



North Brainerd Area Plan

Adopted by Chattanooga City Council July 13, 2004



The Chattanooga-Hamilton County Regional Planning Agency would like to thank all of the residents, business owners and other stakeholders in the North Brainerd Community. Special thanks goes to the North Brainerd Community Council for its assistance in the planning process. Thanks also go to the following City of Chattanooga Departments for providing valuable expertise:

Public Works
Neighborhood Services
Stormwater Management

Regional Planning Agency

Executive Director

Barry Bennett

Planning Team

Greg Haynes, Director of Comprehensive Planning
George Krauth, Senior Planner, Project Lead
Karen Rennich, Senior Planner

Chattanooga Mayor

Bob Corker

Chattanooga City Council

Chairman John P. Franklin, Jr., District 5
John Lively, District 1
Sally Robinson, District 2
Dan Page, District 3
Jack Benson, District 4
Ron Littlefield, District 6
John Taylor, District 7
Leamon Pierce, District 8
Yusuf A. Hakeem, District 9

Hamilton County Mayor

Claude Ramsey

Hamilton County Commission

Fred R. Skillern, District 1
Richard Casavant, District 2
Charlotte E. Vandergriff, District 3
William R. Cotton, Jr., District 4
JoAnne H. Favors, District 5
Larry L. Henry, District 7
Curtis D. Adams, District 8
Bill Hullander, District 9

A special thanks goes to Councilman John P. Franklin, Jr. and Councilman Yusuf A. Hakeem for their continual support of the creation of this plan.

Introduction

The Regional Planning Agency (RPA) began work on the North Brainerd Area Plan in early 2004. The RPA staff was approached by area City Council members to initiate a study in the North Brainerd area. After a review of the Tunnel Blvd Study (1991), the Brainerd Zoning Study (1995) and the Eastdale Plan (1998), it was determined that an area of approximately 1600 acres had not been formally analyzed. With that in mind, the City Council passed a resolution in February 2004 to set in motion the North Brainerd Area Plan.

RESOLUTION NO. 24029

A RESOLUTION AUTHORIZING THE
CHATTANOOGA-HAMILTON COUNTY
REGIONAL PLANNING AGENCY TO DEVELOP
A COMMUNITY LAND USE PLAN FOR THE
NORTH BRAINERD AREA.

WHEREAS, Pursuant to a request by local elected representatives to review future development in a portion of the North Brainerd Community; and

WHEREAS, The study will identify challenges and opportunities posed by future development along the Shallowford Road and its impact on the adjacent communities; and

WHEREAS, The study area will be generally within Talley Road on the west, Chickamauga Creek on the east and north and Rogers Road on the south; and

WHEREAS, The Regional Planning Agency will conduct community meetings and workshops for the purpose of obtaining public input; and

WHEREAS, The plan will provide recommendations that will help guide and advise decision makers concerning future projects; and

WHEREAS, The plan will be a policy, and as such, will not guarantee zoning changes or funding for projects or other recommendations contained therein; and

WHEREAS, A final draft of the plan will be presented to the public and the appropriate advisory and legislative bodies for review and adoption by late Spring, 2004;

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CHATTANOOGA, TENNESSEE, That the Chattanooga-Hamilton County Regional Planning Agency be and is hereby authorized to develop a scope of work to conduct land use studies for the North Brainerd area, generally being within Talley Road on the west, Chickamauga Creek on the east and north and Rogers Road on the south.

ADOPTED: February 10, 2004

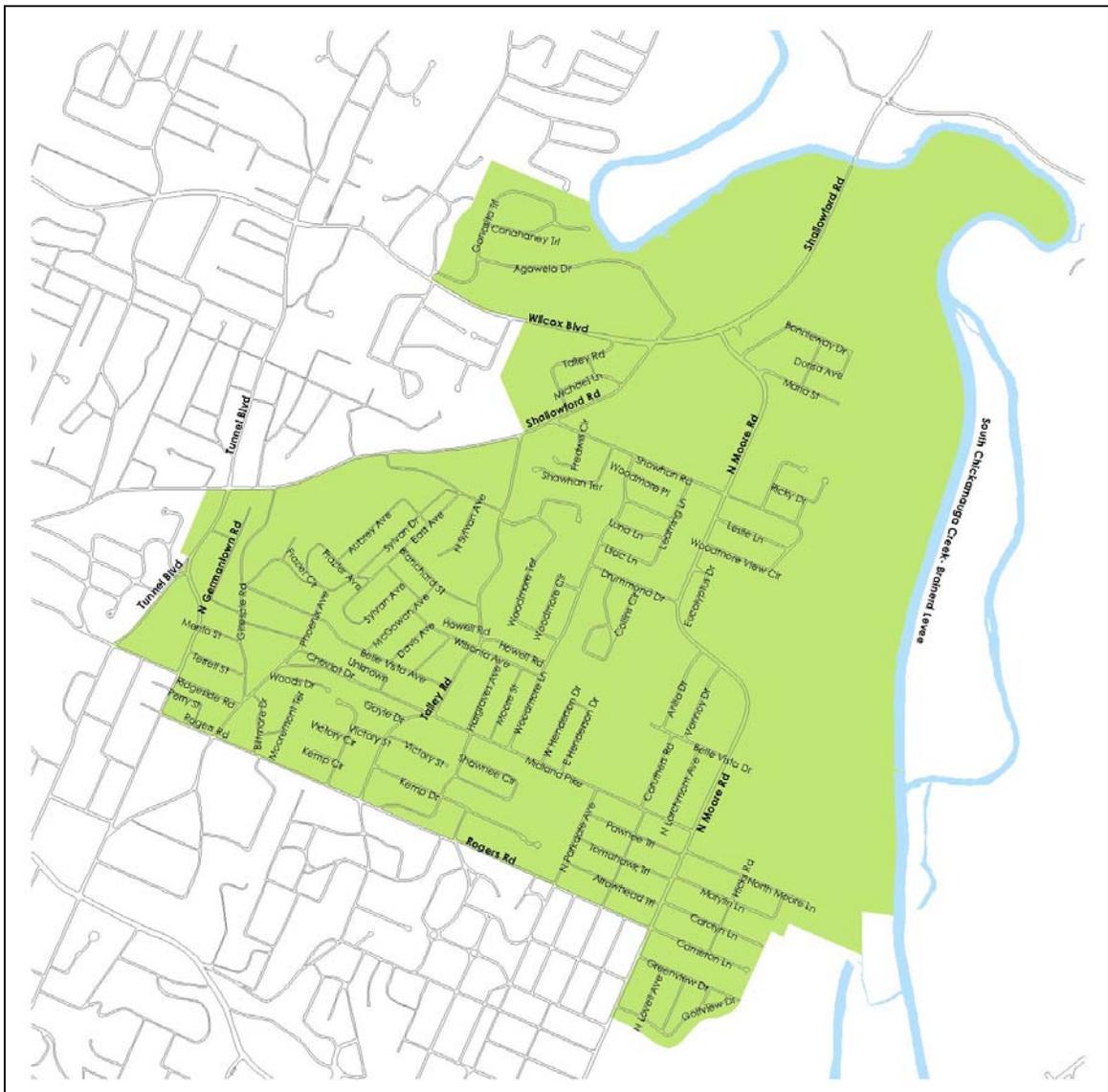
The North Brainerd Area Plan serves as a general policy guide for future community improvements and rezoning requests. This document provides the basic framework for land use, transportation, public services and community improvements. Though plans make recommendations for such, they are NOT guarantees for funding or zoning.

