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AIA REGIONAL/URBAN DESIGN ASSISTANCE TEAM STUDY, APRIL 1976

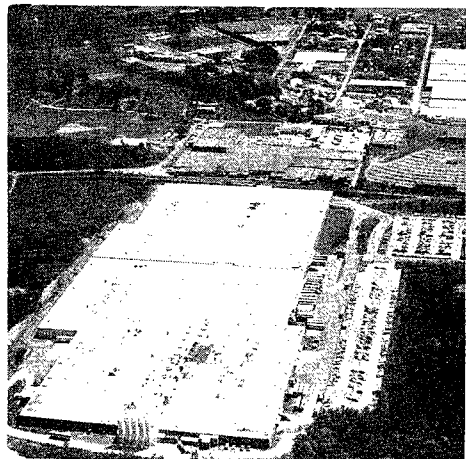
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**FREE  
PARKING**  
**TWO HOUR LIMIT**  
**DOWNTOWN  
MERCHANTS ASSOCIATION**



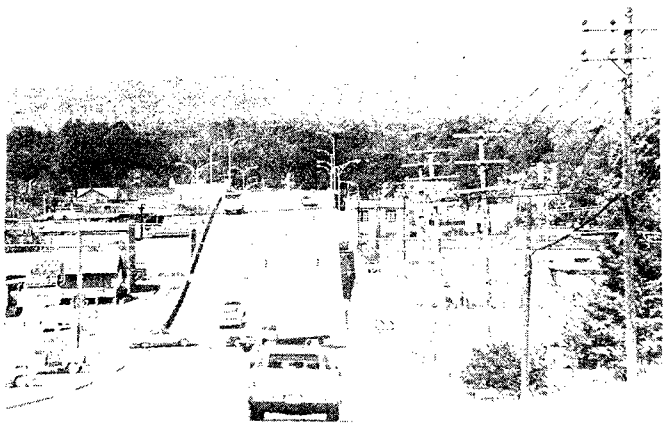
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# INTRODUCTION

This project is supported by a grant from the National Endowment for the Arts in Washington, D.C., a federal agency.



# INTRODUCTION

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## R/UDAT PROGRAM

The Urban Planning and Design Committee of the American Institute of Architects has been sending Urban Design Assistance Teams to various American cities since 1967.

The Dalton Team is the 34th such team to be invited into a specific area to deal with environmental and urban problems which range in scale from a region to a small town, and in type from recreation areas to public policy and implementation.

The teams respond to the problems as described by the local AIA Chapters and their sponsors from the community leadership.

Each Regional/Urban Design Assistance Team is specially selected to include professionals experienced in the particular problems of the area under study. Members are not compensated for their service and agree not to accept commissions for work resulting from their recommendations.

The team acquaints itself with the community and its people, develops its analysis from a fresh perspective, offers its recommendations and presents a new approach for planning and action.

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## OBJECTIVES

The objectives of the R/UDAT Program are:

- to improve the physical design throughout the nation
- to illustrate the importance of urban and regional planning
- to stimulate public action
- to give national support to local AIA Chapters in their efforts to improve their own communities and become actively involved in urban

design and planning issues.

An assistance team cannot provide detailed analysis or solution nor final plans to complex problems in the 4-day visit, but it can objectively approach long standing problems with:

- a new look by experienced outsiders
- a new impetus and perhaps new directions for community action
- clear and comprehensive recommendations which are professionally responsible as well as politically and economically feasible and publicly understandable

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#### THE VISIT

The request for a R/UDAT Team was approved in March 1976. In April 1976, Jules Gregory, National R/UDAT Chairman, made a reconnaissance visit to Dalton and discussed the details of the team's visit. A team was organized and then sent background material on the Dalton area in advance of the visit. After meetings with city officials, planners, civic leaders and organizations, special interest groups and other interested citizens' groups, the Team surveyed the city by automobile, air and on foot.

With this information, the team, aided by architectural students from Georgia Tech, engaged in intensive work sessions which culminated in a public presentation to a Town Meeting on April 26. This report was presented at that time. The purpose of the visit was to: "review issues outlined in the Charge, decide the feasibility of programs directed at each issue, determine specific design opportunities that could be pursued, and develop a step-by-step procedure for implementation."



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SPONSORSHIP

The possibility of a R/UDAT visit to Dalton was suggested to the Mayor and City Council in 1975 by Ted Smith, Chairman of the "City Spirit" Committee.

The request to the AIA was accompanied by letters of interest and support from the City of Dalton, Creative Arts Guild, Dalton Chamber of Commerce, Dalton Chapter of the Georgia Conservancy, Dalton Junior Woman's Club, North Georgia Area Planning and Development Commission, and the Atlanta Chapter of AIA. Financial support for the expenses of the R/UDAT visit and this published report were provided by matching grants from the National Endowment for the Arts, the City of Dalton, and interested businesses and individuals.



# BACKGROUND



# BACKGROUND

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## HISTORY



The land on which Dalton is built was bought by Captain Edward White of Massachusetts for a New England land syndicate. The seat of Whitfield County, Dalton was incorporated in 1847 by an act of the Georgia Legislature. The city was named in honor of Captain White's mother whose maiden name was Mary Dalton. At the time Knoxville, Tennessee, and Marthasville, Georgia, (Atlanta) were only clusters of cabins.

In its first decade Dalton, built near three springs, became widely known as a resort area as well as a trade center. Primarily agricultural, Dalton was able to gain markets for its products because of the building of the Western and Atlantic Railroad from Atlanta to Chattanooga in the 1840's. The building of two other railroad lines stimulated Dalton's economy. As lumber, flour, iron, and cotton mills were built, the city and the area grew and prospered.

During the Civil War, Dalton was on the route of Sherman's "March to the Sea." The headquarters of General William T. Sherman, Commander of the Union Forces, for five days before the march, was at the Clisby Austin house in Tunnel Hill, today a Georgia Historical Commission site.

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## GROWTH

Dalton continued to develop as a prosperous manufacturing town. By 1930, the second year of the Great Depression, the population had increased to 8160. It had a substantial residential street, Thornton Avenue, which ran almost the length of the town, with Victorian homes and wide lawns.

To solve their financial problems, Dalton businessmen began to take seriously the hand

craft industry of making tufted bedspreads. It has grown directly from an experiment made in West Whitfield County in 1895 when a 15-year-old girl, Catherine Evans, designed and made a candlewick spread after she had seen one in the home of a cousin. The business in the 1920's was run mostly by women and was little more than a hobby.

In the 1930's multi-needled tufting machines were developed which led to the industrialization of the "hobby". Today the industry has annual sales of over \$100 million.

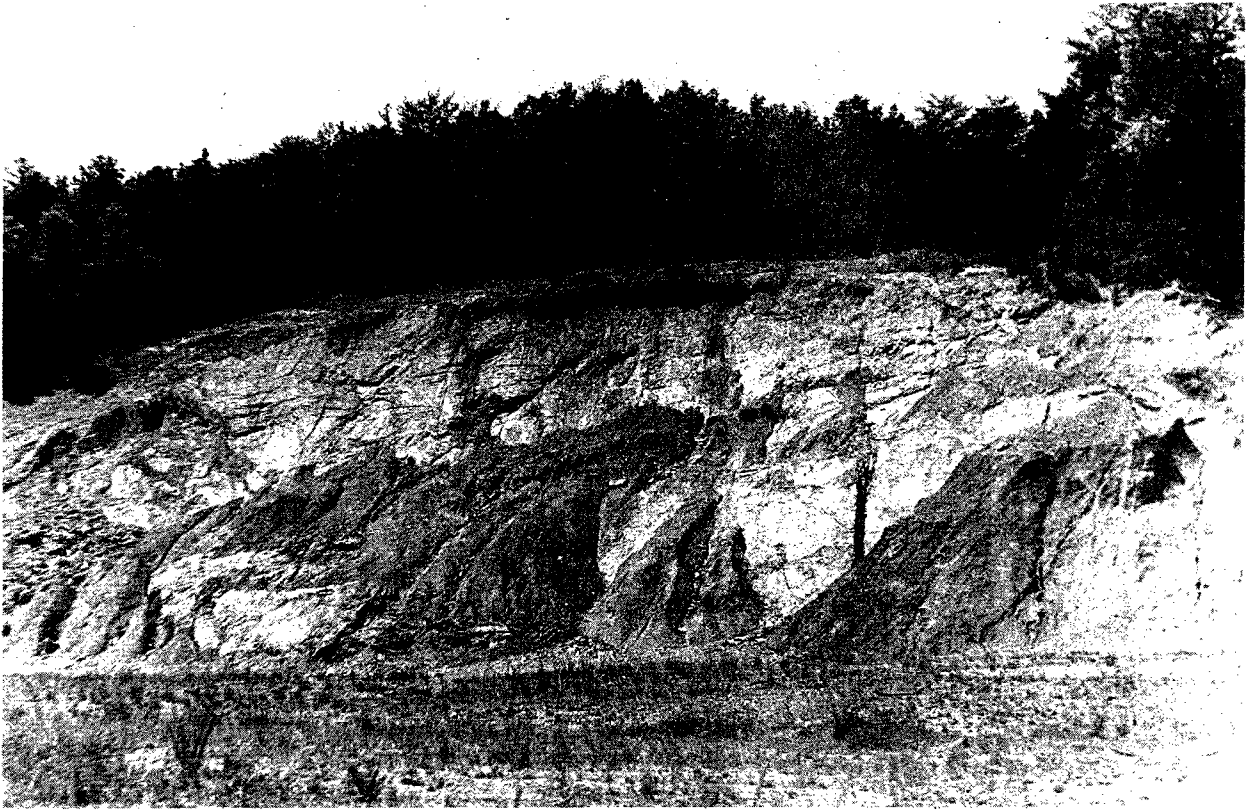
In 1971, the Carpet and Rug Institute Building was opened in Dalton to house the headquarters of the nation's carpet industry.

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#### PUBLIC SERVICES

Dalton's continued growth is largely due to the provision of good city services and relatively inexpensive public utilities. In meeting the needs of the carpet industry, Dalton Utilities, through the efficient provisions of water, electric, gas and sewerage services has been able to attract new carpet companies to Dalton and foster the growth of those already in Dalton. Services provided by the City and other governmental units which also have encouraged Dalton's growth include good schools, fire protection, park and recreation facilities, new roads, a new city - county hospital complex, and police protection.

# OVERVIEW





# OVERVIEW

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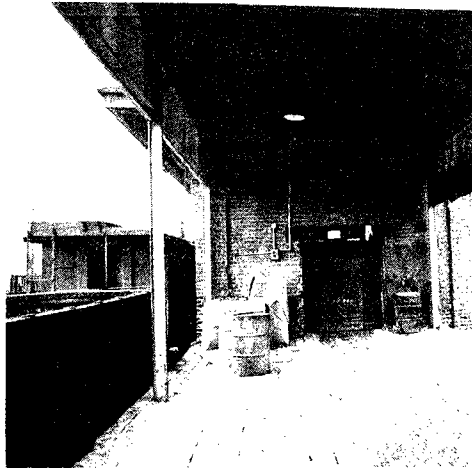
## INTRODUCTION

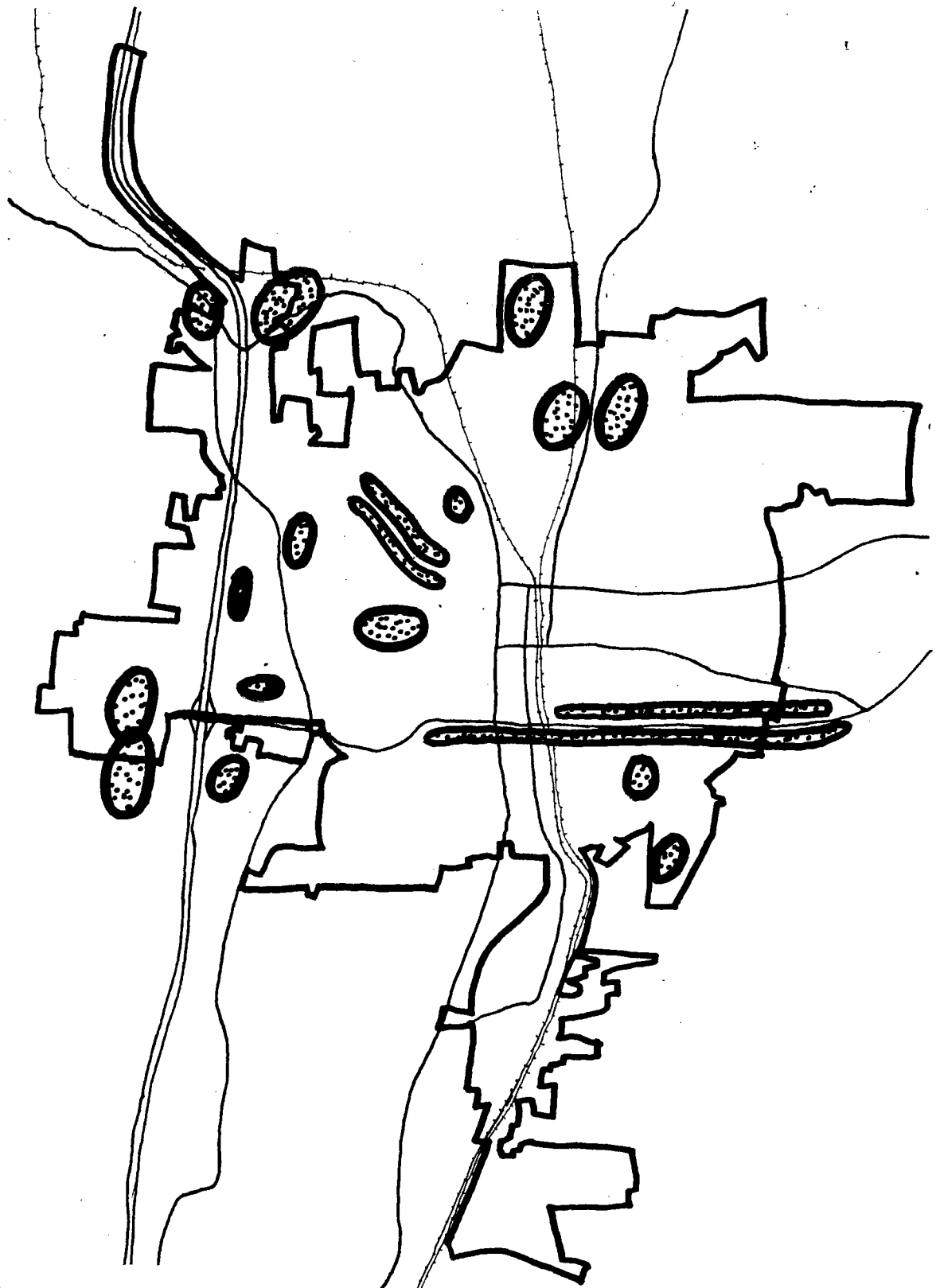
It is necessary to assess how closely publicly adopted goals, policies and recommendations are being followed by what is being built or allowed to happen within the jurisdiction. The team had the opportunity to examine the published plans for the Dalton area, do field surveys, aerial reconnaissances and walking tours. They also had the opportunity to meet and discuss the community goals and performances with citizens, civic leaders and officials.

