

RESOLUTION NO. 25156

A RESOLUTION AUTHORIZING THE ADOPTION OF THE
NORTH SHORE PLAN.

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 Chattanooga-Hamilton County Regional Planning Agency ("RPA") has conducted community meetings for the purpose of obtaining public input; and

WHEREAS, The proposed North Shore Plan (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, RPA has recommended adoption of the Plan to the City Council.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CHATTANOOGA, TENNESSEE, That the North Shore Plan, a copy of which is attached hereto, is hereby adopted.

ADOPTED: June 26, 2007

/add



5-8-07

Executive Office

Development Services

Metropolitan Planning Organization (MPO)

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

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

NOW, THEREFORE, BE IT RESOLVED 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.

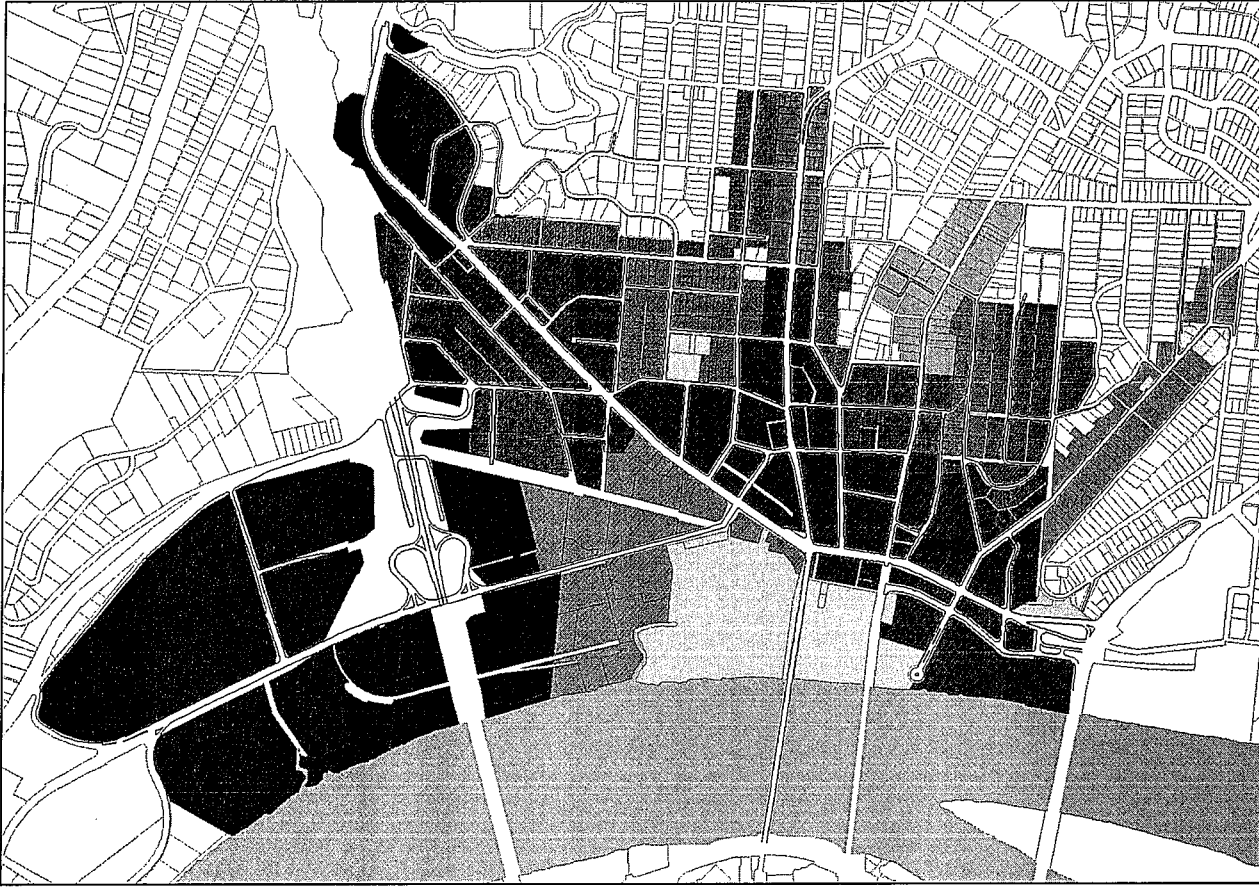
Respectfully submitted,


Barry M. Bennett, Secretary

Date of Adoption: April 9, 2007

BMB:JS:jd

LAND USE PLAN



North Shore Plan

April, 2007

Chattanooga-Hamilton County



Regional Planning Agency

*Development Resource Center
1250 Market Street
Chattanooga, TN 37402*

*Phone 423.757.5216
TDD No. 423.757.0011
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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

Regional Planning Agency

Executive Director

Barry Bennett

Planning Team

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*Special thanks to Greg Johnson who acted as project lead prior to his departure in March 2006.

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

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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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 - North Shore Committee
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 - Industry/ Manufacturing representatives
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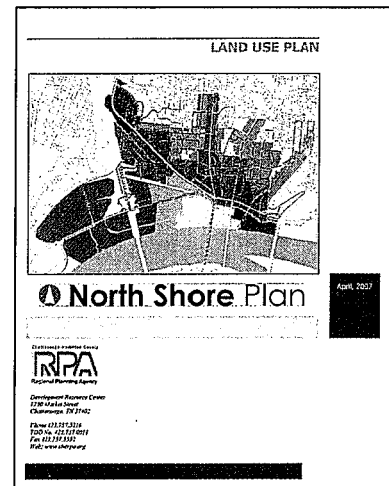
1.1 What is plan, and why do we need one?

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?

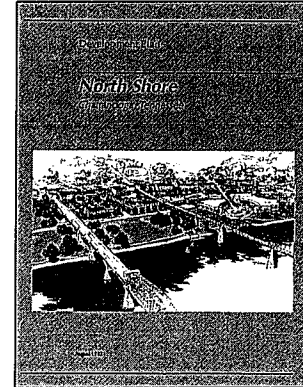
There are many types of plans. The North Shore Plan incorporates information and recommendations from several of Chattanooga's other plans, including:

- 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

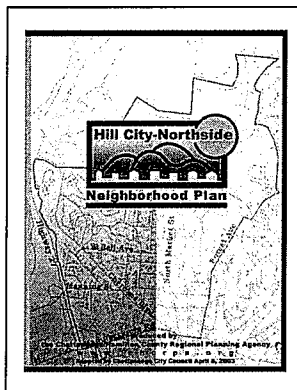
1.4 Previous North Shore Plans

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 Manufacturers 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.

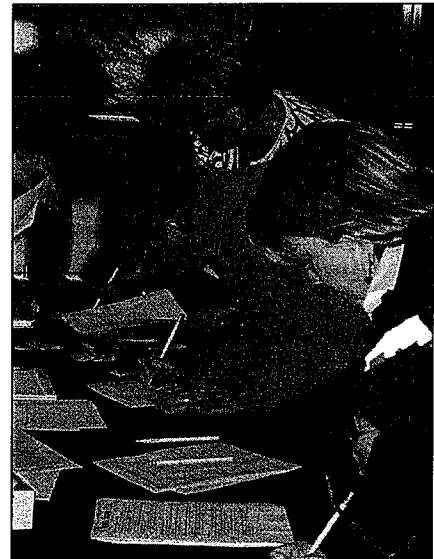
A second public meeting (Public Meeting #2) was held on February 15, 2007. Approximately 150 stakeholders attended an open house to review the draft recommendations of the North Shore Plan and provide input prior to the plan's completion.

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 21st Century Waterfront, and Moccasin Bend.

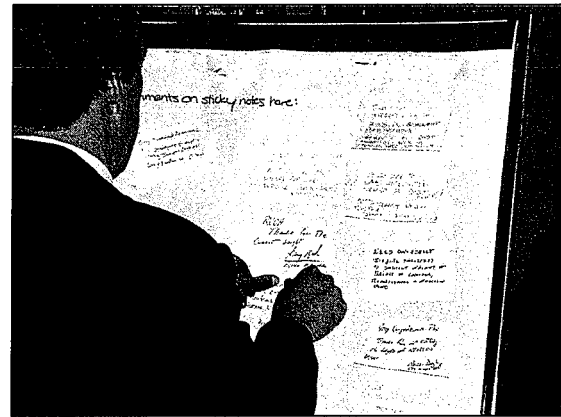
Automobile-oriented comments were focused on the street network and parking. Comments on streets called for traffic-calming on major streets and greater street connectivity within the North Shore. Comments on parking recommended more parking near Frazier Ave., N. Market St. and Cherokee Boulevard. Parking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

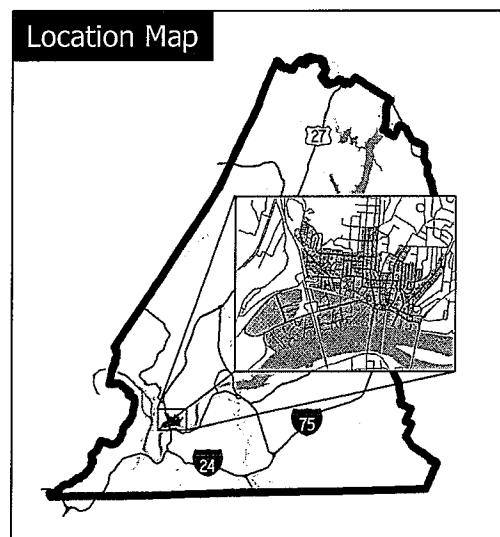
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2.0 Overview

This section provides an overview of the North Shore, including the North Shore's history, and analyses of the area's demographics, land development, infrastructure, and natural systems. This information was drawn from a variety of sources, including Census data, Regional Planning Agency and City of Chattanooga databases, news sources, and citizen input.

2.1 Study Area Location/Context

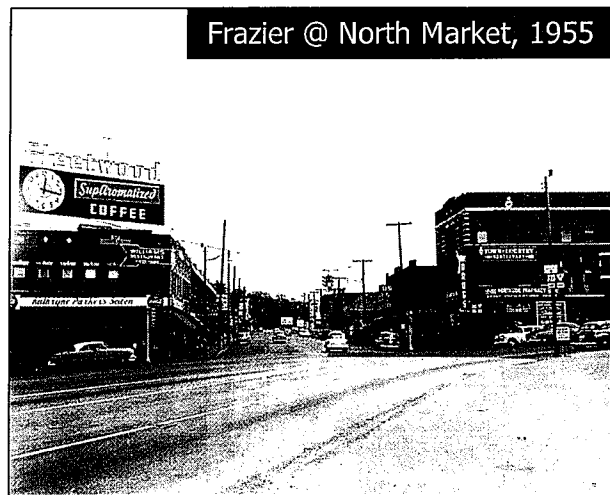


This plan examines the principal and secondary commercial corridors and streets in the North Shore: these streets include Frazier Avenue, Cherokee Boulevard, Manufacturers Road, North Market Street, and Tremont Street. Other predominantly residential streets located in close proximity to the aforementioned streets and streets that may experience future transition from residential to other uses are also included in the plan.

The North Shore is geographically located in the southwestern part of Hamilton County. Primarily a commercial district, the North Shore is located to the north of downtown Chattanooga across the Tennessee River. Residents of the North Shore and greater North Chattanooga benefit from proximity and strong access to the downtown district. The study area is approximately 560 acres or 0.876 square miles.

2.2 Historical Background

Beginning with the construction of the Walnut Street Bridge in the 1880's, the North Shore has served as a local "main street" providing shopping, arts, recreation, and business activities for the North Chattanooga community. Manufacturing areas to the west of Frazier Avenue, along Manufacturers Road, have also long served as a significant employment base for the community. During the 1950's, commercial development became more auto-oriented. Despite its immediate appeal, this type of development



significantly lessened the urban pedestrian quality of the district. The decline of the area was also part of a national trend of people and businesses moving to the suburbs.

Economic recovery began with the restoration of the structure that gave the district its birth: the Walnut Street Bridge. Since then, new businesses have opened in many of the district's restored historic structures. In response to the heightened pedestrian traffic, the city has made significant streetscape improvements, adding pedestrian lights, wayfinding signage, and trees. Extensions of the Riverpark, including Coolidge and Renaissance Parks, represent substantial public and private investment in the district.

2.3 Demographic Analysis

The demographic analysis uses block group 2, census tract 6 and block group 2, census tract 8. While these block groups do not exactly follow the study boundary, and areas within the boundary are excluded, the data is still relevant and accurately reflects current trends.

- Population
- Race
- Age
- Income

•• Education

2.31 Population

Population in the two block groups in 2000 was 1,575, a decrease of 5.63% from 1,669 in 1990. This parallels a general trend of population decrease in the central city. Given the number and size of new housing developments coming online in the next several years, this population decrease should be reversed by the next census; however, much of the new housing is being constructed in areas outside of the two block groups used in this analysis. This should be taken into account when completing any future analysis.

2.32 Race

The racial makeup of the two block groups in 2000 was 84% white, 10% African-American, and 6% other races. 2% of people identified themselves as Hispanic. African-Americans as a percentage of the population have decreased approximately 3.5% since 1990.

City-wide racial distribution in 2000 was 60% white, 36% African-American, and 4% other races. 2% of people in Chattanooga identified themselves as Hispanic.

2.33 Age

Age of population in both block groups in 2000 was:

Under 18: 14.73%

18-64: 70.98%

65 and older: 14.29%

Age distribution for the City of Chattanooga in 2000 was similar but shows a considerably higher population of children:

Under 18: 22.4%

18-64: 62.4%

65 and older: 14.29%

2.34 Income

Median household (a household includes all of the people who occupy a housing unit) income for the two block groups in 1999 was \$29,459. Median family (a family includes a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption) income was \$40,098.

City of Chattanooga:

Median household income: \$32,006

Median family income: \$41,318

2.35 Educational Attainment

2000 educational attainment for both block groups was as follows:

High school graduate or equivalent: 77%

Bachelor's degree or better: 26%

City of Chattanooga:

High school graduate or equivalent: 77.6%

Bachelor's degree or better: 21.5%

2.4 Land Use & Development

2.41 What are zoning and land use?

The Regional Planning Agency maintains a county-wide record of each parcel's land use and zoning. Information about both is integral for plan development as land use descriptions detail how land is currently being used and zoning describes how land may be used. Land use is a description of how land is occupied or utilized.

Zoning, however establishes regulations governing the use, placement, spacing and size of land and buildings. Zoning is a legal and enforceable part of the Chattanooga City Code and zoning regulations applicable to the North Shore are contained in the Chattanooga Zoning Ordinance. The document may be accessed online at www.chcrpa.org.

2.42 Zoning Analysis & the C-7 Zone

Zoning in the study area is

predominantly

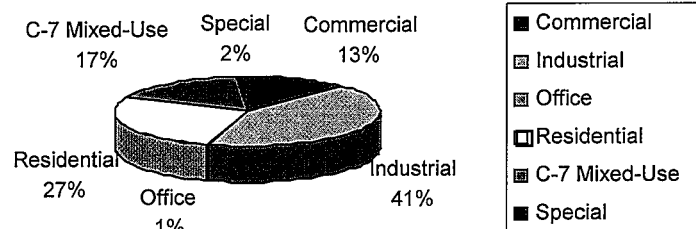
non-residential, with 74% of

study area zoning either industrial, commercial, or mixed-use with negligible office and special zoning. The high

percentage of industrial zoning is due to the inclusion of land on

the east side of US 27 along Manufacturers

Rd. that is currently transitioning to other uses, as well as additional land on the west side of US 27 that is currently zoned for industry that is currently remain. It is important to note that many buildings in the mixed-use zone include residential uses.



The C-7 North Shore Commercial/Mixed-Use Zone is unique in Chattanooga and is only present on the North Shore within the plan study area. The C-7 zone was initiated to maintain urban commercial and mixed-use development in an area of Chattanooga that is inherently urban. The zone was placed along Frazier Ave. and portions of Cherokee Boulevard, N. Market St., and Tremont St. in order to maintain and promote urban development, characterized by buildings built to the street, with parking located to the rear. The goals of the C-7 zone are:

- Promote a mix of uses within the North Shore Commercial Zone;
- Allow greater latitude in design than what is provided for by existing zoning requirements;
- Encourage investment in the Zone;

- Bring most daily activities within walking distance, giving the elderly and the young increased independence of movement;
- Reduce the number and length of automobile trips, to minimize traffic congestion, road construction and air pollution;
- Establish building densities that support the use of transit;
- Provide quality public spaces such as streets, sidewalks, parks and squares;
- Provide a full range of housing types and workplaces that will integrate age and economic class;
- Maximize the use of all existing resources including land, buildings, parking, and infrastructure;
- Maintain the physical continuity of the street edge created by multi-story buildings built to the sidewalk.
- Protect the viewshed and scenic vistas both from the North Shore and of the North Shore from other areas.
- Promote pedestrian activity and safety over convenience for the motorist.

2.43 Rezoning Requests/C-7 Review Requests

Rezoning requests are made when a property owner or applicant wishes to change their property's zoning.

35 zoning requests were made in the study area from 2000-2007. Requests were generally scattered across the study area; 6 requests concentrated west of the current C-7 boundary were for rezoning to C-3 to accommodate denser urban development along Manufacturers Road. 18 other requests included City property acquisitions and requests for alley abandonment.

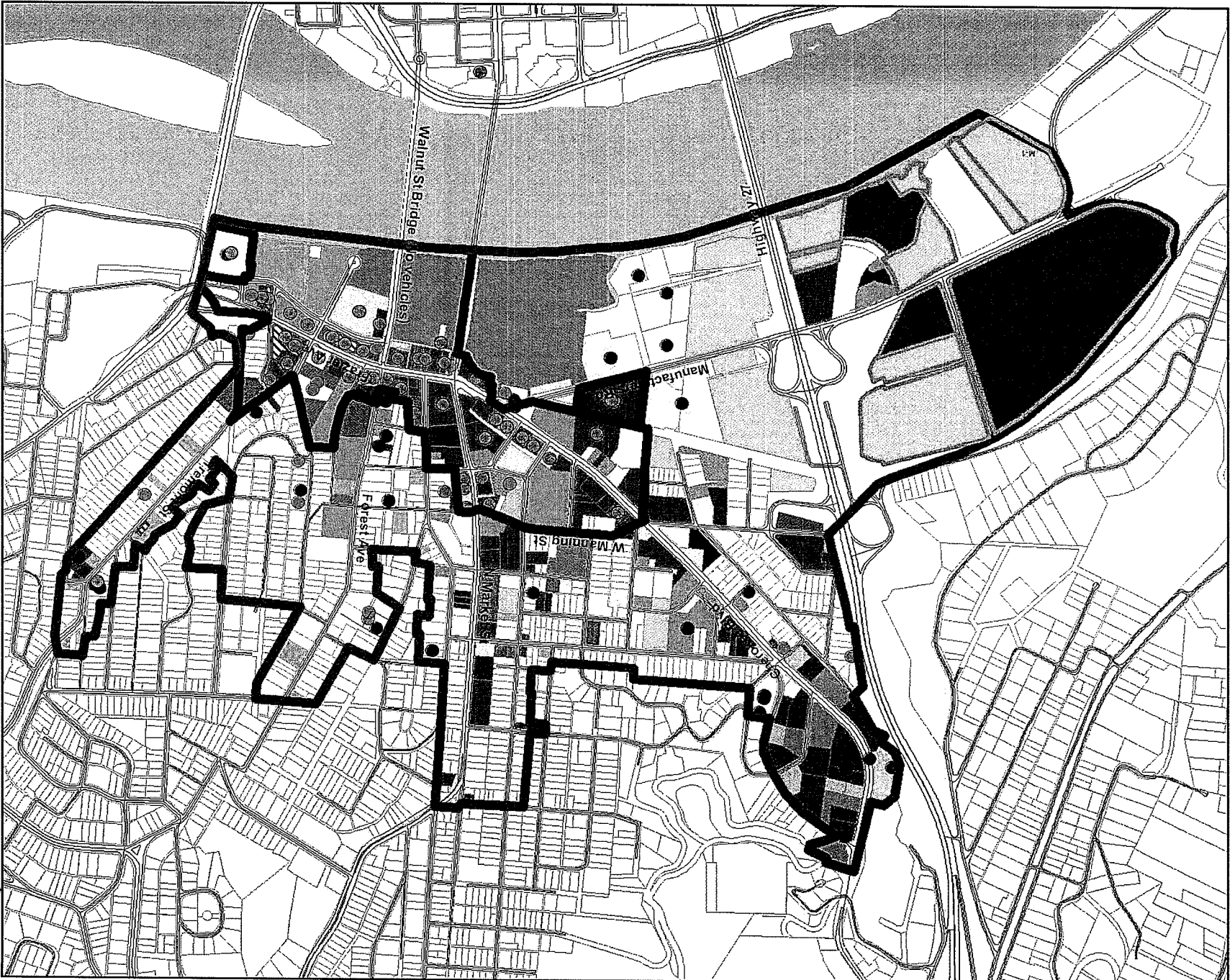
C-7 review requests are made when an applicant wishes to do new construction or to make exterior changes to an existing structure in the C-7 North Shore Commercial/Mixed Use Zone.

