

## SOUTH BROAD ZONING STUDY



**SOUTH OF  
CHATTANOOGA CREEK  
TO LOOKOUT  
MOUNTAIN**

Presentation to  
Planning Commission  
Sept. 14, 2015



STUDY AREA BOUNDARY

The study area is for the boundary shown above which address the area south of Chattanooga Creek and along Broad Street.

### **Public Process and Timeline**

Nov 2014 – the RPA is asked by Councilman Anderson to revisit this area and then attended a South Broad Redevelopment Group neighborhood meeting to introduce study area and review Riverwalk designs

Jan/Feb 2015 - proposed a study area and then neighborhood association leaders talked to property owners to gauge desire for a potential rezoning

Spring 2015 – RPA analysis (worked with CDOT ) to study area and look at potential options

July 2015 – City Council Resolution to formalize zoning study

July 23 – Public meeting w mailing to all properties to review proposed zoning

One-on-One meetings with Stakeholders when requested

August/Sept 2015 - notification to property owners from RPA about September Planning Commission

**CHALLENGES:**

**Current Zoning is leftover from the past**

**The South Broad Street corridor has high traffic volumes**



**New infrastructure investments are more suited to an urban, walkable environment**



M-1 zoning is left over from the turn of the century when area was primarily manufacturing.

**CHALLENGES:**

- Current Zoning is leftover from the past**
- The South Broad Street corridor has high traffic volumes**
- New infrastructure investments are more suited to an urban, walkable environment**



Over time, commercial uses developed and Broad Street became a travel/ tourism corridor. Today, Broad Street experiences over 20,000 cars a day (ADT). It features five traffic lanes and a main line bus route. It is currently a wide thoroughfare with high speeds and peak hour congestion, creating a dangerous environment for pedestrians, especially when crossing from east to west.