Area residents must continue working in conjunction with one another, their elected officials and government agencies to fully realize the vision and initiatives set forth by the plan. The local government must still approve funding for the recommended capital improvements.

Study Area

The North Brainerd Area is located approximately four miles east of downtown Chattanooga. It is a suburban community primarily composed of pre-World War II bungalows and postwar brick and clapboard ranches.

The study area is roughly bounded by Shallowford Road to the north, Tunnel Blvd to the west and Rogers Road to the south. The South Chickamauga Creek bounds the east. The total study area is approximately 1,600 acres.



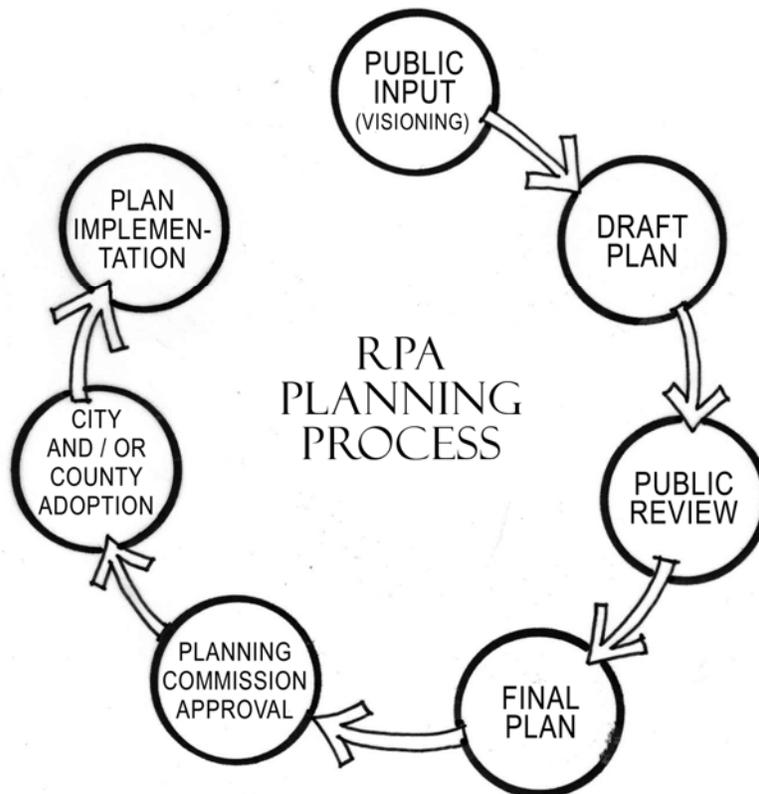
Historical Background

Brainerd is named for David Brainerd, a pioneer missionary who never visited the area. In 1817, New England pilgrims and Presbyterians founded the Chickamauga Mission just south of the plan area. The area reverted to mud wallow and cow pastures after the federal government forced the Cherokees onto reservations in the late 1830s and the mission was closed.

Today, Brainerd is the site of numerous subdivisions. The majority of the study area was annexed by the City of Chattanooga in the 1950s as suburban growth moved east from downtown. Brainerd is now a mix of cultures coexisting in one of the city's most diverse areas.

Planning Process

The RPA Planning Process begins with public input. Information was gathered from an initial public meeting on March 11, 2004. The RPA staff gathered additional external information to obtain an inventory of existing conditions and began drafting a plan. On April 1st, a draft was presented for public review and further input. The end result is a final plan presented on April 22, 2004 for public comment. The North Brainerd Area Plan is then submitted to the Planning Commission for recommendation to the City Council.



Existing Conditions

Demographics

Census Tract 33 approximates the boundary of the North Brainerd Area Plan. Between the years of 1990 and 2000, the population and housing tenure has remained steady. There has been a slight increase in housing units as open parcels are being developed. The housing ratio has remained stable as well.

Population

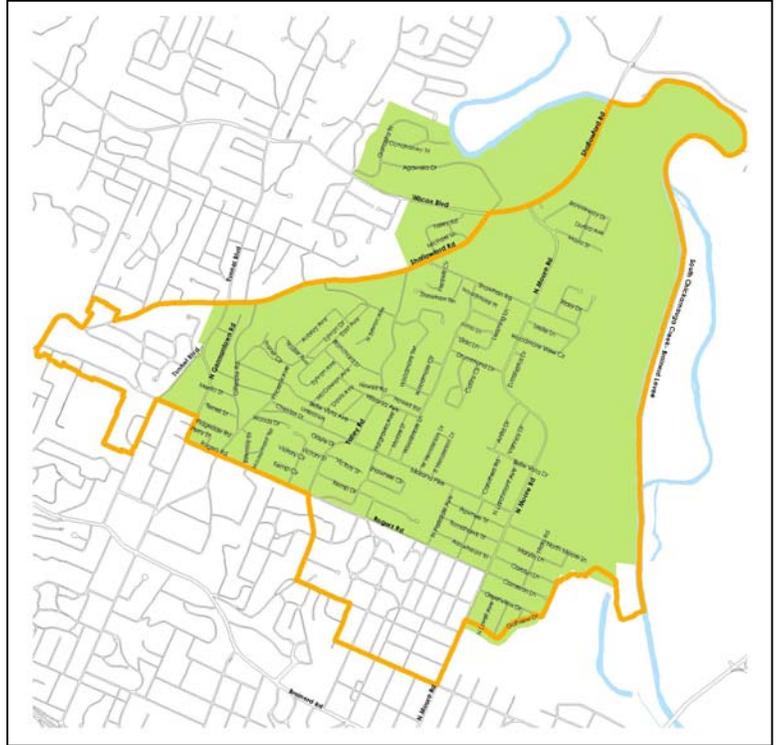
Population has increased slightly from 6461 in 1990 to 6518 in 2000-an increase of less than 1.0%.

Housing Units and Tenure

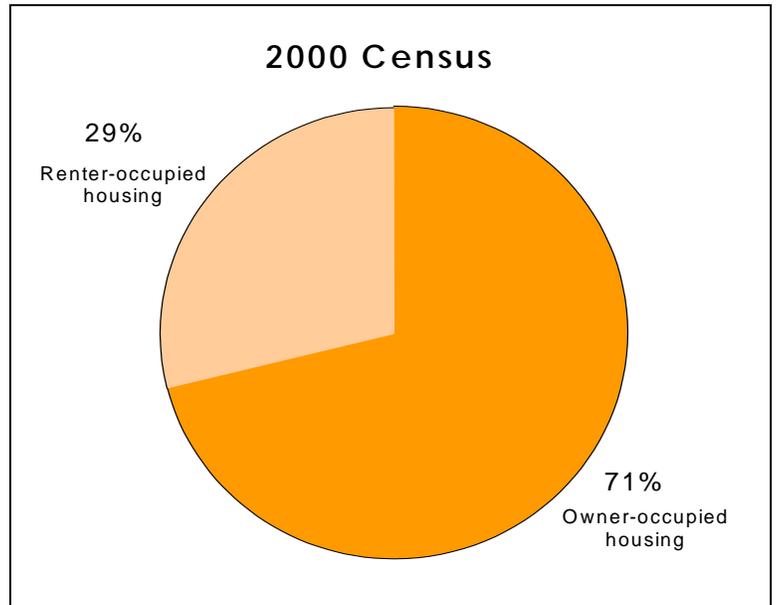
Housing Units rose from 2683 in 1990 to 2839 in 2000. Housing Tenure also increased slightly from 2542 in 1990 to 2638 in 2000. This represents an increase of 0.04%. Basically, that means residents are staying in the neighborhood.

