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


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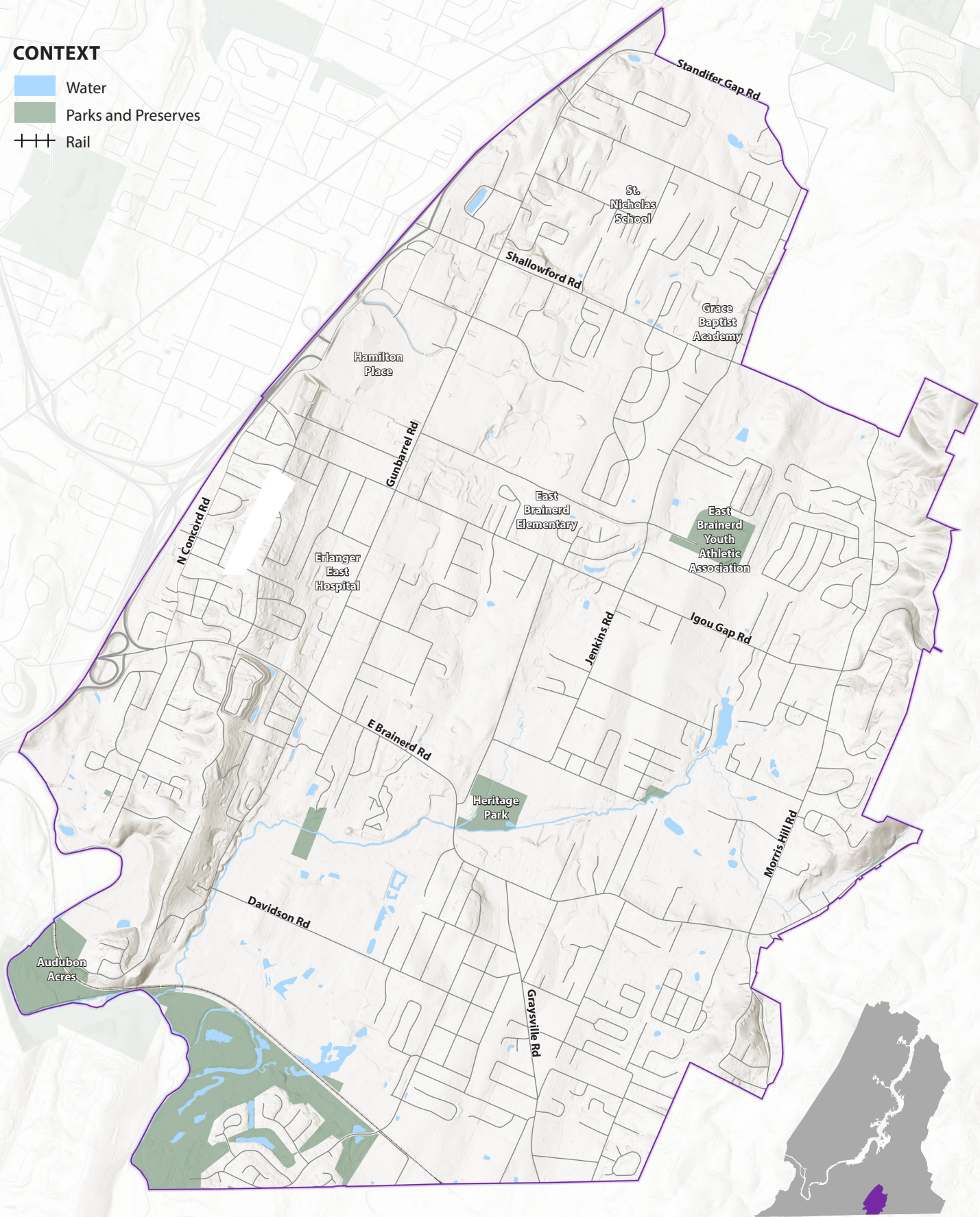
11

EAST BRAINERD AREA PLAN



CONTEXT

-  Water
-  Parks and Preserves
-  Rail



AREA OVERVIEW

The East Brainerd Plan study area of roughly 11 square miles is home to over 10,000 residents. Its boundaries are generally defined by Interstate 75 and South Chickamauga Creek to the west, Standifer Gap Road and the Chattanooga city limits to the north and east, and the Tennessee-Georgia state line to the south.

History

East Brainerd has seen more recent changes than most parts of Hamilton County. It has grown from a mostly rural area of horse farms and agricultural production to the region’s primary retail destination within a few decades. When Hamilton Place mall opened in the late 1980s, only a few residential subdivisions existed in this area and many large land holdings off of East Brainerd Road and Gunbarrel Road still retained their pastoral qualities. Other areas near South Chickamauga Creek and Mackey Branch were untouched marshland. Some of those natural riparian areas have since transitioned to recreation areas such as Audubon Acres or the Concord Golf Course.

Recognizing the history of East Brainerd and its residents is important, since understanding the past is often the best way to start planning for the future.

Early Beginnings

The earliest settlements in what is now East Brainerd were the Native American communities of Chickamauga. Many Cherokee settlements were later established along waterways near the current Tennessee-Georgia state line. Agriculturally-based, these tribes established themselves around what was called Old Chickamauga Town—a center of activity until the Indian Removal of 1838 and the Trail of Tears. Audubon Acres was known as Little Owl Village—a much smaller town than those found on Moccasin Bend or farther south in New Echota near Calhoun, GA. The area was well traversed and new settlements soon followed: at Morris Station, and at Jenkins Road and Graysville Pike.

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After Tennessee's acquired statehood in 1796, this area was initially formed as James County, whereas Hamilton County was to the west across the Tennessee River. The area east of Brainerd, including the Brainerd Mission (established in 1817), was reached via Bird's Mill Road, which extended east toward Red Clay and Bradley County. Bird's Mill Road (a portion of which was eventually renamed "East Brainerd Road") joined narrow, dirt lanes like Gunbarrel Road and Shallowford Road, and was connected to the south with Graysville Pike. As the area was settled, one could purchase or barter for necessities at local mills, feed stores, or crossroads grocers at Morris Station, Concord, Igou Gap, Ryall Springs, or Graysville Pike.

A couple buildings or sites from this early history remain today, including the Concord Baptist Church (founded in 1848 and since rebuilt), and a 1754 cabin at Audubon Acres.

From Farming Community to Suburbs

In the early 1900s, East Brainerd was known for its many farms and pasture land, held by families such as the Joiners, Kimseys, Ryalls, Zieglers, Davidsons, and Jolleys. These bottomlands had good soils, while other locations in the area featured chert banks which were helpful in road building. The primary crops were corn, grains and fruits, and livestock raised included horses, poultry and cows. Like nearby Apison, farming dominated the local culture. Goods were transported by rail or by local truck farmers via the newly formed Dixie Highway, Cummings Highway, Ringgold Road and Lee Pike.

Further development of both Brainerd and East Brainerd was largely dependent on the construction of the Missionary Ridge Tunnel in 1913. Before then, travel across the ridge often meant a very lengthy trip, especially during inclement weather. Improvements provided by the Tennessee Valley Authority (TVA) in the 1930s and 1940s, and by the East Brainerd Utility District in the 1950s, brought water lines, phones, electricity, and flood control measures



Top: Brainerd Mill aka Bird's Mill on S. Chickamauga Creek

Source: Stokes, c. 1900.



Concord Baptist Church.

Source: Concord Baptist Church, c. 1848-1928.

to the region's households and businesses. Despite the regulation of the Tennessee River by the Chickamauga Dam, a significant flood impacted the Chattanooga area in 1973. It was after this devastating event that the Brainerd Levee was installed to help manage the South Chickamauga Creek watershed.

Annexations, and more provision of services, occurred in the 1970s changing the makeup of Hamilton County. Many already established towns, including Red Bank and Signal Mountain, chose to incorporate. Other areas were unable to create an independent municipality due to their sparse population and limited revenue, and were annexed by the City of Chattanooga, including East Brainerd in 1972. Areas east of Morris Hill Road and Jenkins Road (north of Shallowford) still remain unincorporated.

By the 1970s, open space in the East Brainerd area was prevalent due to farms where fields had been allowed to go fallow. Some of these inactive farmlands were replanted with trees as part of forestry programs following the Clean Air and Water Act of 1972. Homesteads and open acreage began to be converted to residential subdivisions. Remnants of the former agrarian background—still found as horse pastures, tree planted fence lines, or along forested ridgelines—add a rural feel to some of the East Brainerd fringe areas.

After WWII, there was a nationwide trend of moving out of urban areas to the suburbs, including the East Brainerd area. East Brainerd attracted many people because of its new schools, cheap land, and an expectation of “country living”. With the completion of Interstate 75, the development of residential subdivisions increased. The first of these new neighborhoods were Irwin Acres, Concord Highlands, Moon Shadows, Drake Forest, Hurricane Creek and Belle Vista.

Hamilton Place Mall and Growth

Owned and managed by CBL & Associates, Hamilton Place Mall opened in 1987 with over 200 stores and original anchor tenants Belk, Parisian, Loveman’s and Sears. From 1987 to 1998 it was Tennessee’s largest mall. Over the last 35 years, Hamilton Place Mall has drawn over two million people annually, per CBL’s estimates.

In the 1990s, this regional retail center expanded from the mall along Gunbarrel Road to include other shopping centers such as Hamilton Crossing, Hamilton Village, the Overlook, and the Terrace. The most recent development—Waterside, located north of Shallowford Road along Gunbarrel Road—was added in 2018.



Don Eaves Heritage House.

Source: Chattanooga.com, J. Shearer

21st Century Suburb

Much more residential and office development followed the opening of the mall. After 30 years of growth, East Brainerd today may be thought of as a “bedroom suburb” with over 10,000 residents.

However, the primary road network has changed little since the 1960s. Most of the commercial development is along Gunbarrel, Shallowford and East Brainerd Road, plus almost all of the commuter traffic from further east uses Shallowford and East Brainerd Road. In addition, most of the residential subdivisions are accessed from these same three roads, plus Morris Hill, Igou Gap, Jenkins, Concord, Standifer Gap, and Graysville Road.

Previous plans and studies, including the Hamilton County Community Plan (2001), the East Brainerd Corridor Community Plan (2003), the Hamilton Place Connectivity Study (2016) and the Gunbarrel Road Policy update (2017), sought to address these growth impacts. As a result of these plans and other transportation studies, Goodwin Rd. was extended and some roundabouts were built to improve traffic flow. Subsequent extensions have been proposed for Commons Boulevard and Goodwin Road to alleviate congestion.

