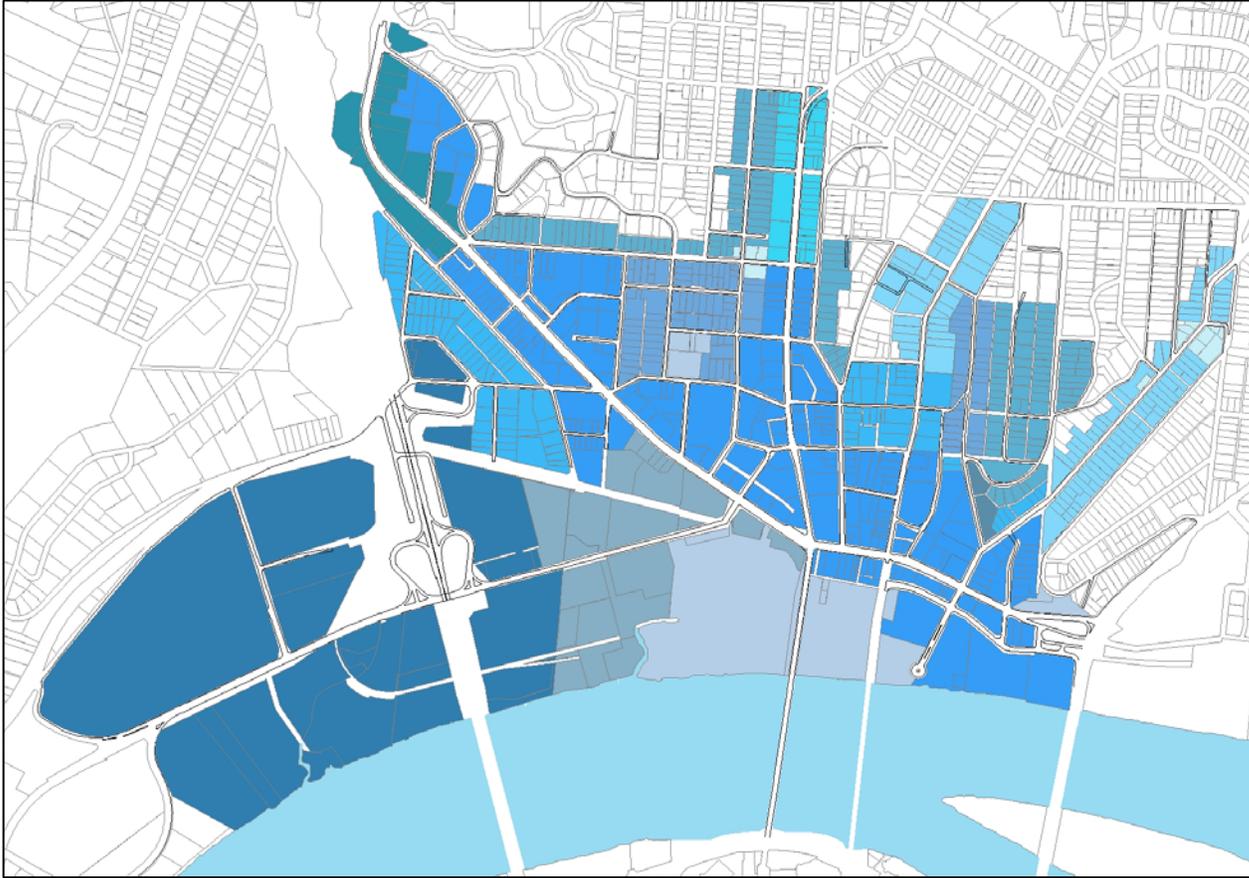


# LAND USE PLAN



## North Shore Plan

April, 2007

Chattanooga-Hamilton County



Regional Planning Agency

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## Preface

The North Shore Plan serves as a general policy guide for future community improvements and rezoning requests. This document provides the basic framework for land use, transportation, public services, and community improvements. Upon adoption of this plan, zoning changes and other redevelopment recommendations will not automatically occur. Committed citizens must continue to work hand-in-hand with the appropriate government agencies and the private sector to fully realize the vision and initiatives set for the by plan. The local government must still approve funding for the recommended capital improvements such as parks, sidewalks, and streets.

