

Southern Corridor Area Plan



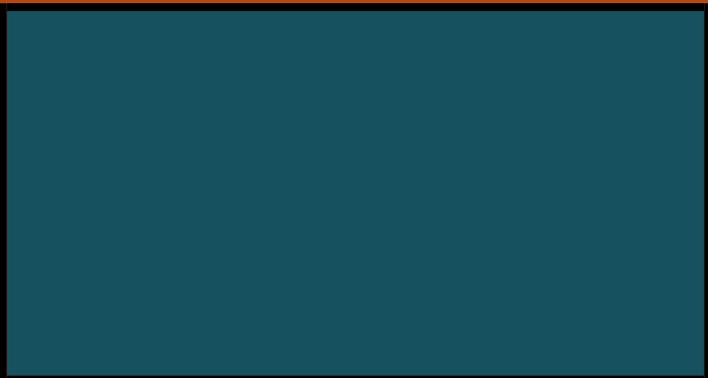
Adopted by the Bradley County Regional Planning Commission

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Plan Overview

The **2035 BCC Joint Strategic Plan** identified areas within Bradley County requiring targeted planning analysis in order to plan for and accommodate anticipated regional growth. That plan forecasts that Bradley County may receive an influx of 32,000 new residents by 2035, increasing total county populations to 131,212 residents. To accommodate this estimated growth, the plan identified targeted areas for reinvestment, managed growth, and rural preservation. The Southern Corridor Area was identified as a managed growth area and was recommended for a targeted planning study to analyze the impact of growth on the area and to envision a more developed southern corridor. The ***Southern Corridor Area Plan*** is the result of this targeted planning study.

The **2035 BCC Joint Strategic Plan** offers the following guidelines and recommendations when working within a managed growth area:

- Planning efforts to manage growth will be targeted in these areas through area plans and boundary coordination.
- The future character of these areas will include a compatible mix of rural, traditional village, suburban neighborhood, and mixed-use towncenters.
- The specific vision for character and land use will be identified in the comprehensive and area plans.
- Managed growth will be the product of jurisdictional coordination; coordination can be accomplished through a variety of tools such as annexation plans/agreements, Cooperative Economic Development Agreements (CEDA), and Joint Economic Development Agreements (JEDA).
- Planning for these areas will identify efficient land use patterns; public facility and service needs and set asides; transportation networks; and resource protection areas.
- Economic development opportunities will be balanced with the protection of existing communities and natural and cultural resources, while providing growth and employment to the region.

Overview

- Existing communities and neighborhoods will be protected from incompatible development first through comprehensive and special area plans, and then through development regulations and preservation incentives.

COORDINATED PLANS

This area plan was developed for the Southern Corridor Area, located in southwestern Bradley County along two major routes connecting Cleveland to Hamilton County: I-75 and South Lee Highway. The *Southern Corridor Area Plan* was drafted in conjunction with two other area plans: the *Central City Area Plan* and the *Northern Corridor Area Plan*; and three comprehensive plans: the *Bradley County Comprehensive Plan*, the *City of Cleveland Comprehensive Plan*, and the *City of Charleston Comprehensive Plan*. Known collectively as the *BCC Comprehensive Plans*, this group of documents plans for anticipated growth in Bradley County and coordinates among various jurisdictions, departments, and agencies to analyze how to best accommodate future growth in the region.

PLAN CONTENTS

This plan is a guide for public decision making and future development within the study area. It will be used by elected and appointed officials to evaluate future proposals or policy changes to ensure consistent decisions are made.

The plan is structured as follows:

- **Vision:** statements expressing the desired future for the study area.
- **Plan Goals:** statements of desired outcomes, or the major aspirations of this plan.

The vision and plan goals, as presented in Chapter 3, resonate throughout the plan's four chapters.

- **Chapter 1: Area Profile** introduces the study area, providing current geographic, infrastructure and facility, and development capacity information.
- **Chapter 2: Targeted Planning Challenges** discusses the topics of concern or interest that were introduced to the planning process by the public, the planning team, and the area sub-committee.
- **Chapter 3: Master Plan** addresses those challenges presented in Chapter 2. This chapter includes the plan vision, plan goals, and recommendations for future development within the study area.
- **Chapter 4: Action Strategies** describes the strategies the city may act upon to implement the plan.



Chapter 1: Area Profile

OVERVIEW

It is important to understand a planning area's current conditions before making recommendations for and working towards a vision for future development. This chapter discusses the following existing conditions for the Southern Corridor Area (SCA):

- Geographic Profile
- Infrastructure & Facilities
- Capacity for Growth

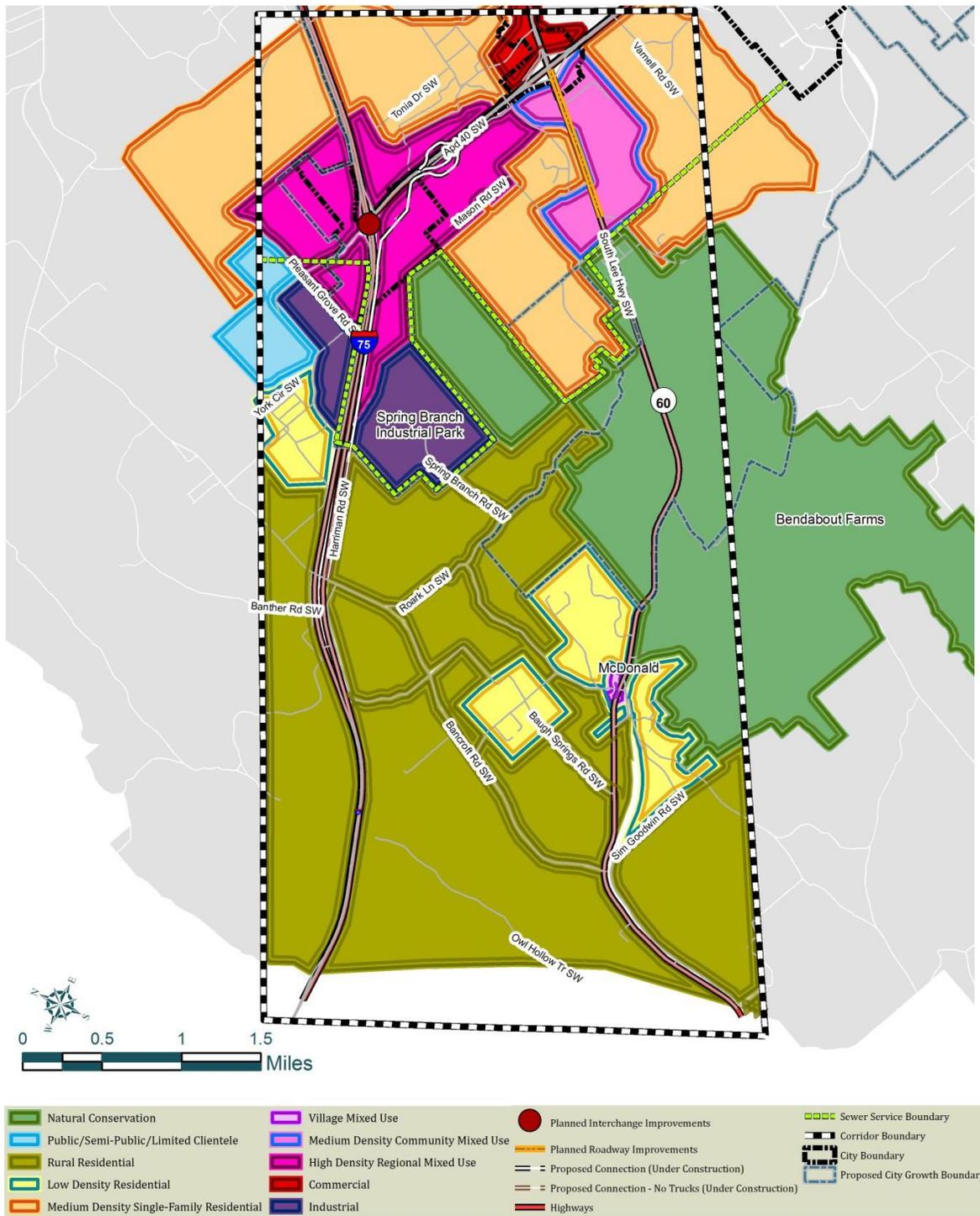
GEOGRAPHIC PROFILE

The SCA contains land in both the City of Cleveland and unincorporated Bradley County, and is slightly less than 19 square miles in area. The boundaries of the area provide a general frame of reference for development recommendations and are not drawn to follow specific roadways or natural features. The boundaries are depicted on the **Master Plan Map**.