The major development goals and policies may be grouped under eleven major headings as follows:

- protection of flood plains and watershed areas
- provision of recreation area
- a firm land use control policy
- redevelopment of the central business district
- location of administrative and cultural district
- concentration policy for secondary and local commercial area
- development pattern and policy for industry
- organized residential communities and public facilities
- transportation policies
- urban renewal
- proposed Dalton Reservoir

The goals and policies, as enunciated, will be followed by the observations of the team members regarding that specific topic.





MAN MADE LANDSORES

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PROTECTION OF FLOOD PLAINS AND WATERSHED AREAS

Recommendation:

A. Urban and other inappropriate uses should not be permitted in areas subject to periodic flooding.

Observation:

No mechanism, such as flood plain zoning, conservation district zoning, or other techniques, is used in the area to insure the preservation of the flood plain areas.

Recommendation:

B. Building or other activity on steep slopes should be restricted or properly controlled in order to limit soil erosion and sedimentation into streams.

Observation:

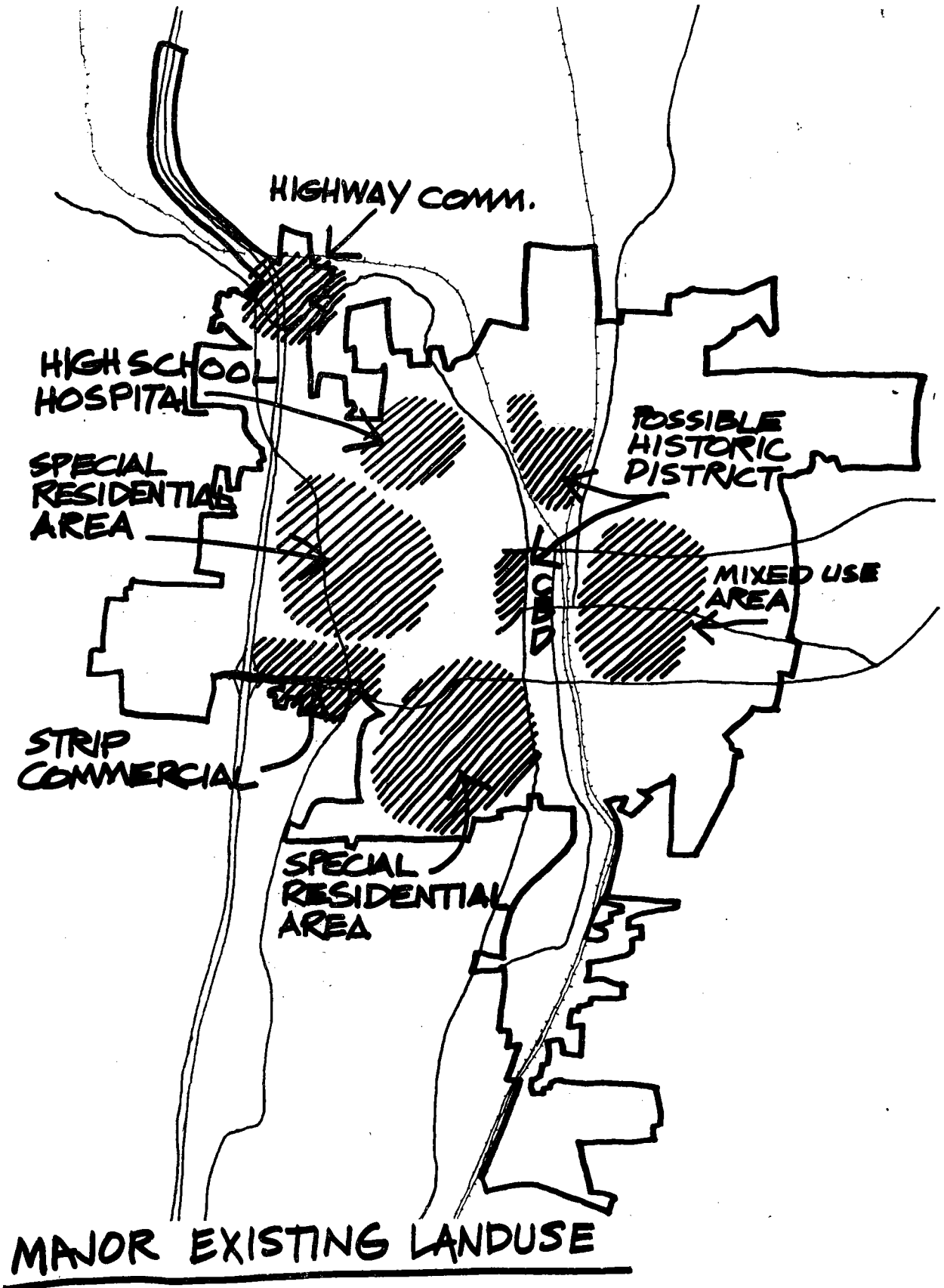
Landstripping, clearcutting and major earthmoving exist throughout the region. There are no adequate controls to limit such activities or to minimize their effects. The visual pollution as well as the degradation of the streams and lowland areas contribute to a worsening of the environment of the Dalton area.

Recommendation:

C. Scenic recreational, cultural, and historical areas of Dalton should be conserved and re-used as part of the people's heritage.

Observation:

A considerable part of the architectural and historic heritage of the Dalton area appears already to have been lost and many other parts are in danger because of excessive commercial zoning and inappropriately high densities in residential areas. Nineteenth and early twentieth century housing in the central area includes a number of fragile but still sound close-in, older residential areas. Isolated buildings of particular architectural merit or historic



significance are the Crown Cotton Mill and Worker Housing, the railroad station, and isolated residences. There is little tangible action to execute a program of conservation, preservation, and reuse.

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#### PROVISION OF RECREATION AREA

##### Recommendations:

A. The city should follow a policy of designating, acquiring, developing, and maintaining appropriate recreation facilities for the city and its surrounding urban area.

There is not an apparent willingness to use the full range of public powers such as requiring dedication of open spaces, the use of cluster zoning techniques which would make available land suitable for recreational purposes. Other well-tested techniques, which have been used by communities throughout the country to acquire appropriately located and suitable land for recreation purposes, should be investigated.

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#### A FIRM LAND USE CONTROL POLICY

##### Recommendations:

A. The city should establish far stricter land use controls in order to preserve existing development and to insure that new development is of a quality scale appropriate to Dalton.

##### Observation:

The existing Dalton zoning ordinance is excessively lenient in development controls which it imposes on land, has excessive permitted densities, and allows too broad a range of uses within almost all districts. The effect of the zoning ordinance deficiencies is to allow inappropriate mixtures of uses which causes deterioration, social dislocation, and unnecessary public improvement costs. For instance, major portions of the eastern Dalton residential areas are

zoned for industrial purposes, even though predominantly residential in character. Additionally, there appears to be substantially more commercial zoning, particularly along major arterials, than could ever be productively used.

The lack of any land use controls in Whitfield County permits unbridled development, the effects of which are felt immediately and in the long term future by the residents of both the city and county. Most development is occurring outside the jurisdiction of the city where development standards do not exist and where the future character of Dalton is being established now.

Recommendation:

B. Incompatible mixtures of land use should not be permitted within the same district and appropriate controls of those districts should be established.

Observation:

The result of lax controls and the flabiness of the zoning ordinance has resulted in a number of inappropriate developments: Walnut Avenue, Thornton Avenue, and a number of other segments. This low quality development is expensive, aesthetically displeasing, and in some cases can present a direct threat to public health, safety, and general welfare.

Recommendation:

C. The Dalton urban area should be subject to a priority development plan in which areas suitable for early development would be identified and subjected to appropriate controls to insure that development takes place at the time, location and quality proposed.

Observation:

Ineffective land use controls in the county, the lack of an aggressive annexation policy by the City of Dalton and the absence of a program for orderly expansion on a programmed basis of utility service, have resulted in haphazard and uncoordinated development.

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REDEVELOPMENT OF THE CENTRAL BUSINESS DISTRICT

Recommendation:

A. Major new parking capacity should be constructed in the central business district to serve present and future uses.

Observation:

There appears to be no operating program for coordinated parking improvement, either through the construction of the new parking lots and structures or better management of the existing spaces.

Recommendation:

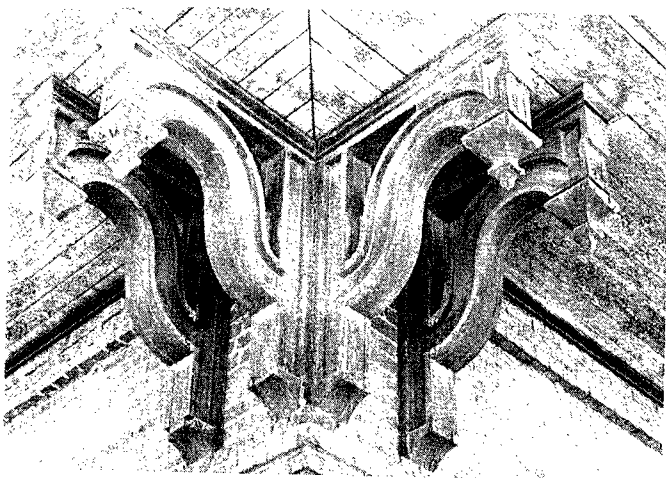
B. The future central business district should include the major commercial, administrative, and cultural installations for the city. These uses should not be allowed to spread outward along the arteries or in outlying areas.

Observation:

The relocation of many appropriate central city functions to outlying commercial areas or along the main roads entering the central business district has been encouraged. Some traditional downtown functions have recently moved or are contemplating a move to outlying areas. Chief among these are the new utilities building, the planned move of the Chamber of Commerce headquarters, and the projected relocation of the North Georgia Planning and Development Commission adjacent to the new city/county jail. The continuation of these trends cannot help but impair the downtown area and erode its economic and aesthetic health. The deterioration of downtown Dalton will be insured by this relocation of important and needed downtown activities.

The central business district of Dalton is currently sounder than most comparable central business districts in similar cities. However, there are signs of deterioration and economic downturn already apparent. If the causes of these symptoms are not checked, it will be impossible to reverse the deterioration of central Dalton.





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LOCATION OF ADMINISTRATIVE AND CULTURAL SERVICES

Recommendation:

A. There should be a governmental and public service complex in the vicinity of the existing county courthouse and central business district.

Observation:

During the continuing debate and decision regarding the future needs for cultural, administrative, and sporting installations within Dalton, the touchstone to the decision must be the idea of multiple purpose uses, so that the investment of public and private dollars will have the greatest benefit to the widest possible range of audiences and consumers. Reuse of the City Park Junior High School may be a pivotal issue, since it has the potential for attracting scattered activities to the central part of Dalton and also can provide a space for new activities.

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CONCENTRATION POLICY FOR COMMERCIAL AREAS

Recommendation:

A. The city should reduce the amount of land zoned for commercial uses to conform more closely to that which is actually needed.

Observation:

Examination of the zoning map and development patterns leads inexcapably to the conclusion that there is an excessive amount of land zoned for commercial purposes; land not even zoned is subject to commercial exploitation in the county. The blighting effect of this zoning for commercial uses is readily apparent to even the unskilled observer.

Recommendation:

B. Appropriate development requirements should be enacted in all commercial districts to provide adequate control over access, circulation, parking, setback and appearance.

Observation:

Lack of control of site design, layout, sign installation, and access have permitted chaotic and unappealing commercial developments. Well tested techniques are available for adoption which could provide, under a planned commercial development district within the zoning ordinance, for appropriate controls, review, and approvals to insure that access, circulation, appearance and signs would be more in keeping with the aesthetic standards which seem to be desired by Daltonians.

C. The zoning regulation should be altered to prohibit mixed commercial and residential uses as well as mixed industrial and commercial uses.

Observation:

The wide range of permitted commercial and industrial uses have resulted in the deterioration of what could have been very sound residential areas. This is particularly evident in the east side residential area. The zoning ordinance badly needs complete revision, using more modern zoning provisions which have been developed for cities of Dalton's size and character.

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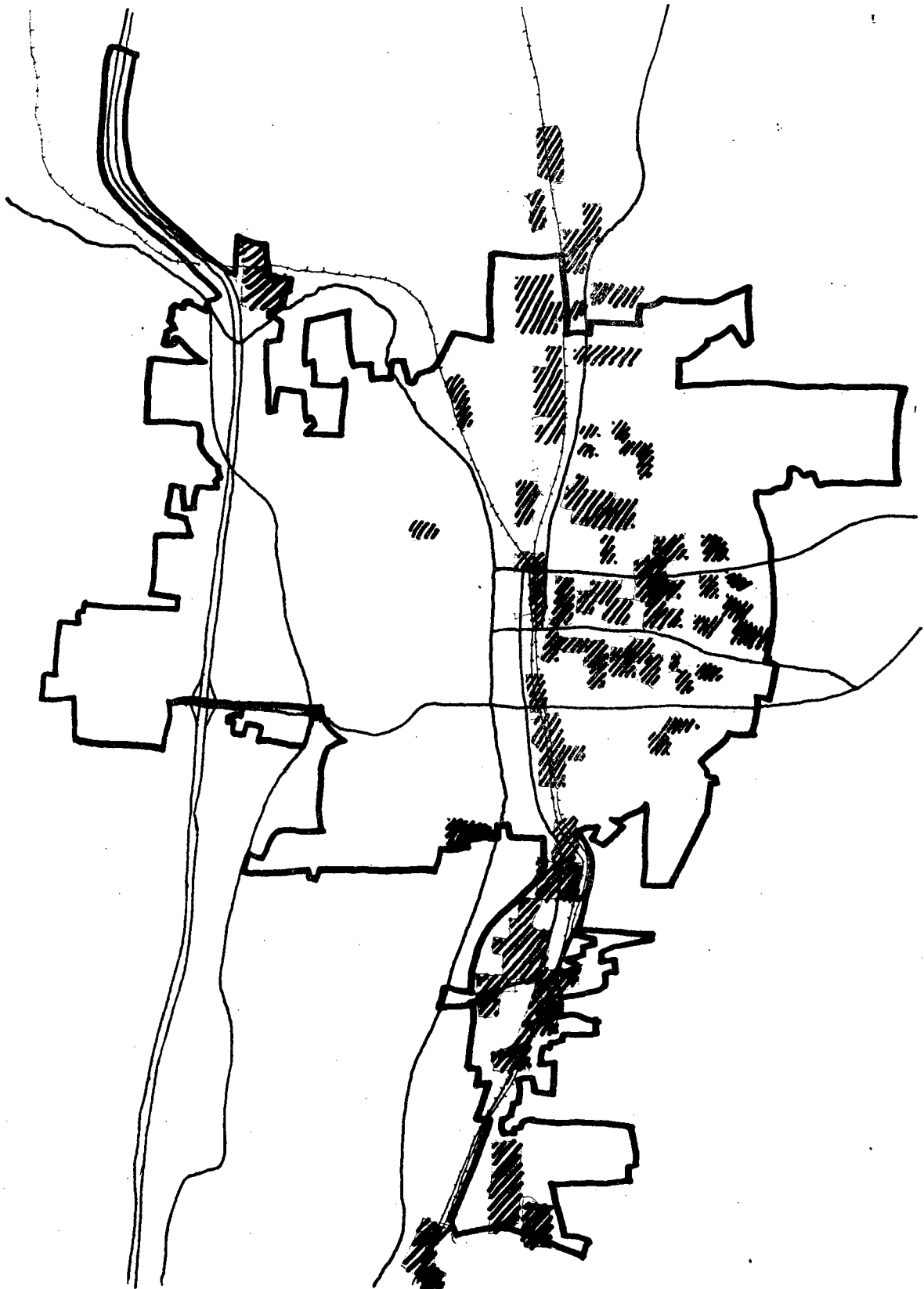
#### DEVELOPMENT PATTERN FOR INDUSTRY

Recommendation:

A. New construction in designated industrial areas should be served without attracting service traffic through residential areas.

