JOINT STRATEGIC PLAN

BCC 2035
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Bradley County | Cleveland | Charleston
Cleveland/Bradley Chamber of Commerce

BCC 2035
JOINT STRATEGIC PLAN

DATE: 3.22.11

Prepared by
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TABLE OF CONTENTS

MAPS

Map 1:Growth Framework v
Map 2:Potential Development Areas (County) 17
Map 3:Potential Development Areas (Cities) 18
Map 4:Parcel Size Analysis 20
Map 5:Growth Framework 34
Map 6:Locations of Regional Importance 35

CHARTS

Chart 1. Planning Process 5
Chart 2. Countywide Residential Capacity v. Demand 14
Chart 3. Cities only Residential Capacity v. Demand 15
Chart 4. Zoning Density Assumptions 16
Chart 5. BCC 2035 Vision 30

TABLE OF CONTENTS

EXECUTIVE SUMMARY I

A BRIGHT FUTURE II

THE GROWTH THAT IS COMING II

A VISION FOR THE FUTURE III

A CALL TO ACTION IV

CHAPTER ONE 3

OVERVIEW 4

THE PLANNING PROCESS 4

USING THE PLAN 6

CHAPTER TWO 9

REGIONAL BACKGROUND 10

ELEMENTS OF GROWTH 13

CHAPTER THREE 29

OVERVIEW 30

GUIDING PRINCIPLES 31

COMMON GOALS 31

GROWTH FRAMEWORK 33

CHAPTER FOUR 45

OVERVIEW 46

RECOMMENDATIONS 47

EXECUTIVE SUMMARY

Summary of the Plan

A Bright Future

The Growth that is Coming

A Vision for the Future

A Call to Action

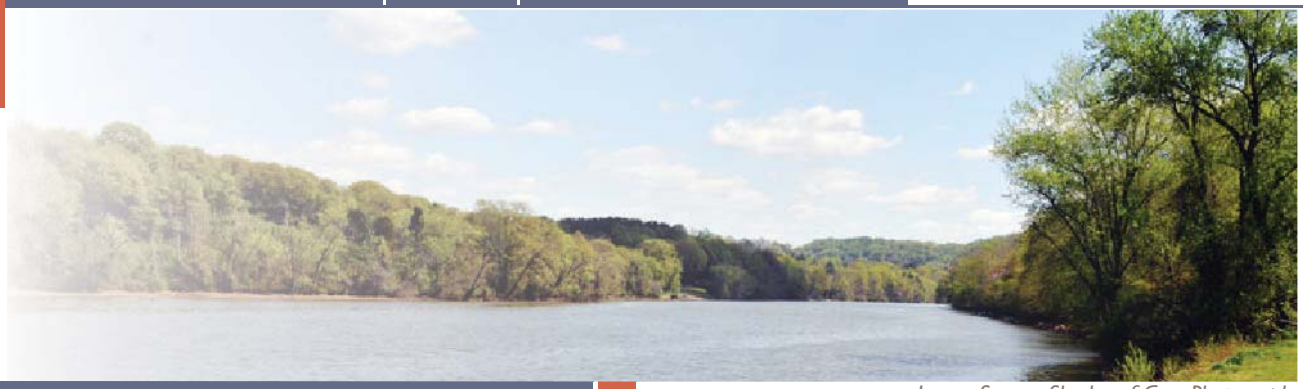


Image Source: Shades of Grey Photography

Summary of the Plan

A BRIGHT FUTURE

The Bradley County, City of Cleveland, City of Charleston Region (BCC Region) is a thriving area with big economic opportunities. But it is also a region with small town values and quality of life. With a mix of historic and new neighborhoods, quality schools, a beautiful natural rural setting, strong and committed leadership, and citizens with deep community roots, this is a solid and stable community with great potential.

The BCC Region has a rich history, but it also has a strong and exciting future. While other communities have struggled mightily with a recessionary economy, the region has been blessed with new opportunities. Eleven Fortune 500 companies, Volkswagen's billion-dollar investment just south of the county, Wacker Chemie's billion dollar investment at the north end of the county, Whirlpool's $120 million investment in Cleveland, and other economic developments are strong signs that the area is well poised and attractive to investors.

In short, the future is bright. Economic prosperity is good for the citizens, allowing young adults to stay in the community and find meaningful and rewarding careers and attracting new people to live and work in the BCC Region. It is good for local businesses that can thrive as growth occurs. It is good for local governments and service providers, who can fund quality and efficient services such as schools, parks, police, fire, roads, and libraries with new tax dollars.

THE GROWTH THAT IS COMING

However, with growth comes more responsibility to plan, and to manage potential impacts of that growth. More jobs will mean more people and more homes, and with that comes the civic responsibility to keep up with the demand placed on schools, fire stations, police services, roads, public transportation, and other government services and facilities. This takes both physical and human capital, both of which must be efficiently and effectively used.

Recent forecasts show that the BCC Regional population could grow by as much as 32,000 new people over the next twenty-five years. This new population is approximately equivalent to the current population of the City of Cleveland. In addition, there could be as many as 19,000 new

jobs in the county. All these new people will need places to live, work, shop, learn, and recreate. These new people and all the existing citizens will expect and deserve a continued high quality of life supported by efficient and effective civic services and facilities.

In anticipation of the change that is coming, the communities of the BCC Region have worked together in an extraordinary effort to take the first steps to plan. This Strategic Plan is the result of that effort. This document records the results of a process in which the City of Cleveland, the City of Charleston, Bradley County, and the Cleveland Bradley Chamber of Commerce and many other agencies worked together to envision the future. This Plan grew out of an extensive process of task force work, public citizen forums, City Council and County Commission guidance, and citizen involvement. It involved extensive research and analysis of growth patterns and trends, heavy discussion of community values and common goals, assessment of existing facilities and service delivery, and the imagining and evaluation of alternative futures. This process resulted in the identification of significant challenges and opportunities the communities will face in the coming years and has set the stage for actions they can coordinate to help manage the region's future in a way that capitalizes on economic development opportunities while maintaining many of the community attributes that are valued.

A VISION FOR THE FUTURE

The primary challenges and opportunities that the BCC Region faces in the coming years involve sustainability: promoting the ability of the economic, fiscal, environmental, and social systems to thrive indefinitely into the future. No single jurisdiction can effectively achieve such a sustainable future on its own at the exclusion of other entities. This means that the hallmark of future planning must be cooperation, collaboration, coordination, and communication. However, within this vision of regional collaboration, the autonomy of each jurisdiction is respected. For this reason, the implementation of this Plan will involve voluntary cooperative efforts through coordinated planning such as updates to comprehensive plans, coordinated land use regulations, coordinated capital improvement plans, joint planning for strategically important geographic areas or issues, and continued multi-jurisdictional planning efforts.

The goals of this Plan include themes of efficient growth, infrastructure directed growth, economic competitiveness, fiscal sustainability, transportation choices, housing choices, natural and cultural resource protection, livability and quality of life, placing value on existing communities and neighborhoods, and intergovernmental coordination.

The goals are supported by a series of three geographic growth areas that identify specific approaches to growth management within three distinctly different areas of the region (referred to as "Growth Framework Areas"). These framework areas recognize that there are different challenges to accommodating growth in urbanized areas than in the rural or fringe areas. Because the BCC Region has mature and established communities as well as new growth areas, the communities will need to implement unique approaches in each of the framework areas. The Growth Framework areas include:

1. **Reinvestment Areas:** Areas where growth will occur primarily as infill and redevelopment.
2. **Managed Growth Areas:** Areas along major regional corridors and at the perimeter of the urbanized areas where the greatest development pressures are anticipated; these areas are targeted for coordinated planning for services, infrastructure and land use.
3. **Rural Preservation Areas:** Areas where the traditional agricultural and wooded landscape contributes both culturally and economically to the region's character and livability.

The community coming together in downtown Cleveland.
Image Source:Times Free Press

A CALL TO ACTION

With a complex network of public, semi-public, and private entities at work in the BCC Region, future planning must involve an ongoing balancing of values and interests. This Strategic Plan sets out a long-range vision and framework for a sustainable future, but the hard work will involve continued cooperative planning and implementation at the local level. The challenge will be to continue to push for improved collaborative approaches and preparedness that advance this Plan over the long-term. Those approaches will involve the following actions:

1. **Comprehensive Planning.** Create coordinated city/county comprehensive plans consistent with the common goals and vision of this Strategic Plan.

2. **Joint City/County Area Plans.** Create detailed area plans for the Southern Corridor Exit 20/McDonald area, the Northern Corridor/Mouse Creek Road area, and the Cleveland Central City area.

3. **Reinvestment, Infill, and Redevelopment**. Establish a strategy to address reinvestment, infill, and redevelopment as part of the comprehensive and area plans, carried through to implementation by creating redevelopment and infill plans for targeted areas.

4. **Boundary Coordination.** Establish jurisdictional and services delivery boundary coordination to provide predictability for capital and service planning initiatives based on comprehensive and joint city/county area plans, 1101 Urban Growth Boundaries and local systems and utilities.

5. **Capital Improvement Planning.** Establish long-range capital improvement planning programs for schools, public safety, transportation, and utilities.

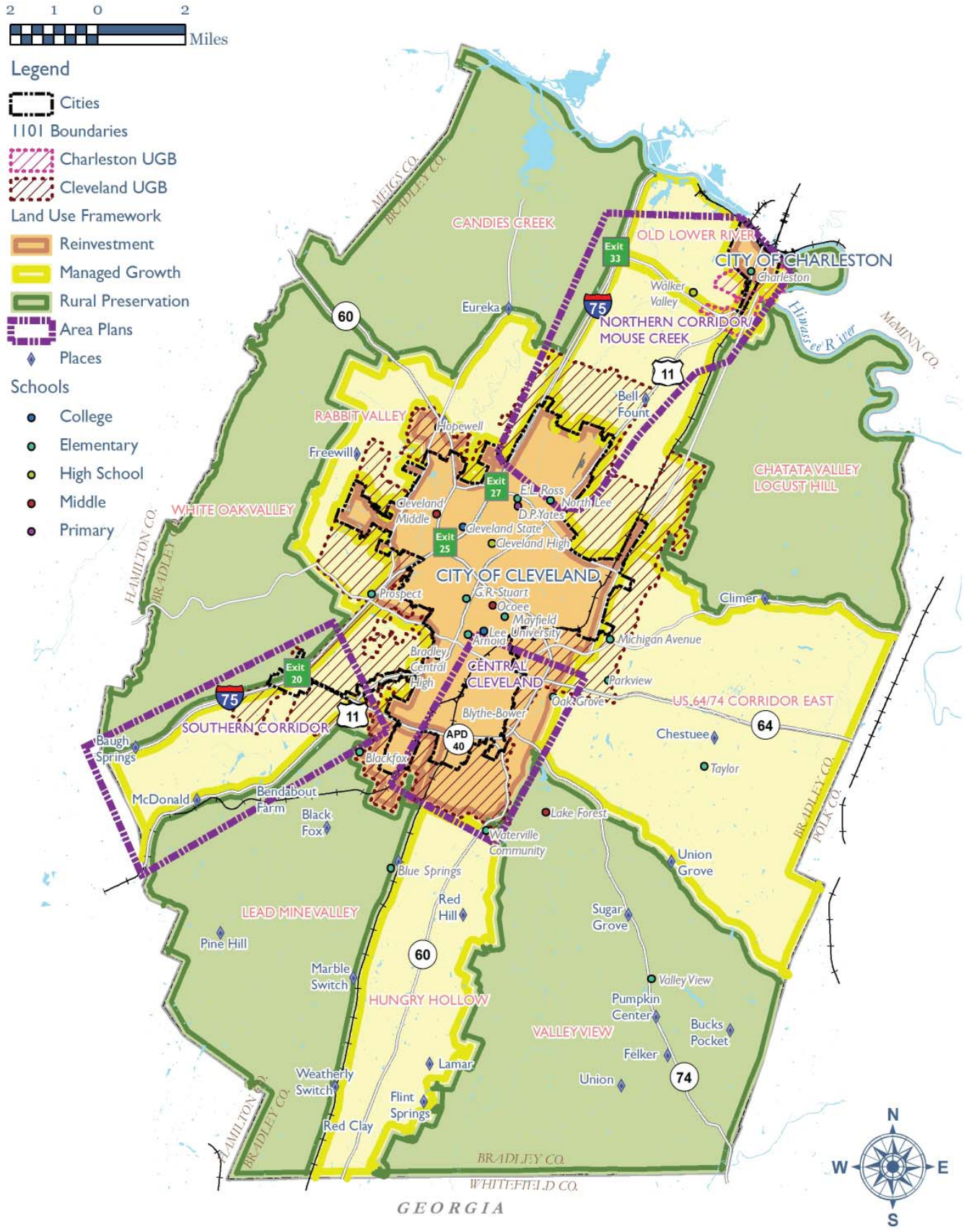
6. **Economic Development.** Continue strong economic development efforts to balance commercial and residential growth to support a fiscally sustainable community.

7. **Land Use Regulations.** Update zoning and subdivision regulations consistent with new comprehensive plans.

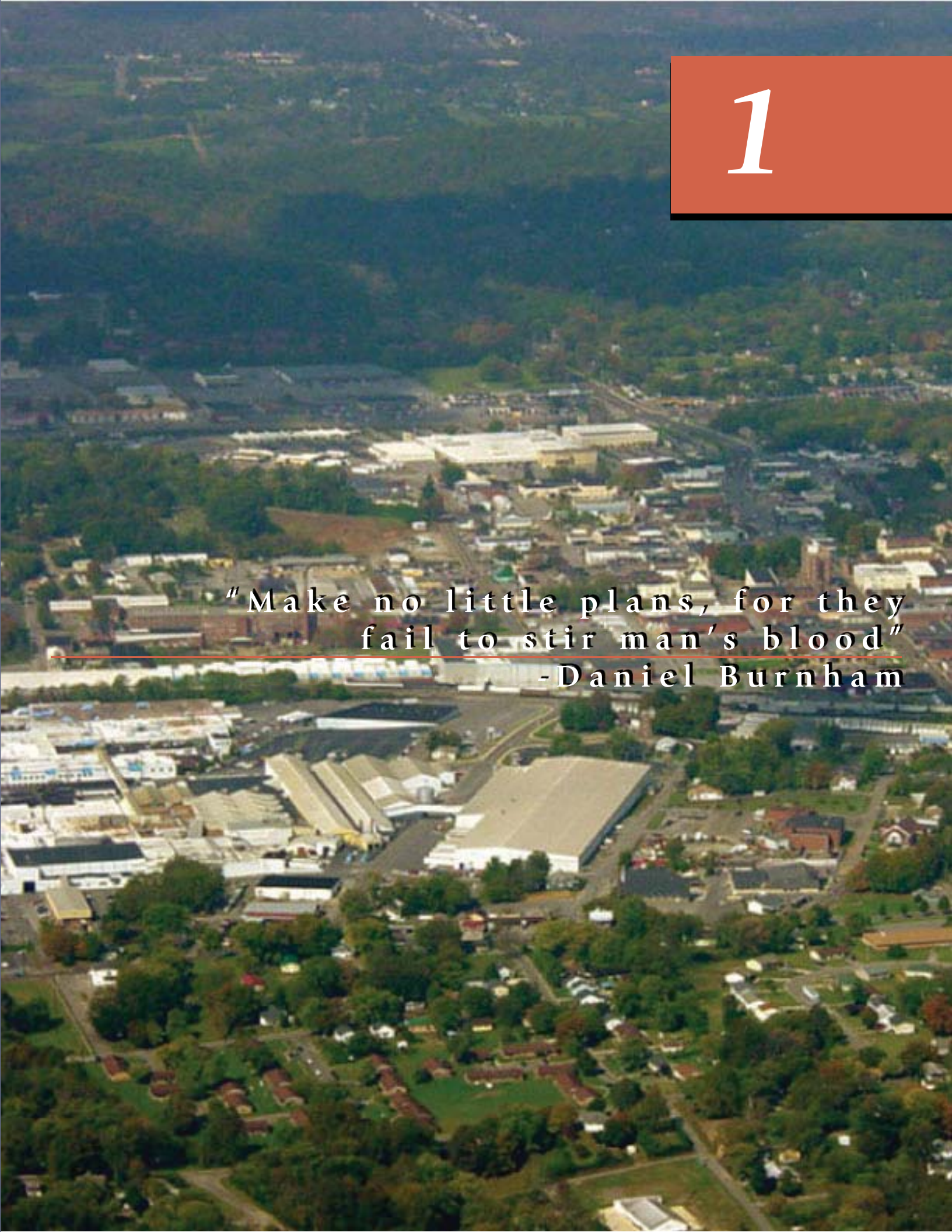
8. **Rural Strategy.** Design and implement a rural strategy that defines rural land use policies, land use regulation approaches, public services and facility expectations, agricultural economic development, and rural character issues.

9. **Growth Tracking.** Establish and maintain a countywide growth tracking system that monitors and keeps up to date growth forecasts, trends data, land use and environmental data, and coordinates with transportation models.

10. **Ongoing Implementation.** Establish an Implementation Oversight Committee to advocate and monitor implementation of this and related plans.



MAP 1: GROWTH FRAMEWORK



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"Make no little plans, for they fail to stir man's blood"

-Daniel Burnham

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CHAPTER ONE

Introduction

Overview

The Planning Process

Using the Plan

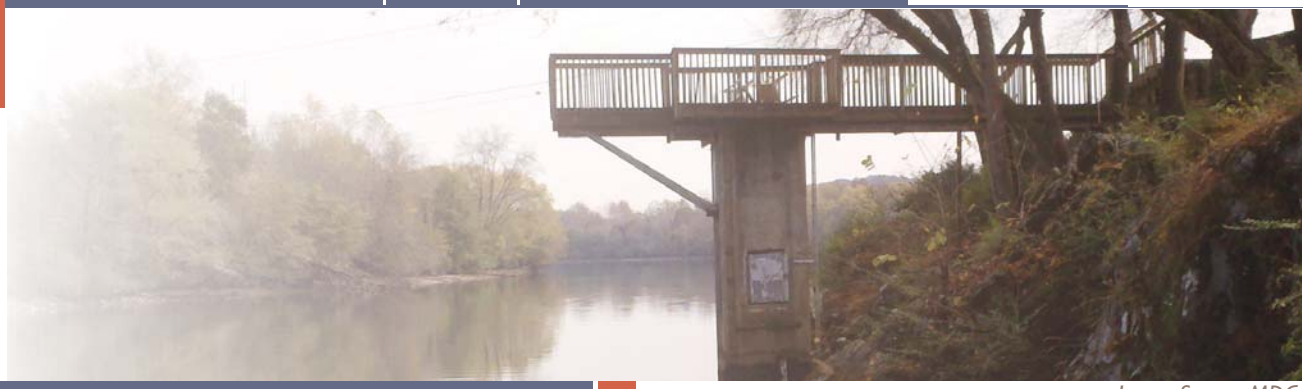

Image Source: MDC.

Introduction

OVERVIEW

With anticipated growth generated by the Volkswagen plant in adjacent Hamilton County, the Wacker Chemie plant, the expansion of the Whirlpool plant, and other economic developments, the BCC Region will likely experience significant change. The region has experienced moderate growth over the last decade but still retains the character of a small city in a rural county—attributes that are valued in the quality of life enjoyed by residents. Increased planning is now needed as growth pressures increase from these economic engines.

With the potential for change, the community leaders recognize the importance of a unified strategy to help the communities actively manage their future. At the same time, the autonomies of the communities must be respected as they make their own policies about growth. The challenge is to coordinate on countywide issues where joint or coordinated efforts are needed while respecting that local autonomy.

THE PLANNING PROCESS

The Plan was crafted over a one-year period beginning in late 2009. It was overseen by a team including the City of Cleveland planning staff, Bradley County planning staff, Chamber of Commerce representatives, a consultant team, a citizen based Task Force (appointed representatives from a variety of local and regional organizations, agencies and departments), and a broad citizens Planning Forum (an open public group of interested and concerned residents, business owners, and land owners).

The planning team worked through a five-phase process:

Project Start-up, which included a series of initial interviews with stakeholders and general data gathering.