115 C-7 review requests were made in the study area from 2003-2007; 2003 is the earliest date for which comprehensive records are available.

Rezoning Requests 2000-2006 / C-7 Review Requests 2003-2006



December 27, 2006



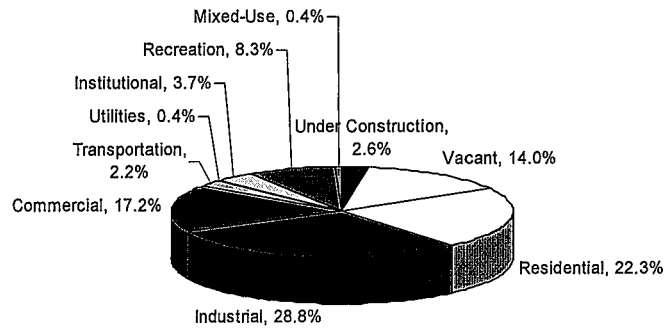
- Legend**
- North Shore Plan Boundary
 - C-7 Zone Boundary
 - C-7 Cases 2003-2006
 - NS Cases 2000-2006
 - Rezoning
 - Other

2.44 Existing Land Use

Land use in the study area is a reflection of choices made when determining the study area itself. The focus of the North Shore Plan is on the principal and secondary commercial corridors and streets in the North Shore as well as those predominantly residential streets located in close proximity to the aforementioned corridors, and streets that may experience future transition from residential to other uses. The relatively high percentage of non-residential land uses reflects this.

Residential

Residential land uses occupy 92.7 acres or 22.3% of the study area. Single-family uses predominate, occupying 82.4% of the residential land area (78.7 acres) and 63.2% of the total residential units (462 units). Multi-family uses occupy 8.7% of



Existing Land Use: % of Total Acreage

the residential land area (8.3 acres) but 19.3% of total residential units (141 units), a reflection of the greater density they afford. Duplexes occupy 5% of residential land area (4.8 acres) and 7.7% of total residential units (56 units). Residential units in mixed-use developments currently occupy 2% of the total residential area (1.9 acres) but 9% of total residential units (66 units), a number certain to significantly increase as additional mixed-use developments on the North Shore are completed.

Commercial

Commercial land uses comprise 17.2% of total land area within the study area. A street-by-street summary of current conditions is located Section 3.22: Specific Corridor Recommendations.

Industrial

Industrial land uses occupy 28.8% (120.1 acres) of the total land area on the North Shore but only 3% of the parcels: a reflection of the significant land area required for individual industrial uses. While the percentage of the study area occupied by industrial uses may seem significant, almost 73% of the 120.1 acres is located to the west of US 27. That area is expected to remain industrial for some time to come and is included primarily to facilitate gateway and other transportation planning.

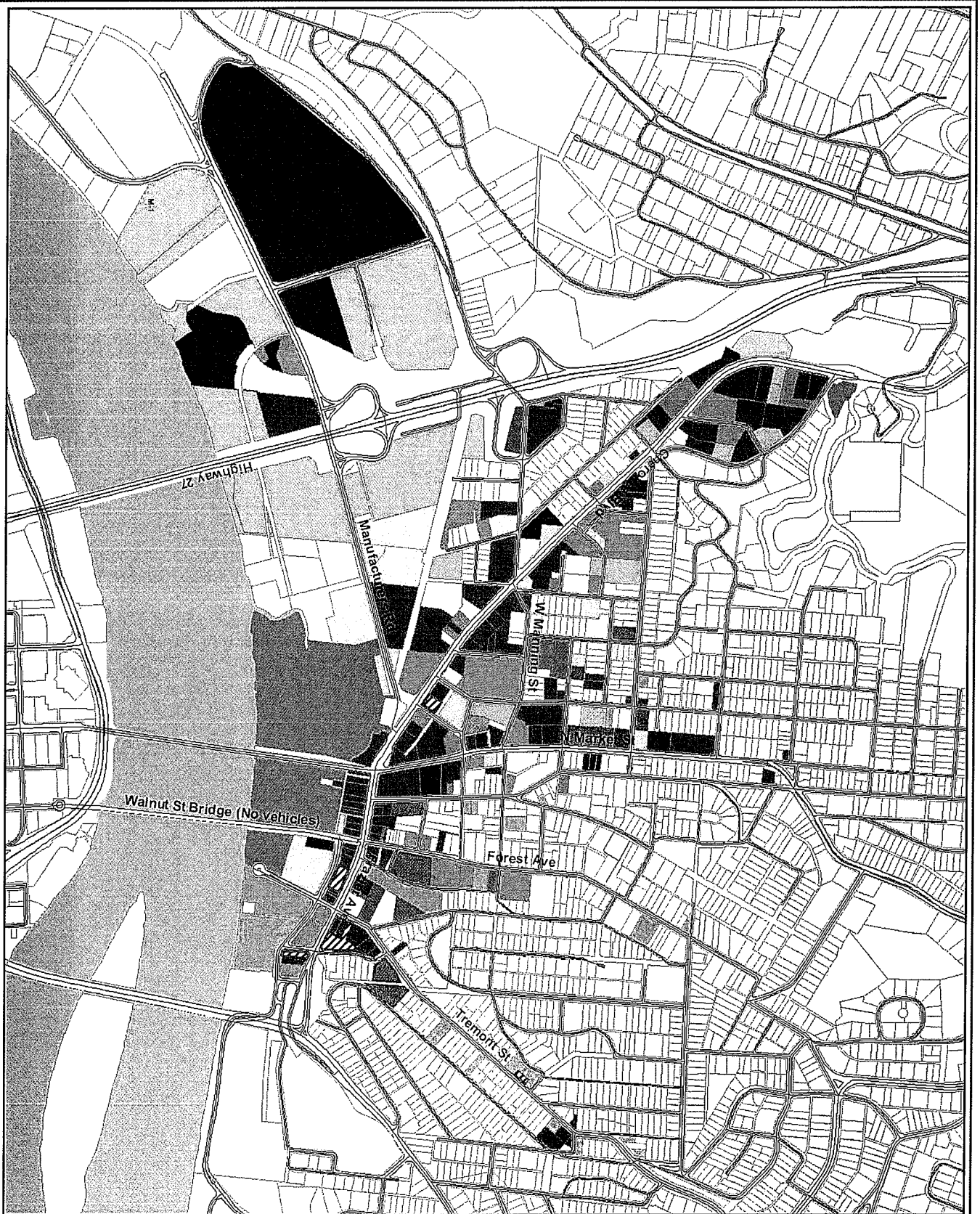
Institutional

Institutional uses include governmental, religious, medical, and other non-commercial facilities. These occupy 3.7% (15.4 acres) of the study area. The Chattanooga Theatre Centre and over a dozen churches are included in this category.

Parks & Recreation

At 34.7 acres, recreational uses occupy 8.7% of the study area. Coolidge Park, Renaissance Park, and the North Chattanooga Recreation Center constitute the whole of the recreational use acreage.

North Shore Current Land Use



2.45 Development Trends

Mixed-use development and infill: Frazier Avenue

By far the most significant trend on the North Shore in the last decade has been the construction of new and renovation of existing commercial buildings for mixed-use. Between 2001 and December 2006 approximately \$40 million in nonresidential building permits were issued on the North Shore. This trend began on Frazier Avenue: the street offered a largely intact fabric of old buildings well-suited to renovation that has since been largely stitched back together.



The street remains the North Shore's commercial nexus. As is stated elsewhere in this document, the importance of the C-7 zone in allowing this redevelopment to take place cannot be overstated; the zone's design principle have provided strong guidance for those engaged in development or redevelopment, allowing the community a voice in changes on the North Shore without stifling innovation or creativity.

New development and redevelopment on other corridors

As the holes in Frazier Avenue's urban fabric have been repaired, developers have looked elsewhere for opportunities to further the North Shore's renaissance. The result has been increased interest in redevelopment of Cherokee Boulevard, North Market Street, and Manufacturers Road. To date, Cherokee Boulevard and North Market Street have largely seen adaptive reuse of existing buildings with limited new construction, though this trend is certain to change as suitable stock for reuse declines and many of the vacant lots on both Cherokee and North Market begin to fill in.

Manufacturers Road is seeing larger-scale new urban development. The corridor's large lots and underutilized industrial sites have proven to be attractive for the development of projects that would be inappropriate in scale on the smaller lots of the North Shore's other commercial corridors.

Commercial encroachment on residential areas / Loss of residential character

One concern of meeting participants was current and future commercial encroachment on residential areas. This can take several forms:

- Purchase and consolidation of existing residential lots for new commercial construction
- Speculative purchase and clearing of existing lots
- Conversion of existing housing stock to office and commercial uses

Speculative zoning (requesting a more intense zone for property without a project planned for the property in order to increase property value) is the greatest threat to residential areas

seeking to protect themselves from commercial encroachment. With the adoption of site plan requirements for rezonings, applicants for rezoning are required to provide a site plan for any rezoning request. While a site plan is not binding unless so specified by the Planning Commission and/or City Council, the adoption of site plan requirements has sharply reduced speculative rezonings, as has the general opposition of the City Council to speculative rezonings.

One purpose of the North Shore Plan is to provide guidance for future land use on the North Shore. This includes designating which residential areas should remain residential, and which may be more appropriate for transition to more intensive uses. The Plan will also provide recommended boundaries and limits for expansion of the C-7 Mixed-Use Commercial Zone, which should provide guidance for property owners throughout the North Shore.

2.5 Infrastructure Inventory

2.51 Roads

The study area contains approximately 19.7 miles of streets. Major streets include:

- US Highway 27, including two interchanges (Manufacturers Road and Manning Street)
- North Market Street
- Frazier Avenue
- Cherokee Boulevard
- Manufacturers Road
- Manning Street

The North Shore is connected to the south shore by three vehicular and one pedestrian/bicycle bridge(s). They are:

Vehicular

- Olgiati Bridge, US Highway 27 (6 lanes, no sidewalks)
- Chief John Ross Bridge, Market Street (4 lanes, sidewalks on both sides)
- Veterans Bridge, Georgia Avenue (5 lanes, sidewalk on west side)

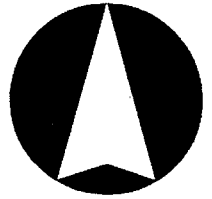
Pedestrian/Bicycle

- Walnut Street Bridge

Traffic volumes have experienced some growth as indicated by the map. Growth is a reflection of increased development on the North Shore and does not exceed the streets' rated capacities.



Legend
 Traffic Court Station Locations



January 3, 2007



North Shore Traffic Counts

North Shore Plan

2.52 Pedestrian Facilities

Sidewalks exist along most major corridors on the North Shore, though some holes in the network exist. Side streets frequently lack sidewalks; this is not uncommon in the City of Chattanooga, and in North Chattanooga owes much to topography and right-of-way issues that make sidewalk construction difficult.

A portion of the Tennessee Riverwalk terminates on the North Shore, crossing the Tennessee River via the Walnut Street Bridge and running through Coolidge and Renaissance Parks.

2.53 Bicycle Facilities

Bicycle facilities on the North Shore consist of:

- Walnut Street Bridge
- Frazier Ave (shared lane)
- Manufacturers Road (shared lane)
- Georgia Ave / Barton Ave (shared lane)

2.54 Public Transit

The North Shore is currently served by the Chattanooga Area Regional Transportation Authority 's (CARTA) North Chattanooga line, which primary serves neighborhoods between North Market Street and Cherokee Boulevard. The Northgate line serves Barton Avenue.



The Chattanooga River Taxi provides river taxi service during the summer months, with connection points at the Chattanooga Pier and the Passage on the south shore, and Coolidge Park on the North Shore.

2.54 Parking Facilities / Availability

The 2004 City of Chattanooga Downtown Parking Study provided the following inventory of North Shore parking supply:

Parking Type	Supply	Occupancy	%
On-street	60	28	47%
Publicly Available Off-Street	392	116	30%
Private/Restricted Off-Street	1138	543	48%
Total	1590	687	43%

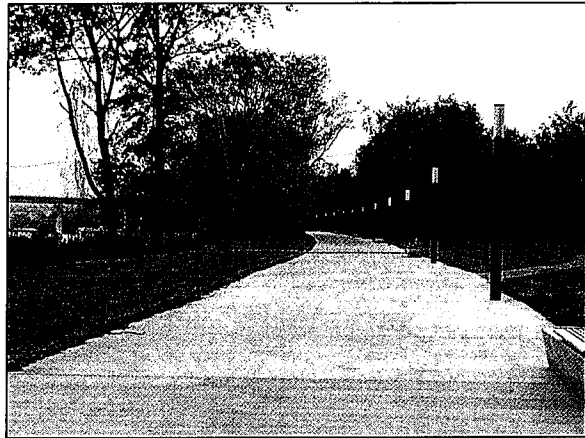
2.55 Parks & Recreation Facilities

Coolidge Park

Coolidge Park features a beautifully restored carousel, a pavilion, an interactive play fountain, and lots of open space. A short walk across the Walnut Street Bridge allows downtown visitors to enjoy Chattanooga's most popular park. It is part of the Tennessee Riverpark, a 22 mile long public park along the Tennessee River.

Renaissance Park

Completed in 2006 as part of the 21st Century Waterfront project, Renaissance Park is situated on a 23-acre site on the North Shore, on the west side of the Market Street Bridge. The park is built on land that is rich with Chattanooga history. The design of the park reflects this history while providing unique opportunities for recreation and relaxation. The park includes manmade hills that help to cap industrial refuse on the site, as well as restored wetlands and historic and environmental interpretive signage.



North Chattanooga Recreation Center

North Chattanooga Recreation Center is located at 406 May Street on the North Shore. The center contains a full-size gym, community meeting space, and a game room, with 1 baseball/softball field.

2.56 Other Civic Facilities

CARTA

CARTA maintains a satellite office at 60 North Market Street (on the River Street side of the building) for their parking operations on the North Shore.

Business Development Center

The Chattanooga Chamber of Commerce operates the Chattanooga/Hamilton County Business Development Center at 100 Cherokee Boulevard. The BDC, the largest of its kind in the state of Tennessee, is a business incubator that offers space and a variety of support services to help new businesses succeed.

2.6 Natural Systems Inventory

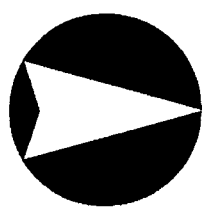
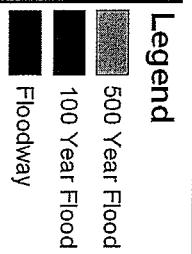
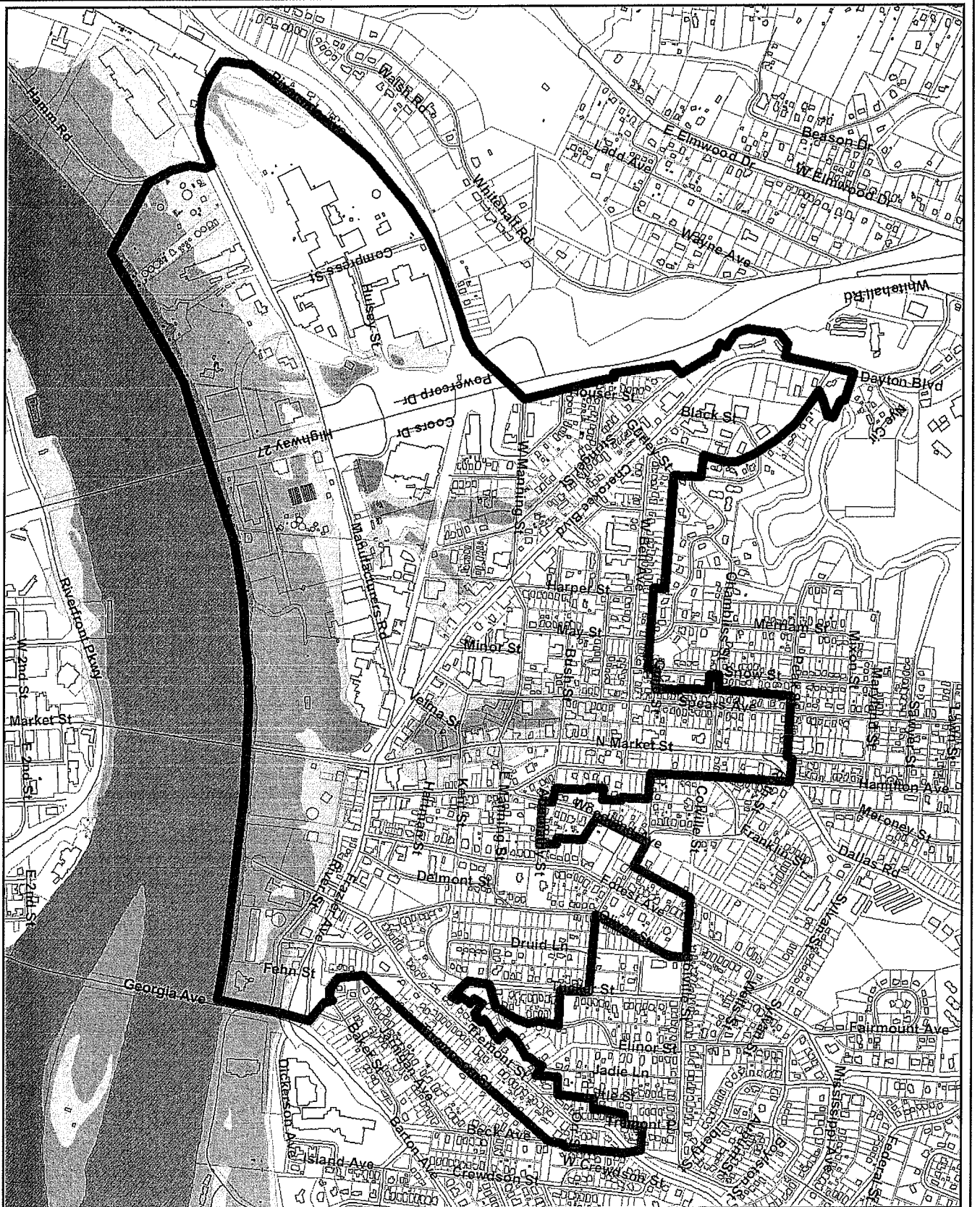
2.61 The Tennessee River / Streams / Flood Zones

The Tennessee River forms the southern boundary of the North Shore Plan study area. The study area contains approximately 1.2 miles of shoreline. Of this, approximately 0.46 miles is owned by the City of Chattanooga and Hamilton County, or the Chattanooga Theatre Centre, and can reasonably be considered protected. Significant portions of the remaining shoreline contain dock terminal for barges off-loading a variety of products.

Because of the North Shore's proximity to the river, significant portions of the study area lie in a flood zone. Most land south of Frazier Avenue and Manufacturers Road lies within the 100- or 500-year flood. Significant low-lying areas between Cherokee Boulevard & Manufacturers Road and at the southern end of Market Street Branch along North Market Street are also prone to flooding.

North Market Street Branch flows through a portion of the study area, in between North Market Street and Spears Avenue. It flows through a WPA (Works Progress Administration) ditch for some distance, then goes underground before resurfacing near Manufacturers Road. 2.5 miles of the stream were listed in 2005 by TDEC (Tennessee Department of Environment and Conservation) as a 303(d) impaired stream due to *e. coli* contamination. Action is needed to correct this situation.

North Shore Flood Zones



North Shore Plan

January 8, 2007

RPA
 CHATTANOOGA • HAMILTON COUNTY
 REGIONAL PLANNING AGENCY

2.62 Steep Slopes

Although the North Shore mixed use/commercial district is generally flat in its topography, much of surrounding North Chattanooga is relatively hilly. Development has taken place on those steeper slopes, though an examination of open rights-of-way will show that many platted streets, laid out without respect for slopes, were never constructed.

Steep slopes, defined for the purposes of this plan as all of those slopes greater than or equal to 15%, dominate the northeastern portion of the study area. The major streets in this area, Forest Avenue and Tremont Street, respect the lay of the land, as can be seen on the attached map.

Development on steep slopes can significantly affect stormwater runoff as well as increase erosion, decrease tree cover, and affect viewsheds. Recommendations for steep slopes are included later in this document.

