

CHAPTER THREE

DEVELOPMENT PLAN

OVERVIEW/ISSUES

Background

Since its beginnings in the early 1900's, the community of Signal Mountain has confronted change in a variety of forms. The seasonal splendor of Signal Mountain Inn gave way to a growing and more permanent community increasingly tied to the burgeoning Chattanooga economy. Street cars gave way to new roads which provided more efficient and independent travel for Town residents and ushered in a new wave of growth. The compact and traditional development patterns of the Old Towne area gave way to residential neighborhoods with larger lots than those in Old Towne. But throughout all of these changes, the Town has endured and maintained the quality of life and unique perspective envisioned by its founder. Across the community, neighborhoods are safe; the scenic qualities of the natural environment take center stage over the built environment; and the Town is viewed as a premier living environment in the Chattanooga region.

It is now the responsibility of this generation of Town leaders and residents to provide a continuing vision and plan for the community as it enters its second century. New challenges are to be met and unforeseen opportunities will arise. This Plan seeks to provide the guidance, certainty and vision needed for the Town as it enters the unpredictable and exciting times of a new millennium. The effects of past practices and the prospects of future opportunities require this Plan. Change is inevitable and can not be prevented. This Plan presents a common vision for the Town as it confronts this change and provides actions that will assist the Town in achieving a future that preserves the best of the past combined with the opportunities and hopes of the future.

Finally, this Plan is not intended to be a blueprint. Decisions will continue to be made day to day, month to month and year to year. Rather it is a guide to decision-making for the Town, setting out the goals, policies and desires of the community and providing tools for achieving these ends. Growth and change will come to both the Town and our region over the next twenty years. We can either plan ahead for the community we want or we can allow events to shape Signal Mountain how they will. The choice is ours.

Format of the Plan

This Plan is organized around the topics expressed in the executive summary. Each topic generates a range of policies and actions that flow from the analysis and discussion. Where possible, these policies and actions are collected and mapped to provide a summary view of the Town's vision for its future and the actions required to achieve this vision. Finally, the Plan is

presented in a format that emphasizes its day-to-day importance as a policy and implementation tool for the Town over its importance in reporting all of the finding and analyses conducted during its creation. To this end, an exhaustive reporting of all analyses and findings is not presented, but instead a summary statement of findings is created. These findings demonstrate the need and provide justification for the policies and actions recommended herein.

Definition of the Study Area

The geographic boundaries of this Plan's study correspond to the boundaries of the Town of Signal Mountain as of December 1999. The majority of the Plan's policies and actions concentrate solely on the land areas contained in these boundaries. The Plan also recognizes that the Town is a part of a larger Walden's Ridge Plateau and Chattanooga area. Therefore, portions of the Plan are devoted to describing the Town's role in this regional network of communities.  illustrates the geographic boundaries of the planning study area. These limits correspond to the existing Town boundaries of Signal Mountain as of December 1999.

Key Issues in the Future Development of the Region

A review of past and current development and population trends and their impact of future development and land uses in the region indicate three critical issues for the mountain.

Issue No. 1: Unique Location: The communities of the Walden's Ridge Plateau share a unique position in the broader Chattanooga region. The pervasive natural environment and the topographic features separate these communities from the urban areas of Chattanooga and provide a unique living environment treasured by both past, current and future residents of the Plateau. With one main transportation corridor and limited support utilities to the area, natural or man-made events can contribute to disruptions in essential services to these communities.

Issue No. 2: Growth: It is clear that the region has been and will continue to be the focus of growth and development pressures. What is not clear is whether this future growth can be structured to enhance the Plateau versus just adding additional consumers to an already limited and finite resource base. Growth for growth's sake is neither desired nor needed. Furthermore, if growth management policies on the-Plateau equate-to-a de-facto "no growth" policy, then the unintended consequences may be to divert these development pressures into areas which do not possess the natural or man-made features that permit this development.

Issue No. 3: Interlocal Cooperation/Competition: It is clear that the Town has developed an infrastructure network and service system that assists its neighboring jurisdictions. Recognition of this interlocal cooperation and the elimination of interlocal competition is needed to ensure the long term efficient and cost-effective provision of infrastructure and services to the Plateau's residents.

General Characteristics of the Region

Over the past twenty years, the communities lying on the Walden's Ridge Plateau have been the focus of significant growth and development pressure. Between 1980 and 1990, the population of the area grew by 21.5 percent or an additional 2,300 persons over this period. Much of this growth has taken place in the Town. Population growth is expected to continue over the planning period as families continue to expand and a net in-migration occurs. Based on a review of local planning forecasts, population along the Plateau could reach a total of 19,000 persons by 2010.

Approximately 36 percent of the Town's residences are serviced by a public sewer system and virtually all residents of the Town have public water service available. The Walden's Ridge Utility District provides water service throughout the majority of the remaining areas of the region. Taft Highway (Hwy 127) provides the major transportation artery for the region, connecting the majority of the Plateau's residents to the Chattanooga area on a daily basis (approximately 90 percent of residents commute to work off the Plateau).

Future Land Use Map

The Future Land Use Map of December 1998 for the Town of Signal Mountain, Tennessee is recorded at Town Hall and on file at the Local Planning Office. The features depicted on this map provide a representation of the Town's intent and vision for future development over the next 10 to 20 years. The following features are included on the map:

1. Land Use Areas: The land use classifications described in this section are represented on the Future Land Use Map. Policies regarding the development of these areas are included in this section of the document, as well as in the following sections.
2. Note References: Specific notes are included to identify particular areas or situations in the Town to which special policies or attention should be applied. The notes are intended as graphic "reminders" for future leaders regarding the vision and policies generated during the development of this Plan.