Past Plans

East Brainerd Area Plan (2022)

Between 2021 and 2022 RPA conducted an area planning effort for Area 11: East Brainerd. It was the second Area Plan of the 12 recommended in the 2016 countywide Comprehensive Plan. This chapter serves as an update to that 2022 area plan.

SUNSETTING PAST PLANS

Each time a new area plan is adopted, it replaces the older neighborhood plans that cover the same geographic area. In some cases, the boundaries of the older neighborhood plans do not exactly align with the boundaries of the new area plan. In those instances, only the portions of the old neighborhood plan that lie within the new area plan boundaries are considered sunsetted.

The 2022 plan replaced several previous area plans for portions of the area, which were each at least 15 years old, dating from between 2000 and 2004. Those "sunsetted" plans included:

- » Hamilton Place Community Plan (2001)
- » East Brainerd Corridor Community Plan (2004), and
- » Gunbarrel Road C-2 Commercial Zoning Policy (2017)

The goals, policies, and recommendations found in these older plans were reviewed during the Plan Chattanooga process.

Future Plans

The Area 11 East Brainerd Plan also suggests that further studies, or more detailed redevelopment plans, may be needed for specific sites. In the future, as each of those more specific plans are completed, they may also be adopted by the Chattanooga City Council and become an amendment to this overarching area plan chapter.

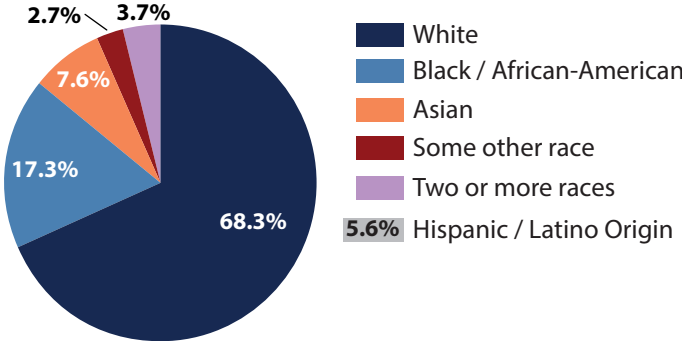
PROFILE OF AREA CONDITIONS

Demographics

2021 Estimates*	Area 11	City of Chattanooga
Population	23,479	13% of the city's population
Households with one or more people under age 18	25%	24%
Single person households	34%	40%
Median age	43.0	36.7
Population over age 25 with a Bachelor's degree or higher	50%	32%
Median household income	\$88,590	\$50,437

Over 68% of residents in Area 11 identify as White. The remainder identify as Black or African-American (17%), or Asian (7.6%). About five percent of the population is Hispanic or Latino (5.6%).








ETHNICITY/RACE IN AREA 11

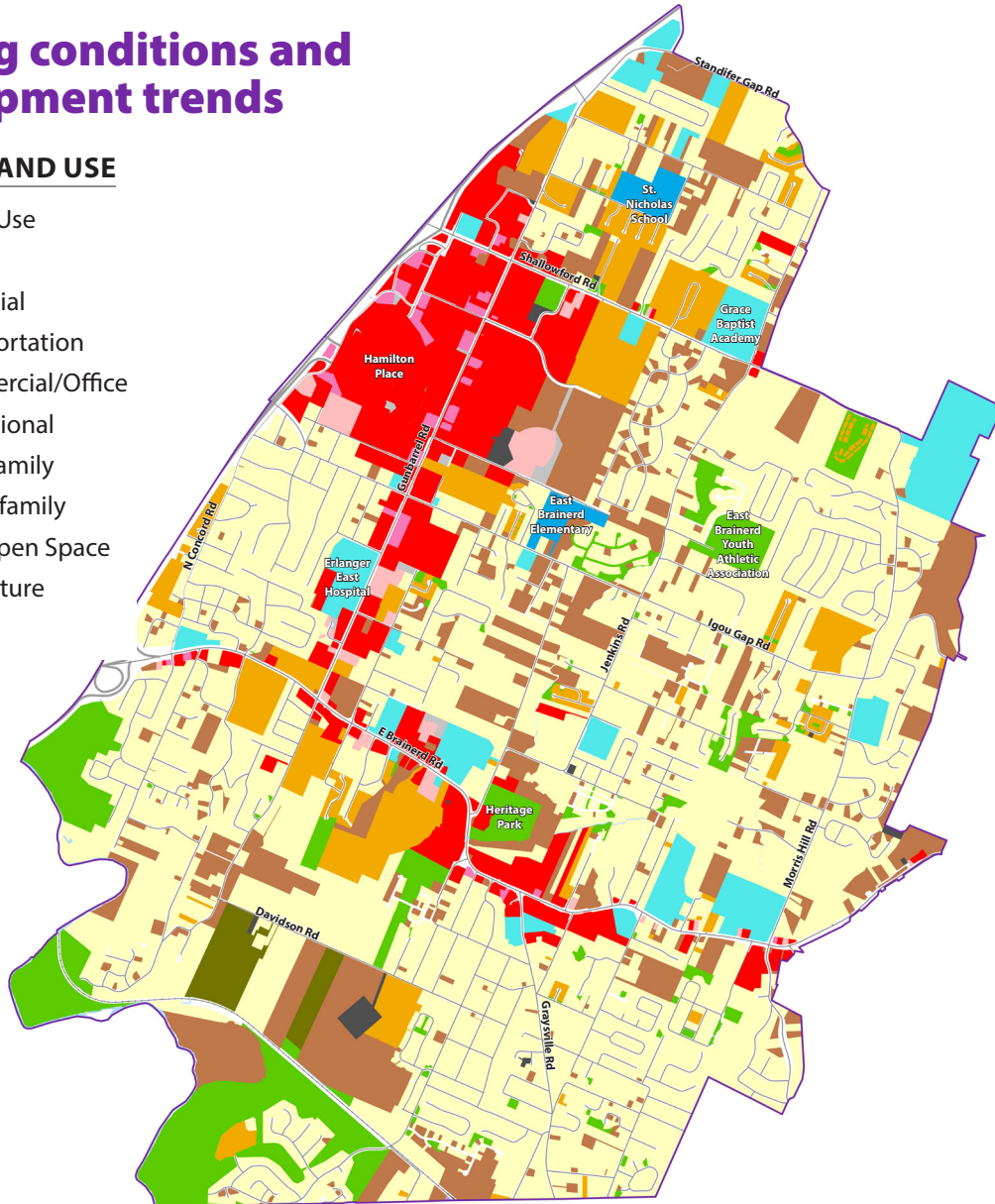


Source: 2021 American Community Survey (ACS) 5-Year Estimates by Census Block Groups

Existing conditions and development trends

EXISTING LAND USE

-  Mixed Use
-  Utility
-  Industrial
-  Transportation
-  Commercial/Office
-  Institutional
-  Multi-family
-  Single-family
-  Park/Open Space
-  Agriculture
-  Vacant



Source: Chattanooga-Hamilton County RPA



Audubon Acres is a large natural area along South Chickamauga Creek.

Source: Chattanooga Audubon Society

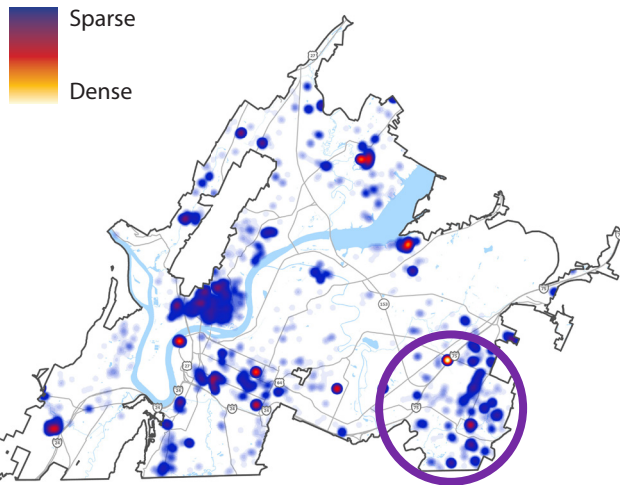


Hamilton Place Mall is a large commercial center in East Brainerd.

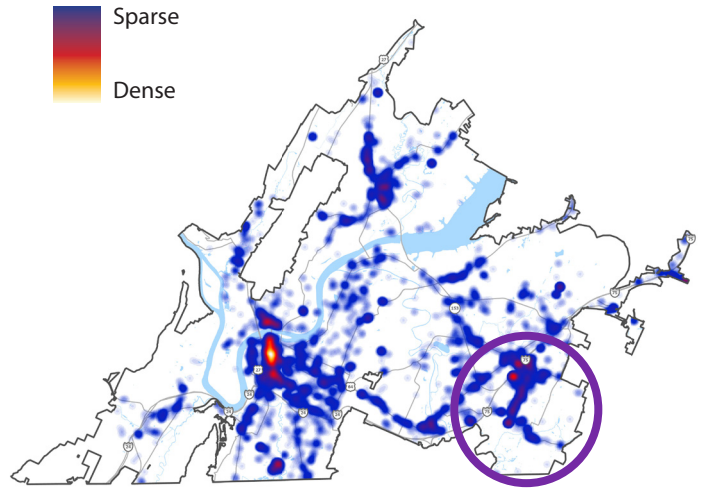
Source: CBL Properties

East Brainerd has been one of the fastest developing areas of the city over the last 10 years.

