a bridge to this long-term 2025 plan. The State of Tennessee does not mandate comprehensive plans, however, Tennessee Code Annotated §13-4-201 regulates general plans (citywide comprehensive plans) if they are adopted. The statute states “It is the function and duty of the commission to make and adopt an official general plan for the physical development of the municipality, including any area outside its boundaries which, in the commission’s judgement, bears relation to the planning of the municipality.” The statute goes on to provide examples of the type of information that might be included in a comprehensive plan.

There are numerous reasons for a city to prepare and adopt a comprehensive plan include the following:

- Build Consensus: Avoid individual agendas pulling in different directions
- Basis for Zoning: The zoning regulations and map implement the policy directions in the plan
- Secure Funding for Projects: A plan with designated projects and policy makes a city more competitive for grant award.
- Enhance Quality of Life: Both for existing and future citizens and businesses
- Fiscal Efficiency: Maximize infrastructure and similar public investments in a coordinated and strategic manner

PUBLIC PLANNING PROCESS

A myriad of public inputs were reviewed and considered during the formulation of this comprehensive plan. These included: public meetings, surveys and workshops arranged by the Walker Group as part of their assistance to the City of Tullahoma, written submittals by citizens regarding the plan formulated through the Walker Group in the spring of 2022, additional meetings and written submittals by citizens during the summer of 2022, and written and public input during the process of creating this 2045 Tullahoma Comprehensive Plan.

DEVELOPMENT HISTORY

The Tullahoma area has been occupied by people for thousands of years starting with the Paleo era and followed by the Archaic, Woodland and Mississippian cultures. Although white settlers occupied the region starting in the late-18th century, Tullahoma did not exist as a community until 1851 when a railroad camp was established as part of the new Nashville & Chattanooga Railroad. The site of Tullahoma was originally acquired by land speculators after the railroad announced its route. Key original founders included General William Moore and Pierce Anderson. As noted previously, there are multiple stories on how the town got its name, but there is agreement that Tullahoma is a Choctaw word. By the time of the town's charter in 1852, it had 469 residents, its first business had opened - the store of James Grizzard, and the Lincoln Hotel was accepting guests. That same year, a private school was established, and a Methodist church opened. In 1855, the railroad finished construction of the McMinnville branch, which provided access to markets for the region's hundreds of farms. Wheat, flax, corn, and cotton arrived in town by the wagon loads. The town also became a shipping point for livestock. The First Baptist Church was founded in 1857, and the first recorded city officials were elected in 1857. The original plan of the town founders was for the "Town Square" to be located at the 13-acre plot at the current location of the South Jackson Civic Center. However, when it was decided to move the depot farther north than originally planned to serve both the branch and main lines of the railroad, future town merchants immediately purchased business sites near the new depot instead of the "Town Square."

As with most Southern communities, Tullahoma did not escape the Civil War. When Tennessee seceded, Confederate units were formed with men of the community. After the Battle of Stones River (Murfreesboro), Tullahoma became the headquarters for the Army of Tennessee. However, during the Union Army's Tullahoma Campaign in the spring of 1863, the Confederates evacuated Tullahoma. Union troops occupied the town for the rest of the war. Following the war, the economic recovery process began.

Fifteen retail merchants had opened stores by 1867, but a fire that same year resulted in the loss of most of those businesses. The immediate post-war years also brought Tullahoma notoriety as an excellent wellness destination. Tullahoma was famous for its apparent immunity from epidemics and its health-giving waters. During this time Tullahoma was reportedly the best-known summer resort in Tennessee. Key businesses during the late 19th century included sawmills and brick yards.



This map was prepared by Union engineers on July 6, 1863, shortly after the Confederates withdrew from Tullahoma. It depicts the system of CS earthworks in red, Rock Creek and tributaries in blue, the Nashville & Chattanooga Railroad line aligned on a NW-SE axis, key roads, the six block town plan at the core, and the various peripheral fields, woods and swamps in green. Graphic Source: Wikimedia



Although this map is undated, because of the size of the city at this point, it may have been from several years after the Civil War. Relative to the 1863 map on the previous page, it has grown from six blocks located on the south side of the rail line to dozens of blocks straddling both sides of the tracks. Another possibility is that this map predates the Civil War and is an aspirational plan rather than one that documented existing conditions.

During the first few decades of the 20th century, numerous businesses and factories were established in Tullahoma, including Floyd Mitchell and John Mather's wagon and lumber company established in 1919. Eight years later it became the Builder's Supply Company. In 1924, the Lannom Manufacturing Company began manufacturing baseballs and softballs, the same year that downtown's streets were first paved. The State's establishment of Camp Peay in 1926, followed by its transformation into Camp Forrest during WWII, brought another tremendous wave of growth.

After WWII, Camp Forrest was selected as the site of the Arnold Engineering Development Complex (AEDC). Tullahoma met the important site selection criteria which included easy access to major transportation routes, an inland location away from major natural disaster threats, and its proximity to the relatively inexpensive power produced by the Tennessee Valley Authority. When President Harry Truman dedicated the Center in 1951, he stated, "The great industrial progress of Tennessee, and of the whole South, makes it possible to build this key defense installation in this area."

AEDC operates the most advanced and largest complex of flight simulation and test facilities in the world. It continues its operations today as part of the United States Air Force Materiel Command and has been the test and evaluation facility for aerospace and aviation through the Cold War, the Space Race, and the War on Terror. It remains the area's largest employer.

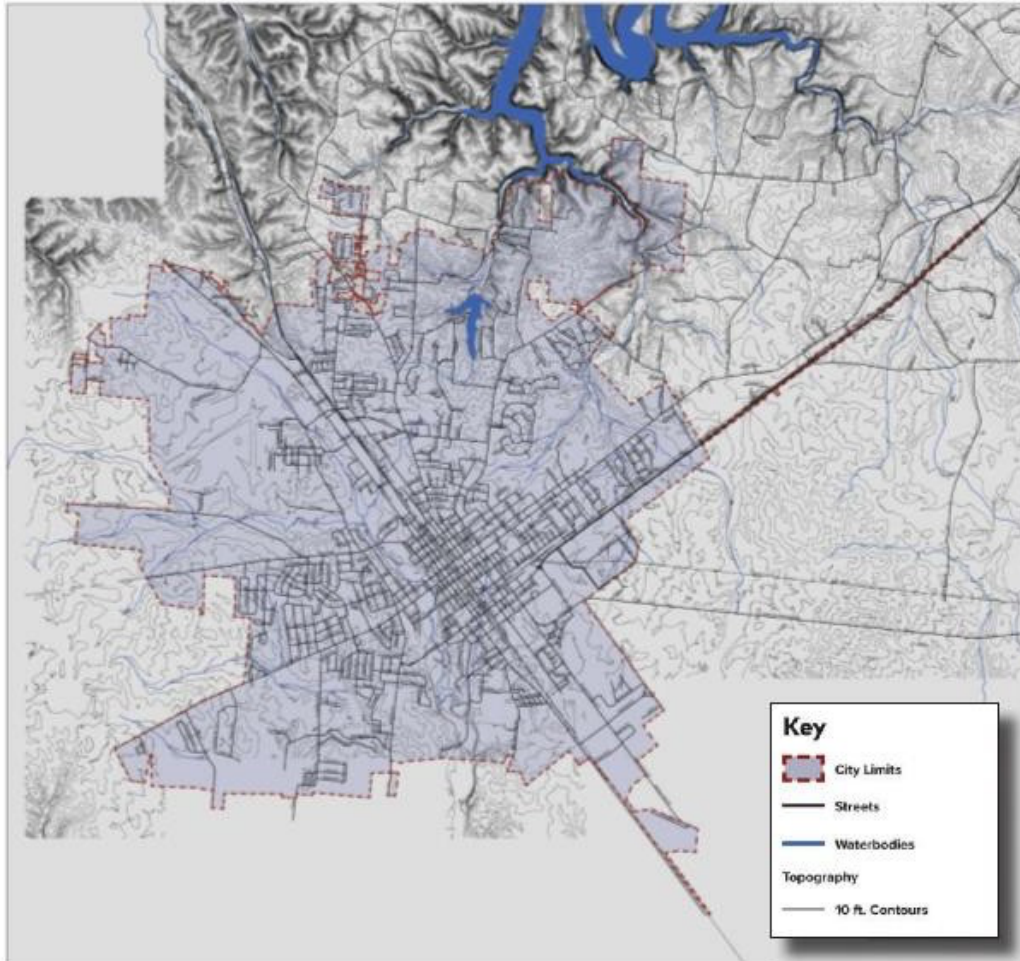
SECTION 3 - EXISTING CONDITIONS

NATURAL FEATURES

TOPOGRAPHY

Topography is an important planning issue for two primary reasons - the development potential of land and the environmental consequences. In general, the greater the slope, the less development potential due to erosion, problematic soil types, and engineering and site preparation costs. Some of the most environmentally sensitive lands are found at either end of the topography spectrum. Steep slopes are often forested and serve as important plant and animal habitats, in addition to the air filtration and cooling benefits of trees. Likewise, flat areas are often associated with water bodies and wetlands having rich environmental value.

Tullahoma is located on the edge of the Highland Rim which is an area surrounding Tennessee’s Central Basin. Tullahoma’s topography is somewhat flatter than surrounding areas. The city’s highest elevation is 1,165 feet, the lowest elevation is 872 feet, and the average elevation is 1,056 feet. Tullahoma's steepest slopes are found in the northeast portion of the city between Lake Tullahoma and Normandy Lake, while gentler slopes exist in the historic core and to the west. The lowest elevation areas are associated with water resources, such as streams that traverse the community.



WATER RESOURCES

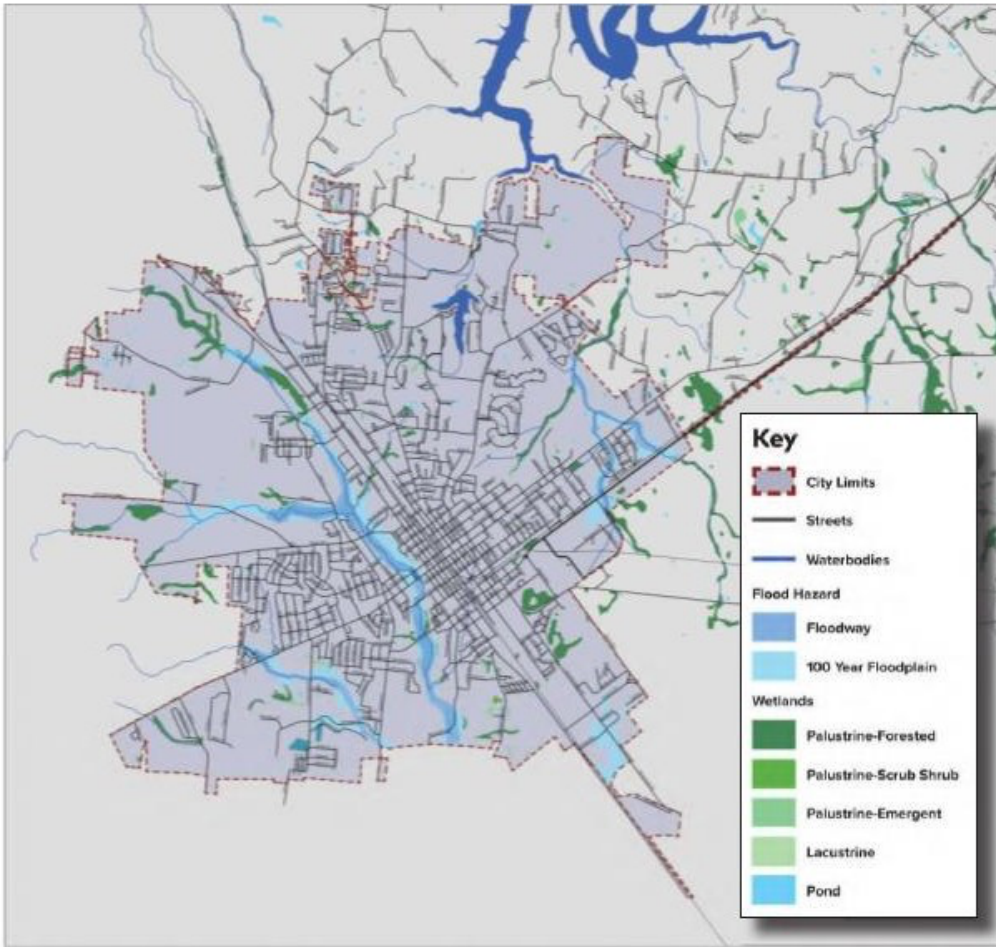
Tullahoma's water resources are significant for two primary reasons - they have a high environmental value, and some are a threat to citizens and property in the form of flooding. Of the water body types illustrated on the map below, wetlands might provide the greatest value for the following reasons:

- Habitat: They are the city's richest habitat for plants and animals, including the greatest biodiversity.
- Pollution Filtering: Wetlands are "nature's liver" by filtering pollutants from the water, including storm water runoff from urbanized areas. Their trees and other vegetation also help to filter the air.

- Flood Control: After decades of "hard" solutions (culverts, flood walls, etc.), engineers now recognize the natural flood control of wetlands as "big sponges" and the importance of preserving.