The Town Manager and Planning Commission should be consulted to make any final interpretations of the Map prior to making any final land use decisions.

Signal Mountain's Vision of Its Future

Over the next 20 years, the Town's overall vision for its development and growth centers on the maintenance of small town atmosphere and quality of life within the developed portions of the community and the creation of stable suburban residential neighborhoods in the Shackleford Ridge Road area. To this end, the following land use issues are presented:

1. Residential development is expected to be the dominant development trend. Suburban residential densities and lot sizes are planned for the majority of undeveloped areas in the Town and the natural features and constraints existing on each particular property will dictate the scale and nature of the development. The natural environment shall not be consumed or overrun by the built environment.
2. Existing residential areas are to be protected and preserved through the creation of sewer and transportation master plans which identify feasible means by which efficient and environmentally-sensitive infrastructure services can be provided to these areas.
3. The Commercial Land Use areas in the Town should be "neighborhood" in scale and nature (i.e. providing goods and services for Signal Mountain neighborhoods and residential areas). As new households are created within and around the Town, the creation of new shopping venues may be needed. The opportunities to create these developments are included in this Plan, but the creation of these areas shall not infringe on or endanger existing or proposed residential neighborhoods in the vicinity. Extensive commercialization of major streets is strongly discouraged.

Descriptions of certain land use classifications appear below. These descriptions will provide general characteristics of the land use category (i.e. densities, minimum lot sizes, etc.). Following these descriptions, the specific policies intended to manage growth and interpret this Future Land Use Map will be presented.

Description of Land Use Classifications on the Future Land Use Map

Residential Areas

The existing residential Land Use classifications included on the Future Land Use Map are outlined below. These characteristics are provided so that comparisons can be made among the classifications and the general nature of each classification can be identified.

General Characteristics	Land Use Classifications			
	Residential Estate	Low Density Residential	Moderate Density Residential	High Density Residential
General Nature of Classification	Rural, low-density, large lot subdivisions with public water and septic sewer	Suburban Single family neighborhoods	Suburban/Urban Residential, Single Family and two-family	Urban Residential Single family, and Multi-family
Maximum Permitted Density Range	0 to 2 units per acre (0 to 0.5 acres/unit)	1.0 to 2.0 units per acre (0-0.5 acres/unit)	2.0 to 7.0 units per acre (Varies)	2.2 to + ? (Varies)
Appropriate Zoning Districts	Existing Residential Estate	Existing Low Density Residential, Medium Density Residential	Existing Moderate Density Residential, High Density Residential	Existing High Density Residential
Minimum Lot Size	Per existing Residential Estate Zoning Standards	Per existing LDR zoning standards	Per existing MDR zoning standards	Per existing HDR zoning standards

Non-Residential Areas

Outlined below are the general characteristics of non-residential land use classifications included in the Future Land Use Map.

General Characteristics	Land Use Classifications		
	Commercial	Public/Institutional	Parks/Open Space
General Nature of Classification	General retail, office and personal commercial areas	Public and institutional complexes such as Town Hall Complex, churches, schools, etc.	Major areas of public recreation and open space to maintain
Permitted Uses and Density	Per zoning standards of existing commercial districts Density not to exceed 0.25 F.A.R (Floor Area Ratio)	Public facilities, institutions of learning, etc. Density not to exceed 0.25 F.A.R (Floor Area Ratio)	parks, golf courses, dedicated open space Density for required structures not to exceed 0.10 F.A.R (Floor Area Ratio)
Additional Provisions	Expansion of existing commercial areas discouraged. This policy is to be reevaluated every three years in conjunction with the reevaluation of the Future Land Use Plan Map.	Institutional uses along Taft Highway projected to be churches, Town facilities and schools. Redevelopment of existing area discouraged unless broader public purpose is proposed and proven to the Town's satisfaction.	Major facilities indicated are intended to Remain over planning Period. Redevelopment of existing area discouraged unless broader public purpose is proposed and proven.

Illustration 3.3

New Maximum Permitted Density Standards for Zoning Districts

The following are the maximum permitted density standards for each of the existing and proposed zoning districts within the Town.

<u>Zoning District</u>	<u>Maximum Permitted Density/Floor Area Ratio</u>	
Low Density Residential	2.0 units per acre	(0.5 acres per unit)
Moderate Density Residential	2.5 units per acre	(0.4 acres per unit)
High Density Residential	4.5 units per acre	(0.22 acres per unit)
Specialty Commercial	0.25 Floor Area Ratio ("F.A.R.")	
Community Commercial	0.35 F.A.R.	
Highway Commercial	0.35 F.A.R.	
Office Commercial	0.25 F.A.R. / 6.0 units per acre (0.17 acres per unit)	
Planned Commerce Center	0.35 F.A.R.	
Warehouse and Wholesale	0.40 F.A.R.	
Planned Unit Development		
• Low Density	4.0 units per acre	(0.25 acres per unit)
• Moderate Density	4.5 units per acre	(0.22 acres per unit)
• High Density	5.0 units per acre	(0.20 acres per unit)

DEVELOPMENT GOALS

To adequately plan and allocate for its future land use, it is necessary that a community establish general development goals. In the context of a future land use plan, a goal is a general statement reflecting the objectives in the areas of land development, transportation, and service delivery the community wants to achieve. The overall goal of this land use and policy plan for the Town of Signal Mountain is to provide a quality living and working environment for the residents of the municipality.