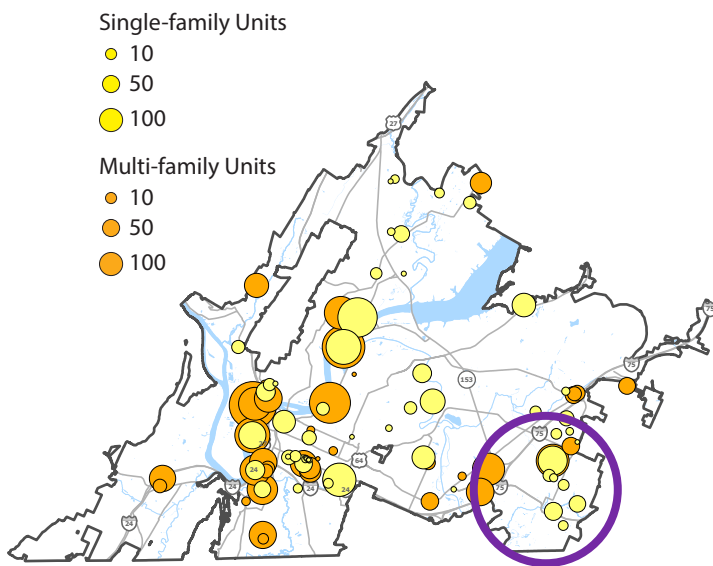
RESIDENTIAL BUILDING PERMITS FOR NEW CONSTRUCTION 2013-2022



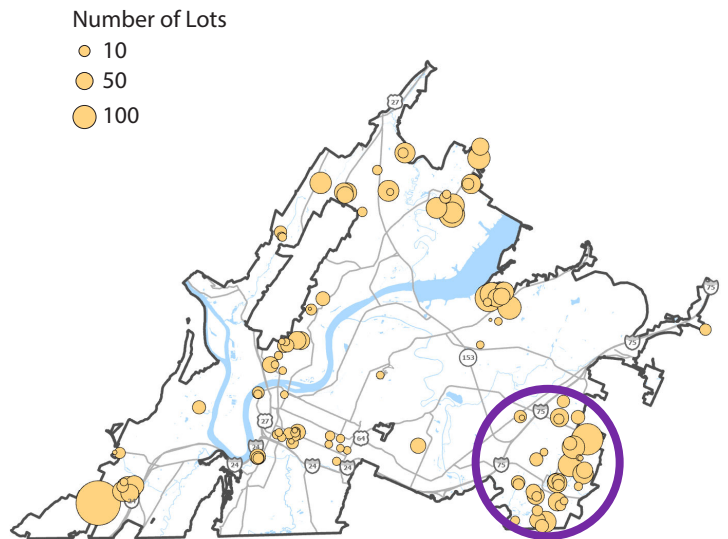
COMMERCIAL AND INDUSTRIAL BUILDING PERMITS 2013-2022



RESIDENTIAL PIPELINE PROJECTS 2022-MARCH 2023



APPROVED RESIDENTIAL SUBDIVISIONS 2013-2023



Source for all maps: Chattanooga-Hamilton County RPA

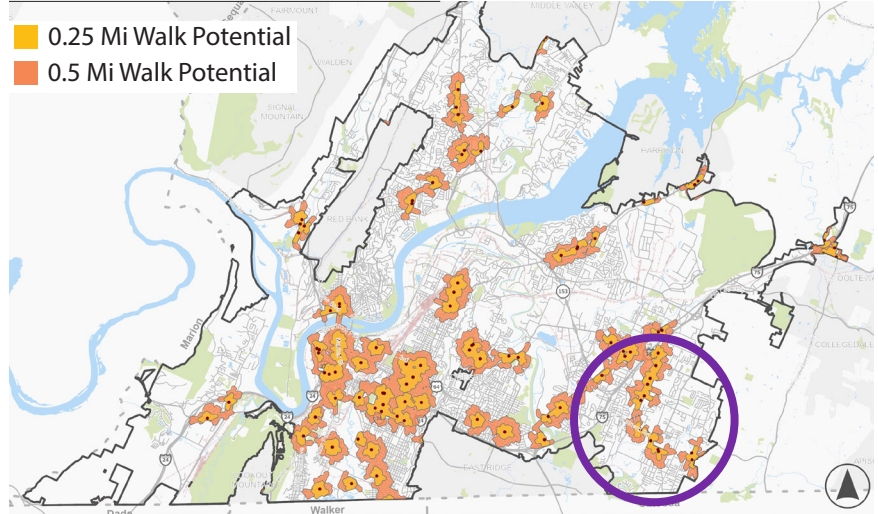
The predominant development pattern in East Brainerd is automobile-oriented with relatively low density and low street connectivity. There are few areas where it is feasible to walk to community amenities such as schools, commercial areas, community facilities, or parks.

East Brainerd lacks parks and greenways compared to other areas in Chattanooga. There are very few trailheads, greenways, and water access points. However, the area has some cultural resources in parks, including the Don Eaves Heritage House Arts & Civic Center.

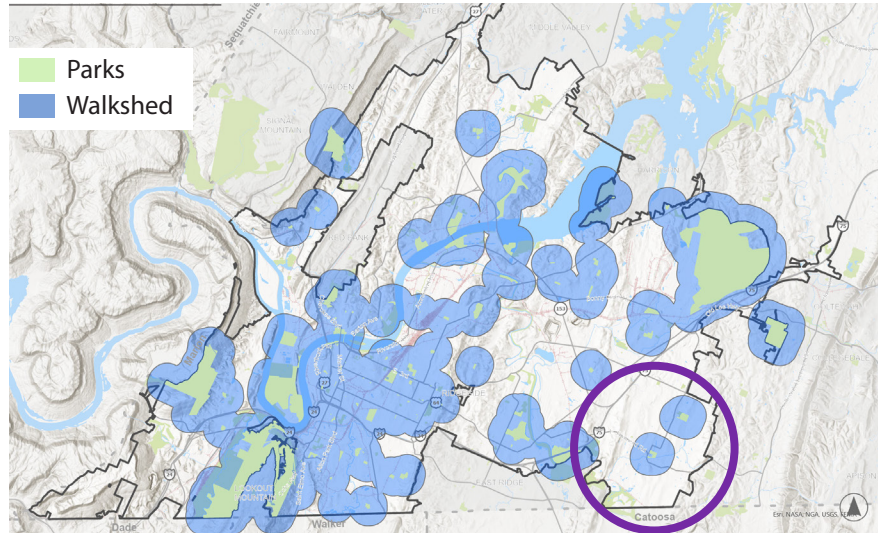


Don Eaves Heritage House Arts & Civic Center. Source: City of Chattanooga

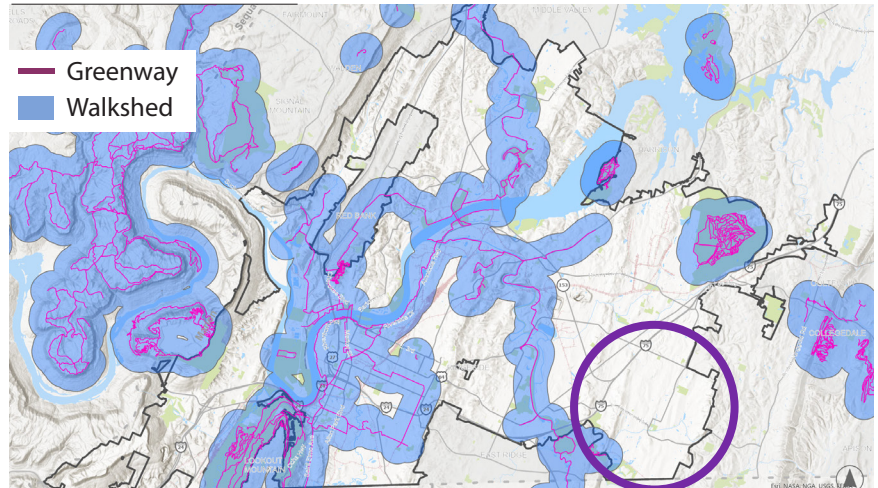
GROCERY STORE WALK POTENTIAL



PARK WALKSHED



GREENWAY WALKSHED



Source for all maps: Chattanooga-Hamilton County RPA

COMMUNITY INPUT

As described in the Introduction to Plan Chattanooga, there were multiple rounds of community input with different opportunities for public participation. In each round, participants provided input related to their area of the city. The following summary highlights themes from all input related to Area 11: East Brainerd.

Topics most mentioned in Area 11

When asked to prioritize topics of importance, Area 11 participants most often mentioned:

(In order of most frequently mentioned)

- » **Land Use:** Concern about lack of walkable places and pace of development without adequate infrastructure
- » **Parks and Greenways:** Concern that the area is underserved by parks and greenways
- » **Transportation:** Concern about lack of transportation options, particularly in suburban areas
- » **Housing:** Concerns about affordability and neighborhood safety
- » **Economy:** Concern about new big box commercial development, wealth disparity, and lack of local business
- » **Natural Resources:** Concern about limited pedestrian and bike-accessible natural area and natural area loss due to rapid development

Full results from all survey questions are contained in the Appendix.

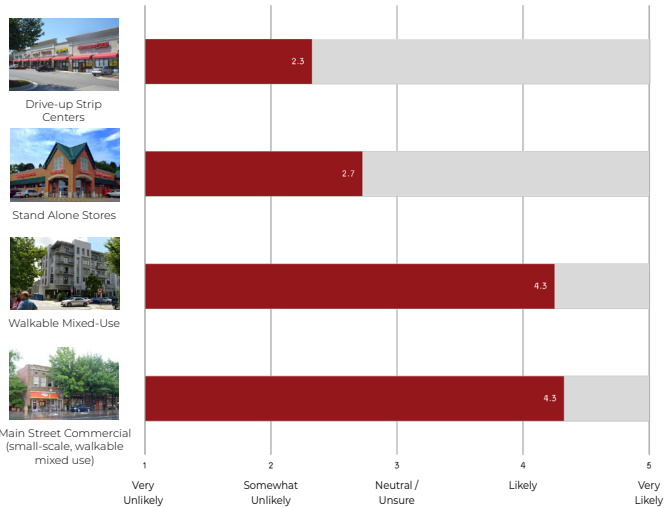
Support for potential solutions

The Choices Survey asked participants about specific policies, features, or preferences related to Commercial Centers and Corridors, Housing, Transportation, and Parks and Natural Systems. Related to each of these topics, participants from Area 11 were likely to:

Centers and Corridors

- » Strongly prefer walkable mixed-use and main street commercial development over drive-up strip centers and stand-alone stores
- » Indicate a high willingness to support and walk to a small commercial area within their neighborhood
- » Say that appearance and quality of development is very important

How likely would you be to support the following types of commercial development as existing commercial corridors or centers are redeveloped? (Average response)



Participants were likely to...

