

Bradley County, City of Cleveland, and City of Charleston, Tennessee
2035 Comprehensive Plan and Small Area Plans
Request for Proposals

Issue Date: September 23, 2011

Project Overview and Qualified Candidates: Bradley County, and the Cities of Cleveland, and Charleston, Tennessee recently completed the *BCC 2035 Strategic Plan*. Among the action items called for in the Strategic Plan were the development of separate but coordinated comprehensive plans for these communities along with a series of three more detailed small area plans. Proposals are sought from firms and/or consortia of firms with planners and design professionals experienced in the development of comprehensive plans and area plans for small and medium-sized communities. The City of Cleveland is managing the consultant selection process and will be administering the contract with input from Bradley County and the City of Charleston. The project is funded by the U.S. Economic Development Administration as well as Bradley County and the City of Cleveland. Total contract expenditures for the project are not to exceed \$250,000. A detailed RFP is available at www.cityofclevelandtn.com . Women and Minority-Owned firms are encouraged to submit letters of interest and proposals.

Letters of Interest: Any qualified consultant or team of consultants desiring to submit a proposal must submit a letter of interest identifying a primary contact person with contact information, and providing a summary of qualifications to perform the work and related experience. The letter of interest is to be submitted to Greg Thomas (contact information below) no later than **October 5, 2011**. Consultants who have submitted the required letter of interest may submit proposals by the proposal deadline.

Proposal Submittal Due Date: Proposals must be received by **October 12, 2011**. Any proposal not received by the City of Cleveland's Department of Development and Engineering Services prior to the time set in this RFP shall be disqualified.

Submittal Copies: **Ten (10)** hard copies and **one (1)** electronic copy of the proposal must be submitted in a SEALED ENVELOPE or BOX with **RFP: 2035 Comprehensive Plan**, written clearly on the outside.

Contact: All submittals and inquiries for information are to be directed to:
Mr. Greg Thomas, AICP
Planning Director
City of Cleveland Department of Development and Engineering Services
185 2nd Street NE
Cleveland TN, 37311
e-mail: gthomas@cityofclevelandtn.com
phone: (423) 479-1913

Project Contract Period: the contract will require all work to be submitted by September 8, 2012.

I. INTRODUCTION

a. Community Profile

Bradley County, and the cities of Charleston and Cleveland, Tennessee together are a growing community of almost 100,000 people located along Interstate 75 just northeast of Chattanooga. While the economy of the county was historically agricultural, the available supply of raw materials, a large and willing workforce, and a transportation network of highway, railroad, and barge transportation led to the Chattanooga area and Bradley County's emergence as a major manufacturing hub in the southeastern U.S. during the last century.

Today, Cleveland, Tennessee, with a population of over 41,000, is the 5th largest industrial city in the state and the location of 12 Fortune 500 manufacturers. Cleveland/Bradley County is one of the fastest growing metro areas of the state due not only to its economic opportunities, but also its attractive quality of life. County residents enjoy a mild year round climate, the recreational opportunities that abundant streams, rivers, and lakes provide, as well as only a few minute's journey to the Smoky Mountains National Park and Cherokee National Forest.

Cleveland is the international headquarters of the Church of God, and the home of Lee University and Cleveland State Community College. Lee University is the second largest privately owned university in the state, second to only Vanderbilt. Cleveland State was recently placed in the national spotlight as an example to the country of student achievement in graduation rates during a national education policy address by President Obama at the University of Texas on August 9, 2010. Cleveland is often cited in national publications as one of the country's best locations to live, raise a family, and retire.

Despite a national economic downturn, the prospects for growth in jobs and the local economy in Bradley County has never been better. In 2008, Volkswagen announced the selection of a 1,350 acre site less than 12 miles south of Cleveland as the new location of Volkswagen's first U.S. automotive manufacturing and assembly plant. In February 2009, the German chemical conglomerate, Wacker Chemie AG, announced their plans to construct a new hyperpure polycrystalline silicon facility in the U.S. and purchased land in north Bradley County next to the town of Charleston (population 630). Later it was announced that the Wacker Chemie AG plant would be larger and have a larger employment than originally proposed. Olin Chemical, an existing Bradley County employer also in Charleston, announced a major environmentally friendly modernization of its chlorine plant. Whirlpool, owners of a cooking products plant that has been in Cleveland for nearly a century, is now building a completely new plant in Cleveland.



Amazon is building a major new distribution facility in north Bradley County. Existing businesses continue to expand and the community is attractive to new industrial prospects. Planning for growth and economic development is contributing to this success, but planning is not complete.

b. Project Need and the BCC2035 Strategic Plan

While the Cleveland/Charleston/Bradley County community is evolving as Tennessee's center of sustainable and renewable energy manufacturing, the challenge for local government is to likewise plan for inevitable and sustainable growth. Approximately 33,000 new residents, 14,000 new housing units, and 19,000 more jobs are expected in Bradley County by 2035, roughly another city the size of Cleveland. Where and how this growth occurs will affect the community in many ways, from "green collar" job opportunities to community appearance and quality of life to the costs of government services. Bradley County and the cities of Cleveland and Charleston working cooperatively with the Chamber of Commerce, utility providers, regional authorities and state agencies, and others recently completed the *BCC2035 Strategic Plan*, a long-range vision is focusing on the actions that are needed to maximize the benefits of growth opportunities in a sustainable manner while minimizing the potential negative impacts such as sprawl.

The *BCC2035 Strategic Plan*, was crafted over a one-year period beginning in late 2009. It was overseen by a team including the City of Cleveland planning staff, Bradley County planning staff, Chamber of Commerce representatives, a consultant team led by McBride Dale Clarion, a twenty-five member citizen based Task Force (appointed representatives from a variety of local and regional organizations, agencies and departments), and a broad citizens Planning Forum (an open public group of interested and concerned residents, business owners, and land owners). The planning team worked through a five-phase process:

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

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

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

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

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



scenario on which the strategic recommendations of the Plan are based.

