

PLANNING COMMISSION CASE REPORT

Case Number: 2015-100

PC Meeting Date: 09-14-15

Applicant Request

Rezone from M-1 Manufacturing Zone to C-3 Central Business Zone

Property Location:	1400 Market Street, 1435 Rossville Ave, & 13 E. 14 th Street
Property Owner:	Choo Choo Partners, LP
Applicant:	Jon Kinsey/Choo Choo Partners, LP

Project Description

- Proposal: Redevelop the 21.6-acre Chattanooga Choo-Choo site with a mix of residential, hotel, entertainment, and similar uses. Residential component may include approximately 400 units.
- Proposed Access: Main entrance on Market Street and secondary entrance at Passenger Street.
- Proposed Development Form: Urban multi-story buildings (2-8 stories)

Site Analysis

Site Description

- Location: The 21.6-acre site is the Chattanooga Choo-Choo tourist complex located on the east side of Market Street approximately 250 feet from the intersection with Main Street.
- Current Access: Market Street.
- Current Development form: There is a mixture of one, two, three, and four story buildings within the immediate vicinity of this downtown urban site.
- Current Land Uses: There is a mixture of residential and non-residential uses within the immediate vicinity of this downtown urban site.

Zoning History

- The site is currently zoned M-1 Manufacturing.
- A portion of this site was rezoned from M-1 Manufacturing to C-3 Central Business Zone in February 2014. (Ordinance #12910) to convert an existing 97-room hotel to multi-unit apartment use.
- Adjacent properties in all directions are zoned C-3 Central Business and M-1 Manufacturing.

Plans/Policies/Regulations

- This site is within the 2004 Downtown Plan area with no *specific* land use recommendation. However, the Plan *does* recommend the following policies/principles that apply to this proposal:
 - ❖ Housing: A diversity of downtown residents creates a 24-hour experience, supports downtown businesses, and increases the safety and vitality of downtown. Promote socio-economic, racial, and age diversity downtown by building a variety of housing types (for sale, rental, market rate, low income, single-family, multifamily, large and small.) Target 9,837 additional housing units by 2024.
 - ❖ Density: Building densities should be much higher in the downtown than in other parts of the city to make more efficient use of available land and to support transit pedestrian activity, schools and neighborhood commercial businesses. Build new development at a minimum density of 12 units per acre. Significantly higher densities are preferred. In residential areas, higher densities should typically be clustered near commercial centers.
 - ❖ Building Height: Buildings should be similar in height and configuration to neighboring buildings on the same block and side of the street to create continuity, balance and scale. They should also be of sufficient height to frame the street. A ratio of between 1:1 and 1:2 (street width to building height) is ideal in most circumstances to frame the street. Multi-lane streets can typically accommodate taller buildings than narrow streets. The minimum height of all buildings in the downtown should be two stories to provide the density needed to support transit and commercial businesses.
- The M-1 Manufacturing Zone permits most types of non-residential uses, but does not permit

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residential uses.

- The C-3 Central Business Zone permits residential and non-residential uses but with a required urban development form.
- The current Form-Based Code recommendation for this site is Industrial Mixed Use (IX), however the Staff is recommending changing that designation to MX (Mixed Use.) The maximum height is still under consideration.

Key Findings

- The proposal is supported by the recommendations of the adopted Land Use Plan for the area as it calls for a mix of uses including a diversity of housing types.
- The proposed use is compatible with surrounding uses.
- The proposal is consistent with the development form of the area.
- The proposed residential density is supported by the adopted Land Use Plan for the area.
- The proposed eight story maximum height does raise some concern. The current recommended maximum height for this section of downtown is 50 feet or four to five stories.
- The proposal would be an extension of an existing zone.

Staff Recommendation

Approve C- Central Business, with the following conditions:

1. Review.

The following review shall be required to promote compliance with the Downtown Plan, to help ensure that new development complements the existing urban fabric, and to promote the preservation of historically or architecturally significant structures.