Tulahoma's primary existing water resources include:

- Key Water Bodies: Lake Tullahoma on the north side of town; Ovoca Lake to the immediate north of Lake Tullahoma; Rock Creek and its various forks; Blue Creek and its various forks; and Bobo Creek on the northwest part of town. Normandy Lake is to the north of town, and Bobo Creek is a tributary that drains into Normandy Lake. Normandy Lake is a reservoir and the source of drinking water for Tullahoma.
- Floodways and Floodplains: Floodways and floodplains are associated with the creeks listed above.
- Wetlands: In addition to ponds, Tullahoma has two types of wetlands. The Palustrine wetlands are forested, while the Lacustrine wetlands have limited trees.



SOILS

Soil types are significant because some soils are much better suited for development than others. The tiny particles that comprise soil can be classified by their chemical composition (mineralogy) and their size. The particle size of a soil, which determines its texture, translates into many of the properties of the soil. Gravel, sand, and silt are the larger soil particles. While gravel and sand drain very well, their mobility can create challenges for the stability of building foundations. From a development perspective, the greatest drawback of soils with high levels of clay is their inability to drain well during rainfall.

Tullahoma's Existing Soils

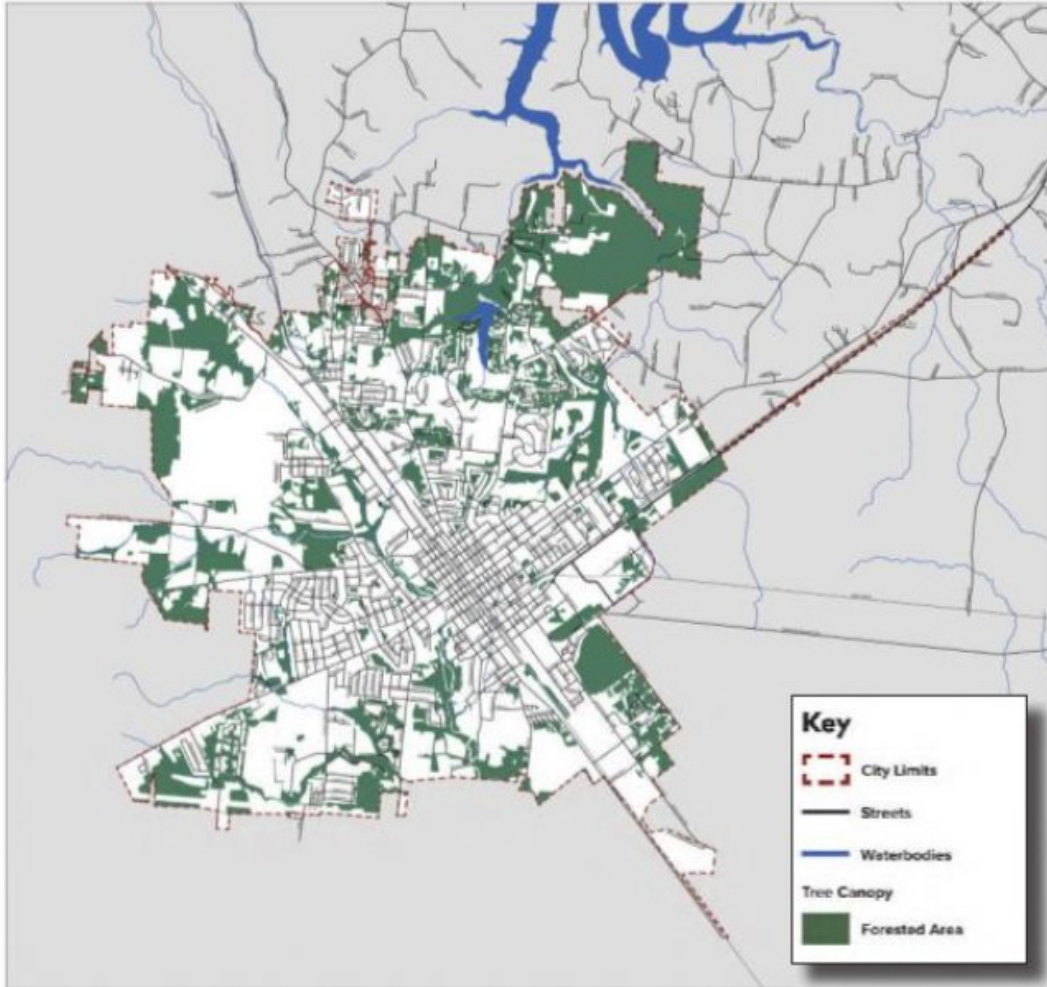
- Somewhat Excessively Drained and Well Drained: These soil types are scattered throughout Tullahoma, but particularly concentrated in the northern portions on steeper terrain near Lake Tullahoma and Lake Normandy.
- Moderately Well Drained: Portions of Tullahoma's soils are moderately well-drained, including the core of the city and especially in the southern and western areas.
- Somewhat Poorly Drained and Poorly Drained: The most poorly drained soils, which have a high clay content, are found along streams, which explains their linear orientation on the map

FORESTED AREAS

Forested areas and their trees are important because:

- Trees reduce the urban heat island effect, which is the phenomenon whereby urban areas have higher temperatures than other areas during the warmest months. Trees help through evaporative cooling, as well as by reducing the amount of sunlight that reaches parking lots and buildings. These benefits are particularly applicable to areas with large impervious surfaces, such as shopping center parking lots.
- Trees improve air quality for breathing by filtering harmful dust and pollutants such as ozone, carbon monoxide, and sulfur dioxide.
- Trees give off oxygen that is needed for breathing.
- Trees reduce the amount of storm water runoff, which reduces erosion and water pollution. They also reduce the effects of flooding.
- Many species of wildlife depend on trees for their habitat. Trees provide food, protection, and homes for many birds and mammals.

Areas with extensive tree canopy are concentrated at the edges of Tullahoma's boundaries, where there is less development and cultivation for crops. The largest expanse of forested area is found in the northeast corner where steeper terrain exists. Forested areas also tend to follow streams where floodways and floodplains result in only minimal development.



BUILT FEATURES

LAND USES

Land uses are the foundation of any comprehensive plan, and they must be carefully considered for compatibility. While the land use map found here provides useful information on Tullahoma's existing land uses, issues such as residential densities, nonresidential intensities, and development form and character are not reflected.

Tullahoma's Existing Land Uses

The map depicts 15 general land use categories, and a summary is provided below:

- Commercial Uses: These uses are concentrated in the Downtown area and along Tullahoma's key corridors such as North Jackson Street, East Carroll Street, and East and West Lincoln Streets.
- Residential Uses: Most of the multi-family housing is in and around Tullahoma's historic core. Beyond that area is predominantly single-family housing. The low-density rural housing is on the periphery of the city.
- Other Uses: Other uses include industrial, much of which is mixed within the commercial corridors, civic uses such as the airport located in the northwest part of town, and vacant lands scattered throughout the community.

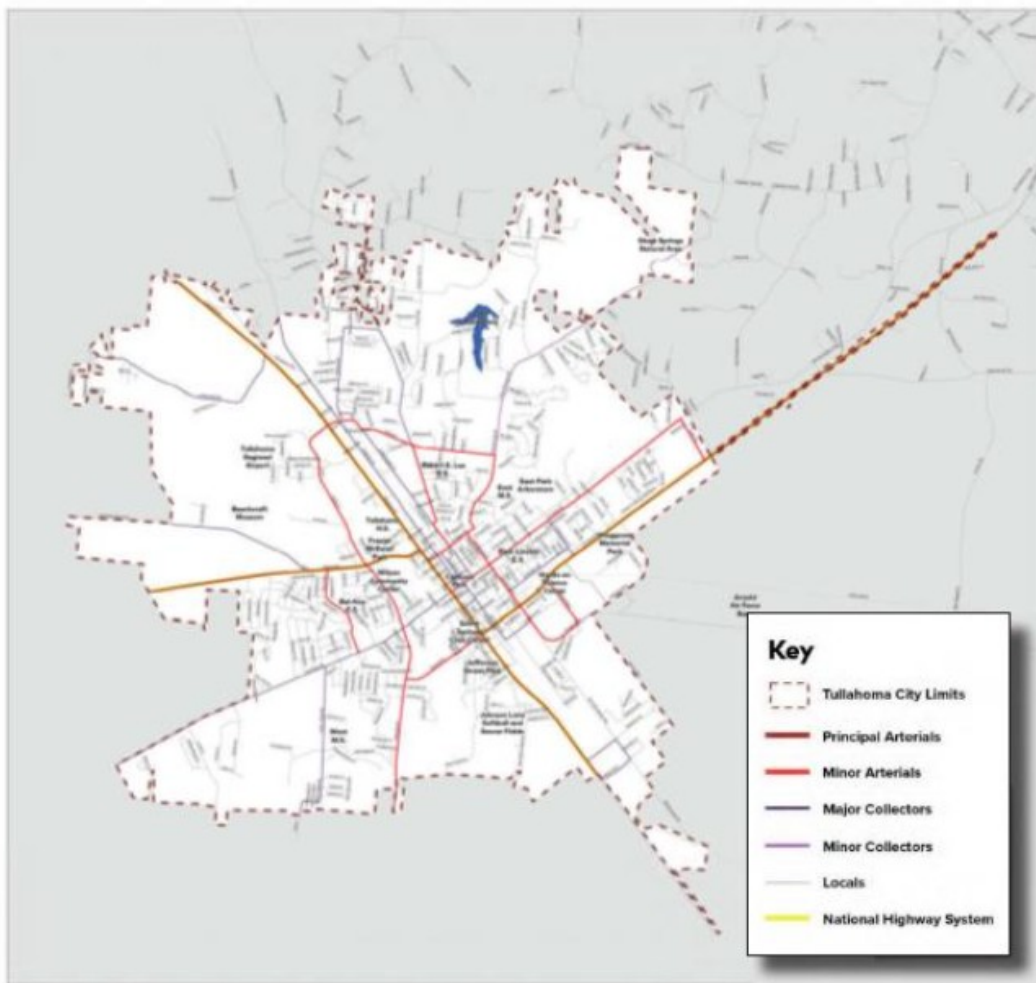
CHARLES - WE NEED CURRENT LAND USE MAP INSERTED HERE

ROADWAY FUNCTIONAL CLASSIFICATIONS

Functional classifications for roadways are important because all roads and streets are part of an integrated transportation network that needs to accommodate various modes of traffic in a safe and efficient manner. The classification of each road and street segment determines its role within the larger network, as well as its intended traffic capacity and design. Of Tullahoma's existing 180 miles of roadway, the mileage breakout by general categories is 16% arterial roadways, 14% collector roadways, and 70% local roadways.

Tullahoma's Existing Roadway Classifications

- National Highway System roadways are critical to the nation's mobility, economy, and defense.
- Principal Arterials provide regional mobility and access to major activity centers, often carrying the highest traffic.
- Minor Arterials also move traffic and provide access to centers, but with less mobility than a principal arterial.
- Major Collectors provide a balance of access and circulation between areas of higher densities. These act as critical corridors for collecting vehicles from local streets and distributing them to higher-order roadways.
- Minor Collectors are similar, but often provide access to areas with lower densities. They typically have lower speeds with fewer traffic signals than major collectors.
- Local Roads and Streets carry the lowest levels of traffic.



ROADWAY TRAFFIC VOLUMES

Existing traffic volumes are important to understand for any comprehensive planning project so that necessary expansions of the existing transportation system can be identified. In particular, analyzing volume trends over time can be instructive for planning purposes.

Tullahoma's Existing Roadway Traffic Volumes

As expected, volumes are heaviest along Tullahoma's east-west principal arterial, Jackson Street, the linear commercial spine of the community, as well as along New Manchester Highway/SR-55, which connects Tullahoma to Manchester and 1-24. The 2018* volumes range from approximately 15,300 vehicles per day (vpd) to 22,300 vpd. Principal arterials providing connectivity to Tullahoma's south side generally have lower volumes given the prevalence of residential uses, as well as fewer regional attractors and generators south of town.

Charles – Update traffic volumes

Cedar Lane, a minor arterial, provides a critical east-west alternative to Jackson Street, carrying between 9,400 vpd and 10,750 vpd. Ovoca Road, Anderson Street, Westside Drive, and Lincoln Street are also important roadways, which connect residential areas to the town's key commercial and civic destinations. These roadways generally carry between 5,000-7,500 vpd with upwards of 9,500 vpd (North Anderson Street).

Minor arterials and major collectors in and around Downtown generally carry lower traffic volumes, as compared to similarly classified roadways given the grid-like street pattern, which better disperses vehicles.

