

RESOLUTION NO. 24294

A RESOLUTION AUTHORIZING THE ADOPTION OF THE
SHALLOWFORD ROAD-LEE HIGHWAY AREA PLAN.

WHEREAS, the Chattanooga-Hamilton County Regional Planning Agency was requested to conduct a land use study for the Shallowford Road-Lee Highway Area by the Chattanooga City Council; and

WHEREAS, the study area is bounded by Highway 153 to the west and south, Interstate 75 to the east, the east/west railroad tracks south of Bonny Oaks Drive to the north; and

WHEREAS, the Plan identifies land use challenges and opportunities posed by the scheduled widening of Shallowford Road to five lanes; and

WHEREAS, the Plan should preserve and promote improvements in the residential neighborhood; and

WHEREAS, the Plan should assist in the enhancement of commercial activity in appropriate areas; and

WHEREAS, the Plan should also protect the environmental resources in the community, especially the natural steep slopes and floodplain within the study area and beyond; and

WHEREAS, the Chattanooga-Hamilton County Regional Planning Agency has conducted 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 as future developments are proposed in the Shallowford Road-Lee Highway area; 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, the Shallowford Road-Lee Highway Area Plan is the result of a collaborative, three-month planning process involving residents and representatives from various neighborhoods, the Hamilton County Commission, and the Chattanooga City Council.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CHATTANOOGA, TENNESSEE, That the Shallowford Road-Lee Highway Area Plan, a copy of which is attached hereto, is hereby adopted.

ADOPTED: January 11, 2005

/add

SHALLOWFORD ROAD - LEE HIGHWAY

A R E A P L A N



Adopted by
Chattanooga City Council
January 11, 2005

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Shallowford Road – Lee Highway Area Plan

The Chattanooga-Hamilton County Regional Planning Agency would like to thank all of the residents, business owners and other stakeholders in the study area.

Special thanks goes to the residents and property owners along Shallowford Road for their assistance in the planning process. Thanks also go to the Tennessee Department of Transportation and the following City of Chattanooga Departments for providing valuable expertise:

Public Works
Neighborhood Services
Stormwater Management

Regional Planning Agency

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Chattanooga City Council

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

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 Hickory Valley Christian Church for both hosting and advertising public meetings for the plan.

Our mission is to provide a comprehensive vision and guide for the community that enhances the quality of life by integrating growth with the conservation of resources. This vision will include short and long-range goals and strategies that public and private community leaders can use to implement these objectives.

-Regional Planning Agency
Mission Statement

Land Use Plan request

In August 2004, Chattanooga City Council asked that the Regional Planning Agency develop a land use plan for the Shallowford Road—Lee Highway area. The plan was to include both the commercial corridors and the surrounding residential areas including Tyner, Tyner Hills, Hickory Hills, Hickory Valley and a portion of Shepherd.

Chattanooga-Hamilton County Regional Planning Agency

The Regional Planning Agency is the staff of the Chattanooga-Hamilton County Regional Planning Commission. Planning Commission is staffed by voluntary appointees of the Mayors of the City of Chattanooga and Hamilton County. Planning Commission makes recommendations on rezoning cases, land use plans and other regulatory measures that affect development.

These recommendations are reviewed by the appropriate legislative body which makes the final decision on each proposed zone change or other matter.

Community Planning

The Regional Planning Agency's land use plan process includes several opportunities and methods for public input. This stakeholder input is critical to plan development because:

- ❖ Citizens have the right to express how protection of their health, safety and welfare is achieved.
- ❖ Public participation reflects the needs of the community more accurately.
- ❖ Public participation creates a greater sense of plan ownership.
- ❖ Public participation empowers people to envision and prepare for their community's future.
- ❖ Public participation helps public officials understand their constituent's needs.

Public Meetings

The Shallowford Road–Lee Highway Area Plan is a combined effort of concerned citizens and business owners, elected officials from Chattanooga City Council and the Hamilton County Commission, the Regional Planning Agency and many other City of Chattanooga departments.

Public Meetings were held September 16th and October 21st, 2004. Stakeholders will also be provided the opportunity for public comment at the Chattanooga-Hamilton County Regional Planning Commission and the City of Chattanooga City Council meetings.



Study Area

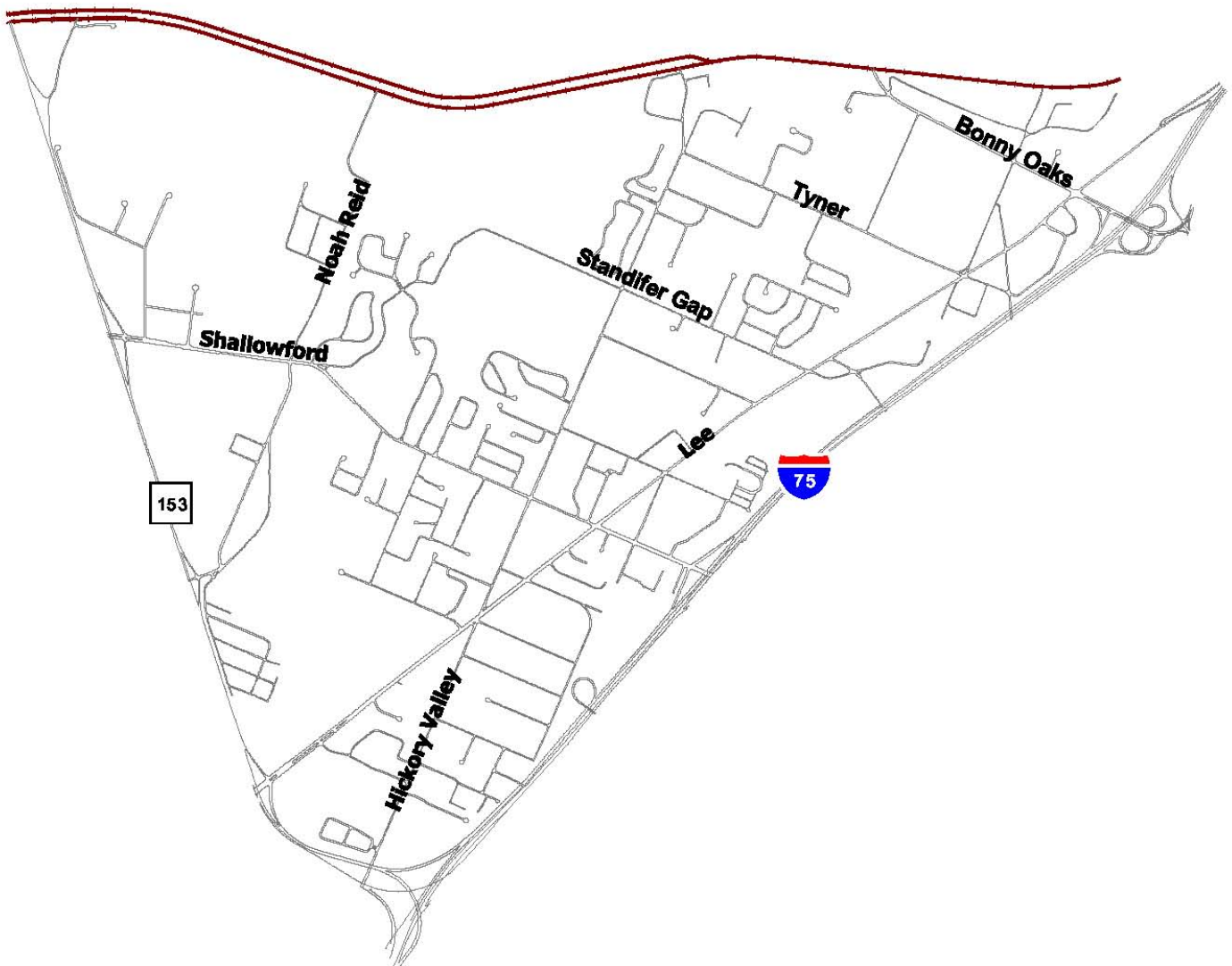
The study area is bounded by Highway 153 to the west and Interstate 75 to the east. The northern boundary is the east/west railroad track south of Bonny Oaks Drive.