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

Plan Recommendations focused on the growth coordination and a land use framework, which were supported by recommended actions. Following recommendation from the Task Force and Planning Forum, the City and County Planning Commissions and Board of Advisors for the Chamber of Commerce reviewed and adopted the Strategic Plan. The Plan will serve as a guide in future planning and coordination efforts between the jurisdictions and agencies in the region.

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

The **Guiding Principles** agreed upon by the Task Force were:

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



The **Common Goals** of the *BCC2035 Strategic Plan* include themes of efficient growth, infrastructure directed growth, economic competitiveness, fiscal sustainability, transportation choices, housing choices, natural and cultural resource protection, livability and quality of life, placing value on existing communities and neighborhoods, and intergovernmental coordination.

Common Goal 1: Efficient Growth. Bradley County will grow and develop efficiently relative to the cost and timing of providing infrastructure and public facilities.

Common Goal 2: Infrastructure Directed Growth. Infrastructure and public facilities that meet defined level-of-service standards will be provided concurrent with new growth and development.

Common Goal 3: Economic Competitiveness. Bradley County will enjoy a growing, diverse, and balanced economy that provides equitable benefits to all segments of the population.

Common Goal 4: Fiscal Sustainability. A strong local economy and a diversified tax base will help position the local government to generate the revenues necessary to finance infrastructure and public facilities in a fiscally responsible manner.

Common Goal 5: Transportation Choices. A variety of transportation choices will be available to Bradley County residents and businesses, including safe and efficient roads, safe and welcoming bicycle and pedestrian facilities, and public transportation options.

Common Goal 6: Housing Choices. A balanced range of quality housing choices will be available to meet the needs of the full life cycle of ever changing demographics.

Common Goal 7: Natural and Cultural Resource Protection. Sensitive natural and cultural resources will be preserved and protected, and viewed as positive assets of the community that contribute to a sustainable future and a high quality of life.

Common Goal 8: Livability and Quality of Life. New growth and development will have a quality and character that promotes community livability, quality of life, and sustainable communities.

Common Goal 9: Value Existing Communities and Neighborhoods. Existing communities and neighborhoods will be valued, strengthened, supported, and enhanced.

Common Goal 10: Intergovernmental Coordination. Bradley County, the City of Cleveland, and the City of Charleston will work collaboratively and cooperatively to advance the goals of this Strategic Plan.



The **Common Goals** are supported by a series of three geographic growth areas that identify specific approaches to growth management within three distinctly different areas of the region (referred to as “Growth Framework Areas”). These framework areas recognize that there are different challenges to accommodating growth in urbanized areas than in the rural or fringe areas. Because the BCC Region has mature and established communities as well as new growth areas, the communities will need to implement unique approaches in each of the framework areas. The **Growth Framework** (see Figure 1) areas include:

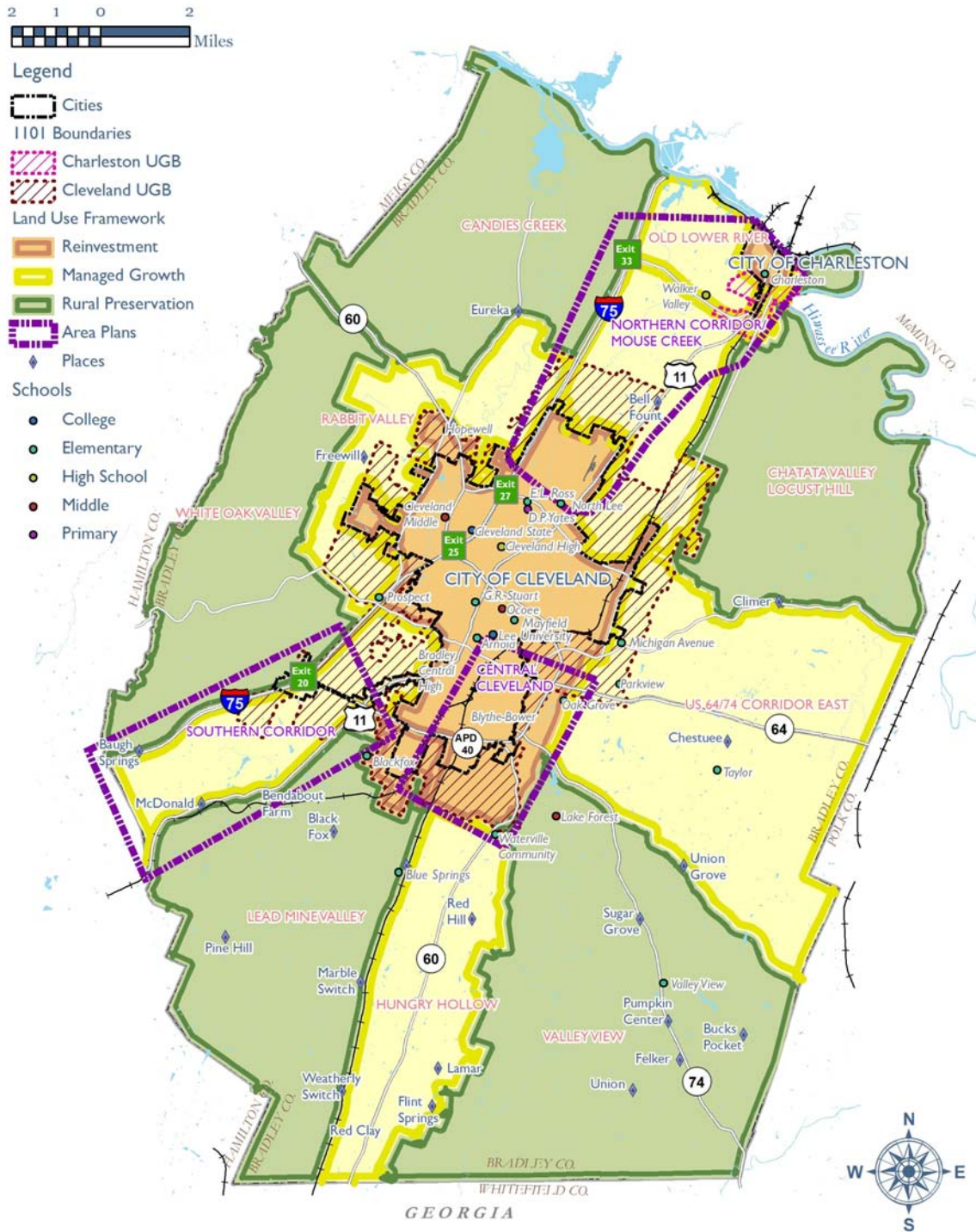
1. Reinvestment Areas: Areas where growth will occur primarily as infill and redevelopment.

