

# PLANNING COMMISSION CASE REPORT

**Case Number: 2016-114**

**PC Meeting Date: 08-08-16**

## Applicant Request

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

<b>Property Location:</b>	1900 block of Myrtle Street, 2100 Rossville Ave, and 1929 Central Ave
<b>Property Owner:</b>	SEI Ventures of TN, LLC Attn: Dorothy D. Engsborg
<b>Applicant:</b>	SEI Ventures of TN, LLC Attn: Dorothy D. Engsborg

### Project Description

- Proposal: Redevelop a 6.31 acre industrial site into a mixed-use development including retail, office, and residential uses.
- Proposed Access: Access on Myrtle Street and Rossville Avenue.
- Proposed Development Form: Reuse of existing three story building, adding multi-story buildings along Myrtle Street.
- Proposed Density: Approximately 26.8 dwelling units per acre.

## Site Analysis

### Site Description

- Location: The site is located approximately 250' west of the Central Avenue and Rossville Avenue intersection. The site continues along the railroad right-of-way until East 17<sup>th</sup> Street.
- Current Access: Access on Myrtle Street and Rossville Avenue.
- Current Development form: The area is a mixture of small lot residential dwellings and large scale multi-story buildings.
- Current Land Uses: To the west of the site is the 140' wide railroad right-of-way. To the east of the site is a mixture of residential and industrial uses. To the south of the site are large scale industrial uses.
- Current Density: Due to the industrial nature of the area there are very few residential dwellings that currently exist. Those dwellings (6 units on 0.5 acres) have an average density of 12 dwelling units per acre.

### Zoning History

- The site is currently zoned M-1 Manufacturing Zone with a special exception permit for an Industrial Recycling Center.
- The site obtained a Special Exception Permit in 2010 by resolution from the Planning Commission (case 2010-120).
- The property is surrounded by M-1 Manufacturing Zone. Though M-1 Manufacturing Zone does not allow residential uses there are several existing legal but non-conforming uses to the east.
- The nearest C-3 Central Business Zone (same as the request) is approximately 150 feet to the west across the railroad right-of-way.

### Plans/Policies/Regulations

- The Downtown Plan (adopted by City Council in 2004) includes this area, but does not make a specific recommendation for the area. The Downtown Plan does note the following for the area: "The Southside will be re-established as one of the city's most attractive areas in which to live, work and play, focused on the resurgent neighborhoods of Cowart Place, Fort Negley and Jefferson Heights, and supported by Battle Academy and the reinvigoration of historic downtown manufacturing zones."
- The Development Policy from the Comprehensive Plan 2030 update (called Renewing Our Vision and adopted by Planning Commission in 2016) identifies this site as being in intensity level 5.

## PLANNING COMMISSION CASE REPORT

Level 5 describes the development potential appropriate for high-density development based on the highest access to infrastructure.

- The M-1 Manufacturing Zone permits most types of non-residential uses, but does not permit residential uses.
- The C-3 Central Business Zone permits residential and non-residential uses but with a required urban development form. This zone does not have any parking requirements.

### Key Findings

- The Comprehensive Plan 2030 Update notes; “The recent resurgence in manufacturing has strained the availability of “move in” or “shovel ready” industrial sites with all utilities and infrastructure.”
- There is currently no connection of Rossville Avenue across adjacent railway to the Neighborhood known as Jefferson Heights.
- The proposed use could be consistent with surrounding uses as there are several single-family residential dwellings in immediate proximity of the site. The majority of development around the site is industrial which can create nuisance issues for new residents.
- The proposal reuses several existing buildings and introduces several new development forms of the area including multi-story multi-family and townhouses.
- The proposed residential density is double the existing surrounding densities and places dense residential development in the middle of an industrial area.
- The proposed structure does raise concerns regarding location, lighting, or height in regards to existing rail uses and abutting single-story residential dwellings.
- The proposal would not be an extension of an existing zone.
- The proposal would set a precedent for future requests.

This proposal represents the first large scale redevelopment for this immediate area where a significant acreage of M-1 zoning is being changed to an urban mixed use zone (C-3), shifting the focus of an area from manufacturing to mixed used urban residential. The proposal is large enough to act as a catalyst for change in an area where there is no land-use plan. The creation of such a catalyst can create a variety of unintended consequences if not studied and planned for. While adopted policies support revitalization of Chattanooga’s urban areas, as noted in both the Comprehensive Plan and the Downtown Plan, they also support maintaining jobs and acreage for job sites. The precedent of converting this site from M-1 to C-3 will have implications for the redevelopment of bordering properties currently zoned M-1. While staff supports urban redevelopment in principle, the overriding concern for staff was the shift of an area that could support industrial redevelopment to one that is limited to residential/mixed use. More appropriate locations for this type of development should be along the Main Street corridor such as the recently approved rezoning of properties to UGC along the 900 block of Main Street.

### Staff Recommendation

Deny C-3 Central Business Zone, **Approve UGC**

#### UPDATE:

August 8, 2016- The Planning Commission felt that the proposal at this location was a reasonable request and deferred action on this case until the September 12th meeting. The Planning Commission directed staff to meet with the applicant to determine which zone and conditions, if necessary, would best support the applicant’s proposal.

## PLANNING COMMISSION CASE REPORT

Post PC Meeting- Staff compared the attributes of the C-3 Central Business Zone and the UGC Urban General Commercial Zone and found that the UGC Zone was the most appropriate for the following reasons:

- There is precedence for the UGC Zone in this area. Numerous UGC properties are within a ½-mile radius of this site.
- The intent of the UGC Zone best supports this proposal.
- The UGC Zone will permit the uses and development form as proposed by the applicant without the need for conditions.

Notes:

- The applicant was encouraged to meet with staff from the Chattanooga Transportation department regarding parking and access requirements.
- The applicant was encouraged to schedule a pre-submittal meeting with Land Development Office staff to review the site plan for other development requirements.

August 16, 2016- RPA Staff met with the applicant and discussed the benefits and requirements of using the UGC Urban General Commercial Zone for the proposed development.