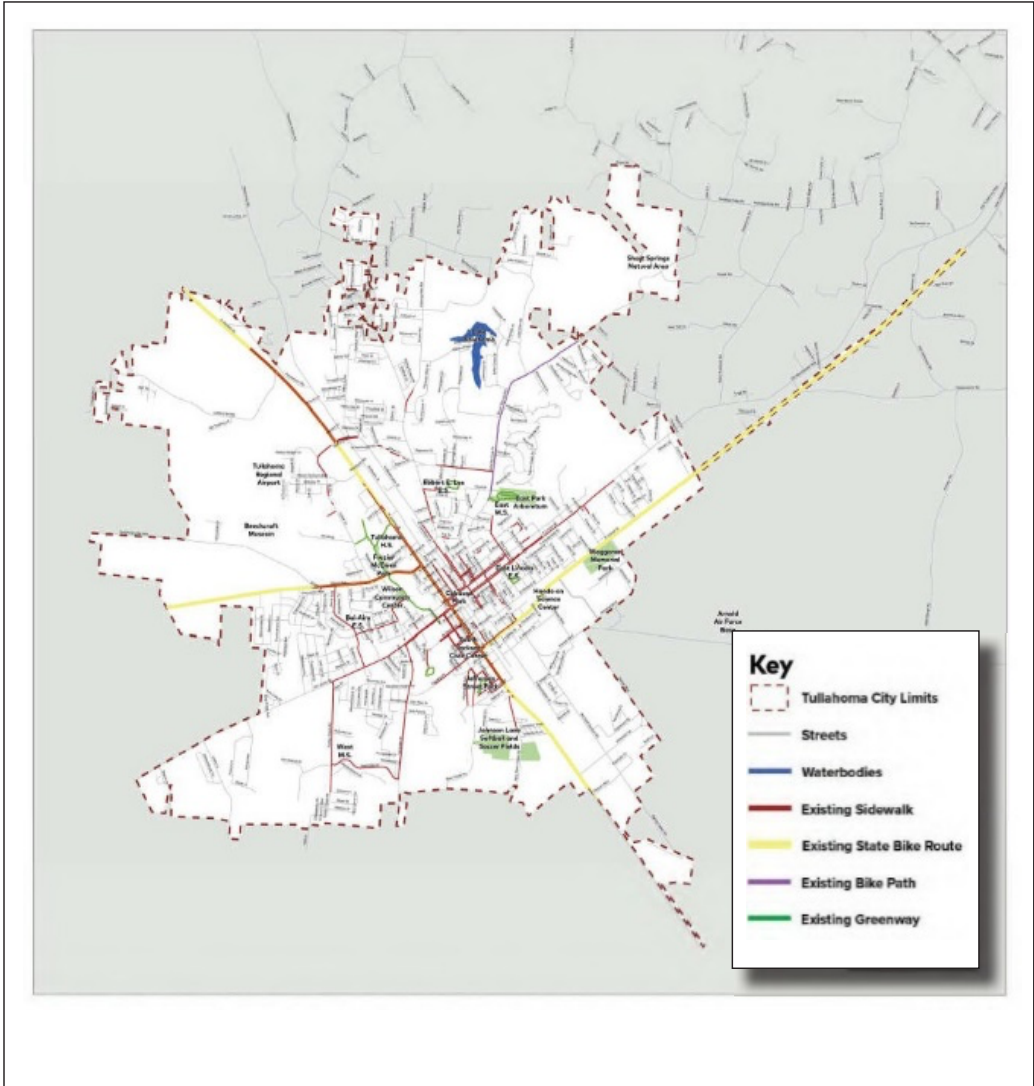
CHARLES- WE NEED UPDATED TDOT TRAFFIC MAP INSERTED HERE

ALTERNATIVE MODES OF MOBILITY

Tullahoma's Alternative Modes of Mobility

The four key alternative modes of transportation include:

- Sidewalks: There are approximately 31 miles of sidewalk in Tullahoma (Source: City of Tullahoma).
- Bike Routes: There are two designated state bicycle routes (i.e., signed shared roadways) traversing Tullahoma, while there is one existing asphalt bike path totaling roughly 2 miles (Source: TDOT and City of Tullahoma).
- Greenways: The primary greenway is the Rock Creek Greenway, but there are also small, isolated greenways associated with parks and schools and configured as loops.
- Transit: The Coffee County Rural Public Transportation service is supported by state and federal funding and coordinated through the South-Central Tennessee Development District (SCTDD). This on-demand service operates only on weekdays, there are no age limits or disability requirements, reservations are required, medical appointments are given priority, and round-trip service within Tullahoma is \$4 per trip.



UTILITIES

Utilities include services such as public sewer and water, electricity, gas and telecommunications. These services are critical to the functioning of any community, and their availability can greatly impact a community's growth.

Tullahoma's Existing Utilities

- Sewer: The Tullahoma Utilities Authority (TUA) serves a large percentage of Tullahoma's acreage with sewer. The system consists of 200 miles of sewer line, 42 lift stations, and a wastewater treatment plant.
- Water: Normandy Lake serves as Tullahoma's water source, which TUA purchases from the Duck River Utility Commission. A system of 270 miles of water mains serves 10,500 customers who consume approximately 3 million gallons each day.
- Electricity: TUA is a distributor for the Tennessee Valley Authority (TVA), providing 11,000 customers with reliable, public power. Over 250 miles of distribution lines and two 161 kV substations make up the system.
- Telecommunications: TUA's fiber-optic division, Light Tube, provides television, internet, and telephone through a fiber-optic system across the city. In 2013, Tullahoma became a "gigabit city," providing affordable and fast internet that is significantly faster than the average broadband speed in the U.S.
- Gas: The Elk River Public Utility District (ERPUD) provides natural gas to Coffee and Franklin Counties, serving approximately 17,000 customers.

COMMUNITY FACILITIES

Public Schools

1. Tullahoma High
2. East Lincoln Elementary
3. East Middle
4. Jack T. Farrar Elementary
5. West Middle
6. Robert E. Lee Elementary
7. Bel Aire Elementary

Emergency Services

1. Tullahoma Police Department
2. Tullahoma Fire Department Station #1
3. Tullahoma Fire Department Station #2
4. Coffee County Emergency Medical Service – Carroll Street
5. Coffee County Emergency Medical Service – Ovoca Road

Cultural Venues

1. Beechcraft Heritage Museum
2. Hands-On Science Center

3. South Jackson Performing Arts Center and Mitchell Museum
4. Coffee County Lannom Library
5. Tullahoma Fine Arts Center

Other Facilities

1. Tullahoma Regional Airport
2. Vanderbilt Tullahoma - Harton Hospital
3. U.S. Postal Service Office
4. Tullahoma Barracks Complex
5. Tennessee Army National Guard
6. Tennessee Army National Guard Maintenance
7. Tennessee Correctional Academy
8. Kids Community Early Education Center
9. Tullahoma 7th Day Adventist School
10. Muse Montessori School
11. Ray's Montessori School
12. Motlow State Community College

COMMUNITY CENTERS AND PARKS

Community Centers

- D.W. Wilson Community Center: Located at 501 N. Collins Street, this center was built in 1975 and was renovated in 2009. It features a fitness room, several meeting rooms, a dance studio, a multipurpose room, a gymnasium, and both indoor and outdoor pools.
- C.D. Stamps Community Center: This center is located at 810 S. Jackson Street on the site of the former historic Davidson Academy. It has a gymnasium, fitness room, and two meeting rooms.

Parks and Related Facilities

- Cascade Park: This park is located at 500 N. Collins Street along Rock Creek and across from D.W. Wilson Community Center. Little League Baseball has been played on the two fields located in the park since the early-1950s. A trailhead of the Rock Creek Greenway is located in Cascade Park.
- East Park Arboretum and Sunrise Rotary Disc Golf Course: Located at 908 Country Club Drive, this park is adjacent to East Middle School. The disc golf course currently has 18 hole and a paved walking trail. It includes an outdoor fitness equipment area and connects to the Russell Nelms Bike Trail along Country Club Drive. East Park Arboretum is a "Level 2" arboretum that features more than 60 varieties of trees.
- Frazier McEwen Park: This heavily visited park at 216 Big Springs Avenue includes the Rotary Rocket Playground and is the venue for the Rock Creek Outdoor Concert Series, the Haunted Hayride, and the Great Candy Cane Hunt. Amenities include two covered pavilions, a playground, restrooms, and a trailhead for the Rock Creek Greenway.

- **Jefferson Street Park:** Located at 817 S. Jefferson Street, this park features newly refurbished outdoor basketball courts, a picnic pavilion, a playground, horseshoe pits, a walking track, and restroom facilities.
- **Johnson Lane Recreation Area:** This park opened in 2000 at 251 Johnson Lane. It has three regulation softball fields, four full-size soccer fields, restrooms and a concession stand.
- **Rock Creek Greenway:** The primary greenway in Tullahoma, it consists of an eight-foot wide, ADA- compliant paved path that is 1.5 miles in length with bridges, benches, and picnic tables. It can accommodate walkers, joggers, roller bladders and cyclists.
- **Short Springs State Natural Area:** This 420-acre property is located at 2250 Short Springs Road and features an extensive trail system. Key landmarks include the Machine Falls trail, Machine Falls, the Upper and Lower Busby Falls, and the Bobo Creek trail.
- **Waggoner Park:** Located at 1300 E. Carroll Street, this park covers over 30 acres and features four baseball fields, two batting cages, and a large multi-purpose field used for rugby and youth football. There are also two picnic pavilions and other shaded areas to picnic. Waggoner Park is home for Tullahoma Little League, Frank Mullins Youth Football, and the Recreational NFL Flag Football league.
- **Grider Stadium:** This sporting facility is located on Big Springs Avenue behind Tullahoma High School (THS), and it was moved from North Alabama and reassembled here in 1962. It hosts a variety of events and is the home of the THS baseball team, the Tullahoma Adult Baseball League, and a 4th of July celebration attracting over 10,000 people from the region.
- **History (Caboose) Park:** Located at 103 N.E. Atlantic Street, it is adjacent to the railroad tracks in the Downtown area. It opened in 2007 as a space for passive activities such as picnicking, and it features a 1964 L&N Railroad caboose, a veteran's memorial, and historic interpretation. It is located where the original Tullahoma depot stood until World War II.
- **Silver Street Park** has been planned to include a playground, basketball courts, restrooms and pavilions.

SOCIO/ECONOMICS

ECONOMIC BASE

Tullahoma has a relatively diverse economic base, with more than 2,000 jobs among its various industries.

Arnold Air Force Base - Headquarters for the Arnold Engineering Development Complex (AEDC) is the major driver for the local economy, employing 2,236 military personnel, Defense civilians, and (primarily) private contractor personnel. The total economic impact of AEDC was estimated at \$1.3 Billion in FY2021. The base has long had an outsized impact not only on the local economy, but also on the local culture and the city's image in the region. Other aerospace strengths for the Tullahoma area include the Tullahoma Regional Airport, the University of Tennessee Space Institute, and the Beechcraft Heritage Museum.

Leading Sectors:

- Aerospace
- Health Care
- Retail
- Prof/Tech

- Manufacturing
- Accommodation

Major Employers in the area: AEDC, Vanderbilt Tullahoma-Harton Hospital, T&E Connectivity, Cubic Transportation Systems, JSP, WISCO Envelope Corporation, Schmiede Corporation, Sonoco, Micro Craft, Coca Cola, Tennessee Apparel, Ascend Federal Credit Union, Tullahoma School System, Tullahoma Utility Authority, Motlow College, UTSI, CFC Recycling and Pepsi Corp.

EVENT VENUE MARKET

The venues available in Tullahoma include, but are not limited to are:

- South Jackson Performing Arts Center
- The Atlantic
- D.W. Wilson Community Center
- C.D. Stamps Community Center
- Lakewood Golf and Country Club
- Tullahoma Parks and Recreation Pavilions

PUBLIC POLICIES AND ENTITIES

PLANS AND STUDIES

As part of the process to prepare this Comprehensive Plan for Tullahoma, all of the key plans and studies prepared in the past decade were reviewed both to gain information and to understand the ideas proposed at the time. Those ideas still deemed viable have been adapted and incorporated into this plan. Below is a summary of the documents, and they are organized by starting with the most recent plans and studies.

- **Community Mobility Plan (2019)** This TDOT-funded plan was prepared for Manchester and Tullahoma. It proposes buffered or separated bike lanes along Tullahoma's major thoroughfares, including N. Jackson St., N. Washington St., E. Lincoln St., and Cedar Ln. Bike lanes on SR-55 and Old Manchester Tullahoma Hwy. would connect the two cities. The Rock Creek Greenway would extend into the east part of town. It proposes sidewalk extensions to fill gaps in the system and to connect activity centers. Pedestrian crossings are also proposed at key locations.
- **North Jackson Street Streetscape Initiative (2019)** The study area for this project was the roughly two-mile stretch of Jackson between Wilson Ave. on the south end and Hoover Ln. on the north end. The plan made recommendations for character areas, streetscape and street design, and adjacent private realm redevelopment.
- **National Main Street Assessment (2018)** This assessment was conducted by representatives of the State Main Street program that is part of the Tennessee Department of Economic and Community Development (TNECD). The assessment document consists primarily of a list addressing Downtown's strengths, weaknesses, opportunities and threats (SWOT). An outgrowth of the assessment was the City's preparation of an application to become a designated Main Street community.
- **Tullahoma Comprehensive Plan (2023)** Prepared by the City's planning department and the Community Planning Development Committee (CPDC) this plan features a fair amount of existing condition analysis on the front end, followed by a series of objectives and policies organized by key planning issues.

- **Comprehensive Transportation Plan (2018)** The plan provides a framework for implementation of transportation improvements in the Tullahoma area over a 20-year period. The plan provides an opportunity to coordinate land use development with transportation needs. As a note, the plan includes only the projects which can be expected to be funded during the study period. Any remaining capacity or safety problems must be addressed through a series of management systems, or by finding additional sources of funding. Other management systems may include pavement, bridge, safety, congestion, and public transportation solutions.