The following goals are general statements that the Signal Mountain Municipal Planning Commission believes to be the desires of the citizens regarding the future development of the municipality.

1. To preserve, protect and enhance the quality of life in the Town while encouraging continued harmonious development to high standards.
2. To ensure that all residential developments provide pleasant and harmonious living environments, are served by adequate vehicular and pedestrian circulation systems, are served by adequate infrastructure, and are properly related to other municipal land uses.

3. To provide for a small number of concentrated commercial centers to serve the needs of Town residents.
4. To provide adequate and efficient public facilities and services, and to provide a diversity of cultural and recreational opportunities.
5. To provide utility services that effectively and efficiently meet the current and anticipated needs of the Town.
6. To provide an efficient and effective transportation system with appropriate linkages and capacities.
7. To encourage the development of vacant land which has less natural restrictions and which has the necessary infrastructure.
8. To carefully review and consider development proposals on land with natural limitations to assure safety and compatibility with the uses of nearby property, with no undue burden on taxpayers.

OBJECTIVES AND POLICIES

Introduction and Background

The Town is a small community and its most fundamental growth management problems can be resolved. But the goal of preserving and enhancing the high quality of life into the quality of the built environment requires more detailed planning and design standards than should be included in this Plan. Therefore, it is the intent of this section of the plan to prescribe overarching policies and actions which help to create and define the community character and design policies to which all developments within the Town are to be measured.

Despite the quality of much recent development in the Town, community enhancement standards are still needed for a variety of reasons. For example:

- some developments are of a lesser quality than others;
- in some areas there is little evidence of a consistent community focus in the built environment;
- the commercial areas that serve local residents are located in commercial developments that could be made more attractive.

Enhancing the quality of new and existing developments and community settings requires planning policies that are not grounded in the analysis of statistical trends and predictions. Providing solutions to these design issues relies on critical observation and evaluation of the

ultimate extent of public involvement in private investments and design decisions. This section seeks to provide balance and clarity to the community character standards established by the Town in order that a better-designed community and enhanced quality of life will result.

GENERAL DEVELOPMENT AND GROWTH MANAGEMENT

Assure the Integrity of the Natural Environment

1. The Town shall examine the existing development plan review and approval process and site plan review/approval process to assure that all developments are in harmony with their natural and developed surroundings.
2. The Town shall support existing Historic Districts as well as future requests for inclusion in the Town's Historic Districts.

Town Historic Preservation Program

Increase emphasis on protecting and restoring historic landscapes and settings as well as individual structures by: adopting comprehensive, town-wide historic preservation legislation protecting historic resources from demolition without proper review and approval; making an inventory and establishing a comprehensive listing of historic structures and districts; and coordinating local preservation efforts with local, state and federal programs to broaden potential scope and impact of such programs.

RESIDENTIAL

GENERAL LAND USE AND INFRASTRUCTURE CHARACTERISTICS OF STUDY AREA

As explained earlier in this document, the Town developed around the prominence and success of Signal Mountain Inn. Early development patterns were residential in character and centered around the present day Alexian Village complex. An examination of current development patterns across the Town (see Exhibit 3-2) indicates a community comprised primarily of residential neighborhoods connected by a few major transportation corridors. The overall gross density of the Town is approximately .67 units per acre, with residential single-family lot sizes ranging from approximately 15,000 square feet (or approximately 0.34 acres per lot), in the Old Towne area to half acre to an acre lots in the more recent subdivisions to larger, rural lots in the more remote portions of the Town (i.e. Shackleford Ridge).

The majority portion of the developed land in Signal Mountain is devoted to residential uses, consisting primarily of single-family dwellings, but also including multi-family dwellings. Variations on the traditional single-family dwelling subdivision have been discussed in Signal

Mountain as a way to expand housing opportunities while maintaining the essential character of mountain life. Cluster developments, open space zoning guidelines and other types of residential development options are seen as viable alternatives to previous development types. They will be included in the mix of housing types allowed, subject to appropriate safeguards.

POLICIES AND ACTIONS

Conservation and Development of Stable and Developing Residential Areas:

Several goals of this Plan center on encouraging a balance of housing opportunities through the preservation of existing housing areas and the development of other areas. The following issues have been considered in the formulation of residential land use policy:

1. **Stable Residential Areas:** The general objective is to continue to protect and preserve the existing stable residential areas of the Town. Stable residential areas exhibit a high level of maintenance and consist of a compatible mixture of land uses and housing types. The following sub-policies are recommended:
 - a. Stable residential areas shall be protected from disruptive uses such as incompatible higher density residential structures, and encroaching non-residential uses.
 - b. Routine maintenance by private property owners is encouraged and the overall condition of the property should be upgraded where necessary to preserve the stable development. When necessary, the Town shall utilize strict Codes enforcement to protect and preserve stable residential areas.
 - c. Vacant land adjoining stable areas or occupied land to be redeveloped should be utilized for residential, public, or semi-public development.
 - d. Densities of new residential development shall be compatible with surrounding residential areas and a buffer will be provided when there is a significant difference in densities. Reuse of existing residential structures will be designed to occur at a density compatible with surrounding structures.

Proposed residential development which has a significantly different size, height, or mass from adjacent existing development will be discouraged if the proposed differences detract from the use and privacy of the adjacent development. Existing non-residential uses that are incompatible with the residential character of stable adjoining areas are encouraged to be phased out and replaced with compatible uses. Special care should be taken to protect existing historical areas and promote the preservation of Signal Mountain's unique historical assets. Maintenance and improvements to the public infrastructure should receive attention necessary to help maintain the stable areas.