Housing Ratio

The Housing ratio has also increased and is currently at a rate of 71% owner occupied and 29% renter occupied in 2000. This no doubt shows a pride in the neighborhood and represents quite an impressive figure as compared with the rest of the city at 54.9% owner occupied and 45.1% renter occupied for the same year.

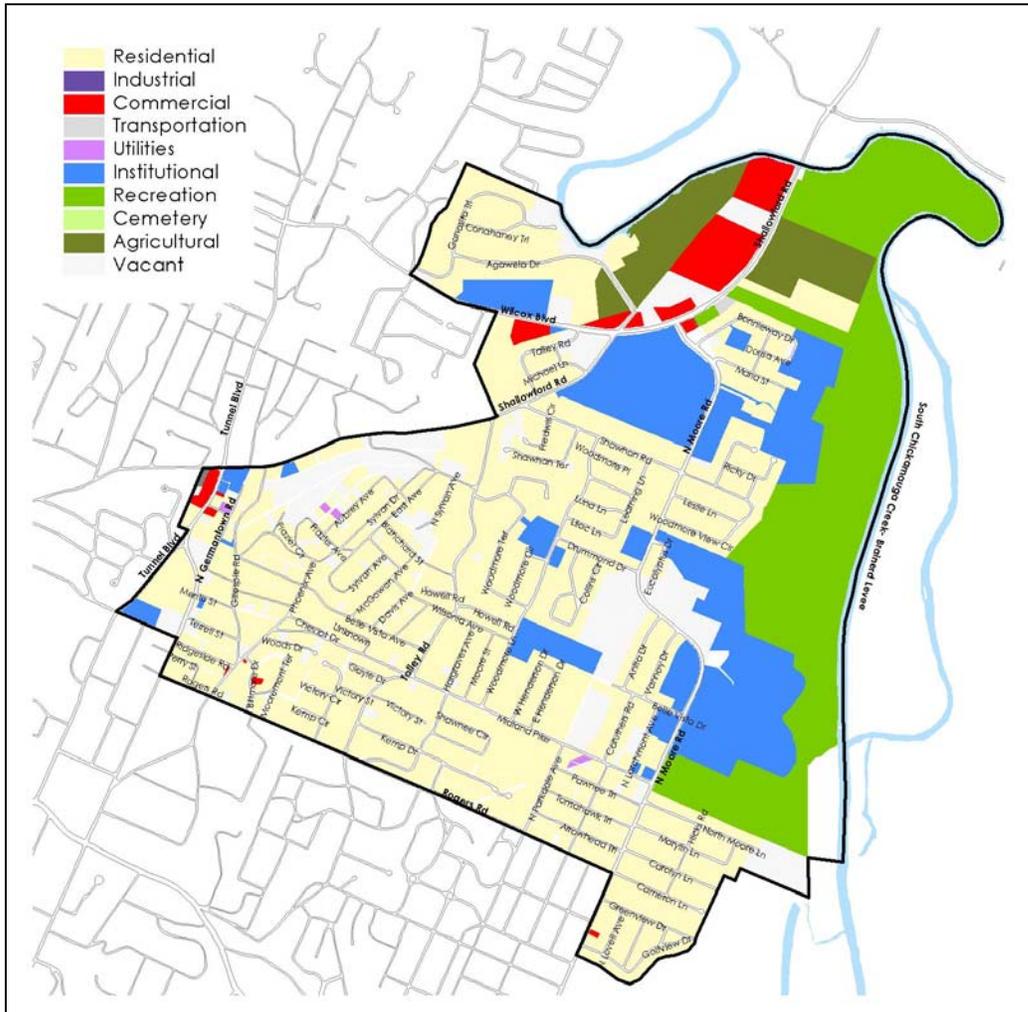


Line indicates Tract 33 boundary



Existing Land Use

In North Brainerd, the predominate land use is residential. Commercial corridors exist along Shallowford Rd and Tunnel Blvd.



Residential

Residential land uses comprise just over 50% of the study area. Homes are a mix of architectural styles. A small percentage of the residential land use is comprised of more dense housing. Duplexes dominate a few streets in the southeastern sector of the study area.

Commercial

Commercial facilities are generally located along Shallowford Rd and Tunnel Blvd. Convenience stores and automotive sales and repair related businesses stand out among the uses. There has been little new commercial construction in the last several years. North Brainerd has also lost its neighborhood grocery to larger stores outside the area.

Industrial

At present, there are few industrial uses in North Brainerd. A construction warehousing operation is located in the northeastern tip of the study area.

Institutional

Institutional uses comprise 15% of the study area. Several schools and churches are scattered throughout the area.

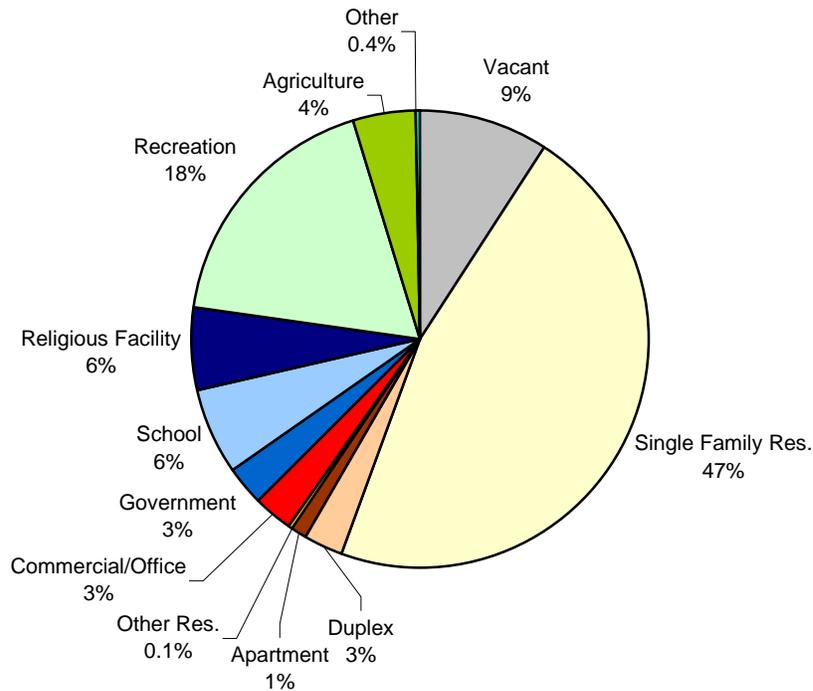
Recreation

Recreation abounds in North Brainerd and comprises 18% of land use. Within the area are large undeveloped parcels of city-owned land, the South Chickamauga Greenway and the Brainerd Recreation Complex. In addition, Vulcan Materials Company maintains a recreation space on Shallowford Rd.