III. Land Use & Development

- 3.0 Introduction
 - 3.01 The Vision Revisited: Goals for the North Shore
 - 3.02 Intensity, Density & Scale
 - 3.03 Urban Intensity & Density
 - 3.04 Form vs. Land Use
 - 3.05 Implementation
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 - 3.11 Development Forms
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 - Medium-intensity mixed-use
 - Low-intensity mixed-use
 - Urban corridor commercial
 - Neighborhood/transition commercial
 - Urban medium-high density residential
 - Urban infill single-family residential
 - Urban single-family residential
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 - 3.221 Frazier Ave
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- 3.4 Focus Areas
 - 3.41 Stringer Street Residential Area
 - 3.42 Bell Avenue
 - 3.43 Bush Street / Minor Street Residential Area
 - 3.44 Black Street Commercial Area
 - 3.45 Oliver Street Residential Area
 - 3.46 Manufacturing east of US 27

- 3.5 Additional Recommendations

3.0 Introduction

This section contains recommendations for future land use & development on the North Shore in both narrative and illustrative format. These recommendations are the culmination of community input via public meetings and interviews, as well as planning analysis. This section provides background information on principles that form the foundation for the development form plan, the development form plan itself, and specific recommendations for commercial corridors, residential development, and implementation steps.

3.01 The Vision Revisited: Goals for the North Shore

The following goals, components of the North Shore vision, have helped inform and build the development forms subplan:

- 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.

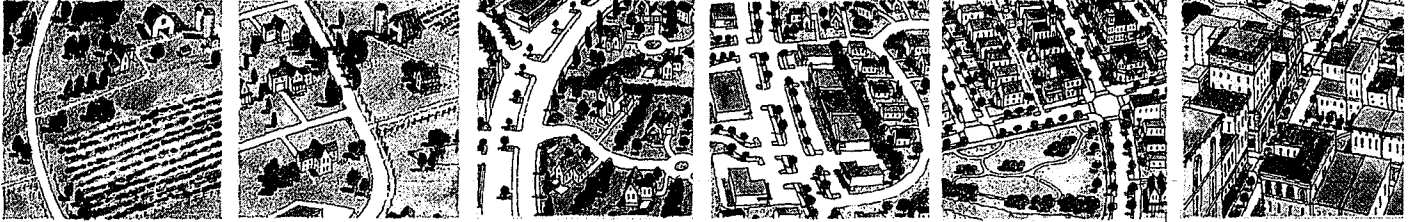
3.02 Intensity, Density & Scale

Intensity, density, and scale are everyday words that will be commonly used throughout this section which may hold a different meaning inside the context of the plan than readers may be accustomed to. They are vital concepts, however, so this section will provide a brief discussion of each concept in turn.

Intensity:

Intensity is, generally, the amount of impact that a land use has on surrounding land uses, the transportation network, and supporting community facilities. A small office building typically has a much less impact on surrounding uses than a heavy industrial facility. Particular uses may be more intense due to one or more characteristics, such as traffic generated, amount of impervious surface, bulk of structures, density, or other factors such as

noise, light, and the like. When referred to in the context of the North Shore Plan, intensity refers to non-residential uses.



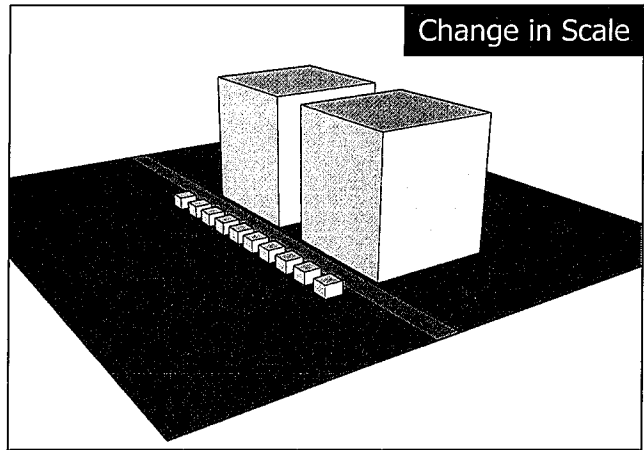
Low-intensity **High-intensity**

Density is the number of dwelling units per acre. This measure refers to residential uses.

Scale:

Scale is the relative size of an object when compared to others of its kind, to its environment, or to humans.

Appropriateness of scale is an important concept in the urban environment. Some concepts included in scale overlap with intensity, such as structure bulk.



All three of these concepts work together when planning for a quality urban environment. If a 20-story apartment building was proposed for Frazier Avenue as it exists currently, it would be inappropriate because its use would be too *intense*, due to traffic generation, blocking out light and views, etc.; too *dense*, due to an extremely high number of dwelling units per acre as compared to surrounding uses; and out of *scale*, as buildings on Frazier Avenue are typically 2-4 stories in height.

3.03 Urban Intensity & Density

A key principle of *Comprehensive Plan 2030* was the idea of communities of choice and a spectrum of development intensity. The plan implemented this idea by dividing the county into development sectors. These sectors represent a spectrum of community development types, from preserve & rural growth (lowest levels of urbanization) to urban core infill (highest level of urbanization). Intensity and density also follow this spectrum. Average residential densities in Hamilton County vary from 0.2 units per acre in the rural development sector to 26.1 units per acre in the urban core. The North Shore falls within the urban infill sector, whose average density is 6.5 units per acre; current residential density on land categorized as residential or mixed-use is 7.65 units per acre based on GIS data analysis. The Downtown Plan, which provides

Comprehensive Plan 2030: Hamilton County's county-wide plan for growth and development. It provides community goals and policies for housing, business, the natural environment, public spaces & recreation, civic facilities and services, and transportation, as well as future development.

development guidance for both downtown proper and the North Shore, recommends a density goal of at least 12 units per acre. This density is necessary to support transit and other urban amenities; much higher densities may be required to support other urban amenities, such as robust neighborhood retail. Similar principles apply to commercial intensity: more intense uses are generally more appropriate in the urban core and urban infill areas than in suburban, transitional, and rural areas. This does not mean, however, that more intense and dense uses are appropriate throughout the North Shore. What this means for the North Shore is that there is a clear necessity for a development form plan that identifies what types, densities, and intensities of use are appropriate, where those uses are appropriate, and what form they should take.

3.04 Form vs. Land Use

Generally, a conventional land use plan provides a series of land use classifications that provide guidance for future development, redevelopment, and preservation of an area. The classifications are usually general in nature and typically focus on type and intensity of uses (various iterations of residential, commercial, industrial, et cetera), with only very limited treatment (if any is provided at all) of development form. Development form can include such factors as building height, setbacks, and massing; orientation; parking, curb cuts and driveway connections; landscaping; streetscaping and street furniture; and other factors.

The North Shore Plan's Development Forms Plan takes the place of a conventional land use plan. The plan includes all of the information a traditional land use plan would contain, but includes detailed information on form as well, where appropriate.

3.05 Implementation

One obstacle faced by many land use plans is the disconnect between land use plan recommendations and zoning categories. Plan recommendations may be difficult or impossible to

3.11 Development Forms (Add diagrams for each form)

Note: The first four development forms are intended to be used in conjunction with the C-7 North Shore Commercial / Mixed-Use Zone.

High-intensity mixed-use

This development form is for high-intensity mixed-uses with building footprints greater than 10,000 square feet, and for buildings of greater relative scale than those of the medium-intensity form. Development in this classification should be constructed in line with urban design principles. Uses should be oriented towards the pedestrian rather than the automobile; automobile-oriented uses, such as gas stations, restaurants with drive-throughs, and the like, are strongly discouraged. Storefront retail & offices with 2nd floor office or residential uses are encouraged, as is the orientation of pedestrian entries to the primary streets. Retail stores with larger footprints, such as full-service groceries, are appropriate in this zone. Parking should be placed to the rear when possible. Zero setbacks are encouraged; maximum building height

should not exceed 42 feet, though this maximum may be lower in some areas. This form should not be located adjacent to low-density residential uses.

Medium-intensity mixed-use

This development form is for medium-intensity mixed-uses with building footprints smaller than 10,000 square feet, and for buildings of less relative scale than those of the high-intensity form. Development in this classification should be constructed in line with urban design principles. Uses should be oriented towards the pedestrian rather than the automobile; automobile-oriented uses, such as gas stations, restaurants with drive-throughs, and the like, are strongly discouraged. Storefront retail & offices with 2nd floor office or residential uses are encouraged, as is the orientation of pedestrian entries to the primary streets. Parking should be placed to the rear when possible. Zero setbacks are encouraged; maximum building height should not exceed 42 feet, though this maximum may be lower in some areas. This form can be located adjacent to low-density residential uses.

Low-intensity mixed-use

This development form is for low-intensity mixed-uses with building footprints smaller than 5,000 square feet, and for buildings of less relative scale than those of the medium-intensity form. Development in this classification should be constructed in line with urban design principles. Uses should be oriented towards the pedestrian rather than the automobile; automobile-oriented uses, such as gas stations, restaurants with drive-throughs, and the like, are strongly discouraged. Storefront retail & offices with 2nd floor office or residential uses are encouraged, as is the orientation of pedestrian entries to the primary streets. Parking should be placed to the rear when possible. Zero setbacks are encouraged; maximum building height should not exceed 30 feet, though this maximum may be lower in some areas. This form can be located adjacent to low-density residential uses.

Urban corridor commercial

This development form is intended to permit auto-oriented commercial uses but to promote their development in compliance with urban design principles. Parking for uses in this zone should not exceed four (4) spaces per 1,000 square feet; parking should be placed to the rear of buildings whenever possible. Consolidation of existing driveways and use of shared driveways are encouraged. Drive-throughs should be placed to the rear of buildings; gas station fueling facilities should be located to the side or rear of buildings and should be screened from the street by landscaping. Signs not affixed to a building should be monument-style only. Zero setbacks are encouraged; maximum building height should not exceed 42 feet.

Neighborhood/transition commercial

This development form is intended to permit a small number of compact, neighborhood-serving commercial uses within residential areas with building footprints smaller than 5,000 square feet and of compatible scale. Parking for uses in this zone should be provided primarily on-street where possible; when parking needs exceed the capacity of the street, on-site parking should be placed to the rear of buildings. Zero setbacks are encouraged;

maximum building height should not exceed 2 stories. This form should be limited to corners and should not extend more than 250 feet or mid-block from intersections, whichever is less.

Urban medium-high density residential

This development form is intended to promote urban residential development at urban densities of 12 units per acre and greater. Single-family and two, three, and four-family residential buildings are permitted in this form. Multi-family residential buildings of eight (8) units or less with a height not exceeding two (2) stories are also permitted in this form; larger multi-family residential and mixed-use buildings are appropriate in the medium- and high-intensity mixed-use forms. Townhouses may be permitted on a case-by-case basis: this is not intended to discourage townhouse development, but to recognize that townhouse developments often require additional care and guidance in their planning and construction to be compatible with adjacent development.

Urban infill medium-high density residential

This development form is intended to protect existing detached single-family residential and to promote infill urban residential development at urban densities of 12 units per acre and greater. Single-family uses are permitted by right. Two, three, and four-family residential buildings, multi-family residential buildings of eight (8) units or less with a height not exceeding two (2) stories, and townhouses are all permitted in this form on a case-by-case basis. Case-by-case review is not intended to discourage higher-density development, but to recognize that in established neighborhoods developments often require additional care and guidance in their planning and construction to be compatible with adjacent development. Larger multi-family residential and mixed-use buildings are appropriate in the medium- and high-intensity mixed-use forms.

Urban infill single-family residential

This development is intended to promote higher density infill single-family residential development on lots smaller than 7,500 square feet. This may take the form of patio homes with reduced side yard and front yard setbacks, and reduced lot sizes. The use of on-street parking and service alleys with rear-loading garages is encouraged.

Urban single-family residential

This development form is intended to protect existing detached single-family residential development and to allow new detached single-family residential development on existing lots.

Manufacturing

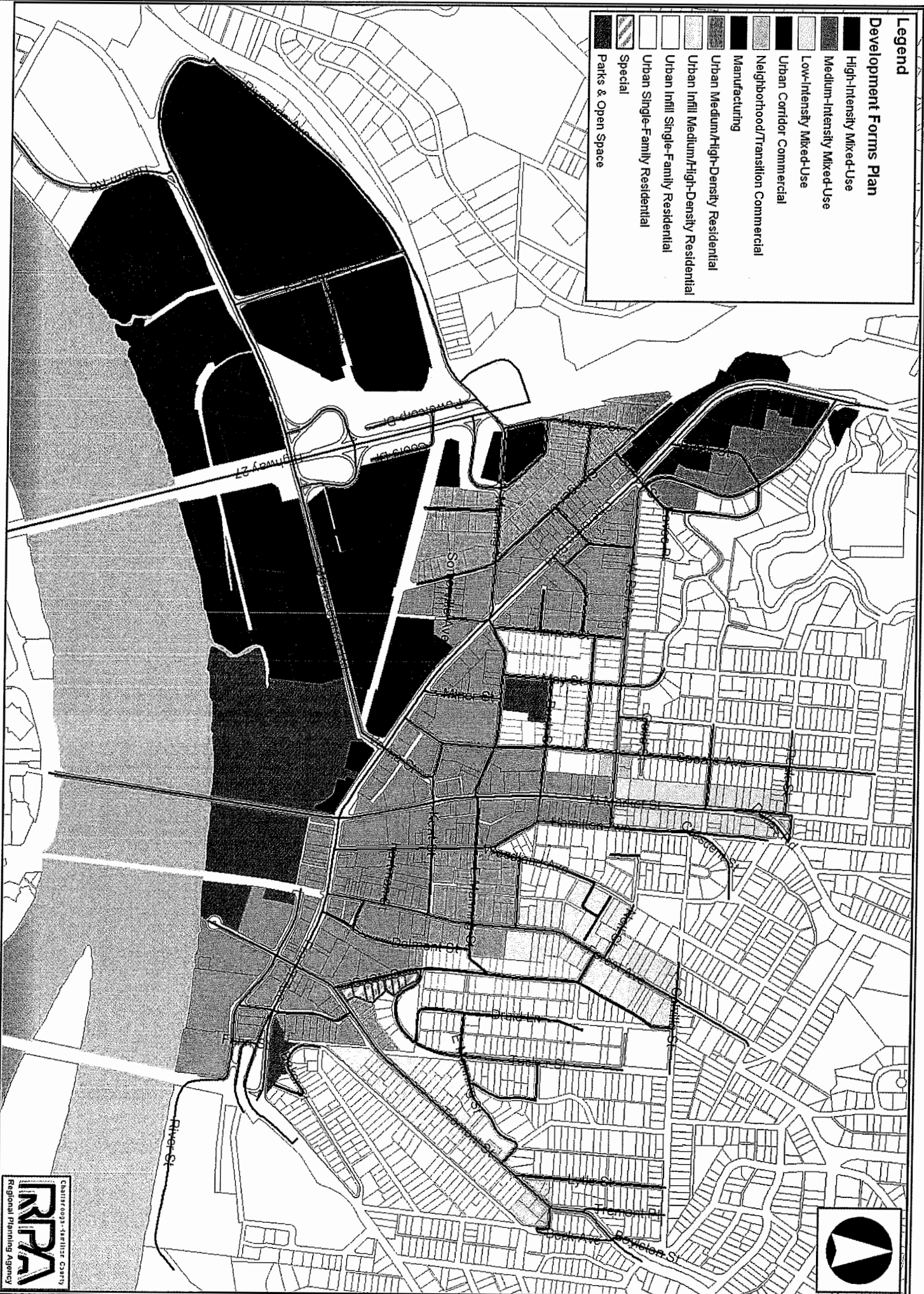
This development form is intended to allow future appropriate manufacturing development, such as light industrial uses and uses that are compatible with nearby non-manufacturing uses. Future heavy industrial uses and/or uses producing or storing hazardous or nuisance materials are not encouraged; this is not intended to apply to existing uses or expansion of existing uses.

Parks & open space

This development form is intended to designate those areas that should be preserved and maintained as parks & open space.

Legend

- Development Forms Plan**
- High-Intensity Mixed-Use
 - Medium-Intensity Mixed-Use
 - Low-Intensity Mixed-Use
 - Urban Corridor Commercial
 - Neighborhood/Transition Commercial
 - Manufacturing
 - Urban Medium/High-Density Residential
 - Urban Infill Medium/High-Density Residential
 - Urban Infill Single-Family Residential
 - Urban Single-Family Residential
 - Special
 - Parks & Open Space



Development Forms Plan

North Shore Plan

3.2 Commercial Corridors

This section provides specific development and redevelopment recommendations for commercial corridors on the North Shore.

3.21 Development Sector Microcosm: Differing Types of Development for Different Corridors

While the Development Forms Plan provides general guidance for all of the North Shore, this section is intended to provide more specific guidance for the area's commercial corridors.

Differences in character between streets

Streets vary widely in character. Differences may include such factors as street width, types of development (residential, commercial, industrial, et cetera), building height and location, on-street parking, curb cuts, streetscaping, sidewalks, and the like. Because of these differences, it is important to address each major corridor on its own terms, considering existing conditions as well as what changes will take place as development occurs. Recommendations for Tremont Street, which is still primarily residential in character with traffic calming and sidewalks in place, will vary considerably from recommendations for Manufacturers Road, which is transitioning in part from manufacturing uses to mixed-use, which currently lacks sidewalks or on-street parking for most of its length, and which will be the future gateway to Moccasin Bend National Archaeological District..

Building heights

Building height is an important consideration in any urban area. On the North Shore existing building heights vary: though the present maximum is approximately 55 feet, at least two taller building are proposed. Several factors should be taken into consideration regarding building heights. These include:

- **Changing character:** Is the area in transition? Is greater building height appropriate to the changes taking place?
- **Context:** How well does the building fit in with its surrounding context, including buildings and streets?
- **Density:** How does the building's height affect the site's density or intensity? Will the projected effect enhance or be a detriment to the area?
- **Public realm:** How does this building contribute to the public realm? Is it pedestrian-friendly? How does it interact with surrounding public space, including the street?
- **Viewsheds:** How will this building affect views that should be protected?

3.22 Specific Corridor Recommendations

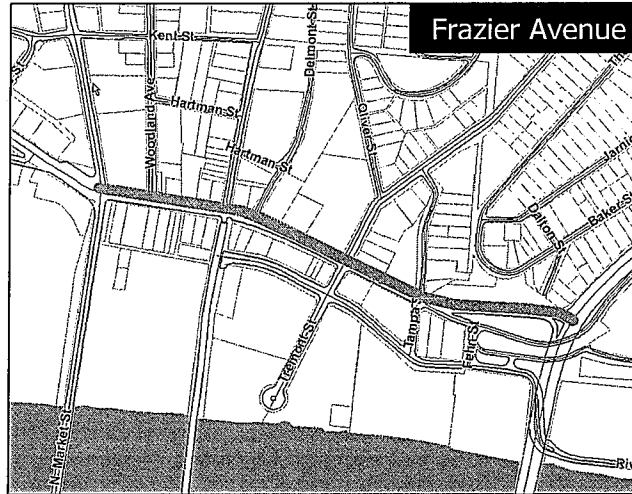
Comments from the public kickoff meeting provided direction for recommendations concerning development within the North Shore. Comments were generally focused on extending the energy from development along Frazier Avenue to other commercial streets within the North Shore. Several comments specifically recommended the extension of the C-7 zoning along primary commercial streets. Other comments expressed the desire to limit commercial development to these primary commercial streets to allow for the continuity of residential areas. This section of the North Shore Plan identifies distinct areas within the

North Shore district and provides specific recommendations for development in these areas based upon their differing characteristics and expected development patterns.

3.221 Frazier Ave

Existing Conditions

Frazier Avenue is the most urban commercial/ mixed-use street on the North Shore in terms of the character of its development and streetscape. Commercial and residential development occurred along Frazier Avenue early in the city's history. Because of this, development occurred at relatively higher densities compared to other commercial streets on the North Shore. This type of development along Frazier Avenue was seen as an asset to the district by attendees of the September 12, 2005 public meeting because of its creation of a strong public realm. Currently, the C-7 district guidelines require that further development along Frazier Avenue be consistent or compatible with the current urban style of development.



Future

Frazier Avenue will continue to see redevelopment on specific parcels as general interest in the North Shore grows. Future developers will likely choose to build taller buildings that can accommodate a mix of uses. Examples of this type of development include mixed-use buildings at 417 Frazier Ave and 345 Frazier Avenue and a parking structure at 345 Frazier Ave, which are currently in construction or pre-construction phases.

Recommendations

- **Maintain the current scale of Frazier Avenue.**
New construction that is too tall, not built to the street, or that presents a blank face to the street may harm the fabric of the street.
- **Identify and protect historic buildings.**
City and other community groups should identify current buildings on Frazier Avenue that are historically significant or that have other significance for the neighborhood, including the Nautilus Building at 60 N. Market. These buildings could be designated locally as landmark buildings.