2. Managed Growth Areas: Areas along major regional corridors and at the perimeter of the urbanized areas where the greatest development pressures are anticipated; these areas are targeted for coordinated planning for services, infrastructure and land use.

3. Rural Preservation Areas: Areas where the traditional agricultural and wooded landscape contributes both culturally and economically to the region’s character and livability.



FIGURE 1A



The plan also recognizes **Locations of Regional Importance** (the numbered locations on second page of figure 1; they are described in the Strategic Plan) represented by particular sites with known or anticipated development potential.

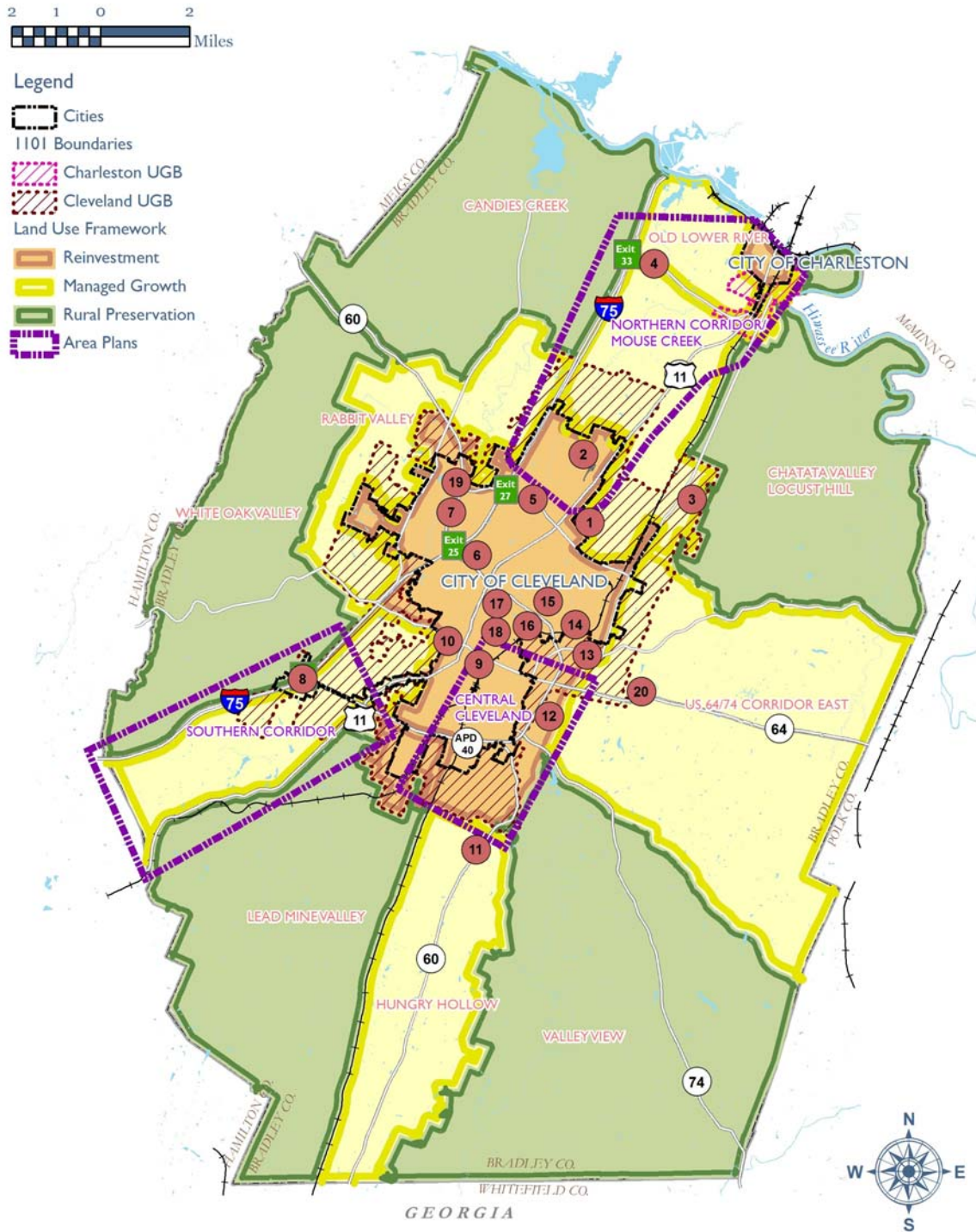


These are representative locations with potential to absorb residential and economic development pressures and shape the growth pattern of the region. These areas are identified on the Locations of Regional Importance Map (see Figure 1B). The cities and county recognize these areas as opportunities to create planning partnerships with the development community. These locations will play a key role in the future of the region, and their impacts and influences should be accounted for in the comprehensive and area plans. Working with property owners and developers in these representative locations to realize their goals will be important in the communities overall planning success. The **Locations of Regional Importance** identified in the *BCC2035 Strategic Plan* are listed below (numbering corresponds to dots on map in Figure 1B):

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



FIGURE 1B



The *BCC2035 Strategic Plan*, available for review at www.cityofclevelandtn.com, includes a ten-point “Call to Action”:

1. Comprehensive Planning. Create coordinated city/county comprehensive

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plans consistent with the common goals and vision of this Strategic Plan.