Agriculture

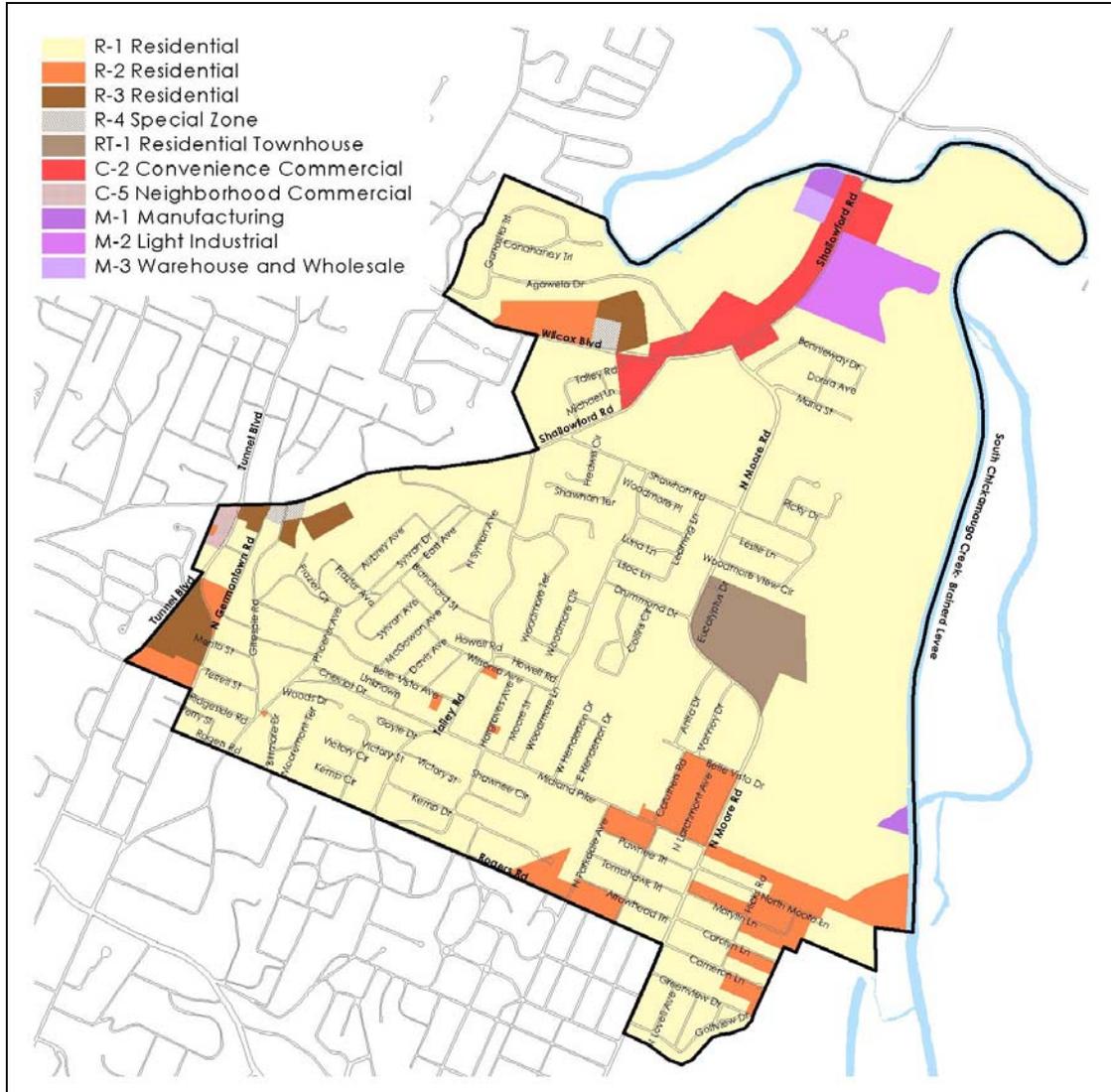
Agricultural uses account for 4% of the study area. The area in-between the South Chickamauga Creek and the Shallowford Rd commercial corridor is currently being used for agriculture.

Land Use by percentage of total study area



Existing Zoning

Zoning is a legal and enforceable part of the City Code and is used to regulate the use of land and the type, scale and intensity of development of that land.



Residential

Almost 95% of the property within the boundary is Residential. Of that, 84% is marked for single-family uses. Pockets of more dense residential are scattered in the neighborhood in the form of duplexes and multi unit housing. Though they are a different type of use, most community facilities and recreational uses are also included in residential zoning.

Commercial

The bulk of the commercial zoning is again located along Shallowford Rd. There, C-2 Convenience Commercial promotes the clustering of development of businesses, offices and service facilities to serve demand generated by area residents and people passing through the neighborhood. The C-5 Neighborhood Commercial Zone along Tunnel Blvd

promotes the vitality of a neighborhood by allowing business development which are compatible with and complimentary to surrounding residential neighborhoods.

Manufacturing

Manufacturing zoning within the neighborhood is very limited. The areas zoned such are located with the commercial zoning in the north corner of the study area. Though zoned for manufacturing, the farm property in the northeast corner is being utilized for agriculture.

Community Features

For the purpose of this section, community features are defined as non-commercial activities benefiting the neighborhood. Public buildings, religious centers and parks are considered community features. Also included are entities such as neighborhood associations and councils.

Woodmore Elementary, Dalewood Middle and Brainerd High Schools provide public educational opportunities for North Brainerd students. They are operated by the Hamilton County School System. Boyd Buchanan is a private Christian focused, college preparatory institution.

Cumberland Presbyterian Church occupies a large parcel at the corner of N Moore Rd. and Shallowford Rd. It operates a daycare and several outreach programs to the community. Several other churches are located throughout the area.

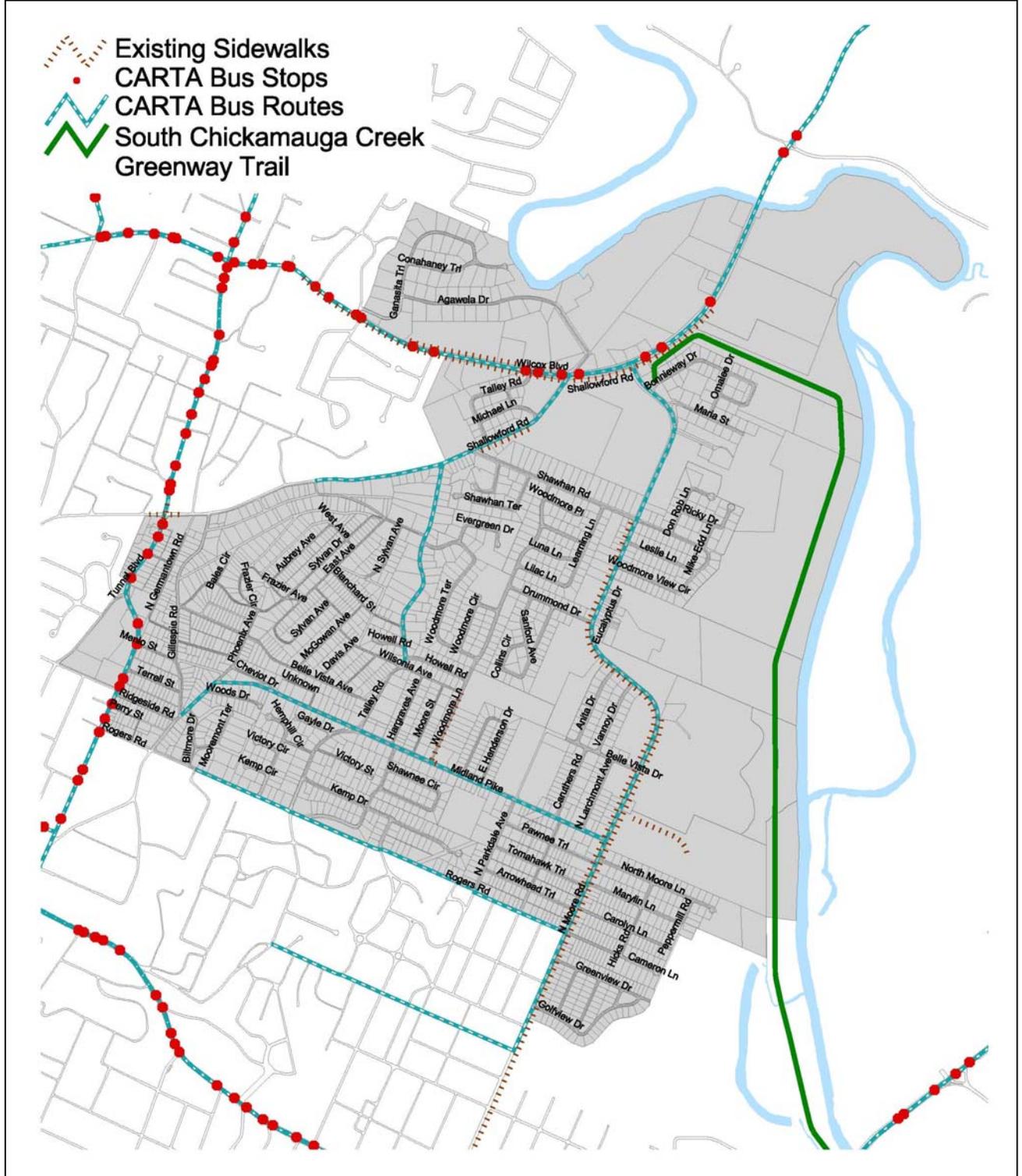
The City of Chattanooga owns and maintains the parcels just west of the South Chickamauga Creek and the Brainerd Levee. The northern terminus of the South Chickamauga Creek Greenway begins at the corner of Shallowford and Moore Roads. The South Chickamauga Creek Greenway Alliance actively promotes the preservation of the greenway watershed and has successfully lobbied the greenway becoming a part of the City of Chattanooga Greenway Masterplan. The Brainerd Levee portion of the greenway is a 3.5-mile trail. The Brainerd Recreation Complex offers residents numerous amenities including an indoor pool, computer lab, full-size gym and meeting rooms.



