

# PLANNING COMMISSION CASE REPORT

Case Number: 2015-145

PC Meeting Date: 11-09-15

## Applicant Request

Rezone from M-1 Manufacturing & C-2 Convenience Commercial Zones to C-7 North Shore Commercial/Mixed Use Zone

Property Location:	328 Cherokee Boulevard , 401, 403, 407, 409, 411, & 413 Somerville Avenue
Property Owner:	Morgan, Meeks, Wallace, Coffelt, Smith, & Ward
Applicant:	Bristol Development Group

## Project Description

- Proposal: Develop 2.34-acre site with 184 apartment units.
- Proposed Access: Parking entrance on Somerville Avenue.
- Proposed Development Form: 4-story building fronting West Manning Street, Cherokee Boulevard, and Somerville Avenue with structured parking fronting Stringer Street.
- Proposed Density: 78 dwelling units per acre.

## Site Analysis

### Site Description

- Location: The 2.34-acre site is located between West Manning Street and Somerville Avenue at the intersection with Cherokee Boulevard.
- Current Access: West Manning Street, Stringer Street, and Somerville Avenue.
- Current Development form: All buildings within a 500 foot radius of this North Chattanooga site are less than 2 stories. The existing homes on Somerville Avenue facing the proposed apartments are one story in height.
- Current Land Uses: Office and commercial uses are located north and east of the site. Single-family homes are located south of the site. Warehousing, offices, and single-family homes are located to the west.
- Current Density: The average residential density on Somerville Avenue is approximately 8.5 dwelling units per acre (12 lots on 1.4 acres).

### Zoning History

- The site is currently zoned M-1 Manufacturing & C-2 Convenience Commercial Zones.
- Properties to the north are zoned C-2 Convenience Commercial. The properties to the east are zoned C-7 North Shore Commercial/Mixed Use Zone. The properties to the south and west are zoned M-1 Manufacturing.
- There has been no recent zoning activity on this site.

### Plans/Policies/Regulations

- The North Shore Plan (adopted by City Council in 2007) recommends Medium-intensity mixed use for this property location.

- **3.1 Development Forms Plan**  
**Medium-intensity mixed-use**

*This development form is for medium-intensity mixed-uses with building footprints smaller than 10,000 square feet, and for buildings of less relative scale than those of the high-intensity form. Development in this classification should be constructed in line with urban design principles. Uses should be oriented towards the pedestrian rather than the automobile; automobile-oriented uses, such as gas stations, restaurants with drive-throughs, and the like, are strongly discouraged. Storefront retail & offices with 2nd floor office or residential uses are encouraged, as is the orientation of pedestrian entries to the primary streets. Parking should be placed to the rear when possible. Zero setbacks are encouraged; maximum building height should not exceed 42 feet, though this maximum may be lower in some areas. This form can be located adjacent to*

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*low-density residential uses.*

### **Urban medium/high-density residential**

*This development form is intended to promote urban residential development at urban densities of 12 units per acre and greater. Single-family and two, three, and four-family residential buildings are permitted in this form. Multi-family residential buildings of eight (8) units or less with a height not exceeding two (2) stories are also permitted in this form; larger multi-family residential and mixed-use buildings are appropriate in the medium- and high-intensity mixed-use forms. Townhouses may be permitted on a case-by-case basis: this is not intended to discourage townhouse development, but to recognize that townhouse developments often require additional care and guidance in their planning and construction to be compatible with adjacent development.*

- The North Shore Plan recommends extending the C-7 North Shore Commercial/Mixed Use Zone along Cherokee Boulevard to the tunnel.