The majority of the SCA is rural in character, with areas in the northern portion of the study area experiencing increased development pressures, especially in the area surrounding I-75 Exit 20. Properties in the SCA such as Bendabout Farms, the Johnston Woods UMC retreat center, and several rural family farms together form a rural landscape rich in agricultural, recreational, and environmental assets (e.g. Brymer Creek). The topography of the area, like much of the county, is defined by a series of ridgelines running north and south.

The divisions in character and development patterns – as well as the division in future use recommendations – relate to the availability of utility services within the Southern Corridor. The northern portion of the corridor, which includes a small portion of the City of Cleveland and portions of land within the city's growth boundary, is within the sewer service area. This acts as a catalyst to higher intensity development as land can accommodate larger buildings and does not require on-site systems for sewer and water services. The southern portion of the SCA is outside of the city's urban growth boundary and the sewer service area. Therefore, less development pressure exists in these areas, creating a more rural character.

SOUTHERN CORRIDOR AREA MASTER PLAN MAP



INFRASTRUCTURE & FACILITIES OVERVIEW

Located between the City of Cleveland and nearby Chattanooga, the SCA features major routes between the two cities. Due to its rural nature, sewer service is limited in the area. Those parts of the SCA that have been annexed by the City of Cleveland will receive sewer service in accordance with the annexation plan of services. However, as Bradley County continues to grow, and as the SCA experiences increased development pressures, demand for quality infrastructure, facilities, and services will rise. Further information and recommendations on accommodating future service demand can be reviewed in the *Bradley County Comprehensive Plan*.

TRANSPORTATION

The SCA contains several major thoroughfares. APD 40 intersects the northern portion of the study area, running southeast to northwest from Varnell Road SW to its southwestern terminus at I-75. South Lee Highway runs through the length of the study area from northeast to southwest. South Lee Highway serves as a major connector to downtown Cleveland as it runs into Keith Street SW near the urban core. I-75 runs through the length of the study area as well, and serves as a critical connection between Cleveland and Chattanooga. Many local roads run throughout the study area, however due to the rural character of the area, east-west connections and the capacities of some roadways are limited. Due to the low-density nature of development in the SCA, sidewalks and bicycle connections are generally not provided.

Many roadways within the SCA are designed for low and rural levels-of-service. Some roadways are constrained by ridgelines and topography, resulting in narrow winding routes. As development pressures in the SCA builds, the capacity of these roadways will need to be analyzed.

UTILITIES

Utilities in the SCA are provided by several utility providers. Electric Power Board and Volunteer Energy Cooperative provide electric service to the majority of the SCA, while Cleveland Utilities provides service to small portions of the SCA near the city limits. Cleveland Utilities provides water service to the majority of the SCA, with a small portion in the southwestern study area serviced by Eastside Utility District.

The most defining utility in terms of development is sewer service. The availability of sewer service defines the location and intensity of higher-density development. Without sewer service, densities are limited and higher-density and intensity uses must install systems on-site. Therefore, the presence of sewer service often acts as a catalyst for development. Sewer service is available to portions of the SCA within the city limits, and small portions of the SCA and surrounding areas that are outside of city limits. Service is provided by Cleveland Utilities. More information on available utilities, system capacity, service areas, and implications of anticipated growth can be reviewed in **Chapter 3: Master Plan**.

FACILITIES

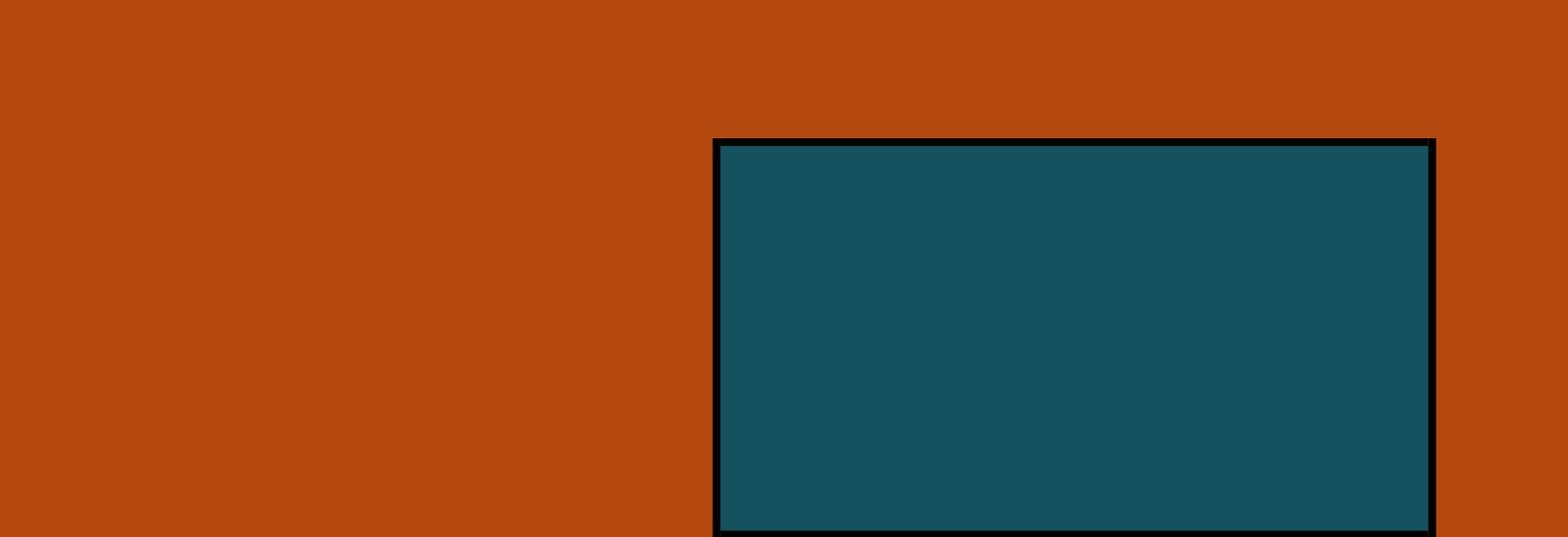
Public facilities include government buildings, schools, government operation centers, libraries, police and fire stations, parks and open space, and other local government and community buildings and property. Due to the SCA's character as a more rural, low-density area, few public

facilities are located in or near the area. There are several private facilities within the SCA that serve a limited clientele, but which contribute to the landscape in a way appreciated by the broader public.

<i>Public and Private Facilities of the SCA</i>	
Category	Facility
Education	Black Fox Elementary School
	Bachman Academy
Parks and Recreation	Bendabout Farms
	Johnston Woods Campground
	KOA Campground
Other Facilities	Regional Landfill
	Former McDonald Elementary Site

CAPACITY FOR GROWTH

Current conditions in the SCA may create barriers to development and should be addressed in order to create an environment which balances future growth with existing character. The topography and lack of connecting roads in the area may limit connectivity as the area develops and traffic and congestion levels increase. The current location of sewer service in the northern area of the SCA will promote development near existing infrastructure. While growth and use intensification is likely to be concentrated around this infrastructure, traffic and system capacity issues can impact the area as a whole and necessary improvements should be made to reduce conflicts. In addition, residential growth in the SCA may demand future facilities and services as the area grows.