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

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

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

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

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

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

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

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

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

The work for which this Request for Proposals is issued is specifically in response to items 1 and 2 in the “Call to Action” and it is intended to be informed by the Strategic Plan as a whole.

II. SCOPE OF SERVICES

A. General Description

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The project will provide for comprehensive planning for sustainable growth throughout Bradley County and the Cities of Cleveland and Charleston, including redevelopment of the center city core and two other corridors of growth as a location for new industry and job opportunities. This comprehensive planning will implement the outcomes of an EDA-assisted joint strategic planning effort, the *BCC2035 Strategic Plan*. The comprehensive planning effort will guide the response to the issues and concerns that arise from the unprecedented growth experienced by the community.

The first proposed "outcome" of the planning process to be undertaken with EDA and local funds is the next logical step in Charleston, Cleveland, and Bradley County's preparation for impending growth and the process towards obtaining sustainability. The Comprehensive Plan establishes policy that translates into other planning documents that outline the procedures for adherence to the policy, usually through local ordinances and codes. For example, the section of the Comprehensive Plan that establishes policy relative to future land use is the foundation of a city or county's land use plan. The zoning ordinance is one of the government's enforcement tools for adherence to the land use plan.

The second, third, and fourth "outcomes" of the project will be the formation of three "Small Area Plans", one each for Southern Corridor Exit 20/McDonald area, the Northern Corridor/Mouse Creek Road area, and the Cleveland Central City area.

B. Guidance from *BCC2035 Strategic Plan*

Cleveland/Charleston/Bradley County are proposing to build upon the accomplishments and momentum of the *BCC2035 Strategic Plan* and work together to develop a Comprehensive Plan. In addition to the Comprehensive Plan, the work is to include three small area plans for the Southern Corridor Exit 20/McDonald area, the Northern Corridor/Mouse Creek Road area, and the Cleveland Central City area. As part of the scope of the *BCC2035 Strategic Plan*, the consultant was asked to provide guidance for the future development of a comprehensive plan and three small area plans. This guidance from the *BCC2035 Strategic Plan*, is viewed as informative and important for this project, but not necessarily binding in all of its details. However, the comprehensive plan and the three small area plans should specifically support the ten "Common Goals" and the ten points in the "Call to Action" from the *BCC2035 Strategic Plan*.

1. The Comprehensive Plan

The *BCC2035 Strategic Plan* identified the projected consequences of growth for the community and assisted in identifying a vision for the county. That vision can only be realized through the implementation of policies and procedures allowable by the laws and statutes of the state. The Comprehensive Plan is the local government's guiding document for how a city or county will grow and develop. The *BCC2035 Strategic Plan* contained specific ideas and recommendations for comprehensive planning which are articulated below:



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

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

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

The county and cities have a history of comprehensive planning upon which to build. However, the current plans are out of date, and have not served as a vision that has been broadly embraced by the community. Given the growth pressures that the communities now face and the desire to manage the impacts of that growth in a positive way, the time is now ripe for the communities to update and modernize their comprehensive planning efforts to serve as overarching visions and frameworks for action to maximize the benefits of expected growth while minimizing negative impacts of growth. In this case, the county and the cities have the benefit of this Strategic Plan as a starting point for the comprehensive plans. The Strategic Plan has a base of information about growth and common goals for the future that can be built on in the comprehensive plans. Likewise, it establishes a desired geographic framework of growth around which the comprehensive plans can be developed. The updates to the county and city comprehensive plans will be guided by the following principles:

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

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



impacts, and others cross jurisdictional boundaries. As this strategic planning process has shown, working in coordination with each other has the potential to result in addressing issues that no jurisdiction can adequately address on its own. Thus, strategies will be needed that allow for each community to update its comprehensive plan, but to do it in such a way as they are coordinated. A process that uses joint staff teams, joint advisory committee, and joint elected official involvement should be developed as part of the design of a process of the comprehensive plans. Similarly, the processes will be coordinated to maximize efficiencies and resources, especially at the technical level. For example, the analysis of land use patterns and trends, the mapping of natural resources, the refinement of growth forecasts, the modeling of growth impacts, and other analyses should be conducted jointly to maximize efficiencies. Much of this base work has already been conducted in this Strategic Plan and should be used in the comprehensive planning process. Each jurisdiction will need to go into more detail on their respective issues (such as rural issues in the county or urban issues in the city), but there are common and coordinated approaches that the jurisdiction can share.

Citizen Based Plans. Comprehensive plans should be based on a strong foundation of citizen involvement. This Strategic Plan was the result of a public process that used a citizen planning forum, but the nature of the regional issues did not lend itself to an extensive grass roots effort. The comprehensive plans, on the other hand, should involve a more extensive outreach program, including geographically diverse opportunities to shape the plan. Generally speaking, the outreach should involve opportunities for input at the beginning of the process to help shape the agenda of issues, in the middle of the process a “check point”, and near the end of the process as a way to verify that the plans reflect citizen values. The use of a citizen based steering committee should also be considered. One of the first steps in the comprehensive planning process should be the design of a citizen outreach plan that meets the unique needs of each jurisdiction. Each community should establish a way to engage the public. The approaches may vary for the cities and county, and the structure of the process may be different for each community. However, a joint committee or group which meets to coordinate and review the plans should be considered. Options the communities may consider include:

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

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



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

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

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

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

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

2. Three Small Area Plans

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



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

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

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

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

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

The three area plans should be guided by many of the same following principles that apply to the comprehensive plan recommendations above. Like the comprehensive plans, the area plans should follow a systematic planning process



that interrelates an understanding of the forces and trends that are shaping the community with the values of the people that live and work there. They should be citizen driven, involving an advisory committee representing a cross section of interests as well as ample opportunities for any citizen to have input.