2. **Developing Residential Areas:** A large portion of the Town planning area has been planned for future residential growth. To guide this development, the following impacts will be considered:

A. Property owners proposing to amend this Plan, change the zoning classification of their property, or secure approval of a planned development site plan or subdivision plat shall have their proposed plans reviewed by the Planning Commission to determine whether the proposal complies with the requirements of this Plan. The Town staff will work closely with applicants of proposed developments to review the extent of impacts of their plan's elements. The evaluation of the proposal's impacts on individual elements of this Plan will be prepared and will reflect the goals, objectives, policies, and map elements contained in this Plan and other data, criteria, and information available to the departments. The seven broad impact categories to be examined are listed below.

Impacts:

1. Land use compatibility.
2. Transportation and traffic impacts.
3. Sanitary sewer and water demands.
4. Encroachment on the natural environment.
5. Potential storm water runoff hazards.
6. Impacts on community facilities.
7. Responsibility, if any, of the Town regarding the above elements and the anticipated public cost. Residential areas should be designed, to the extent practical, as neighborhood units. The design and organization of the neighborhood units are encouraged to provide amenities for permanent residents, including parks and recreation facilities. Developing residential areas will be protected from disruptive uses, such as incompatible residential structures and encroaching non-residential uses. Densities of new residential development should be compatible with existing adjoining residential areas and a buffer will be provided when there is a significant difference in densities. New development which has a significantly different size, height, or mass from adjacent existing development will be avoided if the differences detract from the use and privacy of the existing adjoining development.

The following policies reflect the attention to these concerns:

1. The Town shall examine the existing development plan review and approval process and site plan review/approval process to assure that all developments are in harmony with their natural and developed surroundings.

2. The Town shall encourage the use of transitional land uses such as linear greenbelts of other design elements between residential neighborhoods of differing densities, and between residential and non-residential areas in order to enhance compatibility of land uses.
3. The design of new developments will make appropriate provisions, depending on the unique setting of each site, for safe and convenient pedestrian walks and paths and a safe, convenient vehicular street system.
4. Open space overlay zoning will be developed, adopted, and monitored as a method of allowing residential development while preserving sensitive natural areas, where appropriate.

Sites with Historic Areas and Significance

Because this plan supports the protection and preservation of historic features, the following policies apply to areas and sites which are historically significant. Historically significant areas or sites shall be defined as sites, structures, or areas identified on the National Register of Historic Places or any other comparable state or local register of historic places.

1. Emphasis should be given to the upkeep and enhancement of publicly owned historic features.
2. Owners of private property that contain historic features should be encouraged to preserve those features in conjunction with any proposed development of the site and work closely with any public and private historical commissions in the Town of Signal Mountain, the Chattanooga area, or the State of Tennessee.
3. Application of regulatory measures designed to support the preservation of historically significant properties should be supported.
4. The potential impacts of proposed developments on historic sites or areas should be carefully considered, and appropriate measures should be required of the Owner that mitigate any adverse impacts.

UTILITIES

SUMMARY STATEMENT OF ISSUES/POLICIES

Given the geography and topography of Signal Mountain, the use of septic systems and other alternative forms of handling wastewater are becoming more common. As such, the Town

recognizes its responsibilities in assuring adequate and safe disposition of wastewater, as well as the full range of municipal utilities.

Master Plan for Water and Sewerage Services

This Plan recommends that Signal Mountain develop and adopt a Master Plan for Water and Sewerage Services for all areas of the Town, incorporating the following concerns:

1. Provision of public sanitary sewer service to newly developing areas in the Shackleford Ridge Road area eventually (see Appendix for broad outline of potential sewer master plan);
2. Provision of adequate domestic and fire fighting water services to existing and developing areas; Indicate equitable and feasible means of financing proposed improvements; and
3. Incorporate final recommendations into Capital Improvements Budgets for respective utility funds.

Stormwater Management Policies

The potential development of the Town's northern fringe could produce significant effects on properties which are located adjacent to creeks, streams, or waterways within the area. The following policies are adopted for proposed developments within the Town:

1. For all proposed development or redevelopment sites, post-development stormwater peak run-off and water-quality must not differ significantly -from pre-development conditions.
2. No construction, whether by private or public action, shall be performed in such a manner as to materially increase the degree of flooding in its vicinity or in other areas, whether by flow restrictions, increased run-off, or by diminishing channel or over bank storage capacities.

Provision of Essential Services Concurrent with Development

In all areas, essential services which should be provided as development occurs include roadway access (both local roads and facilities serving the development), public water for both domestic use and fire protection, sanitary sewers, and storm drainage facilities.

1. The responsibility for the provision of essential services is shared by the private and public sectors. Very large "regional" facilities are clearly a public responsibility. Localized facilities benefiting primarily individual developments are a private responsibility. Sometimes, localized facilities should be designed to serve a sizable area in the vicinity of a particular development. In such cases, joint public-private participation should be encouraged to assure proper initial facility design. In all cases, however, this Plan strongly recommends that the required right-of-way (as indicated on

the Town's Official Transportation Plan) of any public street be dedicated by a proposed development prior to its approval.