South Chickamauga Creek Greenway Trail

Community features also include neighborhood associations and councils. North Brainerd is home to several dynamic neighborhood groups. Through the years, they have actively pushed for community improvement. They have worked hard to increase membership and boost its influence with city officials. The North Brainerd Community Council was formed to serve as an umbrella group for many of those neighborhood associations.

Transportation

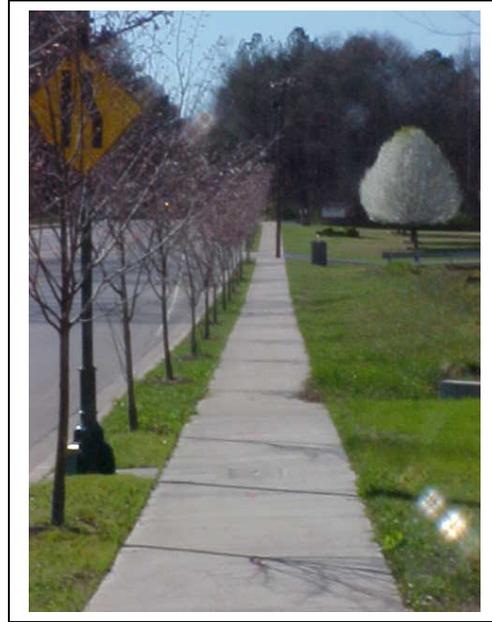


Streets

The North Brainerd area has an extensive network of local residential streets with intersecting minor arterial streets. Tunnel Blvd, Wilcox Blvd, Shallowford Road and North Moore Road are minor arterial streets. They interconnect with and augment the urban principal arterial system. They place more emphasis on land access than principal arterials.

Sidewalks

Much of the North Brainerd area was developed when automobile ownership was widespread. At that time, there was less dependence on sidewalks as an essential aspect of personal travel. Many of the suburban streets are wide and allow for pedestrian use. Sidewalks do exist in the neighborhood and are generally in use along the more trafficked streets. New sidewalks, lighting and streetscaping have been constructed along Shallowford Road and Wilcox Blvd. Sidewalks are present along N. Moore Road, but gaps are present between it and Shallowford. Sidewalks are also utilized along Tunnel Blvd. Overall, the condition of sidewalks within the plan boundary is good.



Streetscaping along Wilcox Blvd.



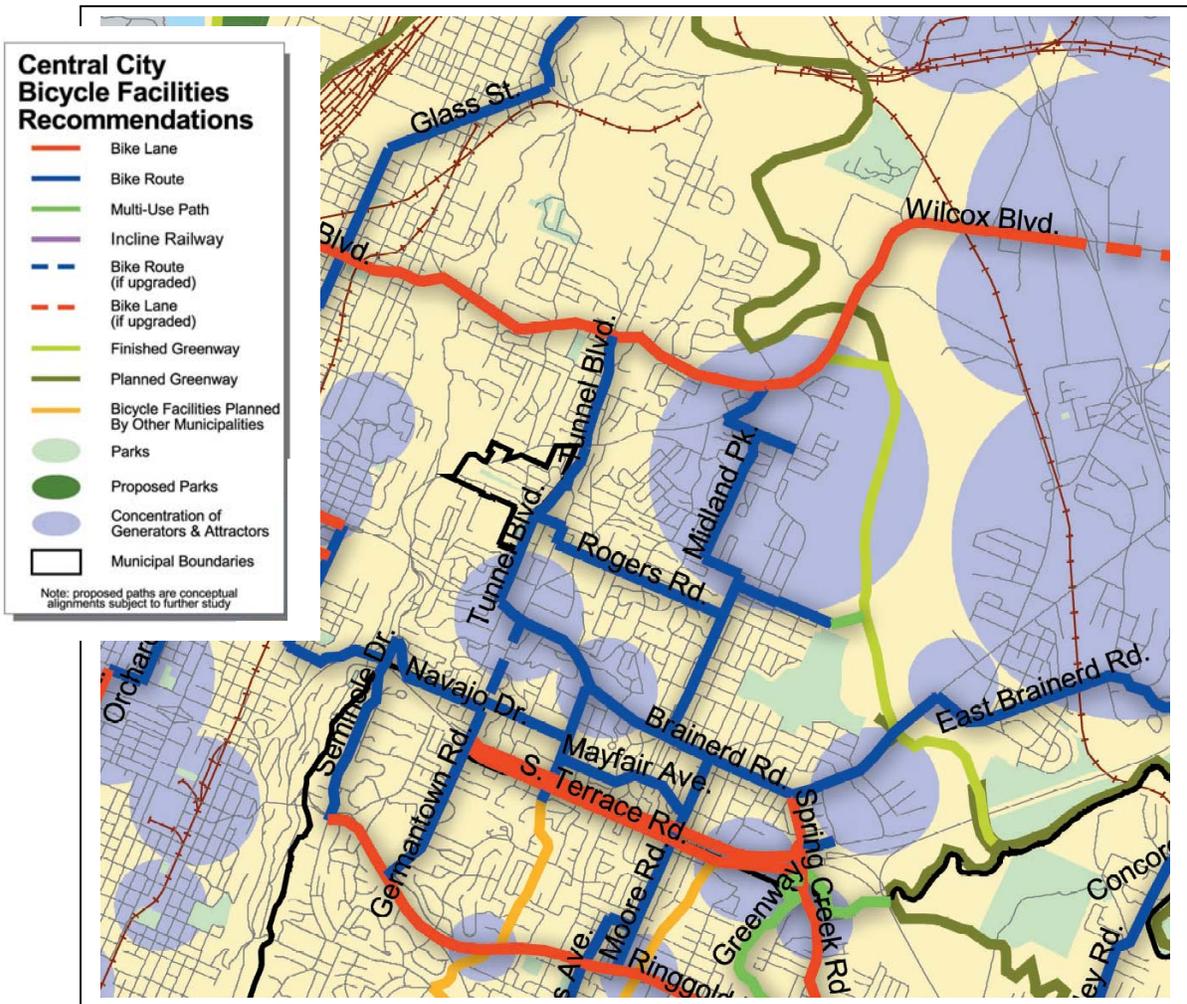
CARTA Bus

Public Transit

The Chattanooga Area Regional Transportation Authority (CARTA) provides regular fixed-route service along the periphery of the study area. Within the neighborhood, CARTA operates Dial-a-Ride Route 5. Trips are available from the neighborhood every 30 minutes from 5:45 a.m. until 5:45 p.m. on weekdays. Each trip ends at Eastgate Town Center at the top of the hour and half past from 6:00 am until 6:00 pm, making easy connections with the Eastgate/Hamilton Place route. Trips may be scheduled the travel day or up to two weeks in advance. Reservations are not required for return trips from Eastgate. Service to Foxwood Plaza is available from 10:15 am until 1:45 pm. Saturday service is also available. To schedule a ride, call 629-1487.