3.222 Woodland Avenue & Forest Avenue / Delmont Street & Oliver Street

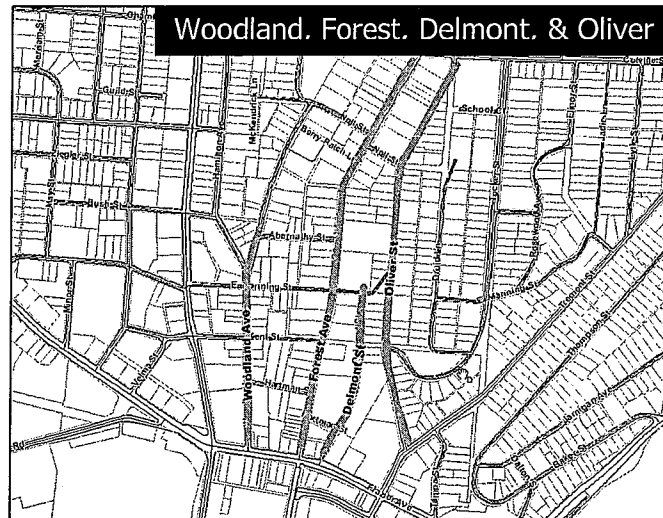
Existing Conditions

Several north-south streets connected to Frazier Avenue are beginning to see interest for commercial and higher-density residential development. Currently, these streets are

predominantly single-family in nature, though their zoning is predominantly a combination of R-3 (multi-family), R-4 (multi-family and office), and C-7 (mixed-use). This single-family character tends to change on blocks closer to Frazier Avenue, with more commercial/mixed-use buildings and more vacant parcels. These streets generally slope upward from Frazier Avenue into the residential neighborhoods. Residents who live along these streets are concerned about the possible impact of commercial and higher-density residential encroachment on the single-family residential character of these streets.

Future

These north-south streets that connect with Frazier Avenue will continue to see interest for commercial and higher-density residential development because of the success of Frazier Avenue and the greater availability of lower-priced properties along these streets with proximity to the main commercial street. Properties along these streets are of value because they are relatively close to a successful and growing commercial district. Several projects planned for Frazier Avenue will raise further interest for more intense uses along these predominantly residential streets.



Recommendations

Along these streets where the single-family character of the neighborhood has eroded close to Frazier Avenue, a transition between commercial/mixed-use and single-family residential in both land-use and building type is appropriate. The highest-density residential uses (greater than that permitted in the urban medium/high-density residential form) should be concentrated within the C-7 zone.

- **Extend C-7 zoning / commercial boundary.**
An advantage of C-7 zoning is that it requires an extra level of design review. Several properties along these streets already possess zoning that allows uses beyond single-family residential development. Extending the C-7 commercial district zoning north would help to ensure that these already permitted uses would be developed to suit the existing character of these primarily residential streets. The limit of the C-7 zone in this area should also serve as a boundary line that additional commercial or mixed-use development should not cross. See the development forms map for the recommended extent of the zone expansion.
- **Allow urban infill medium/high-density residential on Forest Avenue north of Abernathy Street.**

As a residential corridor, Forest Avenue is predominantly single-family north of Abernathy. Housing conditions are generally very good which contributes to the strong single-family character of the street. This plan recommends recognizing this character while taking into account both the underlying R-3 zoning, which allows multi-family uses, as well as the potential that Forest Avenue's excellent access to Frazier Avenue permits. The urban infill medium/high-density residential development form is intended to protect existing detached single-family residential and to promote infill urban residential development at urban densities of 12 units per acre and greater. Single-family uses are permitted by right. Two, three, and four-family residential buildings, multi-family residential buildings of eight (8) units or less with a height not exceeding two (2) stories, and townhouses are all permitted in this form on a case-by-case basis. Case-by-case review is not intended to discourage higher-density development, but to recognize that in established neighborhoods developments often require additional care and guidance in their planning and construction to be compatible with adjacent development. Larger multi-family residential and mixed-use buildings are appropriate in the medium- and high-intensity mixed-use forms.

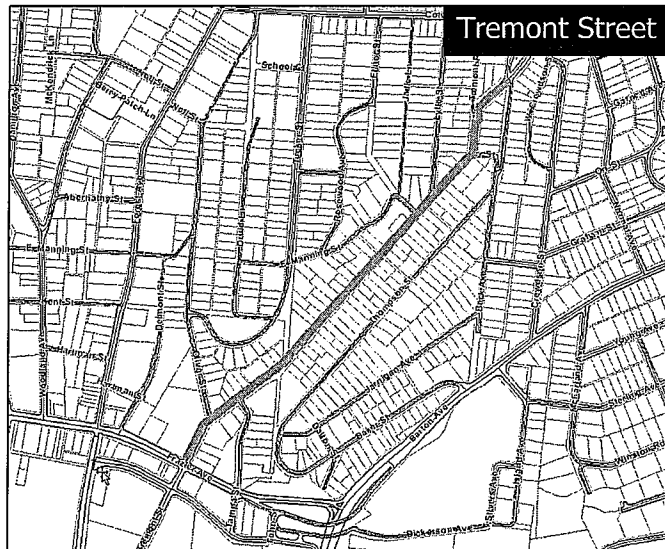
- **Allow urban medium/high-density residential in other corridors.**
Urban medium/high-density residential is encouraged as a transition between mixed-use and single-family uses. As on Tremont Street,

Urban infill single-family residential is encouraged along Oliver Street as infill development occurs.

3.223 Tremont Street

Existing Conditions

Tremont Street is a relatively straight north-south road that rises gradually in elevation, connecting Frazier Avenue to other North Chattanooga neighborhoods. Historically a residential street, Tremont Street has had a handful of nonresidential uses in various locations. A small hospital was once located at the corner of Tremont Street and Elinor Street (Manning Street). Other locations along Tremont Street currently house mixed-use development or structures that could accommodate mixed-use development (see recommendations for more discussion regarding the Tremont commercial node). The street remains primarily residential in nature, ranging from single-family dwellings to four-family residential structures; these varied uses exist harmoniously due to similarities in scale. Most of Tremont Street is currently zoned R-3, which allows multi-family dwellings. The periodic departures from residential uses generally



manage to complement the residential street because of their similarity in scale. Currently, the southern portion of Tremont Street near its intersection with Frazier Avenue is experiencing pressure for commercial development. Pressure on this portion of Tremont Street will increase as two mixed-use projects near the intersection of Frazier Avenue and Tremont Street are constructed (417 Frazier Avenue and 345 Frazier Avenue).

Future

Due to its flat topography (of the street; the overall corridor is in a small valley) and the precedent set by the presence of existing non-residential uses, Tremont Street will continue to see interest for nonresidential development. Tremont Street has become a favorable place for businesses to locate where they can have proximity to Frazier Ave, yet have lower rents. Currently, this street has interest from boutique stores that can locate within existing single or multi-family buildings. The opportunity exists for speculative consolidation of properties and rezoning to a commercial zone, especially at the corner of Oliver Street and Tremont Street.

Recommendations

Tremont Street differs from the North Shore's other corridors in that it has always been primarily residential. Limited mixed-use development at the existing node on Tremont & Orr would provide a transition from the commercial corridor of Frazier Avenue and would be consistent with the residential character of Tremont Street. Such mixed-use development should be of a smaller scale than commercial development along the primary commercial corridors within the North Shore.

The Development Forms Plan recommends medium-high density residential uses for Tremont Street on a case-by-case basis. These include single-family detached units, two-, three-, and four-family uses, and multi-family uses of no more than eight units on two floors. Most of Tremont Street is currently zoned R-3, which allows multi-family dwellings of larger sizes which would be out of scale in comparison to existing uses on Tremont Street. There is thus a disconnect between the land use recommendations for Tremont Street and its current zoning. The plan recommends further study of this issue.

- **Include Tremont Street as part of a larger North Shore Zoning Study.**
A variety of residential and commercial uses currently exist harmoniously on Tremont Street. Recognizing this as well as the fact that the current R-3 zoning would allow uses that could be out of scale, the North Shore Plan recommends including Tremont Street in a future North Shore zoning study.
- **Allow urban infill medium/high-density residential on Tremont Street east of the unopened right-of-way of Tucker Street.**
As a residential corridor, Tremont Street is predominantly single-family with some higher-density buildings of similar scale. Housing conditions are generally good which contributes to the strong single-family character of the street. This plan recommends recognizing this character while taking into account both the underlying R-3 zoning, which allows multi-family uses, as well as the potential that Tremont Street's excellent

access to Frazier Avenue and permits. The urban infill medium/high-density residential development form is intended to protect existing detached single-family residential and to promote infill urban residential development at urban densities of 12 units per acre and greater. Single-family uses are permitted by right. Two, three, and four-family residential buildings, multi-family residential buildings of eight (8) units or less with a height not exceeding two (2) stories, and townhouses are all permitted in this form on a case-by-case basis. Case-by-case review is not intended to discourage higher-density development, but to recognize that in established neighborhoods developments often require additional care and guidance in their planning and construction to be compatible with adjacent development. Larger multi-family residential and mixed-use buildings are appropriate in the medium- and high-intensity mixed-use forms.

- **Discourage consolidation of lots.**
Lot size is a prime determinant of building size when heights are limited. Lot consolidation is discouraged on Tremont Street as new developments built on consolidated lots are likely to be out of scale to existing residential structures on Tremont.
- **Allow for mixed-uses in existing commercial buildings.**
- **Limit commercial development to Tremont St west of the unopened right-of-way of Tucker Street and to other areas as shown on the Development Forms Plan map.**

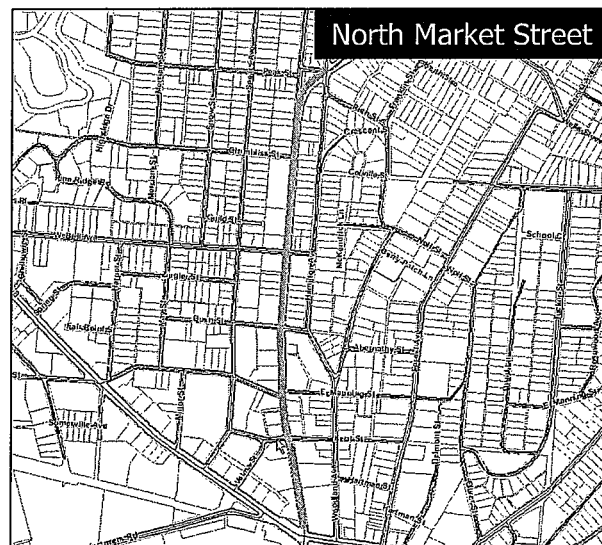
According to Comp Plan 2030, neighborhood activity centers should be “small, compact, clustered, low-intensity, and low-traffic generating” (p.172). The Tremont Street commercial node meets all these criteria, which is why it has integrated with the neighborhood so well to date. While several of the uses in the node are more destination- than neighborhood-oriented, limiting the intensity and scale of these uses allows them to integrate well with the neighborhood. The North Shore Plan recommends that these uses be limited to the existing commercial node and to the other existing multi-use building as shown on the Development Forms Plan map.

3.224 North Market Street

Existing Conditions

North Market Street consists of several distinct segments within the North Shore with respect to its land-use and character of development.

The southern portion of North Market Street, between Frazier Avenue and Bush Street is primarily commercial in its development, with a mix of older and newer development. Development combines the more urban storefront development along North Market Street and strip-commercial



development defined by a large building setback from the street.

Between Bush Street and Chambliss Street, the character of the development changes from commercial development into more residential and light manufacturing development, with the west side of North Market Street zoned M-1 (permits general industrial development) and the east side zoned R-2 (permits duplexes and single-family) and R-4 (permits all residential and some office uses). Properties on the east side of North Market Street experience significant grade changes around Chambliss Street, making these properties challenging for development of any type. These properties may have development facing either North Market Street or Hamilton Avenue, depending upon which portion of the parcel is the most developable.

North of Chambliss St, North Market Street becomes residential in its zoning, but contains many vacant properties. A node of manufacturing and office development is located at the intersection of North Market Street, Dallas Road and Peak Street. Because the North Market Street properties are largely undeveloped and stand the farthest from Frazier, these properties could see significant interest for development.

Future

Several factors within North Chattanooga will influence the growth pattern that development will take along North Market Street

- Completion of Market Street Bridge
- Increased development along other commercial streets
- Increased investment in residential development within the Hill City neighborhood
- Infill development along North Market Street

Located primarily within the current C-7 zone and near Frazier Avenue, the southern portion of North Market Street is the most likely to experience strong interest for commercial or mixed-use development. Vacant properties between Bush Street and Chambliss Street may also see interest in similar development.

Properties north of Chambliss Street along North Market Street will likely see interest for commercial development or higher-density residential development than currently allowed by the R-1 zoning. Substantial development in this area will likely occur after the development or improvement of the southern portions of North Market Street. Properties along North Market Street that are currently zoned R-1 would likely provide a greater benefit to the neighborhood if given a residential zoning that allowed greater housing density or C-7 zoning to allow for mixed-use development.

Recommendations

- **C-7 zoning should be extended to Peak Street.**
C-7 zoning for all of North Market Street between Frazier Avenue and Peak Street is preferred. The North Market Street/ Dallas Road corridor connects Frazier Avenue and Cherokee Boulevard to North Chattanooga neighborhoods and to Hixson Pike to

the east. Within the North Shore District, North Market Street, at four lanes, has the width of a commercial street with a strong connection to nearby residential development. Continuation of C-7 zoning would provide a mixed-use zone that would allow for a mix of urban commercial and residential development. Stronger urban development and more continuity of development along North Market Street would also diminish its identification from the public kickoff meeting as a “dividing line” between Hill City and North Chattanooga.

Properties on the east side of North Market Street between Bush Street and Chambliss Street are zoned R-2 and R-4. Most of these properties extend from North Market Street to Hamilton Avenue and have the opportunity to address either street. The application of C-7 zoning to these parcels would provide some uniformity to development on these parcels, many of which are undeveloped. Where possible, properties should address North Market, with parking in the rear.

The intersection of North Market Street, Dallas Road and Peak Street has a pocket of commercial development represented primarily by offices and service-oriented development. North Market Street properties between Peak Street and Chambliss Street are zoned R-1. These properties will likely see pressure for higher density zoning either as commercial or residential properties. This plan recommends C-7 zoning for these parcels.

- **The intensity of development should generally decrease as the distance from Frazier Ave increases.**

The intensity of development along North Market Street should lessen significantly north of Bell Avenue. This is both to help concentrate more intense mixed-use development in the North Shore’s core, where it is most appropriate, and to ensure that development that does occur north of Bell Avenue integrates well with the surrounding neighborhood.

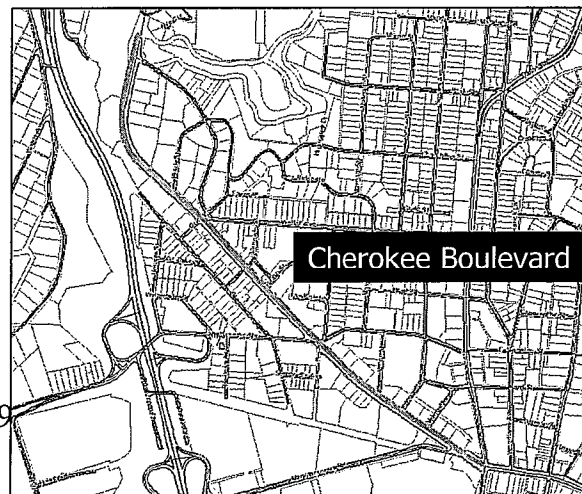
- **New projects should consider existing sewer placement before development occurs.**

Existing sewer lines are built across a number of parcels in the study boundary, particularly in areas west of North Market and north of Cherokee Boulevard. Developers and property owners should work with the City of Chattanooga Public Works Department, Waste Resources Division, to ensure that new construction takes into account the location of existing sewer lines.

3.225 Cherokee Boulevard

Existing Conditions

Cherokee Boulevard is a commercial street with development resembling that of a suburban commercial street. Even though the right-of-



way widths of Frazier Avenue and Cherokee Boulevard are similar, the two commercial streets offer contrasting atmospheres. Buildings along Frazier Avenue are mostly 2-3 stories in height and are built up to the right-of-way in most places. Cherokee Boulevard contains both older commercial buildings that are located along the sidewalk and buildings that are setback from the street with parking in front. Buildings along Cherokee Boulevard are mostly 1-2 stories in height. Unlike the other commercial streets in the North Shore, properties along Cherokee Boulevard generally house more non-retail commercial uses.

Future

Cherokee Boulevard will continue to experience redevelopment along its eastern portion near the intersection of North Market Street and Frazier Avenue. Other vacant and abandoned properties along Cherokee Boulevard will also see interest for redevelopment. Many properties along Cherokee Boulevard are relatively small and could not accommodate commercial uses with larger space needs without property consolidation, but would provide enough space for neighborhood commercial uses. Growth of adjacent residential neighborhoods will increase the desirability of properties along Cherokee Boulevard. More flexible urban standards (including parking and setback requirements) for this street would allow new buildings to build larger spaces. Due to the varied parcel sizes along Cherokee Boulevard, development will likely find a mix of larger footprint commercial buildings typically found along well-traveled arterial streets and smaller retail businesses typical of neighborhood businesses.

Recommendations

- **Extend C-7 zoning along Cherokee Boulevard to the tunnel to allow for development that is urban in nature.**

Continued redevelopment along Cherokee Boulevard south of Gurley Street should be constructed to urban standards to provide a stronger connection to the surrounding residential neighborhood than the current development, which is primarily oriented toward automobile traffic. Residential development is located on either side of Cherokee Boulevard, though not directly on the street itself; an increase in residential development in the surrounding residential areas will make Cherokee Boulevard more viable for neighborhood commercial uses. Many of the existing smaller parcels along Cherokee Boulevard have the ability to accommodate smaller types of neighborhood commercial businesses. This combination of larger and smaller parcels will allow for a mix of regional and neighborhood businesses.

- **Permit auto-oriented uses constructed to urban standards north of Gurley Street.** It is common for developers new to the North Shore to seek to construct buildings that are oriented towards the automobile. Because the City seeks to promote a pedestrian-oriented environment on the North Shore, these two goals sometimes come into conflict. Recognizing that Frazier Avenue / Cherokee Boulevard is a major thoroughfare and that all North Shore visitors do not necessarily stop in the North Shore, this plan seeks to provide an area to accommodate limited auto-oriented uses, constructed to urban standards, in an area relatively far from the core of the North

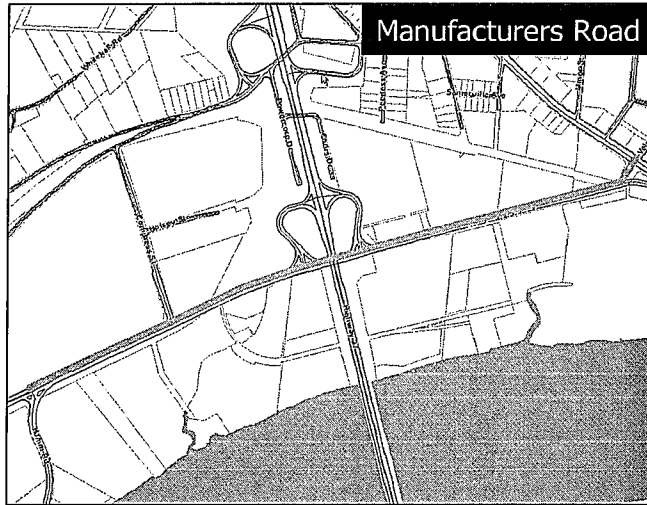
Shore. Such uses might include bank drive-through facilities or restaurants with drive-throughs.

- **Extend streets to the south of Cherokee Boulevard so that they connect with Manufacturers Road (see Transportation section for more information).**

3.226 Manufacturers Road

Existing Conditions

Manufacturers Road connects the North Shore District to U.S. Hwy. 27. Historically, the predominant land use along Manufacturers Road has been manufacturing. Manufacturing uses here provide significant employment and have long made a positive contribution to Chattanooga's economy; industrial areas to the west of US 27 were included primarily to facilitate gateway and other transportation planning. Properties along Manufacturers Road have good proximity to a variety of transportation infrastructure including rail, water, and highway transportation, making these properties desirable to all types of development. Manufacturers Road is currently seeing increasing interest for commercial and residential development, which began with the reuse of the Signal Knitting Mill as an antiques store in 19— and the reuse of a former manufacturing building as the Business Development Center. Manufacturers Road also serves as a connection between the North Shore District and U.S. Highway 27 and is a logical extension of the existing business district extending along Frazier Avenue and Cherokee Boulevard. Manufacturers Road is one of two connecting roads from Highway 27 to Frazier Avenue.