There are several things that are unique about the area planning processes. Unlike the comprehensive plans, which will be “separate but connected and coordinated”, each of these area plans will result in a single joint plan to be adopted both by municipal and county officials. This means that the plans must be prepared with the idea that both sets of elected officials will ultimately be asked to approve the same document. The implication of this is that both City Council and the County Commission must be engaged throughout the process. The use of joint meetings of City Council and the County Commission should be considered. In the case of the Northern Corridor, both the Charleston and Cleveland City Councils will need to be engaged in addition to the County Commission. In many ways these area plans are like the comprehensive plan from a process perspective. In fact, it may be even more important to carefully design the citizen outreach elements of the area plans. Experience has shown that the more local the concerns, the more interest there is by citizens. The comprehensive plans will likely generate more grass roots interest than this Strategic Plan, and the area plans will generate even more interest than the comprehensive plans.

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

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

C. Work Content to be Included in Proposal

Item 1: Plan Process, Public Participation, and Coordination in Plan Product and Process



The consultant is to present a schedule for accomplishing the comprehensive plan and the three small area plans by September 8, 2012. The consultant is to describe his or her understanding of the work to be accomplished and the process and methods by which he or she would accomplish the work. The consultant is to propose a planning process that will include meetings with staff; meeting at key points with elected officials and citizen groups; proposed data collection, analysis, and presentation; and a list of project deliverables. The consultant is to provide a proposed budget and costs for the project. The consultant is to identify key project personnel, their qualifications, and the proposed hours of work on the project.

Public input is a crucial part of the planning process. The consultant is to propose a process for public participation in the comprehensive plan and small area plans that will allow the public to interact with data about the community and to provide input leading to specific goals and strategies for development and redevelopment as these appear in the various comprehensive plan elements and the small area plans. The consultant should describe maps, graphics, and visualization techniques to be incorporated in the plan documents and/or used in the plan processes. Maps should be provided in an ESRI-based format consistent with the requirements of Bradley County and the City of Cleveland. Proposed tools and techniques for engaging the public in revisions and updates to the comprehensive plan and small area plans after these are initially adopted are important.

Planning resources and the time available from the public, local officials, and others to engage in planning are limited. Planning should be both meaningful and efficient in the local context where it must be carried out. The *BCC2035 Strategic Plan* referred to separate but connected and coordinated comprehensive plans. However, the consultant may propose a single comprehensive plan document with component parts applicable to the community as a whole and separately to the individual jurisdictions where reasonable divisions can be made. Such a single comprehensive plan document could entail a coordinated planning approach to common opportunities and challenges for Bradley County, Cleveland, and Charleston, but would also include goals, strategies, policies, and supporting information suited to the circumstances of each community. Given the timeframe of one year or less to complete the comprehensive plan and the small area plans, the consultant may propose a process that combines data analysis, meetings, public input, etc. for one or more of these plan documents where such is reasonable. The *BCC2035 Strategic Plan* produced a large amount of data, maps, graphics, and analysis; these and other existing resources are anticipated to be serviceable for the comprehensive plan and small area plans thus allowing the process to move more quickly to public dialogue and application of planning techniques leading to proposed goals and policies for plan implementation.

Item 2: Comprehensive Plan Elements and Implementation

a. Land Use Element

The consultant is to propose a land use element for the comprehensive plan. This element is to contain the available existing land use and zoning maps for the jurisdictions, formatted for the comprehensive plan. The land use element is to propose a county-wide future land use map for the 2035



planning horizon. Separate future land use maps should also be presented for Bradley County, the City of Cleveland, and the City of Charleston. The future land use element should contain other maps as necessary to tell the story of anticipated future growth and express the desired policy outcome of the comprehensive plan process in combination with the small area plan process. The growth framework and other maps, data, and policy information *BCC2035 Strategic Plan* should serve as the starting point for the future land use element and its maps. The future land use element should incorporate a vision developed in dialogue with stakeholders as described in Item 1. The future land use element should contain goals, objectives and policies consistent with the vision for future land use. Statements of vision as well as goals, objectives, and policies should express that which is in held in common by the three jurisdictions but should also be in a format easily divisible by jurisdiction. The future land use element should also incorporate a review of existing zoning and subdivision regulations and recommendations for revisions needed to implement the future land use element. Key growth and land use data from the *BCC2035 Strategic Plan* and other sources, on which the consultant bases the proposed plan should be documented in summary form as should stakeholder input (addresses in part, point #1 and point #7 in the *BCC2035 Strategic Plan* “Call to Action”, Common Goals 1, 2, 4, 6, 7, 8, and 9).