Bicycle Facilities

The Chattanooga Urban Area Bicycle Facilities Master Plan prepared for the Chattanooga-Hamilton County-North Georgia Transportation Planning Organization recommends a variety of bicycle facilities for the study area (see map next page). The projects recommended below on Rogers Rd., Tunnel Blvd. and Woodmore Ln. are all Priority 2 projects. These area projects build upon a base created through the Priority 1 projects and provide not only local connections but also expand the bicycling network by providing additional connections to downtown Chattanooga.



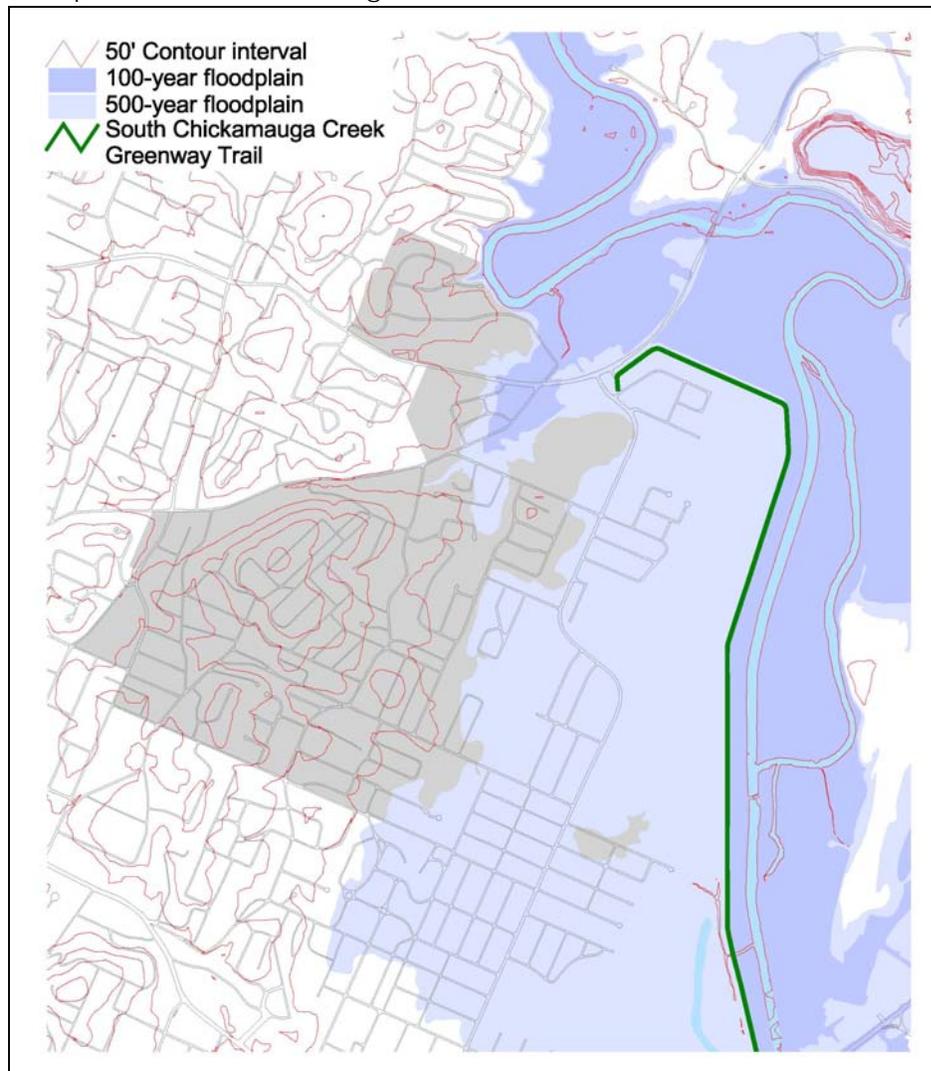
Environment

North Brainerd's western boundary is characterized by rolling slopes that gently settle to flat fields at the eastern boundary. Creeks and streams that flow north and east to the South Chickamauga Creek crisscross the area. In 1951, a flood covered a considerable portion of the study area. Even though there was some property damage at the time, most of the area covered was not developed. The levee provides a high degree of flood protection for the areas west of the creek. However, with the subtle grade in the eastern portion of the study area, backwater flooding and slow stormwater discharge are problematic.

Any new construction in sloped or low-lying areas should follow best management practices to avoid undue impact on the surrounding area.



Drainage ditch leading to South Chickamauga Creek



Plan Recommendations

This section contains the future land use plan for North Brainerd in illustrative and narrative formats. The input received at public meetings and during interviews with various stakeholders is combined with a thorough analysis of the neighborhood. The resulting data is the base upon which this plan is built.

Many of the issues facing the North Brainerd Community are similar to those encountered by other Chattanooga neighborhoods. Maintaining North Brainerd's residential character and expanding community features, enforcing city codes and preventing stormwater damage were primary concerns voiced during public meetings.

❖ Code Enforcement

North Brainerd residents have voiced a variety of issues concerning community and codes enforcement. Illegal dumping, litter, abandoned cars and poor housing conditions are the top priorities.

- **Goal:** Maintain community pride and improve aesthetics.
- **Recommendation:**
 - Continue involvement with Neighborhood Relations and Support Services.
 - Encourage residents to be proactive in enforcing the Minimum Housing Code, Anti-Litter Code and Abandoned or Discarded Vehicle Code.
 - Residents can report violations to 311 or fill out a complaint form at <http://www.chattanooga.gov/neighserv/online-form/inquiry.htm>

Responsible Agency:

The Neighborhood Services Department maintains the city's commitment to building strong neighborhoods through programs designed to promote the welfare of neighborhoods, enhance community pride and encourage citizen participation. The Codes Enforcement And Neighborhood Development staff address problems and concerns at the neighborhood level.

❖ Stormwater

With the close proximity to South Chickamauga Creek, the North Brainerd area is within the South Chickamauga Creek watershed. Stormwater management is another imperative concern of the residents.

- **Goal:** Educate community on stormwater infrastructure and programs.
- **Recommendation:**
 - Encourage citizens to follow the guidelines set forth by the Residential Refuse Collection Policy.
 - Promote residents to be proactive in keeping streets and drains clean.
 - Have neighborhood organizations participate in Stormwater Management's community outreach education programs.



Stormwater Project on Moore Rd.



Debris in storm drains

Responsible Agency:

The Public Works Department is responsible for maintaining records on and overseeing city projects. It also is responsible for Storm Water Program Areas. The Drainage Complaints and Construction Program receives drainage complaints ranging from stopped-up ditches or driveway tiles to flooding and erosion of property. Drainage complaints are classified as emergency, priority construction, or maintenance and solutions devised. Emergency situations such as public hazards receive immediate attention from City crews. Priority construction jobs are handled according to the severity of the problem. Ditches and drainage structure cleaning are considered maintenance jobs.