## Acknowledgments

The Chattanooga-Hamilton County Regional Planning Agency would like to thank all of the residents, business owners, and other stakeholders on the North Shore for their participation in the creation of this plan. Special thanks goes to the North Shore Chamber Council for their participation in the planning process, to the North Shore Merchants Collective for assistance in promoting the second public meeting, to the Chattanooga Theatre Centre for providing facilities for both public meetings, and to City Councilwoman Linda Bennett and Councilwoman Sally Robinson for their ongoing support.

Thanks also go to the Trust for Public Land, the Friends of Moccasin Bend National Park, the Chattanooga Area Regional Transportation Authority (CARTA), and the following City of Chattanooga Departments for providing valuable expertise during the planning process:

- Parks & Recreation
- Public Works, including:
  - Engineering
  - Traffic Engineering

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## **Elected Officials**

### **Chattanooga Mayor**

Ron Littlefield

### **Chattanooga City Council**

Linda Bennett, District 1

Sally Robinson, District 2

Dan Page, District 3

Jack Benson, District 4

John P. Franklin, Jr., District 5

Marti Rutherford, District 6

Manuel Rico, District 7

Leamon Pierce, District 8

Debbie Gaines, District 9

### **County Mayor**

Claude Ramsey

### **Hamilton County Commission**

Fred Skillern, District 1

Richard Casavant, District 2

Jim Coppinger, District 3

Warren Mackey, District 4

Gregory Beck, District 5

John Allen Brooks, District 6

Larry Henry, District 7

Curtis Adams, District 8

Bill Hullander, District 9

RESOLUTION NO. \_\_\_\_\_

A RESOLUTION RECOMMENDING THAT THE CITY OF CHATTANOOGA, TENNESSEE ADOPT THE NORTH SHORE PLAN.

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WHEREAS, the North Shore area has a special historic character that the community has expressed an interest in preserving; and

WHEREAS, the last North Shore Plan was adopted in August 1993; and

WHEREAS, the Hill City Plan, adopted in April 2003 focused more on the residential areas of Hill City and Northside; and

WHEREAS, considerable redevelopment has occurred in the North Shore area since 1993, including varying degrees of commercial and mixed use development along Cherokee Boulevard, North Market Street, Tremont Street, Manufacturers Road, Frazier Avenue, and Forrest Avenue; and

WHEREAS, a mix of commercial and residential development is desired in the area, but the combination of these uses must be carefully designed to ensure compatibility; and

WHEREAS, Moccasin Bend will become a major visitor destination as a National Archaeological District and the North Shore area will serve as its gateway; and

WHEREAS, the Tennessee River, its floodplains, and the surrounding hillsides are important natural assets that should be protected; and

WHEREAS, the Regional Planning Agency has conducted community meetings for the purpose of obtaining public input; and

WHEREAS, the Plan provides recommendations that will help guide decision

makers as future developments are proposed in the study area; and

WHEREAS, the plan will be a policy, and as such, will not guarantee zoning changes or funding for projects or other recommendations contained therein; and

WHEREAS, a final draft of the plan will be presented to the public and the appropriate advisory and legislative bodies for review and adoption;

NOW, THEREFORE,

BE IT RESOLVED BY that the Chattanooga-Hamilton County Regional Planning Commission on April 9, 2007 respectfully recommends to the City Council of the City of Chattanooga that the North Shore Plan be adopted, which includes parts of the Hill City, Northside, and North Chattanooga neighborhoods as well as Moccasin Bend, Stringer’s Ridge, and the North Shore Commercial district, being an area GENERALLY bounded on the east by the Veteran’s Bridge, on the south by the Tennessee River, on the west by the Tennessee River and on the northwest by Stringer’s Ridge and the Red Bank city limit, and including portions of the North Market Street, Forrest Avenue, and Tremont Street corridors.