TULLAHOMA DEVELOPMENT REGULATIONS ZONING

The current city zoning ordinance includes the following ten zoning districts:

- Agricultural (A): min. 5-acre lots
- Open Space Preservation (OS-1): min. 2-acre lots
- Low-Density Residential (R-1): min. 12,000 sq. ft. lots with sewer, and min. 20,000 sq. ft. lots without sewer
- Large Lot Residential (R-1A): min. 2-acre lots
- Medium-Density Residential (R-2): min. 10,000 sq. ft. lots
- High-Density Residential (R-3): min. 7,500 sq. ft. lots
- Mobile Home Park/ High-Density Residential (R-4): min. 7,500 sq. ft. lots
- Central Commercial (C-1): no min. lot size requirement
- General Commercial (C-2): no min. lot size requirement Neighborhood Commercial
- (C-3): min. 5,000 to 7,500 sq. ft. lots, depending upon the use or number of units*
- Industrial (I-1): no min. lot size requirement
- Heavy Industrial (I-2): no min. lot size requirement
- There are also two overlay zoning districts, one for the airport and one for floodways. The historic overlay district is addressed on the following page.

SUBDIVISION REGULATIONS

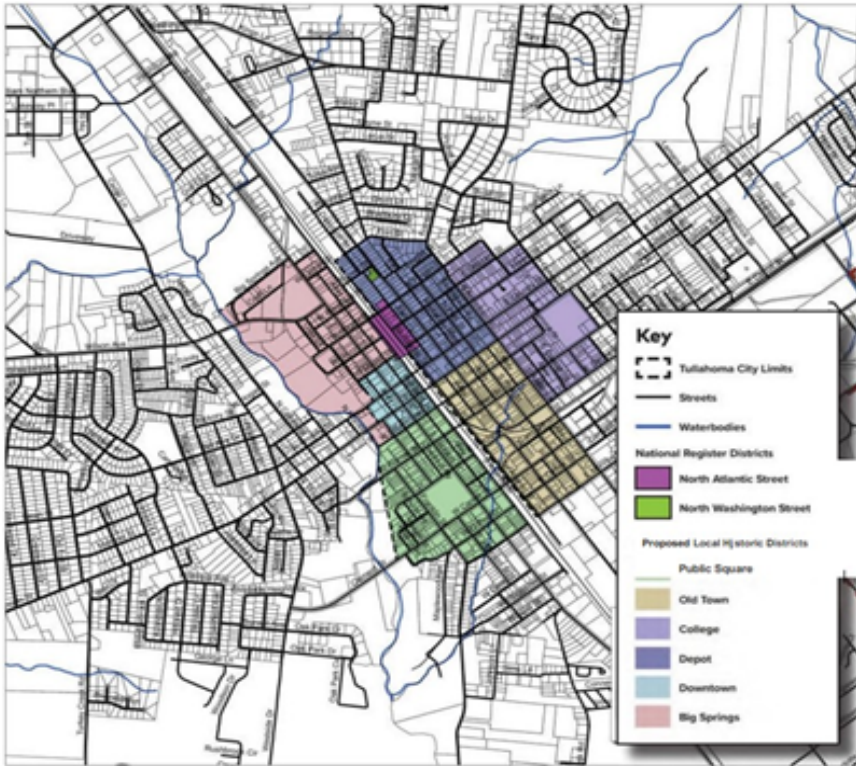
Adopted in 2018, the regulations guiding the Planning Commission are designed to provide for the harmonious development of the City; to secure a coordinated layout and adequate provision for traffic; and to secure adequate provision for light, air, recreation, transportation, water drainage, sewerage, and other facilities.

FLOODPLAIN REGULATIONS

The City's regulations and processes meet the minimum requirements per State and Federal agencies for development and floodplain management. The city updated the Floodplain Ordinance per state requirements in 2023.

HISTORIC ZONING

Tullahoma has two National Register (NR) Historic Districts. While NR designation offers financial incentives, it provides no protections, as would local districts. The map shows local districts that have been adopted. Section 408 of the Zoning Ordinance has provisions for designating and regulating local districts.



ECONOMIC DEVELOPMENT POLICIES

The Tullahoma Area Economic Development Corporation (TAEDC) and its partners work with prospective companies on site selection, data collection, workforce development, and assistance with the approvals and permitting process. TAEDC publishes a guide to starting a business in the city, and it provides other guidance to incoming and expanding businesses.

- **PILOT Program:** The PILOT program enables new and expanding companies to enter into a lease- back arrangement with TAEDC in order to reduce the tax burden for qualified projects generating large capital investments, significant employment, and high wage rates. The City can apply PILOTs on a case-by-case basis to industrial and commercial real property, as well as to personal property.
- **Tax-Exempt Bonds:** TAEDC and the Coffee County Industrial Development Board (IDB) can issue tax-exempt bonds in order to finance manufacturing and other qualified industrial facilities. The bonds can be used to finance the acquisition of land, buildings, or equipment. Bond rates are determined based on the financial strength of the company.

- **Loan Programs:** The City can also offer small business loans and access to the Rural Small Business and Entrepreneurship Loan Fund. A Commercial Revolving Loan Fund, originally funded through Urban Development Action Grants (UDAG) at 4% below prime, and Small Business Revolving Loan Fund (funded through the U.S. Department of Agricultural Rural Development Administration at 4% below prime) are available to assist with small business financing and development. Eligibility for loan funds is contingent, in part, on levels of employment generated.

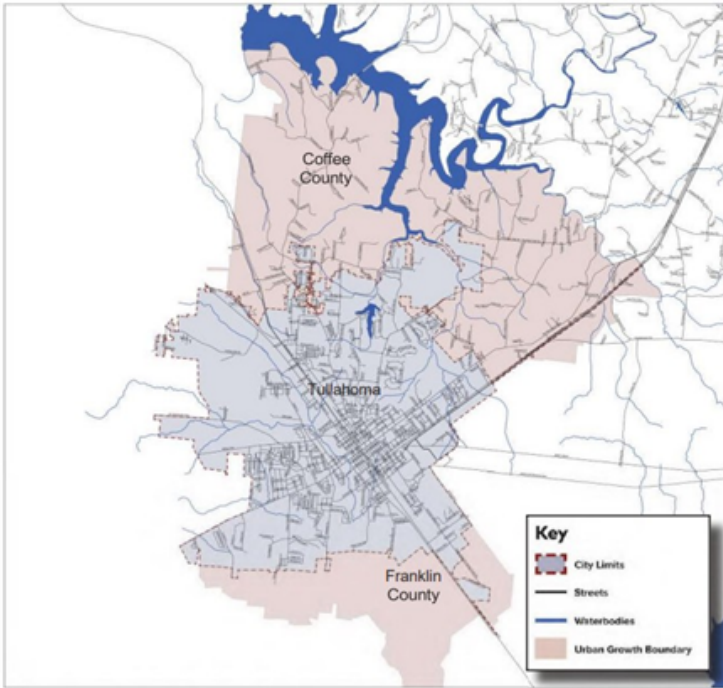
URBAN GROWTH BOUNDARY

Overview of UGB Legislation

Adopted in 1998, Public Chapter 1101 requires each county to develop a comprehensive growth plan in cooperation with the municipalities in its borders. Counties are tasked with directing future urban growth into municipally designated Urban Growth Boundaries (UGBs) and non-municipal county Planned Growth Areas (PGAs). Rural areas are designated for agriculture, recreation, forest and other low-density uses. Ironically, the law's intent was to reduce suburban sprawl, but the actual result has often been to encourage sprawl. The growth plans do not expire, and there is also no requirement to update them. One of the primary reasons for establishing growth plans, to define where cities could annex by ordinance without consent, has since been eliminated. However, there are still several ways growth plans determine where annexation and incorporation can occur. No city can annex territory in another's UGB, and new cities can only incorporate within planned growth areas. UGBs also delineate cities' planning and zoning authority outside city limits in counties where cities have been granted that authority.

UGB's Application for Tullahoma

Tullahoma participates in this process in both Coffee and Franklin counties, as the City's UGB impacts both. The City has been granted subdivision regulation authority and Planning Commission review authority for both of its designated UGBs, but not zoning regulation authority. As the map at right shows, Tullahoma's designated growth areas are north and south of the current city boundaries.



ENTITIES

Although there are numerous organizations that will play into the preparation and implementation of this Comprehensive Plan, some of the primary ones are summarized here.

City of Tullahoma Board of Mayor and Aldermen (BOMA): As the City's governing body, they will vote on many issues relevant to the plan, including zoning and funding for various projects.

Community Plan Development Committee: This 7-member group consists of citizens who represent a range of interests and perspectives to help guide this project.

Planning Commission: This seven-member commission manages land use and development within both the city limits and the UGB. Members include four residents of the City, a resident of the UGB, the Mayor (or a person appointed by the Mayor) and an Alderman.

Board of Zoning Appeals: This body is empowered to grant variances from the Zoning Ordinance regulations to permit landowners a reasonable use of their land in instances where there are exceptional and unusual circumstances. There are seven members.

Board of Adjustments and Appeals: This three-member board decides on appeals of decisions made by the Building Official relative to the application and interpretation of codes for the demolition or repair of buildings. It meets only when needed.

City Departments: In addition to the various decision-making bodies listed above, the most significant departments relative to this Comprehensive Plan include the Planning, Building and Codes, Parks and Recreation, and Public Works.

Coffee County

Public Works Highway Department: This County department maintains roads and bridges listed on the County's "Road List," including paving, patching and mowing. The department is not responsible for state, city and other facilities not on the list.

Franklin County

Planning and Zoning Department: This department addresses all planning and development issues in the county, so the City of Tullahoma will need to coordinate with them.

Highway Department: This County department maintains roads and bridges under the direction of the Highway Superintendent. It is led by the four-member Franklin County Highway Commission, which is organized by eight districts.

SECTION 4 - LAND USE CLASSIFICATIONS

The Land Development Plan (Plan) describes and establishes multiple land use classifications to be applied appropriately across the city of Tullahoma’s planning jurisdiction. The Plan suggests, in general terms, how development should occur from the present until the year 2045. Prior to approval of any changes to the Plan, the Board of Mayor and Alderman should consider factors that have a fiscal impact to the city, including but not limited to the potential impact to the budgets of the city’s school system, the police department, the fire department, public works, and parks and recreation, and the environment. The future land use as shown on the Plan Map illustrates the basic future development pattern presently envisioned for the future of the community.

The pattern shown on the map is not inflexible. It is to be used as a guide for policy development. The ideas expressed in the text are the basis for the more detailed goals, objectives and policies contained elsewhere in the Comprehensive Plan.

The following are land use classifications used in the Plan.

- 1. Recreation and Open Space
- 2. Agriculture
- 3. Residential Low Density Single-Family
- 4. Residential Medium Density Single-Family
- 5. Residential High Density Multi-Family
- 6. Commercial, General Neighborhood
- 7. Commercial, Central
- 8. Industrial
- 9. Institutional and Other Public

LAND USE CLASSIFICATIONS AND DESCRIPTIONS

A description of each land use classification is provided in the following pages, along with an explanation of how each classification can be used to guide growth and development within the city and the urban growth boundary. Each classification will have the purpose, appropriate land uses, intensity/density, public services, and development features as sections to give the reader comparison points for each land use classification. Within each land use classification, the sections will be used as follows:

- Purpose** - a brief description of why the land use classification has been established and what it aims to achieve.
- Appropriate Land Uses** - a description of the general land uses that are most appropriate within the classification. These should be used in conjunction with the Zoning Ordinance to identify the specific land uses permitted.
- Intensity/Density** - a description of the intended intensity of commercial uses and the density of residential uses that would be fitting in each classification. The zoning ordinance may use more than one zoning district to regulate each classification.
- Public Services** - a description of the extent of the public services required by the land classification, including water, sewer, and power.
- Development Features** - a description of the features which may be found in the subdivisions, site plans, or planned developments (PUDs), and which are most desirable.

1. RECREATION AND OPEN SPACE

Purpose - Undeveloped land, recreational space and water areas which have been set aside to preserve natural amenities and to establish open space areas for private and public parks and recreation. This includes lands which are environmentally sensitive reserve areas and existing park lands.

Appropriate Land Uses-

- Public and private parks
- Recreation centers
- Bike/walking trails
- Greenways
- Natural Areas
- Open Space, not developed

Intensity/Density - Not applicable

Public Services - This classification may not be serviced by all public services. Services and facilities will not be expanded into environmentally sensitive areas or areas being reserved because of their resource opportunities.

Development Features-

- Protection and enhancement of the existing environmental features.
- Internal and external bicycle and pedestrian connectivity.
- Parks and open spaces which include flood plains, utility corridors, and public and private spaces that encourage outdoor passive or active recreation.
- Adjacent to and including rivers, creeks, low lying lands and floodways that are not appropriate for development.
- Parks should be distributed throughout the City to be accessible.

2. AGRICULTURE

Purpose - To establish, protect, and preserve portions of Tullahoma which consist of land that is not suitable for development due to environmental concerns and/or accessibility/connectivity concerns and developable land well-suited for agriculture. This classification preserves housing opportunities for people who desire a large lot and enjoy secluded living and agricultural areas in Tullahoma

Appropriate Land Uses -

- Agricultural
- Institutional
- Parks
- Open space

Intensity/Density - Minimum lot area is 5 acres with a principle single family dwelling allowed.

Public Services - This classification may not be served by all public services.