Chapter 2: Targeted Planning Challenges

OVERVIEW

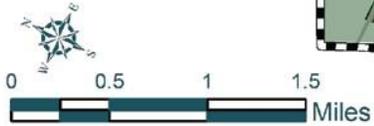
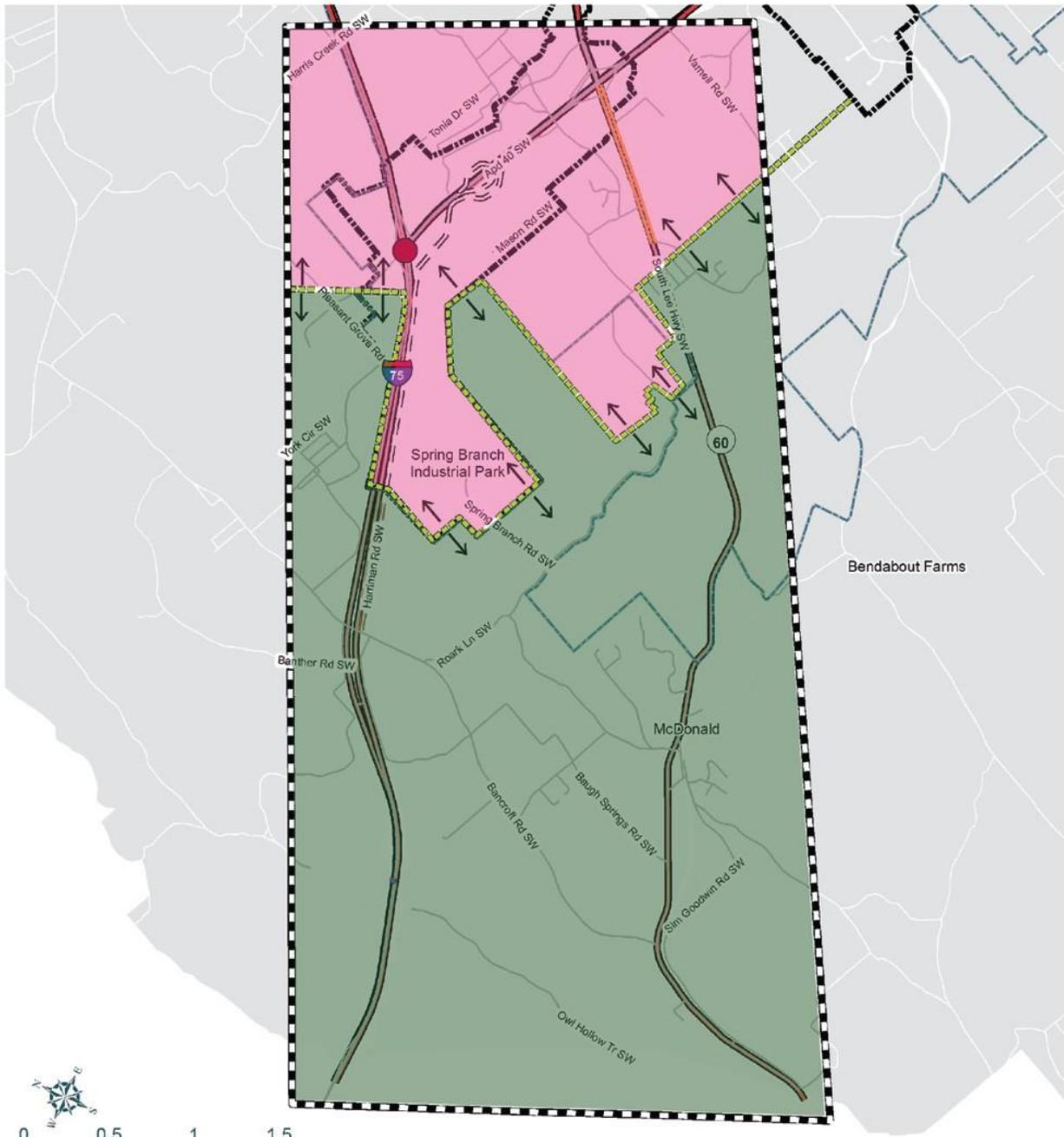
Throughout the planning process, members of the public were asked to participate in various exercises to identify strengths, weaknesses, opportunities, and threats within the SCA. The suggested items were then reviewed and discussed by the planning team and the area sub-committee, and evolved into the “targeted planning challenges” this plan. The challenges identified for the SCA include:

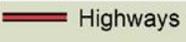
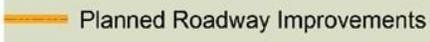
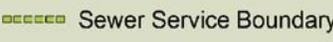
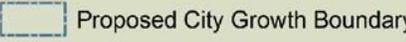
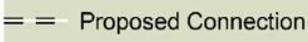
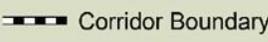
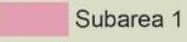
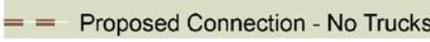
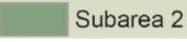
- Distinguishing the Character of Future Land Uses in Two Subareas delineated by a clearly defined sewer service boundary:
 - Subarea 1: An Intensive Development Zone
 - Subarea 2: A Rural Residential Preservation Area
- Capitalize on the Potential of the Remaining Intensive Development Zone
- The Value of Natural Areas
- Environmental Awareness
- Gateways to Downtown Cleveland & Ocoee
- Traffic Management
- Utilities & Other Infrastructure

DISTINGUISHING THE CHARACTER OF FUTURE LAND USES IN TWO SUBAREAS

As discussed, development pressures are likely to be uneven throughout the SCA. Development pressures are likely to be high in the northern portion of the SCA due to the availability of sanitary sewer service, the connections provided by APD 40 and I-75, and the proximity to I-75 Exit 20. While residential development pressure may exist throughout the area, commercial and mixed-use development pressure is likely to be low throughout the remainder of the SCA due to environmental constraints, a low-capacity road network, and lack of sewer service. This division in development pressure will likely impact the character of the two subareas, with areas serviced by sewer and higher-capacity roadways likely to develop at higher intensities and more suburban in nature. Measures should be taken to ensure that the character of new

SOUTHERN CORRIDOR SUBAREAS



 Planned Interchange Improvements	 Highways	 City Boundary
 Planned Roadway Improvements	 Sewer Service Boundary	 Proposed City Growth Boundary
 Proposed Connection	 Corridor Boundary	 Subarea 1
 Proposed Connection - No Trucks		 Subarea 2

development enhances the character of the SCA and that rural residential character is preserved and enhanced where appropriate within the SCA, especially where development supporting infrastructure is lacking.

A CLEARLY-DEFINED SEWER SERVICE BOUNDARY

Delineation of a specific line between sewer service areas and rural service areas will give focus to future facilities investments and support efforts to manage development pressure and growth within the SCA. More intensive but responsible development will be encouraged and supported in sewer service areas, while rural residential character will be maintained in rural service areas.

RURAL RESIDENTIAL PRESERVATION AREA

Despite increased development pressure, some areas within the SCA may be more appropriate for preservation than development. Intensive development should be contained and to prevent higher intensity uses from incrementally encroaching upon and threatening those more natural and rural residential areas. The southern portions of the SCA should remain rural in character, allowing for only a low-density level of residential development coupled with limited locally-focused commercial development. Floodplains, steep slopes, areas poorly suited for septic systems, areas under conservation agreements, areas designated as “rural” under the Public Chapter 1101 Growth Plan, and areas without public water supply for potable use and fire suppression are examples of areas where preservation of existing land use patterns are appropriate.

CAPITALIZE ON THE POTENTIAL OF THE REMAINING INTENSIVE DEVELOPMENT ZONE

Due to its location in relation to major roadways and available sewer service, the area surrounding APD-40 and I-75 Exit 20 are well positioned to accommodate more intensive commercial and industrial development as well as higher density residential and mixed-use development.