Within this boundary, the portion east of Lee Highway and south of Shallowford Road was contained in the 2001 Hamilton Place Community Plan. The land use recommendations found in this document will update those found in the previous plan.

Demographics

The study area has seen a 23% increase in population since 1990. The City of Chattanooga had an increase of 2.06% during that same period.

According to the 2000 Census, median household income in this area was \$41,421. This is higher than the City average of \$32,006.



Land Use

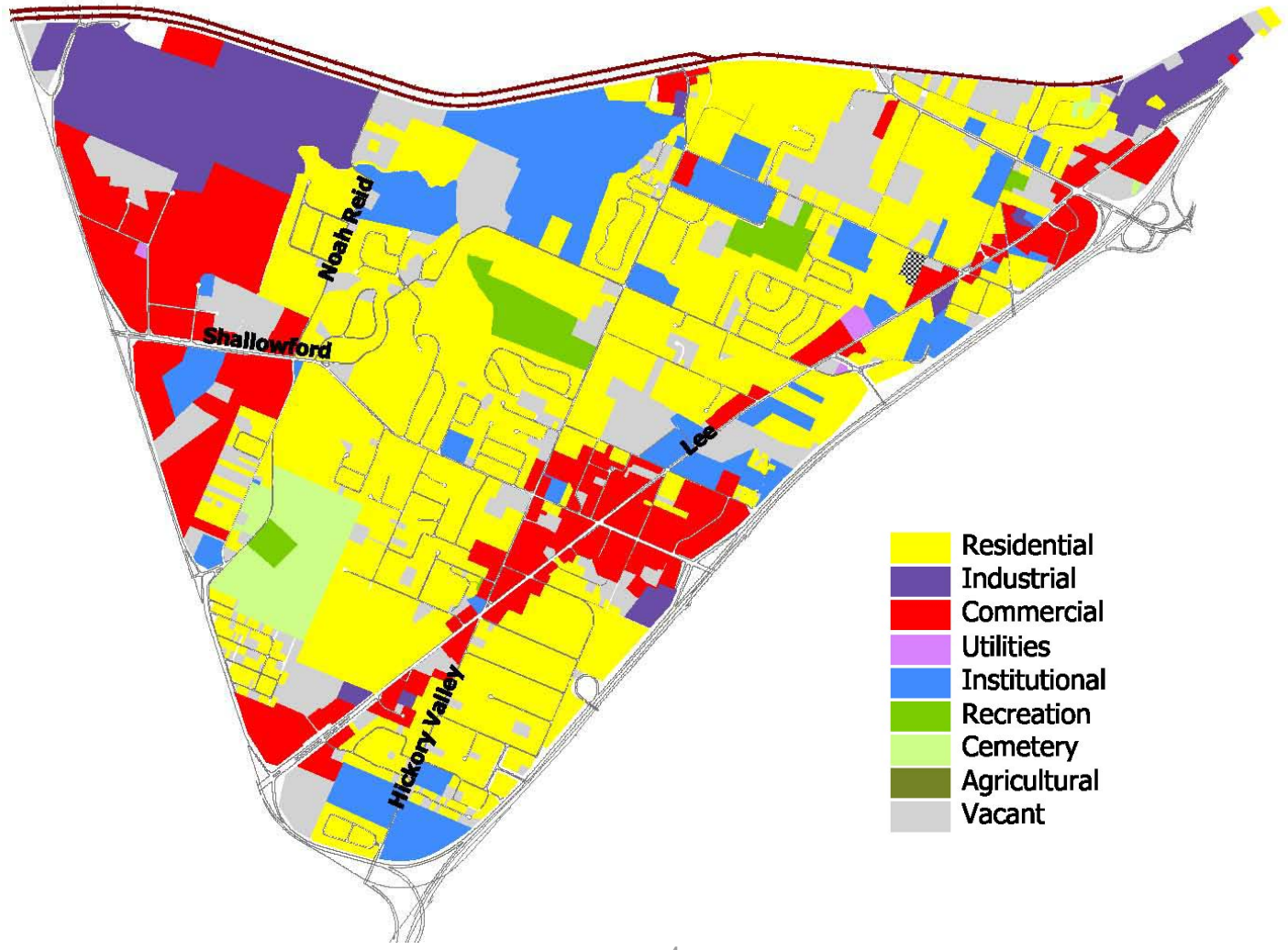
As seen from the chart to the left and shown visually on the map below, the majority of the study area, about 46%, is residentially developed. Pockets of vacant land are found throughout with several of the parcels being quite large.

Land used for commercial and industrial purposes tends to border the major roads in the area: Highway 153, Interstate 75 and Lee Highway.

The publicly-owned recreation facilities serving the community include Tyner Recreation Center on Tyner Rd. and the old Chickamauga School which is now the Shepherd Multi-purpose Building.

Religious facilities account for 8% of land use. While several large churches are contained in the study boundary, the 136-acre parcel on Standifer Gap Rd. soon to be the home of Woodland Park Baptist Church accounts for much of the acreage.

Land Use Designation	Acreage	% of Total Acreage
Vacant	431	13%
Single-unit Residential	1202	36%
Two-unit Residential	104	3%
Multi-unit Residential	87	3%
Group Home	84	3%
Manufactured Home/Park	24	1%
Industrial	311	9%
Retail	332	10%
Office	158	5%
Hotel/Motel	49	1%
Government	27	1%
School	42	1%
Religious Facility	283	8%
Health Care	24	1%
Cemetery	98	3%
Recreation / Park	74	2%
Other	20	1%



Density: The number of families, individuals, dwelling units, households, or housing structures per unit of land.