Development Features - The open space and natural features of land in this classification should be preserved. Some of the land in this designated area with greater capability for development is included here, rather than Residential Low Density Single-Family, as a means of reserving it for future determination of whether there is the need for and infrastructure to sustain any development beyond the 20-year timeframe.

3. RESIDENTIAL LOW DENSITY SINGLE-FAMILY

Purpose - To establish an area for single-family housing opportunities in a low-density suburban neighborhood setting.

Appropriate Land Uses -

- Single-family detached residential
- Institutional

Intensity/ Density - Density will consist of 5 zoning districts, subject to Planning Commission and Board of Mayor and Alderman determination using criteria outlined in the Development Features sub caption of this land use section. For properties with public sewer, the first district will not be greater than 3.63 dwelling units per acre (12,000SF) which is an existing zoning district (R1) set up prior to this comprehensive plan. Any property without public sewer in this existing district (R1) will not be greater than 2.178 dwelling units per acre (20,000SF). The second district will not be greater than 2 dwelling units per acre (21,780SF). The third district will not be greater than 1.33 dwelling units per acre (32,670SF). The fourth district will not be greater than 1 dwelling unit per acre (43,560SF). The fifth zoning district will not be greater than .5 dwelling units per acre (2 acres) which is an existing zoning district (R1A) set up prior to this comprehensive plan.

All current R1 zoned areas at the time of adoption of this comprehensive plan would remain “grandfathered in” and remain zoned as R1 properties regardless of lot size.

Public Services - This classification should be serviced by all municipal services.

Development Features -

- In general, these areas are quiet residential single-family neighborhoods.
- When considering the change from any non-residential land use classification to any Residential Land Classification and when making decisions as to which zoning district is appropriate for future residential development, consideration shall be given to:
 1. Compatibility with lot sizes of existing neighboring properties as defined by the State of Tennessee Property Viewer tnmap.tn.gov/assessment/.
 2. The possible adverse impacts of higher density residential development and through traffic to existing neighboring properties.
 3. Natural conditions of the land including but not limited to wetlands, drainage limitations, and existing tree canopy.
 4. Road access to the development to be rezoned.
 5. Availability of utility services and public works services such as but not limited to garbage pick up to the development to be rezoned.
 6. Due diligence review in writing by Public Works, the City Engineer, Parks and Recreation, the Fire Department, Administration (inclusive of the Police Department), Building Official/Planning, ERPUD, TUA Water & Sewer, TUA Electric and Tullahoma City Schools.
- Internal and external bicycle and pedestrian connectivity are to be encouraged where appropriate and practical.
- Usable open space for recreation is encouraged.

- Planned Development Districts shall be permitted 1) on 10 acres or more where there is direct access to a major arterial road per the Tullahoma Comprehensive Transportation Plan and 2) on less than 10 acres where there is direct access to a minor arterial or collector road as per the Tullahoma Comprehensive Transportation Plan and 3) where existing infrastructure including but not limited to those roadways, utility services, schools, emergency services and natural conditions can support the requested PDD use.
- Dwellings should have off-street parking consisting of concrete or asphalt driveways (if less than 150 feet from centerline or road) with a garage or carport and be located on the lot to which it is intended to serve. Driveways with a length in excess of 150 feet from the centerline of road may be gravel but shall have a 25-foot minimum concrete apron from the curb to the beginning of the gravel section.
- Zoning change requests for areas in excess of 8 acres and new development plats in excess of 30 parcels shall require an on-site inspection by the entire Planning Commission or an appointed Commissioner. On-site inspections are not subject to the Tennessee Open Meetings Act (TOMA) per TCA 8-44-102(b)(2). In keeping with TOMA any deliberation toward a decision or decisions made regarding zoning or development plats will be undertaken at a publicly scheduled meeting subsequent to an onsite inspection as required.

4. RESIDENTIAL MEDIUM DENSITY SINGLE-FAMILY

Purpose - To establish an area for single-family and duplex (two-family) housing opportunities in a moderately dense suburban neighborhood setting.

Appropriate Land uses

- Single-family detached and two-family duplex residential
- Institutional

Intensity/Density - Density will be between 4.36 (single family detached) dwelling units per acre (10,000SF) and 2.178 (duplex) dwelling units per acre (20,000).

Public Services - This classification should be serviced by all municipal services.

Development Features -

- Internal and external bicycle and pedestrian connectivity are to be encouraged where appropriate and practical.
- Usable open space for recreation is encouraged.
- Planned Development Districts shall be permitted 1) on 10 acres or more where there is direct access to an urban major arterial road as per the Tullahoma Comprehensive Transportation Plan and 2) on less than 10 acres where there is direct access to an urban minor arterial or urban collector road as per the Tullahoma Comprehensive Transportation Plan, and 3) where existing infrastructure including but not limited to those roadways, utility services, schools, emergency services and natural conditions can support the requested PDD use.
- Dwellings should have off-street parking consisting of concrete or asphalt driveways (if less than 150 feet from centerline or road) with a garage or carport and be located on the lot to which it is intended to serve. Driveways with a length in excess of 150 feet from the centerline of road may be gravel but shall have a 25-foot minimum concrete apron from the curb to the beginning of the gravel section.
- Zoning change requests for areas in excess of 7 acres and new development plats in excess of 30 parcels shall require an on-site inspection by the entire Planning Commission or an appointed Commissioner. On-site inspections are not subject to the Tennessee Open Meetings Act (TOMA) per TCA 8-44-102(b)(2). In keeping with TOMA any deliberation toward a decision or decisions made regarding zoning or development plats will be undertaken at a publicly scheduled meeting subsequent to an onsite inspection as required.
- Goods and services may be accessible by the pedestrian.

5. RESIDENTIAL HIGH DENSITY MULTI-FAMILY

Purpose - To establish areas for multi-family dwellings as housing opportunities in a high-density multi-family neighborhood setting.

Appropriate Land uses -

- Single-family detached residential
- Two-family duplex
- Townhouses
- Condominiums
- Apartments
- Boarding Houses
- Mobile Home Parks
- Institutional

Intensity/Density - Density will be between 5.8 (for single family detached, duplex and townhouses) dwelling units per acre (7,500SF) and 14.52 (for multi-family and individual mobile home park space) dwelling units per acre (3,000SF).

Public Services - This classification should be serviced by all municipal services.

Development Features-

- A mix of fully integrated attached and detached single-family dwellings is appropriate.
- Developments are within a 5-10-minute walk to commercial and employment nodes where possible.
- Internal and external bicycle and pedestrian connectivity are to be encouraged where appropriate and practical.
- Usable open spaces should be provided for recreation where possible.
- Planned Development Districts shall be permitted 1) on 10 acres or more where there is direct access to an urban major arterial road as per the Tullahoma Comprehensive Transportation Plan and 2) on less than 10 acres where there is direct access to an urban minor arterial or urban collector road as per the Tullahoma Comprehensive Transportation Plan, and 3) where existing infrastructure including but not limited to those roadways, utility services, schools, emergency services and natural conditions can support the requested PDD use.

6. COMMERCIAL, GENERAL NEIGHBORHOOD

Purpose - To establish neighborhood-serving commercial areas providing for the sale of convenience goods and personal services to meet the day to day needs of adjacent residential areas. Also, to develop community/regional-serving commercial areas providing a full range of goods and services designed to accommodate community/regional markets.

Appropriate Land uses –

- Commercial, retail, restaurant, office, hotel
- Hospital and medical offices
- Institutional uses where appropriate

Intensity/Density - There is a wide range of land area for Commercial, General Neighborhood, which is generally 1/4 to 20 acres in size, with 1000 to 200,000 square feet of building space. These sizes should be commensurate with whether the purpose is for neighborhood-serving or community/region-serving commercial areas.

Public Services - This classification should be serviced by all municipal services.

Development Features -

- Located near or on urban arterials or major collector roads.
- New linear development may be permitted only on urban principal arterials according to the Tullahoma Comprehensive Transportation Plan where compatible with road design and adjacent land uses. This land classification may be used in conjunction with mixed use developments in appropriate locations along urban principal arterial roadways as defined in the Tullahoma Comprehensive Transportation Plan as well as Cedar Lane.

7. COMMERCIAL, CENTRAL

Purpose - Provide commercial services that will benefit the community at large, while preserving historic architecture. Some examples are government, banking, and institutional uses, supported by retail, restaurants and entertainment.

Appropriate Land uses –

- Municipal offices
- Churches
- Banks
- Restaurants
- Retail
- Business and Professional Offices
- Performing Arts
- Residential Uses above commercial where appropriate

Intensity/Density - Limited by the maximum building height, setbacks, open space and on- site parking requirements.

Public Services - This classification should be serviced by all municipal services.

Development Features –

- Structures of historic and/or architectural significance will be preserved, and adaptive reuse of older buildings will be encouraged.
- Improvements should emphasize accessibility, aesthetics, and security.
- Outdoor dining and seating connected to a business where appropriate.

8. INDUSTRIAL

Purpose - Provide a variety of industrial settings which encourage industrial growth and result in an efficient, harmonious land use pattern.

Appropriate Land uses -

- Manufacturing

- Warehousing

Intensity/Density - Limited by the maximum building height, setbacks, open space and on- site parking requirements.

Public Services - This classification should be serviced by all municipal services.

Development Features -

- Relatively flat and require minimal physical alteration.
- Regular in shape and sufficiently large for the proposed activity.
- Accessible to the highway system and, where appropriate, to rail lines, or the airport.
- Developable in a manner compatible with adjacent existing or proposed land uses.

9. **INSTITUTIONAL AND OTHER PUBLIC**

Purpose - Publicly owned properties.

Appropriate Land uses -

- Schools
- Civic-Community Centers/Auditoriums
- Public Works Facilities
- Cemeteries
- Churches
- Other Governmental Use

Intensity/Density - Limited by the maximum building height, setbacks, open space and on- site parking requirements.

Public Services - This classification should be serviced by all municipal services.

Development Features -

- Relatively flat and require minimal physical alteration.
- Regular in shape and sufficiently large for the proposed activity.

ADDITIONAL LAND USE CONSIDERATIONS

TRANSFER OF DEVELOPMENT RIGHTS (TDR)

TDR is a tool that helps to compensate property owners who have their land's development potential reduced or hindered by outside factors, such as but not limited to natural conditions and compatibility with surrounding areas. It involves first designating on a map two distinct areas - "sending" areas and "receiving" areas. Sending areas are the lands being protected by eliminating or lessening their development potential. The receiving areas are those where increased development density is sought, such as in and near a downtown or a new mixed-use center. TDR allows landowners in the sending areas to sell density credits to developers to apply to the receiving areas to exceed the zoned density. Thus, the prohibited density in the sending areas is sent to the receiving areas as part of a development credits market.

While this is a tool to consider, the implementation of such a TDR program may not be feasible as formulating the above noted map of sending and receiving areas will depend upon the willingness of private property owners to join such a

program. There would actually need to be a demand for density credits by private entities and a city staff equipped to be able to operate a TDR program.

Challenges clearly exist to installing a TDR program. First, a study must be conducted to determine that it is viable from a real estate market and economics perspective. In short, will there actually be demand for density credits and will the local development community embrace such a system? Also, City staff should be equipped to be able to operate a TDR program, which is not easy in smaller communities with less staffing.

ARCHITECTURAL DESIGN STANDARDS

It is beyond the scope of the Community Plan Development Committee (CPDC) to formulate specific architectural design standards. However, this committee strongly recommends that the city formulate a separate committee to create architectural design requisites for commercial and residential developments. Such requisites should then be appropriately incorporated into the City zoning ordinance and subdivision regulations.

**CHARLES - WE NEED FUTURE LAND USE MAP INCLUDING
AGRICULTURE LAND USE CLASSIFICATION INSERTED HERE**

SECTION 5 - HOUSING

Several goals for the City of Tullahoma should be set regarding housing. They include, but are not limited to, the following:

1. To make conditions conducive for all persons to have the opportunity to reside in decent, safe, and sanitary housing in a suitable living environment.
2. To develop and maintain viable neighborhoods as the primary element of the residential system.
3. To protect historically significant buildings and/or areas within the City Limits and the Urban Growth Boundary, and
4. To encourage property owners' redevelopment of blighted areas.

SPECIFIC OBJECTIVES

Many objectives related to housing have been noted in the Land Use Classifications section of this plan. In addition, the following objectives should be pursued and/or maintained:

- Encourage new residential development in appropriate locations
- Maintain and preserve existing housing.
- Location and density of housing should be a function of service availability, proximity to activity areas, utility availability, access, and natural limitations of the land as well as the points noted in the Land Use Classifications section. Written input from all appropriate public entities as to these adequacies or lack thereof regarding location and density should be a requirement.
- Locate low density residential development where urban services can be provided and where it will not be impacted by high density or through traffic. New high density residential development and through traffic should also not impact existing residential neighborhoods.
- Plan higher density residential development on principal arterial roads per the Tullahoma Comprehensive Transportation Plan. Provisions of on-site recreation and open space should be required. A variety of terrain is suitable but generally the grade should be relatively flat.
- Within the City mobile homes should be required to be located in mobile home parks. Mobile home parks should be considered for medium density, multi-family residential use. The location and design of individual mobile home parks should depend on surrounding land uses, with special consideration given to site planning, recreation, utility availability, open space, access, and other facilities to accommodate resident needs
- Protect the viability of existing residential areas through conservation, revitalization, and redevelopment techniques.
- The quality of housing should be improved through programs of planning regulation and beautification.
- Local government should continue programs designed to enhance residential, recreational, and aesthetic quality.
- Identify land needed for future public facilities to serve residential development.