Neighborhoods and Housing

- » Support small-lot single family homes within an existing neighborhood
- » Support more medium or mixed-density housing next to major employers or industry and a commercial center.
- » Say that important neighborhood design features are Design of the streetscape (including street trees, lighting, and sidewalks), Design quality of housing, and parks, schools or other community uses in a neighborhood

Transportation

- » Support the prioritization of funds for improving elements such as creating new sidewalks.
- » Support a variety of approaches to addressing traffic congestion, ranging from pedestrian and bike infrastructure, transit service, and street capacity improvements.
- » Support new multi-family housing clustered within or adjacent to commercial areas to make transportation choices such as walking, biking, and transit more feasible.
- » Indicate high interest in having the option to walk or bike between schools and parks

Full results from all survey questions are contained in the Appendix.

How likely are you to support these types of housing within or at the edge of your neighborhood? (Average response)



Parks and Open Space

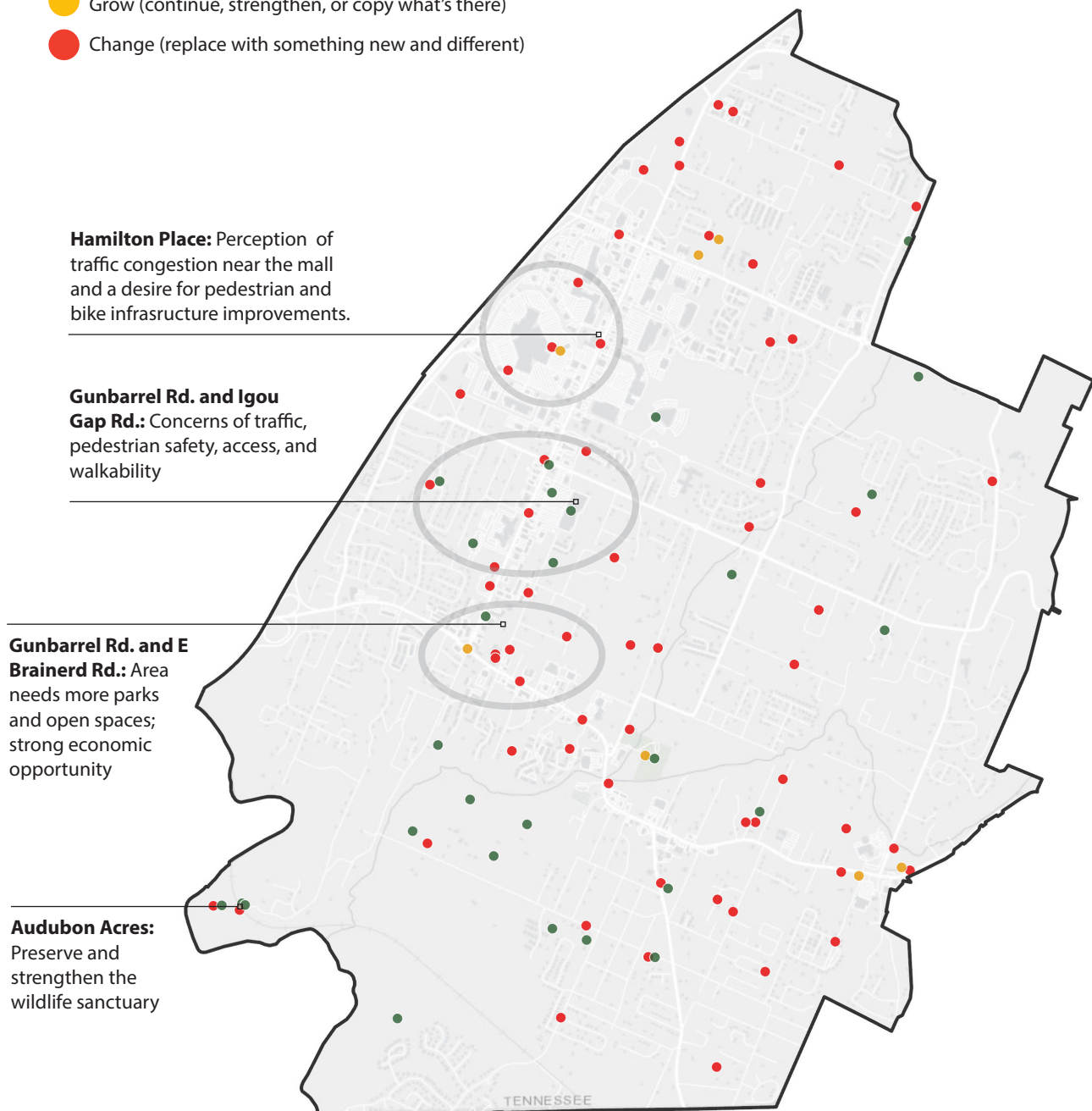
- » Support greenways for pedestrians and cyclists, particularly connecting neighborhoods and parks.
- » Say that the greatest need in terms of types of parks are greenways, mid-size neighborhood parks, and natural open space/forest reserves
- » Say that trees, natural features, trails, and walking paths in parks are important
- » Support policies that limit impacts of development on the area's natural systems, such as protecting the existing tree canopy, purchasing land for natural preservation, and prohibiting development or land disturbance in floodplains.

Places to protect, grow, or change

Through mapping activities, participants identified specific locations to protect, grow, or change. Participants chose one of three categories to tag their comment on a map. The map below shows the location of each comment in Area 11 and identifies notable clusters of comments. Themes from these activities sorted into the four topics in the Choices Survey are listed on the following page.

These categories were defined as:

- Protect (don't change what's there)
- Grow (continue, strengthen, or copy what's there)
- Change (replace with something new and different)



Themes from public comments about places to "protect, grow, or change"

Centers and Corridors

- » Desire for better utilization of commercial land but also concerns about adding traffic to areas where it is already perceived as a problem (Gunbarrel Road is mentioned as an example)
- » Reposition Hamilton Place Mall and its surrounding area for future uses

Full results from all survey questions are contained in the Appendix.

Neighborhoods and Housing

- » Add affordably priced apartments near nodes of commercial areas (the area surrounding the intersection of Pinewood Drive and Jenkins Road is given as an example)

Transportation

- » Traffic and safety concerns along East Brainerd Road and Gunbarrel Road
- » Need for transit service along Gunbarrel Road

Parks and Open Space

- » Desire for more parks like Heritage Park. Area needs more trails, ball fields, and gyms for youth sports.
- » Heritage Park is seen as the favorite park in the area for its kid-friendliness, and walkability.
- » Protect what green space remains
- » Consider Mackey Branch near Davidson Road or wooded area near Hurricane Creek as a location for a park or greenspace.

CENTERS AND CORRIDORS

As described in the Citywide Framework chapter, all area plans in Hamilton County apply a “Centers and Corridors Approach.” Centers are compact and walkable places, with a network of connected streets and sidewalks, and multi-story buildings and shops that front directly onto the sidewalks. They come in different types and sizes. Corridors connect multiple neighborhoods and extend to other parts of the city or county. They often contain a mix of commercial, industrial, and residential uses. Some sections of these corridors are experiencing decline and have a high rate of commercial business turnover. These locations therefore provide an opportunity for new multi-family housing, which provides more housing options, supports more frequent transit service, and provides the population density to support retail businesses.

See the Centers and Corridors Map on the following page.

PLACE TYPES

Place Types are used to help people visualize the various forms that development can take. They describe land use and the desired community character within each of the Area Plans at a more specific block or parcel level. General definitions of each place type are provided in the Citywide Framework chapter.

The Place Type maps depict the intended future condition for an area. In some cases the map reinforces what is in an area today. In other cases, the place type would encourage an area to change in the future. In either case, the place type map is a tool to guide future decisions about development and zoning. The Place Type map does not require or guarantee changes to the zoning of any property today.

See the Place Type Map following the Centers and Corridors Map.

The centers in this area are identified generally at these intersections:

TOWN CENTERS

- » Hamilton Place

VILLAGE CENTERS

- » E. Brainerd Rd and Jenkins Rd (Heritage Park)

NEIGHBORHOOD CENTERS

- » E Brainerd Rd and Graysville Road
- » E Brainerd Rd and Morris Hill Road

NEIGHBORHOOD NODES

- » Gunbarrel Road and E Brainerd Road

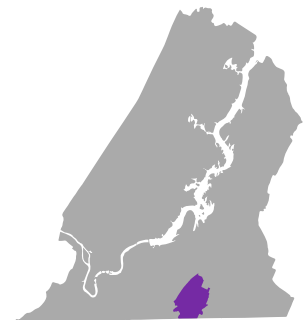
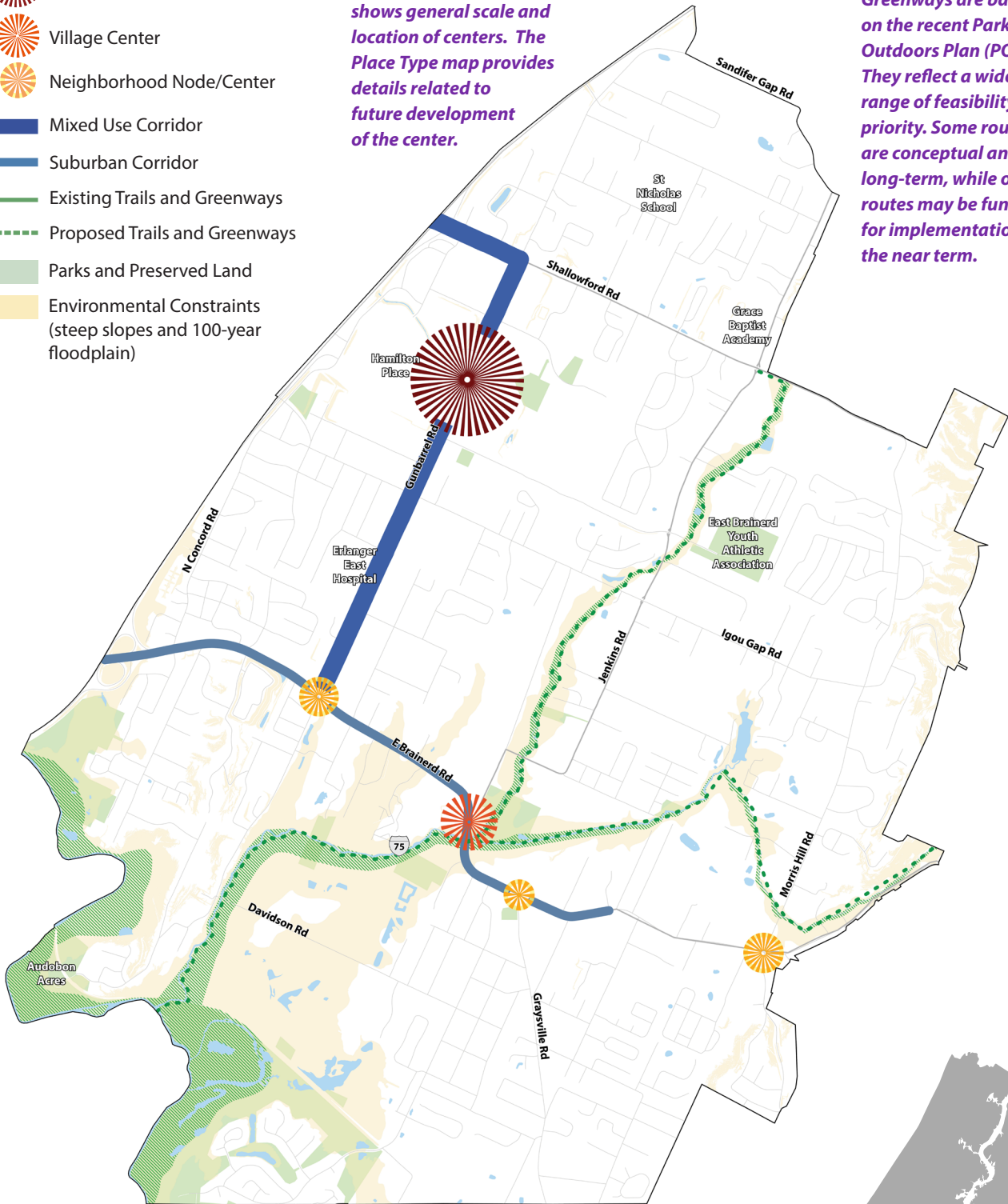
The Place Type Map is used to inform future changes to the city's Zoning Map or development standards. However it does not require or guarantee changes. The zoning code and map are city laws that regulate what can be built where.