Spring Branch Road Business Park

The Cleveland-Bradley County Industrial Development Board is preparing to develop the Spring Branch Industrial Park at the intersection of the Local Interstate Connector (LIC) roadway and Harriman Road. This development calls for the balance of two pressures: economic growth and rural preservation. Due to development pressure in the area, economic development will play a major role in shaping the future of the SCA and should be supported.

THE VALUE OF NATURAL AREAS

The SCA has many valuable natural, agricultural, and recreational areas. For example, the productive open spaces of Bendabout Farms, with its well-managed internal road network, best practice stormwater management system, stream buffers, wetlands protection, agricultural uses, and stream course protection, are regional resources whose environment should be protected and enhanced in future plans. Similarly, the Johnston Woods UMC retreat center and its approaches create a natural and rural setting which should be preserved and protected.

ENVIRONMENTAL AWARENESS

Planning process participants emphasized the importance of preserving, maintaining, cultivating, and enhancing natural, rural, and agricultural areas within the study area. Similarly, participants raised concerns regarding the ability to balance negative development impacts with environmental asset preservation.

GATEWAYS TO DOWNTOWN CLEVELAND AND OCOEE

I-75 Exit 20 and APD 40 serve as the primary routes for most southern visitors to the Ocoee Gorge and Cherokee National Forest, as well as to downtown Cleveland. This situation gives the SCA an opportunity to develop as a gateway to these regions.

TRAFFIC MANAGEMENT

As the SCA develops, additional demand will be placed on the area's roadways. The safety and capacity of roadways and highway interchanges is vital to the future of the area and current rural levels-of-service may not be adequate to accommodate the additional demand. Therefore, traffic should be effectively managed and roadway capacity and safety improvements should be considered.

UTILITIES AND OTHER INFRASTRUCTURE

The SCA has adequate utilities and levels-of-service to accommodate the current level of development. However, as the area develops additional capacity may be required to accommodate new and higher intensity developments while continuing to extend current levels-of-service to existing businesses and residents, as discussed in this plan.



Chapter 3: Master Plan

OVERVIEW

The **Southern Corridor Area Master Plan Map** strives to capture the vision and goals of this plan and serves as the culminating piece of this planning process, depicting the planned location and character of growth and development within the SCA. The future land use categories shown on the map represent the envisioned development for various areas within the study area. Although these designations are meant to be general and are not intended to be parcel-specific in nature, they present the characteristics of envisioned development and preservation for the SCA.

Many recommendations, planned roadway connections, and future land use areas strongly correlate to and reflect the recommendations within the ***Bradley County Comprehensive Plan***. This area plan should be used in concert with the comprehensive plan to ensure cohesive development within the county and to work towards achieving the vision and goals of both plans.

This section includes the following components:

- Plan Vision
- Plan Goals
- Future Land Use Recommendations
- Future Utility Service Areas

PLAN VISION

In the future, the Southern Corridor Area will be an area with two distinct types of character. The northern portion of the corridor will develop with high-quality mixed-use, commercial, and higher density residential development. Development pressures in the southern portion of the corridor will be managed, maintaining the rural character and quality of life enjoyed by current residents. The higher intensity development in the northern portion of the corridor will serve as a catalyst for further investment, eventually bringing additional public services and facilities into or near the area. These future services and facilities will be strategically placed as to not disrupt the maintenance of rural character in lower density portions of the corridor.

PLAN GOALS

Goals are broad statements of desired outcomes. In the context of a planning process, goals reflect the community's vision for the future and serve as targets to direct policy decisions, development, and general progress towards the area's vision. These goals have been established to realize the vision and should be viewed as priorities for community leaders when making future decisions affecting the SCA.

DISTINGUISHING THE CHARACTER OF FUTURE LAND USES IN TWO SUBAREAS

Maintain distinguishing character for the area northeast of the identified sanitary service line and areas to the southwest of the identified sanitary service line.

A CLEARLY-DEFINED URBAN SERVICES BOUNDARY

Establish a clearly -defined urban services boundary ¹.

RURAL RESIDENTIAL PRESERVATION AREA

Preserve the rural residential character south of the designated urban services boundary , especially in areas around McDonald.

CAPITALIZE ON THE POTENTIAL OF THE REMAINING INTENSIVE DEVELOPMENT ZONE

Capitalize on the economic development potential of the proposed industrial park and commercial development areas south of APD 40.

Promote economic development within the Spring Branch Industrial Park which will operate in harmony with surrounding natural and rural environments.

THE VALUE OF NATURAL AREAS

Protect the environmental quality of valuable natural areas and resources.

ENVIRONMENTAL AWARENESS

Maintain high water and air quality levels in the Southern Corridor Area, particularly in the Brymer Creek watershed.

GATEWAYS TO DOWNTOWN CLEVELAND AND OCOEE

Create gateways into downtown Cleveland and other regional destinations that are economically viable and of high -quality.

¹This urban service boundary and sanitary service line recommended in this plan are different than the City of Cleveland's 1101 Urban Growth Boundary. The sanitary service line and urban services boundary described in this area plan were identified by local residents and stakeholders as the threshold beyond which the character of development and services should remain rural.

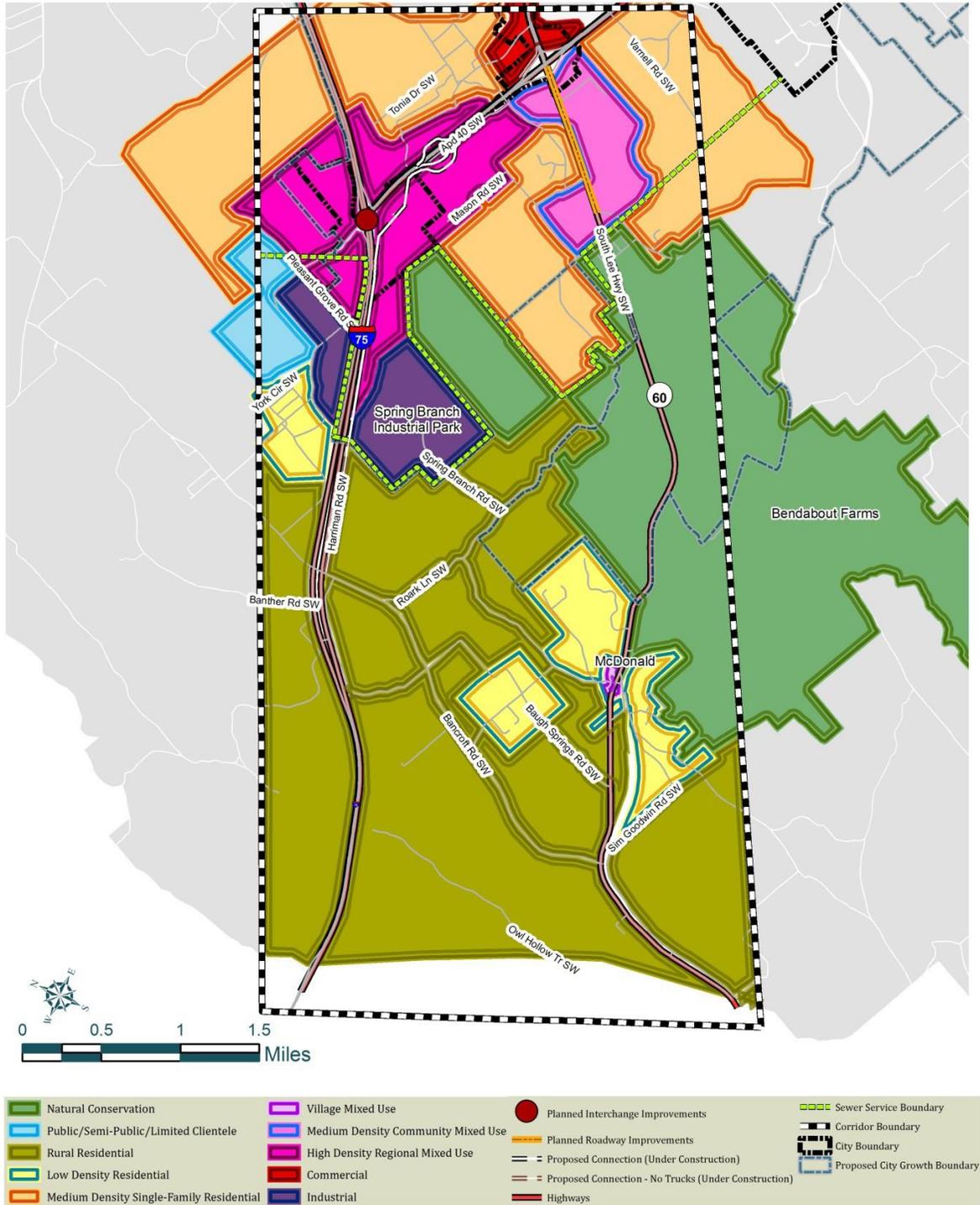
TRAFFIC MANAGEMENT

The roadways, intersections, and interchanges in the Southern Corridor Area will provide safe and adequate access and traffic flow for local and interstate travelers.