Background Reports which were a synthesis of existing conditions and trends affecting the region on topics including:

1. Public Facilities and Utilities
2. Transportation
3. Land Use and Natural Resources
4. Population, Housing, and Employment Projection

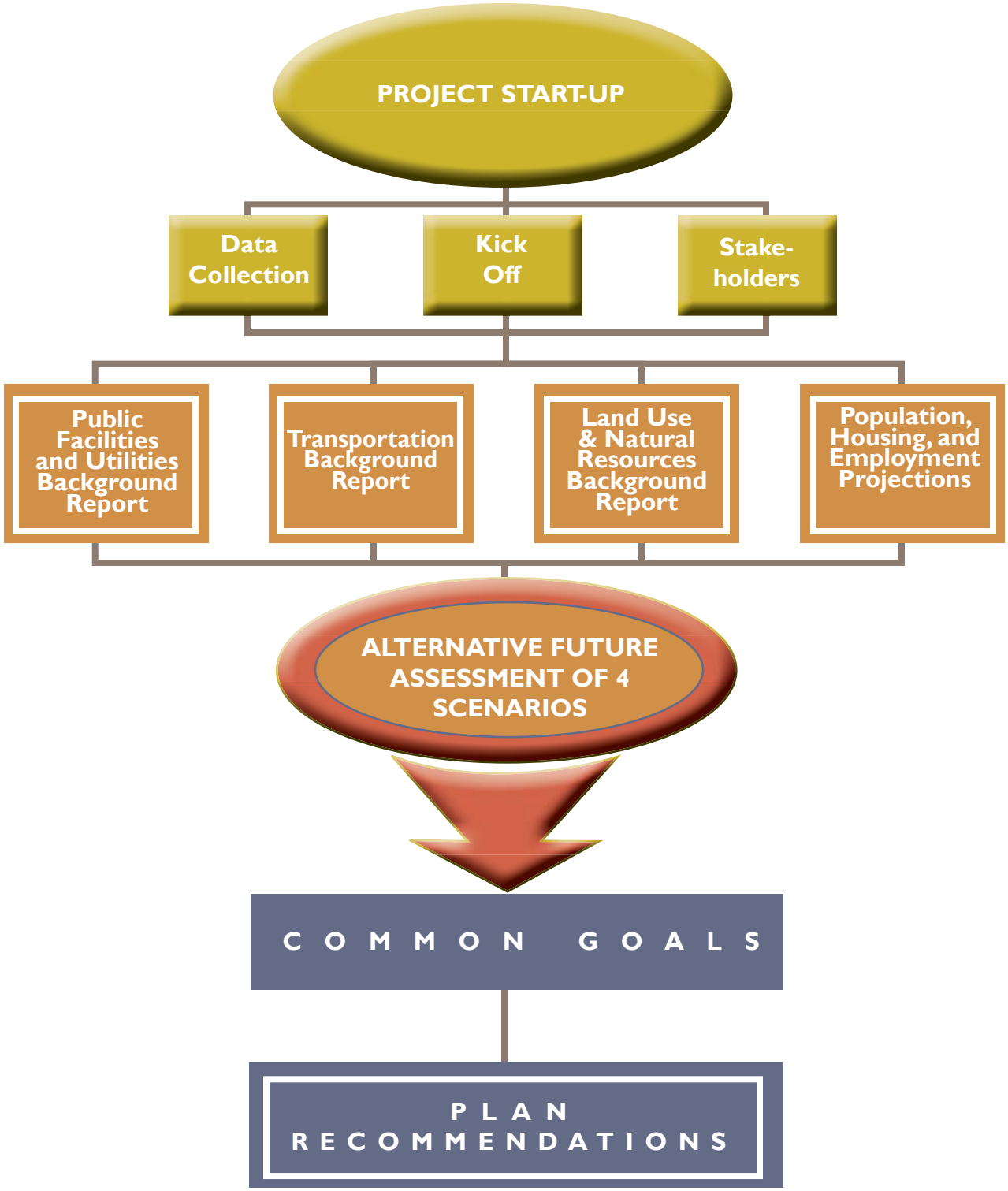

CHART I. PLANNING PROCESS

Full reports on these topics are included as appendices to this Plan, and a summary of the key findings of each report is included in the Background and Trends section of the Plan.

Alternative Future Assessment which included the creation of three alternative growth scenarios which were tested for fiscal, utility, facility and transportation implications and presented to the Task Force and Planning Forum for review, discussion and selection of a preferred scenario. Ultimately, a blended scenario was created as the preferred scenario on which the strategic recommendations of the Plan are based.

Common Goals were developed as core values for the Plan. The common goals created the framework on which the rest of the Plan was built and established the tone and direction of the recommendations.

Plan Recommendations focused on the growth coordination and a land use framework, which were supported by recommended actions.

Following recommendation from the Task Force and Planning Forum, the County Commission, City Council, and Board of Advisors for the Chamber of Commerce reviewed and adopted the Strategic Plan. The Plan will serve as a guide in future planning and coordination efforts between the jurisdictions and agencies in the region.

TERMINOLOGY

The document contains many assumptions, findings, recommendations and actions. To provide clarity the following terminology is defined.

- **Findings-**Critical conclusions drawn from research and evaluation of background and trend issues. These statements represent the challenges or opportunities the region should address through future efforts. Findings are in the Background and Trends Chapter.
- **Guiding Principles-**Statements of community values as to what is important to the community. In some cases, the findings influenced the guiding principles, but in many cases, they are the result of prioritization exercises with the Task Force and Planning Forum. These guiding principles form the foundation for the regional vision by establishing intrinsic values for the Plan.
- **Common Goals-**Statements of a desired end or future state to which the region will aspire. The common goals are the core of the vision for the future.
- **Guidelines-**Statements intended to describe the characteristics and features of the planning areas. Guidelines describe the elements or features of the development form and provide guidance on what combination of efforts will be needed to attain the vision for individual planning areas.
- **Vision-**The combination of the Guiding Principles, Common Goals, and Growth Framework which establishes a cohesive statement of what the region should be in the future.
- **Recommendations-**The specific strategic actions the communities and agencies must undertake to achieve the Vision.

Image Source: MDC.

USING THE PLAN

The *BCC 2035 Joint Strategic Plan* provides guidance to the public, elected officials, appointed officials, public service providers, and other agencies when making policy and development decision. The Plan serves as a unifying vision, which the communities and service providers in the region can use as a target as the community experiences growth.

The Plan is composed of three major elements in addition to this introduction. The **Background and Trends (Chapter 3)** describes the conditions and trends anticipated to affect the region over the coming decades. **The BCC 2035 Vision (Chapter 4)** describes the regional vision through a series of guiding principles that establish community values, a series of common goals that iterate what the communities are targeting, and a growth framework, which provides guidance on the growth management approaches in the three subareas of the region. The **Growth Coordination (Chapter 5)** provides specific strategic actions that the cities, county, and chamber should undertake in pursuit of the common goals.

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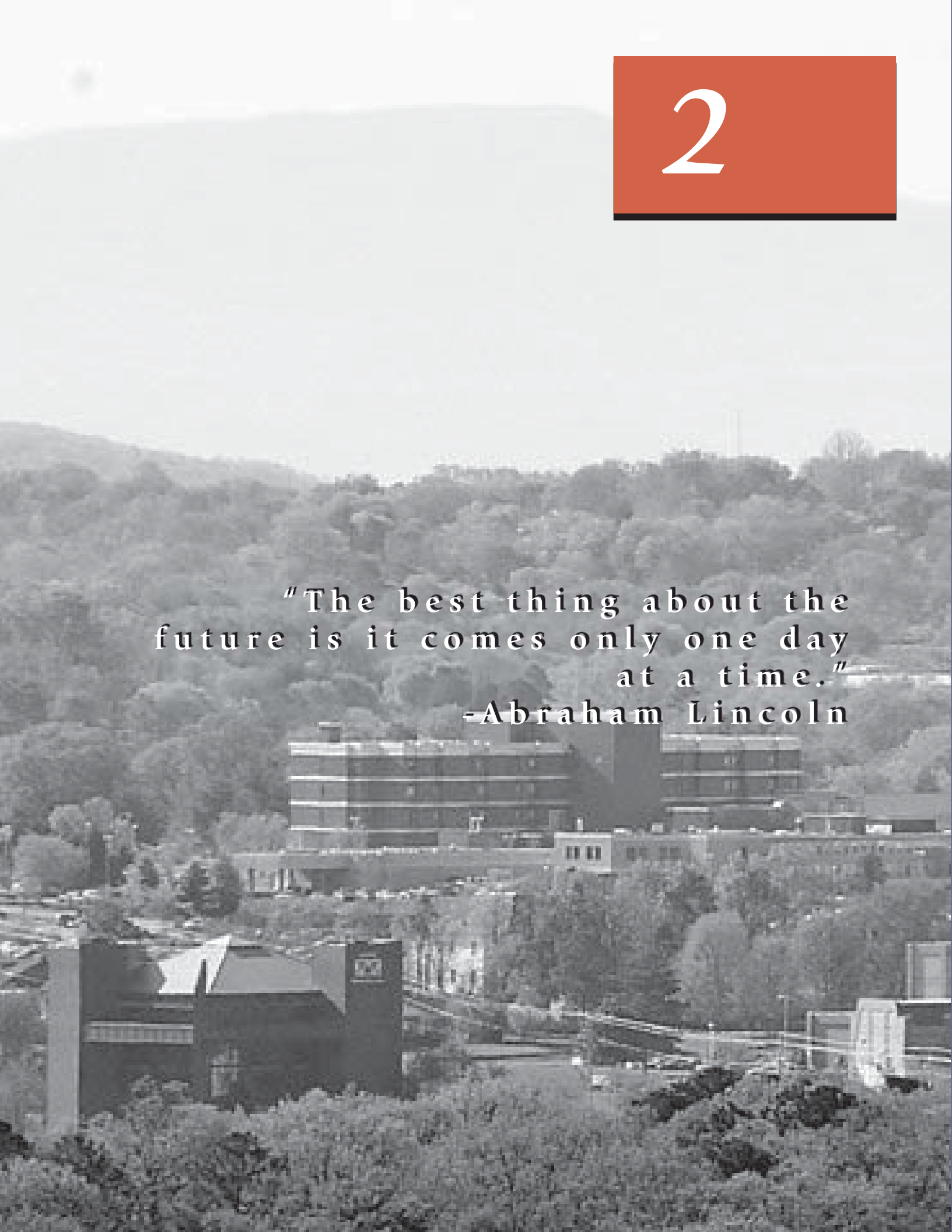

"The best thing about the future is it comes only one day at a time."
-Abraham Lincoln

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CHAPTER TWO

Background & Trends

Regional Background

Key Findings

Elements of Growth

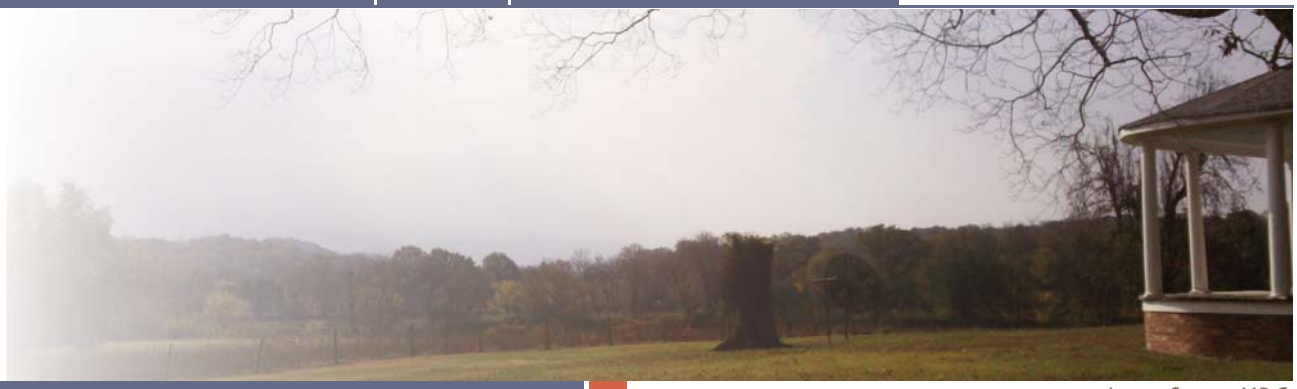


Image Source: MDC.

Background & Trends

REGIONAL BACKGROUND

Bradley County was Indian Territory until the forced removal of the Cherokee in the 1830s. It is historically significant as a collection and embarkation area for that event known as the "Trail of Tears". The Railroad came through Bradley County prior to the Civil War. Copper was mined in significant quantities in Polk County to the east in the 1800s through the mid 1900s. Cleveland is at the juncture of the Old Copper Road and the railroad. Industry played a significant part in the town's development. The manufacture of cooking stoves has been part of Cleveland's history for nearly a century and Cleveland is still home to Whirlpool (formerly Maytag formerly Magic Chef) which is building a new state-of-the-art stove manufacturing facility here. Clothing manufacturing was also significant for much of the City's history and Hardwick Clothes is still in business. The Bowater Paper Mill located just north of Bradley County in Calhoun in the 1950s and has employed many area residents. Olin Chemical, Schering Plough, Duracell, M&M Mars, and others have provided industrial employment to area residents since the mid-to-late 1900s.

The BCC Region includes the whole of Bradley County and the cities of Cleveland and Charleston. Bradley County is located in southeast Tennessee, bordering Georgia to the south and just one county west (Polk County) of North Carolina. The nearest larger cities are Chattanooga in neighboring Hamilton County (20 miles) and Dalton, Georgia (30 miles). Other larger cities nearby include Knoxville (80 miles), Nashville (150 miles), and Atlanta (150 miles).

Bradley County is located within the Appalachian region which includes all of West Virginia and parts of 12 other states: Alabama, Georgia, Kentucky, Maryland, Mississippi, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Tennessee, and Virginia. Bradley County is one of 15 counties within the Appalachian region of eastern Tennessee. Bradley County contains approximately 330 square miles. It is bordered to the north by the Hiwassee River which drains most of the county through various creeks, the main ones being Candies Creek, South Mouse Creek, and Chattata Creek. The southeastern portion of Bradley County drains toward the Conasauga River in neighboring Polk County to the east and Georgia to the south. Bradley County is part of the Appalachian Mountain foothills and it is characterized by a series of ridges and valleys running

The TVA Cyprus Grove is a unique feature in Charleston.
Image Source: Shades of Grey Photography.

generally north and south parallel to the main mountain chain.

The City of Cleveland is located in the approximate center of Bradley County with its historic downtown occupying a plateau between South Mouse Creek and two major tributaries, Woolen Mill Branch and Fillauer Branch. Urban development has occurred in a fairly dense concentric fashion around the original downtown with a more recent spoke-like pattern along valleys and ridge lines. The City of Cleveland is less than 30 square miles and its urbanized area, including the City, is about 50 square miles, or about one-sixth of the total Bradley County land area.

Cleveland and its urbanized area are characterized by a traditional central business district (CBD)/government center with an adjacent medical and professional office area, an adjacent large private university, an adjacent older but vibrant urban industrial area, and strong downtown neighborhoods. Other substantial commercial development has occurred immediately west of the downtown on Keith Street, the first U.S. 11 by-pass and its subsequent connector to I-75 (Exit 25), the 25th Street/Georgetown Road corridor. More recent commercial development has occurred along the Paul Huff Parkway/Stuart Road Corridor that connected with I-75 in the early 1980s (Exit 27). The most recent areas of substantial commercial development have been along the APD40 bypass near its intersection with Dalton Pike and such development appears to be underway at APD40's western terminus at I-75 (Exit 20). More recent industrial development has occurred mostly in two places: along a corridor in northeast Cleveland generally defined by Old Tasso Road and Michigan Avenue Road/Dry Valley Road, and in south Cleveland near APD40 and Westland Drive. With the exception of infill development on individual lots and a few subdivisions, residential development within the urbanized area south of Paul Huff Parkway and east of I-75 dates mostly from 1970 or earlier and consists of single-family homes, intermingled in many places with two-to-

The 8th Street Monument
Image Source: Shades of Grey Photography

Lee University Clock Tower
Image Source: Shades of Grey Photography

Bradley County Farm
Image Source: MDC

four-family structures sited individually or in small groups, a few larger multi-unit apartment complexes, and a few mobile home parks. A substantial amount of infill development of two-to-four-unit residential structures has occurred mostly in older City neighborhoods. Substantial residential development, much of it single-family subdivisions, has occurred more recently in Cleveland (most notably in the Freewill Road corridor, west of I-75, north along Mouse Creek Road, and in in-fill areas of northeast Cleveland) and in Bradley County near Cleveland.

Road connectivity, slopes, soil suitability for septic tanks, and limitations on sewer service outside of Cleveland all affect the location of development, causing it to be more scattered outside the existing urbanized area. The three other more densely settled areas in Bradley County are: the small City of Charleston which is located on the Hiwassee River along U.S. 11; Georgetown, a small community located in extreme western Bradley County on SR 60 at the Hamilton County line; and McDonald, a small community located in southeastern Bradley County on U.S. 11. Except for these areas of more dense development outside of the Cleveland urbanized area, Bradley County is largely characterized by a rural landscape of mostly pasture and forest with significant agricultural operations (e.g. dairy farms, 2-4 poultry production facilities, horse farms, etc.) with outlying residential subdivisions, golf courses, schools, and scattered commercial, mining, and industrial uses.

The City of Charleston is located in the northeastern portion of the County along the Hiwassee River. The City of Charleston is located on the site of the earliest Federal white settlement in the area and is the site of Fort Cass and the Cherokee Indian Agency (1820-1833). From 1785-1820 the area was the gateway to the Cherokee Nation and played a significant role in both the Cherokee and other Native American cultures, and later the Federal removal of the Cherokee People. Today the city has a collection of historically and culturally significant buildings and sites intermixed with environmental elements and river front access.

The county's third courthouse. This structure has since been replaced by the current courthouse.

KEY FINDINGS

- The region is expected to grow by 32,000 people by 2035, this is approximately the same as the current population of the City of Cleveland.
- Employment growth is anticipated to keep pace with residential growth helping to off-set the fiscal impacts of a growing population.
- Maintaining a balance of employment, retail, and residential uses within the BCC Region is important to maintaining revenue streams for the local jurisdictions.
- The region has more than enough land to accommodate the anticipated growth, the key to fiscal sustainability will be where growth occurs and in what pattern.
- As growth continues, demand will be placed on the city and county services requiring additional personnel, operations, and capital facilities. Regardless of which jurisdiction provides these services, maintaining the accustomed levels-of-service will require additional revenues beyond what can be generated under revenue structures.
- Coordinated land use, transportation, service delivery, and capital improvement planning will help prepare the region for future expenses of providing service to new populations.

ELEMENTS OF GROWTH

This chapter summarizes existing conditions and influences, and assesses implications of four elements of growth. These include:

- Amount and rate of growth
- Location and intensity of growth
- Quality and character of growth
- Relationship of public facilities and services to growth

AMOUNT AND RATE OF GROWTH

The BCC Region has grown steadily over the last two decades and that growth is expected to continue for the next several decades. In the 1990s, the population increased at a compounding average annual growth rate of 0.88%, a rate which jumped to 1.77% in the new millennium, when the population grew from 88,190 in 2000 to 95,280 by 2007[1] . AECOM prepared growth forecasts for the county through 2035 including the impacts estimated from the Wacker Chemie plant in the northern part of the county and the Volkswagen plant in adjacent Hamilton County. Based on these growth forecasts the county population is expected to grow from an estimated 98,520 residents in 2010 to 131,212 by 2035. This is a total increase of over 32,000 residents in twenty-five years. AECOM estimates the greatest rate of growth will occur in the first five-year period at about 1.64% annually and then gradually taper off to 0.95% by the last five-year period from 2020 to 2025. This means the BCC Region could expect an influx of 8,300 new residents in the next five years with that decreasing to about 6,000 new residents every five years thereafter. The implications of this growth forecast is that the county and cities will experience an overall growth rate similar to that of the last twenty years, but with a significant bump in the initial five-year planning period, followed by a more consistent annual growth. Although growth rates (the annual percentage) themselves are not expected to dramatically shift, the current population is much larger today than it was twenty years ago meaning that the actual growth in number of new people would be greater than in past years. In other words, a steady percentage growth rate means an increasing amount of net growth.

The specific impacts of planned regionally significant projects such as the Corridor K transportation corridor, the I-75 ByPass, and the Central Hamilton County Growth Plan are still too unclear to provide specific projections on their impacts on the BCC Region. However, as work on these regional projects proceeds and routes are identified, the growth in BCC Region could be further impacted.

GROWTH FACTS

- Annual Growth Rate
  - Historic -1.77%
  - Forecasted -1.64% to 0.95%
- County Population:
  - 2000-88,190
  - 2007-95,280
  - 2035-131,212
- Total Population Increase
  - 32,000 -That is almost equivalent to the current population of the City of Cleveland.
- Estimated New Housing Demand
  - 14,000 new homes
- Estimated New Jobs
  - 19,000 new jobs

1 Source: Woods & Poole Economics, EDIS, AECOM, 2010.

LOCATION AND INTENSITY OF GROWTH

The current land use policies and regulations used by the cities and county are relatively permissive, reflecting a tradition of respect for property rights. The communities have historically viewed the role of planning and land use regulations as preventing egregious land uses from occurring and negatively affecting the community. Local regulations do not place many limits on the density of development or location of use in a way that would manage where growth occurs. These relatively permissive planning and zoning policies may have served the community well in the past, but in an increasing growth environment, the current policies could result in inefficient sprawl that is costly to serve with public facilities.

The current development pattern in the region is the result of many historic forces. Early settlement of the area established communities at vantage points like Charleston, and along trails or commerce routes. The City of Cleveland was established at a relatively central flat area in the county with travel routes radiating outward. Once the initial settlement pattern was established, the residential and commercial growth occurred around these centers. The densest residential areas are located in the City of Cleveland, with business districts and corridors. Other areas like McDonald and the City of Charleston exhibit a lower density development pattern. Modern post WWII development rings the older settlements at moderate densities, with business and commercial development following the residential growth pressures along corridors. Interstate interchanges are prime locations for more intense auto-oriented development.

Approximately 36% of the land area in the county is committed to some type of development (such as residential, commercial, industrial, institutional), leaving over 137,000 acres of land available to potentially accommodate future growth without redevelopment. When current maximum zoning densities are applied to the "potential development areas", they yield a capacity for up to 589,000 new dwelling units and 140 million square feet of building area for non-residential uses. When naturally constrained land (such as wetlands, floodplains, or extremely steep sloping land) is removed from the calculations, the theoretical capacity is reduced to 372,000 new dwelling units and 88.4 million square feet of building area for non-residential uses.

The forecasted growth shows that the community could grow by 32,000 people by 2025 demanding 14,000 new dwelling units. Comparing forecasted demand to theoretical capacity shows us that there is capacity for growth that is far beyond what will be needed in the next 25 years to accommodate projected growth in the whole county. However, the majority of the capacity is in the land zoned for forest and agricultural use in the county. The cities alone do not have vacant land adequate to accommodate the next 25 years of growth without boundary growth or redevelopment/infill.