ADOPTED: \_\_\_\_\_

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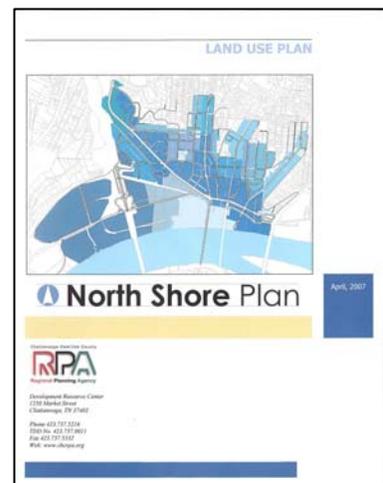
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## 1.1 What is plan, and why do we need one?

A plan is typically a blueprint for guiding how, when, and where new growth, redevelopment, and preservation should occur in a specific area. The Regional Planning Agency, in cooperation with elected officials and neighborhood stakeholders, has written over 30 current neighborhood, corridor, and area plans.

The elements of a plan vary according to the nature of the area being planned for. The North Shore is unique in Chattanooga. Adjacent to downtown but separated from it by the Tennessee River, the North Shore is undergoing a massive transformation. New construction and redevelopment, both public and private, is transforming the North Shore into one of Chattanooga's most significant mixed-use neighborhoods; a microcosmic downtown on the North Shore of the river.



The North Shore is not owned or managed by any single entity, but is instead owned, managed, and used by a diverse community of organizations and individuals. Success in realizing the full potential of the North Shore will require cooperation between everyone. Such cooperation will require establishing a common vision, a compilation and distillation of the many ideas stakeholders have for the North Shore. The plan will take that vision and categorize issues four subsystems for analysis and planning:

1. Land Use & Development
2. Transportation
3. Public Spaces & Facilities
4. Natural Systems

The plan will then:

- Inventory and analyze existing conditions
- Establish policies for land use & development, transportation, public spaces & facilities, and natural systems
- Provide subsystem plans for land use & development, transportation, public spaces & facilities, and natural systems
- Identify strategies and key projects for implementation

The successful completion and adoption of the North Shore Plan will provide:

- Improved coordination between private and public sectors in matters of investment, land use, and service delivery
- Guidance and support for elected officials on rezoning requests and capital improvements
- Guidance to community stakeholders regarding public policy matters on the North Shore
- A common vision and direction for the identity of the North Shore

## **1.2 What is the difference between a plan and zoning?**

A plan differs from zoning in that a plan is an advisory document which includes guidance for achieving a community's vision. That vision is related to such areas as land use & development, transportation, public spaces & facilities, and natural systems.

Zoning is a tool used to implement plans and policies. A zoning ordinance is a legal, enforceable part of city or county code that is used to regulate the use of land and the type, scale, and intensity of development on that land. The C-7 North Shore Commercial/Mixed Use Zone also allows for additional review of specific design elements for development proposals within the zone.

## **1.3 How does this plan relate to other plans?**

There are many types of plans. The North Shore Plan incorporates information and recommendations from several of Chattanooga's other plans, including:

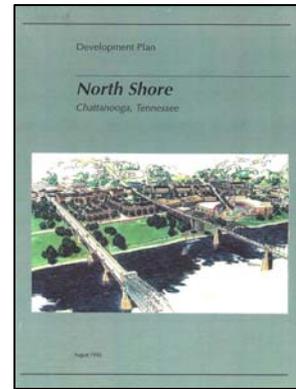
- Comprehensive Plan 2030, which provides general guidance for all of Hamilton County
- Long Range Transportation Plan 2030
- Downtown Plan 2025
- Chattanooga Urban Area Bicycle Facilities Master Plan
- Chattanooga Greenway Master Plan
- North Shore Development Plan (1992)
- Hill City-Northside Community Plan

## **1.4 Previous North Shore Plans**

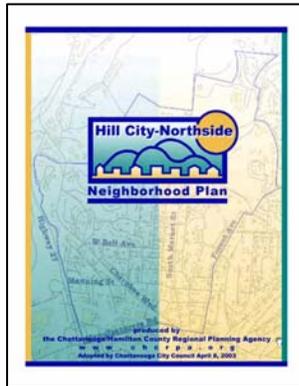
### **North Shore Development Plan - 1992**

