

PLANNING COMMISSION CASE REPORT**Case Number: 2016-147****PC Meeting Date: 10-10-16****Applicant Request****Rezone C-2 Convenience Commercial Zone and R-4 Special Zone to C-3 Central Business Zone**

Property Location:	900 East 3rd Street
Property Owner:	Erlanger Health System
Applicant:	March Adams & Associates

Project Description

- Proposal: Develop 2.64-acre site into an outpatient children's hospital.
- Proposed Access: Main vehicular entrance on Palmetto Street and secondary vehicular access on Hampton Street and Fourth Street. Primary pedestrian entrance faces the parking lot along Palmetto Street.
- Proposed Development Form: 3-story building located in the center of lot. Parking fields fronting on Hampton Street, Fourth Street, and Palmetto Street.

Site Analysis**Site Description**

- Location: The site includes the entire block bound by East 3rd Street to the north, Hampton Street to the east, 4th Street to the south, and Palmetto Street to the west.
- Current Access: Current curb-cuts exist on Palmetto Street and Hampton Street.
- Current Development form: The site sits at the southwest edge of the Erlanger Hospital medical complex. To the north, east, and south are multi-story buildings which provide frontage along their primary street. To the west is an undeveloped field and surface parking lot.
- Current Land Uses: To the north and east are high-intensity medical uses. To the south and southwest are high intensity institutional uses, University of Tennessee at Chattanooga. To the west are athletic fields and parking lots.

Zoning History

- The site is currently zoned C-2 Convenience Commercial Zone and R-4 Special Zone.
- The properties to the north are zoned R-4 Special Zone. The property to the east is zoned C-2 Convenience Commercial Zone and R-4 Special Zone. The properties to the south and southwest are zoned R-4 Special Zone and have a Planned Unit Development special permit. The property to the west is zoned C-2 Convenience Commercial Zone and R-4 Special Zone.
- The nearest C-3 Central Business Zone (same as the request) is approximately 350 feet to the east.
- There has been no recent zoning activity on this site.

Plans/Policies/Regulations

- The Downtown Plan (adopted by City Council 2004) recommends integrating Erlanger Medical Center into the surrounding neighborhoods by improving pedestrian orientation and providing inviting spaces for patients and nearby residents.
- The R-4 Special Zone permits residential uses, bed and breakfast establishments, dormitories, and low intensity commercial uses such as professional and medical offices or banks, as well as hospitals.
- The C-2 Convenience Commercial Zone permits most commercial uses and would require a 20-foot wide landscape buffer where adjacent to a residential zone.
- The C-3 Central Business Zone permits residential and non-residential uses but with an urban development form created through standard conditions.

Key Findings

- The proposal is supported by the adopted Land Use Plan for the area which recommends buildings with urban development forms.

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- The proposed use is compatible with surrounding uses.
- The proposal is somewhat consistent with the development form of the area. However, the Downtown Plan recommends the following:
 - Off-street parking should be provided to the rear of buildings.
 - If physical constraints prohibit rear-lot parking, any parking that fronts a street should be screened from the street with low walls, decorative fences or landscaping.
 - Surface parking lots should not be located at street corners.
 - At least 80% of the street frontage should be occupied by buildings.
- The proposed structure does not raise concerns regarding location, lighting, or height.
- The proposal would not be an extension of an existing zone.
- The proposal would set a precedent for future requests.

Staff Recommendation

Approve C-3 Central Business Zones 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 Planning & Design Division of the Regional Planning Agency 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 Planning & Design Division 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.

3. Height Requirements.

- A. The minimum height of new nonresidential buildings shall be eighteen (18) feet.

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- 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. Trees in the public right-of-way do not count toward this requirement.
- 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:
 - (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

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- (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 of non-residential buildings, 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.