Observation:

Dalton had an adequate amount of undeveloped land zoned for industrial development at the same time having an excessive amount of residential land zoned for industry. This encourages



MAJOR INDUSTRIAL LOCATIONS

incompatible uses, marginal enterprises and disruptive activities in areas which should be protected from such invasions. The land zoned for industrial development in the northern area and the substantial industrial land lying south of the city should be subject to more rigorous development and operational control than is now provided by the M-2 and M-3 zones of the current city zoning ordinance, which seem, by the way, to be identical.

B. Performance standards should be established for industrial operations to limit the external effects of noise, smoke, vibration, glare, and other nuisances.

Observation:

The lack of even rudimentary performance standards provides no protection for industrial uses from the adverse effects of their neighbors or provides no opportunity for protection where industrial land is located in close proximity to residential and commercial operations.

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#### ORGANIZED RESIDENTIAL COMMUNITIES AND PUBLIC FACILITIES

Recommendation:

A. A five to ten year capital improvements program should be developed based on a land use plan to schedule acquisition, construction, and development of public facilities on a rational program basis.

Observation:

Such a program would be a major step forward in the improvement of the decisions regarding the allocation of public funds, but the lack of aggressive city annexation policy and the complete lack of an effective development control within Whitfield County make such a program completely impossible to implement.

The team was very much impressed with the effective and astute management by the utilities commission for the operation of the sewer, water, electric, and gas systems within its service area. A stronger development policy and priority setting on the part of city and county, providing for more precise control of the timing magnitude and direction of growth would permit a better job to be done by agencies in coordinating their spending plans and construction programs with the pace of development.

B. Existing and future land use regulations should be designed and enforced to require the land developer and builder to provide basic public facilities at the time of construction.

Observation:

The lack of effective controls and enforcement of the installation of required improvements, such as water distribution, sewerage collection, storm water control, paving, curb and guttering, and other public improvements should be made a part of the development package for any new development in the city and county. This insures that the level of development is compatible with future demands placed on the public facilities by new citizens.

The people who are to benefit from the installation of new facilities should pay for their fair share of the cost of the installation of those improvements, through the enforcement of appropriate subdivision regulations and other development controls. Techniques are available for adaptation to the Dalton area. Model subdivision regulations, public facility codes and other techniques have been successfully used in numerous jurisdictions throughout the nation.

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TRANSPORTATION FACILITIES

Recommendation:

A. There should be a coordinated transportation plan prepared covering the urban and urbanizing areas of the Dalton-Whitfield County area in order that new public facilities will relate one to another.

Observation:

A considerable amount of construction that improves some of the circulation and access to many parts of Dalton has been undertaken. There seems to be a lack of an overall rationale for this and some obvious conflicts are already emerging. It is desirable that future construction relate transportation to the land uses which it is to serve and which it will generate.

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#### URBAN RENEWAL.

Recommendation:

A. The primary emphasis on urban renewal within the City of Dalton should be on the rehabilitation and improvement of existing residential areas providing adequate close-in housing for workers and their families.

Observation:

Installing pavement, curbs, gutters, and storm water drainage within the older areas of the city is a commendable and effective first step in attempting to stabilize the older residential areas. The next step should be the enforcement of minimum housing standards and compliance with the building code so that further structural deterioration and dilapidation is discouraged. A number of the houses are in need of minor and major rehabilitation. The income level of many residents may not be high enough to qualify them for conventional financing or qualify them for a sufficient amount of financing to do the job properly. Here, alternative means of providing funds by financial institutions or a revolving fund set up by the public housing authority should be explored.

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PROPOSED DALTON RESERVOIR

Recommendation:

A. A detailed plan and regulatory system should be developed for the land that would be impacted by the construction of the proposed Dalton Reservoir.

Observation:

Through the foresighted planning of the Utilities Commission, this multi-purpose installation will provide substantial benefits to the Dalton-Whitfield County area and should be protected by means of a land development program, to insure that the basic purposes of the reservoir will be protected. Such things as erosion and sedimentation control, the adequate control of septic tank effluent and the control of intensive development in the drainage area is obviously in the public interest. The recreation, water supply and stream augmentation aspects of this reservoir are invaluable assets to the whole community; it behooves the community to take steps now to see that the investment of public funds is not undermined by a continuation of the unfortunate land use, which has been the prevailing practice throughout Whitfield County.



**CITY / COUNTY**

**The  
Dalton-Whitfield  
County  
Chamber  
of  
Commerce**

*Welcomes you to...*

*The Carpet Capital of the World*

# CITY/COUNTY

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## DEPENDENCIES AND INTERRELATIONSHIPS

The R/UDAT team noted a high level of interdependence between the City and the County. The two have a major impact on each other in their decisions and operating practices. The County, due to its extensive land areas and appropriate topography, provides the space for several municipal installations. Examples of City facilities located in the county include the airport, the municipal golf course now under construction, and expansion of the City's water supply in the form of a future reservoir along the Conasauga River. Conversely, the City is the location for facilities which serve County residents, including a major medical complex, ball fields, and other recreational facilities.

The two jurisdictions are also dependent on each other for different services provided by the private sector. The City is the primary employment center for the area and also has most of the shops and stores. The County increasingly serves as the residential "bedroom" for the area and now houses the majority of the population.

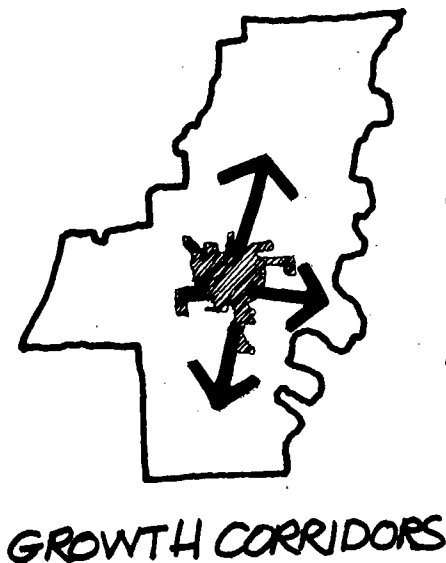
The differences between the City and the County make them dependent upon each other, but they also serve to create conflicts which emphasize the importance of working jointly to achieve what neither jurisdiction can do alone. Improvement of the means for addressing and resolving these conflicts was viewed by the R/UDAT team as a critical element in improving the quality of life in both the City and the County.

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## THE URBAN FRINGE

Most opportunities to provide a high standard of physical quality in an area occur at the time the area is undergoing a change from rural to urban, that is, from undeveloped to developed land. At present, a substantial amount of urbanization is taking place in undeveloped County pockets

adjacent to the City of Dalton, and is, therefore, subject to development policies which the City either has or may wish to establish. However, much of the present growth activities lie outside the City boundaries. Development of this urban fringe, if executed poorly, can cause subsequent problems to the City due to annexation of the affected area or simply from proximity to City boundaries. At the same time, development of City land can also have an impact on nearby areas of the County, as is the case with expansion of City industrial zones adjacent to residential areas in the County.



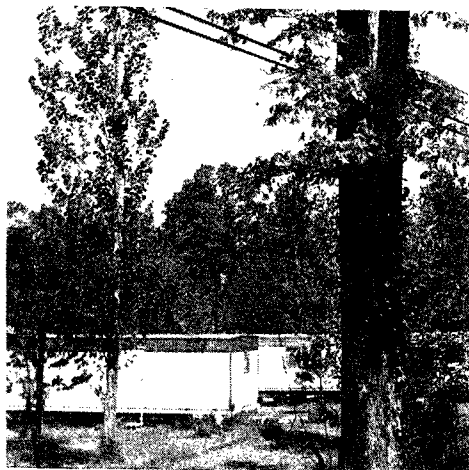
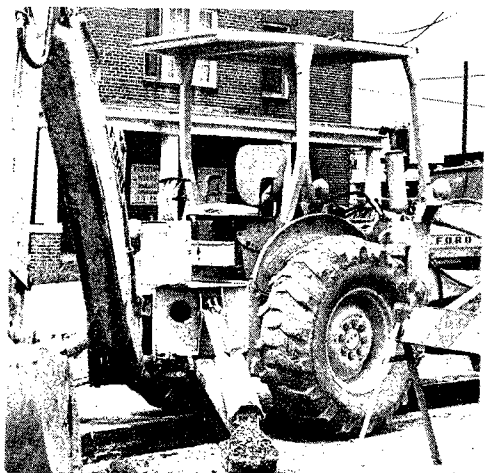
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#### DIRECTION OF DEVELOPMENT

Major development thrusts are occurring outward from Dalton in several directions. Principal growth corridors include:

- North and northeast, particularly along Cleveland Highway. This growth is primarily residential, but will be followed by a demand for retail facilities and commercial services within the corridor.
- East and southeast, towards Chatsworth, and as a result of the improved east-west access provided by the railroad overpasses and eastward extensions of Waugh Street and Walnut Avenue. An area which appears to be particularly ripe for development is the junction of East Morris Street and the Walnut Avenue Extension.
- South, along the railroad and U.S. 41 (Thornton Avenue). This is the main corridor of industrial growth.

In addition, development is not yet complete around the two focal points created by the Interstate 75 interchanges on the west side of Dalton. Some development will also combine to take place on an "infill" basis within the City of Dalton.

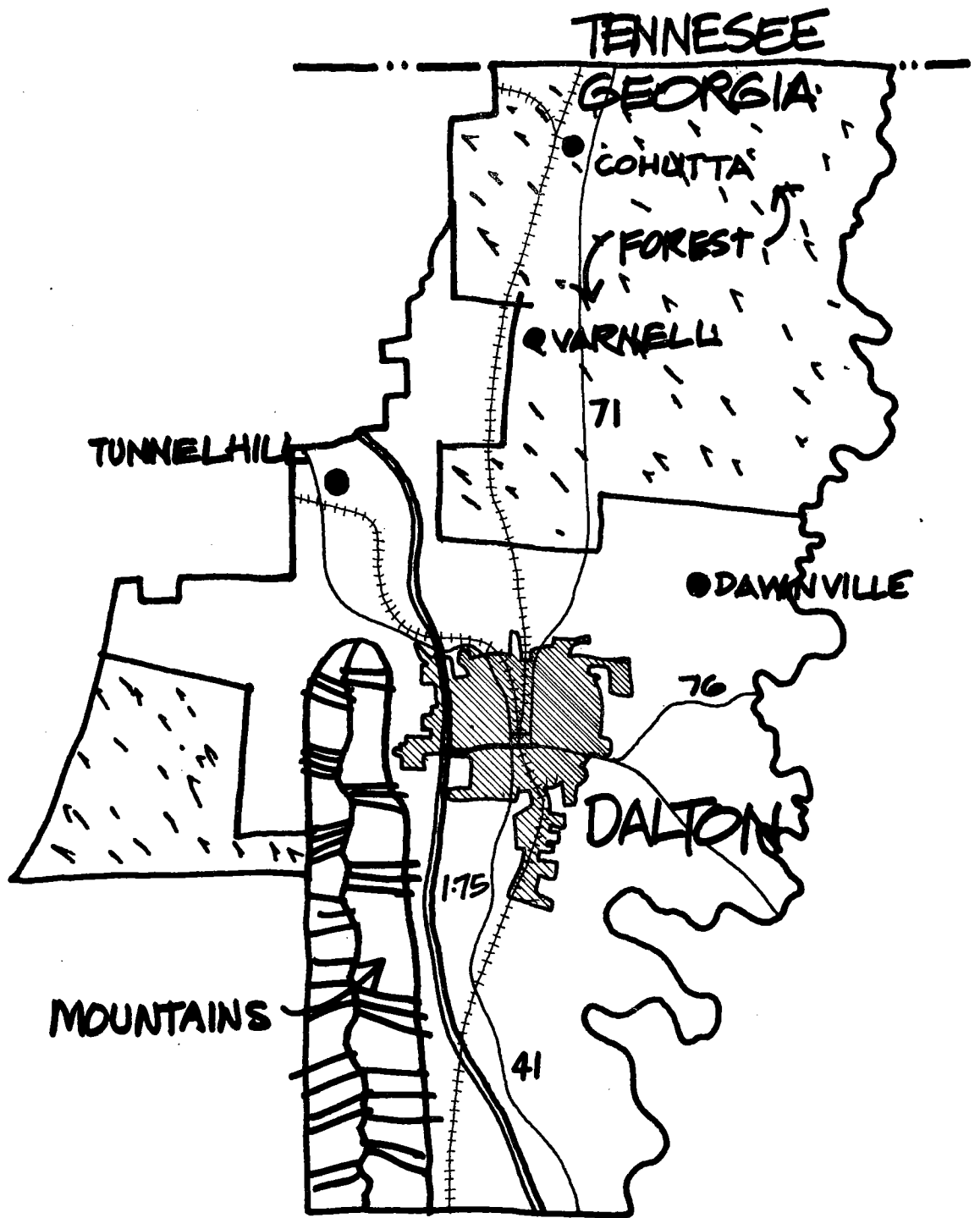


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## EXISTING GROWTH POLICY

A growth policy for the City of Dalton and the urbanizing portion of Whitfield County in the vicinity of Dalton exists in document form in the Future Land Use Plan for the Dalton Urban Area, dated July, 1974. This plan was prepared for the Dalton-Whitfield County Planning Commission by staff on loan from the North Georgia Area Planning and Development Commission. The plan sets forth major objectives and goals which should guide development within the planning area. Development policy is expressed principally in recommended land uses and their approximate locations. In addition, the plan sets forth certain related general principles for consideration in the development of the planning area. These general principles were described in the "Overview" section. The most specific expression of development policy in this document is the Land Use Map, which identifies geographic areas appropriate for residential, industrial, commercial/and institutional land uses; areas where development should be restricted, such as steep slopes, flood plains, and the airport approaches; and the areas in which development should be discouraged or restricted to very low density residential development, in order to preserve agricultural uses and protect the watershed of the future reservoir. However, the plan does not set forth specific standards governing development for each land use or provide a future highway and circulation plan, a plan for other public improvements and facilities or identify the extent and staging of future public utilities expansion into unserved areas. The plan, therefore, serves as a broad policy framework, but does not yet have the specific elements necessary to guide development.