SECTION 6 – MOBILITY

This section builds upon the 2018 Comprehensive Transportation Plan (CTP) and the 2019 Community Mobility Plan. For the purpose of this plan, the roadway classifications are derived from the CTP. These classifications consist of arterial, collector and local roads. The following are roadway locations identified for possible improvements.

CHARLES WE NEED AN ALL IN ONE MAP WITH TRANSPORTATION, GREENWAY, AND CENTRAL PEDESTRIAN (ELIZABETHS MAP) INSERTED HERE

ROAD IMPROVEMENTS

IMPROVEMENTS: General*

These locations should be studied for improvements which are integral to supporting efficient traffic flow and safe walking and bicycling in the near term.

- 1. Ledford Mill Road
- 2. Carroll Street
- 3. Grundy Street
- 4. Anderson Street
- 5. Cedar Lane
- 6. William Northern Blvd.

IMPROVEMENTS: Intersections*

Further engineering study of the following intersections should be completed to identify improvements that address peak-hour operations and improve safety for those walking, bicycling, and driving.

- 1. Willaim Northern Blvd./Cedar Lane
- 2. Cedar Lane/Wilson Avenue (TDOT is currently renovating)
- 3. Kings Lane/Country Club Drive
- 4. Hogan Street/NW Atlantic Street
- 5. Anderson Street/Grundy Street

IMPROVEMENTS: Shoulders*

Paved shoulders provide numerous safety benefits for roadway users, especially in reducing run-off-roadway crashes by increasing vehicle maneuvering space. The following important mobility corridors currently have minimal shoulders, if any.

- 1. Marbury Road
- 2. East and West Lincoln Street
- 3. Riley Creek Road
- 4. Country Club Drive/ Short Springs Road

*The City can modify or add to these prospective improvement locations as needed.

DESIGN STANDARDS

The improvements discussed so far for Tullahoma's roads and streets have been remedial in nature. However, it is important to avoid problems on the front end by having good standards. Relative to the City's current standards, the following recommendations are offered:

Driveways: Driveways of houses facing main roads and feeding directly onto those roads decrease the roadways capacity, increase conflict points, storm water runoff, pavement maintenance costs, and disruption to sidewalks. To prevent this, the standards should:

Minimize the number of driveways.

Consolidate the commercial driveways and require cross-access between parcels.

Encourage or require alleys for narrow-lot subdivisions as an alternative to driveways facing main roads.

Sidewalks: Minimum width of new sidewalks shall comply with ADA Standards for Accessible Design as published by the U.S. Department of Justice including any subsequent amendments or supplements.

CHARLES WE NEED THE TRANSPORTATION MAP INSERTED HERE

GREENWAY AND PEDESTRIAN MOBILITY

Safe and comfortable greenways and multi-use paths for walking and bicycling can be an important component of a community's livability and health. Those walking, bicycling, or using another mobility device are also the transportation system's most vulnerable users given their lack of protection. Connecting schools and parks will provide a safe and secure network.

CHARLES, WE NEED THE GREENWAY MAP

**AND THE CENTRAL PEDESTRIAN MAP (ELIZABETHS MAP) INSERTED
HERE**

OTHER MOBILITY RECOMMENDATIONS

PROTECT AND LEVERAGE THE AIRPORT

The Tullahoma Regional Airport, a public-use airport, encompasses 594 acres, features three runways, and is home to more than 160 aircraft. It is one of 16 regional airports located in Tennessee and is one of the busiest "small" airports experiencing 30,000+ flight operations a year. The Airport has been, and continues to be, a key asset to Tullahoma's economy for several reasons. The Airport Business Park, Chandelle Airpark, Beechcraft Aviation Museum, Vanderbilt Tullahoma-Harton Hospital Life Flight, UTSI Flight Research Center, and Sky Dive Tennessee call the Airport home, to name a few. Large events and employers, such as Bonnaroo and the Jack Daniel Distillery, also utilize the Airport for business travel to the region.

Sky Dive Tennessee and the Museum draw visitors to the facility and greater community, offering opportunities to encourage local spending (thus, generating sales tax revenue). The Museum's week-long "Beech Party" (i.e., fly-in) continues to expand, drawing 150-160 airplanes from all over the country in 2020. With plans to expand permanent infrastructure for the event, including a campground, the City and Airport Authority should work to support and enhance coming improvements, as well as market the greater Tullahoma community to these visitors.

MONITOR AMTRAK

Evaluating the feasibility of an Amtrak line connecting Atlanta to Nashville was stalled in the State legislature by the pandemic. However, the Infrastructure Investment and Jobs Act offers funding to complete the study. Tullahoma has initially been identified as a potential stop along the commuter line. The city should closely monitor the outcomes of this study and voice support to the State legislature, Tennessee Dept. of Transportation, and other relevant agencies. If a stop is indeed designated for Tullahoma, the station should be located Downtown and within proximity of businesses that might benefit from the added market support provided by passengers and others associated with Amtrak.

FEDERAL-AID HIGHWAY AND BICYCLE/PEDESTRIAN FUNDS

Tennessee is expected to receive \$5.8 billion for federal-aid highway apportioned programs, such as the Surface Transportation Block Grant Program (STBG), and \$302 million for bridge repairs. Communities across the state can compete for dollars to complete important transportation infrastructure projects, such as those previously mentioned. The city should monitor the influx of dollars into these programs and pursue funding for project implementation.

SECTION 7 - INFRASTRUCTURE AND FACILITIES

INFRASTRUCTURE

The term "infrastructure" encompasses a broad range of issues. Because topics such as roads, streets, and non-motorized transportation facilities were previously addressed within the "Mobility" section, this section relative to infrastructure will focus on utilities such as public sewer and water, electricity, gas, and telecommunications. These services are critical to the functioning of any community, and their availability can greatly impact a community's growth.

SEWER

The Tullahoma Utilities Authority (TUA) serves a large percentage of Tullahoma's acreage with sewer. The system consists of 200 miles of sewer line, 42 lift stations, and a wastewater treatment plant.

Sewer Recommendations

- Ensure the wastewater system plan for both incorporated and unincorporated areas within Tullahoma's UGB is consistent with the Comprehensive Plan
- Coordinate with other utility providers and transportation agencies regarding expansion, extension, and maintenance projects for possible consolidation of rights- of-way and/or project bundling to minimize disruptions and project costs.

WATER

Normandy Lake serves as Tullahoma's water source, which TUA purchases from the Duck River Utility Commission. A system of 270 miles of water mains serves 10,500 customers who consume approximately 3 million gallons each day.

Water Recommendations

- Continue to work with the Duck River Utility Commission to help ensure the availability of a reliable, high-quality water supply for all households and businesses in a manner consistent with this Comprehensive Plan and protection of the natural environment.
- Implement storm water management and land development best practices to support the overall health of the Duck River watershed, one of the most biologically diverse rivers of its size in North America.

ELECTRICITY

TUA is a distributor for the Tennessee Valley Authority (TVA), providing 11,000 customers with reliable, public power. Over 250 miles of distribution lines and two 161 kV substations make up the system.

Electricity Recommendations

It is recommended that the city continue to require that all electrical lines be buried for new development. If future Downtown streetscape redevelopment projects occur, overhead lines should be buried unless it is cost prohibitive. The city should also encourage existing overhead utility lines be buried as costs permit.

GAS

The Elk River Public Utility District (ERPUD) provides natural gas to Coffee and Franklin Counties, serving approximately 17,000 customers.

Gas Recommendations

Work with the Elk River Public Utility District (ERPUD) to ensure that service is available for locations within Tullahoma.

TELECOMMUNICATIONS

Television, internet, and telephone are available through a fiber-optic system across the city. In 2013, Tullahoma became a "gigabit city;" providing affordable and fast internet that is significantly faster than the average broadband speed in the US.

Market Tullahoma's 1-gigabit internet service to draw residents and businesses as part of an economic development strategy, while maximizing existing community investments.

STORMWATER MANAGEMENT

Background - According to NASA Earth Exchange, the portion of Tennessee that includes the City of Tullahoma is from 5% to 10% more likely to experience a 100-year flood event in the next 30 years. In addition to damage on properties, flooding can also cut off access to utilities, emergency services, and transportation, and may impact the overall economic well-being of an area. Overall, Tullahoma has a moderate risk of flooding, meaning flooding is likely to impact day-to-day life (source: floodfactor.com).

Additionally, stormwater management in the City of Tullahoma has consisted of open ditches, closed piping system, and detention ponds. While this treatment may have met the immediate need for stormwater management at the time it was designed and constructed, it may no longer function in the manner in which modern stormwater management is expected to perform. Stormwater systems can no longer be expected to only carry water, but they should also fulfill other community objectives where possible, such as:

- Sustaining and improving water quality through natural filtering
- Providing open space for public enjoyment
- Providing linear facilities for public recreation (greenways, etc.)
- Providing habitat for wildlife habits

Recommendations

Mitigation of localized flooding and maintaining water quality is important for the region's sustainability. Therefore, the City should:

- Expand City stormwater inspection and drainage maintenance capabilities by increasing staffing.
- Consider upgrading existing City retention/detention facilities as new, more efficient technologies evolve.
- Continue and expand the City's program of drainage maintenance to include pipe cleaning, debris removal, and inlet cleaning.
- Explore a program that includes off-site stormwater mitigation or payment into a stormwater fund.
- Continue to educate citizens, elected officials, and decision-making bodies on the importance of stormwater management.
- Continue to work with TDEC to implement Tullahoma's submitted plan for requiring permanent stormwater pollutant removal for development/redevelopment projects.
- Ensure the City of Tullahoma is utilizing the most current FEMA flood maps and National Wetlands Inventory maps.
- Consider expanding opportunities for the disposal of household hazardous materials/ liquids to avoid illegal dumping (i.e., negative impacts on surface water and groundwater).
- Encourage wetlands restoration by restoring the natural hydrology and introducing wetlands plants.
- Encourage the construction of impervious surfaces i.e., permeable paving surfaces in parking lots, etc.

FACILITIES

EDUCATION

Taxpayers have a financial stake in education facilities within Tullahoma. Tullahoma's public schools are a very positive asset to the community. The school district, which conducts its own planning, is currently considering the following improvements:

- Expansion of Farrar Elementary School
- Replacement of Tullahoma High School
- Remodeling of East Middle School
- Studying the feasibility of a fifth elementary school in Tullahoma's northern area

EMERGENCY SERVICES

The City's most recent achievement regarding emergency services is the development of a new police headquarters.

The City currently has eight emergency shelters, as designated by the Red Cross and include the following locations:

- Tullahoma High School
- East Lincoln Elementary School
- West Middle School
- CD Stamp Community Center
- DW Wilson Community Center
- First Christian Church
- Trinity Lutheran Church

Commented [CD1]: I have added the shelter list

Improvements to pursue include an update to Fire Station #1 and the addition of a third fire station in the northern or western quadrant of the City. The third station is needed to meet current ISO standards. A fourth fire station is a probable need within the next decade.

CULTURAL VENUES

- Restore or expand the current library.
- Red Cross building renovation

OTHER FACILITIES

The City's current needs are:

1. Renovating City Hall, including repurposing the former police department space
2. Constructing a new maintenance equipment building.

SECTION 8 - NATURAL AND CULTURAL RESOURCES

NATURAL RESOURCES

GENERAL OBJECTIVES

The City should strive to provide access to a high quality of life with respect to all elements of the natural environment. In this regard a goal should be set to protect sensitive and/or unique natural resources (e.g., wildlife habitats, aquifer recharge areas, floodplains, drainage corridors, steep slopes, tree canopy) and processes. Some specifics follow.

DEVELOPMENT

The City should determine the influence of new developments on drainage and erosion problems, as well as develop criteria for evaluation of erosion and flooding potential as part of the subdivision and site plan review process. This will ensure proper development in areas subject to natural hazards (e.g., slopes, sinkholes, floodplains). The use of buffers to separate conflicting land uses should also be encouraged by the City.

WATER RESOURCES

Water bodies, wetlands and floodplains are an important habitat for plant and animal species, particularly endangered species.

Any disturbance of floodplains should be discouraged. While development is technically prohibited within floodplains (from an elevation perspective), development can still occur through the addition of fill material in floodplains that raise the elevation level of the grade to a safe condition. Such a system can be problematic. This is because floodplain maps are often inaccurate since floodplains are constantly changing, and isolated development can be cut off from access by surrounding flooded areas. Consequently, it is recommended that the disturbance of floodplains in the City be discouraged or eliminated. Below are a few alternatives to consider:

Limiting the amount of floodplains that can be disturbed: First, as the most current FEMA floodplain map reflects, the amount of acreage occupied by floodplains in Tullahoma is relatively limited, particularly when the floodway areas are subtracted. Floodway areas are already off limits for development in any circumstances. This option would be to limit the amount of disturbance that can occur by requiring: 1) Any development within the floodplain shall leave undisturbed a minimum of fifty percent (50%) of the natural floodplain area, including all of the floodway area, or 2) All of the floodway area, plus sixty feet (60 ft.) on each side of the waterway, whichever is greater, be left in its natural state, or 3) Not allowing development in any portion of existing flood-plain inclusive of the floodway area. Option number 3 would be at the discretion of the city upon review of written determinations by the city engineer.