The 1992 North Shore Development Plan was a plan with specific, implementable urban design and development recommendations for the enhancement of Chattanooga's North Shore. Specific recommendations included the construction of Coolidge Park as the centerpiece of the North Shore riverfront and a recreational resource for nearby neighborhoods and the entire community, expansion of The Little Theatre (now the Chattanooga Theatre Centre), streetscaping of Frazier Ave. and the addition of a connector road from Tremont St to Manufacturerers Rd underneath the

Market St Bridge to improve access to and from the North Shore district. The plan also made recommendations such as regulation of signage, a holistic approach to parking, infill development along Frazier Ave. and a tree canopy along Manufacturers' Rd. Most of the plan recommendations have been implemented since the completion of that plan including the construction of a North Shore Riverwalk, construction of Coolidge Park, and the re-routing of the Manufacturers' Rd. R.O.W. to line up with Velma St.



### Hill City/ Northside Plan - 2003



The new 2006 North Shore Plan encompasses much of the area that was encompassed by the Hill City Plan, which focused primarily on the commercial corridors of Cherokee Boulevard and North Market St./ Dallas Rd. and the surrounding residential and mixed-use development. The Hill City Plan made recommendations within several categories:

1. Public improvement of roads, parks, and streetscaping.
2. Zoning and land-use
3. New development
4. Transportation
5. Environmental protection

## 1.5 Public Process

### 1.51 Plan Initiation

The request for a new North Shore Plan was made by City Councilpersons Sally Robinson and Linda Bennett, whose two districts comprise the North Shore. Their concerns centered on the rapid pace of commercial development in the area, including the encroachment of commercial development on primarily residential neighborhoods. Of particular concern were the areas to the north of Frazier Ave, along Forest Ave. and Tremont St. Other reasons for creating a new plan were a desire to examine potential connections between the North Shore and the future national archaeological district at Moccasin Bend, and a desire to expand the 1992 plan boundaries to include an examination of all commercial streets linked with Frazier Ave.

### 1.52 Plan Process

The plan process began with a public kickoff meeting held at the Chattanooga Theatre Centre on September 12, 2005 (Public Meeting #1). Approximately 120 neighborhood residents, property and business owners, and facilitators were present at this meeting. Attendees were divided into smaller groups for discussion. Discussion topics included land use & development, public spaces & facilities, natural systems and transportation. The results were compiled after the meeting and are summarized below. These ideas from the meeting provided the goals for the plan.

After the initial meeting, RPA staff met with area stakeholders to discuss possible solutions to the goals generated from the public meeting.

A second public meeting (Public Meeting #2) was held on February 15, 2007. Approximately 150 stakeholders attended an open house to review the draft recommendations of the North Shore Plan and provide input prior to the plan's completion.

### 1.53 Public Meeting #1 Results

#### **Land Use & Development**

Comments on land use & development focused on three main development types: commercial, residential, and industrial.

Comments on residential development focused on preserving single-family areas while promoting a greater mix of housing types that offer more affordable options.

Comments on commercial and mixed-use development illustrated a desire for a greater variety of goods and services within the North Shore. The comments also stated a desire to limit commercial development to certain areas, to maintain a height restriction for the North Shore, to build buildings up to the sidewalk, and to preserve the unique character of the North Shore. Several participants recommended extending the North Shore Review District and Guidelines beyond Frazier Avenue to address these issues. Commercial or mixed-use development was generally supported along primary streets (Manufacturers' Rd., Cherokee Boulevard, N. Market St., and Frazier Ave.). Comments supported small pockets or "nodes" of mixed-use development on Tremont Street.



Comments on industrial and manufacturing development stated that the North Shore should maintain some of its industrial/manufacturing character along Manufacturers' Road.