The 1974 Future Land Use Plan was adopted by the City of Dalton and therefore provides a basis for the designation of zoning districts within the City. It was also intended as an expression of City policy



WHITFIELD COUNTY

regarding the intended land use for areas lying outside the City which might someday be annexed by the City. The R/UDAT team did not have sufficient time to determine whether this has occurred to date, as intended.

It is the team's understanding that the 1974 Land Use Plan Report was accepted by the Whitfield County Board of Commissioners. Since the County does not have zoning ordinance, official adoption of the Plan by the County was not required. With no zoning or other machinery for plan implementation, the Plan has very little impact on the development of the urbanized areas of Whitfield County.

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#### FUTURE GROWTH POLICY

Future growth policy should be developed consistent with the basic principles in the 1974 Land Use Plan, but with additional detailing necessary to provide a definite program. The R/UDAT team has recommended the inclusion of additional development policies and modification of some of the existing policies in other sections of this report. These recommended objectives and standards refer specifically to the City of Dalton and reflect the team's assessment of the City's problems and opportunities. However, many of these specific recommendations are applicable to the urbanizing portion of Whitfield County and can be used as a basis for further refinement of a City/County Growth Policy.

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#### MACHINERY FOR POLICY IMPLEMENTATION

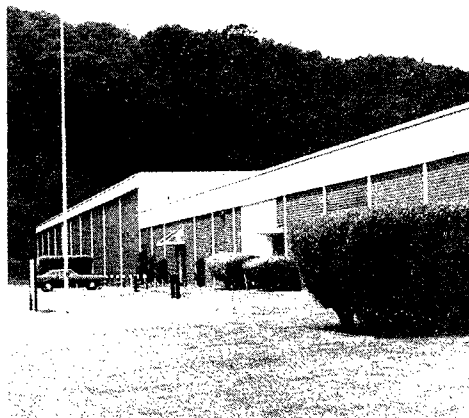
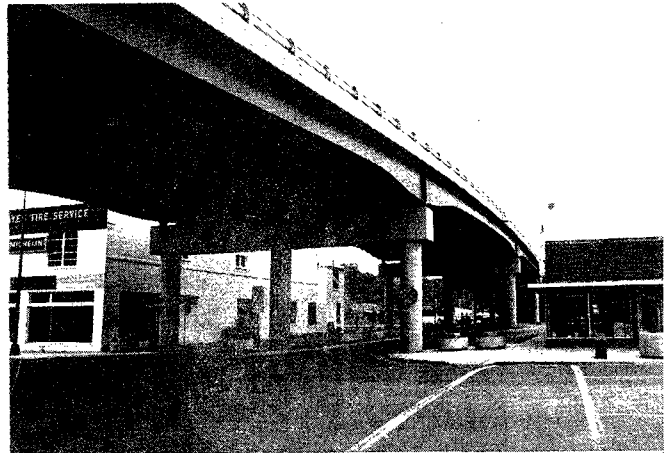
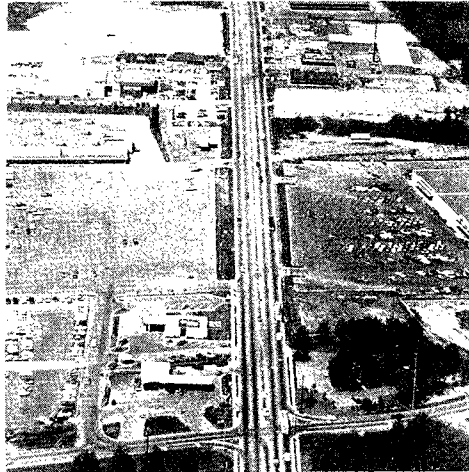
Methods for translating policy, plans and objectives into sound development, particularly in the urban fringe area, are almost completely lacking at present. The R/UDAT team recommends the following combination of methods to cure this critical defect:

- Further detailing of the 1974 Land Use Plan by preparation of specific plan components including circulation (extent, type and phasing of highways

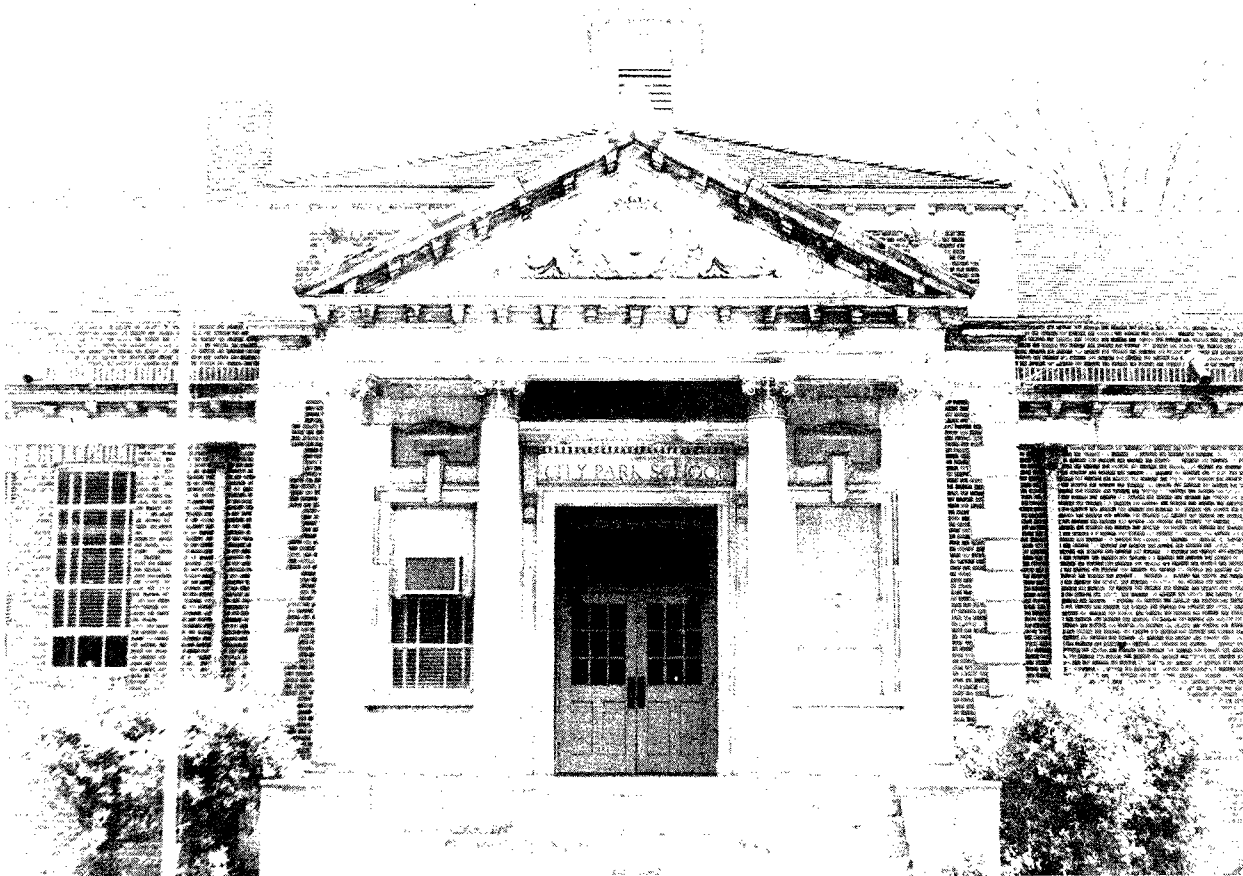


and bikeways) public services and facilities.

- Adoption of a zoning ordinance by the County governing development of the area around the City of Dalton. Georgia Law permits the zoning of a portion of a county under the provisions of the General Planning Enabling Act of 1957, as amended. Zoning of the entire county is not required.
- In the absence of a county zoning ordinance, adoption by the City of a uniform zoning ordinance for areas within a given distance of the City to become effective upon annexation.
- Formulation and utilization of a comprehensive annexation policy and procedure for the City to insure that areas of sufficient size and contiguity are annexed to the City and that their annexation is accompanied by an appropriate provision of necessary services at a reasonable cost to the City. At present, City annexations are carried out on a piecemeal basis upon the application of individual landowners.
- Development and adoption by the City of a plan for the scheduled expansion of water and sewer service outside the boundaries of the City specifying what areas would be serviced within one to two years, five years and ten years, and setting forth the conditions under which package treatment systems constructed by developers in the County would subsequently be incorporated into the City system.



**CITY**



# CITY

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## OPPORTUNITIES AND APPROACHES

The R/UDAT team has identified citywide design and development opportunities for dealing with community facilities needs and bikeways. For each of these areas the team has identified design opportunities, approaches to planning, considerations for setting priorities and possible implementation mechanisms.

### COMMUNITY FACILITIES

Many of the citizens who are new to Dalton desire community and cultural activities which they previously have had. Citizens who have been here many years would like better facilities for their social organizations and activities. With proper coordination the various organizations might collectively be able to sustain the use of new community facilities.

The City Spirit Committee and other interested citizens discussed with the R/UDAT team both the types of activities they felt should be housed and the various locations which they felt might accommodate these activities. A large number of organizations expressed interest in such facilities, including groups such as the Mutual Concert Association, Creative Arts Guild, Voluntary Action Committee, and the Whitfield-Murray Counties Historical Society.

The renovation of the Old Firehouse on Pentz Street by the Creative Arts Guild is a good example of how an historic building was adopted to re-use as a community facility. But even the Creative Arts Guild feels the need for more space. Facilities are required for a diversity of additional activities, such as:

- meetings
- special events
- performing arts
- creative arts and exhibits
- social functions
- social services

While many of these activities could share common space others would best operate independently. Facilities which might appropriately house some of these activities include:

- Railroad Station
- City Park School
- Crown Cotton Mill and/or Offices
- Felker House and other historic houses along Thornton Avenue
- New buildings
- Programming of schools and other public buildings during off-hours

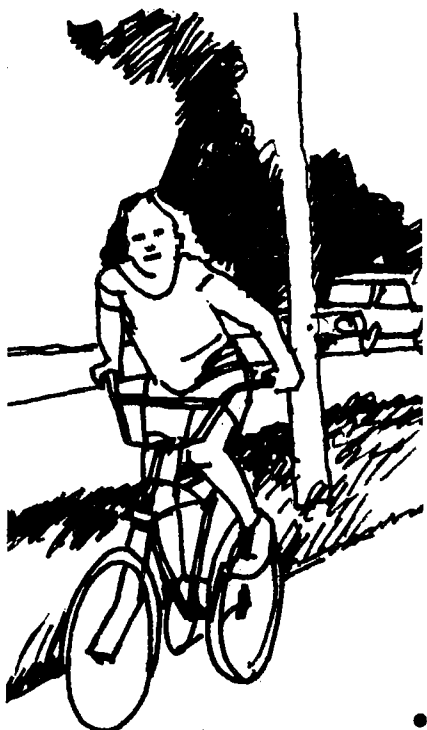
A study to determine the appropriate match between these various organizations' activities and the available facilities is well beyond the resources of any one organization. However, such coordination is important. It is suggested that the city government should undertake or commission a detailed study leading to a plan of action. The study would include the following elements:

- define needs -- space requirements, frequency of activity, functional layout and other requirements of each civic organization.
- survey sites -- space use potentials, access, condition, adoptive re-use potentials and cost for improvement.
- match needs against available space -- identify special purpose facilities and multi-purpose facilities.
- develop a plan for financing, acquiring, improving, and operating the facilities -- consider and evaluate alternatives for responsibility for each aspect (eg. city government, non-profit corporation, and/or lead organization).

Several sources of funds for developing a community facility plan of this type include the National Council of the Arts, National Endowment for the Humanities, National Endowment for the Arts (railroad station re-use planning grants), Community Development Block Grants, private foundation grants, and donations from the various organizations to match Federal or State programs.



## BIKEWAYS



PATH



TRAIL

Throughout the nation, bicycling has increased both as a leisure time activity and as a means of transportation to school or work. However, in Dalton, both the youth and their parents feel bicycling is unsafe because there are insufficient protective facilities provided the bicyclist. Roads are either too narrow to accommodate the bicyclist or too heavily travelled by cars and trucks. Many roads do not have sidewalks, and except in the downtown, sidewalks have frequent curbs which hamper bicycling. Bicycle locking and storage facilities are inadequate at the City's schools and in the downtown.

A successful bikeway network must ensure safety from conflicts with traffic, continuity between residential areas and major attractors (schools, recreation, downtown, shopping). It must also be environmentally attractive and cost effective.

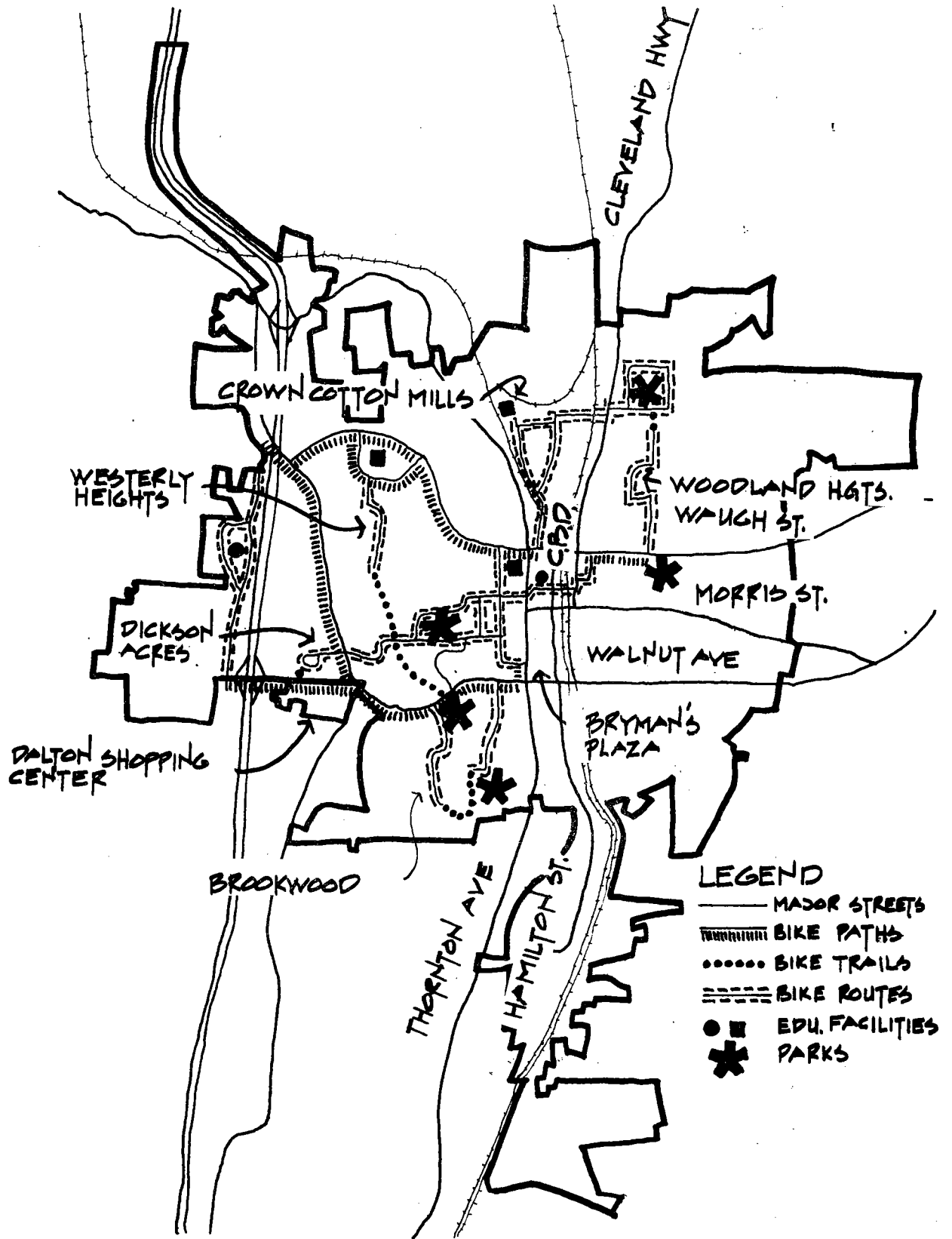
A bikeway network consists of three types of elements:

- bike path -- along an existing road but physically separated by a buffer zone
- bike trail -- independent of any roadway utilizing a natural open space corridor or other existing and unused right-of-way
- bike route -- a specially signed and designated portion of an existing roadway that has sufficient capacity and low enough traffic to safely accommodate bicycle travel (painted "bikes only" lanes are one good example.)