"A history and reputation of being a strong manufacturing community is part of our heritage from past generations and through [the efforts of the public and private sector] it will be the legacy of this and future generations."
— **Comprehensive Plan 2030**

Future

Manufacturers Road will continue to see considerable interest for commercial development because of its proximity to the North Shore District and to Highway 27. With the planned closure of the Manning Street / Whitehall Avenue exit (see section 4.12 for more information), Manufacturers Road will become the primary connection between Highway 27 and the North Shore. The location of Manufacturers Road next to water, rail, and highway transportation and its proximity to a rapidly-growing business district has made it an ideal location for both commercial and manufacturing development. The economics of the land

value may continue to evolve future development of the land toward commercial and mixed-use interests, resulting in land use transition. Due to this, it will be important to strike a balance between respecting existing industrial uses and permitting new commercial and mixed-uses that wish to locate in this area. The right of established industrial uses to continue operations should be respected. The completion of Renaissance Park has also brought increased interest in commercial and residential development to the area. Manufacturers Road will become the primary link to the Moccasin Bend National Archaeological District. This means the Manufacturers Road area will become a vital gateway to one of America's only urban national parks; the importance of this cannot be understated. Please see section V, Public Spaces & Facilities, for more information.

Changes to the road itself may also affect future development along Manufacturers Road. While currently a relatively narrow right-of-way, TDOT plans currently include the widening of the Manufacturers Road right-of-way to at least 50' to accommodate heavier traffic, share-the-road space for bicycles, and dedicated sidewalk space for pedestrians.

Because of the availability of larger parcels, future commercial and mixed-use development along Manufacturers Road will likely differ in character from existing commercial development on the North Shore (for more information on existing and future manufacturing development east of US 27, see section 3.46). Wanting to capitalize on proximity to Highway 27, investors will push for uses and buildings that have strong orientation to attract car traffic. The North Shore Plan recommends permitting uses with footprints greater than 10,000 square feet and heights up to 42 feet. More intense uses are appropriate in this area for a variety of reasons. Existing larger parcels make property consolidation easier and make the impact of consolidation considerably smaller, requiring less clearing of existing buildings. The lack of a street grid further dividing these parcels makes development with greater square footages appropriate and may cause congestion of additional street connections are not made. Greater building heights than on the rest of the North Shore are a reflection of already approved projects of similar height as well as the relatively flat topography of the immediate area, which makes the impact on viewsheds negligible.

Recommendations

The various infrastructure changes that will occur along Manufacturers Road combined with the heightened interest in commercial development for the area could allow for development inconsistent with current North Shore development if steps are not taken to guide development along the corridor. Ideally, new commercial / mixed-use development along Manufacturers Road would:

- Work to improve the public realm in the area including pedestrian.
- Place buildings along Manufacturers Road and place parking behind buildings, minimizing surface parking where possible.
- Be mixed-use, incorporating both commercial and residential development.
- For parcels south of Manufacturers Road, new commercial / mixed-use / residential buildings should address both Manufacturers Road and the south shore. Parking should not be visible from the south shore when possible.

Specific recommendations:

- **Extend C-7 zoning along part of Manufacturers Road, excluding current industrial operations unless requested.**
- **Recommend C-7 zoning or other urban commercial zoning for properties west of the recommended C-7 boundary that may wish to change their M-1 zoning to mixed-use zoning.**
- **Future non-manufacturing development along Manufacturers Road should incorporate a strong combination of commercial and residential uses.**

The widening of the Manufacturers Road R.O.W. presents several opportunities for streetscaping. Tree plantings along the street edge as well as the addition of a planted median would give the street the appearance of a commercial/ residential street and would also work as traffic-calming devices. The R.O.W. widening also presents an opportunity for an extension of the Riverwalk along Manufacturers Road connecting Coolidge and Renaissance Parks in the North Shore to Moccasin Bend.

3.3 Residential Development

This section is intended to discuss key residential issues identified by North Shore stakeholders and staff and to provide a series of policies and action steps for implementing the vision of the North Shore Plan.

3.31 Mix of Housing Options/Densities

A healthy mix of housing options encompassing various types and densities is a vital component of any healthy urban neighborhood. On the North Shore, these types are divided primarily between single-family detached houses, duplexes, small apartment buildings, townhomes, and apartments or condominiums in mixed-use residential buildings.

Single-family uses still dominate the study area, occupying 89% of the geographic area used for residential uses. Single-family uses only account for 63% of the total number of residential units, however, with duplexes and multi-family uses accounting for 7.7% and 19.3% of residential units in the study area. Units in mixed-use projects are counted separately, and account for 9% of residential units, a percentage that will increase significantly as new mixed-use projects are completed.

In order to promote a mix of housing options and densities, the plan recommends several new residential development form types. Those are more fully discussed in section 3.11.

Current residential density on land categorized as residential or mixed-use is 7.65 units per acre based on GIS analysis. One goal of this plan as well as the Downtown Plan is to encourage new residential development at densities of 12 units per acre or greater in appropriate areas. This is the minimum recommended density to support transit and other urban services. Density in the urban area is desirable as it makes the most efficient use of the city's resources, utilizing existing infrastructure instead of requiring the construction of new,

and preventing the gradual decline of available open space that occurs with more sprawling development. With the balance of new residential units expected to shift away from single-family uses and recognizing citizens' desires to protect and promote existing single-family residential, the plan also seeks to protect existing viable single-family residential uses .

3.32 Commercial/Residential Transition

When new development occurs in an already densely-built urban environment, pressure on existing development is the inevitable result. On the North Shore, a considerable amount of redevelopment has taken place on underutilized commercial or industrial land, but as this land is built-out pressure will build on existing residential areas. The North Shore Plan seeks to identify those areas that are most suitable for transition to more dense or intensive uses, and to provide policies that provide for transitional options, when mixed-uses are not appropriate.

3.4 Focus Areas

3.41 Stringer Street Residential Area

Existing Conditions

The Stringer neighborhood is comprised of single-family dwellings and non-retail commercial land-uses. The commercial businesses are generally located along Manning Street and south of Manning Street, along a railroad R.O.W. The residential fabric of this neighborhood has eroded somewhat as commercial development from Cherokee Boulevard has crept into portions of the residential neighborhood and housing conditions have declined. The residential area currently has larger parcels with some commercial development located within the areas of single-family residential development.



Future

The expected growth of Manufacturers Road as a commercial street and the future redevelopment of Cherokee Boulevard will likely place pressure on the conversion of more properties in this area to allow commercial development, especially if connections to Manufacturers Road via Cherokee Boulevard or Manning Street are opened. At the same time, the expected closure of the Manning Street interchange on US 27 (in conjunction with US 27 widening) may work to lessen the demand for commercial development within the heart of this residential area. The area will most likely also see an increase in demand for higher-density residential development.

Recommendations

Smaller lots which currently hold single-family dwellings should retain their current zoning unless property consolidation occurs. Medium-high density residential uses are encouraged; these uses should be sympathetic to existing uses and follow the guidelines of the Development Forms Plan. This neighborhood will ideally remain a cohesive residential development, but will allow for adjacent commercial uses on Manning Street or Cherokee Boulevard that will be compatible with the scale of a low-to-medium density residential neighborhood.

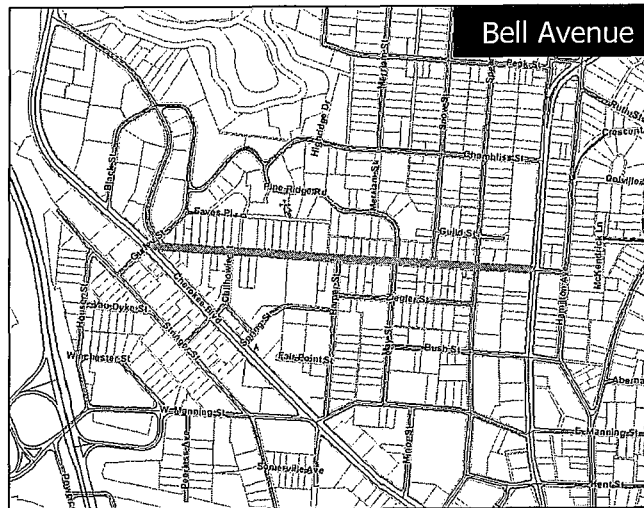
3.42 Bell Avenue

Existing Conditions

Bell Avenue is primarily a low-density residential street with smaller mixed-use buildings located at points along the south side of the street. Many properties with frontage along Bell Avenue have additional or primary frontage along other streets, such as Spring Street or Cherokee Boulevard.

Future

The flat topography and proximity of Bell Avenue to Cherokee Boulevard on the west and to North Market Street to the east will make it susceptible to non-residential encroachment from those streets; the street is frequently used as a cut-through from Cherokee Boulevard to North Market. The residential area to the north of Bell Avenue and to the west of North Market Street lags behind most of the North Shore area in terms of income and property values. The momentum of development within the North Shore will likely cause a rise in property values within this area, making Bell Avenue a target for commercial and higher-density development and could result in gentrification.



Recommendations

Bell Avenue should retain its primary character as single-family housing, including future urban infill single-family opportunities as identified in the Development Forms Plan. Portions of Bell Avenue that are close to primary commercial streets can retain their commercial character. Development of properties that have frontage on both Bell Avenue and Cherokee Boulevard should show preference to Cherokee Boulevard but provide buffers for residential to the rear. Mixed-use and commercial development should not pass north of Bell Avenue or east of Harper Street.

3.43 Bush Street / Minor Street Residential Area

Existing Conditions

Momentum from development along Cherokee Boulevard will likely cause some turnover in development in this area and may result in an increase in density in this area through new construction.

Recommendations

Properties addressing W. Bell Avenue should be zoned to allow for greater compatibility with the single-family residential dwellings located across the street. C-7 zoning or neighborhood zoning would be best to accomplish this.

Properties with frontage along Cherokee Boulevard and properties that are currently zoned C-2 or M-1 should all have C-7 zoning. Development in this area can have deeper building setbacks from Cherokee Boulevard because of the grade differences that exist between the right-of-way and several properties. Auto-oriented uses are also permitted.

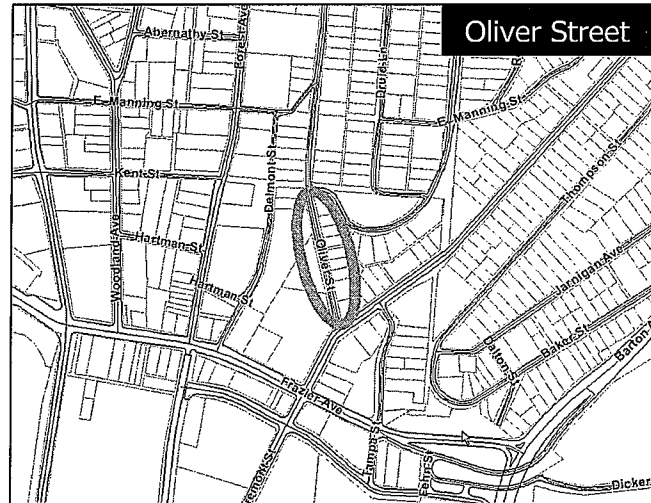
3.45 Oliver Street Residential Area

Existing Conditions

This area is located on Oliver Street between Tremont Street and Kent Street. The area is predominantly single-family detached houses of newer construction.

Future

Due to its proximity to the proposed CARTA North Shore parking garage and other mixed-use development on Frazier Avenue and Tremont Street, this area will likely face pressure to redevelop at higher densities.



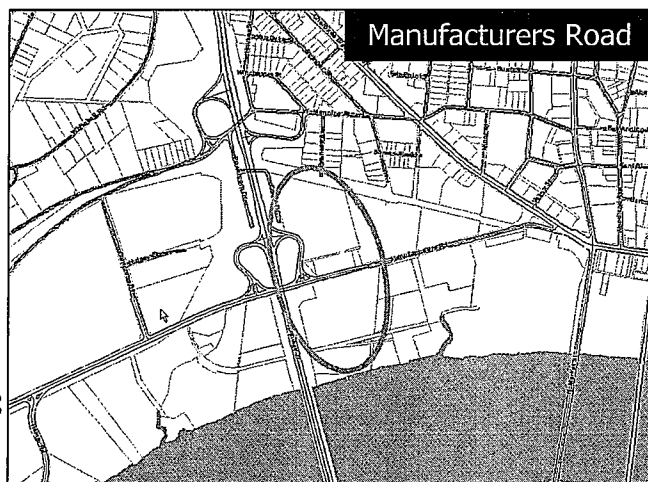
Recommendations

This area should be considered a part of the urban infill single-family residential development form. Higher-density uses (as permitted in the urban medium-high density residential development form) are only appropriate if lots are consolidated and higher-density uses are proposed as part of a single project.

3.46 Manufacturing east of US 27

Existing

Two long-time industrial tenants currently occupy land along Manufacturers Road east of US 27: Advanced Technical Ceramics and JIT. JIT's facilities along the Tennessee River include terminal facilities and hazardous materials storage facilities.



Future/Recommendations

As growth continues in the Manufacturers Road corridor, residential development will occur in ever-closer proximity to existing industrial operations. Due to this, it will be important to strike a balance between respecting existing industrial uses and permitting new commercial and mixed-uses that wish to locate in this area. The right of established industrial uses to continue operations should be respected.

In order to promote land use compatibility, this plan recommends:

- Future industrial uses should be light industrial uses; heavy industrial uses and/or uses producing or storing hazardous or nuisance materials are not encouraged in this focus area. This is not intended to apply to existing uses or expansion of existing light industrial uses.
- The location of new non-industrial uses in proximity to existing industry and/or the expansion of existing heavy industrial uses (including uses producing or storing hazardous or nuisance materials) should be considered on a case-by-case basis to ensure land-use compatibility.

3.5 Additional Recommendations

North Shore Plan Principle #1:

Promote development that demonstrates excellence in design and that enhances the character of the North Shore.

Policy 1.1: Provide educational opportunities for the North Shore business and development community on the principles of good design.

Good design is aesthetically excellent, ecologically sound, contextually respectful, and economically viable. It must achieve a balance between the needs of the developer and the needs of the community. With the rapid pace of development on the North Shore, maintaining a standard of good design cannot be accomplished through regulation alone. Education is required.

Action Steps:

- Explore the creation of a design forum or lecture series to educate the business and development community on the principles of good design.
- Create a design handbook for the North Shore, to be provided to citizens, developers, and other North Shore stakeholders. Provide to all C-7 applicants.
- Create a website or list of references with links to good design in other municipalities.

Policy 1.2: Expand the C-7 commercial/mixed-use zone.

The C-7 commercial/mixed-use zone is Chattanooga's most potent tool for directing future development on the North Shore. When the zone was adopted in 1998 as a tool to help direct rapid development and to enable an improved mix of uses, the focus was on Frazier Avenue, which was then the focus of development on the North Shore. As Frazier Avenue approaches build out, development has moved to other major streets on the North Shore,

including Manufacturers Road, Cherokee Boulevard, and North Market Street. Development on those streets is just as important to the character and future of the North Shore as Frazier Ave was; the C-7 must expand to continue to enable and promote quality mixed-use development on the North Shore.

Action Steps:

- Following completion of revisions to the C-7 zone, initiate a zoning study to examine appropriate areas for C-7 expansion.

North Shore Plan Principle #2:

Encourage a harmonious mix of uses.

Policy 2.1: Work to maintain and grow the North Shore as a full-service neighborhood.

The North Shore is much more than Coolidge Park, the Walnut Street Bridge, and Frazier Avenue. Thousands of people call the North Shore and North Chattanooga home. In many other Chattanooga neighborhoods, residents are forced to leave their own neighborhoods for purchases, for work, for school, and to worship. A northern extension of downtown, the North Shore is and should continue to be a full-service neighborhood, where work, school, shopping, and play are only a walk away.

Action Steps:

- Work with the North Chattanooga Chamber Council on a community-needs analysis to examine retail and service needs in the neighborhood.
- Review North Shore commercial zones and zoning to ensure they provide appropriate neighborhood commercial opportunities.
- Encourage neighborhood and planning advocacy for neighborhood-serving retail as new development occurs, through public comment, and site plan review.

Policy 2.2: Provide vertical and horizontal mixed-use options at appropriate intensities.

Action Steps:

- Revamp the C-7 design review process to include C-7 case staff review to promote earlier and more comprehensive discussion of development proposals.

North Shore Plan Principle #3:

Protect viable residential areas from commercial development.

Policy 3.1: Encourage a well-informed, organized citizenry.

Information and organization are citizens' greatest tools for taking an effective role in their own governance. This role is especially important when considering the impact of new commercial development on residential areas.

Action Steps:

- Encourage the formation of a unified, active North Shore or North Chattanooga neighborhood association.
- Encourage non-resident stakeholder lines of communication with North Chattanooga neighborhood associations.
- Require developer-led neighborhood meetings regarding new development that may encroach on residential areas.
- Explore the possibility of neighborhood-developer compacts.

Policy 3.2: Where mixed uses are not appropriate, provide transitional options between higher and lower intensity uses.

Residential neighborhoods are not always good candidates for horizontal mixed-use. Even when neighborhoods are, care must be taken to ensure adequate integration, buffering, or transition takes place.

Action Steps:

- Write and implement new urban neighborhood commercial and residential zones that can be applied on the North Shore.

Policy 3.3: Work to limit property speculation and loss of residential character.

One side effect of rapid development is property speculation. Investors purchase properties in anticipation of rising property values and the potential for new development. This can have both positive and negative effects. Among the negative effects may be acquisition and demolition of viable residential housing, leaving vacant land behind; gentrification, forcing existing property owners to leave as their neighborhoods become less affordable; and particularly on the North Shore, housing conversions of existing residential for office or commercial use. These effects can be extremely detrimental to established neighborhoods.

Action Steps:

- Provide clear boundaries for commercial expansion through a future North Shore zoning study.
- Educate area realtors after plan adoption as to the recommended limits on commercial expansion to discourage housing conversions.

North Shore Plan Principle #4:

Provide a greater mix of housing including more affordable options.

Policy 4.1: Encourage new residential development at urban densities to support urban services.

The North Shore is one of a very few neighborhoods in metropolitan Chattanooga that has both residential development at urban densities and a commiserate level of commercial development and community infrastructure. This means that the higher density of residential development supports many of the things that North Shore residents want or say they want: walkable commercial development, neighborhood schools and parks, and transportation

choices, including travel by foot, bicycle or bus. The Comprehensive Plan 2030 recommends that the average density in the urban area be high enough to support these services.

Action Steps:

- Provide best practices information to North Shore developers on successful urban residential development
- Create urban residential zones that promote development with urban form and at urban densities without the need for zoning variances.
- Encourage developers to meet with planning staff regularly to discuss upcoming residential development.
- Ensure that public/non-profit residential investment (CNE, CHA) and development is consistent with and promotes the North Shore Plan.

3.6 Implementation: How We Get From Here...To There.

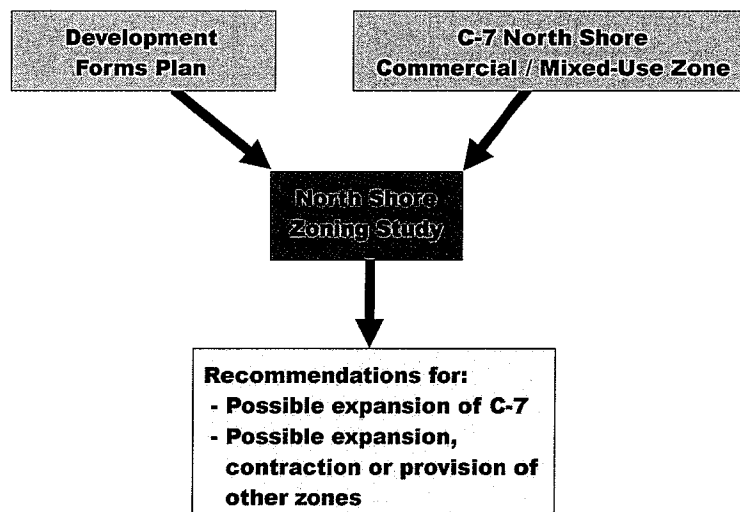
The heart of the North Shore Plan is the Development Forms Plan. The Development Forms Plan provides a framework for guiding future growth and redevelopment on the North Shore in a way that will improve the livability and long-term economic prosperity of the area.

Generally, a conventional land use plan provides a series of land use classifications that provide guidance for future development, redevelopment, and preservation of an area. The classifications are usually general in nature and typically focus on type and intensity of uses (various iterations of residential, commercial, industrial, et cetera), with only very limited treatment (if any is provided at all) of development form. Development form can include such factors as building height, setbacks, and massing; orientation; parking, curb cuts and driveway connections; landscaping; streetscaping and street furniture; and other factors. The North Shore Plan's Development Forms Plan takes the place of a conventional land use plan. The plan includes all of the information a traditional land use plan would contain, but includes detailed information on form as well, where appropriate.

But a plan is just that: a plan. By itself it is just words, pictures, and maps on paper. The way we take a plan from ideas to reality is through implementation, by connecting a plan's ideas with concrete actions steps to realize real-world results.

Implementation

One obstacle faced by many land use plans is the disconnect between land use plan recommendations and zoning categories. Plan recommendations may be difficult or impossible to implement with the existing zoning that is in place. This plan is designed to work with existing zoning categories, or, when



those do not exist, to recommend the creation of new zones or the modification of existing zones.