Current Zoning

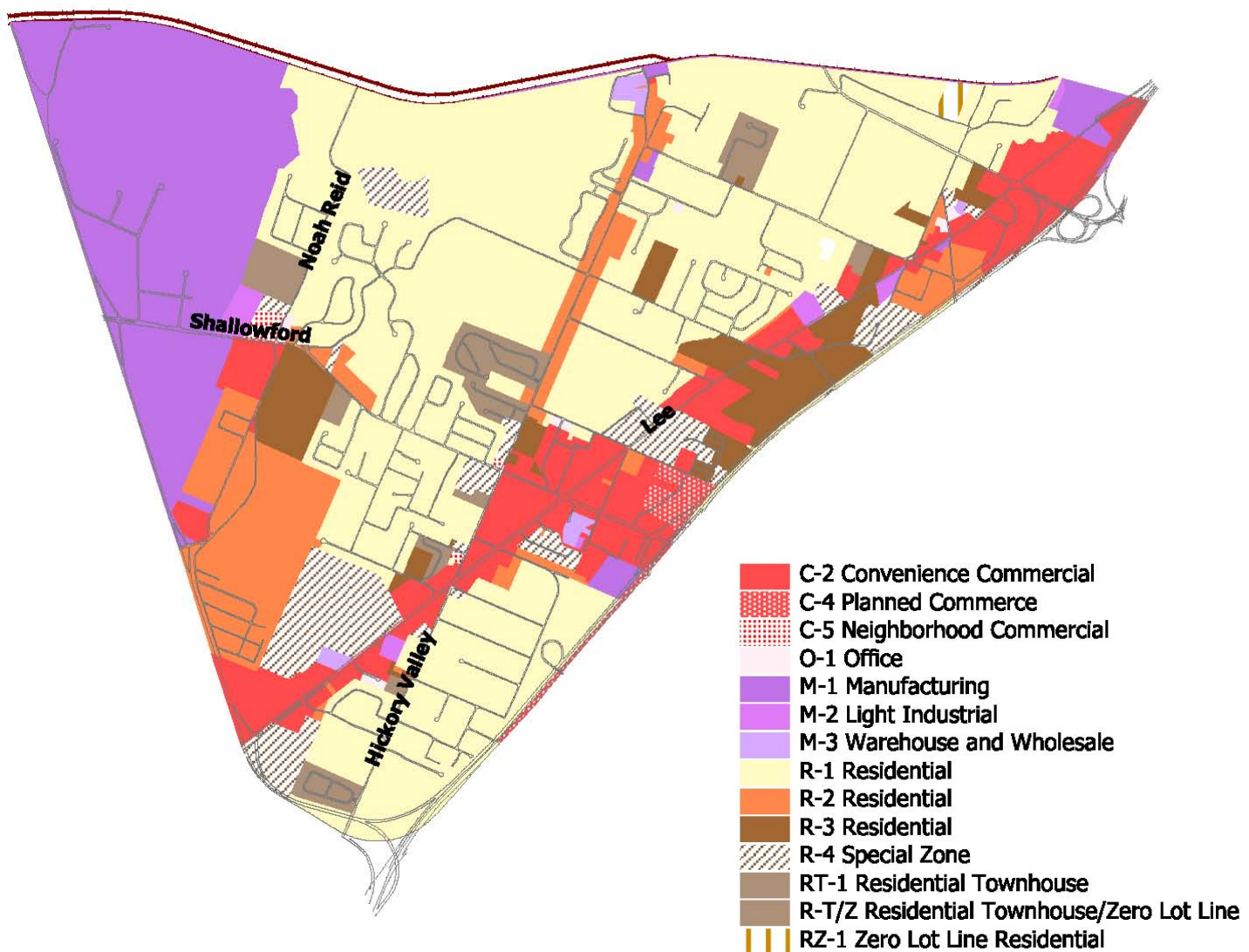
The residential portion of the study area is primarily R-1 Residential which allows single-unit residences and a variety of civic uses such as schools and parks. Higher-density residential (R-2, RT-1, R-T/Z and RZ-1) zoning is found throughout the area with the allowable uses of townhouses, patio homes and two, three and four-unit housing being generally compatible with single-unit residential.

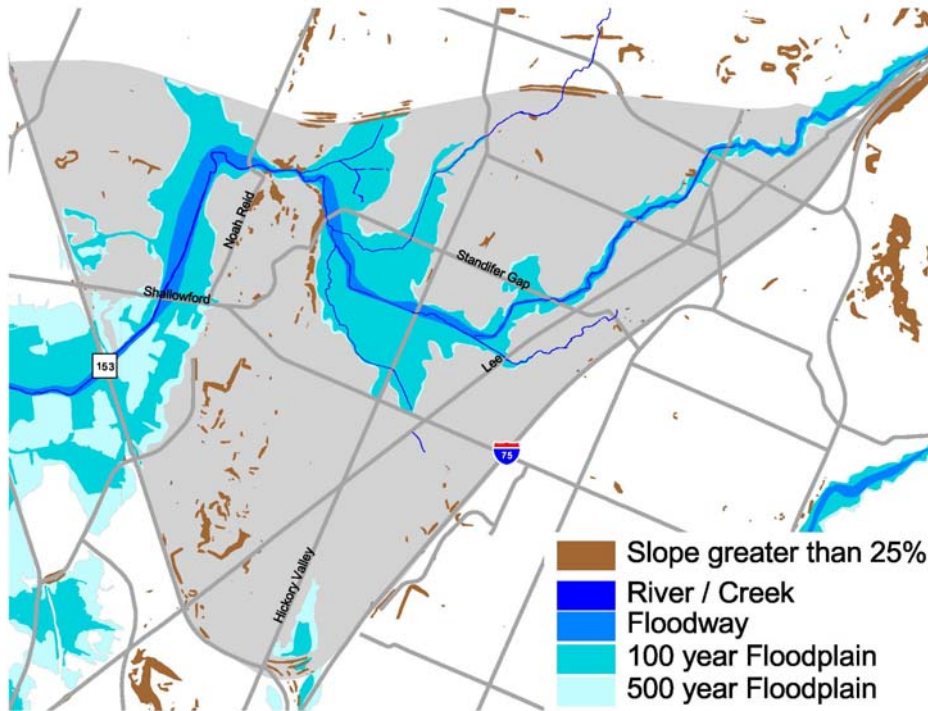
High-density residential development (reflected on the map as R-3, and R-4) allows for group homes and multi-unit housing. Uses allowed in these zones include the Children’s Home on Lee Highway and the Country Villa and Waterford Apartments.