If the City is interested in protecting floodplains, other types of incentives might be explored. They might be tied to some type of property tax and/or development fee reductions.

TREES

As explained previously in the Existing Conditions section of this plan, trees provide many environmental benefits. The following recommendations are offered:

Recommend street trees as part of City subdivision regulations for all new development

There should be *appropriate* minimum spacing requirements to ensure a sufficient number of trees, and there should be minimum caliper sizes. Appropriately selected trees will also increase the aesthetic value.

Consider adopting a tree preservation ordinance

Many great model ordinances exist from across the country. Common features include:

- Require a tree inventory for sites prior to land disturbance.
- Focus the inventory and protections on species having environmental value and exceeding a minimum caliper (6+ inches).
- Require no net loss of environmentally valuable trees after development, and perhaps even exceeding the original number.

CULTURAL RESOURCES

GENERAL OBJECTIVES

The City's goal should be to provide and maintain cultural opportunities, and to preserve and enhance the area's historic and cultural image, services, and landmarks. In addition to already established venues such as the Lannom Library, South Jackson Performing Arts Center, Tullahoma Fine Arts Center, several church congregations and many others, a primary cultural resource consists of historic buildings.

While historic buildings are located throughout the community, they are particularly prevalent in and around the historic Downtown. An overview of the development history of Tullahoma was noted in the Background section of this plan, and below are possible recommendations for historic resources.

LOCAL HISTORIC DISTRICTS AND DESIGN GUIDELINES

Tullahoma has two National Register (NR) Historic Districts. The North Atlantic Street district consists of a few blocks just north of the Downtown core that straddle both sides of the railroad tracks. The North Washington Street district, to the immediate north, consists of only a few residential lots. Although NR designation brings awareness and helps with financial incentives through the investment tax credits for historic building rehabilitation, it offers no protection for historic resources. The only exception is the limited protections from the Section 106 review process for federally funded and licensed projects negatively impacting resources (road widenings, etc.). Consequently, the following recommendations are offered:

Explore the Designation of Local Historic Districts

It is recommended that future designated local historic districts be explored for both Downtown and the surrounding historic neighborhoods. Such districts along with current NR districts should be provided with actual protections. In addition to NR districts, the map located in the Existing Conditions- Historic Zoning section of this plan also shows local districts that have been proposed in the past. In fact, Section 408 of the City's Zoning Ordinance has provisions for designating and regulating local districts, but none have been designated yet. If the city proceeds with this process, the following approach is recommended for this objective:

1. Prepare public information regarding district designations. The differences between the process and benefits of NR designation and local designation are considerable, so both should be addressed. The pros and cons of local historic districts should be covered in an objective, clear and balanced manner.
2. Disseminate the public information. Once prepared, the information should be provided to the public on the City's website and in the form of hard copy brochures for people who do not utilize the internet.
3. Hold a series of area-specific meetings. Multiple public meetings should be held in the areas where districts are being considered. The City should solicit the attendance of staff from the Tennessee Historical Commission (CLG Coordinator) to help explain local historic district designations.

4. Pursue local designations where support exists. District designations work best when a substantial majority of affected property owners support designation.
5. Prepare design guidelines. Guidelines are implemented through a design review body (preservation commission), and they should address both the treatment of existing buildings and the design of new buildings.

While these recommendations have centered on locally designated districts since those are the type with actual protections, the geographic expansion of the two small NR districts should be pursued as well, perhaps on a parallel track. Expanding the NR districts will expand the potential for property owners to take advantage of investment tax credits for historic building rehabilitations.

Prepare Design Guidelines

In the event local historic districts are not designated, the City could pursue formulating a committee to create architectural design requisites for historic areas. These would serve as a resource for historic property owners, and possibly create incentives for the rehabilitation and preservation of Tullahoma's historic properties. Such requisites should then be appropriately incorporated into the City zoning ordinance.

INCENTIVES FOR BUILDING REHAB

Promote Federal "Investment Tax Credits" for Historic Building Rehabs

Owners of National Register (NR) properties (and eligible properties) who pursue qualified building rehabilitation projects are eligible for federal investment tax credits. Taking advantage of this incentive, a federal tax credit worth 25% of the total project costs, requires:

The project costs must exceed the property's adjusted cost basis (investments to date). The property must be income-producing (which can include residential if it's a rental).

The project must follow federal preservation standards (Secretary of the Interior's).

Since many people are unaware of this financial incentive, it is important that the City should vigorously promote it. However, until the existing small NR districts are geographically expanded, this incentive will have very limited benefits unless individual property owners pursue designations, which is a viable option throughout the city.

Consider a Payment in Lieu of Taxes (PILOT) Program

PILOT is an incentive program enabled by the State that allows municipalities to lease government owned property to private businesses at an alternative amount associated with a cost of development or job creation, rather than the normal property tax amount that would be due on the property. Some jurisdictions, such as Shelby County, Knox and Hamilton Counties, have used PILOT programs to leverage economic development and private investment, particularly rehab/reuse of buildings and developing manufacturing facilities.

CERTIFIED LOCAL GOVERNMENT (CLG)

Pursue CLG Status by Establishing a Comprehensive Preservation Program

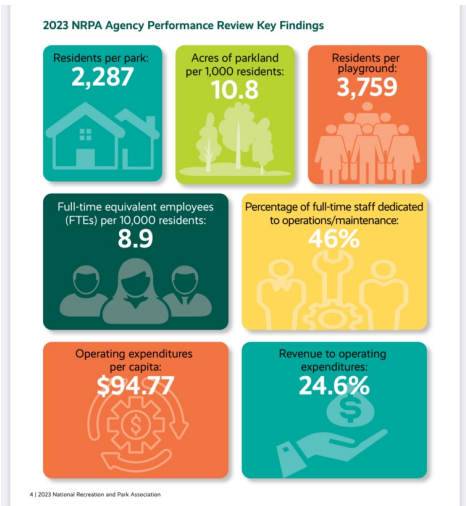
CLG status is provided by the Tennessee Historical Commission (THC) for local governments that have a comprehensive historic preservation program. Features of CLG programs include a historic preservation ordinance, locally designated historic districts, a preservation commission, and design guidelines to apply to properties within the local districts. CLGs are qualified for a special funding source that is allocated annually by THC for various preservation projects.

SECTION 9 - PUBLIC SPACE AND RECREATION

Recognizing the fact that high quality parks and recreation facilities are a vital part of a vibrant community the City of Tullahoma has positioned itself well by investing in a diversified parks and recreation system. The need and desire for parks facilities in a community is well documented with nine of ten adults agreeing that parks and recreation is an important service provided by local government. Numerous studies have shown that these facilities enhance the quality of life and increase property values.

EVALUATION OF EXISTING CONDITIONS

To assess where Tullahoma stands as compared to other communities, we can use research contained in the most recent publication on the subject presented by the National Recreation and Parks Association (NRPA), the *2023 NRPA Agency Performance Review*. This study presents seven key factors that may be used to evaluate the city’s performance in providing parks and recreation opportunities. This data when compared to the existing conditions illustrate that at its current population (20,339) Tullahoma is in good standing in most key areas.



2023 Tullahoma Performance Review Key Findings

Residents per park	Acres of parkland per 1000 residents	Residents per playground
2,259	10.84	3,390
Full-time equivalent employees (FTEs) per 10,000 residents	Percentage of full-time staff devoted to operations/maintenance	Operating expenditures per capita
7.39	53.33	\$116.06
	Revenue to operating expenditures	
	15.7%	

RECOMMENDATIONS

Using the comparative data of Tullahoma's existing conditions and the *2023 NRPA Agency Performance Review* it is evident that Tullahoma, while being in good standing now, is on the borderline in some important areas, residents per park and parkland per 1000 residents. Population growth will necessitate expansion of parkland to preserve the quality of life provided by parks and recreation to which Tullahoma citizens have become accustomed. The city must begin looking for available land to expand the park system and plan for the necessary funding. Additionally, efforts should be taken to find ways to increase revenue opportunities.

Work should continue to expand the greenway system. The greenway masterplan although several years old is an excellent blueprint to guide this endeavor. To offer connectivity and expand greenway coverage, efforts should be made to build or repair sidewalks to fill in gaps in pedestrian transportation options. Sidewalks should lead pedestrians from residential areas to the greenway system thus creating a citywide alternative transportation network.

Recognizing its value as a tourist destination, local recreation site, and nature preserve, the City of Tullahoma should work to ensure the protection of the Short Springs State Natural Area. This valuable resource, while not a municipal park facility, is very important to the quality of life in Tullahoma. The joint management effort of the City of Tullahoma, Tullahoma Utilities Authority, Tennessee Valley Authority, and the State of Tennessee along with support groups such as the Friends of Short Springs should serve as a model for other similar efforts. The city and its management partners should work together to expand the protection zone around the natural area into available adjacent land. Marketing efforts have been very successful in attracting visitors to the natural area; however, care must be taken not to overburden the site. Carefully managed public relations efforts will promote the natural area without destroying the very resource we seek to preserve.

Only a short section of this Comprehensive Plan is devoted to the parks and recreation needs of the community. The city has no current Parks and Recreation Master Plan with the last one having expired over 20 years ago. To ensure proper planning the city should pursue the development of a detailed Parks and Recreation Master Plan. These detailed plans are best developed by a professional firm that specializes in the subject matter and includes a variety of public input options. While these plans can be very expensive there is a potential to obtain grant funding to help with the expense. The city should plan for the funding necessary to create this plan. A more detailed plan for specific additions to parks and recreation facilities and services should not be undertaken without this type of study.

SECTION 10 - COMMUNITY DESIGN

1. Protect neighborhoods by making sure home businesses do not detract or interfere with residential areas.
2. Encourage Neighborhood committees that in turn will encourage/educate residents to follow City codes, not only to abide by the law, but also to show pride in their properties, including mowing ditches in front/side yards of their properties.
3. Encourage recreation and open space areas in accordance with the developing population guidelines and continue to identify and purchase needed land for that purpose.
4. Design safe pedestrian street crossings, considering all available options for different classifications of roads, particularly on main arterial road crossings such as Jackson Street and other secondary road crossings.
5. Continue to implement and expand the sidewalk/greenway plan for the City.
6. Improve residential, commercial, and industrial areas through beautification, help from citizens, and education of City codes, with the help of Public Works and the Codes Departments.
7. Purchase and regularly use a street sweeper to keep curbs clean and neat. This will also help with storm water.
8. Encourage commercial developers to implement large scale building for efficient use of land.
9. Appoint a committee to develop architectural guidelines for residential and commercial properties.
10. Encourage business owners to allow cross access between properties for easy transportation access and parking.
11. Protect historic buildings with oversight from the city's Historic committee.
12. Encourage apartment housing developments above downtown businesses.
13. Encourage shops and restaurants to provide outdoor seating.
14. Develop a plan to expand the grounds at South Jackson Performing Arts Center to include a band shell and benches for outdoor concerts with additional parking.

SECTION 11 - DOWNTOWN

OVERVIEW

This is the only section of this Comprehensive Plan that focuses on one particular place. The rich history, physical form, character, and rich mix of land uses make it unique. It is noteworthy that some of the recommendations in this plan section are repeated from other plan sections, such as issues tied to economic development and historic zoning, which reflects the complexities of any downtown. These require a multi-disciplinary perspective for planning purposes.

MAIN STREET FOUR POINT APPROACH

The National Trust for Historic Preservation’s Main Street America program has been in the downtown revitalization business since the 1970s. Grounded in historic preservation, hundreds of communities’ local Main Street programs across the country have had great success with revitalization efforts. All Main Street programs follow the same “four-point approach” to revitalization, which includes:

- Organization - board, committees, staffing, volunteers, etc.
- Design - buildings, streetscapes, public spaces, parking, etc.
- Economic Vitality - business development, incentives, etc.
- Promotion - marketing, special events, social media, etc.

State Main Street programs serve as a bridge between the national level and local level programs. In Tennessee, the state program is operated by the Tennessee Department of Economic and Community Development (TDECD). Tullahoma is one of the state’s 46 communities that have gone through Main Street program training, but it currently lacks an active Main Street program. Regardless, because the four points are an effective framework for downtown planning, this section is organized accordingly.

EXISTING CONDITIONS

PHYSICAL AND ECONOMIC CHALLENGES

Relative to most communities roughly the same size and age, Downtown Tullahoma has a general lack of surviving architectural fabric because so many buildings have been lost or altered over time. Unlike many historic downtowns, Tullahoma’s does not have a functioning local historic district designation to provide protections to buildings and to ensure compatible new infill development. There is a core group of restaurants, shops and similar businesses that continue to attract Downtown visitors.

ORGANIZATION

Establish a Downtown Revitalization Entity

In 2018, Tullahoma went through the required preliminary steps toward adopting a Main Street program, including securing a Mentor Assessment by TDECD and preparation of a Main Street application. Main Street or a comprehensive revitalization program of its type is strongly encouraged for the future efforts regarding Downtown improvements.

DESIGN

Within a Main Street program context, “design” refers to just about any topic related to physical improvements. It is recognized that some ideas of this plan could fall under multiple “four point” categories, but those having a primarily physical planning aspect will be addressed in this plan section.