The Development Forms Plan is intended to work with the North Shore's C-7 Zone. The four mixed-use development forms are all intended to be implemented by and rely on the C-7 zone. The full extent of the urban corridor commercial and the low-, medium-, and high-intensity mixed-use development forms is the North Shore Plan's recommendation for expansion of the C-7 zone. The plan DOES NOT change existing zoning. Any future changes to zoning would be implemented by a separate North Shore zoning study to follow the adoption of the North Shore Plan. The zoning study may also contain recommendations for

IV. Transportation

- 4.0 Introduction
 - 4.01 Transportation systems: how modes interact
 - 4.02 Connectivity
 - 4.03 The importance of the pedestrian realm
- 4.1 Roads
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 - 4.13 Manufacturer's Rd widening
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4.0 Introduction

This section contains recommendations for future transportation needs on the North Shore in both narrative and illustrative format. These recommendations are the culmination of community input via public meetings and interviews, as well as planning analysis. This section provides background information on principles that form the foundation for the transportation plan, the transportation plan itself, and specific recommendations for roads, parking, public transit, and pedestrian/bicycle systems.

4.01 Transportation Systems

In Houston, a person walking is someone on his way to his car.

- Anthony Downs

For many of us, the above quote reflects our thinking about transportation in the 21st Century: the idea of transportation is synonymous with the automobile. This is hardly

surprising as, in the year 2000, 88% of us either drove or carpoled to work (U.S. Census Bureau American Community Survey, 2000). The places we live have now been designed for decades with the intent of providing cars and other motor-driven vehicles with the fastest, most efficient means of getting from point “a” to point “b.” From an engineering standpoint, this makes sense. But the places we live, whether they be cities and towns, suburbs or farms, all have one thing in common: they are places of *human* habitation, and the automobile is not the only mode by which humans move from place to place. Transportation includes all modes of human transportation, including pedestrian, bike, automobile, bus, train, air, and boat. All of these forms of transportation deserve consideration.

On the North Shore, modes of transportation include automobile, bus, bicycle, foot, and boat. None of these modes stands alone: some dominate, all interact. This plan seeks to promote the North Shore as a connected, walkable neighborhood in which walking, biking, and mass transit are given consideration equal to the automobile.

4.02 Connectivity

The North Shore Plan also seeks to promote connectivity. This means connecting the places we live, work, and play via roads, sidewalks, bicycle facilities, and multi-use paths, and providing ample points of interaction between each mode of transportation, making moving from car to sidewalk to bus to bicycle as intuitive as possible.

In Chattanooga’s urban neighborhoods the prevailing pattern of development has been that of a distributed network: roads connect instead of cul-de-sac; sidewalks and other multi-use paths provide additional points of connection for pedestrians. The importance of these connections cannot be understated: when combined with mixed-use development built to urban standards, vibrant neighborhoods result. A lack of connections leads to isolated uses, which in turn leads to the suburban style of development that we seek to avoid in the urban area.

4.03 The Pedestrian Realm

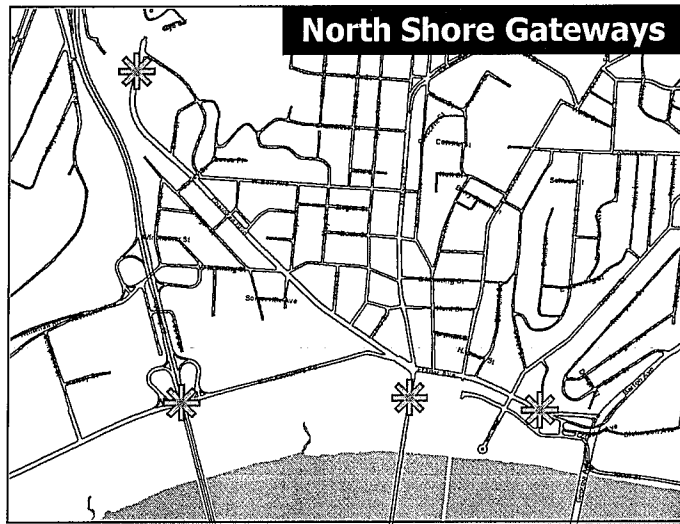
The pedestrian realm is everything pedestrians experience as they move from one place to another: the street and streetscape, the buildings that frame (or do not frame) the street, and the people and things that share that space, including vehicles and street furniture. Though these elements may seem disparate, each is part of a larger whole: the pedestrian experience. If it seems uncommon to be considering a subject such as this, it is, and it isn’t. For years designers have exhaustively planned “the visitor experience” at places as diverse as clothing stores and amusement parks. While this plan does not endorse the “Disneyfication” of our public spaces, it does advocate thinking about how to create places for pedestrians that are safe, friendly, and memorable, and doing so in a holistic way.

4.1 Roads

4.1.1 Gateways

Gateways are the major entry points into a neighborhood, and provide a visitor’s first impression of the area. Well-planned gateways promote community identity, something

especially important for a neighborhood with as clear and marketable an identity as the North Shore. Gateway treatments can include signage, landscape features, and/or public art. The map to the right identifies major gateways into the North Shore.



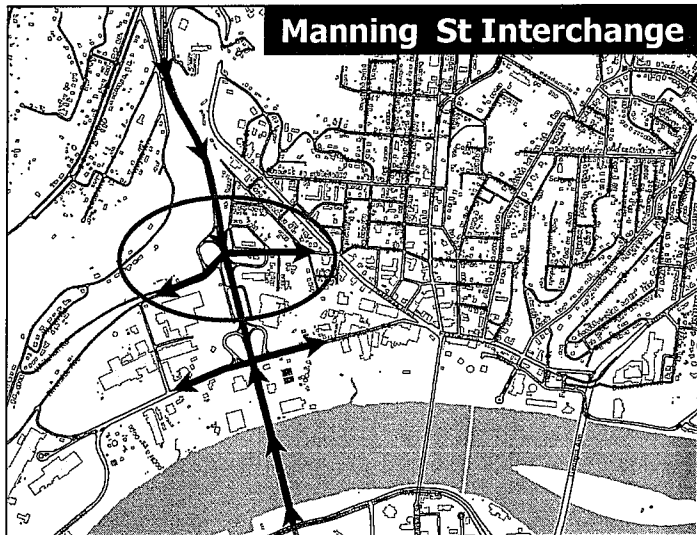
Recommendation: Explore options for enhancing selected gateways into the North Shore. Hold a design competition to determine gateway designs.

4.12 Manning Street / Whitehall Road interchange closure

Two exits from US 27 currently provide access to the North Shore: Manufacturers Road and Manning Street / Whitehall Road.

Constructed in the 1960's, the Manning Street interchange suffers from an outdated design and from proximity to the existing interchange at Manufacturers Road. Improvements to US 27 scheduled between now and 2011 are expected to include widening of the highway from Olgiati Bridge to Signal Mountain Road and the closure of the Manning Street interchange.

Rebuilding the interchange is not feasible because even a rebuilt interchange would not comply with modern safety standards due to the interchange's proximity to the Manufacturers Road interchange.



With the expected closure of the Manning Street interchange, some of the 5,000+ vehicles that currently travel Manning Street between US 27 and Cherokee Boulevard per day will shift to other streets and interchanges. Though Manufacturers Road will be upgraded within the next 5 years, the impact on other streets is not known.

Recommendation:

Prior to closure of the Manning Street interchange, complete a traffic impact study to determine necessary improvements (if any) to the street network.

4.13 Manufacturers Road widening

Manufacturers Road from Cherokee Boulevard to US 27 is scheduled to be upgraded as part of the US 27 widening project from Oligiati Bridge to Signal Mountain Boulevard. The timing of this project is dependent upon TDOT's widening schedule, but should be completed within 5 years at most.

Current plans call for extra-wide sidewalks on either side of Manufacturers Road, widening of existing lanes, addition of a continuous turn lane, and the addition of bicycle lanes. These enhancements will allow Manufacturers Road to adequately handle traffic from new development as well as diverted traffic from the to-be-closed Manning Street interchange.

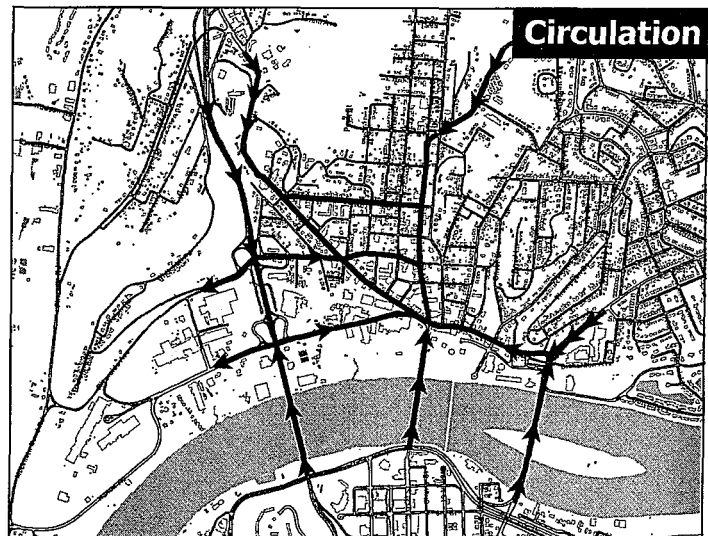
Any future Riverwalk connection from Renaissance Park to Moccasin Bend may need to use the right-of-way of Manufacturers Road for portions of its length. It will be important to plan for this prior to the widening of the road.

Recommendations:

- Limit curb cuts on Manufacturers Road. Require new developments to coordinate access points, sharing where possible.
- Reserve sufficient right-of-way on the south side of Manufacturers Road to allow for a future Riverwalk connection from Renaissance Park to Moccasin Bend.

4.14 Circulation

The North Shore's road network offers generally good connections within the North Shore itself, but suffers from limited access points from the north and south. Vehicular access from the south shore relies on one of three bridges connecting downtown to the North Shore. While under normal circumstances this is more than sufficient, closure of one or more bridges results in increased difficulty in access. Topography limits east-west road connections in the eastern portion of the study area. The large amount of unopened right-of-way in North Chattanooga in general is indicative of these topographical difficulties and a tendency in the past to plat new streets and alleys with little regard for topographical constraints.



4.15 Connections between Cherokee & Manufacturers

This focus area covers the emerging Manufacturers Road North Shore, this area lacks a street grid and as a result suffers from very limited street connections, with the result that all traffic is (and will increasingly be) forced to use Manufacturers Road for any access to development in the area.

An east-west railroad right-of-way (R.O.W.) is currently located between Cherokee Blvd. and Manufacturers Road. This spur currently acts as a train car storage area and for the maneuvering of train cars. The spur also acts as a barrier between the neighborhoods to the north and south of it. The spur is not crossed by any roads between Cherokee Blvd. and US 27. Currently, streets from Cherokee Blvd. and Manufacturers Road dead-end into this railroad R.O.W.

Future

Future changes in land use along Manufacturers Road would be aided by changes in the character of the R.O.W.. The change of this R.O.W. would create several opportunities for the neighborhoods along Cherokee Blvd. and Manufacturers Road. The opportunity exists for additional north-south street connections. The connection of streets across this right-of-way would provide additional linkages between Manufacturers Road to Cherokee Boulevard. These connections would emphasize the neighborhood connection to commercial development along both streets. If the railroad right-of-way to the north of Manufacturers Road were to become fully available, the right-of-way itself could become a street.

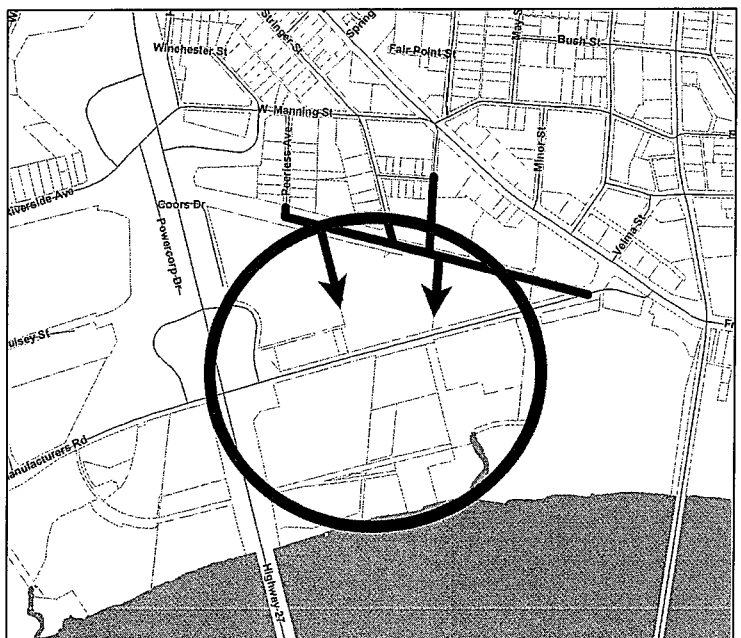
South of Manufacturers Road, Two North Shore is under construction, but much land remains undeveloped. The opportunity exists here for a fully-realized street grid to both enhance connectivity and allow for development of buildings with smaller footprints.

The R.O.W. is currently used by several manufacturing customers in the area; any changes to the R.O.W. should take the needs of those customers into consideration and not negatively impact their ability to do business.

The R.O.W. could see several possible changes:

- Allow crossing of R.O.W. by Harper Street - Harper Street currently extends south to the R.O.W. from Cherokee Blvd. Extension of this street across the R.O.W. to Manufacturer's
- Turn R.O.W. into pedestrian/bicycle connection to Moccasin Bend.
- Turn R.O.W. into street.

Recommendations



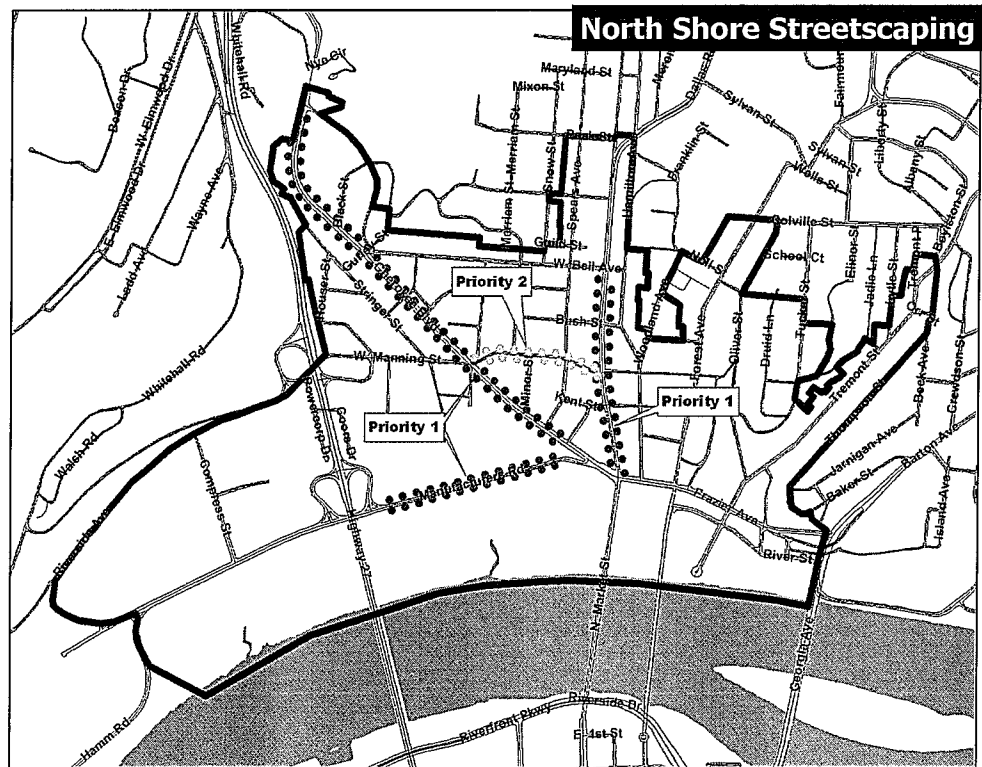
Two main options exist for the railroad spur. Either the spur is moved to a different location to allow for a change in the character of the existing right-of-way, or the railroad spur is left as is and is allowed to cross by one or more streets that would connect Manufacturers Road to Cherokee Blvd. Neither option should be exercised at the expense of existing manufacturing. If the railroad spur can be moved, the process to do so should begin at the earliest possible time. The character of this spur will affect the future development patterns of adjacent properties with respect to building orientation, setbacks, and land use. If the spur is turned into a street after the redevelopment of surrounding properties, development will likely ignore the new street; buildings will already be in place, and street connections already made.

If the right-of-way remains a railroad spur, care should be taken to determine appropriate locations for road crossings, which are expensive. Likely, a maximum of one or two crossings would be feasible between Manufacturers Road and US 27. Either way, the City of Chattanooga should begin discussions with the current owner of this railroad spur and adjacent property owners to determine the extent of its future use.

South of Manufacturers Road, future development should consider the construction of a new street grid. This could provide opportunities to extend the smaller-scale character of the rest of the North Shore into the area between the river and Manufacturers Road.

4.16 Streetscaping

Streetscaping from a public perspective generally refers to the enhancement of a street through the addition of improved crosswalks, street trees and landscaping, street furniture (benches and the like), and street lighting, and sometimes through the burying of overhead utility lines. The intensity of streetscaping provided, if any, should typically mirror the intensity of surrounding development. Frazier Avenue and limited portions of Cherokee Boulevard and Manufacturers Road are currently streetscaped. This plan recommends expansion of



streetscaping to emerging commercial corridors in the North Shore when feasible. Streetscaping for those corridors should mirror what is already in place on the North Shore.

It is important to note that the cost of providing streetscaping is high, which severely limits the amount of streetscaping that can be added on city streets in a given year. The map below is intended only to serve as a guide when considering locations to add streetscaping in the North Shore.

Recommendation:

- Provide enhanced streetscaping for priority 1 and priority 2 corridors:

Priority 1:

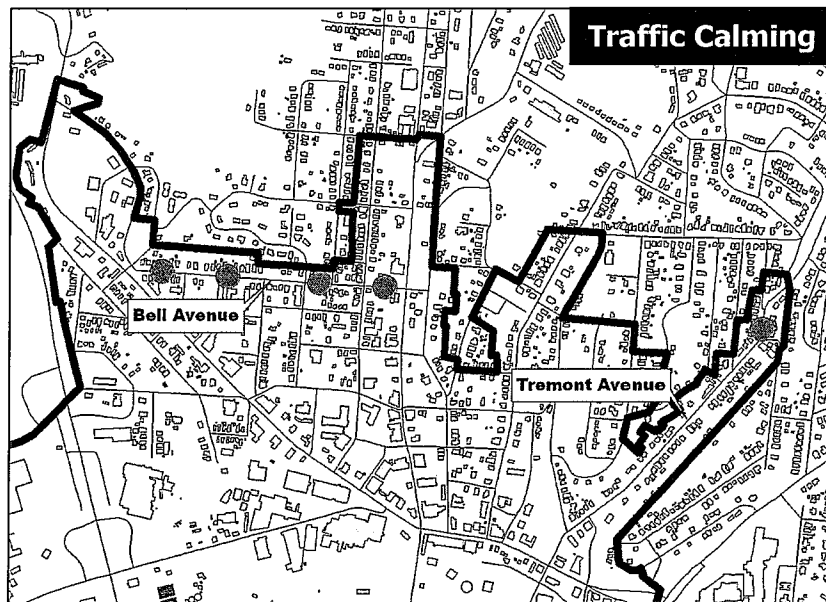
- North Market Street ending at Bell Avenue
- Cherokee Boulevard Section 1 (Manufacturers Road to Manning Street)
- Cherokee Boulevard Section 2 (Manning Street to Bell Avenue)
- Cherokee Boulevard Section 3 (Bell Avenue to tunnel)
- Manufacturers Road (scheduled to be added as part of road widening)

Priority 2:

- Manning Street from North Market Street to Cherokee Boulevard
- As development occurs, work in partnership with developers to complete streetscaping on the street frontage of developer projects.

4.17 Traffic Calming

Traffic calming is described by the American Planning Association as “a form of traffic planning that seeks to equalize the use of street among automobiles, pedestrians, bicyclists, and playing children”. Because the North Shore Plan seeks to promote a transportation network in which pedestrians and bicyclists are given consideration equal to the automobile, traffic calming is an integral part of the plan.



In the City of Chattanooga, traffic calming is most commonly accomplished through the use of roundabouts, speed humps, bulb-outs, and narrowed travel lanes with on-street parking. Of these methods, the only method currently in use on the North Shore is the speed humps currently installed on Tremont Street.

Many streets in the eastern half of the study area are already extremely narrow and winding; this serves to limit the speed of traffic. Residential streets in the western half of the study area are on a modified grid; this grid serves to distribute traffic and lessen the overall impact on any one street.