The majority of property zoned manufacturing borders Highway 153. The most intense manufacturing use is the rock quarry south of the railroad tracks.

The C-2 Convenience Commercial zone, found along Lee Highway and near the Shallowford Road – Interstate 75 interchange, allows for most retail uses including the grocery store, restaurants, motels / hotels and clubs found in those areas.

The other zones allowing offices (O-1 and R-4) and other commercial tend to serve as buffer areas between higher-intensity uses and low-density residential.





Environment

Friar Branch, which flows into South Chickamauga Creek near Airport Road, contributes to much of the 100 and 500-year floodplain in the study area. Much of the 100-year floodplain in the Standifer Gap and Hickory Valley Road area is currently vacant or used for such uses as the Hickory Valley Golf Course and the City of Chattanooga's regional detention pond.

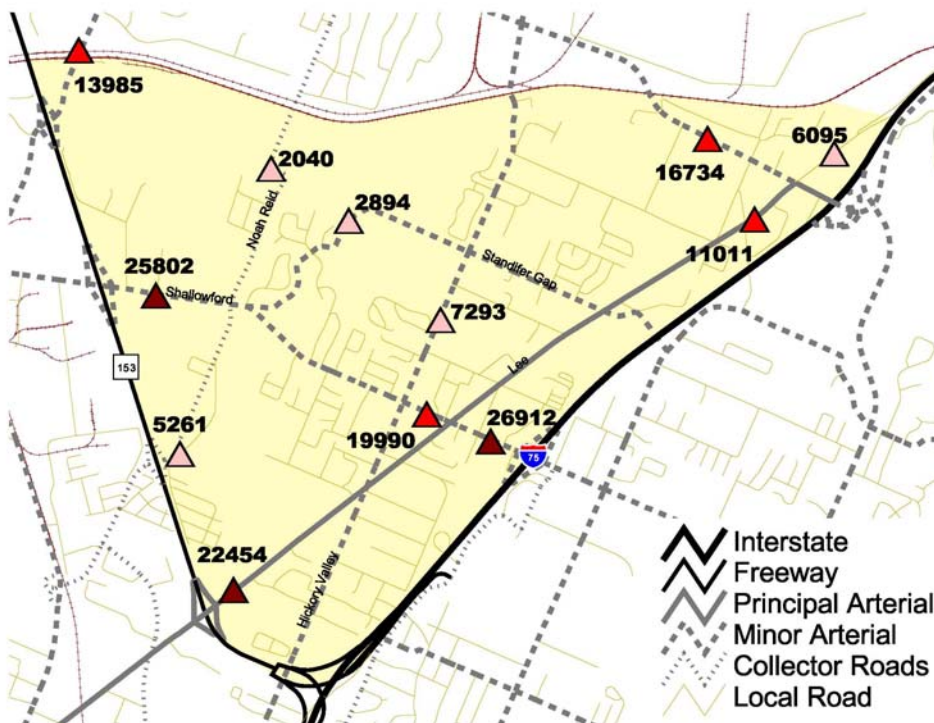
The few slopes defined as steep-with a slope greater than 25%-are located predominately in the Hickory Hills area where the Highland Cemetery and the Baptist Children's Home are found. The steeply-sloped land near Standifer Gap Road tends to border the creek and continues to generally be undeveloped.

Transportation

The Average Annual Daily Traffic (AADT) counts, shown as shaded triangles with their corresponding counts, are provided by TDOT and are an average of the total yearly traffic volume in both directions of travel. The counts reflect that the most heavily-traveled roadways are those near interchanges for Highway 153 and Interstate 75. This includes Shallowford Road at I-75, Lee Highway at Hwy. 153, and Shallowford Road and Hwy. 153.

TDOT classifies streets based on how they relate to the entire roadway network. Principal Arterials, such as Lee Highway, are intended to carry people *between* areas. Traffic on these roads tends to travel more quickly and at heavier volumes. Minor Arterials and Collector Streets function at different levels to provide access to the commercial and residential areas abutting them.

Shallowford Road, designated as a minor arterial by TDOT, carries much more traffic than other nearby minor arterials such as Hickory Valley Road and Standifer Gap Road. Noah Reid Road, as a collector road, carries a relatively low amount of traffic as do those roadways that are local roads.



Shallowford Road Widening

Shallowford Road from Hwy. 153 to east of Standifer Gap Rd. has recently been widened to five lanes with sidewalks and street trees lining the length of the roadway.

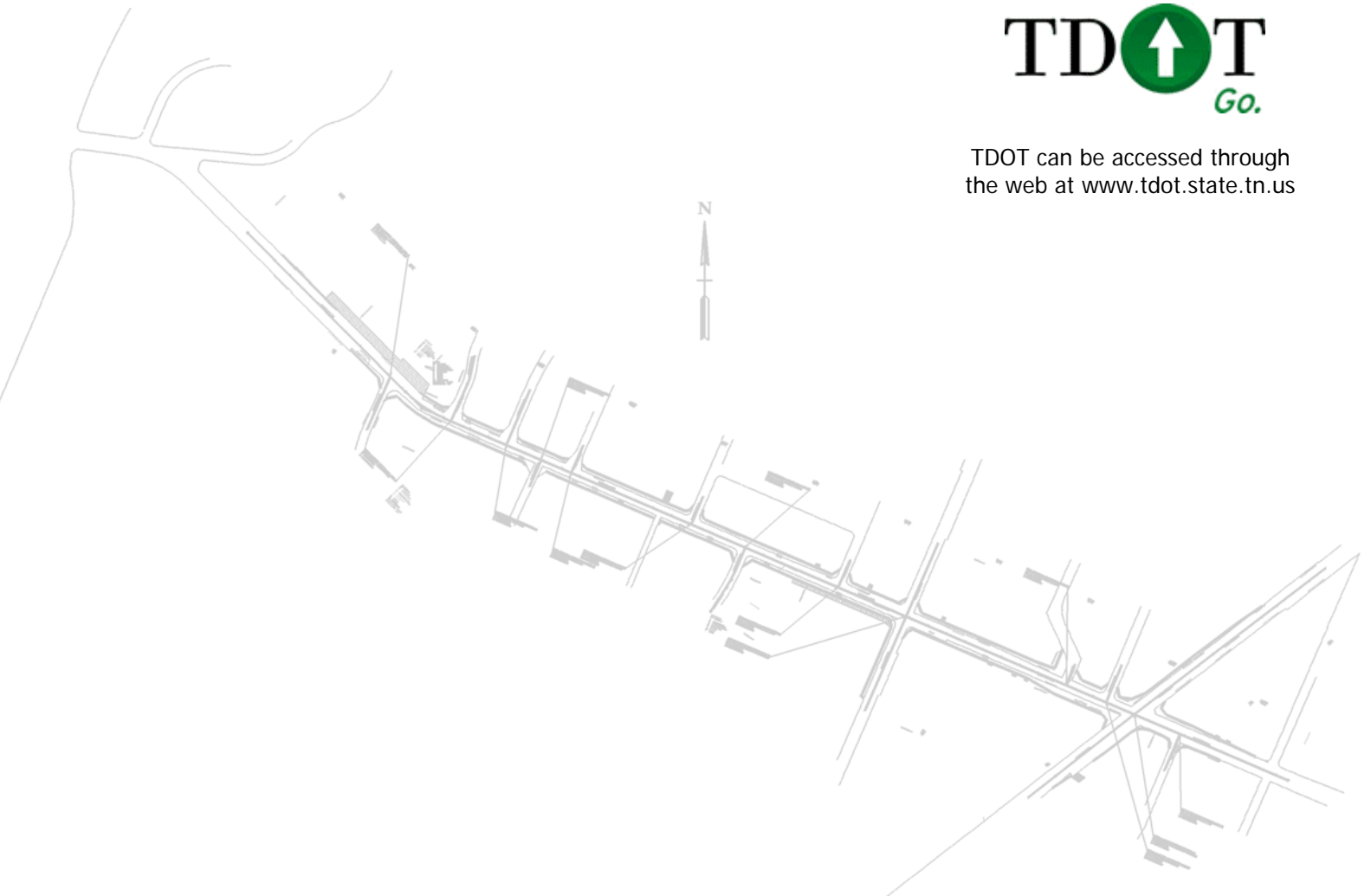
Shallowford Road, east of Standifer Gap to west of Center St., is currently slated for widening by the Tennessee Department of Transportation (TDOT). No major changes to design have been made since the original TDOT public meetings in the late 1990s and there are no plans for any other public meetings on this widening.