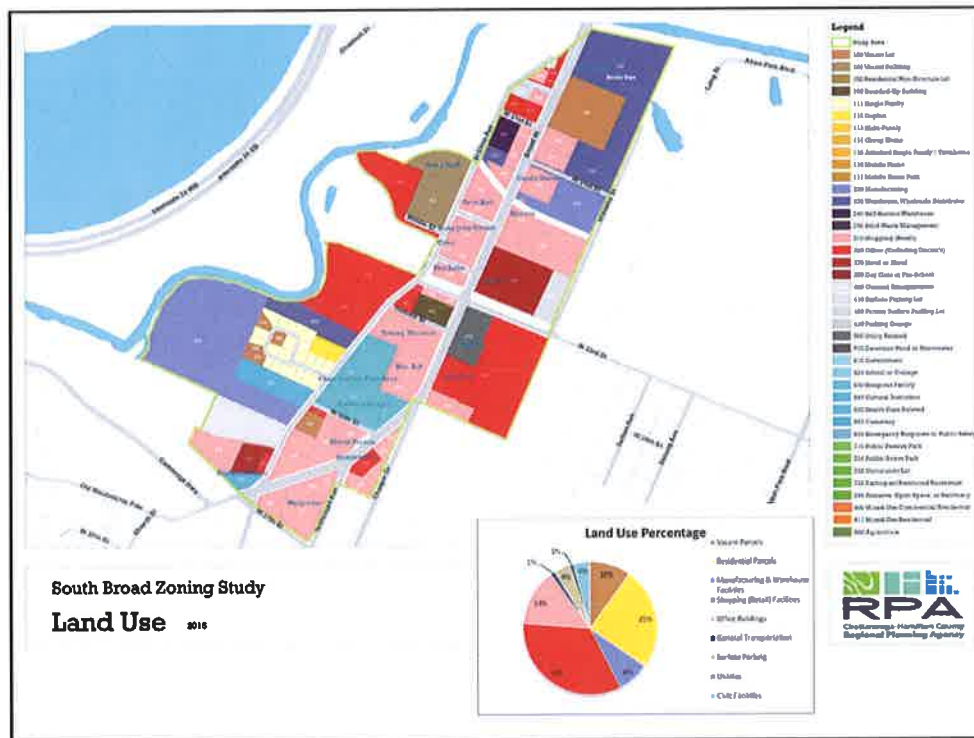


**SOUTH BROAD  
REDEVELOPMENT PLAN**

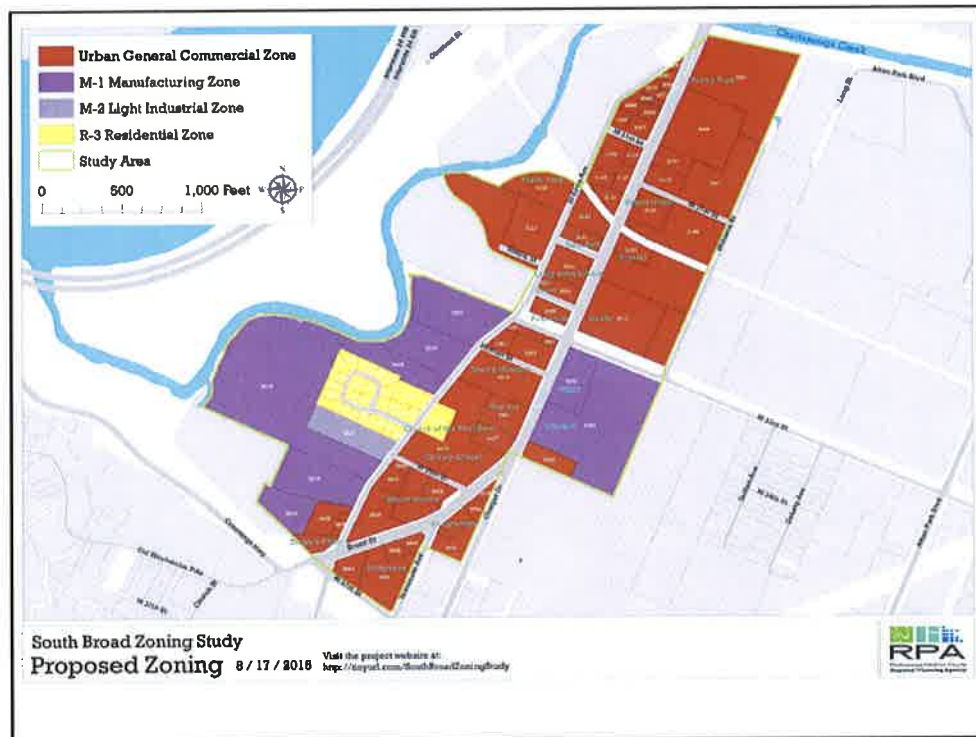
**How do you get this  
type of  
Development?**

Per the South Broad Redevelopment Plan, the vision is to evolve as a destination for tourists, employees and residents (South Broad draws from Alton Park, St. Elmo, Lookout Mtn and the Downtown as well as the freeway)... a true mixed use area. A large parcel at Chattanooga Creek was just rezoned for UGC that is planned as primarily a residential development with some retail on the first floor at St. Elmo Avenue. Current M-1 zoning does not allow residential.

How do we get more of the type of development shown?



As a general rule, zoning should match the vision and land use patterns that are desired. One step towards a more urban “place” and benefit already in place is that South Broad does have an existing mix of uses. Here is current land use map per Hamilton County GIS – we see a mix of uses with a predominance of commercial uses.



Zoning that more accurately reflects the current land use is needed as shown here in “Proposed Zoning” map. The best urban zoning tool we have for this area is the Urban General Commercial Zone or “UGC.”



**Urban General Commercial Zone**

**PURPOSE of UGC:**

- Build more Walkable Neighborhoods
- Complete Streets
- Density to support Businesses & Transit

**USES:**  
Mixed-Use – most land uses allowed including light manufacturing, commercial, residential, offices, etc.

**UGC Zone** – suitable for areas outside of the downtown and in place since 2007 for South Broad north of Chattanooga Creek. UGC is an urban “hybrid” zone geared towards a town center environment and more concentrated development that focuses on a walkable setting and densities to support commercial businesses, transit, parks, etc. Allows a mix of uses... retail with office or residential above, workshops, warehousing, apartments, or typical commercial uses such as franchise shown above.

**Urban General Commercial (UGC) Zone**

**HEIGHT & MASS**

- May seek deviation if taller height or size meets urban form and plan
- Deviation Requests to Planning Commission



Current C-2 or M-1



**Building Height**  
2 STORY or 18' Min. 4 STORY Max.

**BUILDING FOOTPRINT cap 12,000 sq/ft**

**Scale & Massing**



Let's look at some of the standards within the UGC Zone.

Current zoning usually results in one story buildings such as those found in suburban areas and often as part of commercial strip centers. UGC promotes multi-story buildings or at least an 18' minimum if one story and also regulates the size of the building footprint to maintain building mass or sizes that are in keeping with the urban qualities desired. The process allows for flexibility and deviations to the building height or massing standards if the applicant can demonstrate how their project will meet the intent of the UGC Zone.