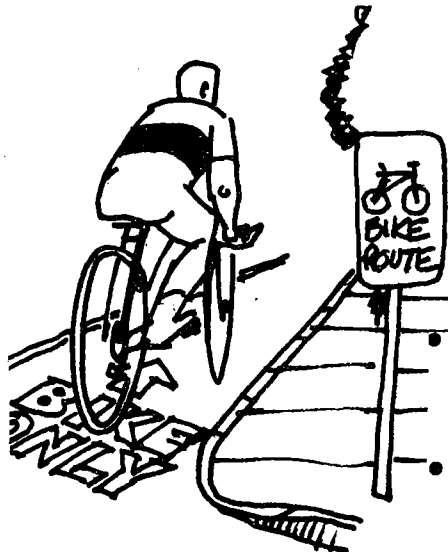
In addition, pedestrian crossing traffic controls at dangerous intersections must also be provided to ensure a safe and continuous system.

A sketch plan of a possible bicycle network for Dalton was developed utilizing these three elements. The plan was based on studies by Dalton bicycle groups and other previous city studies. Consideration was given to the location of major attractors such as the new and old high schools, the Junior College, the CBD, Brookwood and Lakeshore Parks, the Recreation Center, and the Community Center. The network consists of (1) protected bike paths along major traffic routes such as Walnut Avenue, Waugh Avenue and Tibbs Road, (2) entirely new and





# BIKEWAY NETWORK



**ROUTE**

separate bike trails such as a connecting Lakeshore and Brookwood Parks, and (3) painted and signed bike routes along less heavily travelled residential streets such as Lakeshore Drive West and Judd Terrace.

Implementation of a bikeway plan such as the one sketched here would require more detailed studies including:

- analysis of potential bikeway links to determine the appropriate type and size of bikeway to ensure safety to bicyclists from traffic.
- survey of possible bicycle user groups to determine specific needs and frequency of use of various portions of the network.
- preliminary design and feasibility analysis of the various sections and elements of the network.
- a plan for financing, acquiring, constructing and maintaining a bikeway network.
- setting priorities for bikeway links.



The development of a bikeway plan should involve city traffic, recreation and education departments, and the North Georgia Area Planning and Development Commission, the City-County Planning Commission, the State Highway Department, bicycle groups, and citizen representatives. Funding is available to assist state and local governments in the planning, design and construction of bikeways from the U.S. Department of Transportation Federal Highway Administration.

**DOWNTOWN**



# DOWNTOWN

## BASIC ALTERNATIVES

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The major opportunities for downtown are based on what activities can be encouraged to locate there or are strong enough to survive there. Extensive pressure faced by the downtown include the flight of many public and private administrative functions traditionally in the downtown to new and more isolated locations in outer areas of Dalton. Retail establishments downtown face present or future competition from shopping centers elsewhere.

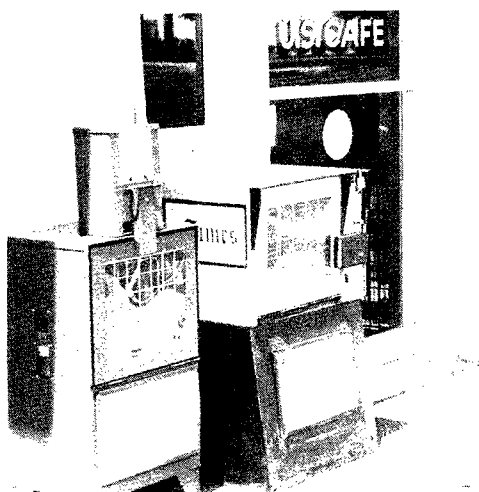
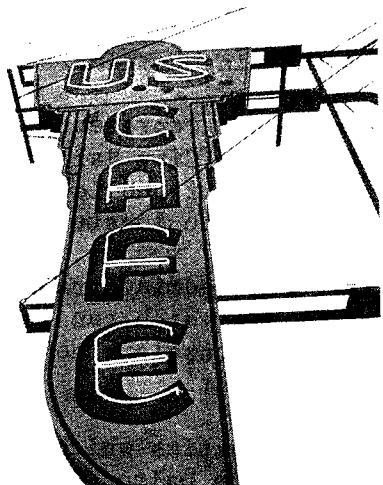
The following activities appear to be the principal components which will determine the complexion of the central business district.

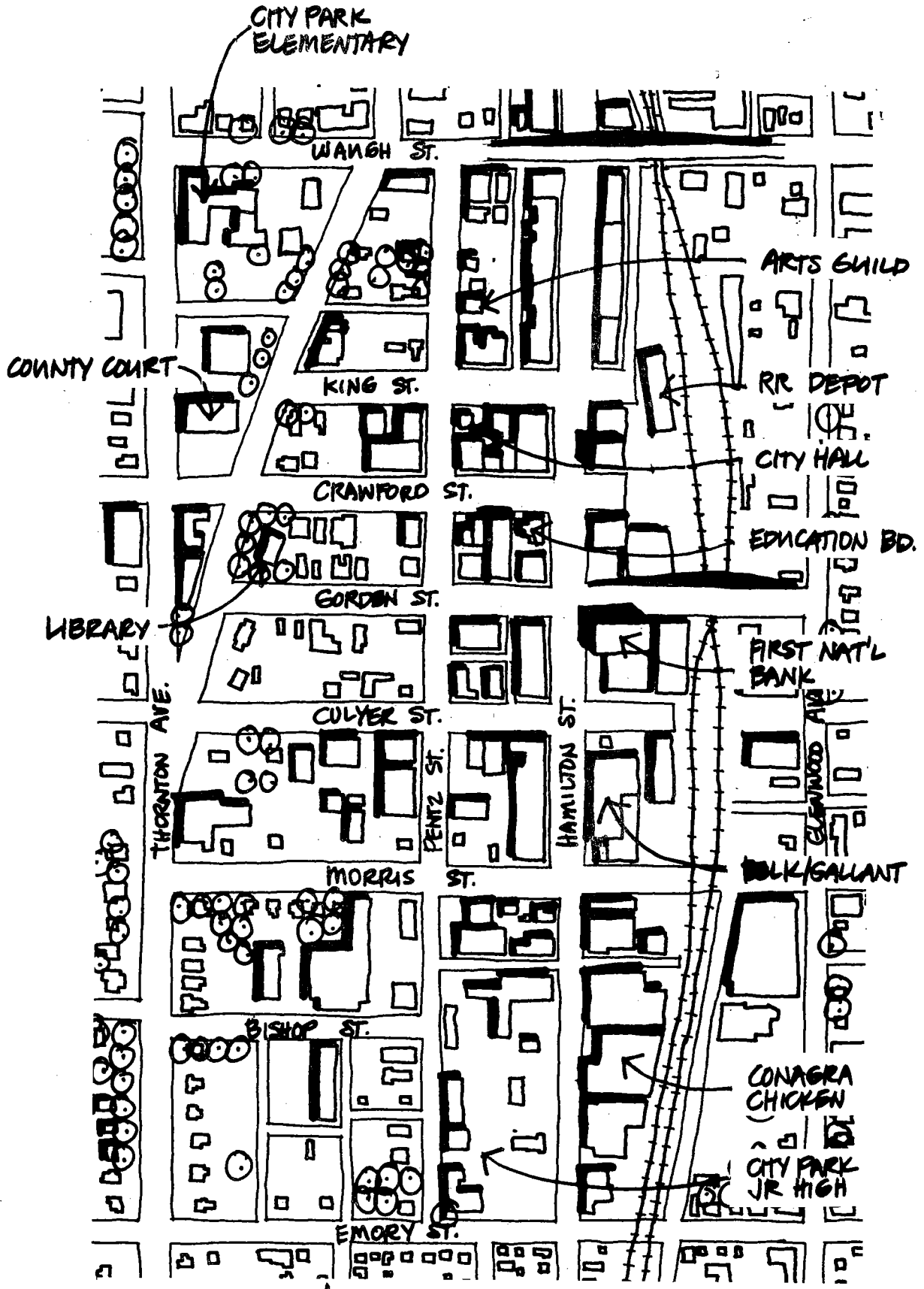
- A major shopping concentration with a large department store capable of drawing shoppers downtown. This option is possible at the moment due to the current absence in Whitfield County of a "regional" size shopping center with one or more major department stores. However, the City probably does not have enough time to take the major actions such as parcel assemblage necessary to bring a major store to downtown before a competing center is started.
- In the absence of a major store, specialty shopping uses are a possibility if properly executed, combining:
  - a. A few existing stores with strong pulling power or specialized markets.
  - b. Other specialty shops and boutiques not found in traditional suburban shopping centers.
  - c. Related attractions such as an arts and crafts mart with practicing artisans, periodic farmers market, museums, and other visitor attractions and a range of different types of restaurants.

To be successful, these uses must be in close proximity and in a pleasant environment, forming, in effect, a specialty shopping complex.

- Public and institutional uses, represented by the existing County Courthouse and City Hall and new facilities, which as a matter of public policy can be encouraged or required to locate downtown.
- Private office uses including administrative functions of local industries which can locate in downtown Dalton due to a conscious commitment of ownership and top management.

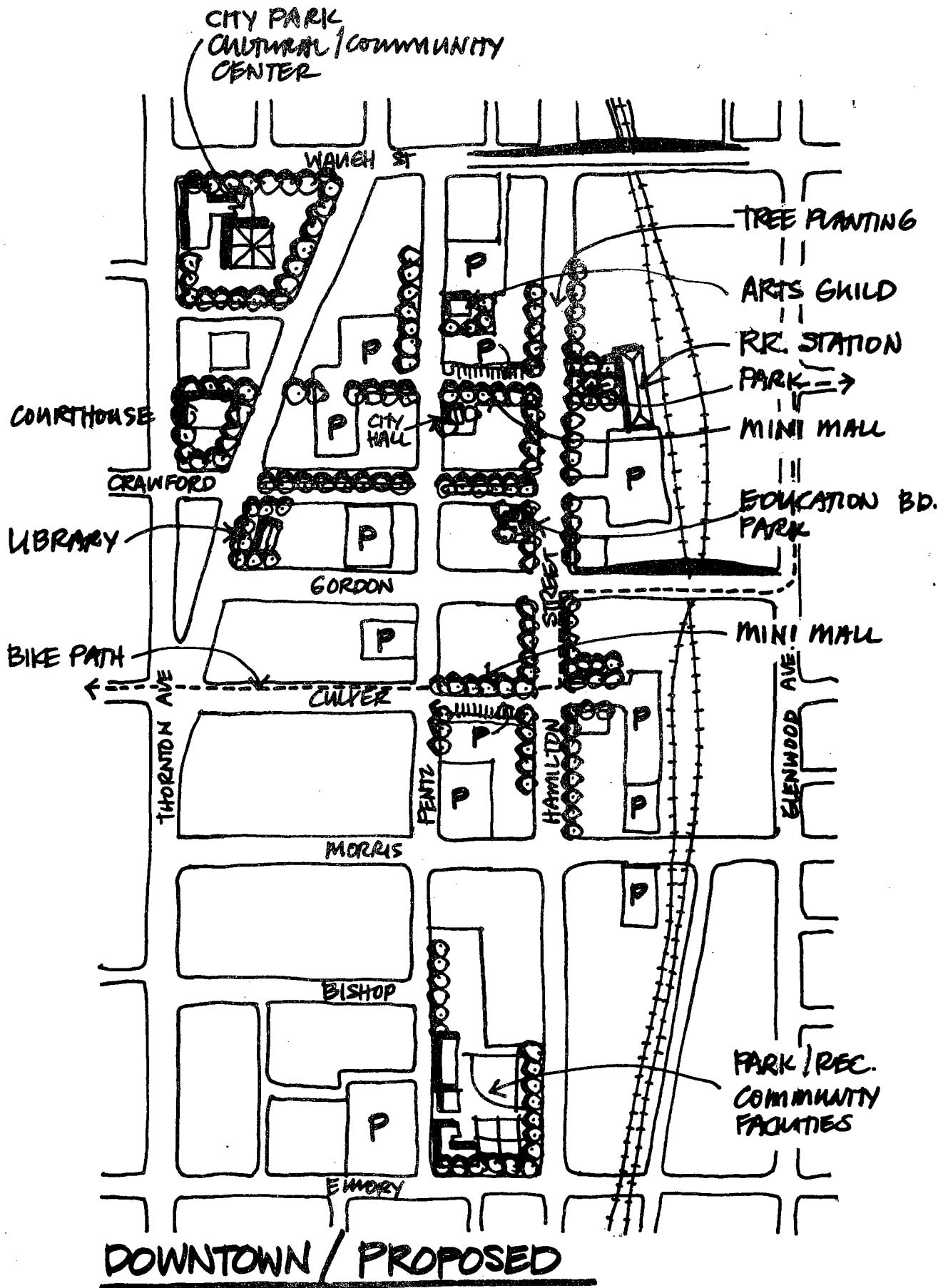
The above are the major activities which will determine the character of the Dalton central business district. Additional facilities such as suppliers and financial services will locate downtown to the extent the major activities are there.