2. All proposed developments which involve the provision of new public or private roads should be subject to public water facilities adequate for urban fire protection, and storm drainage facilities.
3. In residential growth areas along Shackleford Ridge Road, where existing sanitary sewers are not reasonably accessible, compliance with the requirement of sewers should be achieved by one of the following alternatives: (a) a public sewer system and package treatment plant are provided or (b) developments are served with on-site wastewater disposal systems to standards.
4. In many predominantly rural areas recommended for eventual urbanization, pressure often occurs for development along existing public roads where required sanitary sewers and water are not available at urban standards. In such situations, low density development should be accommodated based on the following criteria: (a) such development will not adversely affect water service to existing development; (b) an acceptable on-site wastewater disposal system can be provided; and (c) lot design and site development are conducive to easy resubdivision of the property to increase densities after sewers become available. Such development should also be permitted in accordance to the above criteria where the extension of an existing water line is necessary.

Other

- a. Develop an education program for the use of septic systems.
- b. Encourage the continuation of the current Electric Power Board street light policy and underground utility lines installation policy.

TRANSPORTATION

SUMMARY STATEMENT OF ISSUES

Introduction

Although the system of streets and roadways will continue to be the dominant means of transportation throughout the Town over the planning period, this Plan strongly encourages and supports a "multi-modal" system be developed to its fullest extent. Alternative modes of travel are important for two reasons: (1) the Town's street network has been and will increasingly become a major "through" route for area residents which leads to greater traffic congestion and the need for alternative travel means, and (2) alternative systems (i.e., bikeways, pedestrian

trails) help to link the community together and provides a safer, more effective path for Signal Mountain's young people to travel to points of interest within the Town.

Accordingly, this Transportation Plan includes three major elements. First, **Exhibit 3-3** outlines a system of thoroughfares and roads within the Town that, when developed as planned, will accommodate the vehicular traffic associated with the addition of new homes forecasted on the land use plans outlined herein. Second, a system of bikeways and sidewalks is presented to supplement the thoroughfares and is shown on **Exhibit 3-4**. Finally, policies are presented to expound on the Transportation Policy section of the Executive Summary and to present sub-policies offering a higher degree of specificity.

TRANSPORTATION PLAN-ROADWAYS AND THOROUGHFARES

Exhibit 3-5 graphically depicts the Official Transportation Plan for the Town of Signal Mountain over the planning period 1997-2015. The general intent of this Plan is to inform both public officials and private citizens of the roadway improvements which will be required to adequately serve the vehicular transportation needs of the community over the next 20 years. As such, this section details the: (1) functional classification for existing roads or proposed roads in the Town (i.e., explains their purpose in the overall roadway network); (2) preliminary roadway improvement recommendations to be undertaken over the planning period (i.e., widening, intersection improvements, realignments, etc.); (3) policies related to accessing this street system; and (4) street system's relationship to the alternative transportation modes such as bikeways, trails, etc. In 1999, the Planning Commission decided to recommend against construction of the Proposed Timesville Road Extension that is shown on **Exhibit 3-5**.

Roadway Functional Classifications

This section deals with the function a particular roadway and addresses the degree to which the road serves to provide local access to abutting properties versus longer distance trips connecting more distant destinations by higher level roadways. For example, a short stretch of widened, two lane roadway within a wide right-of-way (i.e., Grayson Road) that serves as the entranceway to a residential subdivision would be shown as a "local" road on the Plan; conversely, a two-lane, unimproved rural road with a relatively narrow right-of-way (i.e., Shackleford Ridge Road) that runs continuously for miles and connects into other important roadways would be shown as a "Minor Arterial" on the Plan. The laneage and rights of-way of these roads may be similar, but their function and importance in the overall transportation network is quite different. The Transportation Plan has been prepared to indicate the required functional classifications for various roadways within the planning area to accommodate the projected land development. Formal definitions of each roadway classification and appropriate access policies are included below.

Principal Arterial

1. Provides access to major freeways and other principal arterials.
2. Provides efficient but not free or uninterrupted flow between major streets in highly developed areas through the limitation of the type and number of access points from adjacent land uses.
3. Provides major traffic movements to major generators of regional and area interest such as town centers, commercial complexes, and large employment centers.
4. Distributes large volumes of trips to and between freeways or other principal arterials emanating from lesser classified arterials and major collectors.
5. Provides routes for mass transit system to communities within the Chattanooga area.
6. Recommended right-of-way width and maximum laneage = 100 feet and 5 lanes.

Minor Arterials

1. Provides interconnection between principal and minor arterials.
2. Provides a lower level of travel mobility than principal arterials to major towns and communities
3. Provides routes for- mass transit system to communities within the area.
4. Provides a primary access to or through communities of non-residential and high density residential land areas.
5. Provides access to abutting commercial, residential, and industrial properties at predetermined locations.
6. Recommended right-of-way widths and maximum laneage = 70 feet and 4 lanes.

Collectors

1. Provides a primary access to an arterial road for one or more neighborhoods.
2. Distributes residentially-based trips to or from arterials.
3. Provides a limited amount of travel through neighborhoods which originates and terminates externally.

4. Provides direct connections to local roads and minor collectors.
5. Provides collection and distribution routes for mass transit system.
6. Carries a limited amount of through traffic, primarily local in nature.
7. Recommended right-of-way width and maximum laneage = 60 feet and 3 lanes.

Local Roads

1. Comprises all roads or residential streets not classified as arterials or collectors
2. Provides direct access to abutting land uses and higher order roadway classes except freeways.
3. Offers the lowest level of mobility of all roadway classifications and usually contains no bus routes.
4. Discourages through traffic movement.
5. Recommended right-of-way width and maximum laneage = 40 feet and 2 lanes.