b. Housing Element

Charleston, Cleveland and Bradley County strive to keep and enhance their livability. The community’s housing goal is to provide for diversity in the type, density and location of housing within the Cities and County to ensure there is an adequate supply of affordable housing units to meet the needs of community residents of various income levels. The *BCC2035 Strategic Plan* projected the number of new residents and additional housing units needed to 2035. The overall existing housing stock in 2035 will need to be such that it meets the needs of the community in size, type, and affordability. Efforts to maintain existing housing stock and neighborhoods will be important. Special needs issues among the population will be important. The consultant will have to work with housing officials to obtain existing data and may need to generate additional data. These data will need to consider relevant future demographic characteristics, and these should be informed by the economic development element and information from the *BCC2035 Strategic Plan*. The housing element should propose goals, policies, and objectives for future housing that incorporate information contained in the *BCC2035 Strategic Plan* such as the proposed infill and redevelopment areas. Attention should be given to the future land use maps such that the needed housing types are accommodated and that these can be located such that they have access to utilities, public facilities and services, and transportation. Consideration should be given to anticipated future housing affordability gaps for different sizes and types of housing units and available programs and resources to address these needs. The housing element should propose a practical and affordable methodology whereby the jurisdictions can assess housing stock, including its age and condition, so as to better inform policy decisions and future grant applications for housing and neighborhood needs (addresses in part, point



#3 in the *BCC2035 Strategic Plan* “Call to Action”, Common Goals 6, 8, and 9).

c. Transportation Element

Cleveland and Bradley County have an MPO which has recently adopted the *2035 Regional Transportation Plan* for Cleveland and the surrounding urbanized area. During 2011-2012 the MPO will be updating its transit plan for the Cleveland Urban Area Transit System. The MPO adopted a bicycle and pedestrian plan in 2008. Bradley County participates in a ten-county RPO for rural transportation planning. The transportation element should include updated major road plans, a statutory requirement for Tennessee planning commissions, for the jurisdictions. The major road plans need to be updated consistent with the transportation planning efforts mentioned above in this paragraph, the *BCC2035 Strategic Plan*, and other transportation planning efforts such as the State Route 60 corridor management initiative undertaken by the City of Cleveland, Bradley County, TDOT, and other state agencies. The major road plan should include the street classification systems and street classification maps consistent with the MPO’s plans. The major road plan should consider the MPO’s plans and inputs from other stakeholders to identify areas of major new streets, street extensions, and other improvements which may or may not have appeared in the financially constrained MPO planning documents before the development of the comprehensive plan’s future land use element and the small area plans. The review of the subdivision regulations and consideration of needed changes should inform the goals, objectives, and policies for the transportation element. In addition to the needs of traditional highway traffic for the movement of people and freight, attention should be given to the integration of transit, bicycle, and pedestrian options into the design of future streets and the improvement of existing roadways. The transportation element should coordinate closely with the land use element (addresses in part, point #3 in the *BCC2035 Strategic Plan* “Call to Action”, Common Goals 1, 2 and 5).

d. Public Facilities and Infrastructure Element

This element of the Comprehensive Plan shall present the public facilities and infrastructure plan for Charleston, Cleveland and Bradley County. It will address the public water and sewer utility systems as these systems are the most likely to affect land use over broad areas. (Maps and text describing existing and proposed electrical service, natural gas, and phone and data services would be beneficial if these can be accomplished within the available budget). Wastewater planning will include existing and proposed public sewer collection and treatment systems as well as any proposal for small area systems, e.g. package plants and the like. Existing and proposed water treatment and distribution systems will be addressed. Water system capacities for potable use and other uses, including anticipated industrial uses and fire suppression should be addressed. Other public facilities having a particular effect on land use and development patterns should be addressed in this



element including schools, fire and emergency medical stations and equipment, and parks and recreation facilities. Schools, fire and emergency medical services, and parks and recreation should be discussed in terms capacity needs based upon projected the amount and location of projected growth and recommended service standards (a siting study is beyond the scope of the comprehensive plan though the location of such facilities and services could be proposed in the context of a small area plan). The public facilities and infrastructure should be consistent with future land use element, supporting the density and intensity of growth envisioned in that element. Data developed in the *BCC2035 Strategic Plan*, existing parks and recreations plans, the greenways portions of the MPO's bicycle and pedestrian plan, and plans and studies of the school systems, the fire departments, and the utilities should be considered and key personnel from these areas should be consulted in developing goals, objectives and policies for public facilities and infrastructure (addresses in part, point #3 in the *BCC2035 Strategic Plan* "Call to Action", Common Goals 1, 2, and 4).

e. Economic Development Element

Bradley County and its municipalities have participated in the Tennessee Department of Economic and Community Development's *Three Star* program. The community intends to continue meeting or exceeding the *Three Star* standards, partnering with the State in ongoing efforts for economic development. The primary partner in this project is the U.S. Economic Development Administration. Economic development for a sustainable future, fiscally and otherwise is a major community focus. The economic development element should consider the information developed within the *BCC2035 Strategic Plan*, the Bradley County *Three Star* documents, and the economic development plans and advice of the Chamber of Commerce staff who provide economic development services for the community. The economic development element should be coordinated with the land use, transportation, and public facilities and infrastructure elements of the comprehensive plan. More specific and detailed coordination will need to occur with the small area plans, particularly where there are plans for redevelopment involving new types of business and industry changing the land uses within an area. The economic development element should describe the community's economic development history; the current employment by industry; workforce commuting; workforce occupational categories; workforce education and training; major infrastructure investment to support economic development. The economic development element should articulate goals, policies, and objectives that support the desired future of economic development (addresses point #6 in the *BCC2035 Strategic Plan* "Call to Action", Common Goals 3 and 4).

e. Agricultural, Natural and Cultural Resources Element

Agriculture remains a strong and viable part of the local economy. Agriculture and low-density rural living are a feature of Bradley County land



use outside its urbanized areas. Continuing rural and agricultural uses can be consistent with the more economical concentration of development-supporting infrastructure extension within and near the urbanized area. State tax policies, private land trusts, and other measures tend toward the conservation of agricultural lands. Some lands inside and outside the urbanized area need to be preserved from intensive development for other reasons such as flood protection, stream buffering and water quality, buffering of intensive land uses, tree preservation, slope protection and erosion control, habitat protection, recreational open space, etc. Historic and cultural resources add to the quality of life of those who live in the community and they support tourism, retirement living, and other forms of economic development. The maps, goals, objectives, and policies of the agricultural, natural and cultural resources element should be especially related to the land use element and the economic development element with a view toward protecting and promoting these resources for a sustainable future (addresses in part, point #8 in the *BCC2035 Strategic Plan* “Call to Action”, Common Goals 7, 8, and 9).