The right-of-way (ROW) acquisition phase is complete and the construction contract is to be let in Spring 2005. At the time of this document's completion, no construction begin or end date was announced.

Design

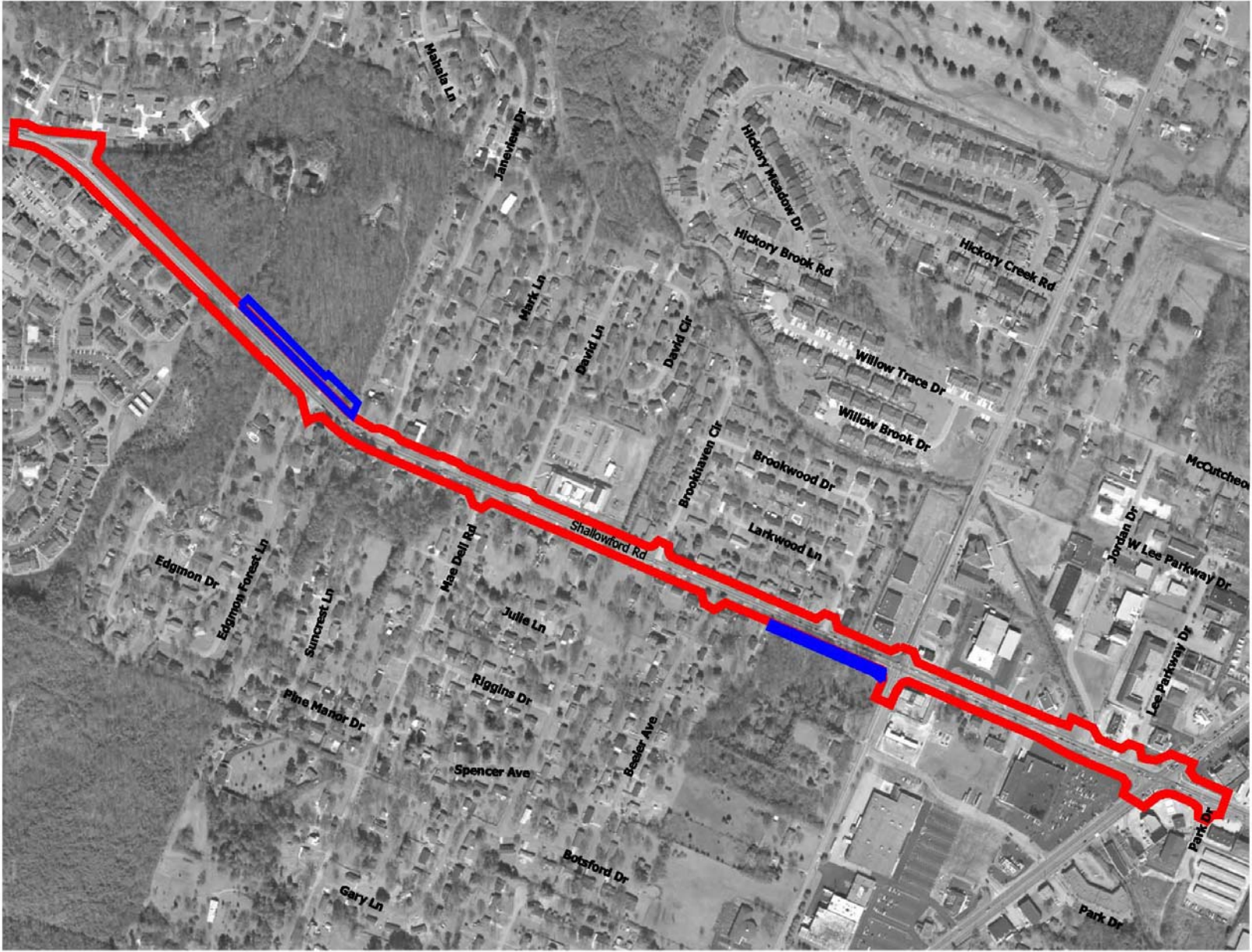
Shallowford Road will be widened from two lanes to five lanes – two travel lanes in both directions and a turn lane. Sidewalks are slated to line both sides of the roadway.

The present ROW varies from a width of approximately 50 feet to more than 75 feet in some locations. Based on measurements from plans from TDOT's Bureau of Planning and Development, the ROW will increase to 90-95 feet along the length. The map on the following page shows both the proposed ROW and the state-acquired drainage easement.