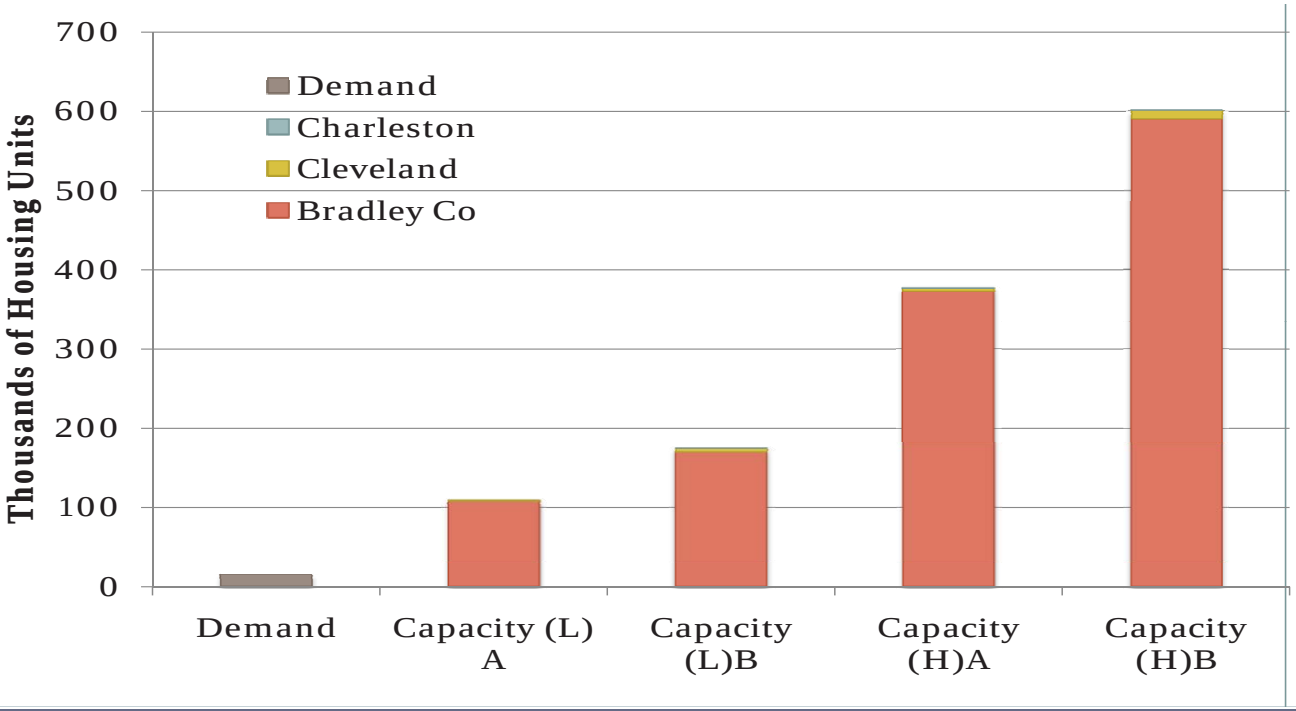


CHART 2. COUNTYWIDE RESIDENTIAL CAPACITY V. DEMAND

CHART NOTES: L-Low Range Density Calculations, H-High Range Density Calculations, A-Removed natural constraints

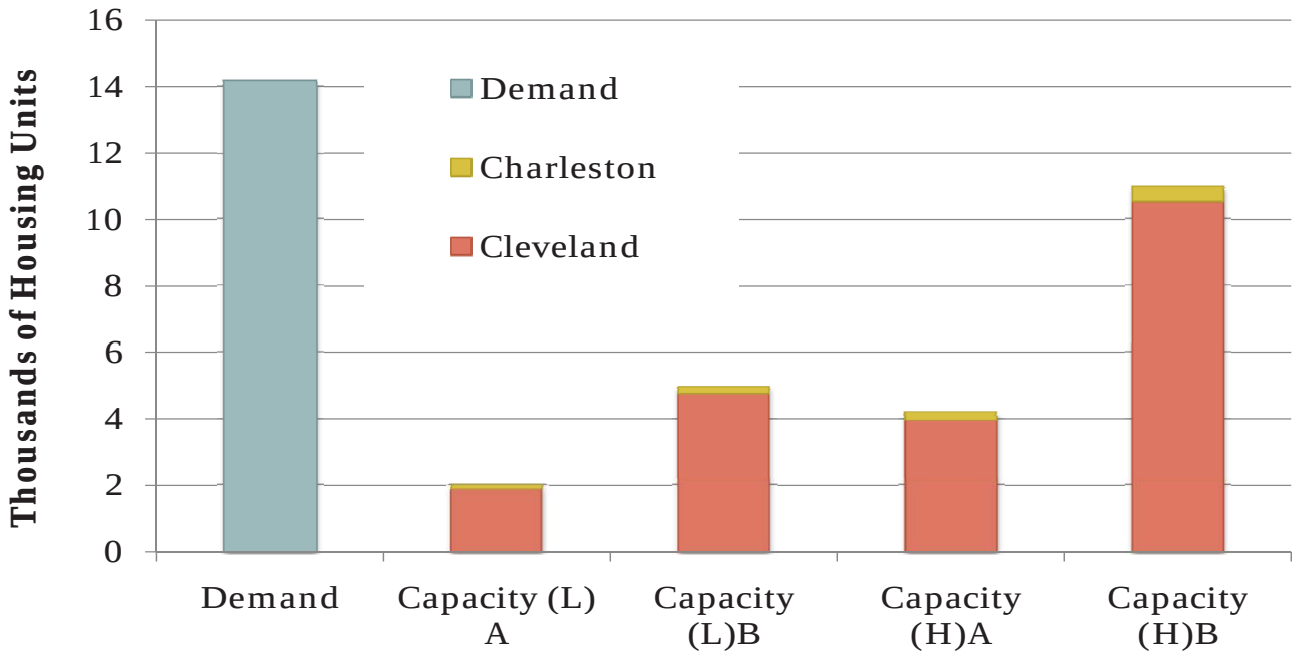


CHART 3. CITIES ONLY RESIDENTIAL CAPACITY V. DEMAND

CHART NOTES: L-Low Range Density Calculations, H-High Range Density Calculations, A-Removed natural constraints

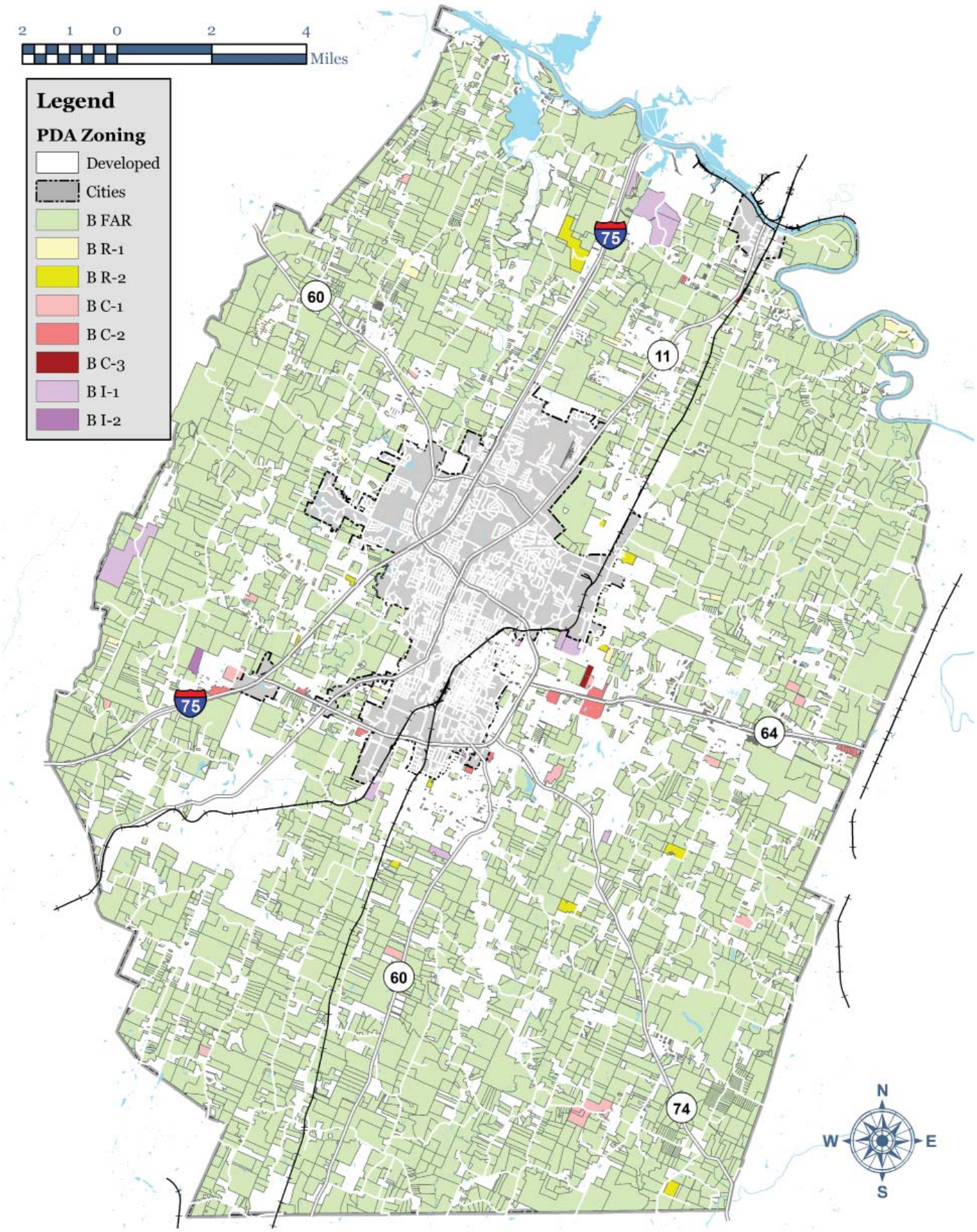
Although the theoretical maximum capacity far exceeds 25 years of demand, this analysis does not assess the suitability, accessibility, location, or availability of utilities and adequate transportation infrastructure to the available land to determine the feasibility or likelihood these areas will be adequate to meet the needs of the market. Rezoning, public investment, and infrastructure expansion will influence where and how growth occurs. This is unpredictable under current planning policies, because most of the capital facilities planning have been shorter-term in nature - long-range capital facilities planning has not been tied to future land use plans. This has not been a major problem with modest growth, but as the community continues to become more developed and urban the dynamics will likely change.

Historically, the location and intensity of growth has been influenced by availability of suitable land, utilities (sewer and water), the market, and landowners' willingness to develop land. Recent growth has occurred to the north of the Cleveland downtown in the Mouse Creek area and additional pockets of growth have occurred throughout the rural parts of the county along major roads. This reflects a past trend for the market to be attracted to property located along the major roadways in the outlying areas of the county. Although it is impossible to predict exactly where the private market will target future growth, the Volkswagen plant is a major regional catalyst for growth. It is feasible that the plant will create demand for development along the southern I-75 corridor. The opportunity for major economic development and the impact this could have on the existing community are important factors to consider. Likewise, the Wacker Chemie plant proposed at the north end of the county will likely continue growth pressures along the Mouse Creek Area.

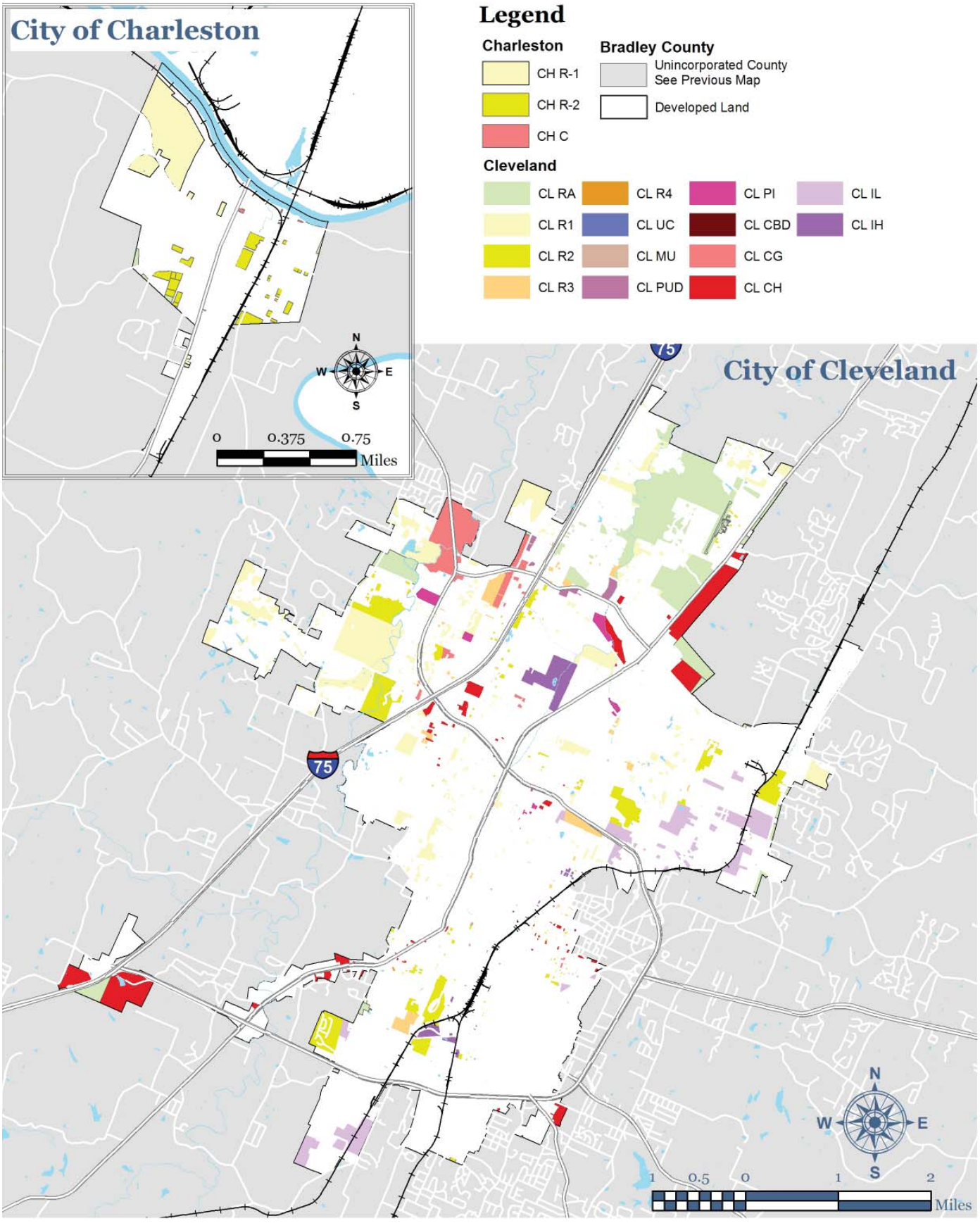
In the analysis a range of densities were examined for each zoning category based on the potential for a low density and a potential highest yield in each category. Additionally, the analysis examined the capacity of the potential development areas with natural constrained land included and excluded in the analysis. Chart notes for the explanations of the annotations and abbreviations associated with the charts.

	Zoning	District Name	Discount for Infrastructure /% Buildable	Mix Percentage					Dwelling Units /Acre		Residential Mix Percentages			Non Residential Density
				Residential	Commercial	Office	Industrial	Institutional	Low	High	Single Family Detached	Two and Three Family	Multi-Family and Mobile Home Parks	Floor Area Ratio
Bradley County	B C-1	Rural Commercial	90%	5%	80%	10%	0%	5%	2.00	5.00	25%	35%	45%	0.20
	B C-2	General Commercial	90%	5%	75%	10%	5%	5%	2.00	5.00	25%	35%	45%	0.25
	B C-3	Highway Commercial	90%	0%	80%	10%	0%	10%	-	-	0%	0%	0%	0.25
	B FAR	Forestry Agriculture Residential	95%	80%	10%	0%	0%	10%	1.70	5.80	90%	10%	0%	0.20
	B I-1	General Industrial	90%	0%	2%	3%	95%	0%	-	-	0%	0%	0%	0.20
	B I-2	Special Impact Industrial	90%	0%	0%	2%	98%	0%	-	-	0%	0%	0%	0.10
	B R-1	Rural Residential	90%	83%	2%	0%	0%	15%	1.70	5.80	90%	10%	0%	0.25
	B R-2	High Density Residential	85%	85%	0%	0%	0%	15%	1.70	5.80	40%	10%	50%	0.25
	B PI	Professional District	85%	3%	2%	85%	0%	10%	1.70	5.80	100 %	0%	0%	0.25
City of Charleston	CH C	Commercial	90%	5%	75%	10%	5%	5%	2.00	2.00	25%	35%	45%	0.25
	CH I	Industrial	90%	0%	2%	3%	95%	0%	-	-	0%	0%	0%	0.20
	CH R-1	Low Density Residential	85%	83%	2%	0%	0%	15%	1.00	2.00	90%	10%	0%	0.25
	CH R-2	Medium Density Residential	85%	85%	0%	0%	0%	15%	2.00	5.00	40%	50%	10%	0.25
City of Cleveland	CL CBD	Central Business District	95%	5%	35%	30%	0%	30%	5.80	16.00	0%	0%	100%	1.00
	CL CG	General Commercial	95%	10%	70%	10%	0%	10%	5.80	16.00	0%	0%	100%	0.38
	CL CH	Highway Commercial	95%	5%	75%	10%	0%	10%	5.80	16.00	0%	0%	100%	0.25
	CL CN	Neighborhood Commercial	95%	0%	90%	10%	0%	0%	-	-	0%	0%	0%	0.38
	CL IH	Heavy Industrial	90%	0%	0%	10%	80%	10%	-	-	0%	0%	0%	0.45
	CL IL	Light Industrial	90%	0%	0%	10%	80%	10%	-	-	0%	0%	0%	0.45
	CL MU	Mixed Use	85%	30%	20%	25%	0%	25%	5.80	16.00	10%	40%	50%	0.38
	CL PI	Professional Institutional	90%	0%	0%	80%	0%	20%	-	-	0%	0%	0%	0.38
	CL PUD	Planned Unit Development	NA	-	-	-	-	-	-	-	-	-	-	-
	CL R1	Single Family Residential	90%	90%	0%	0%	0%	10%	1.70	5.10	0%	0%	0%	0.23
	CL R2	Low Density Single and Multifamily Residential	85%	90%	0%	0%	0%	10%	4.40	6.50	30%	60%	10%	0.23
	CL R3	Multifamily Residential	85%	90%	0%	0%	0%	10%	5.80	9.40	10%	10%	80%	0.33
	CL R4	Mobile Home Park	85%	88%	0%	2%	0%	10%	5.80	10.90	0%	0%	100%	0.25
	CL R5	High Rise Residential	85%	91%	2%	5%	0%	2%	8.00	10.90	0%	0%	100%	0.25
	CL RA	Residential Agriculture	90%	90%	0%	0%	0%	10%	1.78	4.40	90%	10%	0%	0.20
	CL UC	University Campus	85%	20%	0%	10%	0%	70%	5.80	15.42	0%	0%	100%	0.33
	No Zoning	No Zoning	0%	0%	0%	0%	0%	0%	-	-	0%	0%	0%	-

CHART 4. ZONING DENSITY ASSUMPTIONS



MAP 2: POTENTIAL DEVELOPMENT AREAS (COUNTY)



MAP 3: POTENTIAL DEVELOPMENT AREAS (CITIES)

Four growth scenarios were prepared and tested to understand better the effects of growth location and intensity on the demands for infrastructure, facilities, utilities, and services.