The one exception to this appears to be Bell Avenue. Wide and straight, Bell Avenue is an obvious cut-through between Market Street and Cherokee Boulevard. Traffic on Bell Avenue is able to attain relatively high rates of speed due to the street's width and lack of stop signs or other traffic controls.

Recommendation:

- Study and provide appropriate traffic calming measures for Bell Avenue between North Market Street and Cherokee Boulevard.

4.18 Wayfinding Program

The Chattanooga Area Signage & Wayfinding Program provides pedestrian and vehicular directional signage for selected areas of Chattanooga. Phase I covers both the riverfront and the North Shore. Pedestrian orientation signs on Frazier Avenue provide guidance for pedestrians, while pole and mast-mounted signs provide direction for vehicles on Frazier Avenue, Manufacturers Road, and Cherokee Boulevard.

4.2 Parking

In our automobile-driven society, parking is a necessity. While it is certainly rare to hear people remark that they have visited a location solely to appreciate the finer points of that location's parking facilities, the comment that a location was avoided due to difficult parking is not as rare. A public accustomed to suburban parking patterns of dedicated parking lots for every business and to driving from one business to another instead of walking (walking frequently being impossible from a safety standpoint, even if it is desired) will naturally need assistance adjusting to the different provisions and expectations of urban parking, in which different types of parking serve varied purposes, and walking is encouraged. As the remainder of this section will show, the North Shore's parking problem is not a lack of available spaces, but rather a problem of perception, education, and the way available spaces are managed.

4.21 Previous parking plans

In 2004, Desman Associates completed a downtown parking study for the City of Chattanooga. This plan included analysis and recommendations for the North Shore. The study fell short of stating that a shortage of parking existed in the North Shore, but stated that "The area is made up of numerous mostly private parking lots. Of the 1,685 off-street spaces,

only 392 are available to the eneral public. The 70 unmetered on-street spaces are of great value.”

A review of the recommendations of the parking study shows that many of its recommendations have been implemented: these include the creation of a Parking Authority (CARTA), the addition of parking multi-meters, and the revision of street meter rates and policies (occurring as meters are added in new locations). Other recommendations that have yet to be implemented will be included in this plan.

4.22 CARTA as parking authority

The Chattanooga Area Regional Transportation Authority (CARTA) is now the parking authority for the City of Chattanooga. Responsibility for operation of city-owned parking lots and on-street parking meters lies with the authority. CARTA works jointly with the City of Chattanooga on parking planning, and acts as an agent of the City in regulating on-street parking. This consolidation will allow for improved coordination and planning for future parking needs. CARTA maintains an office on the North Shore on River Street.

4.23 Parking Hierarchy

All parking spaces are not created equal. Just as there is a spectrum of development intensity (see section 3.03), parking spaces differ in their intended (and appropriate uses), in their prevalence, and in their location. The expense of building a space, too, can vary widely: the \$10,000-\$15,000 per space cost in a parking structure is very different than the cost to pave a surface parking lot at \$1,500 to \$2,500 per space.. The North Shore Plan recognizes these differences and groups parking according to the following spectrum of form and function:

- On-street parking
On-street parking is generally both the least prevalent and the most valuable. Often located in close proximity to destinations, on-street parking is public, and is managed by the City or its designee. Time limits are normally placed on these spaces; parking meters help to ensure higher rates of turnover for these spaces, which is desirable. These spaces are intended for short-term use not to exceed two hours.
- Surface parking
Surface parking is the most common form of parking. Private or public, short-term or long-term, surface parking can be used for a wide variety of purposes. Under ideal circumstances, short-term parking for customers and visitors is placed close to destinations, while long-term parking for employees or all-day visitors is placed more centrally and utilizes transit to move people from their cars to their destinations. The use of private parking is generally limited to property owners, customers, and their designees; public parking is available for the use of everyone. On the North Shore, surface parking should be located to the rear of buildings and should be screened from the street by landscaping or an opaque wall not to exceed three feet in height.
- Structured parking
Typically most common in the urban core, structured parking’s high cost per space only makes it economically viable in denser areas where the demand for land is high.

Like surface parking, structured parking can be both private or public, short-term or long-term. On the North Shore, mixed-use developments typically include enough structured parking for residents but rely on other available parking for customers and visitors. The construction of new public structured parking should take place in conjunction with the expansion of public transit and may be most desirable in some areas only after the supply of surface parking has begun to decline. See section 4.26 for more information.

4.24 On-street parking

On-street parking on the North Shore is a precious resource. With only 70 unmetered on-street spaces, demand for these spaces is high, as they are frequently the spaces closest to a desired destination. This is particularly true as limited right-of-way on many North Shore streets severely limits the possibility of expanding the number of on-street spaces that are available. When a resource is limited it must be carefully managed; unmetered spaces are inherently difficult to manage as they require near-constant monitoring to be effective.

Recommendations:

- Provide all on-street parking spaces on the North Shore with two-hour meters. Promoting turnover of on-street parking spaces is vital to maximizing their utility. On-street parking is intended only for short-term use.
- Encourage dedication of sufficient right-of-way in new developments to allow addition of on-street parking.
- Meter on-street spaces on Cherokee Boulevard. Though spaces on Cherokee Boulevard are generally unmarked, the pavement width is sufficient to allow on-street parking in some sections. Appropriate on-street spaces should be metered. Timing of meter installation will depend on the timing of enhanced streetscaping for Cherokee Boulevard.

4.25 Parking requirements

New development generally requires new parking; parking standards dictate how much parking based on the type and size of new development. On the North Shore two factors can alter standard parking requirements.

The Urban Overlay Zone

Non-residential uses with the urban overlay zone are granted a base 10% reduction in parking requirements. Uses under 5,000 square feet may be granted an additional reduction of up to 20% (for a total of 30%) for proximity to transit, pedestrian access, on-street parking, and bicycle parking. All of the North Shore lies within the Urban Overlay Zone.

The C-7 Zone

The C-7 zone differs significantly from other zones in that it provides parking *maximums* instead of minimums. Though parking can be required on a case-by-case basis, the intent is to minimize the parking required to encourage the use of alternate forms of transportation.

Recommendation:

- **Extend the 20% parking reduction to future urban versions of standard commercial zones, with no square footage maximum.**
Because much of the commercial zoning on the North Shore already has no formal parking requirement due to its C-7 zoning, this recommendation should apply to planned urban variations of existing commercial zones such as C-2 and C-5. These urban variants will already contain language to promote urban development, such as requiring zero setbacks and minimum building heights; extending urban parking reductions to these zones will help reduce valuable land used for parking and promote alternate forms of transportation.
- **Consider allowing required parking for new projects to be identified in shared lots or structures instead of on-site.**

4.26 Meeting parking demands on the North Shore

“Provide intelligent parking solutions that balance the needs of automobile and pedestrian.”

–North Shore Plan Principle #7

The North Shore faces increasing parking challenges as additional development occurs. This is not due to a lack of available parking; as the Desman study found, on average 57% of North Shore parking goes unutilized. Difficulty in finding available parking appears to be a combination of high peak use of available parking, resulting in shortages at the busiest times and, perhaps more importantly, a large supply of private parking that is significantly underutilized. The Desman study boundary included the core areas of the North Shore, but excluded some areas significant to the plan, such as the greater part of Cherokee Boulevard. Field observation suggests that including parking in some of those excluded areas in parking counts might result in even lower utilization numbers.

The key question is this: how can the existing supply of parking on the North Shore be leveraged to meet the demands of visitors, merchants, and the neighborhood to the benefit of everyone? The answer lies in the improved coordination and planning made possible by the naming of CARTA as the City’s parking authority. CARTA operates public transit, on-street parking and public and private parking lots on the North Shore. These functions working in conjunction can result in a highly workable parking plan for the North Shore that leverages existing resources and maximizes land utilization. An outline of the plan:

1. **Inventory available private parking.**

An accurate working inventory of all available parking on the North Shore is vital to the rest of the plan. The Desman parking study inventoried a significant portion of North Shore parking; updating and expanding that study should provide the necessary information for an effective inventory. Partners: CARTA, RPA, City Traffic Engineering, North Shore merchants, other parking lot owners

- 2. Identify parking lots for inclusion and use for short- and long-term parking.**
Using the parking inventory, CARTA will preliminarily identify private parking lots that meet criteria for location, accessibility, appropriate peak time usage, proximity to transit, etc. Examples might include a church parking lot that is only fully utilized a couple of times per week but which otherwise remains empty and underutilized. Lots on the periphery of the North Shore will be more appropriate for long-term parking to serve merchants and staff, while lots closer to the core may be predominantly for short-term visitor use.
- 3. Develop voluntary parking management programs.**
Once these lots are identified, CARTA will approach the property owner about developing a parking management program for their lot. It is important to note that inclusion is completely voluntary. Ownership will remain with property owners. Details of the parking management program might include certain spaces to be reserved at all times for the property owner, times at which the lot is open only to the property owner and his designees, how parking revenue will be shared, etc. The end result is a parking lot that remains in private hands but which is managed and access-controlled by CARTA and which is available for public parking. Private owners benefit from 24-hour access control and revenue from parking which was previously unrealized. The public benefits from additional parking that does not require public investment or use vacant land for new parking lots.
- 4. Provide public transit to connect parking lots to attractions and businesses.**
In striving to promote the North Shore as neighborhood in which cars do not dominate, it is important to provide citizens with effective alternate means of transportation from their vehicles to their destinations. One option is transit. Leveraging CARTA's expertise in public transit, CARTA-managed lots and garages should be linked by a shuttle system (electric or not) that connects the parking system to North Shore attractions and businesses.
- 5. Identify appropriate locations for new parking structures.**
As development pressures increase on the North Shore, some existing parking may be lost and overall demand for parking will undoubtedly increase. As surface parking is lost, it may be appropriate to locate new parking in publicly-owned parking structures. Structures have the benefits of allowing greater parking per square foot than surface lots and often of allowing higher and better uses than surface parking along street frontages. It will be beneficial to identify approximate locations for new structures so property can be acquired or agreements reached with property owners or developers as development occurs. Besides the CARTA garage to be constructed at Tremont & Frazier, 1-2 additional garages may be needed to meet parking demands.
- 6. Educate the public and business community.**
Once the parking system is in place, educating the public as to its function is key. This can be done through public service announcements, flyers given to merchants, and

appropriately placed signage. Merchants, too, must understand that placing employees in long-term parking frees short-term parking for visitors and guests.

4.3 Public Transit

In the City of Chattanooga, public transit is provided by the Chattanooga Area Regional Transportation Authority (ARTA). On the North Shore, ARTA currently operates fixed-line and demand response bus services.

4.31 Electric shuttle routes

ARTA's free downtown shuttle utilizes the country's largest electric bus fleet to transport visitors and residents to and from ARTA's Shuttle Park South garage (adjacent to the Chattanooga Choo-Choo) and Shuttle Park North garage at Third & Broad and points in between. The tremendous success of the shuttle has long spurred interest in expanding the shuttle to the North Shore.



North Shore shuttle expansion will likely need to take place in two phases. The first phase involves connecting the North Shore to downtown. Specifically, the downtown-North Shore connector would link the current Shuttle Park North garage with a future garage at Tremont & Market. This route would serve primarily to link the two shores and would be less focused on local service.

Phase II would an additional shuttle route to (at least initially) serve the North Shore's core commercial mixed-use areas, as shown on the transit plan map. Unlike Phase I it would not cross the river.

Recommendation:

- Expand the shuttle system to connect downtown south of the river to the North Shore and to provide local service on the North Shore as shown on the North Shore Transit Plan map.

4.32 Conventional bus routes

ARTA's Route 2 currently serves Hill City. While the route will likely revert to using the Market Street Bridge when it reopens late in 2007, no other change to the route are recommended.

While it may appear that there is some duplication of recommended transit routes, it is important to note that shuttle routes have an average service interval of 5-10 minutes while Route 2 has an average service interval of 30 minutes.

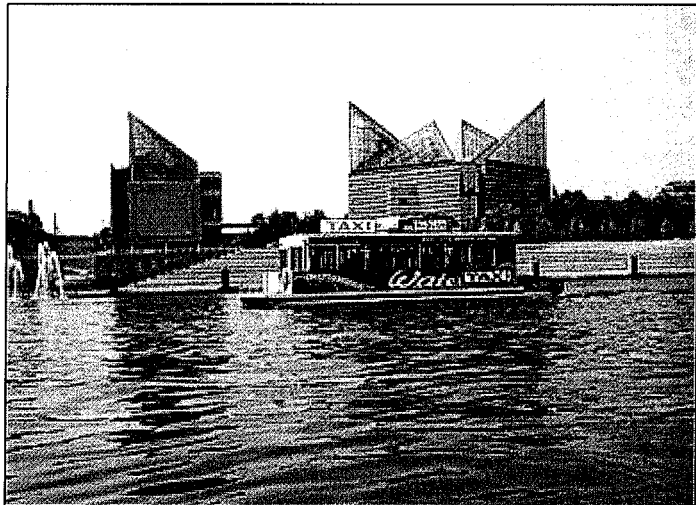
Recommendation:

- Provide a sheltered transfer point between Route 2 buses and the North Shore shuttle at Market & Kent or Market and Manning.

4.4 Water Taxi

4.41 Connection points

The Chattanooga water taxi currently operates during warmer months, connecting the downtown riverfront with Coolidge Park. While currently the service is more tourism-oriented, future changes could also allow it to serve nearby residents and downtown workers.



Recommendations:

- As demand warrants create a new pickup/drop-off point at Renaissance Park as shown on the North Shore transit map.
- Provide a ticketing system that allows for next-day return trips.

4.5 Pedestrian/Bicycle Systems

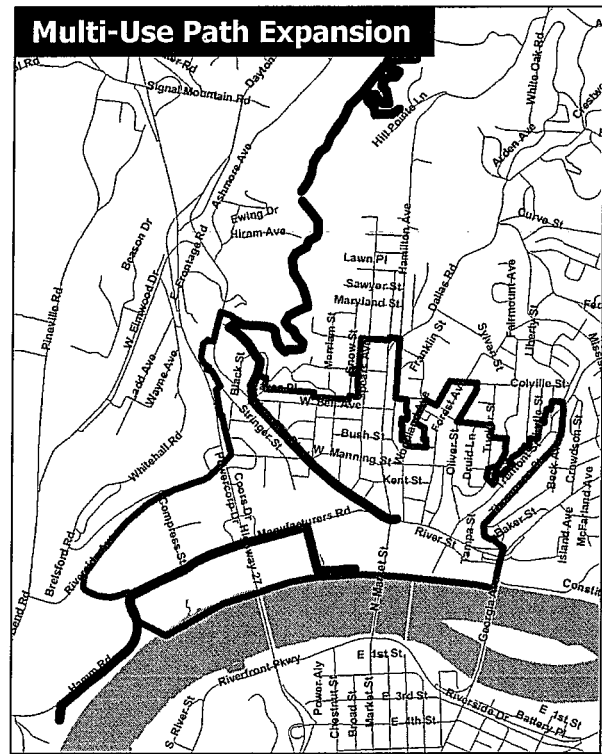
4.51 Multi-use path expansion

Chattanooga has one of the most successful greenway systems in the world, with almost 30 miles currently completed.

Two opportunities exist on the North Shore for expansion of the multi-use path system:

Stringer’s Ridge

The Hill City-Northside Neighborhood Plan identified opportunities to connect the North Shore and Hill City to Red Bank’s White Oak Park via a multi-use path across Stringer’s Ridge. The Trust for Public Land is currently working to identify a possible route for this path. Because of the amount of existing development, the path may use the alignment of Cherokee Boulevard for a portion of its length. The alignment shown is only for the purpose of demonstrating a connection; the final alignment is undetermined.



Tennessee Riverwalk

The Tennessee Riverwalk currently runs from Chickamauga Dam to Renaissance Park. The pending opening of Moccasin Bend National Archaeological District creates opportunities to explore connections between the North Shore and Moccasin Bend. Planning for this segment is currently underway. The alignment shown is only for the purpose of demonstrating a connection; the final alignment is undetermined, but could use Manufacturers Road

Recommendations:

- Continue active planning efforts for the construction of the Stringer’s Ridge multi-use path and the Tennessee Riverwalk
- Work with property owners to provide additional right-of-way as development occurs if paths will use road alignments.

4.52 New sidewalks & bicycle facilities

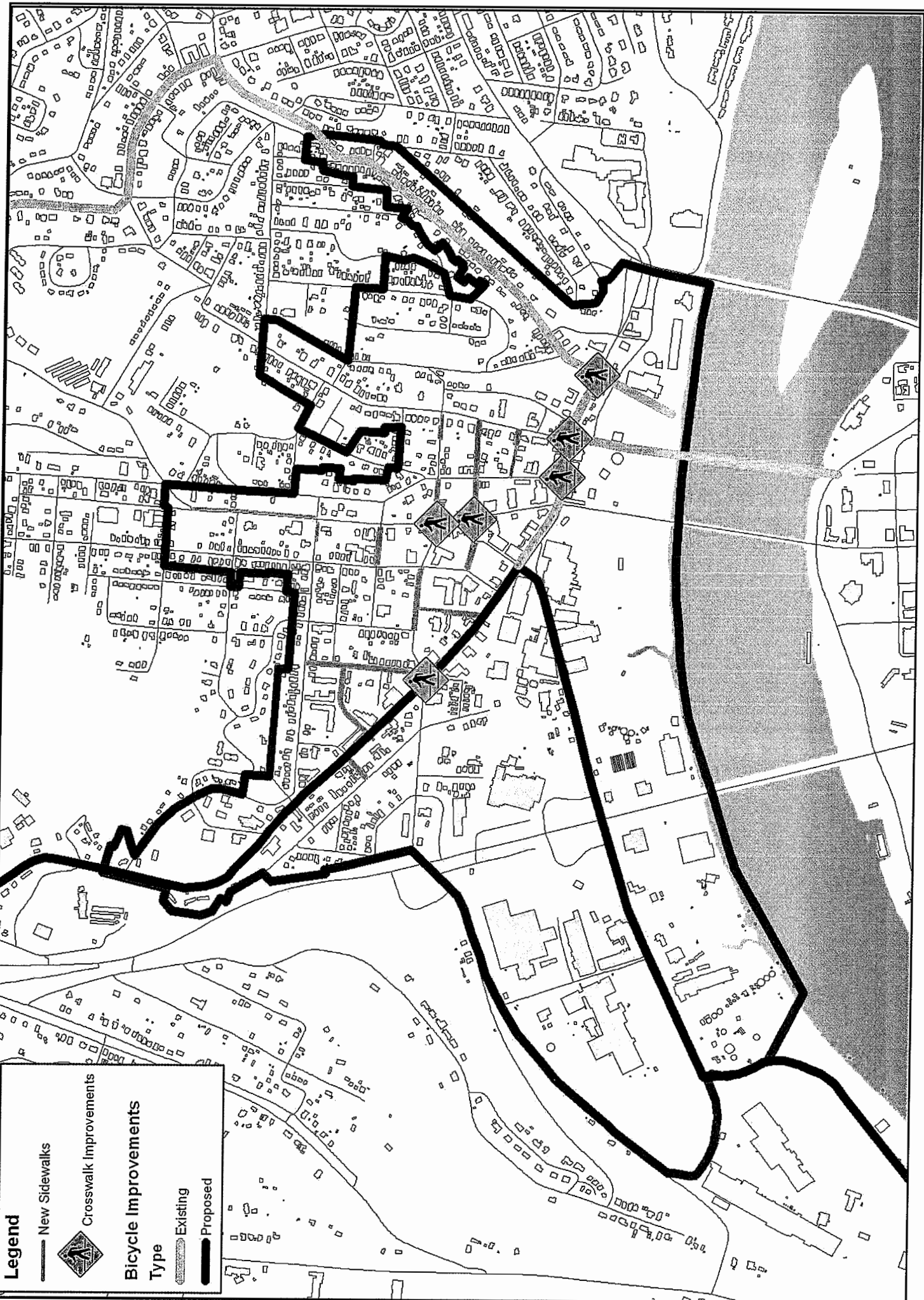
The North Shore has an extensive sidewalk network but lacks connections, particularly in some emerging mixed-use areas. Sidewalk improvements are vital given the importance of the pedestrian realm and walking on the North Shore. Bicycle facilities in the western portion of the study area do not exist, but opportunities for improving them do.

Recommendations:

North Shore Plan

- Provide prioritized sidewalk improvements as identified on the improvements map (see attached appendix for full list)
- Provide improved sidewalk crossings at identified intersections, including improved or textured pavement parkings and crosswalk signals.
- Implement the recommendations of the Bicycle Facilities Master Plan on the North Shore, including:
 - Shared bicycle facilities on Cherokee Boulevard
 - A slap button and warning lights for the Stringer's Ridge tunnel
 - A dedicated bicycle lane on Manufacturers Road
- Encourage new and existing projects to provide bike racks.
- Support Safe Routes to School efforts at North Chattanooga area schools.