Roadway Improvement Recommendations

Exhibit 3-5 depicts the location of the major street improvements as identified in the listing below. An over-all goal for reducing the burden on existing thoroughfares is the development of a new Arterial accessing the mountain. As such, this project is beyond the scope of this Plan, however, a detailed engineering study would provide information on the costs and benefits of such a major move, and would require the cooperation of the State of Tennessee and the local MPO. Until such time as a new access is built, the current transportation network should be maintained and improved for maximum efficiency. The following improvements are based on preliminary traffic analysis and intersection studies for the land used proposed and the existing system as of June 1997. More detailed traffic engineering and analysis (i.e., alignment grade and typical section plans) should be completed before final design of these improvements begins to ensure the need for additional laneage and the proper timing for these improvements. In order to provide for acceptable level of service for the area, the following major roadway improvement segments are envisioned:

Arterial Segments: The following arterial roadways will require improvement due to unacceptable levels of congestion or safety concerns:

1. Confer with the State of Tennessee regarding the widening of Signal Mountain Road from U.S. 27 to the Ridgeway Avenue/Palisades Drive intersection.

2. Confer with the State of Tennessee regarding the widening of Ridgeway Avenue and Taft Highway from the Ridgeway Avenue/ Palisades Drive intersection to Corral Road.

Road Realignments: The Plan recommends the following roadway segments or intersections be realigned to accommodate new traffic loads or provide additional safety margins.

1. Selected portions of Edwards Point Road and Shackleford Ridge Road (if not addressed previously during widening).

Intersection Improvements: The following are intersections which have geometric or sight distance deficiencies. Correction of these deficiencies will enhance both the safety and traffic capacity limitations at each location.

1. Ridgeway Avenue/Palisades Drive/Mississippi Avenue/Carlin Avenue (realignment and reworking to improve capacity and flow).
2. James Blvd at Timberlinks (realignment to improve sight distance).
3. Signal Mountain Blvd./Mississippi Avenue (realignment to improve capacity and safety).
4. Edwards Point Road at Shackleford Ridge Road (as part of Shackleford Ridge Road improvements).

Timing and Phasing of Improvements

The timing and phasing of road improvement projects in relation to land use development is a function of available funding combined with ease of construction. Priority should be given to projects which are needed to accommodate growth which has already taken place. The next area of emphasis is on those projects needed to handle growth during the next ten year period. Finally, those projects on the Transportation Plan which are needed for the 15 and 20 year planning horizon will need to be programmed.

In order to determine the timing and priority of individual projects, on-going studies of the functioning of the transportation network will need to be conducted and evaluated. An area-wide traffic counting program, as well as traffic studies of key intersections and corridors, will assist in monitoring the effect of land use and development on the highway system.

Finally, the Transportation Plan included in this report represents the roadway system which will be needed to adequately handle the traffic for the next 10 to 20 years. In many instances, the right-of-ways indicated are significantly more than what is needed according to the laneage requirements and the land uses projected. It is recommended, however, that reservations of right-

of- way be based on the right-of-way widths shown on this Plan. This will ensure that for the next period beyond 20 years, the various governmental units will have sufficient land to build the roadway system which will be needed at that time.

ACCESSIBILITY POLICIES

The following are sub-policies of the major Transportation policy section outlined in the Executive Summary. These sub-policies serve as the preferred method for assessing development proposals and their accompanying traffic improvements.

Access Policies for Major Streets: The following sub-policies apply to the major street system:

1. Level of Service: The level of service of any component of the major street system (i.e., arterials collectors and locals) shall not be diminished by a proposed development below a level which shall be established by the Town Planning Commission. The Planning Commission shall have the authority to require the developer of any project to submit a traffic study, prepared by a qualified traffic engineer and containing sufficient information. which demonstrates the proposed development's impact on the operation of the surrounding street network.
2. Concurrence in Land Use-Development and Street Improvements: Any proposed development which conforms to the land use policies of this Plan, but which requires additional street improvements in order to maintain the minimum acceptable level of service of the surrounding street network, should be approved only if one or more of the following funding mechanisms are in place: (1) the needed improvements are funded by the developer; (2) the needed improvements are specifically scheduled to be funded by a local government entity within two years; or (3) the needed improvements are specifically scheduled to be funded by the Tennessee Department of Transportation within three years.
3. Phasing of Major Street Improvements: Portions of the major street network which require extensive, staged improvements over the planning period in order to accommodate the projected population and growth should have phasing plans prepared. These plans are intended to time the provision of street improvements with the expected growth in population/employment that will depend on those improvements.
4. Access Policies for Existing Conditions: Where traffic conflicts result due to the location and/or nature of curb cuts for existing uses, this Plan strongly recommends that the burden of correcting such conflicts be placed upon the private property owner. A specific remediation plan shall be submitted to the Town Planning Commission for review and approval. Said plan shall incorporate design solutions that place the traffic carrying

capacity and safety of the public thoroughfare foremost and private access issues or problems secondary.

Access Policies for Local Streets: The sole purpose of local streets is to provide access to property in a manner which befits the type and density of development served. Accordingly, the following sub-policies apply:

1. The layout of local streets shall be designed to avoid through connections on local streets between higher order streets (collector, arterial) such that a short cut route may be provided. Through traffic is considered a harmful intrusion to residential areas and could cause destabilization and deterioration of these areas.
2. The layout of local streets shall be designed so that access to higher density residential or non-residential developments is not directed through lower density residentially developed areas. Where traffic conflicts result due to the location and/or nature of curb cuts for existing uses, this Plan strongly recommends that the burden of correcting such conflicts be placed on the private property owner. A specific remediation plan shall be submitted to the Town Planning Commission for review and approval. Such plan shall incorporate design solutions that place the traffic carrying capacity and safety of the public thoroughfare foremost and private access issues or problems secondary.