CENTERS AND CORRIDORS

-  Town Center (Hamilton Place)
-  Village Center
-  Neighborhood Node/Center
-  Mixed Use Corridor
-  Suburban Corridor
-  Existing Trails and Greenways
-  Proposed Trails and Greenways
-  Parks and Preserved Land
-  Environmental Constraints (steep slopes and 100-year floodplain)

This map is illustrative and shows general scale and location of centers. The Place Type map provides details related to future development of the center.

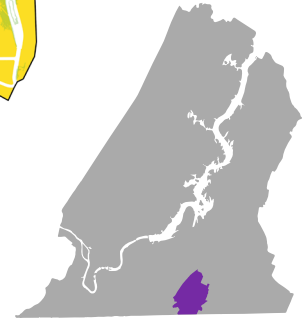
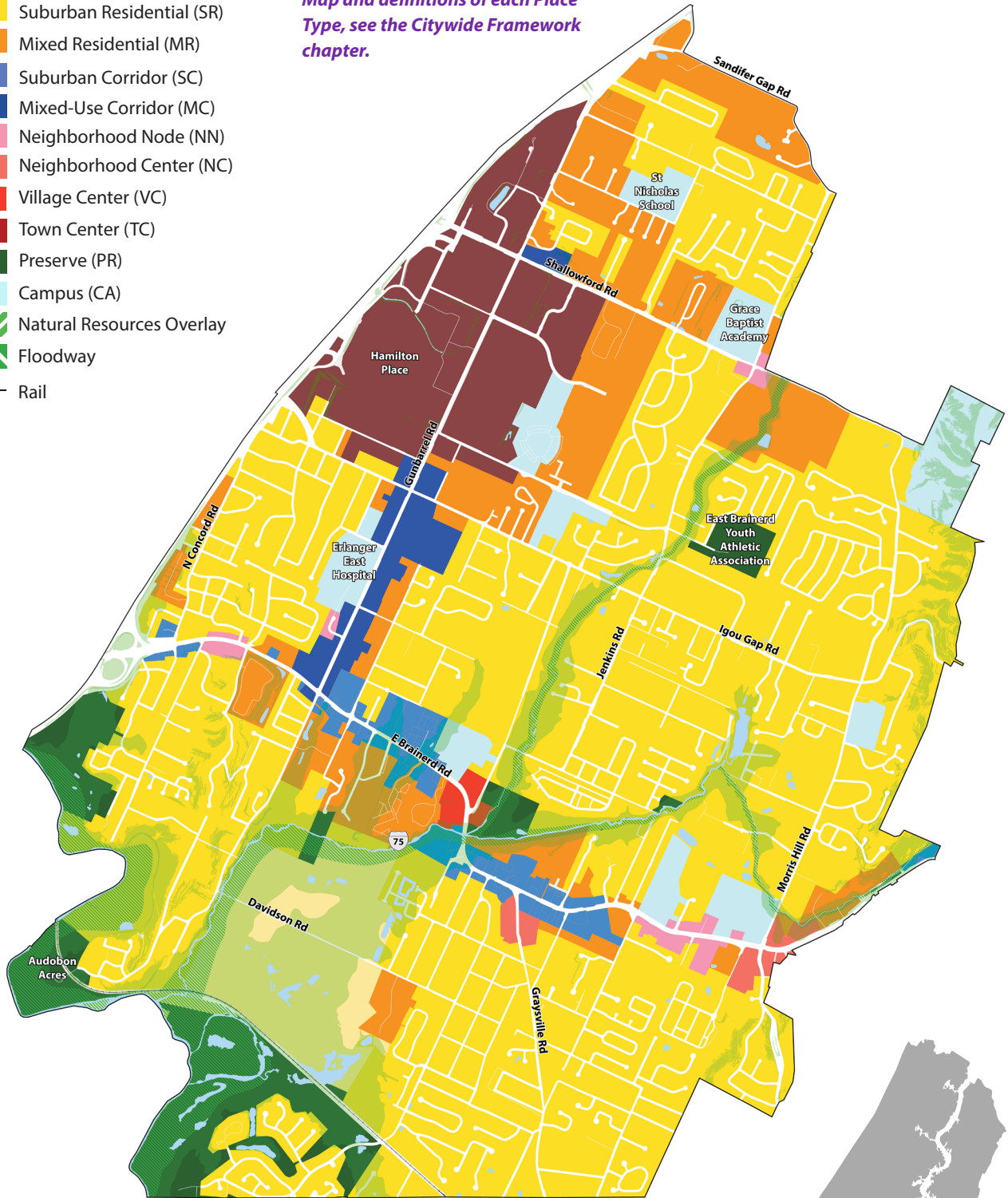
Proposed Trails and Greenways are based on the recent Parks and Outdoors Plan (POP). They reflect a wide range of feasibility and priority. Some routes are conceptual and long-term, while other routes may be funded for implementation in the near term.



PLACE TYPES

- Countryside Residential (CR)
- Suburban Residential (SR)
- Mixed Residential (MR)
- Suburban Corridor (SC)
- Mixed-Use Corridor (MC)
- Neighborhood Node (NN)
- Neighborhood Center (NC)
- Village Center (VC)
- Town Center (TC)
- Preserve (PR)
- Campus (CA)
- Natural Resources Overlay
- Floodway
- Rail

For an overview of the Place Type Map and definitions of each Place Type, see the Citywide Framework chapter.



BIG IDEAS FOR PLACEMAKING

1. Redevelop Hamilton Place as a walkable Town Center that promotes a mix of uses, including housing.
2. Develop a Village Center at East Brainerd and Jenkins Road near the Heritage House Park to cluster new retail, offices, services and higher-density residential uses within a walkable environment.
3. Promote the redevelopment of underutilized commercial properties in designated Centers and Corridors to condos, townhomes, and apartments, in order to increase housing options.
4. Increase connectivity and expand transportation options throughout the area.
5. Capitalize on opportunities to create and enhance neighborhood scale parks to promote environmental restoration.
6. Prioritize trail system connections and improvements along streams and floodways.

SUPPORTING OBJECTIVES AND ACTIONS

1. Redevelop Hamilton Place as a walkable Town Center that promotes a mix of uses, including housing.

11:1.1 Initiate a redevelopment plan for the Hamilton Place Town Center that includes the Hamilton Place Mall.

The plan elements should include a real estate market analysis, best practices assessment from around the nation, a conceptual master plan with recommendations, and a detailed phased action plan.

See the Northgate Mall focus area in the Area 2 chapter for one example of how a mall could transform into a walkable town center.

11:1.2 Rezone Goodwin Road. Provide development incentives to property owners who rezone parcels along the planned Goodwin Road extension to zones appropriate for the Town Center Place Type.

11:1.3 Create new street connections through the development process. Over time, create a network of new streets within large, underutilized parking lots and line these streets with new mixed-use buildings, keeping the parking spaces to the rear of the buildings. As new development occurs, create new street connections. For example, from Commons Boulevard—east of Gunbarrel Road—south to Goodwin Road (at the roundabout by East Brainerd Elementary), provide public access on all new streets and improve pedestrian connectivity between residential areas and community destinations, such as the proposed school. Better street connections allow for walkability along smaller, lower-stress streets, can better connect kids to schools and people to transit, and reduce dependency on major car-dominant corridors (which is a major source of traffic congestion in the area).

New street connections have been added elsewhere in Chattanooga and have been successful. For example, in Hixson, Northpoint Boulevard was extended from Hixson Pike to Hamill Road (on the east side of Northgate Mall.)

That new street connection provides an alternate route for motorists, which can help alleviate congestion on other streets. It also provided access to land for the development of senior and multi-family housing, which helps meet the city's need for more housing options, and allows some people to live within walking distance of many stores and services.

11:1.4 Add pedestrian facilities and landscaping. Connect discontinuous sidewalks and add striped crosswalks at the major intersections in the Hamilton Place Mall area. To improve the appearance of the area and comfort for pedestrians, add trees and understory landscaping to parking areas and along public rights-of-way. These improvements could be implemented incrementally through the development process.

11.1.5 Development Policy Area: Shallowford Road, Gunbarrel to Jenkins. There are three small sections of commercial rezoning on the northern side of Shallowford Road, with the last of the rezonings in 2000. Currently, the commercial zoning on the southern side of Shallowford Road ends just east of Ogletree Avenue. There is an existing commercial zone at the northwest and southwest side of Shallowford Road and Jenkins Road. This policy reaffirms a long-standing land use policy of no additional commercial zonings along this portion of Shallowford Road. A small expansion of the existing commercial zone at the southwest corner of Shallowford and Jenkins, with conditions limiting use and addressing other impacts, may be appropriate. This expansion could provide a more compatible transition to the adjacent residential property than a commercial zone with no conditions. The property between the commercial zone and Peterson Drive (the entrance to Drake Forest) is zoned RN-2 which allows single-unit homes—both attached and detached—and two-unit homes and townhouse dwellings. No expansion of use or density is recommended because this zone provides an acceptable transition to the neighboring residences.