f. Capital Needs Element

The capital needs element is intended to provide a financial framework and long-term budgeting tool for the basic services provided by the jurisdictions. This element should rely heavily upon the information produced in the *BCC2035 Strategic Plan* and its background reports. It should consider the major capital facility and equipment expenses likely to be incurred by the units of local government, and their school systems, over the planning horizon based upon an established level of service. Expenses that would be incurred by utilities are to be noted separately but where these are charged back to local government that should also be noted. On the expense side, the object of this element is to establish when particular facilities and equipment are expected to be needed and the costs that are likely to be incurred. On the revenue side, the element needs to state reasonable fiscal assumptions based upon the historic practices of the local governments, including tax and debt financing practices, and the likely effects of growth. This element should make recommendations regarding the on-going data shared needs for planning that effect this element and other elements of the comprehensive plan (addresses in part, point #4, point #5, and point #9 in the *BCC2035 Strategic Plan* “Call to Action”, Common Goals 1, 2, and 4).

g. Implementation Strategies

The Comprehensive Plan is not a static document. The Plan is intended to anticipate long range needs and provide sufficient specificity to guide the development of Bradley County and its cities over the next 25 years, while also being sufficiently flexible to accommodate the unknown. Thus, the Plan is actually an on-going "activity" which goes beyond locating, designing and constructing the buildings and public spaces. In order to meet all of the goals and objectives of the Plan, regular review, a formal update process and oversight of the Implementation strategies and policies are as important as the Plan itself. The intent of the Implementation Strategies section is to



outline key strategies and management accountability necessary to implement the Comprehensive Plan. These key strategies include *at least* the following: plan oversight, advocacy and updates, phasing and implementation schedule, financial assumptions and debt capacity, trends and policies in support of the Comprehensive Plan, small-area plans, and a work plan. Implementation of the Comprehensive Plan and small area plans will also require intergovernmental coordination which should be included in the process. Ongoing collection and maintenance of data is also important to the process. (This section addresses, in part, point #4, point #9, and point #10 in the *BCC2035 Strategic Plan* “Call to Action” and Common Goals 8, 9, and 10.)

Task 4: Small Area Plans

When completed, each plan will be adopted as part of the Comprehensive Plan. The small area plans are not policy statements, but actually visions of the built physical environment within a specific geographic area. They are the policies of the Comprehensive Plan translated into actual plans for development, resource preservation, and public facilities and services. Each small area plan will address the unique features and conditions of the landscape as well as the needed infrastructure necessary for the additional carrying capacity projected in the Strategic Plan. (The Small Area Plans address point #2 in the *BCC2035 Strategic Plan* “Call to Action”).

The strategies for implementing each Small Area Plan will range from overlay guidelines to district zoning and other techniques for specific locations with varying characteristics. While the Small Area Plan will result in three individually unique visions, the process for achieving each Small Area Plan will follow a similar methodology. Consultants and staff will utilize the process indicated in Figure 2 (see below) to develop the plans. Each planning process will be guided by a steering committee of stakeholders with various interests in the land comprising each of the three areas. The final outcome will be the adoption of the Small Area Plans by the planning commissions and the cities and county legislative bodies as elements of the county-wide Comprehensive Plan.