Curb Cut Policies for Major Streets (Arterials and Collectors): In order to promote the safety of the motorist and pedestrian and to minimize traffic congestion and conflict by reducing the points of contact, the following sub-policies should be applied along major traffic ways:

1. The maximum width of a driveway opening at the property line along a major street shall be 35 feet.
2. The minimum throat length of a driveway (measured from property line to the first parking aisle, driveway or intersecting street) shall be 75 feet for access to an arterial street and 60 feet for collectors.
3. Driveway openings shall be so located that vehicles entering or leaving the development will not interfere with the free movement of traffic or create a hazard on the public right-of-way. Where feasible, they shall be located where there are no sharp curves and steep grades and where sight distance is adequate for safe traffic operation. They shall be so located that they will not interfere with the placement of signs, signals, or other devices that affect traffic operation. Where traffic conflicts result due to the location and/or nature of curb cuts for existing uses, this Plan strongly recommends that the burden of correcting such conflicts be placed upon the private property owner. A specific remediation plan shall be submitted to the Town Planning Commission for review and approval. Said plan shall incorporate design solutions that place the traffic carrying capacity and safety of the public thoroughfare foremost and private access issues or problems secondary.

TRANSPORTATION PLAN'S RELATIONSHIP TO ALTERNATIVE MODES OF TRANSPORTATION

Exhibit 3.3 outlines a road system which ensures an adequate street network capable of providing safe and efficient transportation of people and goods within and through the Town over the planning period. This Plan recognizes, however, that this street system (if developed in the future as it has been developed in the past) will not cater to alternative transportation means such as bicycles and walking.

Accordingly, this Plan strongly encourages the use of the conceptual design guidelines outlined in the next section in the development and construction of future roadway improvements in the Town. These guidelines will accommodate proposed bike paths and foot paths, thus ensuring the feasibility of using an existing street as a comprehensive, "multi-modal" transportation corridor.

Bikeways and Sidewalks

Exhibit 3.4 graphically displays a conceptual bikeways and pedestrian trail system for the Town of Signal Mountain. This system of trails, sidewalks, and bikeways serves as a parallel reliever to existing roadways and as a greenway/trail linkage throughout the community. As population continues to grow in the Town, it is essential that a comprehensive pedestrian circulation system be established, especially in the emerging development areas on the Town's northern fringe. On a basic, functional level, the system needs to accommodate safe and well-defined circulation between key destination points. On a more sophisticated level, it could provide an interfacing network of parks and green spaces through which the pedestrian would travel. Tree-lined avenues might connect small neighborhood parks, which in turn could connect to the new bike trails along newly improved arterials and collector streets. These linkages could accommodate bicycles and joggers; but, whenever possible, would be separated from vehicular movement. Illustration No. 3.4 depicts a prototype bikeway/trail section.

In general, there exists three primary funding options to implement the bikeway/trail system. First, the federal ISTEA program provides grant funding for communities proposing alternative transportation solutions. These funds are administered by the state, competitively awarded, and require local funds to leverage the federal funds. Second, the Tennessee Department of Conservation administers a Trails program for communities seeking to implement a master trail system. Again, these grant funds are competitively awarded and require a local match. Finally, perhaps the most reliable source of funding for the system is local funding. New sidewalks and trails can be funded along with new roadway projects in the Town. If packaged as a part of an overall roadway system improvement, the costs of implementing the trails are less daunting.

Coordinated Planning for Greenways

Institute a program of mountain stream greenway planning by which all actions to protect these areas will be coordinated.

Continuity of Greenways

Emphasize maintaining or restoring the continuity of mountain stream corridors, especially in the developing areas along Shackleford Ridge Road, since corridor continuity is vital for the ecological health of such environments. Preserved resources that are isolated and surrounded by development do not survive as healthy, balanced environments.

Implementation of Greenways

Make mountain stream greenways a priority concern when planning future open space acquisitions, protection easements, local land trusts, or other forms of management agreements with private land owners. Where special conditions prevail, secure increased buffer areas along stream valleys.

Acquisition Priority

Establish a system of greenways in which the degree of regulation or acquisition is geared to the role and significance of specific stream valleys within the overall system of streams and tributaries.

INDUSTRIAL

SUMMARY STATEMENT OF ISSUES

Signal Mountain does not rely on large-scale industry on the Mountain to provide employment for its residents. Due to its location, excessive truck traffic is not practical and the Town's streets are not designed to accommodate large-scale shift changes. As of October, 2000, the establishment of an industrial base is not considered critical to the Town's economy.

A. Objective - To protect the Town from the adverse impacts associated with large-scale industrial development.

1. Policy

Maintain current practices and policies that do not allow the establishment of an industrial base in the Town. The Planning Commission and the Council shall reevaluate these practices and policies each time that they reevaluate the Town's Future Land Use Map (which is to occur every three years).

VACANT LAND/OPEN SPACE

INTRODUCTION

The desire for a high quality of life extends to a high quality environment and landscape in which to work, live, and play. As demonstrated in previous analyses, the Town of Signal Mountain will continue to be the focus of development pressures throughout the planning period, but this does not mean that unnecessary losses of natural resources and environmental quality must be endured. It is clear from the discussion emanating from the public input process of the Plan formulation that the preservation of existing natural features and the scenic beauty of the Town are paramount concerns of Town residents. These concerns extend not only to the impact on future development trends and areas, but also to the desire expressed by many residents whose homes are not currently served by the Town's sewer system to have their homes connected to the Town's sewer system.