**DOWNTOWN / EXISTING**





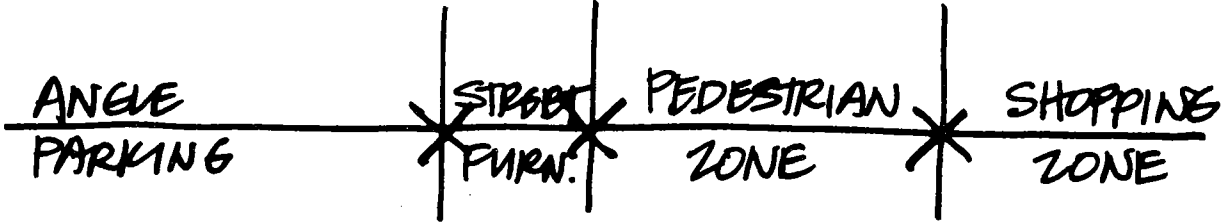
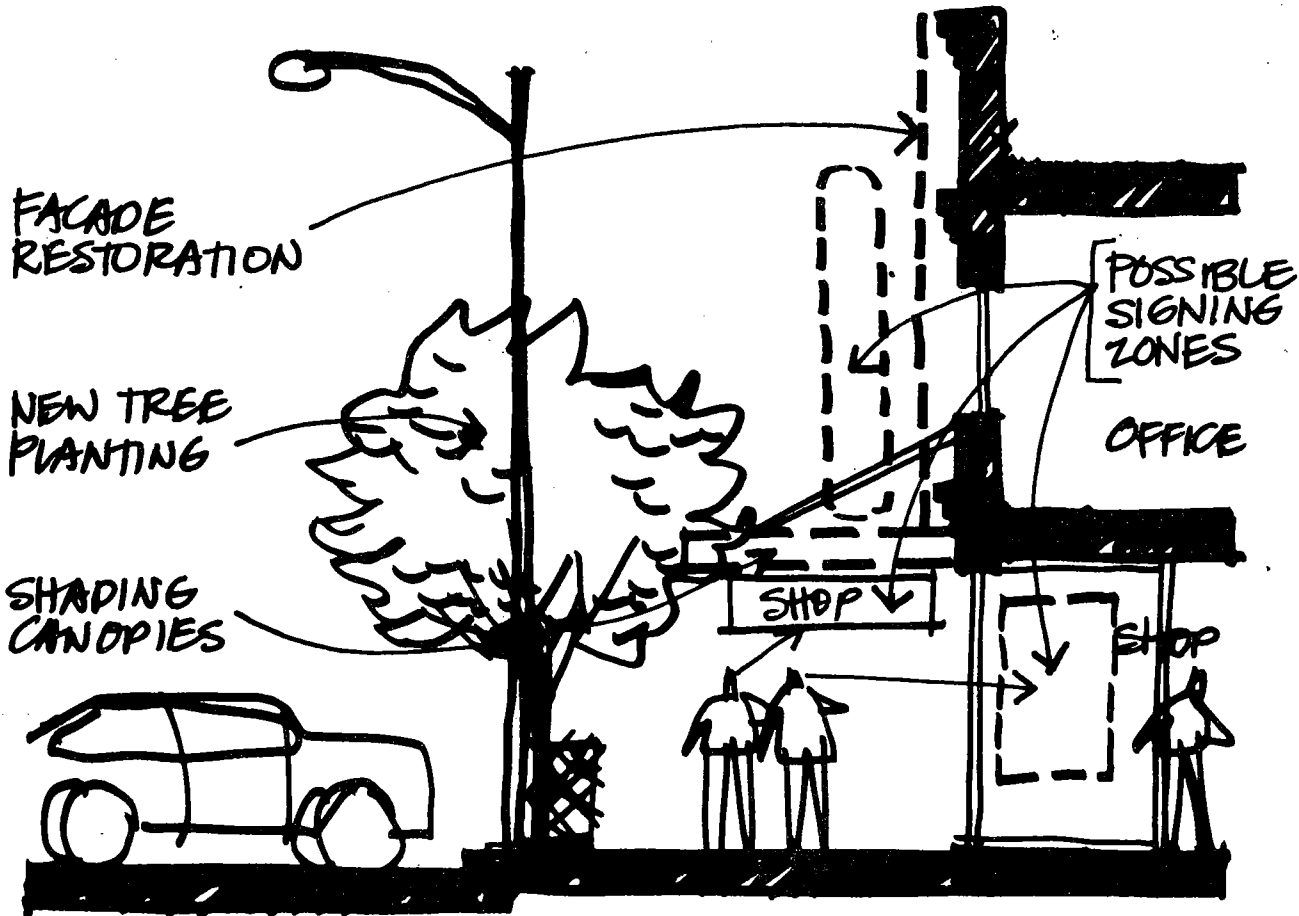
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## TRAFFIC AND PARKING

Although there was little time for the team to conduct an in-depth traffic analysis or survey, we did address several issues relating to parking in the downtown as it was high on the list of town concerns and critical to the survival and growth of the downtown area. The present parking mode consists of metered on-street parking spaces and a scattered collection of off-street lots, primarily for private use.

The basic overall recommendation of the team is to establish a comprehensive plan of on-street and on-site surface parking, whereby both the City and retail merchants in the downtown area jointly achieve this objective. As key moves to such a parking plan, the team makes the following suggestions:

- Eliminate metered street parking and reduce parking time limits through strict enforcement.
- Establish a special assessment district in the downtown area to support a program of developing off-street parking for merchant employees and downtown office workers.
- Possible areas for off-street parking include land east of Hamilton Street next to the railroad, land captured by the closing of King Street between Pentz and Selvedge Streets, and various individual lots available where building deterioration and land values allow.
- Conversion of King and Cuyler Streets between Pentz and Hamilton into efficient double-loaded 90 degree parking lots allowing one way circulation only.



HAMILTON STREET SIDEWALKS

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## VISUAL QUALITY OF DOWNTOWN

Dalton differs from other small southern towns in its unusually wide streets and regular grid pattern. It thus lacks the charm and small-scale village atmosphere prevalent in other small towns. Also, many of the existing facades of architecturally interesting older buildings have been covered up with "modernization" attempts during the last few decades. The overall sense of the shopping area lacks both diversity in scale and spatial variety. The lack of trees contributes to the barren and flat character and the anti-pedestrian scale of the central business district.

Approaches to improving the visual image involve establishing both design guidelines and incentives for improvements in the following areas:

- Facade restoration programs should seek Federal funding assistance for removing visually unattractive elements added during the last few decades. This program would help reveal the former architectural interrelationships among adjacent buildings as originally designed.
- Sign controls should be established which are clear, simple to understand, and therefore relatively easy to implement and administrate. These controls should limit the type and placement of information but not to the point of eliminating overall vitality of retail character.

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## TREE PLANTING AND OPEN SPACE PROGRAM

A first impression of the city of Dalton to the Team was the very noticeable lack of trees in the downtown area. In contrast, other portions of the city are still richly planted with trees which suggest the former beauty of the downtown areas of early Dalton. These areas include: portions of Thornton Avenue, the Crown Cotton Mill site and residential areas immediately East and North of downtown.

The R/UDAT team strongly urges that the city undertake a vigorous tree planting program to restore

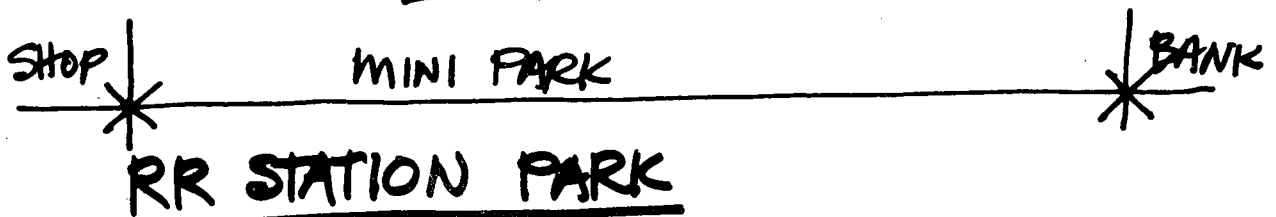
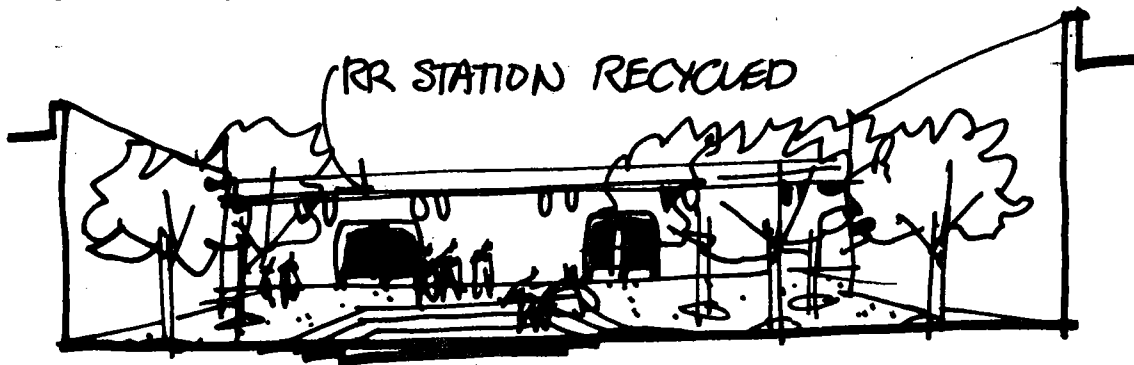
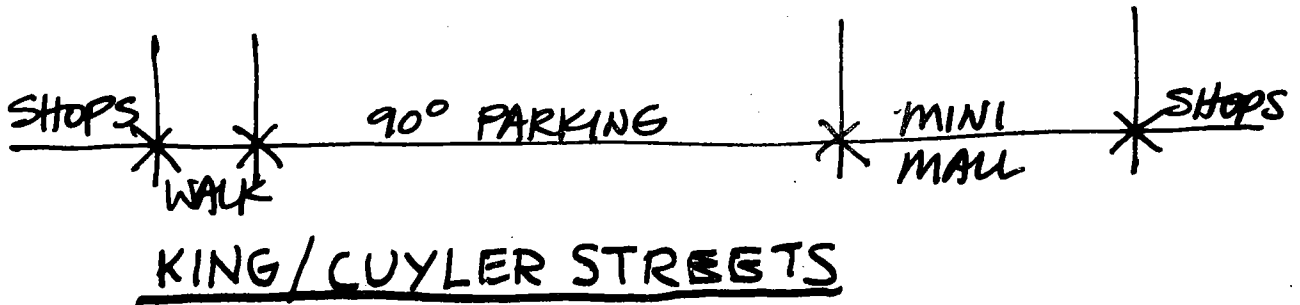
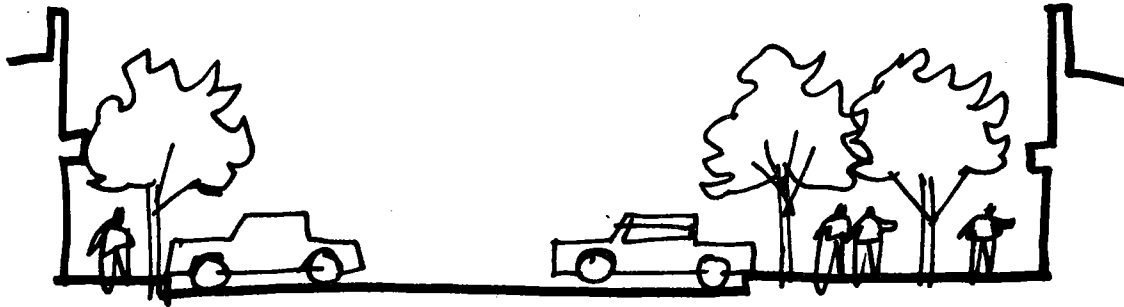
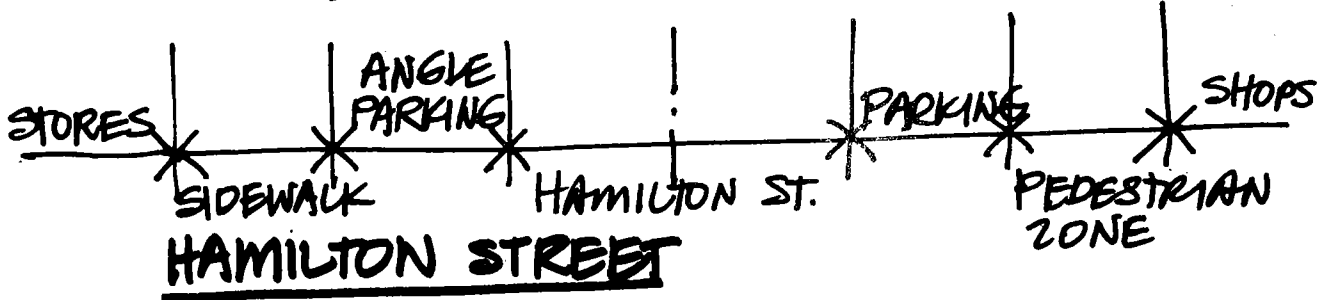
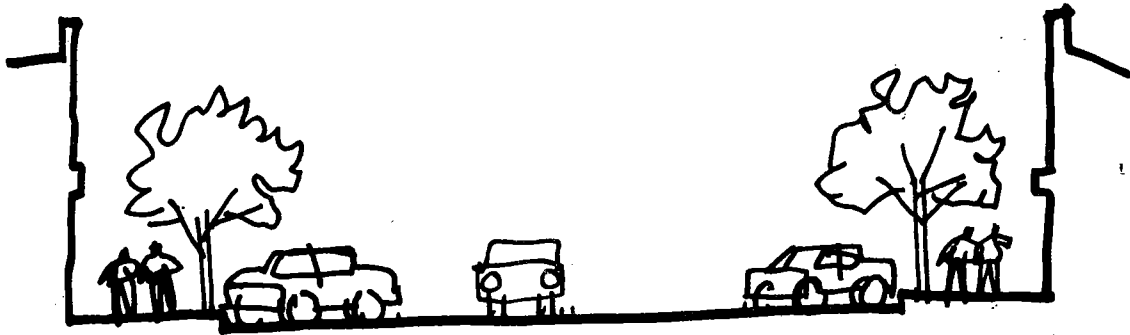
to the downtown area some of this former beauty. In conjunction with a tree planting program we also suggest that a program for developing mini-parks and open space in the downtown area be carried out. In studying specific areas within downtown Dalton, we have found that actually both an open space program and the parking plan can be developed in concert.