#### **Transportation**

Transportation comments addressed transit, roads, bikes and pedestrians. Transit comments focused primarily on shuttle bus and water-taxi service. Most shuttle comments recommended shuttle service to the North Shore and some recommended extending service to Moccasin Bend. Water-taxi comments showed a preference for connections to Coolidge Park, The 21<sup>st</sup> Century Waterfront, and Moccasin Bend.

Automobile-oriented comments were focused on the street network and parking. Comments on streets called for traffic-calming on major streets and greater street connectivity within the North Shore. Comments on parking recommended more parking near Frazier Ave., N. Market St. and Cherokee Boulevard. Parking structures were recommended by many.

Comments on bikes and pedestrians addressed the need for a general update of the path and trail infrastructure in the North Shore. The addition of off-street trails, on-street bicycle lanes for commercial streets, and more accommodations for bicycle parking were recommended.

#### **Public Space & Facilities**

Comments for the public domain primarily addressed the parks system and pedestrian access. Comments on the parks system were varied. Some called for more active recreation facilities for the

North Shore (i.e. athletic fields/ courts, water-park, recreation centers). A few comments recommended allowing dogs into more public areas.

Many comments addressed streetscaping, sidewalks, and pedestrian access. These comments recommended stronger sidewalk and pedestrian connectivity throughout the North Shore and a need for more landscaping along commercial streets for traffic-calming and appearance purposes, especially Manufacturers' Road and Cherokee Boulevard.



Other comments for the public domain recommended extending the Riverwalk and improving access to the river in the form of public docks or boat/kayak ramps.

### **Natural Areas**

Comments on natural systems promoted riverbank stabilization and protection of natural areas. Riverbank comments showed a preference for natural riverbanks. Comments on protection of natural areas recommended protection of steep slopes and ridge-tops.

### **1.54 Meetings With Other Interests**

Throughout the process of the North Shore Plan, Regional Planning Agency staff met with representatives of major stakeholders in the North Shore district. These meetings were conducted in order to coordinate ideas with the plans of these stakeholders in the area.

### **CARTA**

Staff met with CARTA officials to discuss the possibility for shuttle service in the North Shore similar to the current service downtown as well as to discuss parking strategies for the entire district.

### **North Shore Committee**

Staff met with the North Shore Design Review Committee to discuss the possible extension of the C-7 commercial zone along the primary commercial streets within the North Shore district. Discussion also included the possibility of introducing an additional zone to areas of the North Shore that would limit intrusive commercial development from encroaching on established low-density residential areas.

### **Developers/Design Professionals**

Staff met with developers and design professionals who had experience in property development in the North Shore District. Discussion centered primarily on the possible extension of the C-7 zoning along commercial streets and the substance of the C-7 ordinance. Overall, these developers and designers were in favor of extension of the design review district, but added caution that commercial development not encroach into primarily residential areas.

Industry/Manufacturing Representatives: Officials with the Chattanooga Manufacturers Association were consulted as part of this plan.

National Park Service/Friends of Moccasin Bend: Discussions regarding future connections between the North Shore and Moccasin Bend are ongoing with the Friends of Moccasin Bend, the Trust for Public Land, the City of Chattanooga, and other interests.

## **1.6 Plan Vision**

One of the foundations of the North Shore Plan is the articulation of a common vision for the North Shore. This vision is a compilation and distillation of the many ideas stakeholders have for the North Shore, and it serves as the basis for the goals and subsystem planning that make up the bulk of the plan itself.

### **North Shore Plan Vision**

The sum of these principles is the North Shore Plan Vision:

- Promote development that demonstrates excellence in design and that enhances the character of the North Shore
- Encourage a harmonious mix of uses
- Protect existing residential areas from commercial encroachment
- Provide a greater mix of residential uses including more affordable options
- Protect and promote the unique character and identity of the North Shore
- Provide a diversity of transportation options
- Provide intelligent parking solutions that balance the needs of automobile and pedestrian
- Expand the system of pedestrian and bicycle facilities
- Enhance connectivity within and between the North Shore, downtown, and Moccasin Bend
- Provide a public realm that is safe, vibrant, and evokes a sense of place
- Protect the natural assets and public viewsheds of the North Shore
- Respect the right of existing uses to continue operations.