UTILITIES AND OTHER INFRASTRUCTURE

Maintain the balance between service demand and service provision while maintaining low levels-of-service in the southwestern portions of the Southern Corridor Area.

SOUTHERN CORRIDOR AREA MASTER PLAN MAP



FUTURE LAND USE RECOMMENDATIONS

The **Southern Corridor Area Master Plan Map** and future land use category descriptions are intended to be used together to provide general direction in the quality, intensity, and locations of various land uses appropriate in various areas of the SCA. Descriptions include a narrative description of character, some images of example uses, and supporting recommendations. The future land use categories applied in the SCA include:

- Natural Conservation
- Public/Semi-Public/Limited Clientele
- Rural Residential
- Low-Density Single-Family Residential
- Medium-Density Single-Family Residential
- Village Mixed-Use
- Medium-Density Community Mixed-Use
- High-Density Regional Mixed-Use
- Commercial
- Industrial

FUTURE LAND USE CATEGORIES

Natural Conservation

The natural conservation category represents areas where new development should be reviewed for impact on natural resources. These areas include important natural resources and agricultural assets which have been identified by their current owners as features that are to be preserved. Areas which have been voluntarily maintained or restored to a natural state for the express purpose of the preservation of passive open space, wildlife habitats, natural resources, areas of agricultural importance, or environmental aesthetics also fit within this category. Due to the challenging topography, most of these areas would likely be most suitable for lower density residential development, or continued forested or agricultural uses. Most of the existing areas designated with this classification are in excess of 10 acres; however, lot sizes will vary.



Development Recommendation

- In considering potential development in natural conservation areas, special consideration should be given to the location of floodplains, steep slopes, or poor draining soil on building sites.

Example Uses

- Woodlands, forest
- Wetlands and waterways
- Nature trails
- Wildlife management areas
- Single-family homes
- Agriculture

Public / Semi-Public/Limited Clientele

The public/semi-public/limited clientele category includes publicly owned or operated facilities and institutional non-governmental uses. Public/semi-public areas include uses relating to community services, such as government buildings, community centers, and educational facilities. Limited clientele facilities are recreational and institutional uses with limited access, such as a private golf course, supper club, hunting lodge, etc. The scale of the facilities should be determined based on the populations and projected populations served. The areas designated on the **Southern Corridor Area Master Plan Map** represent existing or planned locations for public/semi-public/limited clientele uses. Additional, unidentified locations for the uses may be located in other areas.



Development Recommendation

- The location of future facilities should be coordinated with other agencies and departments to identify opportunities for co-location of related facilities and to ensure cooperation and compatibility of future facilities.

Example Uses

- Government offices
- Public utilities and facilities
- Public parks and open space

Rural Residential

The rural residential land use category indicates areas with existing large lot residential use patterns. This category intends to provide a transition from denser areas closer to development to predominantly agricultural areas, and to preserve the rural character in existing neighborhoods throughout the county. The average lot size for rural residential areas is five or more acres.



Development Recommendations

- Rural residential areas are typically not provided with urban levels-of-service. Depending on location in relation to urban service boundaries, rural levels-of-service generally will not include sanitary sewer and stormwater drainage facilities. Rural residential is generally not recommended in areas where urban services are or will be available.
- The capacity and condition of rural roadways should be analyzed prior to approval of new development to ensure adequate capacity exists for increased vehicular traffic. Several winding and rural roadways exist throughout the county and could create congestion and safety issues if actual use begins to surpass road capacity.

Example Uses

- Single-family uses
- Institutional uses, such as schools, churches, and public facilities
- Parks and recreation uses

Low-Density Single-Family Residential

The low-density single-family residential category is the basic residential classification for single-family detached homes located on medium to large lots and is applied primarily to the transitional areas near McDonald and existing residential development near the higher-intensity development in the northwest portions of the corridor. Future development in these areas will be of lower densities than other residential areas, but may be of higher densities than rural residential areas. Lots in low-density single-family residential areas should be between 0.5 and two acres (a density of 0.5 to two units per acre).



Development Recommendations

- Residential development in low-density single-family residential areas is limited to single-family homes and accessory structures. Accessory dwelling units may be appropriate in some areas as determined by the county.
- Residential developments in low-density single-family areas should be designed with current and future transportation needs in mind. If new roads are required, new roads should connect one existing public roadway to another to improve access and mobility throughout the county.

Example Uses

- Single-family uses and accessory structures
- Institutional uses, such as schools, churches, and public facilities
- Parks, open space, and recreational facilities

Medium-Density Single-Family Residential

The medium-density single-family residential category supports slightly denser single-family residential development. Lots in medium-density single-family residential areas range from 0.16 to two acres (a density of 0.5 to six units per acre). This use is recommended as the primary designation for most of the City of Cleveland's urban growth boundary.

Areas designated for medium-density single-family use within the SCA are currently unincorporated areas that may be provided with sanitary sewer service, depending on an area's location in relation to the sewer service boundary. Areas within the urban growth boundary that apply for sewer services should enter into an annexation agreement to acquire sanitary sewer service. A density of four or more units per acre is more cost effective to serve. If required, new infrastructure should be planned to be adequate for proposed development and any additional planned growth in surrounding areas. Level-of-service standards should be developed to ensure adequate public facilities are provided in the short- and long-term.



Development Recommendation

- Residential development in medium-density single-family residential areas is limited to single-family homes and accessory structures. Accessory dwelling units may be appropriate in some areas as determined by the county.

Example Uses

- Single-family uses and accessory structures
- Institutional uses, such as schools, churches, and public facilities
- Parks, open space, and recreation facilities

Village Mixed-Use

The village mixed-use category recognizes lower-density and rural areas which feature a combination of residential, retail, service, and institutional uses. These areas should feature retail and service uses tailored to serve, and appropriate for, the surrounding residential population and agricultural activities. The village mixed-use category applies to the small center of McDonald. Residential units in village mixed-use areas feature average lot sizes between 0.5 and two acres per unit (with a density of 0.5 to two units per acre). Non-residential uses in the village mixed-use area feature a scale between 5,000 and 10,000 square feet with a service radius of about one mile.



Development Recommendations

- New development should be designed in a manner sensitive to village character and surrounding properties to limit the impact of development on the community. Development intensity should maintain a modest scale (less than 10 uses or buildings) that are loosely clustered along rural corridors or the intersection of major roadways within McDonald.
- Given the low-density nature of rural villages, a mix of uses may be best realized through encouraging horizontally mixed-use corridors in or adjacent to low to moderate density single family neighborhoods.
- The McDonald village mixed-use area is not serviced by public sewer and water. Sewer treatment will need to be provided on-site, and wells will be necessary for water where service is not provided. Lot sizes should be adequate to accommodate necessary facilities on site.