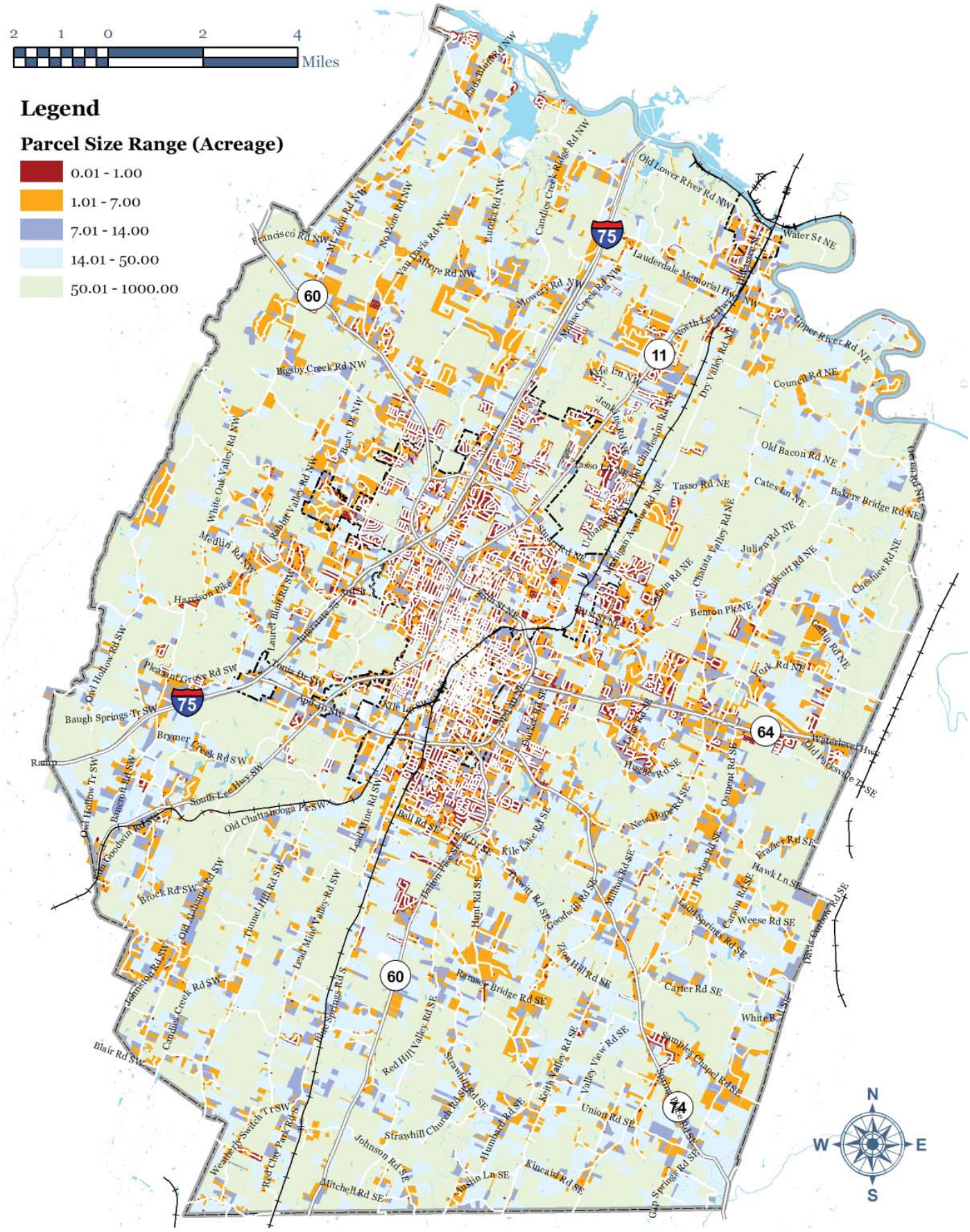
ONE: The Past Trend Scenario in which growth is distributed based on the development patterns over the last decade. This scenario represents what could happen if the policies and regulations for growth in the community were to remain unchanged. This scenario allocated future growth heavily to areas with a supply of "pipeline" or available residential lots. Employment was anticipated in the Southern Corridor area along South Lee Highway, and in the north in the Exist 33/Lauderdale Highway area. In this scenario, approximately 30% of the residential growth was allocated to the urban areas in the City of Cleveland and the designated urban growth boundaries, and the remaining 70% of regional residential growth was allocated in the unincorporated county--consistent with past development trends.

TWO: The Infill and Redevelopment Scenario in which growth is more heavily allocated to areas within the City of Cleveland Urban Growth Boundary (UGB) and within the Mouse Creek Watershed to capitalize on available sewer main capacities and other existing infrastructure. The scenario assumes the development capacity in these areas can be increased through infill, redevelopment, and intensification. Employment growth was allocated similarly to scenario 1 with a slight increase in the urban areas. The growth allocation in this scenario reversed the trends in scenario 1 and allocated 70% of the residential growth in the urban areas (Cleveland and its UGB), and 30% in the unincorporated county.

THREE: The Southern Corridor Growth Scenario in which the growth is allocated is similar to the trend with a substantial concentration of mixed employment and residential growth allocated to the I-75/McDonald/South Lee Highway Area. This scenario assumed a major shift in development pressures from past trends based on the activity occurring in adjacent Hamilton County (Volkswagen plant). The distribution of residential growth in this scenario mirrors that in scenario 1 with 30% allocated to urban areas and 70% to the unincorporated county.

FOUR: The Blended Growth Scenario in which the mixed-use component of scenario 3 is merged with a lighter infill and redevelopment approach from scenario 2, and integrated with moderate trend/suburban development in areas of the unincorporated county. The Blended Growth Scenario is the foundation for the Growth Framework presented in the BCC 2035 Vision. The allocations of residential growth where 45% in the urban areas and 55% in the unincorporated county. The allocation is a more realistic blend between an ideal infill scenario and meeting market conditions for housing development.

The team prepared the first three scenarios and evaluated them for impacts on transportation systems, utilities, public services, and facilities, and the fiscal implications of each scenario. The only factors that changed between the scenarios were the location and intensity of growth. The amount and rate remained consistent. This analysis showed that the scenarios with the most rural growth generated the least demand for centralized utilities (sewer and water), but would place more traffic on the rural roads, and increase trip lengths from home to work locations. Conversely, the scenarios that incorporated infill and redevelopment and intensified growth near the urban centers capitalized on existing infrastructure and shortened trip lengths. The fiscal impacts of the scenarios showed that Scenario 2 (with a strongest infill focus) was the lowest fiscal impact (excluding utility costs). As a result, there was consensus on the Task Force and Planning Forum for a growth scenario that encourages redevelopment, infill and intensification within the urbanized areas. After examination of realistic market forces, the impacts of sewer and water service demand, and the balance of property rights with efficient growth patterns, a fourth blended growth scenario was created to blend the best attributes of the previous three scenarios. The Blended Growth Scenario encourages growth in specific areas while allowing for moderate suburban/rural growth throughout the county. Future comprehensive and facility planning will further strengthen the growth management components outlined as strategies within this Plan.



MAP 4: PARCEL SIZE ANALYSIS

QUALITY AND CHARACTER OF GROWTH

The existing land use pattern consists of residential and business development concentrated in the City of Cleveland with residential development following the major roadways and valleys in the county. Smaller village settlements are found throughout the more rural areas, such as the McDonald community in the southwest. The City of Charleston, while incorporated, also has many characteristics of an historic village.

The ridges and steeper sloping land found throughout the county are mostly in a forested, agricultural, or undeveloped state. A parcel size analysis shows the concentration of smaller lots and development density in the cities with a suburban pattern emerging along the US 64 corridor and in the northwestern areas of the county. A larger lot rural pattern of development dominates the majority of the unincorporated county. In the last several years, much of the residential subdivision has occurred to the north of Cleveland.

Tree cover dominates the steep slopes and ridges, while prime agricultural land coincides with the valleys along waterways. The county is rich in natural features including water features, forested areas, and significant topographical variation. Features like floodplains, hydric soils, steep slopes and soil suitability for septic fields can all impact the developability and character of a piece of land. Approximately 23% of the entire county's land area has moderate natural constraints to development and another 21% has severe constraints to development. These constraints are surmountable but will likely continue to influence the future development pattern of the county as new growth is attracted to the region. However, there are currently very few regulations limiting development in these areas.

Current land use planning and regulations focus on density and type of land use without specifying qualitative standards for development. Trends throughout the country are indicating that the quality of development can be more important to the overall quality of life in a community than the density of development

The established urban core of Cleveland offers diversity and unique amenities in the central business district, urban neighborhoods, and its county seat status. There is a significant inventory of vacant land and vacant building stock in the community, offering potential opportunities for redevelopment and infill. Other issues related to a mature community such as aging infrastructure are also challenges in Cleveland. Much of the housing in the BCC Region is single family including smaller urban lots, suburban subdivisions, and rural estates or farms. In the last few years, more townhouses and multi-family options have become more popular, with both the city and county seeing increases in the percentage of new homes built as attached units. As the percentage of American households with children has declined over the last decade, the single-family detached home trend has also declined. Currently, less than 25% of American households are families with children; the rest are single people, aging baby boomers and young couples. Demand is increasing for other housing options with amenities to cater to these different household types and urban housing has seen a significant upswing.

As the communities move forward with comprehensive and land use planning the reinforcing of distinctly rural, suburban, and urban characteristics will be important to accommodating the traditional lifestyles associated with the region as well as accommodating the growing population attracted by the economic development occurring. As with the location and intensity of growth, the quality and character of growth can be influenced by the comprehensive plan and land development regulations. If the communities want to influence development quality and maintain or establish community character, additional efforts will be necessary beyond what is provided in current plans and regulations.

Mountain View Residence
Image Source: Shades of Grey Photography

Walker Valley High School
Image Source: Shades of Grey Photography

Historic home in downtown Cleveland
Image Source: Paul Corder

RELATIONSHIP OF PUBLIC SERVICES AND FACILITIES TO GROWTH

Public facilities include buildings, infrastructure, and real estate that provide services to the citizens, visitors, and businesses in the cities and county. Each type of public facility is designed to perform a particular function specific to the service to which they are associated. As public facilities, the operators strive to meet standards of operational efficiency and quality. The process of relating facility demand to population and employment growth is ideally part of a closely linked system of established levels-of–service (LOS) and coordination with forecasted growth based on land use plans. In the BCC Region the planning among the agencies responsible for public facilities has generally relied on separate capital improvement plans conducted at different times using different sets of forecasted data.

A significant challenge in the BCC Region is the lack of coordinated data and a tradition of unified long-range capital improvement planning. Much of this tradition is the result of the communities "make-it-work" mentality where the organizations have dealt with challenges on a short-term basis and make plans based on available resources and immediate needs. This methodology has worked in the past because the rate of growth and the amount of growth has been manageable.

With the opportunities on the horizon, however, the BCC Region is on the brink of significant change. The Bradley/Cleveland Chamber of Commerce has worked to produce economic development in the region. These efforts have paid off in the form of new major employers. The attractive nature of the community and the economic development efforts will continue to alter and shape the demand for new housing, business development, and infrastructure to support these new uses.

As a result, the communities and their agencies will need to transition to a system of preparing long-term plans to help coordinate the provision of public services and facilities in sync with the coming housing and employment growth.

The need to maintain balanced growth (residential/employment) is also vital to the ability of the community to provide services and facilities. Residential development places a much higher demand on services and infrastructure than it is able to pay for through generated tax revenues. High levels of economic development contribute to tax revenue in a way that allows funding for schools, other facilities, and services to keep pace with residential demand.

Through this planning process it has become evident that significant work will be required to establish acceptable levels-of-service and forecast the demand for new facilities and personnel based on the anticipated growth and forthcoming land use plans.

The three major categories of services and facility agencies addressed in this Plan include **public services, public utilities**, and **transportation**. Finally, the issue of the cost of growth is included in this section as a general finding regarding the provision of public services and facilities to the growth community.

PUBLIC SERVICES

Public services include the following providers:

- **Schools**
- **Cleveland City Schools**
  - Bradley County Schools
  - Cleveland Bradley County Public Library
- **Parks and Recreation**
  - City of Cleveland Parks and Recreation
  - Bradley County Parks and Recreation
- **Safety Services**
  - City of Cleveland Fire/EMS
  - Bradley County Fire-Rescue
  - Cleveland Police Department
  - Bradley County Justice Center/ Bradley County Sheriff)
  - Cleveland Bradley County Emergency Management Agency
- **Bradley County Health Department**

PUBLIC SERVICES

Current operations in most of the surveyed agencies are meeting self-established or state mandated levels-of-service or performance standards in a satisfactory manner. However, there is significant concern voiced by representatives of most of the agencies that meeting service and facility demand for a growing community will be a challenge, particularly given current financial conditions.

Interagency and inter-jurisdictional coordination has produced many benefits and created strong relationships between partner agencies in the city and county with many services crossing jurisdictional boundaries to ensure the entire community is adequately provided with quality public services and facilities. Joint efforts are exemplified in the Cleveland Bradley County Public Library and the coordination of the Parks and Recreation Departments.

While all of the agencies prepare strategic or annual operations or strategic plans, some of the agencies are not doing long-range facility planning. In the cases where agencies do not have a long-range facility plan they are identifying needs on a short-term basis and then preparing annual plans to acquire and build.

Neither the city nor county have an overall capital facilities plan or program which identifies long-term capital facilities for all agencies/departments. Both the city and county have older land use plans due for updates. Both jurisdictions also conduct most capital planning on an annual cycle associated with annual budgets; the planning is also decentralized and delegated to the individual departments or agencies. Therefore, none of the agencies are doing land demand related facility planning in conjunction with a land use or comprehensive plan to identify potential sites for future facilities.

Also, while it is clear that the city and county departments are sharing information and working together when possible, there is not a central local agency responsible for coordination of growth data and facility planning. The individual agencies are responsible for identifying their own capital needs based on varying data sets, which may or may not be comparable to those used by other agencies.

The University of Tennessee's County Technical Advisory Service (CTAS) and Municipal Technical Advisory Service (MTAS) have been successfully used by many agencies to identify new capital facilities and other operational needs. These agencies have proven to be valuable to the community but they have limited resources and must respond to all the communities in Tennessee limiting their ability to update a study when it may be needed by a local agency.

PUBLIC UTILITIES

There are six utility districts responsible for the provision of potable water and wastewater services to Bradley County and its municipalities. These include Cleveland Utilities, Ocoee Utility District, Eastside Utility District, Savannah Valley District, and Calhoun-Charleston Utility District. While each of the utility districts provides potable water within Bradley County, Cleveland Utilities is the only utility provider in the region that provides sewer wastewater services. Cleveland Utilities has the largest service area and customer base of the potable water service providers in Bradley County.

While these utility districts are separate, they are interconnected and dependent upon one another. For example, Cleveland Utilities purchases water from Hiwassee Utilities and Eastside Utility District, Eastside Utility District sells water to the Savannah Valley District, and Ocoee Utility District buys water from Cleveland Utilities.

Utilities are provided by a number of agencies that can compete with one another in areas not within a specified service area. Where one agency may not offer services another may look for opportunity to provide services in a new area. This creates a system that supports growth throughout the cities and counties. Furthermore, the utilities provide service on demand. While there are some physical constraints the utility companies face in providing services, as long as the development which demands the services can pay for the infrastructure the utilities can be provided. Given the enterprise structure of utilities growth, it is considered an opportunity to increase revenues.

Cleveland Utilities worked in concert with the planning team and analyzed the impacts on their existing infrastructure created by the four growth scenarios. The scenarios with the greatest intensity in the Mouse Creek Drainage Basin and to the south of the city placed the greatest demand on the system primarily because volumes would be increased in both pumping stations and existing main lines requiring additional facilities to be installed or upgrades to existing infrastructure. However, the trade off for this is growth occurring at lower densities in outlying areas with on-site system or alternative treatment plants, which may have long-term impacts on the community. The coordination of public utilities with land use planning is a strong potential tool to help the BCC Region manage growth in coordination with other resources and infrastructure.

The Cleveland Bradley Public Library is an example of one of the facilities that provides services to the city and county.
Image Source: Paul Corder

TRANSPORTATION AGENCIES

- Bradley County Highway Department
- Bradley County Engineering Department
- Bradley County Planning Department
- Cleveland Public Works Department
- Cleveland Community Planning Department
- Municipal Airport Authority
- Southeast Tennessee Human Resource Agency (SETHRA)
- Cleveland Urban Area Metropolitan Planning Organization (MPO)
- Southeast Tennessee Rural Planning Organization (RPO)
- Tennessee Department of Transportation (TDOT)

TRANSPORTATION

Much like other public infrastructure, transportation facilities and services within Bradley County is a shared responsibility with city, county, and state responsibilities for a portion of the overall transportation system and function. These responsibilities are largely assigned to a hierarchy of streets and highways where roadways such as the interstate system and state highways are the primary responsibility of the state and roadways falling within a municipality's corporate boundary are the responsibility of that particular local government. There are some variations to this assignment of responsibility - for example, the state may enter into an agreement with a local government to perform the actual maintenance, typically limited to mowing and litter control, on a state highway on behalf of the state.

Another element of the transportation system that crosses jurisdictional boundaries is the public transportation services offered within Bradley County and the cities of Cleveland and Charleston by SETHRA (Southeast Tennessee Human Resource Agency). SETHRA operates two public transportation services in the region. One is for the City of Cleveland, which is a fixed route bus system and the other provides door-to-door public transportation throughout a nine county region that includes Bradley County, primarily for medical related transportation.

Transportation facilities and infrastructure are provided by, maintained by, and planned for by a number of agencies. Planning for transportation is a high priority in the community and existing and ongoing transportation planning constitute some of most advanced planning taking place in the BCC Region. The full background of the transportation players and plans is detailed in the Transportation Background Report included with this Plan as an appendix.

The transportation system in Bradley County and the Cities of Cleveland and Charleston has seen continued growth over the years. As more growth in the region occurs, the number of vehicles on the roadway will increase causing congestion on some of the major corridors and highly traveled roadways if not properly addressed during the planning process of the development. The planning team reviewed the existing conditions of the roadways, current plans, studies and provisions. In addition, the review included assessment of current maintenance and operations, signals and ITS systems, and access management and traffic calming programs currently in place. The current transit operations and sidewalks and bikeway facilities were also evaluated. The combination of the network pattern, road capacities, and growth has led to considerable concern about congestion on city and county roadways.

The significant difference between the rural areas and the urban areas results in separate characteristics for the transportation networks. In many places, the existing network of roads and sidewalks is not conducive to alternative modes of travel. Existing sidewalk facilities do not connect between subdivisions and collector roadways, and many roads are too narrow with high travel speeds to accommodate cyclists. However, successful efforts to incorporate the greenway into the region's transportation options are helping to provide areas for travel by foot or bike.

The roads in the region currently operate with minimal problems. According to the Level-of-Service (LOS) analysis conducted on the 2008 traffic volumes, the transportation system as a whole operates with adequate circulation. However, congestion does occur on the roadways in Bradley County at specific times of the day at some intersections. Although the roadway segments may have adequate capacity, some of the major intersections are operating with long delay times and require recommendations to improve operations. Some roadway segments and/or intersections appear to have safety issues related to roadway geometries and design.

A deficiency in east-west connections causes travel patterns to work from a central point along roadways that fol-

Transportation is a combination of the road network, public transit options, and pedestrian and bicycle facilities that serve the community.

low the valleys radiating north and south from the central areas of Cleveland. Additional east-west connections would provide relief from congestion on existing roads and provide alternative and shorter routes through the county.

The transportation facilities and land uses are strongly connected and influence one another. Some of the challenges of the past have involved suburban level development intensities along rural routes creating higher traffic volumes and different traffic patterns than what the roads were designed to handle. The relationship between land use and transportation is very important throughout the region, but particularly at locations like the four I-75 interchanges and in areas targeted for growth. The roadways and alternative transportation systems must be supportive of and compatible with the land use and development pattern and intensity.

The City of Cleveland has a Traffic Access Management Program Policy. However, it addresses traffic calming more than access management. Access management is a tool that could be used to a better advantage throughout the region. Maintaining access management on the section of APD 40 from US 11 to Dalton Pike outside of the TDOT managed segment has not been accomplished, and maintaining functionality of major roadways is important in moving regional freight and commuter traffic into and out of the county/cities.

Transportation networks are managed, improved, and maintained by the Tennessee Department of Transportation the county and city. Major thoroughfares are funded through the state and therefore the systems for the prioritization of highway maintenance needs are limited as are long-term capital programming activities and the city and county levels.

The planning team assessed the impacts on the current transportation system (including road networks) based on the four growth scenarios. The results of the assessment show that scenarios 1 and 3 (which have the most ex-urban growth) create the longest trip lengths and would offer the least options for alternative travel options. The Infill Scenario (scenario 2) performed the best in terms of shortest trip lengths and most opportunity for alternative travel methods (bike, bus, walking), followed by the fourth scenario which was selected as the preferred growth allocation. However, specific road improvements and the costs of those improvements were not identified as part of the Strategic Plan. The Long-Range Transportation Plan which is being completed parallel to this project will include the fourth scenario as a basis for creating transportation improvement recommendations. While specific transportation improvements were not prepared as part of this Strategic Plan, it is important the communities continue coordinating their transportation planning efforts with land use and other facility plans to support efficient, financially sustainable, and compact growth.

COST OF GROWTH

Fiscal impacts of growth are an important consideration in planning. The cost of growth is a complex result of the various factors of growth balanced against forecasted revenues. But ultimately what determines the cost of growth is the type of growth occurring, how much revenue that growth will generate for the community, and what the costs of providing infrastructure, facilities, and services to that new population are. In a balanced growth plan, the community will gain new employers and businesses that generate tax revenues to support the demand for new services like schools, fire protection, police, and parks, which are generated by the new residential population and housing growth.

In this case, the planning team examined the four growth allocation scenarios to evaluate comparative fiscal impact. The results demonstrate that growth under all four scenarios will have fiscal impacts for the region, which will require more additional revenue than what will be available under current structures. Continuing with the current development pattern will generate the greatest gap between revenues and costs, while scenarios that promote less sprawl and more redevelopment and infill result in less gap between revenues and costs. In other words, the overall pattern of growth makes a fiscal difference. Growth that is more focused in existing developed areas has lower fiscal impact than growth scattered throughout the county.

In all of the growth scenarios, the next 25 years of growth (under the current tax structure) is anticipated to cover operational expenses of all primary services; it is the up-front capital for schools that will be the most significant challenge. New school construction is the biggest anticipated capital cost for the region. The funding for new schools creates the "gap" between anticipated revenues and the cost of providing facilities and services to the future new population. If the region is to balance the provision of services and facilities with the anticipated growth it is important that there be a balance of residential and employment growth to generate adequate revenue to provide capital and services to keep up with demand.

However, what is clear is that the communities will need to increase revenue to cover the gaps in funding of new facilities in the future. The examples discussed here assume that most of the variables will remain consistent and include the significant employment growth anticipated in the future, that tax rates remain consistent, that no additional sources of revenue are added, and that an average property valuation is consistent with today's figures. Increases in employment to housing ratios, changes to taxation structures, impact fees, tax increment financing, and other funding tools should be considered to close these potential gaps. Further work will be needed to prepare capital improvement plans and comprehensive plans that coordinate growth with the provision of services in order to more completely understand fiscal needs, but it is likely that the communities will need to evaluate additional ways to generate revenue while maintaining low tax rates in order to pay for the anticipated capital improvements.