Policies and actions promoting the preservation of the Town's scenic beauty are provided through site design standards and regulations regarding future growth areas.

SUMMARY STATEMENT OF ENVIRONMENTAL CONCERNS

On the whole, the community consists of mature, residential neighborhoods with large lots, towering tree canopies and little evidence of environmental problems. However, the Town Council would like to endeavor to prevent future environmental problems. Three key concerns surfaced during the analysis phase:

1. **Developed Areas Not Currently Served by the Town's Sewer System:** Many citizens who reside in such areas have expressed a desire to have their homes connected to the Town's sewer system. The Town requested advice about what alternatives may be available that might enable the Town to provide such sewer service and the costs associated with those alternatives.
2. **Natural Constraints in Newly Developing Areas:** Exhibit 3-7 indicates the general location and extent of natural constraints to development in the proposed development areas along Shackleford Ridge Road. Steep slopes and inadequate septic soils are the most prevalent constraints to future development, These constraints must be addressed in the actual implementation of development proposals generated by this Plan.
3. **Existing Land Use Regulation's Impacts:** Existing zoning and land use tools for development provide little incentive for developers to practice environmentally sensitive development design. Since the majority of future development areas do not contain sanitary sewer services and existing regulations do not impede density in environmentally sensitive areas, the typical development practice is to plan and develop the smallest lots possible and spread these lots across the entire property. The practice of rewarding

density on the basis of the indiscriminate use of the fullest extent of the proposed development property must be addressed. Recently, the Town's and Hamilton County's standards for septic sewer system approval, installation and maintenance were tightened.

POLICIES AND ACTIONS

1. Places of rare natural beauty and areas of historic interest should be preserved and maintained.
2. Mature vegetation, especially along stream banks should be protected from indiscriminate removal in order to enhance the aesthetic value of the landscape as well as to control erosion.
3. Open space overlay zoning will be developed, adopted, and monitored as a method of allowing residential development while preserving sensitive natural areas, where appropriate.
4. Develop a program to enhance existing mountain stream greenways and create new greenways where appropriate.

COMMERCIAL

POLICIES AND ACTIONS

Alternative Designs

Recognizing the importance of providing private individuals freedom to express their design ambitions and provide their contributions to the overall design fabric of the community, the Town shall review and may approve alternative designs which may not meet all the exact requirements of the community design standards but, on the whole, fulfill the intent of the standards by providing safe, efficient and aesthetically pleasing projects. Consistency and compatibility with current design standards are desired, but identical designs to existing-buildings or neighborhoods are not required.

Public Facilities in Commercial Developments

Seek sites within or adjacent to existing or future commercial developments when such facilities will be compatible with the businesses within such centers, when such locations will increase the accessibility of public services to the local population, and when such sites will improve the cost effectiveness of the development and operation of such facilities (e.g., shared parking or shared utility infrastructures).

Civic Design

Locate and design public buildings to stress their civic role (e.g., use them as landmarks at the joining of streets or as an edge to the clearly defined, centrally located public space).

Location

New commercial and other non-residential developments must be located in areas that are zoned for the particular commercial or other non-residential activity and are in accordance with the Town's Future Land Use Plan Map. The Planning Commission and the Council shall reevaluate these practices and policies each time that they reevaluate the Town's Future Land Use Plan Map, which is to occur every three years.

Traffic Studies

Require traffic studies for all new non-residential developments.

Design Standards

Establish and adopt design standards for site layout, signage, architectural and landscape design for the potential redevelopment of existing non-residential centers.

Public Space

Look for sites at key locations within commercial areas that redevelopment could change into more usable public space and green space.

Cooperation for Revitalization

1. Promote joint solutions to common problems where small separate businesses predominate (e.g., shared parking and shared activities such as common sign detailing and landscape design). Encourage the creation of local commercial improvement associations to help implement and manage such changes.
2. Encourage creation of commercial improvement associations.
3. Prepare and adopt a commercial establishment street access ordinance.
4. Encourage the development of a program to distribute grant monies from the Town to the Chamber of Commerce for improved storefronts and streetscapes.
5. Create a plan for improved streetscapes in commercial areas.

Community Design Standards & Guidelines

Develop and adopt a comprehensive set of community design standards and guidelines that will be required of new developments in all districts within the Town. These standards shall require safe, efficient and visually-appealing designs which are consistent with the overall design character of the community.

CHAPTER 4 IMPLEMENTATION STRATEGIES

There are several methods available for implementation of the objectives and policies developed in this Land Use Plan. A schedule for implementation is prepared that provides strategies for such implementation through establishment of time frames for completion, and identifying those responsible for specific actions. The implementation actions are grouped by land use category.

General Development

1. Site plan review process - Planning Commission to review and decide recommendation to Town Council for any possible zoning amendments (September 2000).
2. Support Historic Districts - Planning Commission and Council to provide on-going non-monetary support to Old Town Historic District and others as requested.
3. Future Land Use Map-Adopted December 1998
4. Annexation agreements/urban fringe study - monitor UGB process; Planning Commission to authorize annexation study/urban fringe study (July 2000).

Residential

1. Open Space Design Overlay Zone Regulations - Adopted January, 2000
2. Residential Densities - On-going review by Planning Commission.
3. Greenbelts/Buffering - On-going review by Planning Commission.

Commercial