2. Develop a Village Center at East Brainerd and Jenkins Road near the Heritage House Park to cluster new retail, offices, services and higher-density residential uses within a walkable environment.

11:2.1 Create new block length and connection standards within the Neighborhood Center at East Brainerd and Jenkins Road. Set maximum block lengths where new street connections are proposed and require additional connections for bicycles and pedestrians as redevelopment occurs. Consider requirements or projects to consolidate curb cuts along East Brainerd Road and create connections between parking lots to improve pedestrian safety. Create a legal agreement between commercial property owners to share these parking lots. Explore opportunities to create an alley behind the buildings on the south side of East Brainerd Road that would run parallel to East Brainerd Road between Graysville Road and Grays Drive and provide access to all rear parking lots.

3. Promote the redevelopment of underutilized commercial properties in designated Centers and Corridors to condos, townhomes, and apartments, in order to increase housing options.

The development of East Brainerd has resulted in a significant amount of single-family housing. Underutilized commercial land in Area 11 presents an opportunity to provide additional housing types on corridors rather than within the pattern of residential subdivisions.

For supporting actions see:

- » Citywide Objective 3. Encourage redevelopment of underutilized commercial land, particularly along corridors
- » Citywide Objective 5. Develop a variety of new housing that is compatible with its context, whether within a mixed-use center, corridor, or existing neighborhood

4. Increase connectivity and expand transportation options throughout the area.

11:4.1 Connect the centers. Create new street and sidewalk connections where possible, prioritizing connectivity between centers, growing residential areas, or other area destinations in order to:

- » Address gaps in mobility near schools, transit stops, and in places experiencing growth or redevelopment;
- » Improve safety for all transportation users;
- » Increase access to schools, jobs, and other major destinations; and
- » Reduce congestion by decreasing automobile trips

11:4.2 Work with CARTA to boost transit service in the area. As residential density rises, street connectivity improves, and ridership increases along existing routes, fund the expansion and improvement of CARTA services in Area 11.

11:4.3 Create a Pathways program. Establish a program by which neighborhoods can identify and implement small but meaningful connections to nearby destinations. Methods may include partnering with the City, the Trust for Public Land (TPL), the Tennessee Department of Environment and Conservation (TDEC), and other agencies doing trail work, cleanups, training volunteers, fundraising, and serving on a relevant task force. Improvements may start as short-term or temporary solutions (like formalizing an informal path), but can become permanent with more available funding. Consider example programs mentioned in the RPA's People, Places, Paths connectivity study and the Chattanooga Mobility Study.

5. Capitalize on opportunities to create and enhance neighborhood scale parks to promote environmental restoration.

11:5.1 Redevelop City-owned land for housing and open space. Consider potential new uses for vacant city-owned properties, including those acquired as part of new street connection projects. Issue Requests For Proposal to non-profit organizations and non-profit developers and invite nearby neighborhoods to weigh in on the proposals. Prioritize high-density housing types and open space in and around Centers. Example properties include:

- » The parcels at the intersection of Preston Circle and Gunbarrel Road were acquired as part of a project in 1997. They are situated across from a major commercial area and are currently zoned R-1 Single-family Residential. Other housing options may be appropriate and should be explored with neighborhood support.
- » 1953 Jenkins Road was acquired as part of the Goodwin Road extension and roundabout project. A homeowner has an easement on the north portion of the parcel, and berms were constructed on the south to address road noise and screening concerns from residents. The lot is currently zoned R-1 Residential Zone and is surrounded by single-family residential. This intersection is not a designated commercial Center.

- » 7901 Igou Gap Road—on the northwest corner of the Igou Gap and Jenkins intersection—was acquired as part of a roundabout project. This lot is currently zoned C-2 Commercial, but it is completely surrounded by R-1 Residential Zoned property, and this intersection is not designated as a commercial Center. There is a channel in the middle of the property that would need a hydrologic determination to see if it is developable.

11:5.2 Reinvest in Heritage Park in line with the Parks and Outdoors Plan. Support plans to build a new playground to provide opportunities for children of all abilities to experience sensory-rich play, including a variety of accessible amenities such as musical, climbing, and sliding activities, along with shade and seating options, parking, and restrooms. Ensure future improvements provide generous trailheads for proposed greenways that connect to and through the park and consider the location of gathering spaces to enhance the development of Centers.

For other supporting actions see:

- » Citywide Objective 17. Protect Floodplains and wetlands
- » Citywide Objective 19. Ensure residents in all areas of the city have access to high quality parks and greenways

6. Prioritize trail system connections and improvements along streams and floodways.

11:6.1 Develop partnerships to continue the City's efforts on the East Brainerd Greenway.

Continue the City's efforts on the East Brainerd Greenway and parks such as Batter's Place and planned greenway expansion south along Mackey Branch to Heritage Park and Audubon Acres.

STREET TYPOLOGY

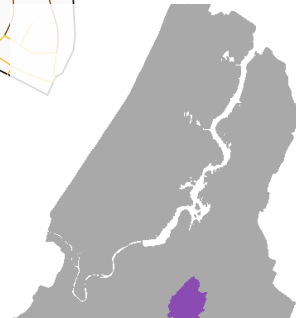
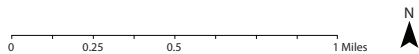
Context Street Classification

- Rural
 — Local
 — Collector
 — Arterial

- Suburban
 — Local
 — Collector
 — Arterial


- Urban Infill
 — Local
 — Collector
 — Arterial


For a description of the street typology and guidance for its use, see the Citywide Framework chapter.



SUPPORTING TRANSPORTATION PROJECTS

The map on the following page identifies potential transportation projects for the area and the transportation concept areas described below. This list is not prioritized and should be interpreted as a menu of projects. A description of each project follows the map.


 **Pedestrian Focus Area:** Pedestrian focus areas are areas that don't fit into a conventional transportation corridor: they are typically not linear, not long, have ambiguous boundaries, and are comprised of multiple street types. Instead, their defining characteristic is a heavy mix of destinations that carry foot traffic between them. Some of these are existing and large scale, such as the Aquarium area along Broad and Market downtown. Some of them are of smaller neighborhood intensity, perhaps only the size of a single intersection. And others do not yet exist but could become a pedestrian-focused placed with expected future development and the right investment in infrastructure.


 **Major Crossing/Intersection Enhancement:** These boxes can be project recommendations in their own right, or significant intersections or crossings contained within a broader recommendation. The boxes are not color-coded to be mode specific, so the map context and the recommendation text are the indicators of the type of improvement needed. These projects are derived from numerous considerations, from necessary safety improvements in areas that see a high rate of pedestrians and people on bikes involved in serious crashes, to infrastructure challenges like connecting a bike path over a river, moving freight over railroads, or getting people around heavily trafficked roads.


Mobility Hubs: Mobility hubs serve a confluence of mobility needs. Depending on their intended function, they could serve fixed route transit; parking (such as the CARTA South garage); microtransit; non-motorized transportation either from foot traffic, biking, or both; and the use of personal automobiles for transportation. Not only do mobility hubs serve these modes, but also facilitate connections between them. Mobility hubs can provide information on wayfinding, and how to use bike-share and transit options. They can also include comfortable waiting areas, restrooms, fare vending, retail, storage and more. Hubs are often located in commercial and residential centers where a mix of uses generates significant travel demand. For that reason, mobility hubs often overlap with larger pedestrian focus areas.

Plan Chattanooga identifies four tiers, or levels, of mobility hubs that vary based on size, modes served and amenities:

 **Level 1 Mobility Hubs:** These represent the most intense infrastructure and investment. This type of hub is in high-activity areas where all modes interact, likely in a downtown setting. The surrounding street network is well-connected, particularly for pedestrians. The footprint is larger to accommodate transit, pedestrian and bicycle, vehicle, parking, and other community facilities. Improvements should include placemaking, landscaping, and wayfinding to create a well-rounded user experience.

 **Level 2 Mobility Hubs:** These are smaller than Level 1 but still serve many modes with significant amenities. Level 2 hubs are located in moderate-to-high activity areas, such as walkable communities with multiple destinations in close proximity, such as North Shore and St. Elmo. These hubs are surrounded by a well-connected street and pedestrian network, but do not require as large of a footprint as Level 1 hubs. Most modes should be accommodated in Level 2 mobility hubs, though there may not be as many vehicle- or community-oriented facilities.