❖ **Land Use**

North Brainerd is an area sought out by people looking for a nice community in which to live. It also is a place where people choose to live for many years. Maintaining North Brainerd's residential character and expanding community features has been very successful in the past and should be a precedent in the years to come.

- **Goal:** Maintain residential integrity while supporting appropriate residential and commercial development.
- **Recommendation:**
 - The City of Chattanooga has installed streetscaping along Shallowford Rd and Wilcox Blvd. It has also aesthetically improved the intersection of Shallowford Rd and Tunnel Blvd. Existing and future businesses should capitalize on these public initiatives with private investments.
 - Encourage appropriate development of existing commercially zoned vacant properties.



Existing: Vacant Commercial Lot at Shallowford and Wilcox Blvd.



Redevelopment Concept: Vacant Commercial Lot at Shallowford and Wilcox Blvd.

- Contain commercial uses to existing nodes.

Currently, there is no commercial zoning along N. Moore Rd and this plan recommends no change to that condition.

There should also be no expansion of the existing C-5 Neighborhood Commercial zoning west of Tunnel Blvd. and south of Shallowford Rd. Restricting the growth of that commercial node affirms the recommendations of both the 1998 Eastdale Plan and the 1991 Tunnel Boulevard Zoning Study. Public input for this plan and negative reaction to a recent rezoning request for residential to commercial emphasizes the desire of the community that the commercial uses do not expand outward.

The only recommendation for expanded commercial land use is along Shallowford Rd. As seen on the Land Use map, Heavy Business Mix has been expanded, and is restricted, to the parcels fronting Shallowford Rd.

The Medium Business Mix category does not allow Industrial uses and is more appropriate for the intersections of Shallowford, N. Moore and Wilcox Blvd. due to its close proximity to residential development. This commercial designation includes the former Red Food Store (now a vacant parcel), properties east of Eastwood Manor and west of the driving range and properties south of Shallowford Rd and east of N. Moore Rd.

- Strengthen single-family residential development while allowing a diversity of residential uses.

The Land Use Plan encourages protection of existing single-family neighborhoods by recommending the vast majority of the study area remain single-family residential. Existing R-2 zoned parcels in the Parkdale, Midvale, N. Moore area and along N. Germantown Rd. are designated as Medium Residential Mix allowing townhouse, duplex and patio home development and redevelopment to continue to occur in those areas.

The Low Residential Mix category includes larger, undeveloped property along N. Moore Rd. While this designation allows townhomes, patio homes and two-family dwellings, it is intended to be used predominately for single-family residential. The properties receiving this designation are currently zoned for single-family development yet is in close proximity to institutional uses or property currently zoned for a higher-density residential use. N. Moore Rd., as a minor arterial and a four-lane roadway, has the capacity to carry a relatively higher volume of traffic than local residential streets. Any rezoning request as a Low Residential Mix, other than single-family residential, needs to reflect a density and character appropriate to the surrounding development. Furthermore, access should be allowed only onto N. Moore Rd.

- Maintain and Expand Community Features

As seen on the Recommended Land Use Plan map, existing Recreation, Open Space and Institutional Uses are recommended to remain unchanged. One exception is a portion of the Vulcan Materials Company recreation complex. This property currently has a commercial zoning and may be developed as such in the future.

- Explore the use of covenants, or other protective methods, to preserve the scale and character of established streetscapes in the older residential communities.

Residents are becoming increasingly aware and concerned about houses being relocated to vacant lots in established neighborhoods. These structures often come from areas that have become unsuitable for residential use. If not monitored, they can compromise the aesthetic fabric of a neighborhood and can present code concerns.

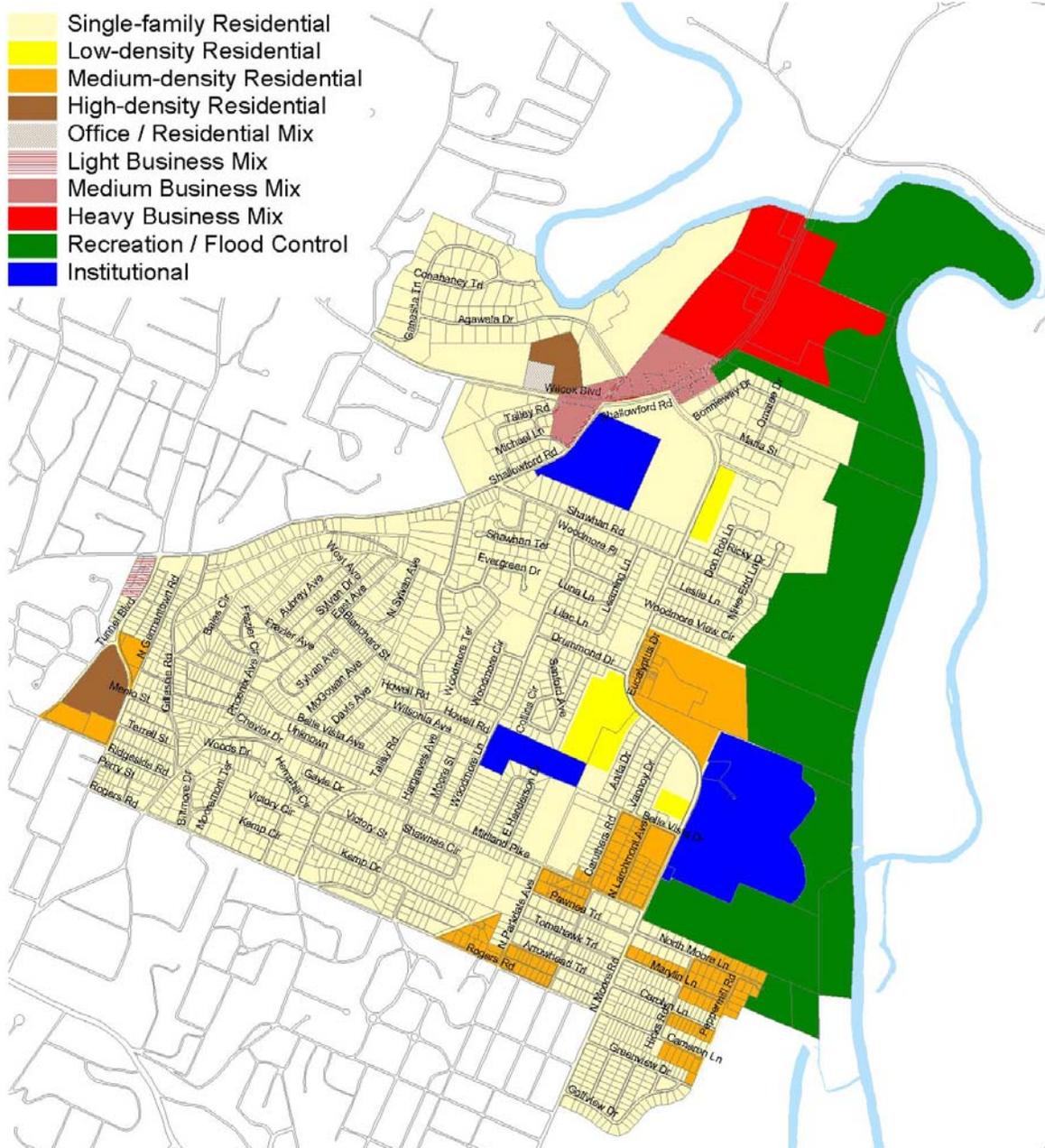
- Continue community's involvement in local government.