## Urban General Commercial (UGC) Zone

### SETBACK

Current C-2 or M-1



Under UGC Zone

### SETBACK:

0' to 15' range for setback from front property line

Encourages plaza or park space if setback more than 0'

Building placement is a crucial aspect in creating more walkable areas. Placement closer to the street and sidewalk creates a more interesting pedestrian environment and improves the overall aesthetics for the corridor. The front setback range of 0'-15' for UGC is much different than the 25' or deeper setback allowed by the more suburban C-2 zone as shown in the image above. Under the UGC Zone, parking is placed to the side or rear and the front setback area may be used for outdoor dining, landscaping, an enhanced entry or other plaza-like treatment.

**Urban General Commercial (UGC) Zone**

Current C-2 or M-1



Under UGC Zone

**SETBACK**

**Auto-Oriented**

- May seek deviation for deeper setback
- Deviations to Planning Commission



**Landscape**

Defines Street Edge  
Allow Streetscape to count



Regarding setback, when an auto-oriented use is proposed, the applicant may seek a setback deviation per the UGC zone standards. This allows some flexibility in accommodating uses such as gas stations, convenience stores, drop-in markets, or drive-thrus; uses that are very much a part of today's business mix. If the deeper setback is needed, standards to address street edge are required that include the careful placement of parking, drop-off areas and additional landscaping. The urban example shown above is in North Chattanooga. It illustrates a gas station that is located with the building near the street and landscaping used to minimize the wide open areas created by the canopies and fuel pumps.


Current C-2 or M-1 allows

**PARKING**

**ADDED FLEXIBILITY**

- Parking to rear or side
- Allow discretion on amount of parking by Transportation Dept on case-by-case basis
- Parking maximum



Under UGC Zone

Other zones often require or allow more parking than needed resulting in vast amounts of paving and asphalt with parking placed in front of the building – not a walkable or attractive setting! Under UGC – parking is placed to the rear or side. In Chattanooga’s urban areas, required off-street parking amounts can also be reduced by including on-street parking, shared parking, etc. And for the UGC Zone, under the discretion of the City Department of Transportation (CDOT), the zone allows more flexibility and customized parking solutions on a case-by-case basis. The Nashville example above represents a more urban approach to handle parking; it includes on-street spaces, parking to the side between buildings, bicycle racks, and a parking garage tied to a major retail grocery store.

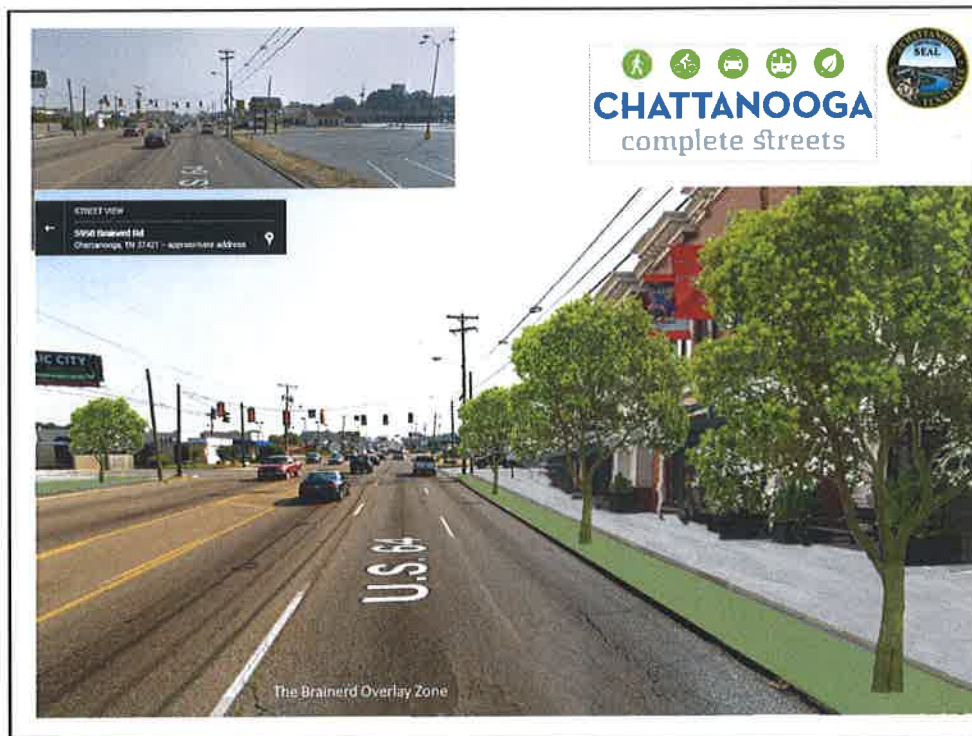
## South Broad



How do we  
transform  
Broad Street  
into a Great  
Street ?