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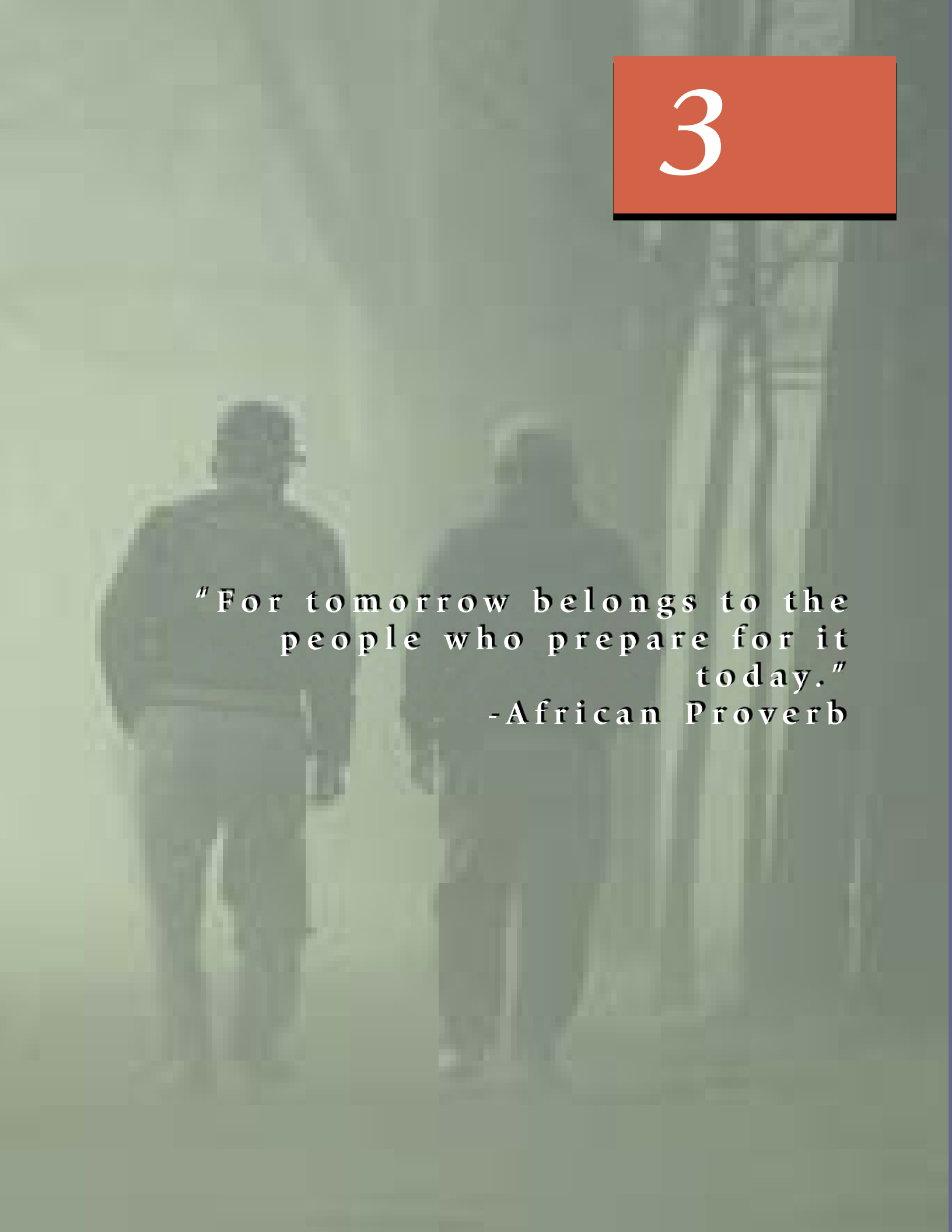


"For tomorrow belongs to the people who prepare for it today."
-African Proverb

3

CHAPTER THREE

BCC 2035 Vision

Overview

Guiding Principles

Common Goals

Growth Framework

Image Source: Shades of Grey Photography

BCC 2035 Vision

OVERVIEW

The BCC 2035 Vision is comprised of three key elements: **Guiding Principles** identify the challenges and opportunities that guide this Strategic Plan. These principles were derived from the findings of the background research and the input from the Task Force and Planning Forum. **Common Goals** articulate common values to which the communities will aspire to in attempt to manage forthcoming growth. **The Growth Framework** illustrates the geography for growth.

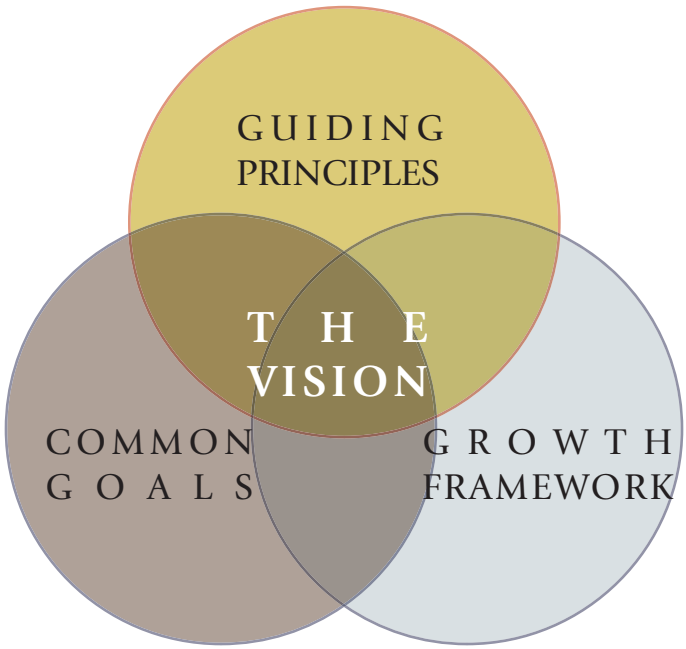


CHART 5. BCC 2035 VISION

The relationship of the Principles, Goals, and Framework establish the vision for the future.

GUIDING PRINCIPLES

1. Bradley County, the City of Cleveland, and the City of Charleston will continue to grow, probably at an accelerated pace. The challenge for the communities is to be prepared to capitalize on the benefits of growth while minimizing negative impacts of growth.
2. The overarching theme of this preparation is the concept of sustainability: promoting the ability of the economic, fiscal, environmental, and social systems to thrive indefinitely into the future.
3. No single jurisdiction can effectively achieve such a sustainable future on its own at the exclusion of other entities. This means that the hallmark of this Strategic Plan must be cooperation, collaboration, coordination, and communication.
4. However, within this vision of regional collaboration, the autonomy of each jurisdiction is respected. For this reason, the mechanisms for implementing the Common Goals will involve voluntary cooperative efforts through coordinated planning such as updates to comprehensive plans, coordinated land use regulations, coordinated capital improvement plans, joint planning for strategically important geographic areas or issues, and continued multi-jurisdictional planning efforts.
5. With a complex network of public, semi-public, and private entities at work in Bradley County, future planning must necessarily involve an ongoing balancing of values and interests. This Strategic Plan sets out a long-range vision and framework for a sustainable future, but the hard work will involve continued cooperative planning and implementation at the local level. The challenge will be to continue to push for improved collaborative approaches that advance this Plan over the long-term.

COMMON GOALS

Given these values, the following "common goals" are established, along with an indication of the general strategy to accomplish these goals.

Common Goal 1: Efficient Growth.

Bradley County will grow and develop efficiently relative to the cost and timing of providing infrastructure and public facilities. Bradley County, the City of Cleveland, the City of Charleston, the utility providers, and other public facility providers will coordinate growth, especially around the current and future edges of the urbanized areas. Efficient growth will be encouraged through coordinated comprehensive plans, land use plans linked to capital improvement plans, boundary coordination, redevelopment plans, and joint focus area planning in strategically important areas, and coordinated land use regulations. The comprehensive plans for the county and the cities will be updated concurrent with each other to be consistent with the growth framework of this Strategic Plan, providing a coordinated vision for future growth and land use patterns.

Common Goal 2: Infrastructure Directed Growth.

Infrastructure and public facilities that meet defined level-of-service standards will be provided concurrent with new growth and development. Infrastructure will be planned and provided in concert with the land use framework of this Strategic Plan and the local comprehensive plans. Utilities in particular will be used as a fiscally responsible and proactive growth management tool to help guide growth, not simply considered as a service to be provided in response to market driven growth pressures. Infrastructure providers will participate in local comprehensive planning, and will prepare long-range capital improvement plans that are based upon the future land use plan elements of the comprehensive plans and predictable service delivery boundary coordination.

Common Goal 3: Economic Competitiveness.

Bradley County will enjoy a growing, diverse, and balanced economy that provides equitable benefits to all segments of the population. The Chamber of Commerce will work with the county and the cities to define a competitive regional economic vision and establish the tools to implement that vision. The Chamber of Commerce and its affiliated economic development entities will continue to promote the retention of existing businesses and attraction of new businesses according to economic development plans that promote a diverse economy. The regional economic vision will connect economic development strategies to education and worker training programs. The Chamber of Commerce will continue to lead efforts to identify and develop industrial and business parks that serve as catalysts for further jobs creation.

Common Goal 4: Fiscal Sustainability.

A strong local economy and a diversified tax base will help position the local government to generate the revenues necessary to finance infrastructure and public facilities in a fiscally responsible manner. The growth framework in this Strategic Plan will be used as the basis of more detailed comprehensive plans in each jurisdiction. Future land use and infrastructure plans and decisions should consider the fiscal implications of choices. Therefore, the county and cities will explore improved financial planning tools that are linked to future land use plans. These tools include fiscal impact models, long-term capital improvement plans, and long-term capital financing plans. For major capital improvements, the county and cities will also consider the appropriateness of funding mechanisms in addition to property taxes to finance the costs of growth.

Common Goal 5: Transportation Choices.

A variety of transportation choices will be available to Bradley County residents and businesses, including safe and efficient roads, safe and welcoming bicycle and pedestrian facilities, and public transportation options. Future transportation plans will incorporate multi-modal elements, setting the stage for funding decisions that promote transportation choices and market-competiveness for the region. The county and the cities will work together to develop safe, reliable and economical transportation choices in order to decrease household and business transportation costs, improve air quality, reduce greenhouse emissions and improve mobility and public health. Equally, the county and the cities will work together to plan for and build transportation investments that strengthen business and commerce for people and goods within the region.

Common Goal 6: Housing Choices.

A balanced range of quality housing choices will be available to meet the needs of the full life cycle of ever changing demographics. During the course of updating their comprehensive plans, the county and the cities will collaborate to analyze demographic and market trends, and will prepare land use plans that provide places for a range of housing options at densities and with mixtures that meet the diverse needs of the current and future population of the community. Land use regulations will be revised to be consistent with comprehensive plans and remove unnecessary hurdles for housing choices. The county and cities will also address housing choices in local housing plans that are used as a basis for state and federal funding.

Common Goal 7: Natural and Cultural Resource Protection.

Sensitive natural and cultural resources will be preserved and protected, and viewed as positive assets of the community that contribute to a sustainable future and a high quality of life. The county and the cities will collaborate to develop baseline standards that will be incorporated into comprehensive plans and land use regulations, addressing issues such as storm water management, stream protection, flood plain management, hillside protection, prime agricultural land protection, groundwater protection, historic site recognition and preservation, and others as determined through the comprehensive planning process. The strategies will focus on recognizing the valuable contribution that natural and cultural resources make to the communities' quality of life by indicating how these features can contribute to well being and economic development through stewardship, cultural heritage preservation and eco-tourism.

Common Goal 8: Livability and Quality of Life.

New growth and development will have a quality and character that promotes community livability, quality of life, and sustainable communities. The county and cities recognize the importance of quality of life and livability both for its existing residents and as an economic development tool. The elements that make up quality of life include the efficient provision of adequate public facilities and services such as schools, infrastructure, transportation facilities, public safety, and others in a fiscally responsible manner. However, it also includes elements such as the quality of design and construction of new development; the strategic mixture of mutually supportive uses that allows people to live, work, shop, and recreate without being dependant on the automobile; the preservation of open spaces; the fostering of walkable and bike-able communities; vibrant and active public spaces; historic, cultural, and arts resources; and others. The county and the cities will collaborate to define the quality of life elements that are important to the Bradley County communities and will build partnerships with public and private entities to implement a quality of life initiative.

Common Goal 9: Value Existing Communities and Neighborhoods.

Existing communities and neighborhoods will be valued, strengthened, supported, and enhanced. While it is recognized that some economic development opportunities will require new areas to be developed, a compact form of county growth will be favored over a sprawled form of growth. The county and the cities will work with other providers of public services and facilities to direct public investments into and around existing developed communities and neighborhoods to maintain and enhance their community value. The county will consider land use policies that discourage inefficient sprawl while respecting the rights and expectations of rural land owners. During the course of updating their comprehensive plans, the county and the cities will focus on land use patterns that promote maintenance, preservation, and reinvestment in existing communities and neighborhoods through protective strategies, redevelopment and infill strategies, or when appropriate preserve traditional settlement patterns and community from incompatible or encroaching development through compatibly standards. Land use regulations will be revised to incorporate redevelopment and infill standards, and incentives for redevelopment over sprawling growth patterns will be identified.

Common Goal 10: Intergovernmental Coordination.

Bradley County, the City of Cleveland, and the City of Charleston will work collaborativley and cooperatively to advance the goals of this Strategic Plan. The county and the cities will develop tools to implement intergovernmental approaches on an ongoing basis. Mechanisms such as intergovernmental agreements, joint planning efforts, joint service agreements and others will be explored. New intergovernmental coordination efforts will build on the extensive cooperative efforts that are already in place.

GROWTH FRAMEWORK

The Growth Framework is the geographic form of future growth to accomplish the common goals and to identify methods to manage growth in a pattern consistent with the growth allocation in scenario 4 (Blended Growth). The intent of the framework is to encourage focused growth within the already developed areas (City of Cleveland, City of Charleston), while allowing reasonable new growth in designated Managed Growth Areas surrounding major corridors at the perimeter of the urban areas. The framework also recommends approaches to planning that will help preserve areas of the county in a rural form. The three tiered system is designed to absorb growth in a manner that balances market forces with the desire to create an efficient development pattern. The Growth Framework includes specific recommendations for three geographic subareas:

Reinvestment Areas - Areas with established urban character, infrastructure, and services. These include cores of civic and cultural activity, where land is highly developed and growth will occur primarily in the form of redevelopment, reuse, or infill.

Managed Growth Areas - Areas with existing rural and suburban character, limited or no utilities, and rural transportation networks away from major roadways. Growth pressures are anticipated to continue in these areas over the next several decades. This area will require the substantial growth management to ensure growth occurs in an efficient pattern.

Rural Preservation Areas - Areas in the outlying portions of the county, with small to large farm and agricultural operations, with larger lot rural residential, natural areas, steep topography, and significant water features. Sewer and water are provided on-site, and roads are narrow with few connections to other roads. These areas are not anticipated to experience significant growth pressures and future development should be of low impact, low density compatible with natural landscapes and agricultural activities.

In addition to the geographic subareas where the approaches to growth management will be specific to the character and growth pressures in those areas, the growth framework also includes three **area plans**. The planning team identified the area plans as locations of particular importance to coordinate planning, and prepare more specific recommendations for reinvestment or future land use patterns. The three areas are described in more detail in the following sections.

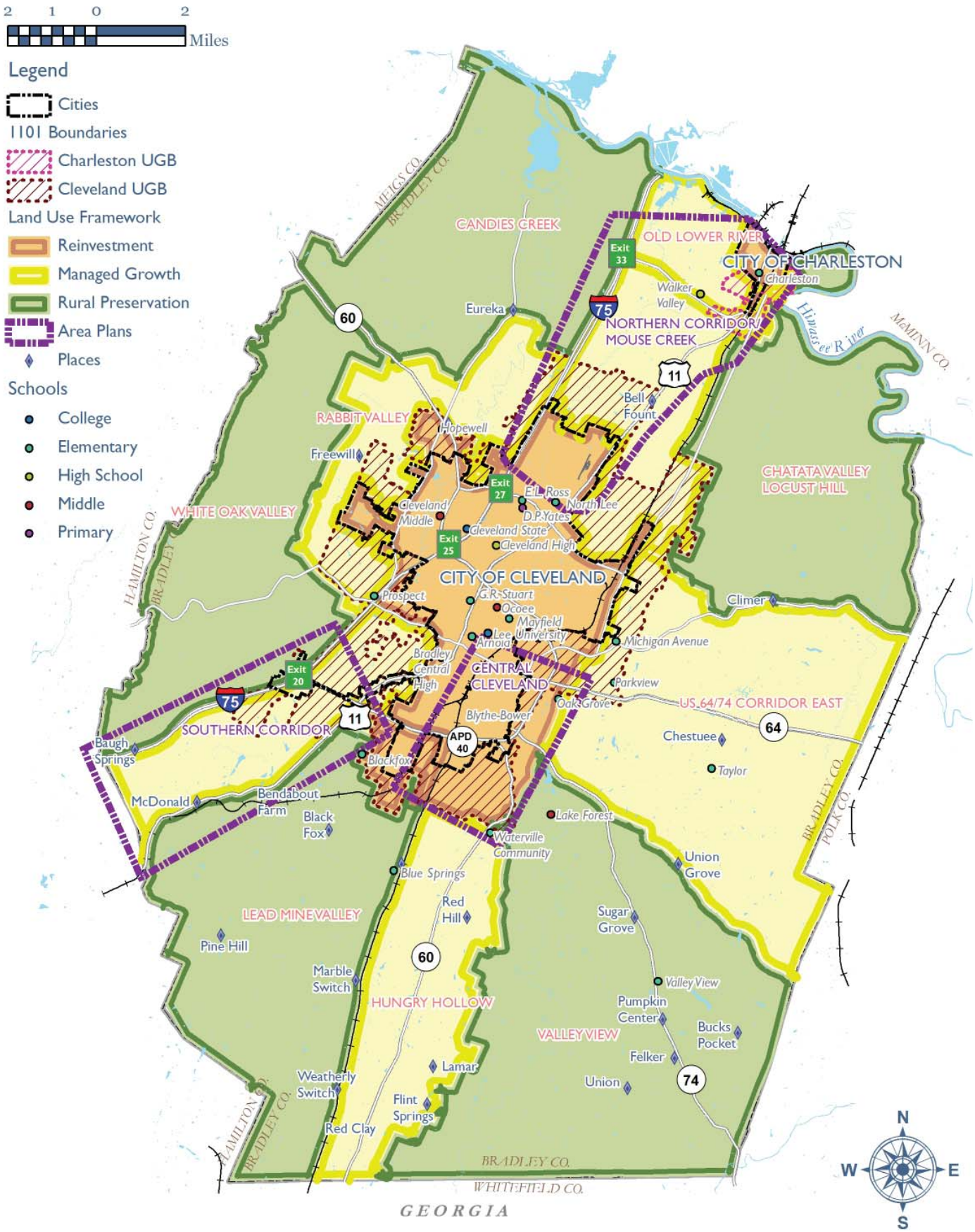
The three area plans include:

- The Cleveland Central Area (Reinvestment Areas),
- The Southern Corridor (Managed Growth Areas), and
- The Northern Corridor/ Mouse Creek Area (Managed Growth Areas).

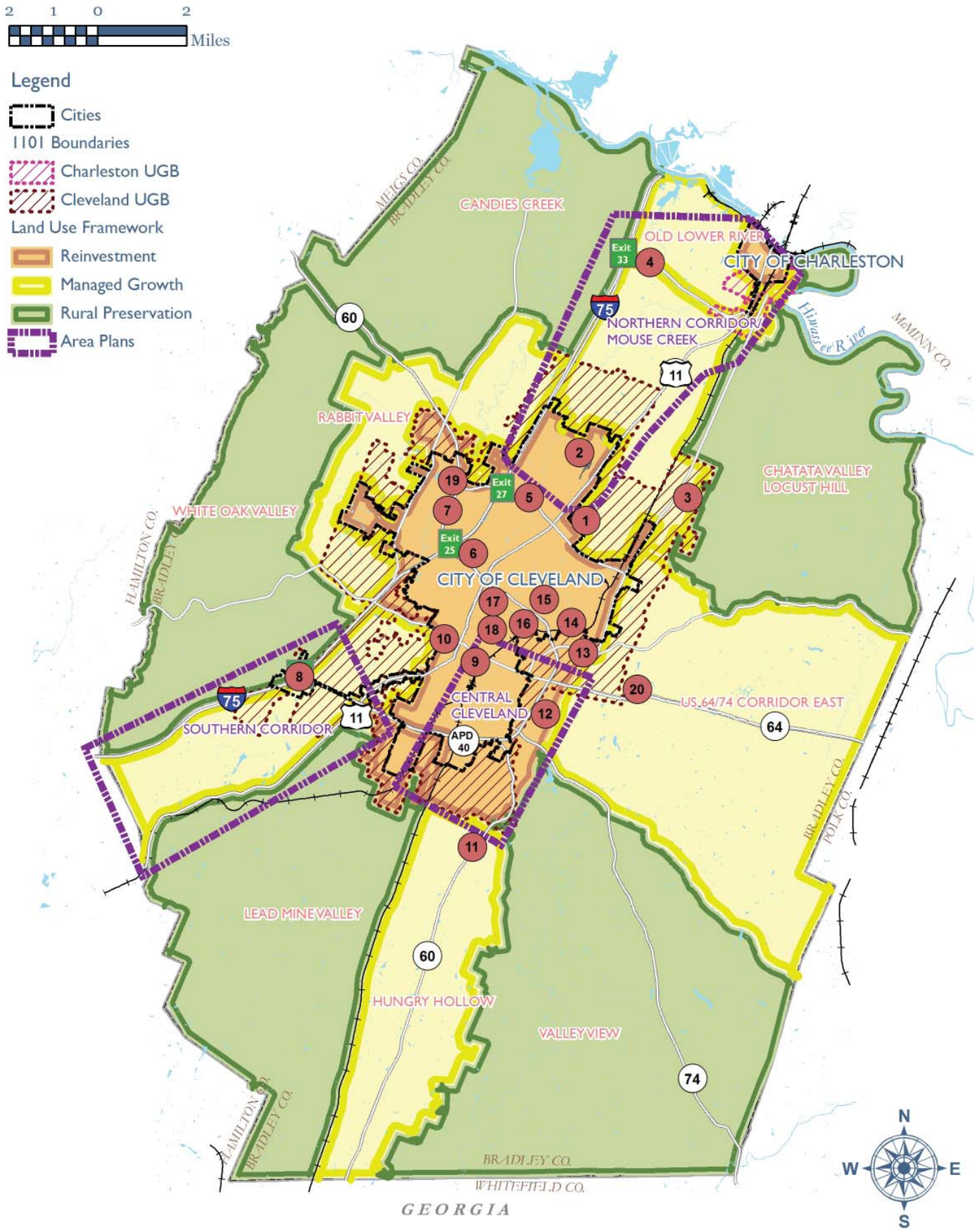
The plan also recognizes **locations of regional importance** represented by particular sites with known or anticipated development potential. These are representative locations with potential to absorb residential and economic development pressures and shape the growth pattern of the region. These areas are identified on the Locations of Regional Importance Map. The cities and county recognize these areas as opportunities to create planning partnerships with the development community. These locations will play a key role in the future of the region, and their impacts and influences should be accounted for in the comprehensive and area plans. Working with property owners and developers in these representative locations to realize their goals will be important in the communities overall planning success.