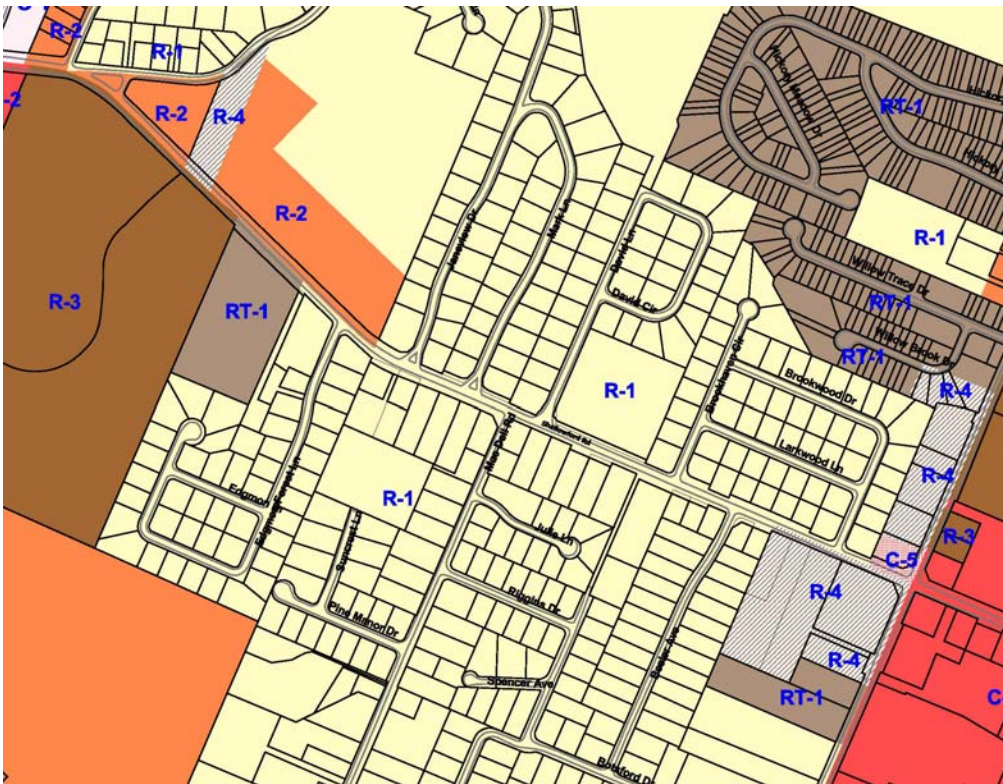


TDOT can be accessed through the web at www.tdot.state.tn.us

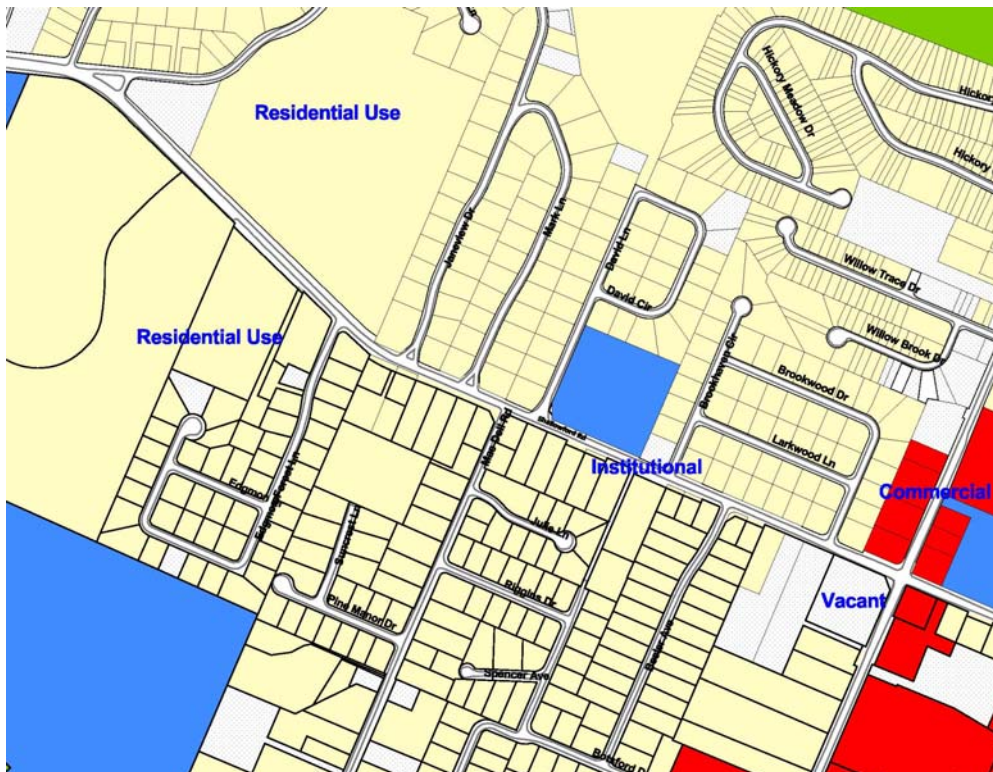
Proposed Shallowford Road Widening



-  Proposed ROW
-  Proposed Drainage Easement



Zoning ↗
 ↘ Land Use



Land Use and Zoning

Many of the residential properties fronting Shallowford Road between Standifer Gap Road and Hickory Valley Road are owner-occupied. However, based on tax records, 20 of those 45 properties appear to be held as rental property. There are no significant assemblages of property by a single-property owner along the corridor except for three parcels under one ownership at the southwest of the intersection of Hickory Valley Rd. and Shallowford Rd.

Currently, the largest parcels are the 27-acre tract west of the Mahala Acres subdivision and a six-acre tract across Shallowford Rd. from that site. Both parcels are all or in part currently being used for single-family residential although the larger parcel has portions zoned R-2 Residential and R-4 Special Zone while the smaller tract is zoned for townhouse development.

Hickory Valley Christian Church is also a larger property owner along the corridor with a five-acre parcel zoned R-1 Residential and used for both their church and school.

Plan Recommendations

**Shallowford Road-
Lee Highway
Area Plan**

A land use plan is a blueprint for guiding how, when, and where new growth, redevelopment, and preservations should occur in a given area.

The Land Use Plan

This land use plan is not meant to be a rigid solution to development and redevelopment in the Shallowford Road—Lee Highway area. Rather stakeholders should use this plan, when adopted, as a general policy guide when making decision involving future community improvements and rezoning requests.

A neighborhood association can use an area plan as a concise way to present its vision for the future to area residents, businesses, potential community partners and investors. In addition, this plan will help private businesses and developers make decisions about where to renovate buildings, open new stores, establish offices or factories, and build new homes.

The plan is a guide and does not guarantee funding or that rezoning requests will be granted. Committed citizens must continue to work with elected officials, private and public organizations and each other to fully realize recommendations set forth in this plan.



Plan Classifications

Single Unit Residential

Detached single-unit dwellings.

Low-Density Residential

Detached single-unit dwellings dominate; some exceptions made for townhouses, patio homes and two-unit dwellings if density is compatible.