Example Uses

- Small-scale services including gas stations, restaurants, bed and breakfasts, and inns
- Small-scale rural oriented commercial businesses including markets, convenience stores, feed and seed, and agricultural supply stores
- Detached single-family residential

Medium-Density Community Mixed Use

The medium-density community mixed-use category supports a mix of land uses of appropriate scale to serve the surrounding community. The area should feature retail, service, office, and institutional uses in both horizontal and vertical mixed-use settings, while accommodating residential uses. Non-residential uses in medium-density community mixed-use areas feature a scale between 20,000 and 100,000 total square feet of floor area and a service radius of approximately five miles. Single-family detached residential units in medium-density community mixed-use areas feature average lot sizes between 0.16 and 0.5 acres. Residential densities up to 12 units per acre are appropriate in this category. These developments, somewhat like traditional downtowns, are automobile oriented and must include adequate parking for residential and business uses; however, a park-once experience supported by a pedestrian friendly environment is encouraged.



Development Recommendation:

- These developments, somewhat like traditional downtowns, are automobile oriented and must include adequate parking for residential and business uses; however, a park-once experience supported by a pedestrian friendly environment is encouraged.

Example Uses

- Commercial, retail, office, and service uses with a five mile service radii
- Personal and professional services
- Offices
- Mixed density residential
- Institutional uses, such as schools, libraries, churches, and public facilities
- Parks, plazas, and open space

High-Density Regional Mixed Use

The high-density regional mixed-use category allows for higher-density mixed-use developments appropriate for retail, service, office, entertainment, and residential uses to serve

the region. These areas feature non-residential concentrations of 100,000 square feet of floor area or more and service areas of more than five miles. Densities ranging from two to 12 units per acre, with higher density development being appropriate in some areas, are appropriate in these areas. These developments are automobile oriented and should include adequate parking to accommodate residential and business uses; however a park-once experience supported by a pedestrian friendly environment is encouraged.

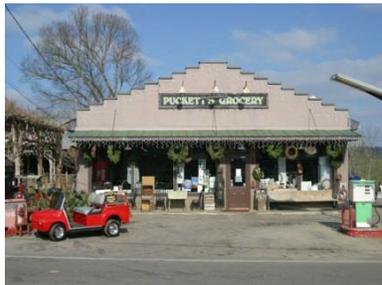


Example Uses

- Regional scale retail and services
- Offices
- Multi-family residential
- Parks, plazas, and open space

Commercial/Rural Corridors

The commercial category provides for a range of commercial uses including service, retail, and hospitality. A small area near the intersection of South Lee Highway and APD 40 is included in this category. Commercial future land uses are primarily corridor commercial establishments that may occur in concentrations, or as single site developments in outlying areas of the county. The outlying commercial uses may be designed to serve commuter populations, travelers, or rural populations. Commercial uses along rural corridors can vary in intensity but will usually be in the range of a floor-area ratio between 0.20 and 0.25.



Development Recommendations

- Ensure adequate access management practices are in place to manage access from commercial developments to county roadways. Access management practices help maintain the functionality and capacity of roads as properties along them develop.

Example Uses

- Retail and wholesale
- Restaurants and personal services
- Office space
- Institutional uses, such as schools, churches, and public facilities

Industrial

The industrial category allows for industrial and warehouse uses of medium to high intensity. Industrial uses may include research facilities, assembly plants, warehouses, distribution centers, and manufacturing plants. Support office and retail would be included in this category. Industry relating to agricultural use and services should be encouraged. The scale of industrial areas is typically larger than 30 acres. Floor area ratios for industrial developments typically range from 0.15 to 0.25.

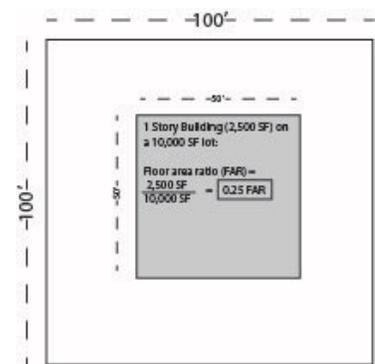


Floor Area Ratios

Floor area ratio (FAR) describes the ratio of a building's total floor area to the size of the parcel of land on which the building is built.

FAR =

$$\frac{\text{Total floor area}}{\text{Total lot area}}$$



Development Recommendations

- Development in industrial areas should occur in a manner sensitive to the surrounding community in order to reduce impact on nearby properties, uses, and natural resources.
- Depending on location in relation to sewer service boundaries, urban services may not be available in some industrial areas. Sites in industrial areas not serviced by public sewer and water should be large enough to accommodate appropriate facilities on site.
- The capacity and condition of rural roadways should be analyzed prior to new development to ensure adequate capacity exists for increased vehicular traffic. Roadways may need to be improved or densities limited in these areas to prevent congestion and safety concerns.

Example Uses

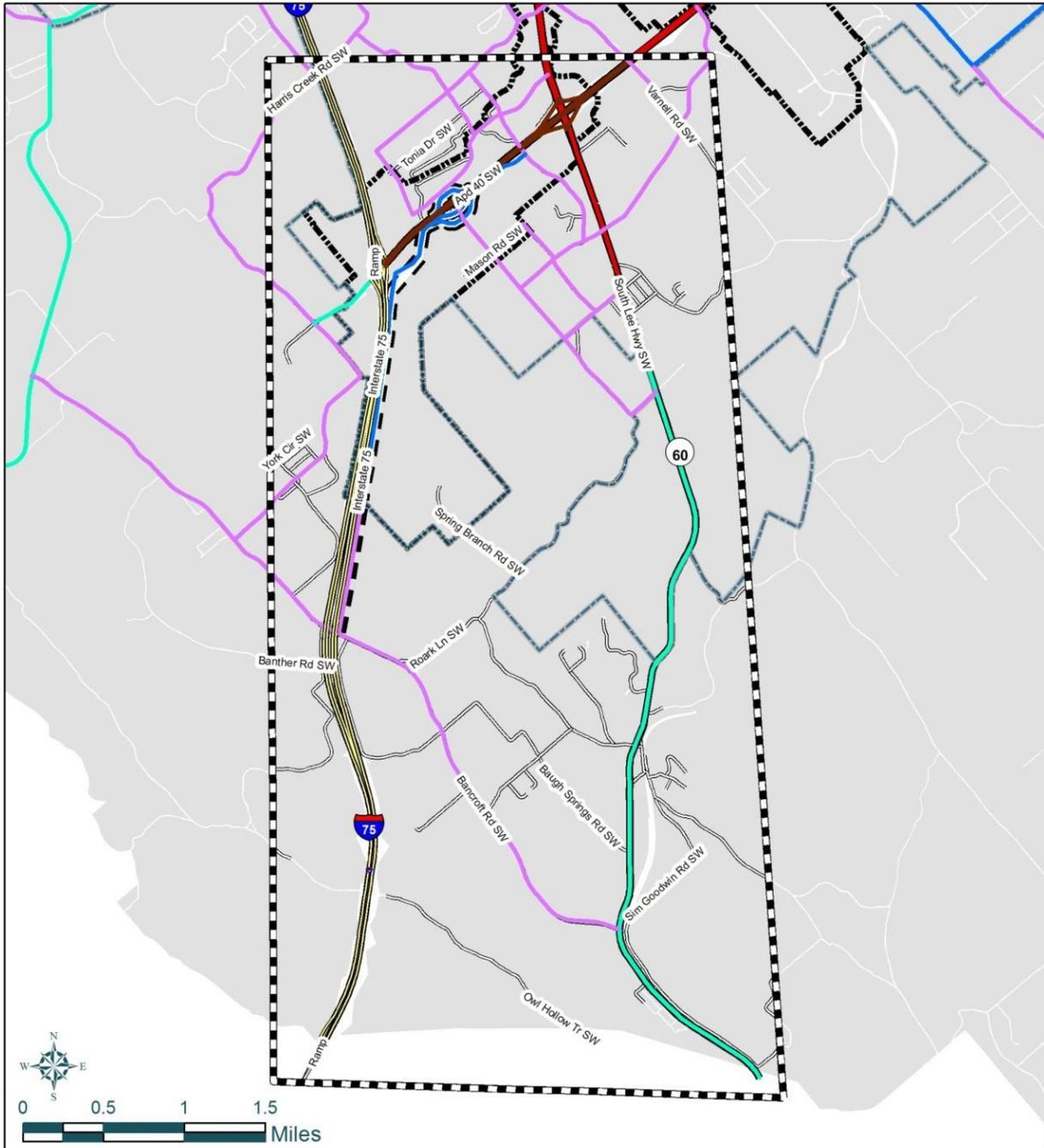
- Manufacturing, warehousing, and distribution
- Research and technology centers
- Support retail and service uses

FUTURE TRANSPORTATION ROUTES

A number of planned transportation improvements have been identified for the Southern Corridor Area. The following table lists those projects that are currently under construction and/or identified in the MPO's Regional Transportation Plan.