LOCATIONS OF REGIONAL IMPORTANCE

1. **Hardwick Farm (New Development)**
2. **Existing Hardwick Field Airport (Redevelopment)**
3. **New Airport Dry Valley Road (New Development)**
4. **I-75 Exit 33/Lauderdale Highway/Mouse Creek Road Area (New Development)**
5. **I-75 Exit 27/Paul Huff Parkway Area/Peerless Road Area (New Development)**
6. **I-75 Exit 25/SR 60 Georgetown Road East (Improvement Area)**
7. **I-75 Exit 25/SR 60 Georgetown Road West/Eureka Road SR306 (Corridor Management Area)**
8. **I-75 Exit 20/APD-40 (Improvement Area)**
9. **Woolen Mill Branch Area Industrial Sites (Redevelopment Area)**
10. **Inman Street Corridor (Improvement Area)**
11. **Dalton Pike SR 60 (Corridor Management Area)**
12. **US 64 Water Level Highway/ APD40 (Improvement Area)**
13. **Whirlpool Benton Pike/ Michigan Avenue Road (New Development)**
14. **20th Street NW and Southern Railroad (Redevelopment)**
15. **25th Street –APD-40 Spring Creek (New Development)**
16. **Fillauer Property (New Development)**
17. **Parker Street American Uniform Area (Redevelopment)**
18. **Lee University Expansion Area (Redevelopment)**
19. **Paul Huff Parkway Extension (Improvement Area)**
20. **Paul Elrod Park and Parkview Elementary School (Improvement Area)**



MAP 5: GROWTH FRAMEWORK



MAP 6: LOCATIONS OF REGIONAL IMPORTANCE

REINVESTMENT AREAS

One of the core ideas of this Plan is encouraging more growth in and around existing developed areas, capitalizing on existing infrastructure and the efficiencies of a more compact growth pattern. The Reinvestment Areas are where these opportunities will be focused.

These locations represent traditional urban settlement patterns of cities or towns. The pattern is familiar as a central business district oriented around a major regional transportation corridor or "main street" accompanied by a series of adjacent residential neighborhoods of various housing types and character. The neighborhoods are often interspersed with institutional and semi-public uses like schools, parks, and churches and smaller neighborhood businesses. In the case of Cleveland, the pattern expanded to follow other transportation corridors and to include significant industrial districts, and commercial/retail corridors which represent a more auto-oriented development pattern.

These locations are developed at a density that requires and supports public infrastructure including roads, sewer, water, and other networks that allow for more intense use of the land, accommodating more people on fewer acres. The majority of the Reinvestment Areas are located within the jurisdictional boundaries of the City of Cleveland and the City of Charleston. The dichotomy in these areas of stable neighborhoods and business districts juxtaposed against obsolete business districts and neighborhoods in need of reinvestment exhibit how employment and housing trends have changed over the years. The trend to move outward from the urban centers over the last half century has resulted in an inventory of underutilized, vacant, or undeveloped parcels within the urban areas.

For growth to occur it will happen primarily through redevelopment and infill. Certain areas could be intensified through redevelopment in targeted areas of obsolete or deteriorating conditions, which is a preferable alternative to abandonment or vacancy. These areas often contain "brownfield" sites (underutilized sites with possible contamination from past use). The private market can find infill and redevelopment to be more challenging than its counterpart "greenfield" development because of the perception of opposition and cost of environmental remediation.

In addition to the opportunities for intensification, there are many historic, cultural, and destination districts within these areas, which are important and valuable assets. While efforts in these areas are focused on reuse, redevelopment and infill there are also historically significant buildings, and districts that are important to the identity and character of the BCC Region. Growth strategies must be balanced with the desire to preserve the familiar and culturally significant historic character, particularly in areas like the City of Cleveland and the City of Charleston.

As the traditional centers for commerce and government, these areas offer additional identity and function that are important to preserve and enhance through future development and planning efforts. Religious gathering places, governmental offices, and cultural centers are located within these areas and contribute to the function and character of these urban areas by contributing amenities that draw people and business to the urban centers.

The primary purpose of the Reinvestment Areas is to create greater efficiency of land use in areas were infrastructure is available and developed land can be reused. Within the framework area neighborhoods, historic structures and sites exist which should be protected from negative impacts of change. Growth in this area should be addressed through redevelopment of obsolete or deteriorating properties, infill on available undeveloped sites, and intensification and reuse of underutilized properties. Preservation of established community character based on settlement pattern, architectural styles, and landscaping should be incorporated to promote a high-quality urban environment with compatible traditional and modern elements and amenities.

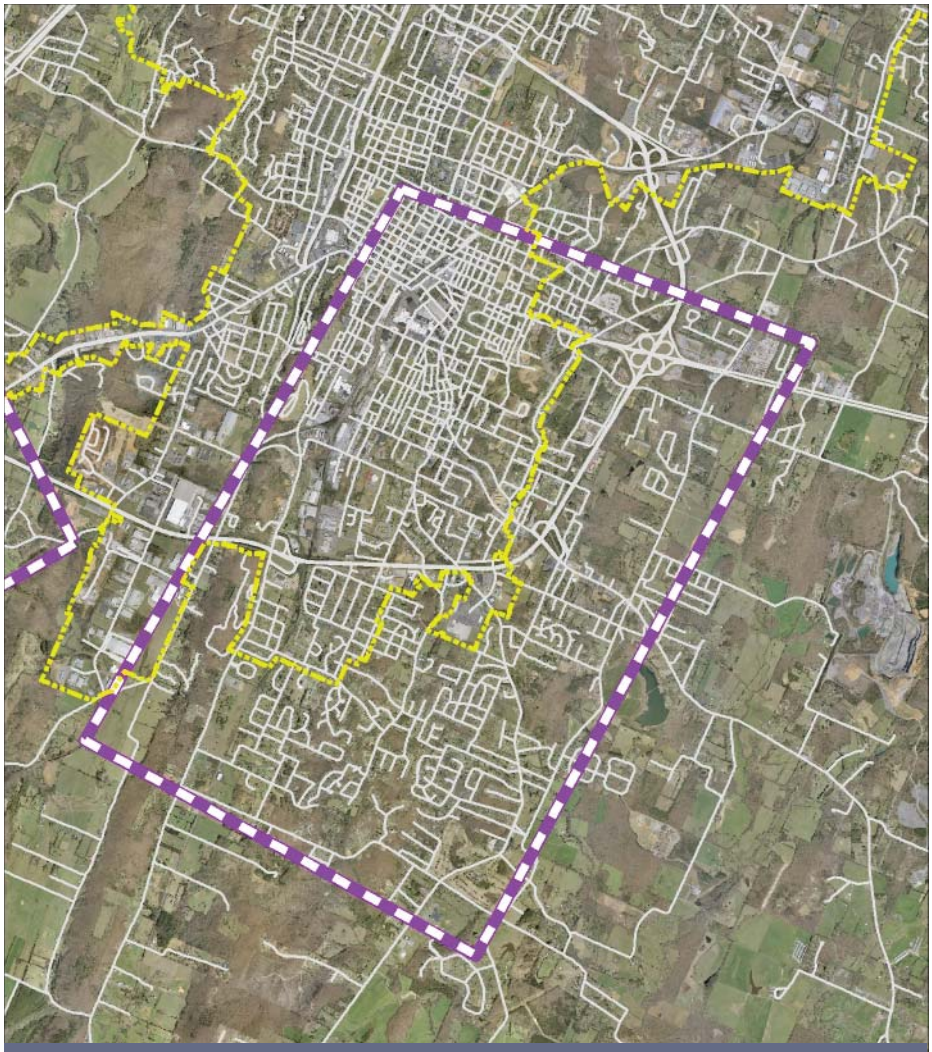
REINVESTMENT AREAS

GROWTH MANAGEMENT GUIDELINES

- The Reinvestment Areas will exemplify the best of traditional and contemporary urban form, through thoughtful mixes of land use, multi-use buildings, residential densities that support walkable neighborhoods, and multi-modal travel options.
- Community quality and character will be the result of targeted reinvestment, redevelopment and preservation efforts.
- The public spaces, sidewalks, roads, trails, and parks will be accessible, attractive, and well maintained.
- Infrastructure and public facilities will be expanded and upgraded as necessary to continue providing high quality services to existing and future populations and businesses.
- Growth will be accommodated through adaptive reuse of historic or older structures, infill, and redevelopment of underutilized land.
- Underutilized, vacant, and potentially reusable properties will be inventoried and marketed for redevelopment, infill or adaptive reuse.
- Essential civic and cultural destinations will be accommodated in these areas to promote community identity and preserve cultural resources.
- Economic development efforts will assist in the accomplishment of reinvestment and intensification by promoting these areas as viable candidates for businesses.

AREA PLANS

Cleveland Central City Area-The southeastern quadrant of the Reinvestment Area should be the subject of special consideration either as part of the comprehensive planning effort or through an area plan. These include the central business district and the residential neighborhoods both inside and outside the city limits. Reinvestment, infill and redevelopment balanced with community preservation will be important considerations in this area.



CLEVELAND CENTRAL CITY AREA

The portions of the central city identified in this image are targeted for additional planning and reinvestment as part of the comprehensive plan. Other sites throughout the Reinvestment Areas identified as projects of regional importance will require specific actions to manage reinvestment and change.

MANAGED GROWTH AREAS

The existing character of the Managed Growth Areas is less urbanized, in places semi-rural, and less heavily developed than the Reinvestment Areas, but they are subject to growth pressures. These are the areas where new growth is to be guided, but in a planned and managed way. There are established communities, neighborhoods, and villages in these areas, and the impact on them must be minimized. Some are historic and date from early settlement of the area along the rail lines or roads, while others are contemporary and represent modern suburban development patterns. These areas are interspersed through the county's rural landscape with farms and forested areas still playing a dominant role in the character of these areas. As residential development has grown in these areas, additional businesses have been attracted creating small concentrations of development.

A significant challenge in these areas is the topography and lack of connecting roads. Individual subdivisions are not well connected to one another and generally load onto the major rural routes. This creates challenges when the roads are not designed to handle higher volumes of traffic and there are no alternative routes to travel.

An issue of particular importance in the Managed Growth areas is the way service delivery and borders are handled. Because these areas are anticipated to experience significant market pressures for growth, it will be important for the cities, the county, and the service providers to be able to plan for growth in these areas. Because they lie both in and outside of the 1101 Urban Growth Boundaries[1] and city limits, it is important to plan for jurisdictional and service boundary issues in order to adequately prepare for the demand on services and facilities provided separately by the cities and county. This same condition makes it vitally important for the cities and county to coordinate efforts regarding land use policies and regulations.

While the market demand for residential growth has been particularly strong in most of these areas, the natural steep topography and poor soils make on-site sewer a challenge. Well managed growth will need to be either at a density that can be safely managed with on-site sewer (a rural density of 1 unit per 7 acres or less), or at a high enough density to warrant centralized sanitary sewer and water services. Because the existing pattern of development in these areas is scattered and inconsistent, future services to this area will require expansion and additional infrastructure/facilities to serve a growing population.

Additionally these locations will experience the highest demand for new schools, fire stations, and other public facilities. As development pressures increase these will be the areas with the greatest possible change in character—transitioning from mostly rural to suburban and even urban in some areas. It will be important to manage this change to respect existing communities and promote development forms and types that are appealing to new residents while still maintaining fiscal and environmental sustainability. These will be the areas which are most sensitive to the need to balance efficient growth patterns with land rights and resource preservation/protections.

MANAGED GROWTH PLACES

- City of Cleveland
- City of Charleston
- Freewill
- Hopewell
- Bell Fount
- Climer
- Chestuee
- Union Grove
- McDonald

The primary purpose of the Managed Growth Areas is to identify locations where the greatest growth pressures are anticipated and prepare an approach through planning and policy development to efficiently manage that growth so that existing community character and resources are protected while allowing for efficient residential and economic development.

1 In 1998 the Tennessee General Assembly enacted Public Chapter 1101 which requires counties and municipalities within Tennessee to establish a comprehensive growth plan and changed the manner in which land could be annexed into an existing municipality, and established new regulations for the formation of new municipalities. The chapter requires the establishment of an urban growth boundary around each existing municipality to accommodate anticipated high-density growth. Municipalities are permitted to annex land within the designated urban growth boundary. New municipalities may not be incorporated within an urban growth boundary.

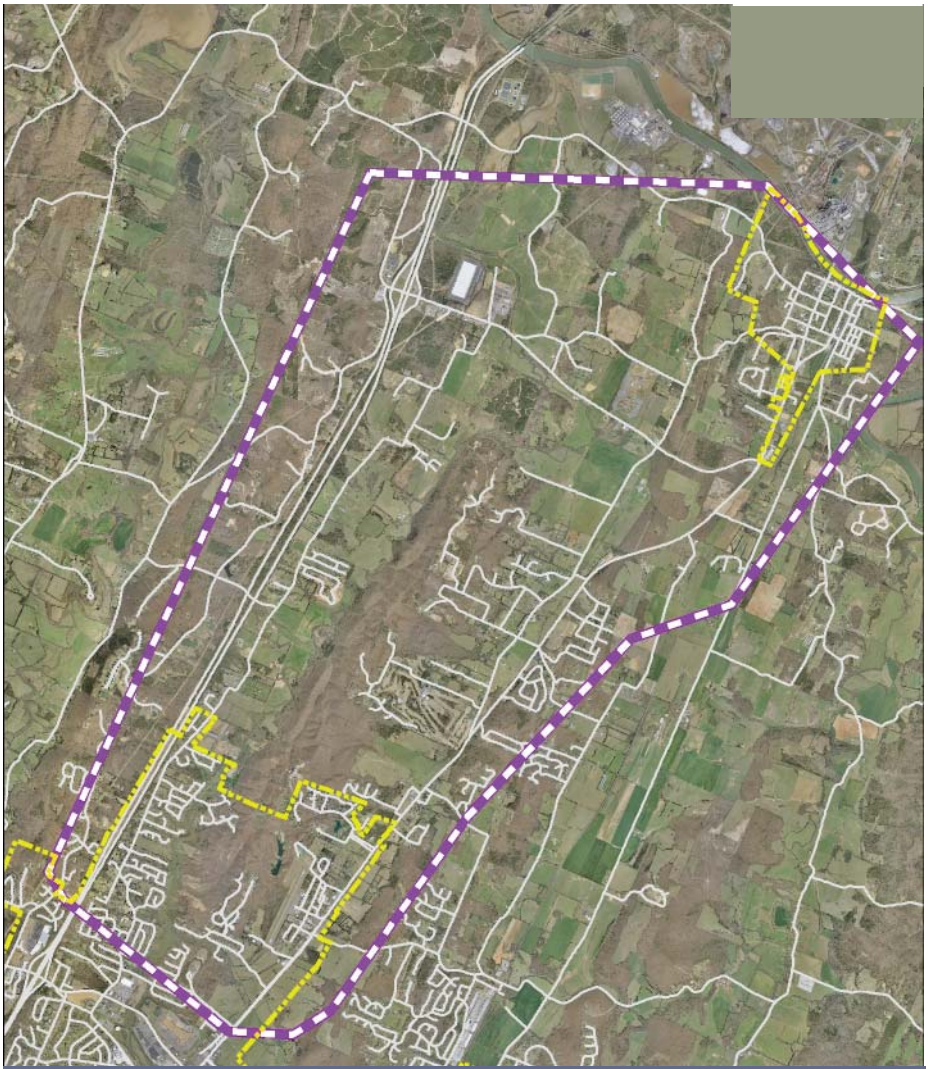
MANAGED GROWTH AREAS

GROWTH MANAGEMENT GUIDELINES

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

AREA PLANS

The Northern Corridor/Mouse Creek Area – The Northern Corridor/Mouse Creek Area is between the City of Cleveland and the industrial employment of the Exit 33/Lauderdale Highway Area (future site of Wacker Chemie, and Amazon.com, and the current site of Olin). In the past this area has seen growth following Mouse Creek Road. The advantages to this area are the accessibility to two of the areas four highway interchanges, available sanitary sewer, and proximity to schools and employment. The challenges are the topography and the capacity of Mouse Creek Road. The area also lies at a transition from city to county and future planning in this area will be important in successfully managing growth. This area is recommended for an area plan.

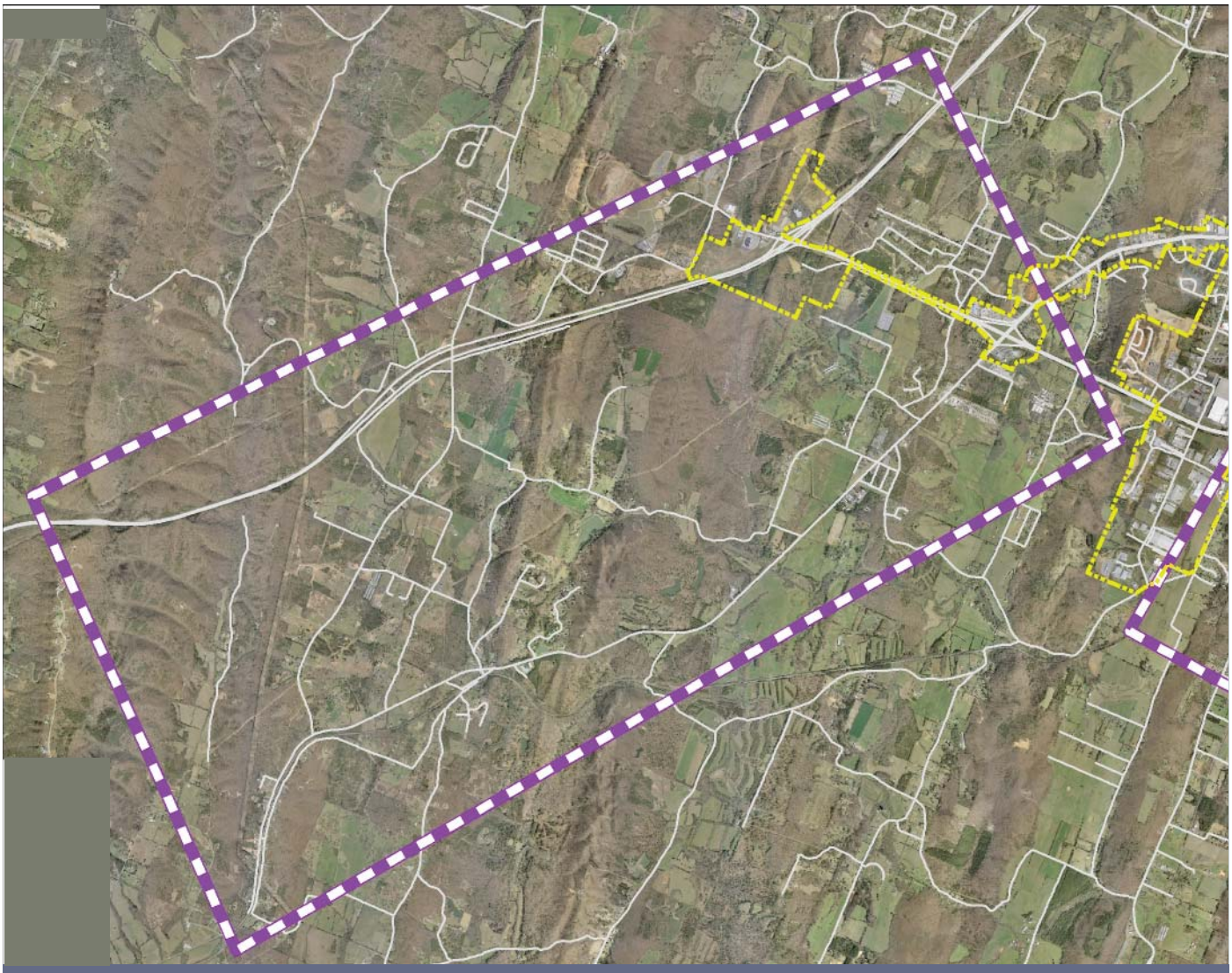


THE NORTHERN CORRIDOR AREA

The northern corridor has seen significant growth over the past decade and lies in prime service areas and between exits 27 and 33 making this area a prime candidate for special area planning efforts as part of the comprehensive plans.