Medium-Density Residential

Single-unit dwellings, townhouses, patio homes, two, three and four unit dwellings if density is compatible.

High-Density Residential

Single-unit dwellings, townhouses, patio homes, two, three, four and multi-unit dwellings.



Light Business Mix

Neighborhood Commercial, Office, Medium-Density Residential, or similar uses.

Medium Business Mix

Convenience Commercial, Neighborhood Commercial, Office, High-Density Residential, or similar uses

Heavy Business Mix

Convenience Commercial, Neighborhood Commercial, Region-Serving Planned Commerce Center, Office, High-Density Residential, Light Industry, Warehouse, Wholesale, or similar uses.



Office

Offices only.

Office / Residential

Offices, residential compatible to surrounding neighborhood.

Heavy Industrial

Manufacturing & processing

Recreation / Open Space

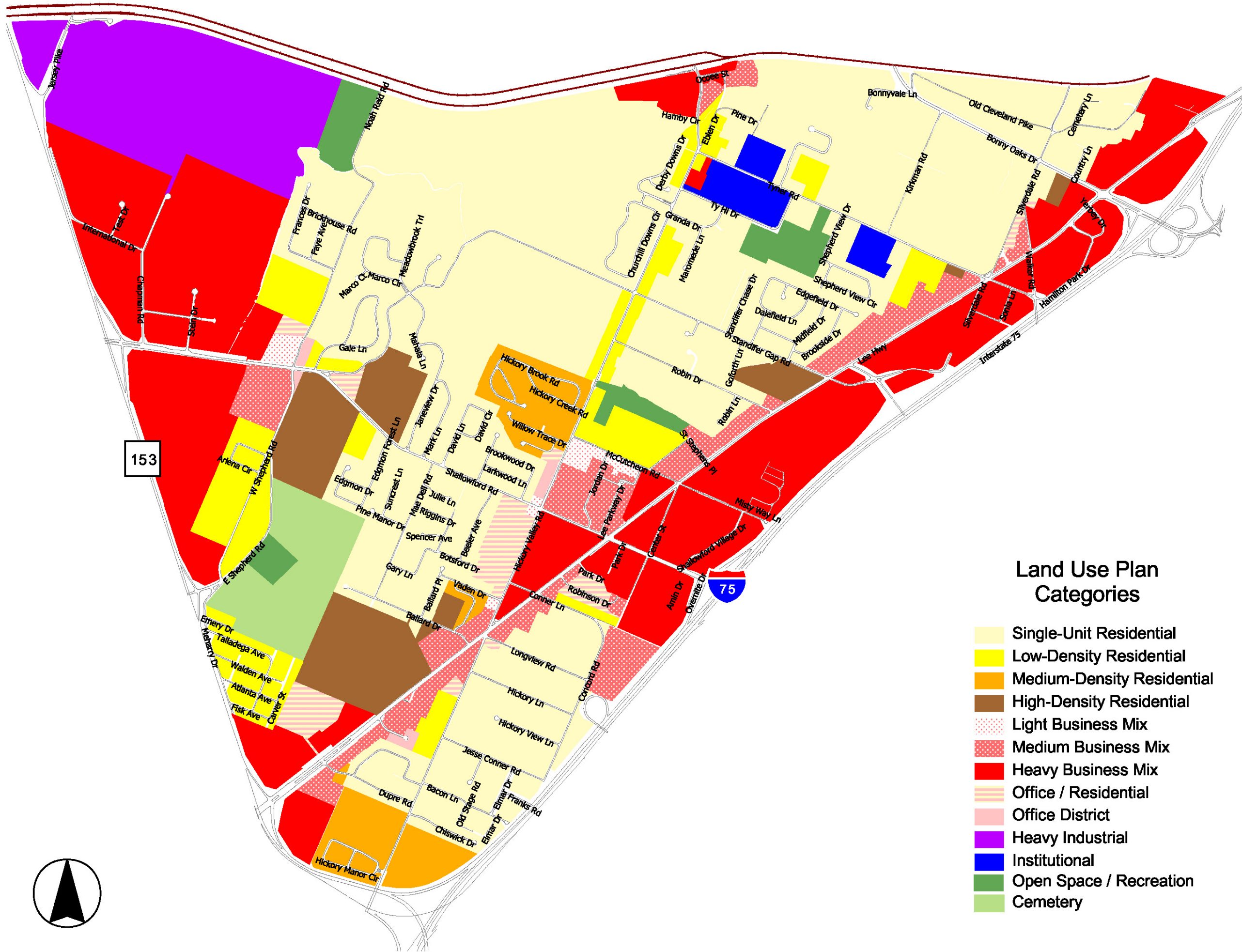
Public Parks, Recreation, Greenways, Preserves



Shallowford Road – Lee Highway Area Plan

Land Use Recommendations

Refer to plan text for plan category descriptions and focus area discussion.



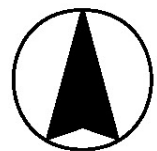
153

75

Land Use Plan Categories

- Single-Unit Residential
- Low-Density Residential
- Medium-Density Residential
- High-Density Residential
- Light Business Mix
- Medium Business Mix
- Heavy Business Mix
- Office / Residential
- Office District
- Heavy Industrial
- Institutional
- Open Space / Recreation
- Cemetery