- A. For any activity requiring a land disturbing permit, non-residential building permit, or residential building permit for structures with more than 2 units, and excluding all interior renovations:
 - (1) The Applicant is required to schedule a meeting with the Community Design Group during the concept development phase of site design.
 - (2) The Applicant is required to schedule a pre-submittal meeting with the City's Land Development Office.
 - (3) All site layout plans, landscaping plans, and building elevations required by the Land Development Office shall also be reviewed by the Community Design Group prior to approval.
- B. For any activity requiring a residential building permit for new construction:
 - (1) The Applicant shall provide illustrations, such as specifications, photographs, or other images, to the Community Design Group for review of the work to be completed.

2. Setbacks.

- A. For new multi-family buildings three (3) stories in height or greater, and for all new non-residential buildings, a zero building setback is required along the street frontage.
 - (1) To accommodate outdoor pedestrian activities including a park, plaza, or outdoor dining, a greater setback is permitted if a street edge delineating the public and private space is provided in accordance with Condition 6.A.
 - (2) For multi-family buildings three (3) stories in height or greater, a greater setback is permitted if entrances to individual units front the street.
- B. For new single-family detached, duplex, townhome, and multi-family structures less than three (3) stories in height, building setbacks shall be consistent with the existing setbacks on the same side of the street.

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3. Height Requirements.

- A. The minimum height of new nonresidential buildings shall be eighteen (18) feet.
- B. The maximum height of all new nonresidential buildings and new multi-family buildings shall be five (5) stories.

4. Access to sites and buildings.

- A. New curb cuts shall not be permitted on the primary, or highest order street, that a property fronts, except when there is no alley or secondary street to provide access. The permitting and location of curb cuts on primary streets shall be approved by the City Traffic Engineer based on vehicular and pedestrian safety concerns.
- B. Alleys, where they exist, shall be used as the principal vehicular access.
- C. In the absence of alleys, the secondary, or lower order street, shall be used as the principal vehicular access.
- D. Shared drives should be used wherever possible.
- E. For large sites with a limited existing interior street network, the new development shall include a network of connected interior streets, with buildings fronting those streets, to be reviewed and approved by the Chattanooga Department of Transportation.
- F. The primary pedestrian entrance to new buildings shall be provided from the primary street.

5. Off-street parking.

- A. New off-street parking shall not be permitted between a building and the primary street frontage.
- B. For new construction of a primary building, or improvements altering more than 25% of the parcel that is covered in pavement (including gravel, impervious surfaces, and pavers), the following is required:
 - (1) Off-street parking fronting a public street shall be screened from the right-of way with a street edge in accordance with Condition 6.A. Front end in or parallel parking along alleys is exempt from this requirement.
 - (2) Surface parking lots shall be landscaped with a minimum of one (1) Class I shade tree for every five parking spaces. Where conflicts with overhead utility lines exist, Class II shade trees may be used.
- C. Garages for new residential dwellings shall be located behind the primary building.
- D. There are no minimum requirements for the quantity of off-street parking spaces. However, site plans shall indicate the quantity and location of off-street parking provided, along with the following information:
 - (1) Proximity to transit stops
 - (2) Provision of bicycle facilities
 - (3) Availability of adjacent on-street parking, proximity to public parking facilities, shared private parking, or leased off-site parking
 - (4) Type of uses and hours of operation
 - (5) Square footage of commercial uses or number of residential units
 - (6) Fire Department access

6. Street Frontage.

- A. Where a street edge is required, it shall be provided as follows:

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- (1) The street edge shall have a minimum height of three (3) feet and a maximum height of four (4) feet above grade and shall consist of:
 - (2) Brick, stucco, or stone walls (concrete block is permitted if faced with said materials); or
 - (3) A decorative metal fence with landscaping a minimum of 3 feet in height at maturity, providing a year-round near opaque screen; or
 - (4) An evergreen hedge, with a minimum height at maturity of 3 feet.
 - (5) Highway-style guardrails or security fencing (e.g. chain link) shall not be permitted.
- B. Ground floor openings (doors and windows) shall constitute a minimum of 50 percent of the ground floor façade area for new non-residential buildings.
 - C. Eighty percent (80%) of the ground level building façade, facing primary streets, shall be designed as leasable space and shall not include parking lots.
 - a. The remainder of the ground floor may be designed to incorporate parking, provided the parking is completely screened from public view.
 - D. No security-type roll up metal doors shall be newly installed where they would front streets other than interior block alleys.
 - E. All dumpsters and mechanical equipment shall be placed to the rear of the property and shall be screened from all public rights-of-way.