- **3.225 Cherokee Boulevard**

#### **Existing Conditions**

*Cherokee Boulevard is a commercial street with development resembling that of a suburban commercial street. Even though the right-of-way widths of Frazier Avenue and Cherokee Boulevard are similar, the two commercial streets offer contrasting atmospheres. Buildings along Frazier Avenue are mostly 2-3 stories in height and are built up to the right-of-way in most places. Cherokee Boulevard contains both older commercial buildings that are located along the sidewalk and buildings that are setback from the street with parking in front. Buildings along Cherokee Boulevard are mostly 1-2 stories in height. Unlike the other commercial streets in the North Shore, properties along Cherokee Boulevard generally house more non-retail commercial uses.*

#### **Future**

*Cherokee Boulevard will continue to experience redevelopment along its eastern portion near the intersection of North Market Street and Frazier Avenue. Other vacant and abandoned properties along Cherokee Boulevard will also see interest for redevelopment. Many properties along Cherokee Boulevard are relatively small and could not accommodate commercial uses with larger space needs without property consolidation, but would provide enough space for neighborhood commercial uses. Growth of adjacent residential neighborhoods will increase the desirability of properties along Cherokee Boulevard. More flexible urban standards (including parking and setback requirements) for this street would allow new buildings to build larger spaces. Due to the varied parcel sizes along Cherokee Boulevard, development will likely find a mix of larger footprint commercial buildings typically found along well-traveled arterial streets and smaller retail businesses typical of neighborhood businesses.*

#### **Recommendations**

*Extend C-7 zoning along Cherokee Boulevard to the tunnel to allow for development that is urban in nature.*

- The North Shore Plan recommends medium-high density residential uses to accompany property consolidation such as what is proposed.

- **3.4 Focus Areas 3.41**

#### **Stringer Street Residential Area Existing Conditions**

*The Stringer neighborhood is comprised of single-family dwellings and non-retail commercial land-uses. The commercial businesses are generally located along Manning Street and south of Manning Street, along a railroad R.O.W. The residential fabric of this neighborhood has eroded somewhat as commercial development from Cherokee Boulevard has crept into portions of the*

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*residential neighborhood and housing conditions have declined. The residential area currently has larger parcels with some commercial development located within the areas of single-family residential development.*

### **Future**

*The expected growth of Manufacturers Road as a commercial street and the future redevelopment of Cherokee Boulevard will likely place pressure on the conversion of more properties in this area to allow commercial development, especially if connections to Manufacturers Road via Cherokee Boulevard or Manning Street are opened. At the same time, the expected closure of the Manning Street interchange on US 27 (in conjunction with US 27 widening) may work to lessen the demand for commercial development within the heart of this residential area. The area will most likely also see an increase in demand for higher-density residential development.*

### **Recommendations**

*Smaller lots which currently hold single-family dwellings should retain their current zoning unless property consolidation occurs. Medium-high density residential uses are encouraged; these uses should be sympathetic to existing uses and follow the guidelines of the Development Forms Plan. This neighborhood will ideally remain a cohesive residential development, but will allow for adjacent commercial uses on Manning Street or Cherokee Boulevard that will be compatible with the scale of a low-to-medium density residential neighborhood.*

- The current M-1 Manufacturing Zone permits most types of non-residential uses, but does not permit residential uses.
- The C-7 North Shore Commercial/Mixed Use Zone permits a mix of residential and non-residential uses, but site design approval is required by the North Shore Review Committee.

### **Key Findings**

- The proposal is supported by the adopted Land Use Plan for the area as it includes medium-intensity mixed-use and urban medium/high-density residential development forms.
- The proposed use is compatible with surrounding commercial and residential uses of the neighborhood.
- The proposal is not compatible with the development form of the area. The proposed structure does raise concerns regarding lighting and height. The southern side of the proposed 4-story structure is across the street from single-story residential structures. The majority of the development forms in the area are single story structures. The current development form of the area is not noted in the North Shore Plan as holding any historical significance.
- The proposed residential density of 78 units per acre is greater than the nearest average residential density in the area of approximately 8.5 dwelling units per acre (12 lots on 1.4 acres).
- The proposal is an extension of an existing zone. The properties to the east are zoned C-7.
- The proposal would set a precedent for future requests along Cherokee Boulevard. The extension of the C-7 North Shore Commercial/Mixed Use Zone along Cherokee Boulevard is recommended in the North Shore Plan.

### **Staff Recommendation**

Approve subject to the following condition:

1. Structured parking shall not front the residential street of Somerville Avenue.

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Notes for North Shore Design Review Commission:

1. Review the percent of glass openings and potential for glare on the structure's south facing surface.
2. The north to south portion of Somerville Avenue could become a vehicular connection from Manufactures Road to Cherokee Boulevard.