For further information, contact the Regional Planning Agency at (423) 757-5216

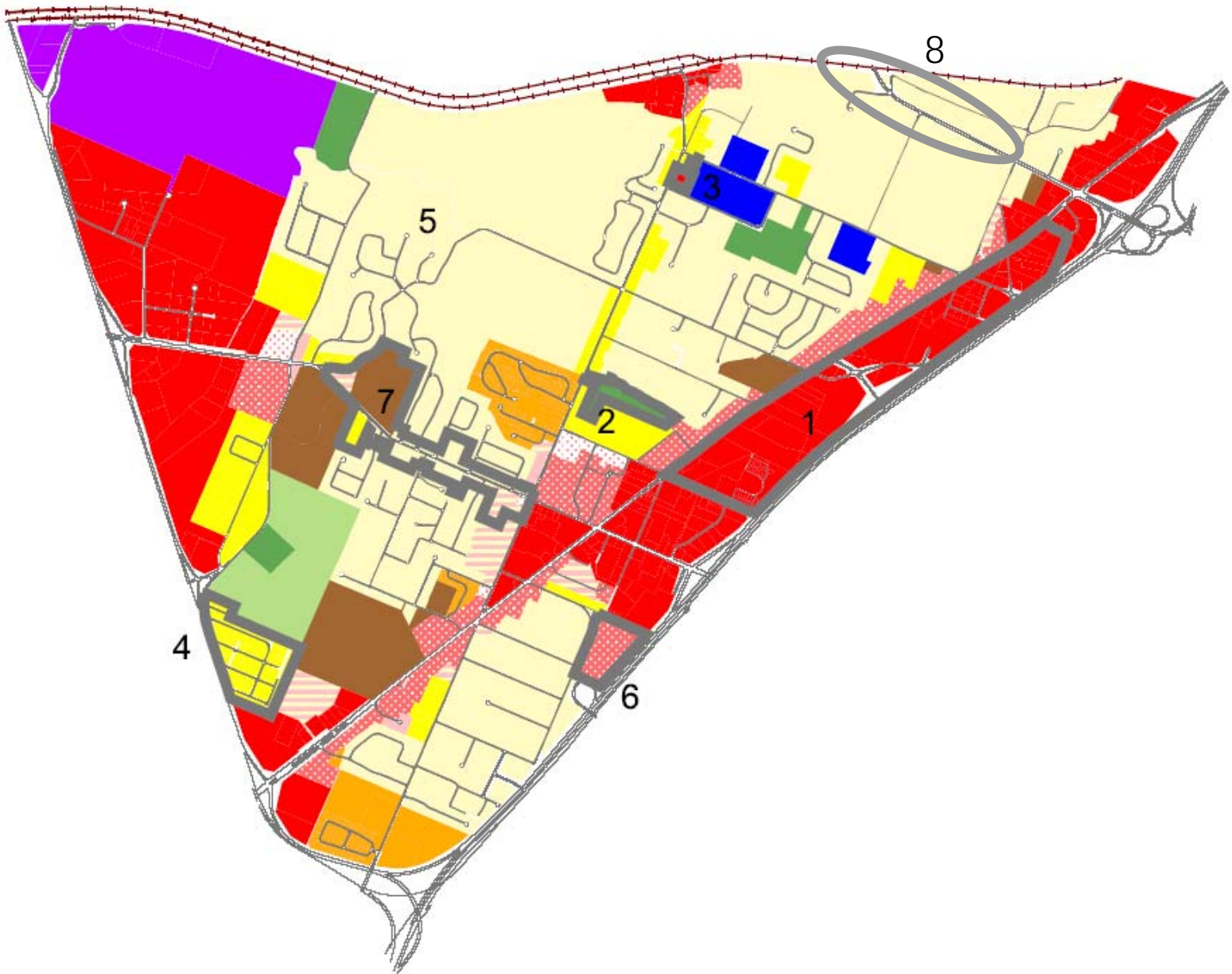


Focus Areas

This land use plan addresses several focus areas. Some of these sites are caught between commercial development and the surrounding neighborhood and are often identified by developers for commercial expansion. The purpose of identifying specific areas individually is to develop a strategy to balance commercial demand while protecting existing neighborhoods.

Other focus areas seek mainly to protect the integrity of existing single-unit residential development. This was a concern that was consistently mentioned by stakeholders throughout the planning process.

The following pages provide detailed explanations of the focus areas with the numbered and highlighted areas on the map corresponding to the numbered text descriptions.



1. This highlighted area is currently a mix of medium and high-density residential, commercial, and manufacturing zoning. The parcels in this area have been designated for Heavy Business Mix which supports high-intensity commercial uses, high-density residential and some suitable light industry. This recommendation is appropriate due to the proximity to both the major arterial Lee Hwy. and Interstate 75.

The existing single-unit residential, particularly near Sonia Lane and Walker Road, should not be developed piecemeal. Any rezoning requests in this area should seek to preserve the integrity of the existing residential and be considered for higher intensity zoning only if properties are compiled.

2. Designated as Open Space/ Recreation, this approximately 12-acre site is owned by the City of Chattanooga and is used as a regional detention pond. This plan seeks to explore recreational opportunities for this green space that will maximize its central location and primary use for storm water control with a possible secondary function as a passive park.
3. These two parcels, one fronting on Tyner Road and the other on Hickory Valley Road, have historically been the site of a manufacturing business since their annexation by the City of Chattanooga in 1971. This land use plan reflects their current use as a light industrial business but does not recommend any extension of this land use at this location.



City of Chattanooga property, Hickory Valley Road

4. This small neighborhood just east of Hwy. 153 is part of the larger Shepherd Community which includes the residential area west of Hwy. 153 that is not included in this plan's study area. The Low-Density Residential designation is intended to encourage the development / redevelopment of primarily detached single-unit dwellings with some exceptions made for townhouses, patio homes and two-unit dwellings. This eastern portion is slated to be part of a future scheduled planning effort through the Strategic Neighborhood Initiative (SNI) for the entire Shepherd community.
5. Currently the site of a 32-acre campus for a religious organization, a large portion of this property is zoned R-4 Special Zone allowing for office and high-density residential development. No further expansion of office or high-density residential is encouraged along this portion of either Noah Reid Road or Standifer Gap Rd.
6. The 18-acre parcel situated between Concord Road and Interstate 75 is potentially appropriate for a Medium Business Mix use if roadway connections to the interstate and/or Shallowford Road are improved. This improvement could take the form of an extension of Overnight Drive or a reconfiguration of the adjacent I-75 interchange or lanes. If developed in the future as an office or commercial use, no access should be allowed onto Concord Road to prevent additional traffic through the neighborhood.
7. See following page for discussion.
8. Bonny Oaks Drive, particularly west of Silverdale Road, is recommended to continue as a residential area. While the land use plan map designates this area as Single-Unit Residential, this area may be appropriate for higher-density residential in the future. A few commercial businesses have been "grandfathered" along this corridor, but no expansion of the existing commercial or new non-residential development is encouraged.

7. Focus Area: Shallowford Road

The plan designates the eastern portion of the Shallowford Road / Standifer Gap intersection as appropriate for an Office / Residential use. This is due to its proximity to the high-intensity residential use across Shallowford Road and the development of other offices in the area.

The large parcel just west of Janeview Drive has been recommended for High-Density Residential. Multi-unit dwellings, townhouses, patio homes or elderly housing will provide a buffer between the commercial and manufacturing uses to the east and the single-unit residential to the west. This designation will also provide additional housing opportunities for the community.

Shallowford Road from Edgemon Forest and Mahala Acres subdivisions east to Beeler Avenue and Brookhaven Heights is recommended to remain Single-Unit Residential. Detached single-unit dwellings are the predominant existing use (except for Hickory Valley Christian Church) and this plan recommends no change to this land use pattern.

The southwest corner of Hickory Valley Road is appropriate for a Light Business Mix use similar to the use across Shallowford Road. The plan recommends that the use not extend past the residential use east of Brookwood Drive. The surrounding area, designated Office / Residential, will provide a good buffer for this use.

Any commercial use proposed for this site needs to be reviewed based on a specific use and a detailed site plan. As with any potential rezoning, the scale of the proposed development and any potential impacts will be taken into consideration.