MANAGED GROWTH AREAS

Southern Corridor Exit 20/McDonald Area–The Southern Corridor lies along two major routes connecting Cleveland to Hamilton County and the Volkswagen plant. The location makes this area prime for development pressures. The challenge in this area is managing both employment and residential growth while preserving features like the McDonald Community and Bendabout Farm. Like Mouse Creek, this area lies in both the City of Cleveland and Bradley County, coordination on land use, and facility planning will be essential. This area is recommended for an area plan.



THE SOUTHERN CORRIDOR AREA

The southern corridor sits between the economic development in Hamilton County and the City of Cleveland. The area has several established communities and land uses that will be impacted by development in this area. A special area plan is recommended to balance economic development with preservation of existing communities and resources.

RURAL PRESERVATION AREAS

The Rural Preservation Areas are characterized by low density development in the form of farms and agricultural uses, with large areas of forested land still remaining. The road network is connected but at significant distances, representing the limited development in these areas. Natural features and historic sites are spread throughout the area. Agriculture, silviculture, and livestock are significant economic contributors in these areas. Small concentrations of residential development are found throughout these areas along rail lines and major roadways lending place identity to communities throughout the Rural Preservation Areas. Low density rural living is a traditional option in the region and is one that is valued and should be preserved as a way of life and preservation of agriculture as an important contributor to the regional economy.

These areas are the furthest removed from major urbanized areas and other regional growth generators. Growth pressures in these areas are forecasted to be the least intense of the three Growth Framework Areas. Access to centralized sewer and water is extremely limited or unavailable, limiting development densities to that which can be supported by on-site systems. The road network is also not adequate to handle significant increased in development intensity. Reasonable low-intensity development in these areas is feasible and will likely supply a portion of the new housing stock to accommodate population growth.

The primary purpose of the Rural Preservation Areas is to identify a strategy to maintain valuable rural and agricultural industry and resources while allowing for reasonable development that does not compromise the natural, cultural, and agricultural functionality and resources of the areas.

GROWTH MANAGEMENT GUIDELINES

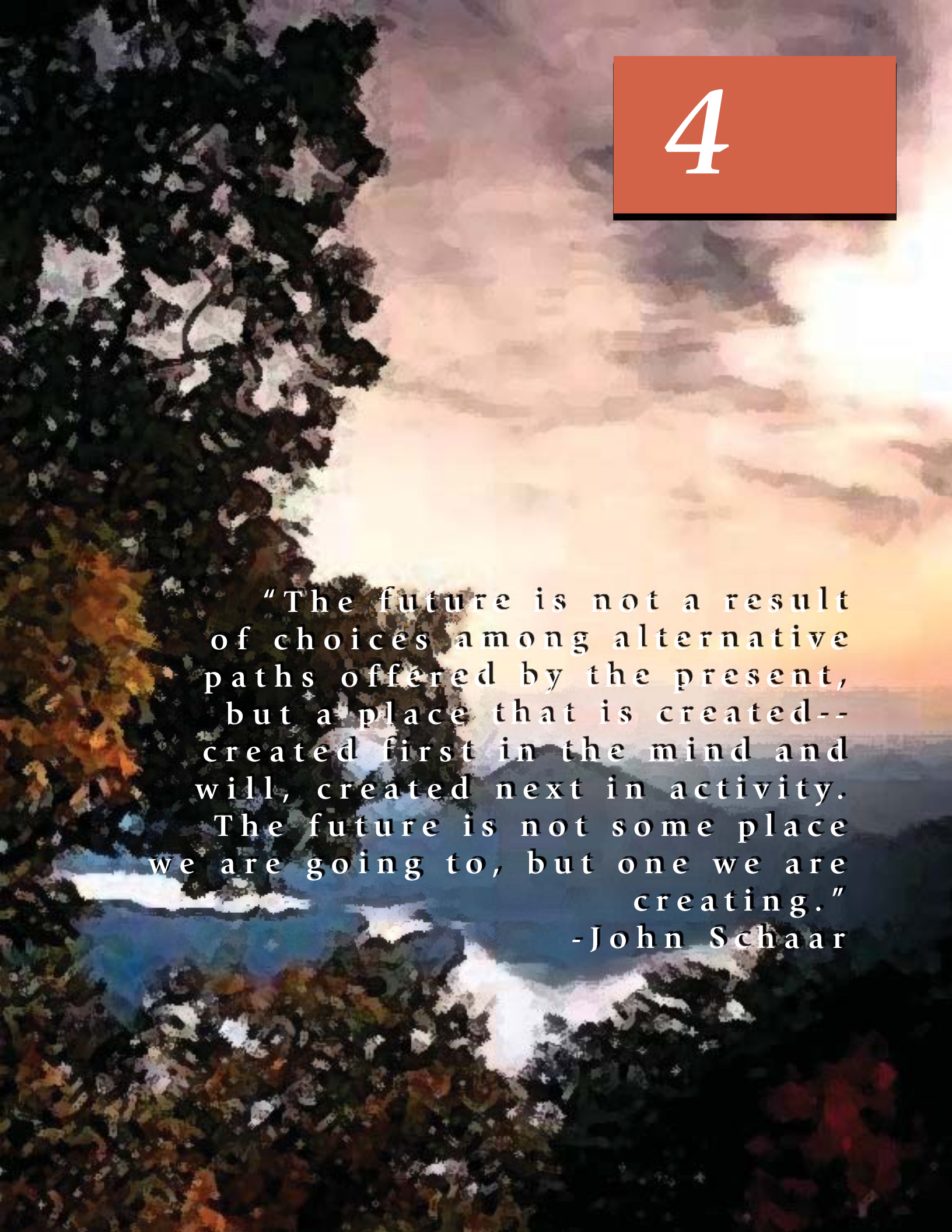
- Agriculture and natural resources will be prioritized as the most appropriate uses in these areas. Land uses and activities in these areas should enhance the rural economy and preserve rural character.
- Single family residential developments should be consistent with the desired rural character.
- Roads and road networks will be maintained in rural conditions to allow for low traffic densities and the movement of produce from farms to market.
- Investigation into the use of alternative on-site sewer treatment facilities should be examined as part of the comprehensive planning effort.
- Tools like the Greenbelt properties and other efforts to support landowners in maintaining larger parcels and active agricultural uses should be encouraged.
- Preserve the character and integrity of existing villages through the comprehensive plan and subsequent development and design regulations.

RURAL PRESERVATION AREAS

- Chatata Valley/Locust Hill
- Valley View/Bucks Pocket
- Pine Hill/Black Fox Valley/Lead Mine Valley
- White Oak Valley
- Eureka/Candies Creek

RURAL PLACES

- Eureka
- Sugar Grove
- Pumpkin Center
- Felker
- Bucks Pocket
- Union
- Pine Hill
- Black Fox



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"The future is not a result of choices among alternative paths offered by the present, but a place that is created--created first in the mind and will, created next in activity. The future is not some place we are going to, but one we are creating."

-John Schaar

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CHAPTER FOUR

Growth Coordination

Overview

Recommendations

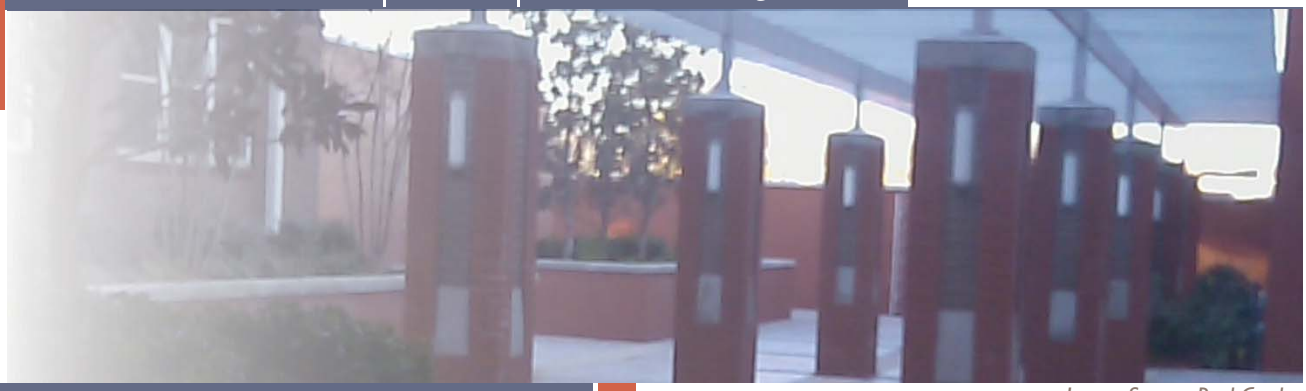


Image Source: Paul Corder

Growth Coordination

OVERVIEW

The keystone to the Strategic Plan is the need to coordinate growth pressures between jurisdictions and balance residential and employment growth with the ability to provide infrastructures, services, and facilities in well timed manner. The third component of growth coordination is funding the necessary capital and services increases demanded by the growth. This chapter provides guidance on strategic actions the cities and county can take to manage growth and make decisions related to timing, location, and funding for the next decade of growth. The following Recommendations outline "What" needs to be done to manage growth in a way that will achieve the vision.

Image Source: Paul Corder

COORDINATED COMPREHENSIVE PLANS RECOMMENDATIONS

COORDINATED COMPREHENSIVE PLANS

Create coordinated city/county comprehensive plans consistent with the common goals and vision of this Strategic Plan. In order to advance the goals and recommendations of this Strategic Plan, Bradley County, the City of Cleveland, and the City of Charleston will update and coordinate their respective comprehensive plans consistent with the goals and recommendations of this Plan.

Comprehensive plans are a statement of intent as to how a community desires to grow and develop in the short and long-term future. They are guides to be used in several ways:

- As a vision for the future
- As a way to help assess whether specific development proposals are in the public interest
- As a roadmap to tools that are needed to implement the vision of the comprehensive plan, such as land use regulations
- As an organizing framework for growth that can be used by other agencies such as utilities, schools, safety service providers, and transportation planners

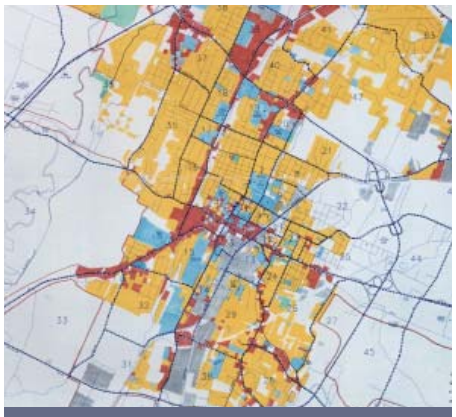
The county and cities have a history of comprehensive planning upon which to build. However, the current plans are out of date, and have not served as a vision that has been broadly embraced by the community. Given the growth pressures that the communities now face and the desire to manage the impacts of that growth in a positive way, the time is now ripe for the communities to update and modernize their comprehensive planning efforts to serve as overarching visions and frameworks for action to maximize the benefits of expected growth while minimizing negative impacts of growth.

In this case, the county and the cities have the benefit of this Strategic Plan as a starting point for the comprehensive plans. This Plan has a base of information about growth and common goals for the future that can be built on in the comprehensive plans. Likewise, it establishes a desired geographic framework of growth around which the comprehensive plans can be developed.

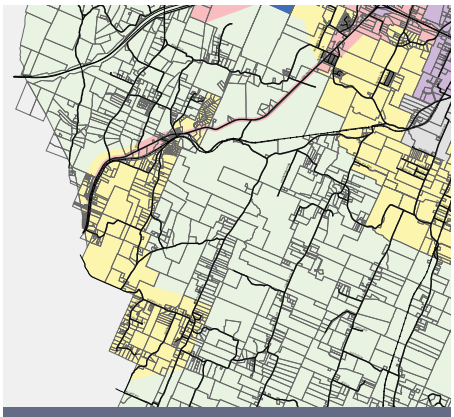
The updates to the county and city comprehensive plans will be guided by the following principles:

In Accordance with this Strategic Plan. By virtue of this Plan being embraced by the county and the cities, it is the starting point for the comprehensive plans. The common goals related to such principles as efficient and fiscally sustainable growth relative to infrastructure and public facilities, the importance of economic health and competitiveness, providing transportation and housing choices, and other quality of life aspirations, will guide the comprehensive plans. Likewise, the recommended future geographic pattern of efficient growth will serve as the organizing framework for the comprehensive plans.

Separate but Connected and Coordinated Plans. The county and the cities have been and will continue to be responsible for their own planning and land use regulations. There is no intent in this Strategic Plan to interfere with the autonomy of the communities to plan what is best for their own future. However there are clear benefits of coordinated planning. The impacts of growth such as traffic, environmental impacts, and others cross jurisdiction-



A section of the 1995 Cleveland Land Use Plan.



A section of the 2004 Bradley County Future Land Use Plan.

The greenway is part of the Bike and Pedestrian plan another element that can be coordinated as part of the comprehensive plans.

COORDINATED COMPREHENSIVE PLANS

al boundaries. As this strategic planning process has shown, working in coordination with each other has the potential to result in addressing issues that no jurisdiction can adequately address on its own. Thus, strategies will be needed that allow for each community to update its comprehensive plan, but to do it in such a way as they are coordinated. A process that uses joint staff teams, joint advisory committee, and joint elected official involvement should be developed as part of the design of a process of the comprehensive plans.

Similarly, the processes will be coordinated to maximize efficiencies and resources, especially at the technical level. For example, the analysis of land use patterns and trends, the mapping of natural resources, the refinement of growth forecasts, the modeling of growth impacts, and other analyses should be conducted jointly to maximize efficiencies. Much of this base work has already been conducted in this Strategic Plan and should be used in the comprehensive planning process. Each jurisdiction will need to go into more detail on their respective issues (such as rural issues in the county or urban issues in the city), but there are common and coordinated approaches that the jurisdiction can share.

Citizen Based Plans. Comprehensive plans should be based on a strong foundation of citizen involvement. This Strategic Plan was the result of a public process that used a citizen planning forum, but the nature of the regional issues did not lend itself to an extensive grass roots effort. The comprehensive plans, on the other hand, should involve a more extensive outreach program, including geographically diverse opportunities to shape the plan. Generally speaking, the outreach should involve opportunities for input at the beginning of the process to help shape the agenda of issues, in the middle of the process a "check point", and near the end of the process as a way to verify that the plans reflect citizen values. The use of a citizen based steering committee should also be considered.

One of the first steps in the comprehensive planning process should be the design of a citizen outreach plan that meets the unique needs of each jurisdiction. Each community should establish a way to engage the public. The approaches may vary for the cities and county, and the structure of the process may be different for each community. However, a joint committee or group which meets to coordinate and review the plans should be considered. Options the communities may consider include:

- Steering Committee
- Topic or Area Subcommittees
- Citizen Plan Forum
- Focus Groups
- Surveys and Questionnaires
- Workshops, Charrettes, and Educational Events

Comprehensive but Focused Plans. Comprehensive plans by their nature are intended to be broad, encompassing a wide range of growth related issues. However, they can and should be focused on the important issues. While a range of land use, housing, natural resource protection, transportation, utility, and economic issues need to be addressed, the plans should also focus on those issues that have the potential to most influence the quality of life of the citizens. As a way to help organize the comprehensive approaches, the following dimensions of growth will be considered in the comprehensive plans:

- The desired geographic pattern of growth
- The anticipated amount and rate of expected growth
- The desired intensity and density of growth in various areas
- The desired design quality and character of growth
- The relationship of growth to infrastructure and capital facilities (see discussion of capital improvement planning below)
- The fiscal and economic implications of growth

Community participation and buy-in is important in the success of comprehensive plans. A citizen based approach will allow for broad participation.

COORDINATED COMPREHENSIVE PLANS

Use of Baseline Standards. One of the benefits of coordinated comprehensive planning is the potential ability of the jurisdictions to develop baseline standards for issues such as public facilities and environmental resources. The preparation of the comprehensive plans will explore the use of baseline standards such as public facility level-of-service standards (such as park to population ratios, road capacity standards, school facility to population ratios, and others) as well as natural resource protections standards (such as sensitive stream setback requirements). The LOS standards can be used as a starting point for detailed standards in capital improvement plans (see below).

Action Oriented Plans. For any comprehensive plan to be effective, it should include a clear understanding of what it will take to implement the plan. The comprehensive plan updates will include actions and tools that are needed, an understanding of prioritization and sequencing of actions, a sense of resources needed to take those actions, and an indication of the short, mid, and long-term nature of the actions. Likewise, the plans should include a method for monitoring and updating on a regular basis.

Efficient and Systematic Planning Process. A comprehensive plan should be prepared using a thorough yet efficient planning process. It is anticipated that the city and county comprehensive plans will take approximately 12 months to complete. The comprehensive plans will be prepared with the following general work task approaches, incorporating many of the above principles:

- Process design, focusing on issues such as formation of an advisory committee and preparation of a citizen outreach plan.
- Research and analysis, building on the work done in this Plan to identify the trends and issues that will shape the future.
- Ample but focused citizen outreach efforts.
- Crafting of a vision in the form of goals and objectives for the future.
- Consideration of alternative scenarios for the future, and selection of a preferred alternative.
- Plan recommendations and supporting policies and strategies.
- Action oriented implementation strategies and tools.

The McDonald community is one of the many locations where coordinated planning efforts will be important to determine the future of the community.
Image Source: Microsoft 2010.

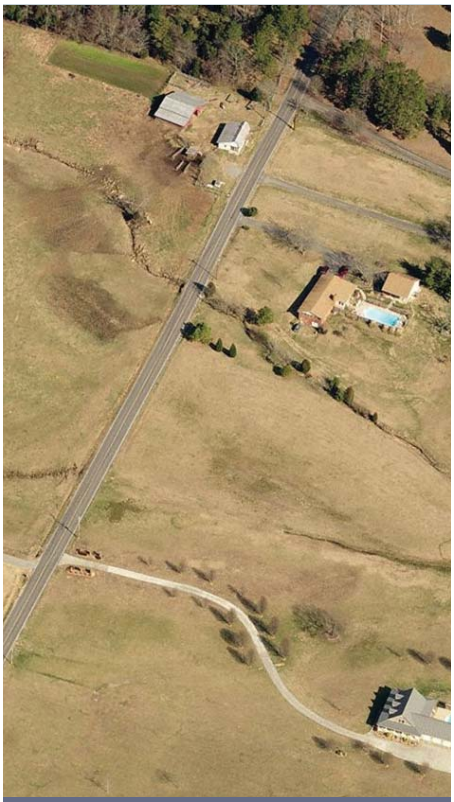
STRATEGIC AREA PLANS

Create Area Plans for Strategic Areas. There are three areas where additional joint city/county planning focus is called for in addition to the comprehensive plans. These include:

- The Southern Corridor Exit 20/McDonald area
- The Northern Corridor /Mouse Creek Road area
- The Cleveland Central City area

Area plans are a frequently used planning approach in circumstances where additional planning detail and focus is needed that goes deeper than would normally occur in a comprehensive plan. They are appropriate in geographic areas that are of extraordinary importance to a community, or where there are complex planning issues requiring special attention. In this case, each of the three areas is of significant strategic importance. Each of the areas is described in detail in the Growth Framework.

In the case of the Southern Corridor Exit 20/McDonald area, there are obvious potential economic development opportunities associated with the proximity to Chattanooga and the Volkswagen plant. However, the area is also home to many people who are greatly concerned about the potential impact of growth on the community. There are also many significant environmentally sensitive and historic features located in the area including several large assemblies of land and historic farms. Most of this area is currently in unincorporated Bradley County, but much of it is also in the Cleveland Urban Growth Boundary. As a result, a joint city/county planning effort is envisioned.



Mouse Creek Road
Image Source: Microsoft 2010.

In the case of the Northern Corridor/Mouse Creek Road area, there are several forces that create the need for additional focused area planning. The proposed Wacker Chemie plant is a major economic development opportunity that impacts this northern part of the county. With convenient access to an interstate exit, the area is likely to experience even more growth. In addition, there is a major sanitary sewer line that runs through the area, and history shows that growth typically follows sewer service. This area also has environmentally sensitive resources and is home to many people. It impacts the Cities of Cleveland and Charleston, as well as Bradley County, and should also be subject to a joint planning process, in this case involving all three jurisdictions.

The Cleveland Central City area's importance lies in the emphasis that this Strategic Plan places on promoting growth in existing urban areas, rather than in a sprawled pattern throughout the county. For a more compact growth strategy to be successful, Cleveland must have a plan for how it will accommodate and encourage growth within its urban area. It must have a strategy for how urban growth can be made more attractive to the development community while also protecting the urban neighborhoods that already exist. It must plan for quality redevelopment and infill. The area recommended for additional planning focus is located in the southeastern area of the City of Cleveland, extending into Bradley County in recognition that the urban pattern of uses is not limited to the city. This area is urban in nature, but it impacts both the City of Cleveland and Bradley County. For this reason, a joint city/county planning effort is needed as well.