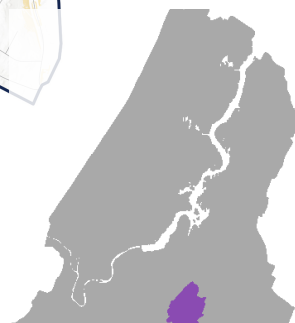
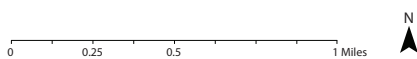
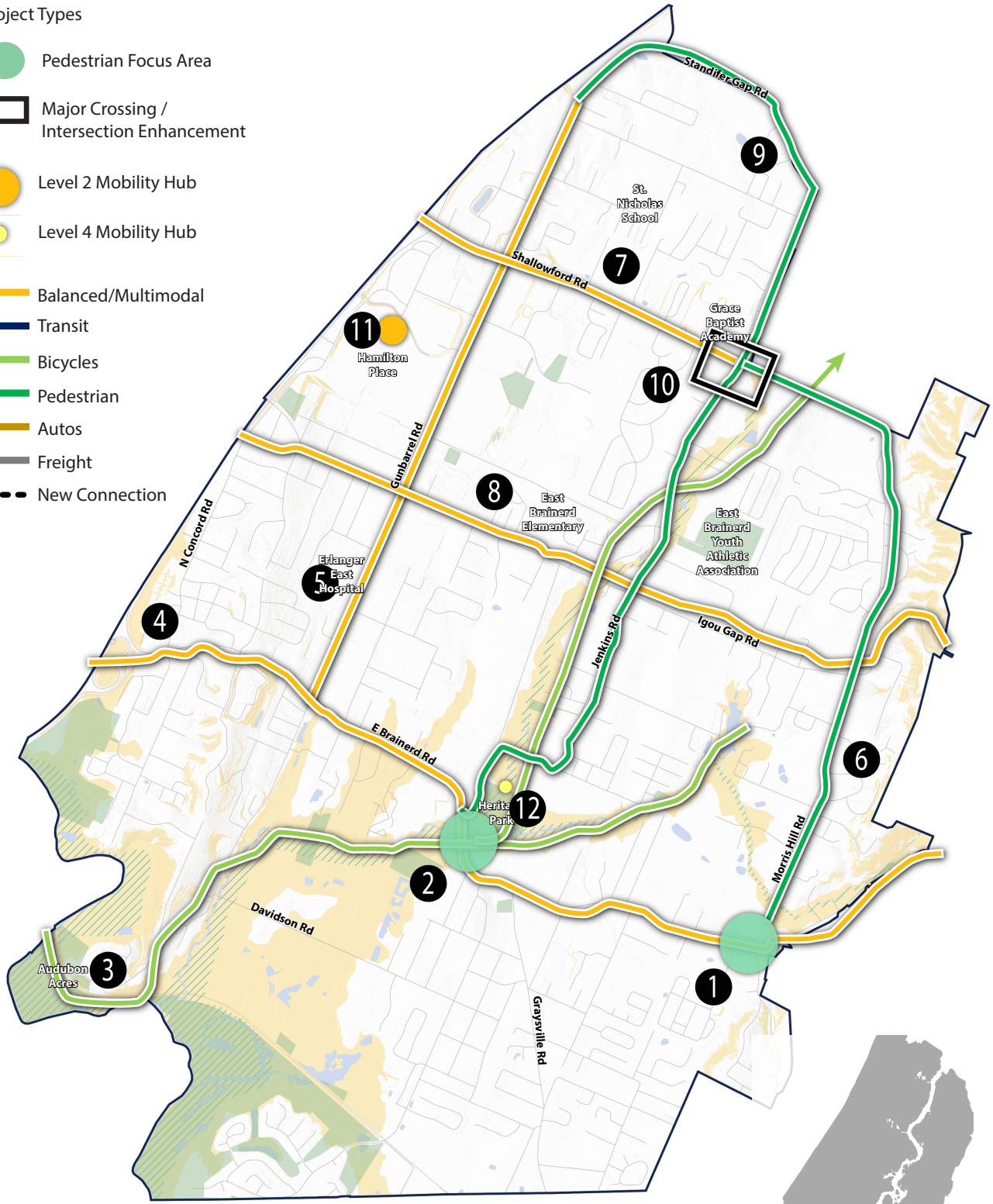
 **Level 3 Mobility Hubs:** These are more appropriate in a lower activity, neighborhood setting or in areas that are transitioning. These hubs are more oriented around pedestrians and bicyclists, also have a transit component. Level 3 hubs might be less centralized than Levels 1 or 2, with branded wayfinding and pedestrian improvements.

 **Level 4 Mobility Hubs:** These represent a modest level of investment and can be sited where a few modes interact, but the surrounding context does not warrant much infrastructure. Pedestrian and bicycle facilities are the most important pieces of these hubs, with some vehicle- and community-oriented facilities and, if applicable, a transit connection. These hubs serve to be a connection point for neighborhood residents to access bike share, car share, etc. to reach local destinations or transit stops. They can be located along commercial corridors or in shopping centers, public libraries and community centers.

TRANSPORTATION PROJECTS

Project Types

- Pedestrian Focus Area
- Major Crossing / Intersection Enhancement
- Level 2 Mobility Hub
- Level 4 Mobility Hub
- Balanced/Multimodal
- Transit
- Bicycles
- Pedestrian
- Autos
- Freight
- New Connection



- 1 Morris Hill Road and E. Brainard Road Pedestrian Emphasis Area:** In conjunction with land use policies to support mixed use and dense commercial and residential options, improve the nature of the designated area to facilitate the pedestrian mode of transportation. This includes safety improvements, which could require the redesign or signalization of the intersection. Consider options such as sharper curb radii, pedestrian leading intervals, narrower/fewer lanes, curb bump outs, shorter crosswalk lengths, functioning crossing buttons, or dedicated crossing intervals. Additional placemaking, lighting, and aesthetic improvements to indicate to drivers and pedestrians alike that the space is used by pedestrians is encouraged.
- 2 Graysville Road and E. Brainard Road Pedestrian Emphasis Area:** In conjunction with land use policies to support mixed use and dense commercial and residential options, improve the nature of the designated area to facilitate the pedestrian mode of transportation. This includes safety improvements, which could require the redesign or signalization of the intersection. Consider options such as sharper curb radii, pedestrian leading intervals, narrower/fewer lanes, curb bump outs, shorter crosswalk lengths, functioning crossing buttons, or dedicated crossing intervals. Additional placemaking, lighting, and aesthetic improvements to indicate to drivers and pedestrians alike that the space is used by pedestrians is encouraged. Consider the closing of the slip lane. Consider curb and sidewalk improvements to facilitate the addition of a bus stop, per CARTA's long-term network plan.
- 3 South Chickamauga Greenway Eastern Expansion:** The southern terminus of the South Chick Greenway is a loop around Camp Jordan. The proposed extension would continue to follow Chickamauga Creek eastward to Mackey Branch. The trail would continue to follow Mackey Branch to a terminus at East Brainard Youth Athletic Association. Prior to that terminus, the trail will fork at Heritage Park, with a branch of the trail following Ryall Springs Branch east as suburban connector.
- 4 E. Brainard Road Multi-Modal Improvements:** Consider protective elements for portions of E. Brainard with bike lanes, such as flex-posts, armadillos, or curbs. Where bike lanes disappear, consider additional sidewalk right-of-way for shared-use path. Ensure that the length of the route's sidewalks are complete, repaired, and to ADA standards; eliminate driveways where possible. Stripe all intersection crosswalks and consider other safety improvements, including functional crossing buttons, tighter curb radii, reduced crossing length. Improve street lighting and sidewalk tree coverage. Consider sidewalk improvements at locations for existing peak-only and dial-a-ride services and future CARTA stops on the short and long-term network plans.
- 5 Gunbarrel Road Multimodal Improvements:** Ensure that the length of the route's sidewalks are complete, repaired, and to ADA standards; eliminate driveways where possible. Stripe all intersection crosswalks and consider other safety improvements, including functional crossing buttons, tighter curb radii, reduced crossing length. Improve street lighting and sidewalk tree coverage. Consider sidewalk improvements at locations for existing and future CARTA stops on the short and long-term network plans. Consider an access management plan to reduce driveways and multi-directional turn-lane usage.
- 6 Morris Hills Road Sidewalk Additions:** Add sidewalks to Morris Hills Road from E. Brainard Road to Shallowford Road.

For definitions of common transportation project terms, see the Citywide Framework chapter.

- 7** **Shallowford Road Multimodal Improvements:** Consider protective elements for portions of Shallowford with bike lanes, such as flex-posts, armadillos, or curbs. Where bike lanes disappear, consider additional sidewalk right-of-way for shared-use path. Ensure that the length of the route's sidewalks are complete, repaired, and to ADA standards; eliminate driveways where possible. Stripe all intersection crosswalks and consider other safety improvements, including functional crossing buttons, tighter curb radii, reduced crossing length. Improve street lighting and sidewalk tree coverage. Consider sidewalk improvements at locations for existing peak-only and dial-a-ride services and future CARTA stops on the short and long-term network plans.
- 8** **Igou Gap Road Multimodal Improvements:** Consider protective elements for portions of Shallowford with bike lanes, such as flex-posts, armadillos, or curbs. Where bike lanes disappear, consider additional sidewalk right-of-way for shared-use path. Ensure that the length of the route's sidewalks are complete, repaired, and to ADA standards. Consider bike-box paint and/or a dedicated cycling signal at the Igou Gap Road and Gunbarrel Road intersection.
- 9** **Jenkins Road and Standifer Gap Road Sidewalks Additions:** Add sidewalks on Jenkins Road from E. Brainard Road to Standifer Gap Road, continuing the sidewalk network along Standifer Gap and onto Gunbarrel road to connect with the Gunbarrel Multi-Modal sidewalk project.
- 10** **Jenkins Road and Standifer Gap Rd. Intersection Redesign:** Consider a roundabout treatment with pedestrian facilities at Jenkins Road and Standifer Gap Road.
- 11** **Hamilton Place Level 2 Mobility Hub.** Build a Level 2 mobility hub in the Hamilton Place area of Chattanooga to enhance connectivity and access in this bustling commercial center. Incorporate transit enhancements such as bus stop amenities, fare vending machines, real-time information displays, and driver facilities. Include bikeshare stations, bicycle parking/storage, and access to bike facilities. Add pedestrian-friendly infrastructure and clear wayfinding signage. Provide electric vehicle (EV) charging stations. Additionally, consider incorporating microtransit services, facilitating bus transfers, developing park and ride facilities, creating public spaces and activities, and including package pick-up points.
- 12** **Heritage Park Level 4 Mobility Hub.** Located at Heritage Park.

For definitions of common transportation project terms, see the Citywide Framework chapter.

FOCUS AREAS

The following recommendations highlight opportunities for specific locations in Area 11 to further advance the community’s vision and goals. Some of the recommendations focus on opportunities specific to a designated center. In those cases, a drawing and an accompanying description have been included to illustrate one potential way each Center could be developed and made more walkable over time. These descriptions represent a possible future vision, not the way the Centers are today. Broadly speaking, many of these Centers have similar obstacles to transitioning into walkable mixed-use centers, including a perceived lack of safe and comfortable places to walk or bike, and a surplus of underused parking.

Depending on the location, some of these recommendations will require public action, while others are more appropriately implemented by the private developer and property owners.

East Brainerd Road and Jenkins Road Village Center

Positioned in the geographic middle of East Brainerd, and with two creeks—Mackey Branch and Ryall Springs Branch—flowing through it, this Neighborhood Center is the perfect place to stop for a cold beverage, a sandwich, or some ice cream if you’re taking a walk along the new East Brainerd Greenway or visiting the adjacent Heritage Park.