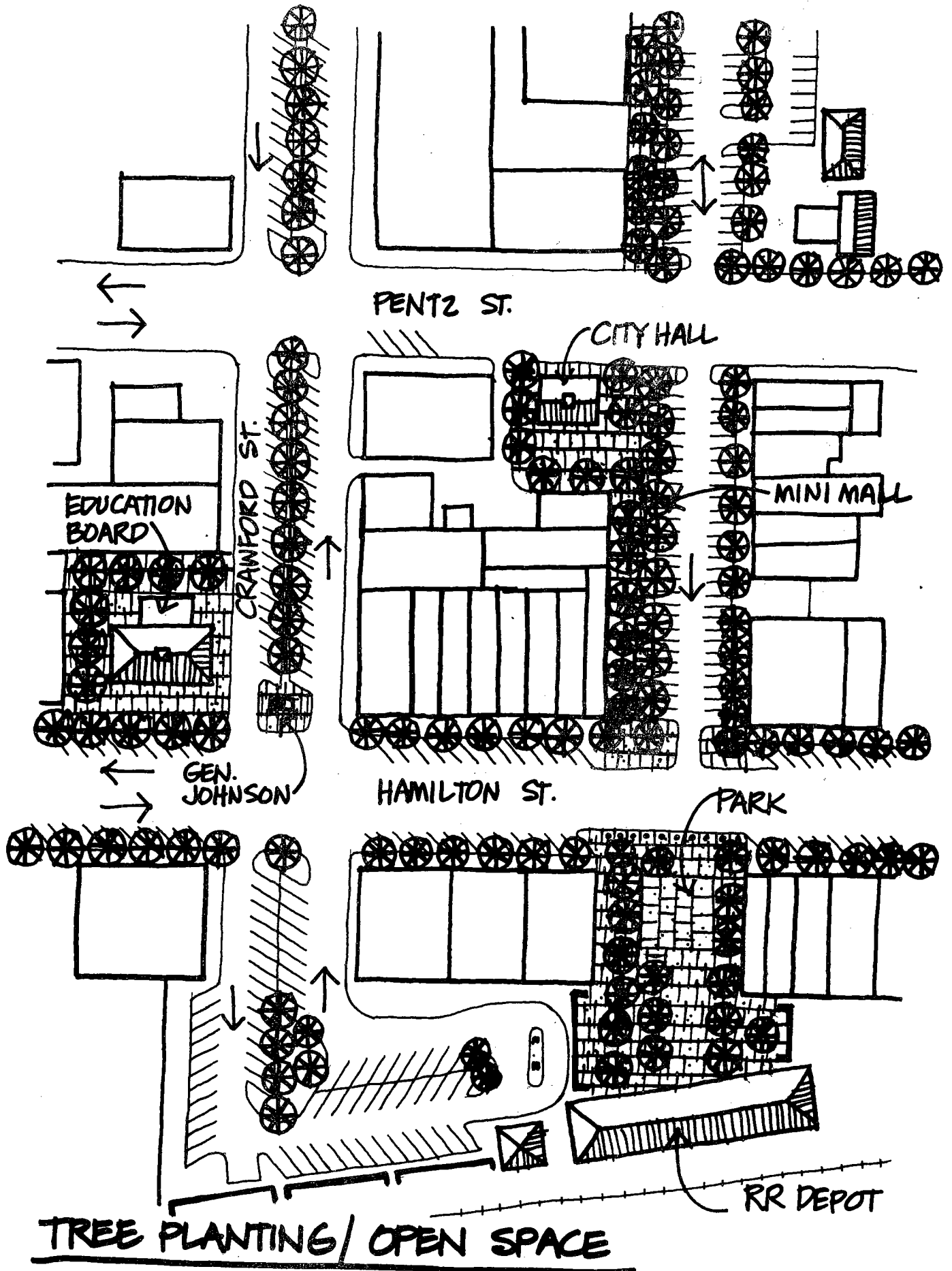
We suggest that the current planting program of plants and shrubs in concrete containers be changed to a tree planting program, and that Hamilton Street be the first area developed. Local landscape advice has indicated to us that the golden raintree is both economically and functionally well suited for this type of use. It grows relatively fast and will provide much needed shade to downtown sidewalks during hot summer periods. Additional areas where tree planting is strongly suggested are on King, Crawford and Cuyler Streets west of Hamilton Street.

In the immediate downtown area the team also has identified several ready opportunities to develop small scaled mini-parks and pedestrian malls. They include:

- The open space adjacent to the present city hall which is now being used for parking - quiet sitting.
- The portion of King Street directly in front of the railroad depot - outdoor exhibits, eating, activities.
- The open space around the Board of Education building - quiet sitting, eating.
- The excess space created by the parking changes made to both King and Cuyler Streets - mini-pedestrian malls for sitting, walking, etc.

At a larger scale, but still within the downtown area, the current sites of both the former City Park Elementary School and City Park Junior High School offer immediate opportunities to establish centrally located parks for recreational uses.









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## NEW LIFE IN OLD BUILDINGS

Of the four major types of downtown activities described above, only the major department store would require considerable restructuring of present parcels. The other uses can be accommodated with a program designed to include infilling of present sites, selective acquisition and clearance to create larger combined sites, and re-use of existing structures. Some of the opportunities offered by use of the existing stock involve the following actions and alternatives.

- Railroad station:

- It represents the unique history of the downtown.
- It is a simple shed shape easily adaptable.
- The building shell should be stabilized.
- Possible uses: City History Museum  
Carpet industry museum  
Specialty shopping complex (mixed retail shops and restaurants)  
Flea Market  
Working arts and crafts complex (combined studios and sales)
- Funds are available to the city from the National Endowment for the Arts specifically to conduct a study on the re-use of railway stations.

- City Hall:

This fine old building should be retained in its present use, except that traffic court should be transferred elsewhere to provide more flexibility for legislative and administrative functions.

- City Park Elementary School:

This structure is large enough and has enough spaces within to be operated as a multi-use structure housing services to City residents and meeting space for community groups. It is adjacent to the former City high school (now a junior high) which has a 1300-seat auditorium and can accommodate large

audiences, although some acoustical work and expansion of the backstage area are desirable. These structures can be supplemented with park enhancement to create a community center complex.

- City Park Junior High

This facility has extensive open space and can be modified to provide park and playground uses on the southern edge of downtown to serve the residential neighborhood nearby. The school structure is available for re-use and could be used to house community facilities.

- New Site

A vacant parcel is available at Hamilton and Gordon. This site is on the main street and offers an opportunity for infill development.

# CONSERVATION



# CONSERVATION

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## HISTORIC AND ARCHITECTURAL CONSERVATION AND ADAPTATION

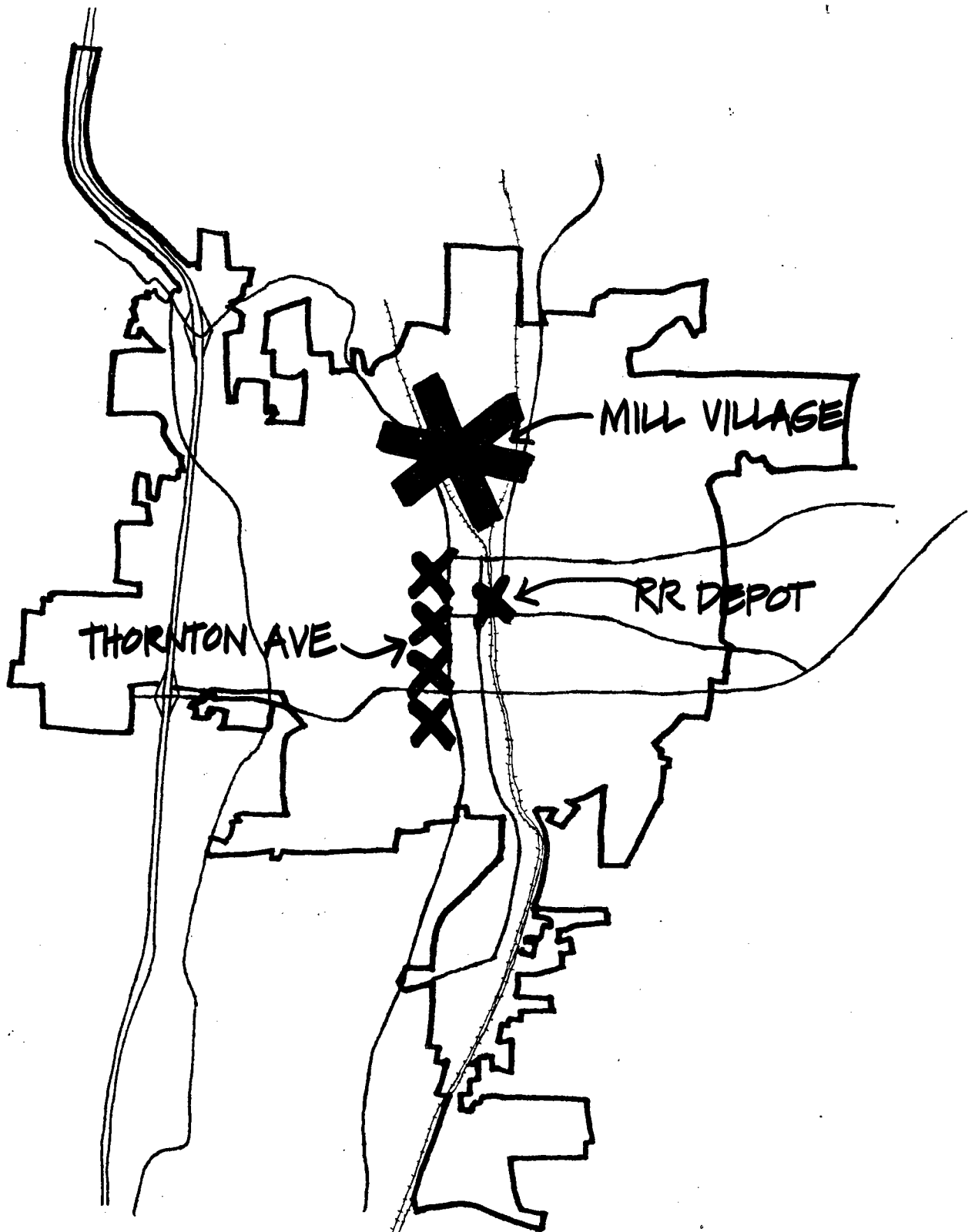
One major concern expressed to the team was the need for advice on appropriate actions to be undertaken to identify, stabilize, conserve and use architecturally and historically significant buildings, sites and areas within Dalton. A number of areas were suggested, and others have been identified during the field surveys by the team members.

A recitation of the reasons for conserving the physical heritage of Dalton is not necessary, because there is a well-developed and readily apparent local interest in this subject. In any event, if the local motivation is not strong, it cannot be created by outsiders. A basic assumption of the following comments is that there is a firm commitment by the citizens and officials of Dalton to the idea of taking appropriate action --backed by money and personal effort--to preserve, enhance, and use creatively the rich and varied remnants of Dalton's past.

Five separate areas have been identified as particularly noteworthy and deserving of early attention. They are:

- Thornton Avenue
- the Crown Cotton Mill and Office Complex
- the mill housing area, lying generally east of the Crown Cotton Mill
- Hamilton House
- the Western and Atlanta Railroad Station

The one common attribute of all of these areas, beyond their architectural and/or historic significance, is the fact that deterioration or changes have not taken place to the extent that the reasons for their significance have been irretrievably lost; they have not lost the things that make them unique and valuable parts of the past.



PRESERVATION OPPORTUNITIES

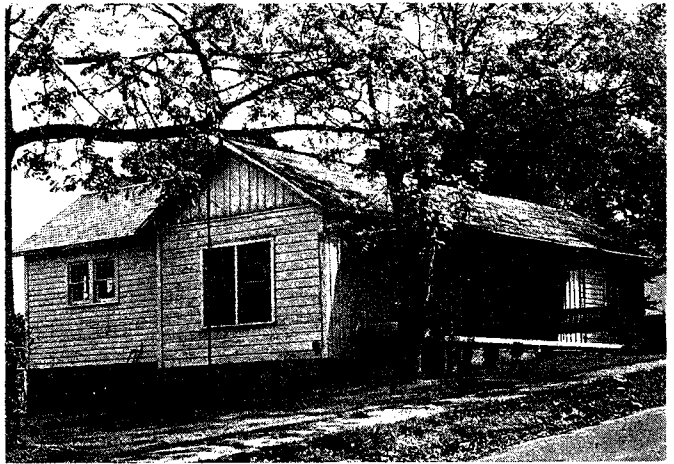
However, many of the changes that are now occurring in Dalton, if left to continue, will threaten each, so that their essential integrity will be destroyed.

The discussion that follows will point out, in summary fashion, the importance of these areas and the steps that must be taken to stabilize, conserve, and adapt them to new needs and requirements, making each an integral part of future Dalton.

#### THORNTON AVENUE

The portion of Thornton Avenue, between Walnut and Tyler, historically the main entrance and prime residential area of 19th century Dalton, contains a variety of architecturally significant 19th and early 20th century residences. This neighborhood is characterized by large lots and stately structures with superb mature landscape. A number of houses on the east side have fallen to "progress", but at least a score on the west side are still sound and largely undamaged. This is true, despite the fact that the city zoning places all of them in a commercial zone. Not only is it unwise to have both sides of Thornton Avenue stripped with commercial and industrial zoning, well in excess of obvious needs, but opportunities for unfortunate intrusions of commercial manufacturing and warehousing activities into this area threaten the continued existence of most of these important structures.

Immediate steps should be undertaken to change this zoning classification to residential, and to overlay the west side of Thornton Avenue, from Walnut to Tyler, with an historic zoning district. This zone would provide appearance and use controls which would permit reasonable adaptive uses of these structures, at the same time preserving their architectural integrity. Model ordinances which could be adapted for local situations are readily available. These techniques have been tested in a number of communities elsewhere in Georgia, (i.e. Savannah) and found to be successful and legally defensible.