The three area plans should be guided by many of the same following principles that apply to the comprehensive plan recommendations above. Like the comprehensive plans, the area plans should follow a systematic planning process that interrelates an understanding of the forces and trends that are shaping the community with the values of the people that live and work there. They should be citizen driven, involving an advisory committee representing a cross section of interests as well as ample opportunities for any citizen to have input.

There are several things that are unique about the area planning processes. Unlike the comprehensive plans, which will be "separate but connected and coordinated", each of these area plans will result in a single joint plan to be adopted both by municipal and county officials. This means that the plans must be prepared with the idea that both sets of elected officials will ultimately be asked to approve the same document. The implication of this is that both City Council and the County Commission must be engaged throughout the process. The use of joint meetings of City Council and the County Commission should be considered. In the case of the Northern Corridor, both the Charleston and Cleveland City Councils will need to be engaged in addition to the County Commission.

In many ways these area plans are like the comprehensive plan from a process perspective. In fact, it may be even more important to carefully design the citizen outreach elements of the area plans. Experience has shown that the more local the concerns, the more interest there is by citizens. The comprehensive plans will likely generate more grass roots interest than this Strategic Plan, and the area plans will generate even more interest than the comprehensive plans.

The other main difference between an area plan process and a comprehensive plan process is the level of detail. As the scopes of the comprehensive plans and the area plans are defined, their respective levels of detail should be considered. For example, a comprehensive plan will not typically address land use at a parcel-specific level, but an area plan will. Arriving at an early understanding of the relative levels of detail between an area plan and the comprehensive plans will be important.

Finally, the timing of the area plans relative to the comprehensive plans should be considered. Some may suggest that an area plan is a more detailed "drill down" into a comprehensive plan and that it should therefore follow the comprehensive plan in time. On the other hand, the very pressing and critical issues that create the need for focused area plans can also create an urgency to plan sooner rather than later. Comprehensive plans take time – typically 12-18 months – and things may be happening fast enough in the three focus areas that their planning cannot wait. In this case, careful consideration is needed to design a planning process that allows for crucial issues to be addressed immediately with longer-range planning addressed as well. Focused areas plans can be prepared prior to or concurrent with comprehensive plans, as long as they are ultimately coordinated and dovetailed together.

REINVESTMENT AND INFILL PROGRAM

Initiate a Reinvestment, Infill, and Redevelopment Program. One of the key policies of this Plan is to encourage growth to occur in existing developed areas. This Plan encourages infill and redevelopment within areas with existing services, facilities, and infrastructure. The City of Cleveland has many corridors and neighborhoods with potential to accommodate growth in a traditional walkable environment thereby preserving the rural character of larger portions of the unincorporated county. However, in a market where "greenfield" (undeveloped land) is available the city may find it challenging to bolster interest in infill and redevelopment as viable alternatives to sprawling growth patterns. While the issue of reinvestment, infill, and redevelopment should be addressed in both the comprehensive plans and the Central Cleveland Area Plan, there are many other opportunities and ways to address reinvestment, infill, and redevelopment that the city and county could examine. The following are some key elements of successful infill and redevelopment programs that Cleveland/Bradley County should consider in their planning processes and in ultimate implementation of a program to incentivize infill and redevelopment as a viable alternative to greenfield growth.

Understand the Economics. While it can be perceived as more difficult than greenfield development there are often many market forces at play when it comes to infill development. Most cities use infill and urban redevelopment as a component of economic development for core cities. Because of the economic benefits of urban infill and redevelopment, many communities are willing to counterbalance the perceived financial risk involved in infill development by the private market through financial assistance or incentives. Those incentives can range from reduced permit fees, special assistance with the development process, tax abatements, to financial partnerships or contributions to the projects. Alternatively, a third non-profit partner like a Community Development Corporation (CDC) may play a major role in facilitating financial and economic incentives, even acting as the developer.

Target Prime Locations as Part of a Regional Strategy. City and non-profit resources must be strategically focused where they can do the most good. Targeting prime locations for reinvestment and infill can make infill more viable making it a key part of a successful regional growth management initiative, but infill alone will not prevent sprawl or exurban growth pressures. It is the planning and other supportive tools that ultimately make the connection.

Partner With Other Department and Agencies. Infill development is the result of public and private partnerships, and cross department efforts. Planning departments and economic development agencies both have an equal role in infill programs. Likewise additional players like CDC's or neighborhood coalitions may be important players in a redevelopment and infill approach and can often facilitate the actual redevelopment projects.

Tailor Land Use Regulations. The traditional model for zoning for the last few decades has been one of homogonous zones with a focus on lot sizes and uses with little consideration for compatibility with an existing established urban fabric that may or may not be represented by the current regulations. Infill development that is the product of these "suburban flavored" regulations will often be incompatible with or contrary to the communities' vision for their neighborhoods. The City of Cleveland should consider how the comprehensive plan and current land use regulations would address infill and redevelopment in existing neighborhoods. Land use regulations or policies that make infill redevelopment possible include:

- Targeted or area plans that prepare a comprehensive vision for the areas' redevelopment.
- Updated zoning regulations regarding dimensional standards, and densities.
- Overlay or special area zoning districts with specifically crafted standards.
- Form based zoning that incorporates urban design principles.

Barriers and Incentives to Overcome Them. Barriers to successful infill development include:

Financing Barriers—For most of the 1990's infill projects were considered risky due to untested marketability of mixed-use infill projects. However, over the last decade increased interest in these types of projects has lifted some of that risk. But current financial conditions make lending a risk on all levels. Incentives: When the private market is not willing or able to invest in infill redevelopment projects, public or non-profit coordination of funding sources could provide an incentive for financing infill. Community development corporations (CDC) and other related economic development agencies can be important players in identifying and making accessible financial incentives for infill. Grants, flexible financiers, tax abatements, city or CDC backed loans can all be possible options.

Infrastructure Barriers—In established developed areas infrastructure (roads, utilities) are often designed to manage the intensity/density of development that is on the ground or was on the ground. Infill often requires intensification or alternative use to that for which the original infrastructure has capacity. Additionally, the existing infrastructure may have aged to obsolescence and need replacement to function properly. Infill development often has to contend with inadequate or deteriorating infrastructure. Obsolete or deteriorating infrastructure can have high price tags to upgrade. The city could provide incentives through capital improvement programs, or tax increment finance districts to help alleviate some of the financial burden from the private development to encourage improvement and reinvestment.

Land Assembly and Cost of Land Barriers—Small projects on individual parcels may be less attractive or financially feasible for a developer. Because of diverse ownership and conditions of parcels it can often be challenging to assemble large enough pieces of land for a successful infill redevelopment project. If the process and cost of identifying a site is daunting, a developer is not likely to attempt a development. Communities that target areas for redevelopment and play an active role in assembling larger enough sites to be economically feasible can more easily attract and catalyze redevelopment.

Brownfield Sites—Infill situations can often involve "brownfields" or abandoned, idled, or underused industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination. The cost of redeveloping a brownfield site will involve the remediation of any environmental contamination, which could be a costly process, making the site economically challenging. Incentives for brownfield clean up range from state supported efforts including tax refunds for creating new jobs in brownfield sites, low interest loans, or city/county purchase and remediation of land.

Resistance from Neighbors—Because infill is inherently occurring adjacent to or within existing neighborhoods or business districts, the proposed increases in density can often incite residents to opposition. Additionally, the perception of deteriorating areas or obsolete areas can lead to hesitation to do piecemeal redevelopment in these areas for fear of marketability. This barrier ties to the final barrier, which is weak political buy-in. Open planning processes and education that include grassroots and community involvement provide better chances of success and community support of the infill projects, so proactive advanced planning for reinvestment and infill can help prepare a unified future vision which can be attained in phases.

Political Leadership—Without strong political support and initiative to pursue projects that are economically feasible and compatible with the citywide or regional growth, local opposition can push potential infill development away from targeted areas. Strong leadership in the planning process and political support for a strategy or plan that includes infill and redevelopment are keys to success.

BOUNDARY COORDINATION & CAPITAL IMPROVEMENTS

BOUNDARY COORDINATION

Establish Boundary Coordination Practices. One of the greatest challenges to long-range capital improvement planning and the coordination of capital improvements with land use planning is the dynamic nature of jurisdictional boundaries. The nature of cities is such that they often annex land in order to remain healthy and prosperous. This has been and will continue to be a reality. However, when territorial growth is unpredictable, it makes it very difficult for other jurisdictions and agencies to plan for capital improvements. It is particularly important for there to be coordination of municipal boundaries as they relate to utility planning, school planning and fringe area land use planning.

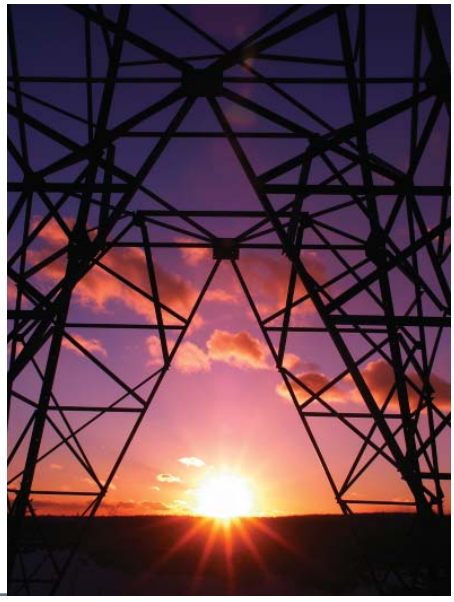
For these reasons, the county and cities will work with public service providers to establish jurisdictional and services delivery boundary coordination to provide predictability for capital and service planning initiatives based on comprehensive and joint city/county area plans, 1101 Urban Growth Boundaries and local systems and utilities.

The primary mission of this Strategic Plan is to promote growth coordination among various jurisdictions and agencies in furtherance of the common goals of this Plan. This Plan provides a framework for desired growth, with general areas designated for urban growth and areas designated for rural growth and preservation. As part of the coordinated comprehensive plans, growth coordination will occur in areas designated for growth (designated as Managed Growth on the Growth Framework Map). Specifically, the following boundary coordination approaches will be explored in those areas either as part of the comprehensive planning updates or following the completion of the comprehensive and area plans:

- Coordination of urban growth boundaries
- Coordination with public service providers, especially the schools and utility providers
- Potential service agreements or other intergovernmental agreements that promote coordinated and efficient growth
- Annexation plans that identify areas likely for annexation consistent with adopted land use and utility plans, creating increased predictability for public facility planning (which is especially critical for school planning)

CAPITAL IMPROVEMENT PLANNING

Establish a Long-Range Capital Improvement Planning Program. A capital improvements program is essentially a blueprint for planning a community's capital expenditures. It coordinates community planning, financial capacity and physical development. Capital improvement plans provide a link between the visions articulated by comprehensive plans and annual capital expenditure budgets. They allow for a systematic, simultaneous evaluation of potential projects.



As is described in Chapter 2, the cities and county all engage in one form of capital improvement planning or another. However, the nature of capital facility planning has generally focused on short-term or immediate project needs. In the past, with a relatively stable growth rate, the ways in which the agencies have been engaging in capital facility planning may not have been an issue. However, with the magnitude of growth forecasted for the area (an amount almost equivalent to the population of the City of Cleveland over the next generation), a more sophisticated program of short, mid, and long-term capital improvement planning is needed. The results of the fiscal analysis prepared as part of this Plan are clear that the community could see significant fiscal shortfalls in the future

CAPITAL IMPROVEMENT PLANNING & ECONOMIC DEVELOPMENT

based on the growth forecasts. The positive news is that gap appears manageable, particularly if the area continues to see success from its aggressive economic development efforts.

Accordingly, the cities and county will work together and with related agencies and departments including schools, public safety service providers, transportation agencies, utilities and others to implement capital improvement planning programs with the following elements:

- Up to date inventories of existing facilities
- Level-of-Service (LOS) standards against which the provision of services can be measured
- Assessment of facilities, based on established LOS standards
- Identification of any existing deficiencies,
- Growth and land use forecasts (coordinated with comprehensive plans)
- Estimated demand for facilities over a defined planning horizon based on land use assumptions and established LOS
- Estimated targeted capital improvement needs to support forecasted growth and development over the planning horizon
- Estimated costs over short, mid, and long-term time frames
- A financially feasible program to fund the improvements
- A budgeted and financed plan for a five year horizon
- A monitoring program
- An annual update process

It is recognized that it will take time to move towards this type of capital improvement planning program. It is also recognized that the methodology for CIP's will vary depending on the agency or department. However, it is critical that the capital planning programs evolve with more sophisticated approaches for the community to achieve long-term fiscal sustainability.

The Whirlpool Site.
Image Source: Paul Corder

ECONOMIC DEVELOPMENT

Continue Strong Economic Development Efforts to Balance Commercial and Residential Growth. The background analysis made clear that a more compact growth pattern is more fiscally sustainable than a sprawled growth pattern. This Plan reflects a realistic aspiration for a pattern, as illustrated in Chapter 4. However, the analysis also made clear that refining the pattern of county-wide growth will not likely be enough to avoid fiscal shortfalls in the future. Remaining fiscally healthy in the long-term will require a mix of strategies, including a smarter growth pattern, long-range capital improvement planning, and continued vigilant fiscal management.

In any case, a major contributor to fiscal sustainability is a strong commercial and industrial tax base, especially in relationship to the residential tax base. It has long been an adage that a commercial and industrial tax base gives a better "bang for the buck" for local community tax dollars, and that is the case here. Therefore, attracting good quality commercial and industrial uses is a core mission of the city and county economic development efforts.

Bradley County and Cleveland have had an excellent run off success in recent

years, which is particularly remarkable in a down economy. Volkswagen's billion dollar investment just south of Bradley County, Wacker Chemie's billion dollar investment at the north end of the county, Whirlpool's $120 million investment in Cleveland, and others are strong signs that the area is well poised and attractive to investors. Bradley County, Cleveland, and Charleston intend to work together with their economic development partners to continue to capitalize on similar opportunities.

The Cleveland Bradley Chamber of Commerce and the related Industrial Development Board have been active in promoting economic development projects in the cities and county. There are currently two publically owned industrial parks, and a third park is planned. The Chamber and related organizations is a model for intergovernmental cooperation and coordination, and its efforts will continue to be aggressively supported.

LAND USE REGULATIONS

Update Zoning and Subdivision Regulations consistent with New Comprehensive Plans. The comprehensive plans discussed in number 1 above are a critical step for establishing a vision. However, a vision is a statement of intent, or an aspiration for the future. Without actions to implement the comprehensive plan visions, they will not be as effective as they could be. Since comprehensive plans relate to the physical growth and development of the cities and county, one of the most important tools to implement them is land use regulations, primarily in the form of zoning and subdivision regulations.

Establishing modern land use regulations that will be effective in the face of the expected growth will be a challenge for both the county and the cities. Historically, the cities and the county do not have a track record of strong regulations, by choice. Cleveland has had zoning for a long period of time, but those regulations are not strong compared to similar communities around the country, especially those facing growth pressures similar to Cleveland. Bradley County adopted zoning regulations only in recent years. In both the city and the county, zoning regulations have not been actively used as a tool to manage growth, but rather as a tool to prevent egregious uses. This was a conscious and intentional choice – Bradley County/Cleveland has strong culture for the respect of private property rights, and has worked hard to balance the public interest and private rights.

On the other hand, Bradley County/Cleveland also has a strong low tax culture and values the wise stewardship of tax dollars. One of the things that came out of this process is a realization that the pattern of growth makes a difference from a tax stewardship perspective. A more managed and overall compact growth pattern, with more growth occurring in and around existing developed areas is more efficient to serve. Generally speaking, less development in rural areas in exchange for more development in urban areas is more tax efficient. This is not to say that development can or should be shut down in rural areas, but this Plan does aspire to gradually encourage other ways of growing that are more efficient, and land use regulations have at least some role in those policies.

Given historic growth patterns, the ways in which the cities and county have implemented land use regulations may have well suited their needs. However, with the growth pressures that we are now facing, those regulations will need to be revisited. With as many as 7,000-10,000 new dwelling units forecasted in the unincorporated county alone, careful attention will need to be paid to how and where that growth occurs. Likewise, with as many as 3,500-6,500 new dwelling units forecasted in and around the cities, careful attention will need to be paid to how they will be knitted into the existing urban fabric.

Accordingly, the cities and county will update their land use regulations in accordance with their comprehensive plans with a careful balancing of public interests with private property ownership rights. The code updates will address the following aspects of land use regulations:

- Permitted uses, including where certain uses are or are not permitted, and circumstances under which they are permitted
- Ways in which uses are encouraged or permitted to be mixed
- Development standards that apply to uses such as parking, lighting, storm water management, landscaping, site design, access and circulation, and others
- Quality and character issues related to design and natural resource protection
- Fair, predictable, and efficient review procedures and permitting
- Density and intensity standards

RURAL STRATEGY & GROWTH TRACKING

RURAL STRATEGY

Design and Implement a Rural Strategy. Approximately three quarters of the county-wide residential growth has been occurring in unincorporated Bradley County, with approximately one quarter occurring in the cities. This Plan recommends that proportion be changed to approximately 55% in unincorporated county and 45% in the cities. However, even with that change in trend, a substantial amount of growth will likely occur in areas that are currently rural.

In the past, the relatively flat growth rate could be absorbed in the large rural areas of the county without significant impacts. However as growth picks up and as the sheer magnitude of rural development builds up, the impacts of growth will be increasingly felt. Roads that were originally designed and built for very low density will become congested and unsafe, environmental resources such as streams and creeks will be stressed, the demands for public safety services will stretch resources, and the overall rural character could be at risk.

Similarly, extensive growth in rural areas has fiscal implications. As discussed previously, a sprawled pattern of development is generally less fiscally efficient from a service provision. The common sense notion that a more spread out pattern of growth requires more miles of school bus service, further distances for police and fire response, more miles of sewer and water infrastructure, and others is borne out by the fiscal impact analysis conducted for this Plan. For these reasons, a deliberate rural planning strategy is needed.

As discussed in number 5 above, planning in rural areas requires a balancing of interests. While there are predictable impacts of increased rural growth pressures, it is also important to recognize that by and large the property in rural areas is owned by private land owners who have an expectation of being able to use their property in a reasonable way. In many cases, rural land has been in families that have been in Bradley County for many generations. As is often the case around the country, many of the land owners have no intention of selling or developing their land, but also wish to preserve their rights in the future. This balancing of interests between preserving valued rural character and allowing reasonable property right expectations to be met is a unique challenge that will require special attention. In many ways, the need for a rural strategy is like the focus area plans discussed in number 2 above, except that it applies on a broad geographic basis to all rural areas.

This rural planning strategy will be a key component of the county comprehensive plan update. It should address the following issues:

- What "rural" means to Bradley County.
- Appropriate rural uses, with a focus on defining commercial uses in a rural context.
- Environmental resources that are important to the community and how they should be preserved and protected.
- Preservation of historic villages.
- Density of development.
- Provision of services, especially related to alternative sanitary sewer service technologies.
- Types of residential development to be encouraged or discouraged, i.e. conventional large lot subdivisions vs. conservation subdivisions.

GROWTH TRACKING

Establish and Maintain a County-wide Growth Tracking System. The process of conducting the research and analysis for this Plan illustrated the need for an ongoing and updated system of tracking and monitoring county-wide growth. Data related to historic growth patterns, forecasted growth, pending development ("pipeline" growth), capacity for growth, current and planned utility expansions relative to land use plans, and other demographic data should be readily available to all jurisdictions and agencies that engage in capital facility planning. It is important that there be better coordination among various public service and facility providers, and that coordination will be improved if there is a common base of growth information. The coordination of growth forecasts should include the forecasts and modeling conducted as part of the MPO transportation planning.

For these reasons, the county, cities, MPO, and other agencies will work together to create and maintain an improved county-wide growth tracking system, including a land demand and land use forecasting model integrated with the regional transportation model that can be used by all agencies for planning purposes.

IMPLEMENTATION OVERSIGHT

Establish an Implementation Oversight Committee. This Plan signals a significant change to planning in the county. It involves a rethinking of how comprehensive plans will be used, how land use regulations will be tied to comprehensive plans, how capital improvement plans will be implemented and how local governments and related agencies will coordinate planning and implementation in general. This change in course is needed to manage the increased growth pressures that are anticipated because of strong economic development successes. However, changes to planning approaches will not occur without diligent and ongoing efforts. This Plan lays out a series of high aspirations, and the successful implementation of these steps will take time and coordination. While this process achieved agreement on many important concepts, the hard work is still ahead.

In order to continue the planning effort and implement the above actions, an Implementation Oversight Committee will be formed with responsibility to pursue implementation of this Plan over the long-term. The county and city will appoint members of the Implementation Oversight Committee. It will include representatives of the County Commission and the City Councils, as well as representatives of providers of public services and facilities (such as the schools, the utilities, and public safety services) as well as representatives of business interests such as the Chamber of Commerce, and citizens at large.

The Implementation Oversight Committee will have the following responsibilities:

- Responsibility for prioritizing actions needed to implement this Plan in collaboration with the cities and county
- Serve as an advocate for county-wide planning initiatives and actions consistent with this Plan
- Serve as a forum for county-wide planning issues discussion
- Serve as an advisory body to the cities and county on county-wide issues within the purview of this Plan
- Serve as a problem solving and consensus facilitator on county-wide planning issues
- Review and comment on draft comprehensive plan updates and other related planning actions pursuant to this Plan

The planning staffs of the City of Cleveland and Bradley County will assist the Implementation Oversight Committee. The cities and county will collaboratively design the composition of the Implementation Oversight Committee and the logistics of the nature of the work of the committee.

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