Buildings

As noted previously in this plan, buildings are one of the most fundamental components of any downtown, including Downtown Tullahoma. In this plan’s Natural & Cultural Resources section the following ideas and details are recommended:

- Explore historic zoning via a local historic district that can provide protections to historic buildings and shape the form and character of new buildings. Such protections would be complementary and pleasing to a downtown historic layout.
- Prepare design guidelines regardless of whether local historic districts are designated as a resource for property owners that might also be tied to incentives.

Streetscapes

America has a long history of communities that have focused most of their downtown revitalization efforts on redeveloping streetscapes, but they have achieved limited long-term benefits. The core area of Downtown Tullahoma has streetscapes that have been redeveloped relatively recently, as well as up-to-date intersection improvements with pedestrian signals and paved crosswalks. Any new streetscape should follow these designs for continuity of the Downtown space.

New Public Space

An expanded amphitheater at South Jackson Performing Arts Center should be explored to increase community involvement.

ECONOMIC VITALITY

This section addresses land uses, business development and financial tools.

Land Uses

Housing

More housing in and near Downtown will support retail and dining businesses, provide Tullahoma with more diverse and needed housing options, and will help in recruiting new businesses to the Downtown. An increased number of residents will also give the Downtown area a more “lived in” atmosphere which is attractive to visitors.

Meeting Venue

There is presently a lack of meeting venue options within the city limits. The viability of a venue Downtown should be explored with a capacity for 500+ people.

Brewery and/or Distillery

Many downtowns have found that small-scale breweries (microbreweries) and distilleries can go far towards revitalization. Development of these types of breweries or distilleries is strongly encouraged within our existing spaces.

Business Development

If a revitalization program can be established for Downtown Tullahoma, a key focus should be the retention, expansion and recruitment of existing and new businesses, including restaurants, live music and shops. Although many downtown entities focus their efforts on business recruitment, the retention and expansion of existing businesses is equally important, if not more so, to the extent that such existing businesses are consistent with the optimal tenant mix for Downtown. To achieve successful business development, it is recommended that the following sequence of steps be taken:

1. Conduct and maintain a building inventory to understand the availability of space so that new tenants being recruited can be matched to potential spaces, their owners/representatives.
2. Conduct a Retail Market Analysis (to include dining) to determine the optimal tenant mix so that business development can be precisely targeted toward the types of businesses that can be viable in Downtown Tullahoma.
3. Maintain a constant dialogue with existing business owners to be able to assist struggling businesses and to be sure that expanding businesses remain in the Downtown area.
4. Create marketing materials promoting Downtown's optimal tenant mix based upon the recommended Retail Market Analysis in a manner that convincingly conveys the pent-up market demand as a powerful marketing tool for recruitment.
5. Conduct and maintain a building inventory to understand the availability of space so that new tenants being recruited can be matched to potential spaces, including their owners/representatives.
6. Establish a Business Development Team to meet with owners of businesses being recruited. It should include, at a minimum, the Downtown Program Director and a current Downtown business owner.
7. Target successful "mom and pop" businesses located in other communities in the region and encourage them to open another such business in Downtown Tullahoma.

PROMOTION

Promotion is the fourth point of the Main Street "Four Point" approach.

Digital Media

If established, it is important that a proposed Downtown program create an attractive and user-friendly website. Such a program should also utilize social media effectively given the strong returns for such a relatively affordable marketing tool.

Events

Events which currently occur Downtown should continue while the City expands opportunities for new events.

Other Strategies

Continue the "Shop Local" campaign which is spearheaded by the Tullahoma Area Chamber of Commerce and the Downtown program once established.

SECTION 12 - ECONOMIC DEVELOPMENT

To promote economic development the City should facilitate infrastructure development to support and expand the health services, aviation and aerospace industries along with associated technology services, and tourism. The existing Tullahoma Area Economic Development Corporation (TAEDC) should fulfill the role of directing economic development efforts for the City.

TAEDC was created by the Board of Mayor and Alderman with the purpose of driving economic development in the greater Tullahoma region by focusing on several core areas: aerospace and aviation, medical services and technology, retail, information technology, and entrepreneurship.

The Board and its Executive Director should continue to work closely with the City’s Community Engagement Officer, Coffee County Industrial Development Board, the Tennessee Economic and Community Development Department, TVA, the South Central Tennessee Tourism Association, the Tullahoma Chamber of Commerce, the Tullahoma Tourism Council, the Historic Preservation Society of Tullahoma, South Jackson Performing Arts Center, the Tullahoma Fine Arts Center, and a host of other agencies and associations with a vested interest in enhancing economic development in Tullahoma in the following areas.

HEALTH SERVICES

Health care remains one of the nation's fastest growing economic sectors. There is an opportunity to grow this hub and concentrate more health care services in the city as a spur for high-value and high-wage jobs.

According to Randall Gross / Development Economics, Tullahoma is recognized as a medical hub for Coffee, Franklin, and surrounding counties. The Vanderbilt Tullahoma-Harton Hospital serves as an important anchor for medical and health care services in south central Middle Tennessee. Vanderbilt University Life Flight is a helicopter service based at Tullahoma Regional (Municipal) Airport. Motlow State Community College offers relevant programs in Bioinformatics, Health Sciences, Nursing, Pre-clinical Lab, and Pro-OT & PT that enhance the base of people graduating with health care skills in Tullahoma.

Given Tullahoma’s strength as a center for aviation and aerodynamic testing technologies, there may also be opportunities for small medical device and equipment manufacturers, suppliers, or repair services who could utilize Tullahoma Municipal Airport for distribution.

The City should work with TAEDC, and utilize existing resources, to Identify significant gaps in the supply of health care services or related businesses that provide an opportunity for business recruitment or development.

Potential business recruitment opportunities identified for this effort include the following:

HEALTH CARE & RELATED SERVICES

- Testing/Forensic Laboratories
- Specialized Medical Training Schools, Offices of Other Health Practitioners
- Audiology/Hearing Testing Services, Intellectual & Developmental Disability, Mental Health Facilities
- Outpatient Care Centers, Specialty Hospitals, Nursing Care Facilities, Continuing Care Retirement Communities & Assisted Living
- Medical Laboratories, Diagnostic Imaging Centers, Other Misc. Ambulatory Health Care Services

RELATED MANUFACTURING & SUPPLY

- Ventilation, Heating, AC & Refrigeration Equipment Mfg. (e.g., Laboratory Freezers)
- Other Misc. General-Purpose Machinery (e.g., Centrifuges, Lab Furnaces)
- Analytical Laboratory Instrument Manufacturing
- Irradiation Apparatus Manufacturing (e.g., Suction Tubes)
- Medical, Dental, and Hospital Supplies and Equipment Merchant Wholesale

AVIATION AND AEROSPACE INDUSTRIES AND ASSOCIATED TECHNOLOGY

Tullahoma has long been a center for innovation, with the testing and development of aviation and aerospace technologies. The presence of the Arnold Engineering Development Complex (AEDC) has driven this innovation. While AEDC has had an enormous impact on the local economy, driving demand for local services and supporting local business development, the base has not yet spun-off an active, sustainable cadre of private companies developing and manufacturing commercial products in Tullahoma based on the base's technology innovation and strengths. Yet, there are opportunities to build on the local skills, expertise, and possibly facilities and equipment that are unique to AEDC to spur entrepreneurial development and attract businesses to commercialize emerging technologies.

Opportunities and strategies identified to leverage local assets, including AEDC; the University of Tennessee Space Institute (UTSI) and its research centers (which include biomedical and engineering and materials science, computational and experimental aerospace research, center for laser applications, high-speed original research and innovation zone, and the Mossbauer lab); and the Tullahoma Regional (Municipal) Airport for the purposes of economic development include not only emerging technologies and product development but also downstream commercialization and manufacturing of products for distribution.

Another opportunity stemming from this sector that could utilize the assets of the airport, AEDC, and UTSI is for both entrepreneurial development and business recruitment in technology. Although some of these opportunities relate directly to aviation and aerospace, this should be viewed as a broader category existing to capture broad-based testing and product development.

A proposal developed by a group of citizens for the creation of an Arnold Heritage Center and Innovation Park, which would focus on several different objectives including space for accommodating technology-related innovation, entrepreneurship and business development, as well as workforce development programs; a tourism hub to celebrate Hap Arnold and AEDC heritage, including innovation in aviation and aerospace technology; and a recreational facility and park to promote better health and to fulfill a US Department of Defense (DoD) directive to enhance quality of life and recruitment, possibly fits into this category and would be an ideal project for the recent enhanced use leases being discussed by the Air Force for property located off of Wattendorf Memorial Highway. The City should instruct TAEDC to also explore the following potential spin-offs from the above mentioned technologies:

Aviation and Aerospace Technologies:

- Ultralight Aircraft Testing & Manufacturing
- Aircraft Engine & Engine Parts Manufacturing
- Guided Missile and Space Vehicle Manufacturing
- Rocket Engines, Guided Missiles Manufacturing Guided Missile and Space Vehicle Parts Manufacturing

Medical Technologies:

- Ventilation, Heating, AC & Refrigeration Equip Mfg. (e.g., Lab Freezers)
- Other Misc. General-Purpose Machinery (e.g., Centrifuges, Lab Furnaces)
- Analytical Laboratory Instrument Manufacturing
- Irradiation Apparatus Manufacturing (e.g., Suction Tubes)
- Medical, Dental, and Hospital Supplies and Equipment Merchant Wholesale

Aerodynamics Technologies:

- Farm Machinery & Equipment Mfg. (Blowers, Forage)
- Ventilation, Heating, AC & Commercial Refrigeration Equip. Mfg.
- Commercial & Industrial Fan & Blower and Air Purification Equip. Mfg.
- Heating Equipment Manufacturing
- AC & Warm Air Heating Equip. & Comm/Ind. Refrigeration Equipment Mfg.
- Propellor Straightening Press Manufacturing
- Turbine & Turbine Generator Sets Mfg. (e.g., Windmills/Electric Generators)
- Air & Gas Compressor Manufacturing
- Pneumatic Tube & Conveyors Manufacturing
- Automatic Environmental Control Mfg. (Combination Limit & Fan Controls)
- Instrument Mfg. for Measuring & Testing Electricity/Signals
- Measuring, Controlling Device Mfg. (Vibration Meters, Analyzers, Calibrators)
- Ventilation Equipment and Supplies Merchant Wholesalers

TOURISM DESTINATION

Tullahoma has long been a tourist destination, beginning first in the late 1800s as visitors came to stay at resort and health hotels due to the altitude of the area and the mineral water and springs thought to have health benefits. Although these resort and health hotels are gone, tourists still come to Tullahoma to enjoy the water found in surrounding lakes, rivers and waterfalls. With Tullahoma's proximity to Cascade Hollow Distillery and Jack Daniel's Distillery, Tullahoma often also receives tourists interested in drinking the water. Leaving the water and heading into the air, aviation also draws tourists to Tullahoma, whether it is to visit or participate in the flying at the Beechcraft Heritage Museum, to skydive at the Tullahoma Regional Airport, or explore the history surrounding Arnold Engineering and Development Complex. Those more suited for land exploration have options, too, including hiking at local trails (including Short Springs Natural Area), learning about local Civil War and World War II history, discovering the Mitchell Museum, and exploring the arts at the Tullahoma Fine Arts Center or South Jackson Performing Arts Center. Sports enthusiasts can take advantage of the sports facilities, the city's many parks, and tour the Tullahoma Sports Hall of Fame.

The City should work with such existing resources available to promote and develop tourism, including the Tourism Council, the Tullahoma Area Chamber of Commerce, Tennessee Economic and Community Development Department, Tennessee Department of Tourist Development, Tennessee Civil War Trails, and the South-Central Tennessee Tourism Association.

It is recommended that the Chamber continue to have primary responsibility for tourism marketing. It is also recommended that the City and its committees, the Chamber, TAEDC, and all other entities interested in promoting tourism in Tullahoma work collaboratively when developing new tourism products. The Chamber also has responsibility for business networking and retention, and working with existing businesses to ensure that they get the resources they need.

TAEDC ACCOUNTABILITY

Included in the analysis for economic development conducted by Randall Gross / Development Economics for the City, was an observation that there appears to be a lack of strategic planning, oversight, delegated powers, and tracking to ensure that economic development efforts are accomplishing goals and objectives set forth by the city.

IT IS RECOMMENDED THAT THE CITY CONSIDER THE FOLLOWING:

1. Develop an Economic Development Strategic Plan to provide guidance and purpose. This Economic Development section of this comprehensive plan can serve as a starting point. The elements of the plan build should include goals and objectives, projects list and status report, accomplishments, recruitment targets, marketing and branding plan, funding and incentives, sites and buildings, and a list of metrics and benchmarks to be used to measure success.
2. Adopt Metrics and Measures to evaluate success. In addition to standard measures (business starts and failures, job change, relocations, unemployment statistics, etc.), metrics should also examine fiscal returns from projects, expansion and diversification of the tax base, building reuse and revitalization, new development, and labor force recruitment. The City could also identify comparable communities and benchmark them against key factors.
3. Apply Adherence and Council Oversight: There is a need for adherence to a strategic plan approved by the Board of Mayor and Aldermen, and for the Board to have oversight of the TAEDC to ensure it is meeting objectives. Staff performance needs to be measured, in part, based on adherence to the Strategic Plan and accomplishments, as well as metrics, benchmarks, and such measures as the Board deems appropriate, such as the number of business outreaches, retention and recruitment meetings.