When looking at zoning options, we kept in mind the vision for a transformed Broad Street. Per the adopted plan, a “Town Center” node is desired at the south end (near Towing Museum, Chattem, Calvary Chapel and Mt. Vernon Restaurant area). As this sequence of renderings illustrates, it doesn’t happen overnight... but with time, development and investments can really add up to create a great place. The planned expansion of the Riverwalk from downtown, thru South Broad, and on to St. Elmo will most likely spark new investment in the area. A crossing at St. Elmo Ave. and Broad Street will occur in 2016 with design work already underway.



Another example of transforming a street exists in Brainerd. As development occurs, the Brainerd Overlay Zone applies and change takes place, albeit slowly. CDOT and the newly adopted “Complete Streets Policy” call for streets that accommodate all types of users. The above shows Brainerd Road over time as it develops as a more walkable environment. Cherokee Blvd is another example where bike lanes are planned and first steps to adopt a “Complete Street” design will begin this year. South Broad is an area identified for study and “Complete Streets” implementation.



## RECOMMENDATION

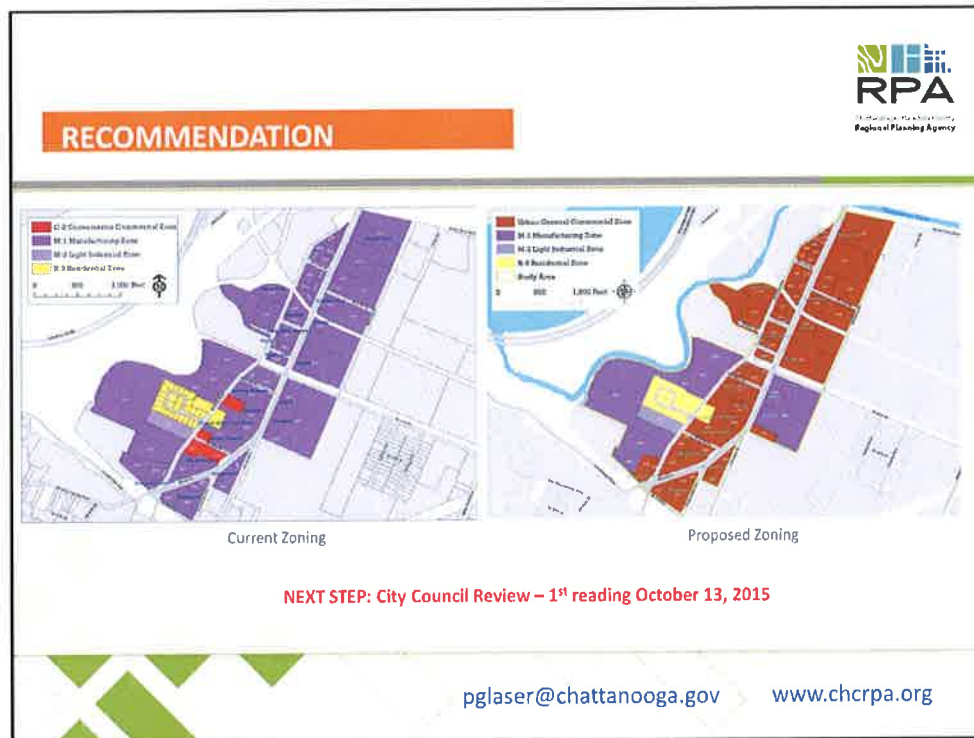
Staff recommends a change of zoning for many properties.

- Support vision - *South Broad Redevelopment Plan* calls for walkable, mixed use area
- Better align zoning with the existing land uses
- Complement investments made by City on infrastructure & new Riverwalk
- Optimize the redevelopment potential & high traffic volumes
- Better support transit with higher residential densities and a concentration of commercial uses.



Summary of the South Broad Zoning Report. (See website for copy.) Staff recommends a change of zoning for many properties based on the need for the following:

- Support vision - *South Broad Redevelopment Plan* calls for walkable, mixed use area
- Better align zoning with the existing land uses
- Complement investments made by City on infrastructure & new Riverwalk
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“Proposed Zoning” looks at adding Urban General Commercial along the Broad Street corridor where most commercial uses exist and there are some key vacant properties. UGC is recommended along St. Elmo Avenue as well where the Riverwalk will come off of Middle Street and then south to a new crossing. Existing industrial uses where M-1 is more appropriate should remain and the residential lots of Mountain View Courts and the church should remain R-3. The next step after Planning Commission is for City Council review with the 1<sup>st</sup> reading to be held on October 13, 2015.

Conclusion - its about matching the zoning to the vision and preparing the area for future investments.