A VISION FOR THE FUTURE OF THIS CENTER

- » New trees along the sidewalks and in the parking lots are a welcome addition, providing shade on hot summer days. Rain gardens, added by several businesses, beautify the commercial area while also improving water quality in the two creeks.
- » A pedestrian path connects the sidewalk on East Brainerd Road to the grocery store and features landscaped bioswales to help absorb and filter runoff from the parking lot.
- » Cross access and shared parking agreements between businesses provides motorists with access to the traffic signal at E. Brainerd & Jenkins Road, reducing some of the traffic pulling into and out of multiple driveways.
- » The greenway has become popular with both casual users and with commuters who are opting for a bike ride to work instead of the car. The future connection to Camp Jordan and the South Chickamauga Creek Greenway will provide connections to more regional destinations including the Tennessee Riverwalk and downtown Chattanooga.
- » New walking paths connecting the nearby apartment complex with the grocery store and new restaurants that have filled in portions of the parking lots are making this Neighborhood Center a much more walkable destination for East Brainerd residents.



RECOMMENDATIONS TO REALIZE THIS VISION

Explore opportunities for public-private partnerships to pursue modest improvements to help promote and invigorate this area.

Strategies could include:

- » Installing wayfinding signage (especially that relates to the Park and creeks)
- » Commissioning murals and other public art installations
- » Connecting businesses to nearby sidewalks, neighborhoods, or paths at Heritage Park.
- » Create shared use parking agreements between commercial businesses fronting East Brainerd Road, wherever physically possible and identify cross access points between these parking lots.
- » Carve out space in the parking lots for outdoor dining patios at restaurants, especially near the proposed greenway.
- » Add some new mixed use buildings in out-parcel locations

Add both public and private sector improvements such as the following to improve walkability at this Center.

Strategies could include:

- » Plant street trees behind the sidewalk in front of all commercial properties in the Center.
- » Add more trees within existing parking lots to meet the landscape ordinance standards for new development.
- » Create a pedestrian path with plantings through the grocery store parking lot to connect the store to the sidewalk along East Brainerd Road.

Davidson Road Floodplains

Pictured on the next page are three different scenarios showing the Davidson Road area, in normal dry conditions, and during a flood event. The first set of images illustrates the area based on conditions in 2021: largely undeveloped rural land with a smattering of large lot homes. A few new subdivision developments have already been built at the edges of this area, but little else has been newly constructed.

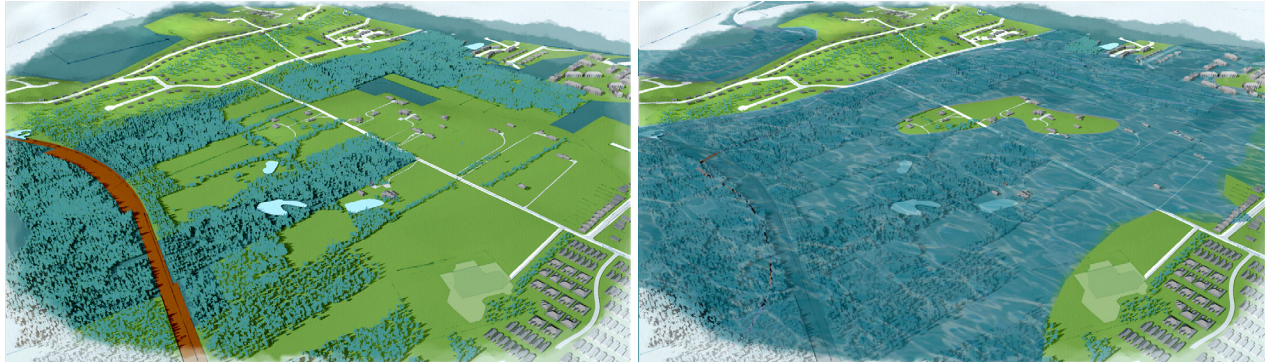
The second set of images portrays how much of the Davidson Road area *could* be developed in the future under the current zoning. With very few restrictions on development in the floodplain, an estimated 345 homes could be built on the larger lots. This area would transition towards a suburban character similar to elsewhere in East Brainerd. The third set of images portrays how the Davidson Road area might be developed if the plan's recommendations were put into place: Floodplains would be preserved using Conservation Subdivision Designs. This type of development clusters small-lot homes on portions of a site in order to preserve areas within the floodplain as undisturbed natural space. Using this approach, an estimated 190 homes could still be built, allowing some property owners and developers some return on their investment, while still reducing the impact on the environment and helping to maintain the area's rural character. Other lots located completely within the floodplain could be protected through conservation easements and other legal land conservation tools.

Protect the Floodplain. Develop areas within the Natural Resources Overlay Zone (see the Place Type map) particularly around South Chickamauga Creek and Davidson Road—only using conservation zones or other environmentally sensitive development techniques. Options for site development should include some or all of the following:

- » Use conservation subdivision designs (which the Planned Unit Development zoning tool is a component of), to cluster development in portions of the site, while preserving the portions with sensitive natural resources as undisturbed open space.
- » Incorporate rain gardens throughout all new developments
- » Minimize the amount of paving for streets and parking areas to reduce impervious surfaces.

DAVIDSON ROAD GROWTH SCENARIOS

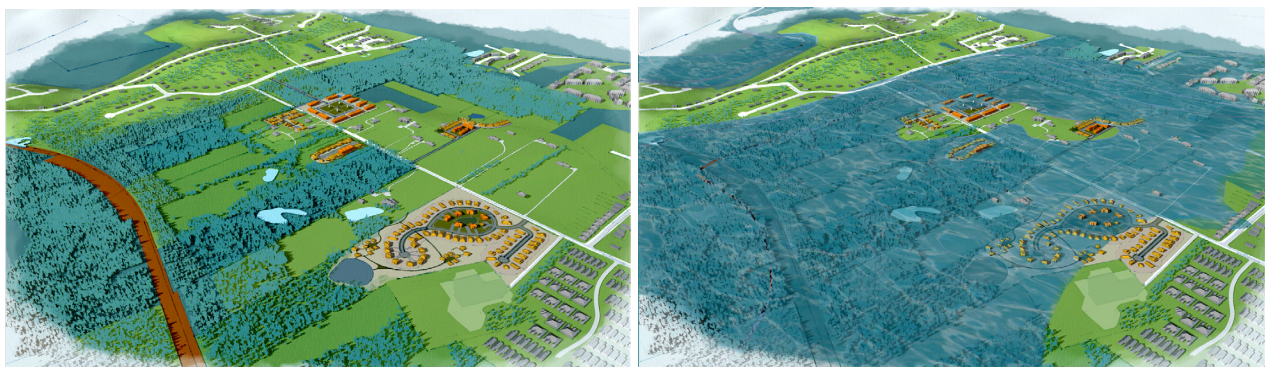
Davidson Road **today**, in normal conditions (below left) and in flood conditions (below right).



Davidson Road in the future using **current zoning**, in normal conditions (left) and in flood conditions (right).



Davidson Road in the future using **plan recommendations**, in normal conditions (left) and in flood conditions (right).



Note: The above renderings use the FEMA “base floodplain” (also called a “100-year” floodplain) that has a one percent chance of hitting an area in any given year, which translates to a 26% chance over the course of a 30-year mortgage. The extent of this flood area is approximate due to two factors: (1) Floodplains in Tennessee were mapped in the 1970s and are currently being updated by the Army Corps of Engineers, and (2) the use of currently required stormwater infrastructure in new developments would also mitigate flooding somewhat.

Morris Hill Road and East Brainerd Road Neighborhood Center (NC)

Once a standard suburban strip shopping center at the rural fringe, this Neighborhood Center is envisioned to become a community gathering place at the gateway of city and county.

A VISION FOR THE FUTURE OF THIS CENTER

- » The new restaurant built on the Publix center's outparcel, fronting East Brainerd Road, has become a popular destination with their outdoor dining garden.
- » New single-family and Missing Middle housing at the intersection of East Brainerd Road and Morris Lane, and on Morris Hill Road across from Christ United Methodist Church, have incorporated many of the same walkable elements—connected streets, short blocks, sidewalks and street trees—found in the Reunion neighborhood.
- » Some of the curb-cuts along East Brainerd Road have been consolidated making the sidewalks safer for pedestrians. New crosswalks and walking paths through the parking lots now link various businesses to the surrounding neighborhoods. All of these additions, plus new street trees and beautiful rain gardens have made this Neighborhood Center a popular destination.



RECOMMENDATIONS TO REALIZE THIS VISION

Improve Pedestrian Comfort. Add both public and private sector improvements such as the following to improve walkability at this Center. Strategies could include:

- » Adding shade trees along the sidewalks
- » Consolidating some curb cuts
- » Adding more trees and understory plantings to shade and screen all parking lots
- » Adding landscaped pedestrian walkways in the Publix parking lot to connect the businesses with the sidewalks along East Brainerd Road.
- » Adding a crosswalk on Hurricane Creek Road to connect Walgreens and the Publix center.

Energize the Corner. At the northwest corner of the Publix parking lot, create an outparcel for a future commercial development built up to the street.

Graysville Road and East Brainerd Road Neighborhood Center (NC)

In the future, locals may refer to this center as “Graysville Junction.” It is a thriving hub of community activity.

A VISION FOR THE FUTURE OF THIS CENTER

- » Property owners and local leaders have worked together with each other and the city to share their parking, close some street entrances to reconnect sidewalks, and plant new shade trees and landscaping along Graysville Road and East Brainerd Road, making this area much more pedestrian-friendly and pleasant for customers.
- » A new alley between Graysville Road and Gray Road provides a new way for cars, bikes, and people to easily move between businesses while keeping traffic moving along East Brainerd Rd.
- » The alley and cross-access between businesses allows motorists to access the traffic signal at E. Brainerd and Graysville Road and avoid leftturns across traffic to and from multiple curb cuts.
- » A handful of townhomes have also been built here, and several are occupied by business owners and employees that walk a short distance each day to work.



RECOMMENDATIONS TO REALIZE THIS VISION

Green the Pavement. Study the feasibility of greening this Center by installing an 8–10 foot street yard with trees and understory plantings behind the sidewalks. Encourage commercial property owners to add more trees to their existing parking lots.

Consolidate Access & Parking. Consolidate some curb cuts along East Brainerd Road and create lateral connections between parking lots to improve vehicular flow and pedestrian safety. Create a legal agreement between commercial property owners to share these parking lots.

Graysville Alleys. Explore opportunities to create an alley behind the buildings on the south side of East Brainerd Road. This alley would run parallel to East Brainerd Road between Graysville Road and Grays Drive and provide access to all rear parking lots.

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