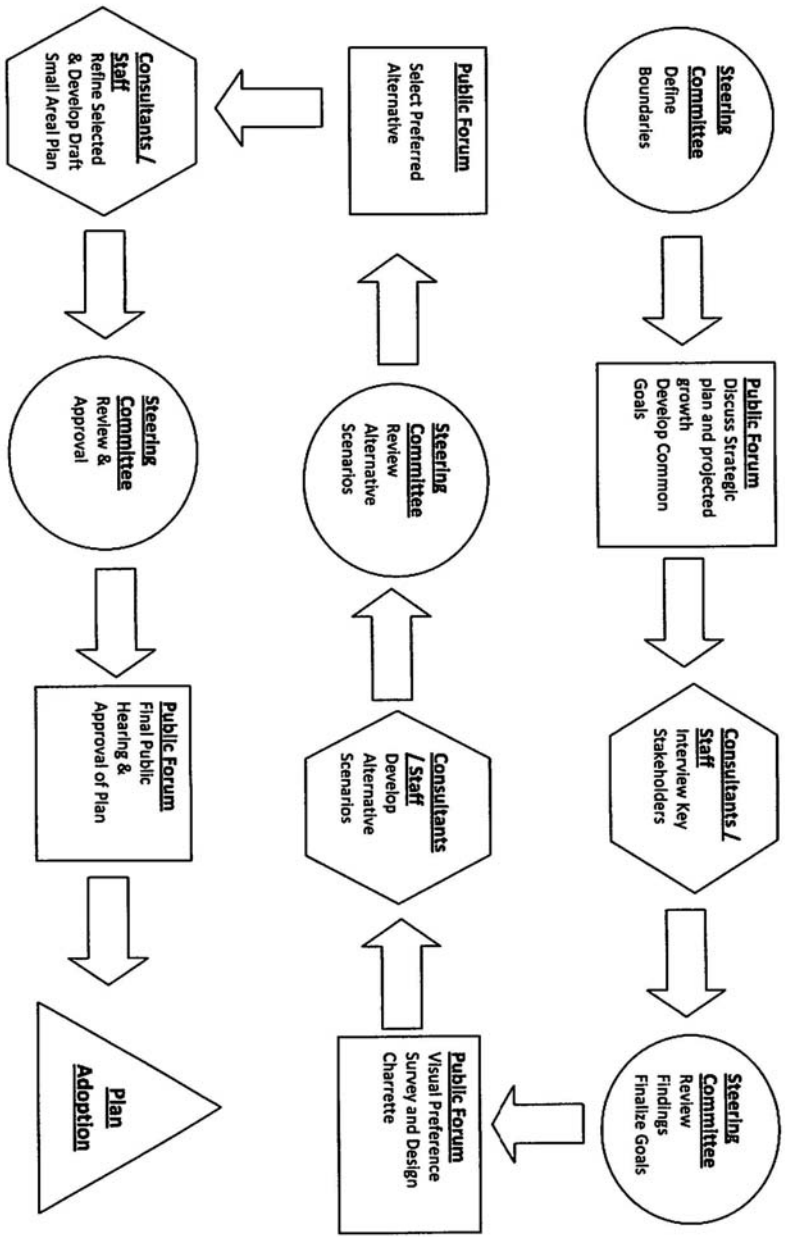


Figure 2
SMALL AREA PLANNING PROCESS

This strategy represents an innovative approach to guiding economic development. In this way, these three small area plans will represent the performance measures to be evaluated by EDA, will be used to evaluate the success of the program, and will



supply a means to provide EDA with progress reports during the term of the proposed planning investment. The three small area plans are to be for:

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

The proposals for each of the small area plans should generally follow the guidance from the *BCC2035 Strategic Plan* as given above. Concerning the Southern Corridor Exit 20/McDonald area the consultant should take into account, among other things, the major transportation projects proposed for that area (improvements to I75 Exit 20, new interchange on APD-40, and the north and south Local Interstate Connector roads that will connect with the new interchange), the new industrial park planned near Exit 20, and the record of citizen input surrounding the aforementioned projects and future planning for the area. Concerning the Northern Corridor/Mouse Creek Road area, the consultant should take into account, among other things, major development activity implemented or planned near either end of Mouse Creek Road from Paul Huff Parkway to Lauderdale Highway, potential improvements to Mouse Creek Road (Transportation Planning Report being completed by TDOT), accessibility of trunk sewer line along Mouse Creek, and future greenway extension. Concerning the Cleveland Central City Area the consultant should take into account, among other things, the Downtown Redevelopment Plan, ongoing public and private redevelopment activities (Mainstreet Cleveland, the City's CDBG program and Codes Enforcement program, Habitat for Humanity neighborhood development, etc.), and the large-scale redevelopment of the Whirlpool site after plant re-location and other major re-development projects like Hardwick Woolen Mill. Some possibilities discussed for the Cleveland Central City area have included new housing and retail, siting of major public facilities (possibilities such as schools, parks, or an entertainment/convention venue), and the restoration of all of part of Woolen Mill Branch including an associated pond or wetland area.

D. Proposal Submission and Review

a. Qualifications

Proposals are sought from firms and/or consortia of firms with planners and design professionals experienced in the development of comprehensive plans and area plans for small and medium-sized communities. The selected proposer(s) will require experience and demonstrated expertise in many areas. The offeror's unique approach to this RFP may require experience and expertise in areas not identified in this section. The qualifications listed here should be considered the minimum training and experience to be demonstrated.

The consulting firm or team selected must have demonstrated experience in at least the following areas:

1. Land Use Planning/Zoning



2. Economic Development
3. Strategic Plan Development
4. Transportation/Planning Studies
4. Regional Planning Models (land use, transportation, air quality, etc.)
6. GIS mapping/Cartography
7. Visualization Techniques for Public Participation and Stakeholder Involvement

Additionally, qualified members of the project team shall have the following experience:

1. Have prepared at least three Comprehensive Master Plans for Cities or States.
2. Construction planning, cost estimating, and scheduling experience is a plus.
3. Be otherwise legally and professionally qualified and eligible to receive an award under applicable laws and regulations.

b. Submittal Instructions, Project Administration, Costs, Contract Period

Letters of Interest: Any qualified consultant or team of consultants desiring to submit a proposal must submit a letter of interest identifying a primary contact person with contact information, and providing a summary of qualifications to perform the work and related experience. The letter of interest is to be submitted to Greg Thomas (contact information below) no later than **October 5, 2011**. Consultants who have submitted the required letter of interest may submit proposals by the proposal deadline.

Proposal Submittal Due Date: Proposals must be received by **October 12, 2011**. Any proposal not received by the City of Cleveland's Department of Development and Engineering Services prior to the time set in this RFP shall be disqualified.

Submittal Copies: **Ten (10)** hard copies and **one (1)** electronic copy of the proposal must be submitted in a SEALED ENVELOPE or BOX with **RFP: 2035 Comprehensive Plan**, written clearly on the outside.

Project Administration, Contract Period and Project Cost: The City of Cleveland is managing the consultant selection process and will be administering the contract with input from Bradley County and the City of Charleston. The project is funded by the U.S. Economic Development Administration (EDA) as well as Bradley County and the City of Cleveland. The proposals submitted in accordance with this RFP will be reviewed. One or more of the consultants or consultant teams may be selected for contract negotiation. The contract for the work will have to comply with all necessary Federal, State, and local requirements that are typical of federally funded projects of this nature (the EDA has provided specific contract requirements for the project). Total contract expenditures for the project are not to exceed \$250,000. All completed plan documents must be submitted by September 8, 2012. Satisfactory progress must be made throughout the project period and progress will be reviewed throughout the project period.



Contact: All submittals and inquiries for information are to be directed to:
Mr. Greg Thomas, AICP
Planning Director
City of Cleveland Department of Development and Engineering Services
185 2nd Street NE
Cleveland TN, 37311
e-mail: gthomas@cityofcleveland.com
phone: (423) 479-1913