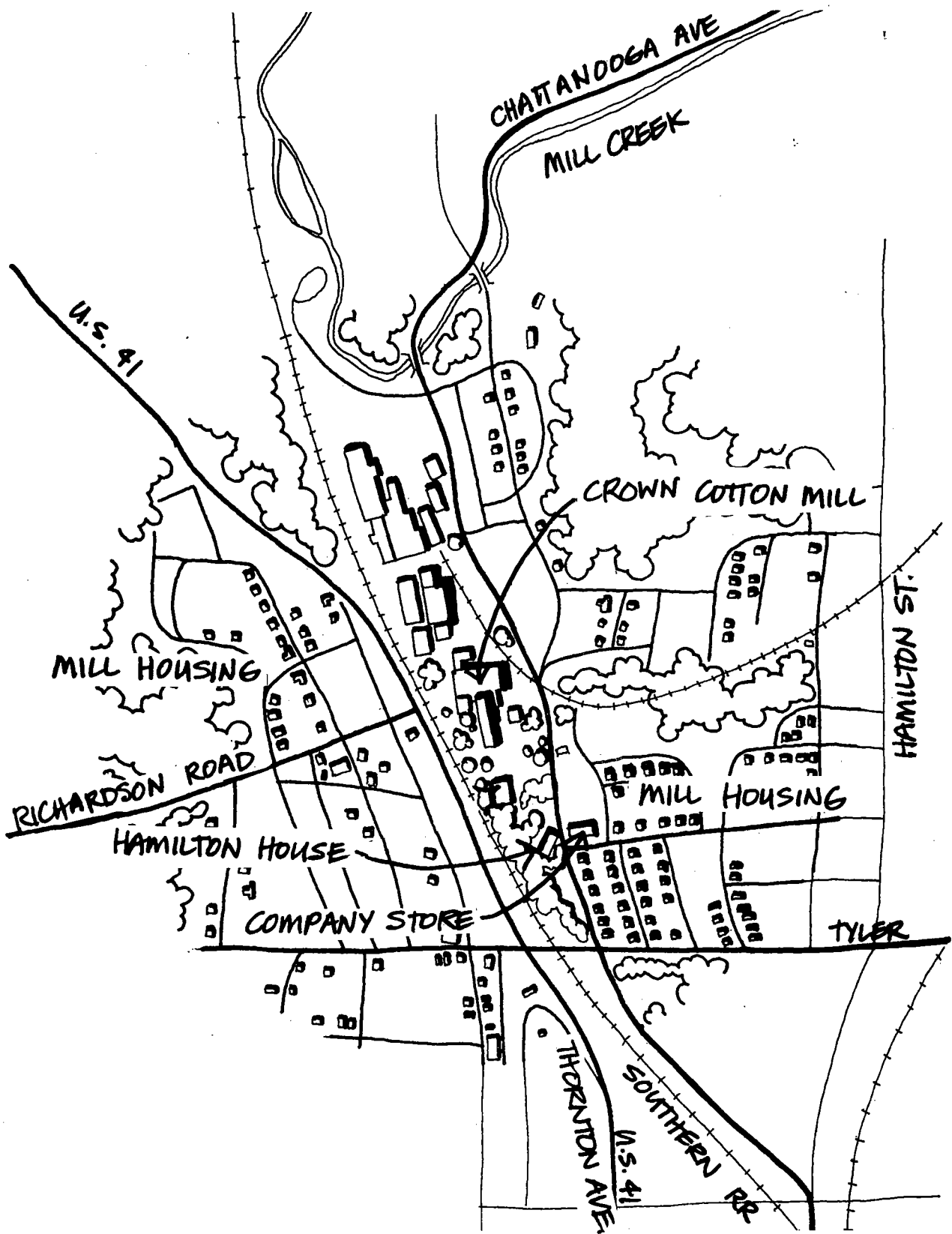
The famous local poet, Robert Loveman, said, "Guard well the temple of the mind. Its portals keep with care." Not only is it important to preserve the portals of the mind, but it is also important in the life and affairs of the community to guard well its portals. The entrances of Dalton, of which Thornton Avenue is most significant, can and could be given this degree of care.

#### CROWN COTTON MILL AND OFFICE COMPLEX

The Crown Cotton Mill complex, consisting of the mill building and the office building, surrounded by fine landscape, is vacant and in danger of becoming derelict. Its important place in the early industrial development of Dalton, as well as its architectural significance, certainly qualifies it for serious consideration for adaptive reuse. Most of the older buildings on the site, including the spring house, fish pond, office building, and mill are all structurally sound and easily adaptable to reuse by the community.

The office building, a typical southern structure, contains a variety of rooms and spaces which would be used for headquarters, archives, and activity areas for a variety of community organizations. It could provide, in a very gentle setting, the focal point for meetings, records' storage, and program development for both public and private civic organizations, complete with ample parking. Immediate steps should be taken to lease the office building and to organize a steering and scheduling committee which could raise operating funds, program use by a variety of community organizations, and explore new undertakings which would be compatible.

It's conceivable that local service clubs, such as The Garden Club, Rotary, Kiwanis, etc., could undertake the rehabilitation and restoration of the landscape, as well as the decoration and renovation of the inside of the buildings.



MILL VILLAGE HISTORIC DISTRICT

As a second step, serious study should be given to the leasing of the southern quarter of the three-story mill building. The top two floors, which are vacant, and the bottom floor, used for warehousing, present a number of possibilities for adaptive reuse. Among them are:

- experimental theatre group rehearsal and performance areas
- artists' studios, workshops, sales areas, and residences
- education, research and display space for interpretive history.

The total space within the entire mill building is probably well in excess of present community demands for all of these and other uses. However, by starting with the southern portion of the building, it would be possible to relate the activities to the companion and supporting activities which have been proposed for the mill office. Additionally, the architecturally significant southern facade of the building would be preserved.

The adaptive reuse of this site, because it is structurally sound and readily available for lease, should provide an early test of the willingness and capability of the local citizenry to organize to make something happen. The challenge is essentially an administrative and a financial one. The structural problems are minimal; the architectural and adaptive problems can also be readily overcome. The main challenge will be the willingness of the local citizenry to band together to take concerted action.

#### MILL HOUSING AREA

Lying generally east of the Crown Cotton Mill site, across Chattanooga Avenue, is a classic example of nineteenth century mill housing, originally built by the mill owners to house the mill workers and their families. It represents a typical development pattern prevalent in southern mill cities in the late nineteenth and early

twentieth century. As such, it is an important part of the cultural and architectural heritage of Dalton.

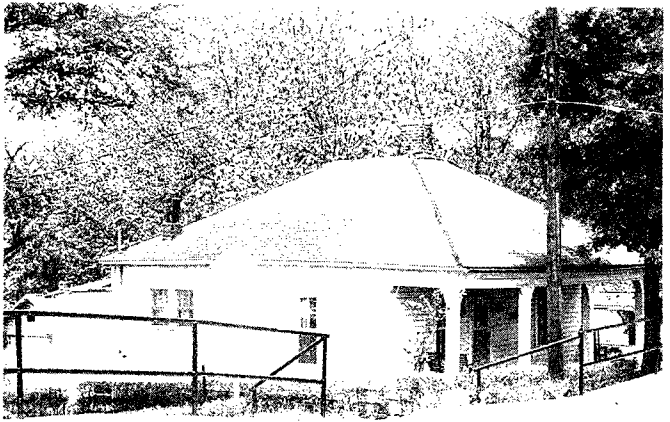
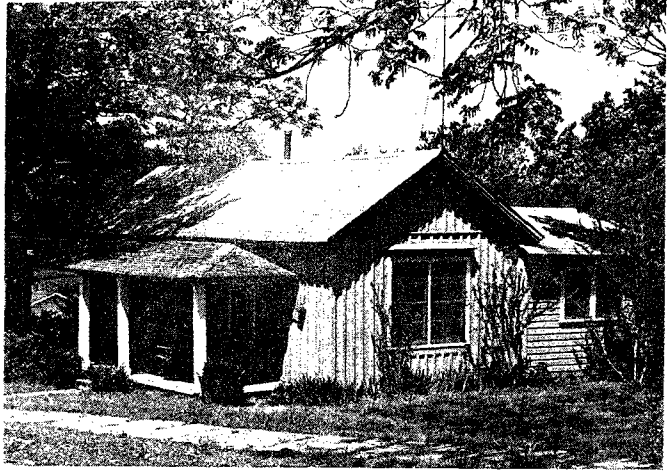
Many of these structures are in essentially the form in which they were originally built. Most alterations have been rather sensitively done. Unfortunately, there is evidence of less than adequate renovation and expansions, as well as the intrusion of some incompatible structures and some maintenance problems.

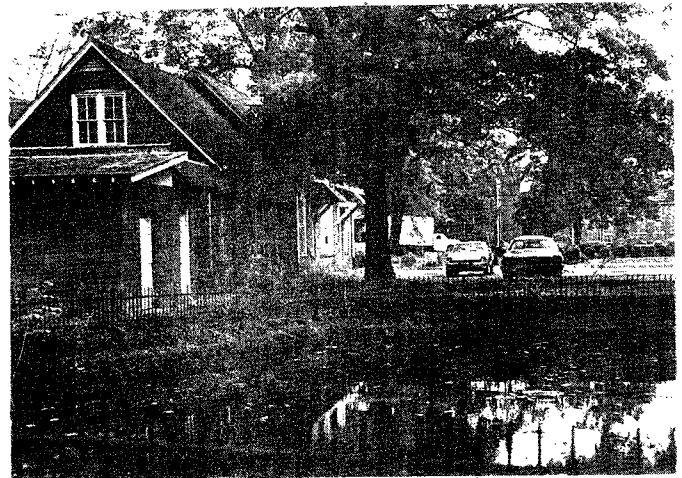
Fortunately, the area has been zoned residential (R-2), which has kept out more obtrusive uses. The zoning should be further tightened by lowering the permitted density from the present nineteen units per gross acre to something closer to the appropriate scale of development which already exists - say three to five units per acre. Action should be taken to designate this area as an historic district. Further, there should be a detailed survey of this area with the objective of submitting the area for listing as a National Historic District.

This sound neighborhood, located in close proximity to both work and shopping, is an area that needs the protection of tighter land use controls and the availability of advice and financial assistance to preserve and sensitively adapt the structures to the changing lifestyles of its residences. A neighborhood organization should be established to assure leadership in a program of conservation and graceful change.

#### THE HAMILTON HOUSE

Located in the same general area as the Crown Cotton Mill complex and the mill housing neighborhood, the historic Hamilton House could become the focus of this historic district. Obviously, the present zoning of M-2 is not appropriate for the site; it should be changed forthwith, at least to an R-2 zoning and the site included within the historic district.





There is no particular need for adaptive use to be found for the residence. It is now being used as a residence and has the potential to remain so. The cemetery and the vacant lot, lying to the south of the house, however, should be undertaken as a civic improvement project with the installation of appropriate landscaping and a program of maintenance.

#### THE WESTERN AND ATLANTIC RAILROAD STATION

This typical mid-nineteenth century railroad freight and passenger station, which lies in the heart of the Dalton central business district, presents a challenge somewhat different from the earlier projects. Negotiations by local citizens and officials are underway to acquire title to this property from the State of Georgia. However, the deteriorating condition of the building requires almost immediate action. The brickwork is badly in need of pointing and the woodwork is in need of scraping and painting. Also, the building needs to be made weather tight.

It seems likely that the negotiations to transfer the ownership of this structure could very well be lengthy. During that time, the deterioration of the building could reach the point where rehabilitation could be excessively expensive. Therefore, it is recommended that the city of Dalton, acting in concert with appropriate private agencies, engage in immediate fund raising activities with the goal of securing enough funds to donate to the present owners and lessees with the understanding that the money would be used to stabilize the building's condition. These funds, which would not be great, would be well spent since continued deterioration of the building will result in the future requirements for considerably more money to restore it.

Once the building is stabilized, discussion and debate on reuse proposals can proceed, secure in the knowledge that the decay of the building has been arrested. The negotiations for its transfer to local control can be pursued without the danger that the building will not be worth having when it can be had.

## SUMMARY

It is often said that now is the critical time for the preservation of our architectural and historic heritage. In Dalton's case, this is particularly applicable. The physical condition of most of the areas is such that action taken now will forestall major investments and structural changes in the future. Without such present actions and modest investments, many of the existing structures will have deteriorated beyond redemption, or development pressures will have made their reuse impossible.





# PROCESS



# PROCESS

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## POWERS AND RESOURCES

Implementation of a major civic improvement program in Dalton will require strong efforts from three sources: local government, private industry (particularly the carpet industry) and a third sector which does not exist now, as an organized group - the semi-public service community. This latter group would undertake functions not now being done, as well as acting as a catalyst and coordinating unit between the private and public sectors.

Present legal powers of the City and County governments, if utilized, are adequate to affect the necessary activities and deal with growth management requirements.

Financing of those projects appropriate to the City government is readily achievable, if the City is willing to match its ample resources to its inspirations.

In the opinion of the R/UDAT team, Dalton is one of the most financially healthy cities in the country, with a deep and broad tax base; and further expansion of the tax base is anticipated in the future.

Private industry has great power to improve the city through decisions on where it locates new buildings, and through financial support for projects, particularly in the cultural field. A strong commitment from industry leadership is necessary, and entirely appropriate.

There is a wide variety of social and community organizations in Dalton. These organizations have already accomplished many improvements in the City, and are a priceless resource. Some of the projects recommended for the future are too large and complex to be achieved by any one group; some type of flexible coordinative and organizational framework must be created.

"IT IS BUT THE CURTAIN  
RISING ON AN ACT  
THAT IS TO BE."

- ROBERT LOVEMAN

It is the conviction of the R/UDAT team that a new entity should be created to supplement the existing governmental and private organizations. The team proposes creation of a non-profit corporation - possibly the Catherine Evans Foundation - dedicated to the cultural and civic enrichment of life in Dalton. It would have as its mission the execution of those projects and programs which fall outside the purview of existing organizations. This foundation should be financed, in part, through a voluntary contribution by the carpet industry of a small share of their annual earnings, on the order of one-tenth of one percent of gross profits. Membership in the foundation should be broad and should include representatives of the carpet industry, the citizenry, and local government. This foundation would be a fitting memorial to Catherine Evans and the other creative people who made the carpet industry what it is today and are capable of raising Dalton to what it can be tomorrow.

# CREDITS



# CREDITS

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## DALTON R/UDAT TEAM

Members of the  
American Institute of Architects  
Regional/Urban Design Assistance Team  
Dalton, Georgia  
April 22-26, 1976

### THOMAS AIDALA, AIA (TEAM CHAIRMAN)

Thomas Aidala, AIA  
San Francisco, California

Architect and Urban Designer with extensive experience in architecture, urban design development, arts management, and education throughout the country.

### JOHN K. HAESELER

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Economics Research Associates  
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Economic Consultant who has worked with projects throughout the country in community development, downtown revitalization, retail development, transportation systems and commercial recreation.

### ROBERT M. LEARY

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An Urban Planner and Management Specialist who has had a variety of experience in New York, Michigan, Virginia, Canada and North Carolina.

### CHARLES REDMON, AIA

Principal  
Cambridge Seven Associates, Inc.  
Cambridge, Massachusetts

Architect-Urban Designer who has supervised numerous design projects including schools, university buildings, housing, and mixed-use develop-

ments involving the combination of new construction with recycling existing buildings.

CHARLES E. STEINMAN

Participating Associate  
Skidmore, Owings & Merrill  
Boston, Massachusetts

Urban Planner who has supervised a variety of community development, environmental assessments and urban design studies. Project responsibilities have included institutional and organizational aspects of project implementation.



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CITY SPIRIT COMMITTEE

The R/UDAT visit was coordinated by the City Spirit Committee:

ACTION COMMITTEE

Ted Smith, AIA, Chairman

Special Advisors

Irvin Massey  
James Wang

Commercial Strip & Driveway Control

Rod Smith, John McDaniel, Co-Chairmen  
Cris Goldberg  
Bob Kinard

Community Facilities

Gene Marnell, Chairman  
Dell Barnwell

Downtown

Charles Maret, Chairman  
James Hair  
W. C. King

Historical Preservation and City Appearance

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NORTH GEORGIA AREA PLANNING & DEVELOPMENT

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