Planned Transportation Projects							
2035 Plan ID	Roadway	From	To	Project Type			Project Details
				Intersection	Widen	New Roadway	
Projects Underway							
E+C	New APD Interchange and local connector	I-75	Exit 20 and US 11	X		X	4 lane overpass
E+C	I-75	@ Exit 20		X			Interchange improvements
Horizon Years 2026 - 2035							
71	US 11	APD 40	Black Fox Road		X		Widen to five lanes with shoulder
Notes: E+C – Funding is available and the project is moving toward implementation.							

These access improvements are likely to increase development in the SCA, which currently does not have a well-defined local roadway system. Based on proposed future land use policies and planned roadway improvements for the area, a series of proposed conceptual functionally classified roadways have been identified for the Southern Corridor area. The **Proposed Functionally Classified Roads Map** depicts these roadway classifications within the Southern Corridor area.



Functional Classification	
	Interstate
	Freeway/Expressway
	Principal Arterial
	Minor Arterial
	Urban & Major Collector
	Minor Collector
	Proposed City Growth Boundary
	City Boundary
	Highways
	Area Streets
	Proposed Connection (Under Construction)
	Proposed Connection - No Trucks (Under Construction)
	Corridor Boundary

FUTURE UTILITY SERVICE AREAS

Since the utility facilities and infrastructure to support telecommunications, electrical power and natural gas service are provided on an on-demand basis, they will not be addressed in detail in this section, except to say that a robust offering of such services and the infrastructure and facilities to support them will be essential to addressing areas in which a high level of growth and increased development densities are anticipated.

Dominating discussions of future development within the Southern Corridor Area has been the issue of the provision of municipal service. Simply put, this matter references the improved potable water system and sanitary sewer system infrastructure which make increased development densities possible. As can be seen in the **Southern Corridor Area Master Plan Map**, a sewer service boundary has been delineated to limit these catalytic utilities to the northern portions of the SCA, including the majority of the City of Cleveland's urban growth boundary in the area. The service boundary extends west from Candies Creek Ridge across Candies Creek Valley generally along the edge of the Bendabout Farms property to and across South Lee Highway (US 11/64) to Brymer Creek Road and then around the Johnston Woods Retreat Center property to include the site of the proposed Spring Branch Industrial Park (SBIP). From here the sewer services limit extends across I-75 to include the regional landfill site and following the ridge on which it is situated, north to and across Harris Creek.

In practice, this suggests that sanitary sewer systems currently in place should be extended, expanded and enhanced to serve only the properties within these limits, and not to address those outside of them. When additional water storage facilities and the increased transmission and distribution line sizes required to accommodate development are proposed, they should not anticipate serving any growth outside of these delineated limits. When the Candies Creek Interceptor sanitary sewer is extended it should not be intended to serve properties south of the sewer services limit. Sanitary sewer service to be provided within the proposed SBIP will thus include provisions for a pump station and force main north and into the existing sanitary sewer system along Stone Lake Road. When future development occurs along South Lee Highway south of Bachman Academy property, it will also most likely require pumping to reach the existing Candies Creek Interceptor and will not be sized to address land south of the delineated limits.

A new large-capacity water storage tank and improved water distribution service facilities are proposed in the vicinity of I-75 TN Exit 20. As high-density development occurs in this area potable water and sanitary sewer systems to accommodate will be planned and designed to address the demands associated with high development intensities in order to maximize the potential of these proposed intensive development zones.

No special utilities infrastructure provisions will be made to accommodate further growth along Brymer Creek Road, Roark Road, Harriman Road, Bancroft Road or South Lee Highway south of Bendabout Farms or in the McDonald or Mineral Park communities. As development pressures increase in these areas, and their demands for improved service, no plans will be made to respond to these demands. Since current zoning and land development regulations allow a relatively high level of densities for lots that are adequately served by a potable water system, it may be necessary to monitor potential environmental impacts that result from such densities. Due to the soil conditions prevalent in most of this area, additional measures may be needed to ensure that on-site drain-field systems are less likely to fail, since there will be no prospect for

future sanitary sewer service. Consideration should also be given to other measures which may help ensure that existing and proposed on-site disposal systems operate successfully long-term.

FUTURE FIRE AND RESCUE SERVICES

As with utility coverage, fire and safety service provision in the SCA by either the City of Cleveland or Bradley County will be contingent on annexation. The City Fire Department has identified the need for a new fire station in this area to adequately provide services. City Station 6 has been planned but has not yet been built. The County's Station 4 is located at 214 McDonald School Road. Increased traffic and business and residential populations in this area will impact the speed of first responses. Consideration of future fire and rescue services and facilities in this area will need to be coordinated between the City and County departments to ensure adequate coverage with equipment and personnel.



Chapter 4: Action Strategies

OVERVIEW

This chapter recommends strategies to guide the successful implementation of this area plan. Many of the plan's strategies will require joint efforts between the City of Cleveland and Bradley County. When considering implementation of these strategies, the jurisdictions should fully consider the fiscal implications of these decisions and weigh them against the possible fiscal and public good which will result from their completion. When possible, available funding sources have been identified.

Strategies are discussed for each targeted planning challenge and plan goal. Plan goals are restated before recommended strategies are discussed.

STRATEGIES

DISTINGUISHING THE CHARACTER OF FUTURE LAND USES IN TWO SUBAREAS

Maintain distinguishing character for the area northeast of the urban services boundary and areas to the southwest of the urban services boundary. ²

Strategies:

- Capitalize on the development potential of areas designated for municipal services and improvements north and south of APD 40 while emphasizing quality development. The Southern Corridor Area's proximity to municipal services is a major asset to the area. Economic development should be encouraged in municipal service areas in a manner sensitive to the context of the SCA.

²This urban service boundary and sanitary service line recommended in this plan are different than the City of Cleveland's 1101 Urban Growth Boundary. The sanitary service line and urban services boundary described in this area plan were identified by local residents and stakeholders as the threshold beyond which the character of development and services should remain rural.

- Promote quality commercial and mixed-use development in the areas surrounding the I-75 Exit 20 interchange. Well-crafted development guidelines can effectively manage the character of future development. Guidelines should be established for areas near I-75 Exit 20 and APD 40 to guide the character of higher-density development. Likewise, rural development typologies should be established to maintain existing character in rural areas.
- Encourage further development within the western quadrant of the I-75 Exit 20 interchange while capitalizing on existing area assets. Economic development in this area should be promoted to capitalize on existing infrastructure and sewer services.
- Effectively manage development pressure in the southern portion of the corridor to maintain its low-density, rural character. Development regulations can effectively monitor density, access to roadways, and site configuration. Establishing rural development typologies and enforcing tailored development regulations can maintain rural character in desired areas.
- Review existing zoning and development regulations to identify modifications that can improve the development process and can benefit the public, landowners, and developers without sacrificing quality. Efficient and clear development review procedures and user-friendly development regulations can serve as catalysts for development in an area. Reviewing and streamlining existing development regulations can help spur development in the areas surrounding I-75 Exit 20 and APD 40, and assist in maintaining the identified preservation areas.
- Promote balance between the demands of growing businesses and industries and the surrounding environments. Seek ways to develop land while preserving and protecting environmentally sensitive and important elements. Employ best management practices for erosion control and feature disturbance during and after construction. Consider the establishment and implementation of an environmental impact review process for economic development in the area.