The North Brainerd community has active neighborhood associations and organizations. These groups, along with individual citizens, should remain involved in the decision-making process for their area. One effective method is offering a voice in rezoning cases. Rezoning signs are posted prior to Planning Commission and alert residents to requested zoning changes.



Rezoning Notice

Recommended Land Use Plan



<p>Single-family Residential</p>	<p>Low-density Residential: Single family dwellings dominate- some exceptions made for townhouses, patio homes, and two-family dwellings.</p>	<p>Medium-density Residential: Single family dwellings, townhomes, patio homes, two, three, and four-family dwellings.</p>	<p>High-density Residential: Single family dwellings, townhomes, patio homes, two, three, four, and multi-family dwellings.</p>	<p>Light Business Mix: Neighborhood Commercial, Office, Limited Residential, or similar uses.</p>	<p>Medium Business Mix: Convenience Commercial, Neighborhood Commercial, Office, Residential, or similar uses.</p>	<p>Heavy Business Mix: Convenience Commercial, Neighborhood Commercial, Region-Serving Planned Commerce Center, Office, Residential, Light Industry, Warehouse, Wholesale, or similar uses.</p>	<p>Office / Residential: Offices, any Residential.</p>	<p>Institutional: Government, Education, Religious Facilities, or similar uses.</p>
---	--	---	--	--	---	--	---	--

❖ **Transportation**

The residents of North Brainerd have a variety of transportation options. Whether in a car, on foot or riding a bike, the transportation network should link residential areas and community features.

- **Goal:** Improve community connectivity.

Recommendation:

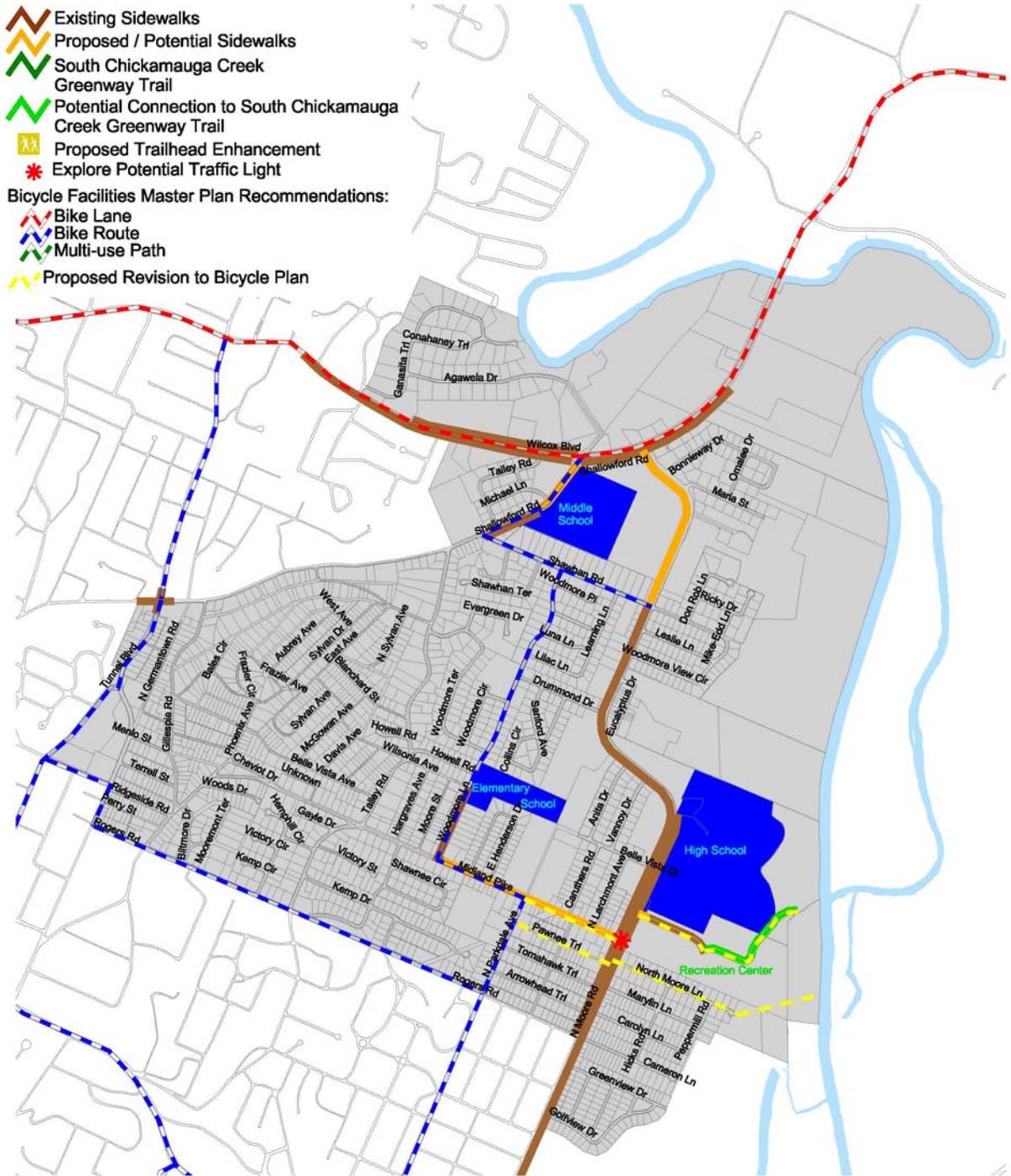
- Investigate traffic calming measures and improvements on Midland Pike, N. Moore Rd and Gillespie Road.
- Study the need for a traffic signal at the intersection of N. Moore Road and Midland Pike.

Currently, pedestrians, including many students, cross N. Moore Rd. at Midland Pike as an access point to the high school and the recreation center. A signal here would provide not only needed traffic calming, but also safe pedestrian access, across N. Moore Rd. The Chattanooga Bicycle Task supports this plan recommendation, as it will provide an important crossing for bicyclists too.

- Promote trailhead improvements at the South Chickamauga Creek Greenway and greenway connections from the Brainerd Recreation Complex.
- Fill “gaps” in sidewalk infrastructure along N. Moore Rd.
- Examine adding sidewalks to Midland Pike from Woodmore Lane to N. Moore Rd.
- Encourage Chattanooga Urban Area Bicycle Facilities Master Plan implementation

The North Brainerd Area Plan, in conjunction with the Chattanooga Urban Area Bicycle Task Force, recommends revising the Bicycle Master Plan in regards to the facilities along Pawnee Trail, N. Moore Lane and the multi-use path connecting to the Brainerd Levee. Upon the close examination allowed by this planning effort, it was decided that a bike route should run along Midland Pike to N. Moore Rd and connect to the Brainerd Recreation Complex along the entry road (rather than the Pawnee Trail / N. Moore Rd. recommendation proposed in the Master Plan). Additionally, the connection to the levee should be at the Recreation Complex taking advantage of existing vehicle parking, bicycle racks and restroom and shower facilities. An important consideration to this recommendation is that access be allowed to the levee even if the recreation center is closed.

Transportation Recommendations



Responsible Agency

The Regional Planning Agency is an organization that serves as an advisory staff to area planning commissions and organizations. The RPA also coordinates recommendations with the Transportation Planning Organization. Our goal is to create desirable communities by encouraging the sensible planning of our region's physical development. We accomplish this by recommending policy that integrates land use, transportation, Information & Research, Zoning, Subdivision Platting, Capital Improvements, Historic Preservation, and Design Review.