A CLEARLY-DEFINED URBAN SERVICES BOUNDARY

Establish a clearly-defined urban services boundary.

Strategies:

- Designate a clearly-defined sewer service boundary in order to supply services to the developing areas in the northern portions of the Southern Corridor Area, while maintaining the rural character and levels-of-service to the southern portions.
- Plan for development to the north of the urban service boundary while preserving the low-density rural character to the south. Identifying an urban services boundary and the full extent of feasible system expansions will help attract development to portions of the SCA within the municipal service area. Residents and businesses within portions of the SCA outside of the municipal service area should not expect urban levels-of-service in the future.
- Prevent development encroachment in the southern portion of the SCA. Providing municipal services to the northern portion of the SCA should attract development pressures away from the southern portions of the study area. Develop regulations

which will effectively monitor and limit development, development impacts, and municipal services to portions of the SCA within the service boundary.

RURAL RESIDENTIAL PRESERVATION AREA

Preserve the rural residential character of the south of the urban service/ sewer service line, especially in areas around McDonald.

Strategies:

- Consider additional residential zoning density restrictions in the rural residential areas pursuant to interests expressed by residents of that area. Adjusting regulations pertaining to minimum residential lot sizes and development intensity to limit the density of residential areas can manage residential development pressure and maintain low-density character.
- Enhance the McDonald village core, emphasizing a small-scale community business focus. The McDonald village area can accommodate additional commercial and mixed-use development at a scale intended to serve adjacent residential areas and agricultural uses.
- Analyze the capacity of existing roadways and assess the impact of future development on system capacity. Many roadways within the SCA operate at rural levels-of-service. Increased traffic associated with development in the northern portions of the SCA could cause congestion and worsen connectivity issues. Roadway improvements should be planned and implemented prior to developments. Truck and freight traffic should be limited or prohibited on rural roadways and roadways servicing residential areas.

CAPITALIZE ON THE POTENTIAL OF THE REMAINING INTENSIVE DEVELOPMENT ZONE

Capitalize on the economic development potential of the proposed industrial park and commercial development area south of APD 40.

Promote economic development within the Spring Branch Industrial Park which will operate in harmony with surrounding natural and rural environments.

Strategies:

- Encourage quality mixed-use development near the I-75 Exit 20 interchange. Development pressures in the northern portion of the SCA should be balanced by regulations and guidelines monitoring development quality.
- Promote balance between the demands of growing businesses and industries and the surrounding environments. Develop land while preserving and protecting environmentally sensitive and important elements. Employ best management practices for erosion control and feature disturbance during and after construction.
- Increase roadway capacity and accessibility to accommodate increased traffic associated with higher intensity development. Identify targeted corridors for capacity improvements and additional or new connections. Prioritize improvements for areas with the greatest combined benefit for residents and businesses.

- Maintain an identity and quality of life that will be attractive to existing and future residents and businesses. The rural and small town quality of life enjoyed by many in the SCA is attractive to existing and future residents. As the area grows, efforts to maintain adequate services and infrastructure as well as to maintain and enhance community character and values will be important in maintaining community identity and remaining a desirable place to live and do business.

THE VALUE OF NATURAL AREAS

Protect the environmental quality of valuable natural areas and resources.

Strategies:

- Promote high quality built and natural environments. Encourage high quality development and preservation of natural environments.
- Increase the supply of parks and recreational opportunities in coordination with increases in populations. Identify area specific needs for additional park and recreation space and create location standards to guide the site selection process for future facilities within the SCA.
- Preserve existing open land and green space through voluntary efforts or through the land development process. Emphasize the protection of areas that are essential to the Southern Corridor Area's biodiversity and overall environmental health. Preserved areas may include: environmentally sensitive lands, prime farmland, natural corridors, rivers, streams, creeks, forested areas, and other areas.
- Protect the function, quality, and integrity of ground water resources. Review existing development regulations and incorporate provisions to limit densities, development patterns, and stormwater runoff in areas not serviced by sanitary sewer.
- Promote balance between the demands of growing businesses and industries and the surrounding environments. Seek ways to develop land while preserving and protecting environmentally sensitive and important elements. Employ best management practices for erosion control and feature disturbance during and after construction. Consider the establishment and implementation of an environmental impact review process for economic development in the area.

ENVIRONMENTAL AWARENESS

Maintain high water and air quality levels in the Southern Corridor Area, particularly in the Brymer Creek watershed.

Strategies:

- Encourage the use of conservation easements and naturalized buffer areas to protect waterways from negative development impacts. Requiring intensive land uses to incorporate naturalized buffer areas on-site will reduce contaminated run-off from entering waterways. Likewise, designating naturalized buffer areas around waterways

will reduce non-point source pollution from contaminating waterways and groundwater.

GATEWAYS TO DOWNTOWN CLEVELAND AND OCOEE

Create gateways into downtown Cleveland and other regional destinations that are economically viable and of high -quality.

Strategies:

- Promote connections to downtown Cleveland and other regional destinations. Consider the initiation of a signage and wayfinding study along APD 40 to create a visitor-friendly travel environment and to improve roadway safety.
- Consider access management design to move traffic safely and effectively while allowing for intensive development. For roadways to function as major thoroughfares, they need to have limited interruptions in traffic flow, roads serving major employment centers require the capacity for heavy freight traffic, and roads primarily providing access to residential areas should discourage high speeds and non-residential traffic to promote safety and accessibility to individual properties. Identify areas throughout the Southern Corridor Area where access management will improve traffic conditions and roadway safety.

TRAFFIC MANAGEMENT

The roadways, intersections, and interchanges in the Southern Corridor Area will provide safe and adequate access and traffic flow for local and interstate travelers.

Strategies:

- Promote development of the areas surrounding the I-75 Exit 20 interchange, APD-40, and the LIC roadway while maintaining and improving roadway capacity and safety. Concentrating and effectively managing development within areas already well serviced by roadways will reduce the amount of required new infrastructure and system improvements, reducing the overall cost associated with growth.
- Reduce the negative impacts of increased traffic and new roadway connections on rural areas and the environment. Preserve environmentally sensitive areas by planning future connections in a sensitive manner. Limit freight access on rural and residential roadways to reduce the impact of increased freight traffic on current roadways.
- Manage roadways and roadway capacity in order to promote an efficient, safe, and secure transportation network. The capacity of roadways is influenced by a number of design factors including but not limited to roadway width, number of lanes, types of traffic, straightness/curviness of the roadway, number of access points, and the number and location of intersections. Through management practices and standards for roadway design and access management, the capacities of existing and future roadways can be effectively managed.

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- Manage the mix and impacts of freight traffic on the surrounding areas while promoting efficient business connections to the region. Freight and passenger vehicles must share the roadways in the SCA and Bradley County. Cost effective options such as signage and traffic patrol may be employed to limit heavy truck traffic to designated roadways.

UTILITIES AND OTHER INFRASTRUCTURE

Maintain the balance between service demand and service provision while maintaining low levels-of-service in the southern portions of the Southern Corridor Area.

Strategies:

- Manage roadways and roadway capacity in order to promote an efficient, safe, and secure transportation network. The capacity of roadways is influenced by a number of design factors including but not limited to roadway width, number of lanes, types of traffic, straightness/curviness of the roadway, number of access points, and the number and location of intersections. Through management practices and standards for roadway design and access management, the capacities of existing and future roadways can be effectively managed.
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- Designate a clearly-defined urban services boundary in order to supply services to the developing areas in the northern portions of the Southern Corridor Area, while maintaining the rural character and levels-of-service to the southern portions.