North Shore Plan



Legend

— New Sidewalks



Crosswalk Improvements

Bicycle Improvements

Type

Existing

Proposed



Pedestrian & Bicycle Improvements

North Shore Plan

V. The Public Realm

- 5.0 Introduction
 - 5.01 What is the public realm?
 - 5.02 The importance of a quality public realm
- 5.1 The Street
 - 5.11 What is the street?
 - 5.12 The life of the street
 - 5.13 Safety & security
- 5.2 Public Spaces & Recreation
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 - 5.32 Connecting Moccasin Bend to the North Shore
- 5.4 Other Public Facilities
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 - 5.43 Business Development Center

5.0 Introduction

**“Provide a public realm that is safe, vibrant, and evokes a sense of place.”
- North Shore Plan Principle #9**

5.01 What is the public realm?

The public realm includes publicly owned streets, sidewalks, rights-of-ways, parks and other publicly accessible open spaces, public and civic buildings and facilities, and the facades of private buildings.

Public spaces come in all shapes and sizes to meet the needs of the communities in which they are built; in Chattanooga they vary from large regional parks (Harrison Bay State Park) to linear parks (the Tennessee Riverpark) to plazas (Miller Plaza) to small neighborhood parks. The North Shore is fortunate to be home to two large urban parks: Coolidge Park and Renaissance Park. Just as the North Shore is a neighborhood with a regional draw, the North Shore’s parks serve both



the neighborhood and greater Chattanooga simultaneously.

Public facilities are those facilities operated by local, state, or federal government. They may include schools; police, fire, and EMS stations; libraries, and the like.

5.02 The importance of a quality public realm

The public realm is owned and used by everyone. We all use public streets and sidewalks to go from place to place; most of us spend time enjoying our public parks and open space. Perhaps fewer of us spend time in line appreciating the interiors of public buildings. The *Downtown Plan* conveys well the importance of the public realm:

“The streets, sidewalks and parks, the buildings serving the public, and the facades of private buildings – the areas that constitute the **public realm** – should have physical and psychological appeal. They should be places in which we want to be, inspiring feelings of comfort and belonging, and accordingly, attracting a lot of people. The first floors of buildings should be active and animated and, therefore, interesting to walk past and look into. Storefronts should attract our attention and invite us along. Art – both visual and performance – should animate the space, giving it color and texture, sound and movement. The public realm is where the city’s various parts – built, natural, transportation and public space – integrate” into one overarching urban system.

–*Downtown Plan 2025*

5.1 The Street

5.11 What is the street?

“The street” is that part of the public realm encompassing publicly-owned streets and sidewalks and the facades of buildings that frame the street. The street is where the life of cities has traditionally occurred; where diverse people and activities are brought together. While the nature of suburban development has resulted in the decline of this traditional definition of the street in many areas, many North Shore streets are vibrant and active: this plan seeks to further promote the life of the street.

5.12 The life of the street

Part of what makes the North Shore a great place is the



life of the street. Active and open storefronts built to the street, pedestrian-friendly sidewalks, sidewalk dining, public art and other attributes promote pedestrian activity and interaction. While some of these attributes were present historically on the North Shore, others have required conscious decisions on the part of developers, the neighborhood, and city government to seek design and development that promotes the life of the street. The C-7 North Shore Commercial/Mixed-Use Zone is the City's key tool in encouraging the implementation of those principles.

Recommendations:

- Encourage development that addresses and interacts with the street through sidewalk dining, open and transparent facades, and other measures.
- Examine the feasibility of encouraging sidewalk vending at appropriate locations. Sidewalk vending is part of the street life of many cities. Already successful on the downtown riverfront and in Coolidge Park, a well-managed sidewalk vending program could be an asset to the remainder of the North Shore.
- Provide public spaces on and near the street to encourage citizen interaction.
- As development occurs request or require that public amenities (i.e. street furniture, public plaza or square, bike racks) be included as part of the development.

5.13 Safety & security

Growth is never without its challenges, and the North Shore as an area is no exception. Stakeholders have expressed concerns about a variety of safety and security issues, including panhandling, vandalism, and security in Coolidge Park. The following recommendations are not intended to be all inclusive but to be a starting point for enhancing and maintaining safety and security on the North Shore.

The Chattanooga Police Department, the Department of Neighborhood Services, merchants organizations and neighborhood associations will need to work in concert to successfully implement these recommendations.

Recommendations:

- Educate property owners and residents to be “eyes on the street” to reduce vandalism and crime.
The concept of “eyes on the street” can be traced to the well-known urban sociologist Jane Jacobs and her book *The Death and Life of Great American Cities*. The idea is that active street life and buildings with 24-hour activity and residents help deter criminal activity. A foundational concept for neighborhood watch programs, promoting “eyes on the street” is an effective way to involve neighborhood stakeholders in improving the safety and security of their neighborhoods.
- Study panhandling issues on the North Shore and determine appropriate courses of action, if any.
- Implement an effective graffiti-removal program.
Whether or not one views graffiti as art, some graffiti forms, including tagging, are entry-level crimes with ties to gang activity. Left uncontrolled, graffiti, like broken

windows, vacant houses, and uncollected refuse, can be a sign of disorder that indicates decline or negative change to citizens and neighborhoods. Allowing graffiti to remain visible may encourage further vandalism and can be interpreted as a signal that such behavior is acceptable. Graffiti hotlines and government resources directed to remove graffiti are some ways to effectively combat this problem.

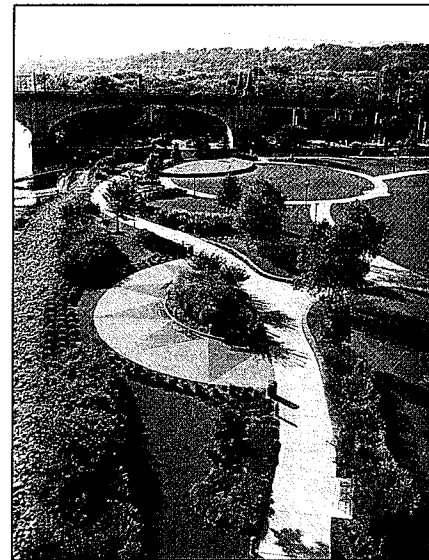
- Establish a citizen patrol program for the North Shore.
The term “citizen patrol” has different connotations in different jurisdictions. In some jurisdictions citizen patrol groups may be uniformed, volunteer police auxiliaries who watch for suspicious activity, assist in traffic control, complete citizen safety checks, and the like. In other areas citizen patrol groups may be less formal but still organized, tasked with organizing volunteers to patrol regularly, working with the police to watch for suspicious activity. Some form of these programs could benefit the North Shore and help direct police resources where they are needed most.
- Provide office space or a mini-precinct for police officers patrolling the North Shore, preferably in a planned facility such as the new Outdoor Chattanooga center or a possible consolidated recreation center.

5.2 Public Spaces

5.21 Introduction

Public spaces come in all shapes and sizes to meet the needs of the communities in which they are built; in Chattanooga they vary from large regional parks (Harrison Bay State Park) to linear parks (the Tennessee Riverpark) to plazas (Miller Plaza) to small neighborhood parks. The North Shore is fortunate to be home to two large urban parks: Coolidge Park and Renaissance Park. Just as the North Shore is a neighborhood with a regional draw, the North Shore’s parks serve both the neighborhood and greater Chattanooga simultaneously.

Every public space, whether designed for passive or active recreation, should further the building of a community by acting as a community focal point. The importance of public spaces as community focal points cannot be understated. In an age of inwardness, where entertainment (and nearly anything else we desire) is delivered directly to our homes and we often do not know our next-door neighbors, too frequently “community focal point” becomes synonymous with “big-box retail.” But private retail developments are created first and foremost for the express purpose of selling people goods; they are not substitutes for quality public spaces. What are the traits of a quality public space? Below is a partial list. However, one common denominator in every successful, quality public space is also the most important: the presence of people.



Principles for Quality Public Spaces (from Comprehensive Plan 2030):

- Quality public spaces can operate in concert with other civic uses to create centers of

critical

mass: new town centers, for example.

- Quality public spaces promote a sense of ownership, comfort and identity.
- Quality public spaces are for people; they should be planned by the people who will use them.
- Quality public spaces provide for a diverse range of activities important to the life of communities. The role of public spaces is not truly filled by the private spaces that take their place in the suburban environment: malls and shopping centers, mandated open space in subdivisions, and individual yards.
- Quality public spaces must be accessible and linked to the surrounding community.
- Quality public space should support a wide variety of uses and activities.
- Quality public spaces promote a sense of community by drawing people into the community life they promote.

5.22 Recommendations

The North Shore is home to Coolidge Park, the jewel of the Chattanooga park system, and the adjacent Renaissance Park, which caps a former industrial site and is built on land that is rich with Chattanooga history. These parks are uncommon assets for a neighborhood to have; the pending opening of Outdoor Chattanooga in Coolidge Park in 2008 will be a further asset to Coolidge Park, adding activities and programming. This plan recognizes that these parks are great assets to the community that do not need to be reinvented.

Recommendations

- Examine possible consolidation of North Chattanooga recreation centers. The *Recreate 2008* Plan recommended consolidation of the North Chattanooga (May St) and Frances B. Wyatt (Colville St) recreation centers. This would result in the construction of a new larger recreation center, similar to centers in South Chattanooga and Brainerd. Any future center should be located centrally, with good access to sidewalks and transit.
- New neighborhood parks
If recreation center consolidation occurs, City Parks & Recreation should convert the two former recreation center sites to neighborhood parks to provide neighborhood green space and activities for outdoor recreation.

5.3 Moccasin Bend

5.31 What is Moccasin Bend National Archaeological District?

Moccasin Bend, shown at right, lies west and southwest of downtown. Native



Americans occupied the Bend for more than 10,000 years, leaving behind evidence of their villages, burial sites, and way of life. During the Civil War, Union forces occupied the Bend and played a pivotal role in the Battle of Lookout Mountain.

Long looted by artifact seekers, the Bend has long been in need of protection. Efforts to preserve Moccasin Bend began as early as 1919, but have only found purchase in recent years through the efforts of many organizations and volunteers, including the Friends of Moccasin Bend National Park, the Trust for Public Land, the City of Chattanooga, Hamilton County government, the Army Corps of Engineers, the National Park Service, U.S. Representative Zach Wamp, Senator Lamar Alexander, and former senator Bill Frist and others. Currently, over 600 acres on the Bend are now designated as the Moccasin Bend National Archaeological District, a unit of the Chickamauga and Chattanooga National Military Park.

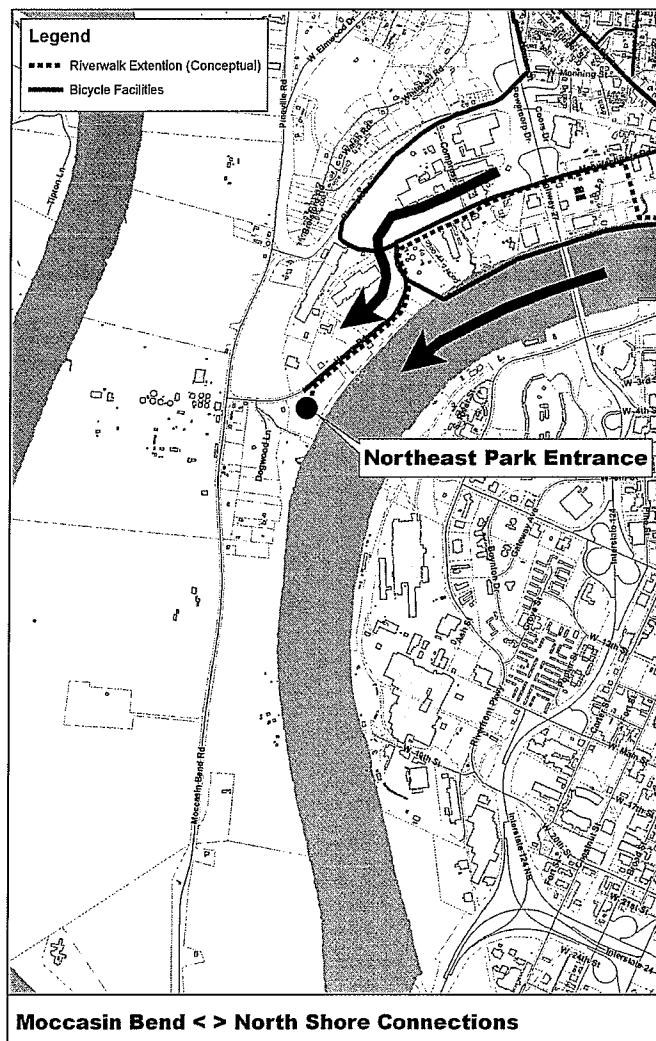
Planning efforts are currently underway to determine the location of the park’s interpretive center, how the park will be accessed, and what the programming and interpretive features of the park will be.

5.32 Connecting Moccasin Bend to the North Shore

To get to Moccasin Bend by land, one must pass through the North Shore. Manufacturers Road is *the* gateway to Moccasin Bend, so it is imperative that the plan and area stakeholders begin to think of Manufacturers Road as an important gateway, and how that gateway should function. Moccasin Bend holds a great concentration of historic resources as well as burial grounds sacred to Native Americans. Improving the North Shore’s vehicular, bicycle, and pedestrian connections with Moccasin Bend while taking care to protect and preserve that which makes the Bend so precious is challenging.

Recommendations:

- Work with the Trust for Public Land and the National Park Service to provide a greenway connection between Renaissance Park and Moccasin Bend.
- Explore mass transit



- opportunities to Moccasin Bend to reduce the impact of increased numbers of visitors.
- As access plans for Moccasin Bend develop provide appropriate wayfinding signage.
- Develop Manufacturers Road as a gateway to Moccasin Bend
 - Work with existing property owners on measures to improve the gateway, such as enhanced landscaping.
- Work with area stakeholders to determine how to most effectively utilize the following transportation modes to connect Moccasin Bend with the North Shore and downtown:
 - Canoe/kayak (via existing blueway)
 - On-street bicycle facilities
 - Riverwalk extension
 - Sidewalks
 - Transit (Shuttle)
 - Vehicle
 - Water taxi

5.4 Other Public Facilities

5.41 Walnut Street Bridge

The Walnut Street Bridge, completed in 1891, was the first non-military highway bridge to span the Tennessee River. Closed to automobile traffic in 1978, the bridge sat unused and faced demolition until local citizens banded together and asked the City of Chattanooga to consider preserving it. With renovations completed in 1993, the Walnut Street Bridge is now one of the longest-pedestrian bridges in the world, serving as a key pedestrian and bicycle link between downtown and the North Shore.

Recommendation:

- Continue a regular maintenance cycle for the Walnut Street Bridge.

5.42 Outdoor Chattanooga Center

Outdoor Chattanooga is a division of the City of Chattanooga Parks & Recreation Department, tasked with promoting outdoor recreation, education, and stewardship. Outdoor Chattanooga's new facility near Coolidge Park (in the former floorcoverings building) should be complete by the end of 2007. It will include an information center for visitors and residents seeking information on outdoor opportunities, meeting space for outdoor groups, and may include outdoor gear rental and some retail in the future.

Recommendation:

- Support the work of Outdoor Chattanooga in promoting outdoor recreation as an attractive, healthy, and distinguishing lifestyle for its resident and visitor populations.

5.43 Business Development Center

Located at 100 Cherokee Boulevard, the Business Development Center (BDC), formerly the American Lava Technical Ceramics manufacturing facility, is a highly-successful business incubator owned by Hamilton County and operated by the Chattanooga Area Chamber of Commerce. Fifty-three (53) tenants currently occupy the facility. In operation for many years, there are currently no formal plans to relocate the center, though county officials have

indicated relocation is a possibility in the future.

Recommendation:

- If facility relocation is proposed, work closely with Hamilton County government on the future of the BDC site.
- The Business Development Center's building has historic value, and preservation is encouraged.

VI. Natural Systems

- 6.0 Water & the River
 - 6.01 Riverbank protection
 - 6.02 Access to the river
 - 6.03 Floodplain development
 - 6.04 Market Street Branch
- 6.1 Steep slopes
 - 6.11 What is a steep slope?
 - 6.12 Slope protection / Sensitive development
- 6.2 Viewsheds
 - 6.21 What is a viewshed?
 - 6.22 Public vs. private viewsheds
 - 6.23 Protecting viewsheds

“Protect the natural assets and viewsheds of the North Shore.”
- North Shore Plan Principle #10

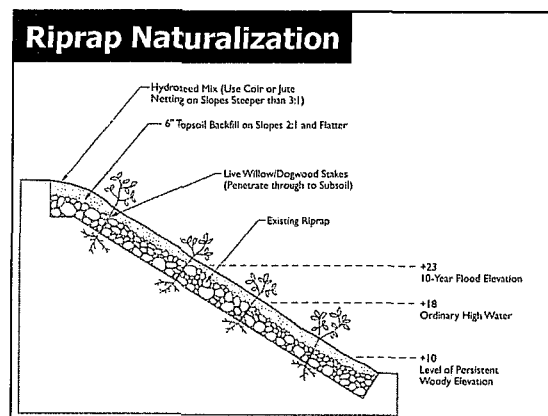
6.0 Water & the River

The Tennessee River acts as the southern boundary to the North Shore. Chattanooga was born along the river, at Ross’ Landing, and the river has long been vital to the city, providing drinking water, transportation, and recreational opportunities. The river was also once the source of regular flooding of both downtown proper and the North Shore; the construction of Tennessee Valley Authority dams beginning in 1933 and the gradual elevation of downtown reduced the frequency and effect of flooding significantly. It also dramatically altered the river’s riparian zone (the land and vegetation bordering the river), as the river and dammed lakes undergo their TVA-regulated rise and fall.

6.01 Riverbank protection

The erosion of streambanks and riverbanks is a natural process whereby soil and other material is removed from a bank by water flow and deposited elsewhere. In places that have experienced significant development near riverbanks, ongoing erosion may threaten the built environment. The response to this threat has often been to use highly-engineered solutions to harden the riverbank, including riprap (broken rock or rubble) or even concrete bulkheads. These approaches contribute to

additional downstream erosion by deflecting instead of absorbing water flow energies, provide no habitat value (on their own), and are typically not aesthetically pleasing.



There are alternative approaches that can be viable permanent solutions. In areas that have

not yet been stabilized, live plants and plant material can be utilized to stabilize banks. This approach helps to absorb water flow energies, provides some habitat value, and is generally more visually appealing than purely engineered solutions. Combined solutions are another alternative, such as the one shown above, in which riprap or other materials are covered in live plant material through a variety of methods. The City of Chattanooga has experimented with this approach on the south shore of the river, east of the Market Street Bridge.

Recommendations:

- Implement natural bank stabilization measures that reduce bank erosion while limiting visual impact and promoting the return of plant and animal life to the riparian zone.
- Create an urban river and streambank buffer policy with recommendations for minimum buffer widths.

6.02 Access to the river

Public spaces belong to everyone. This fundamental concept is at the heart of the Chattanooga renaissance and was first set forth in the Tennessee Riverpark Master Plan (1985), which has guided our riverfront development for two decades.. The river and access to it, both physical and visual, belongs to all of our citizens. These concepts have been the building blocks for our successes for the past 20 years and should continue to be into the future. Maintaining public access to the river is one of the primary tenets of the master plan. Activities which change the public nature of the riverfront (“privatize” it) are undesirable. In numerous public meetings, with literally hundreds of attendees, Chattanooga citizens have expressed a desire to maintain the “natural” edge of the Tennessee River.

A river the size of the Tennessee is capable of supporting many uses. However, just because a use can be supported doesn’t mean it should be supported. River uses may be broken into three categories:

1. Uses that require the river due to their very nature.
These uses include boating, fishing, swimming, rowing, skiing, water transport and other water uses. These activities are perfectly suited for the river. Perhaps the main reason that these uses are so complimentary is that they reflect the innate transience of the river: by and large the elements are not permanent fixtures. Additionally the uses occur primarily during non-work hours when people near the river are more likely to witness the animation of the waterway. Other uses that are inseparable from the river due to their innate requirements: these uses may include but are not limited to port & harbor facilities, marinas, water-using industries, open space, and canoe/kayak/rowing launches.
2. Uses that are greatly enhanced near or with a view of a water setting that in turn enhance the river.
Uses such as restaurants, parks and festivals benefit from the sensory beauty of the river and enhance the river by producing people-oriented activity and animation in the public realm. Once again, the appropriateness of this category has is influenced by transience and timing of use. Are uses permanent? When are they at their most

active?

3. Uses which have no real need for the water, and which would not make any contribution to it.

Owners of uses such as offices and retail establishments may wish to place their establishments near the river to do so is to the detriment of the public realm by:

- Obstructing public viewsheds
- Placing parking and other support areas in the riparian zone
- Creating disruptive access patterns across dedicated public spaces, such as the Riverwalk
- Leaving public spaces empty outside of business hours

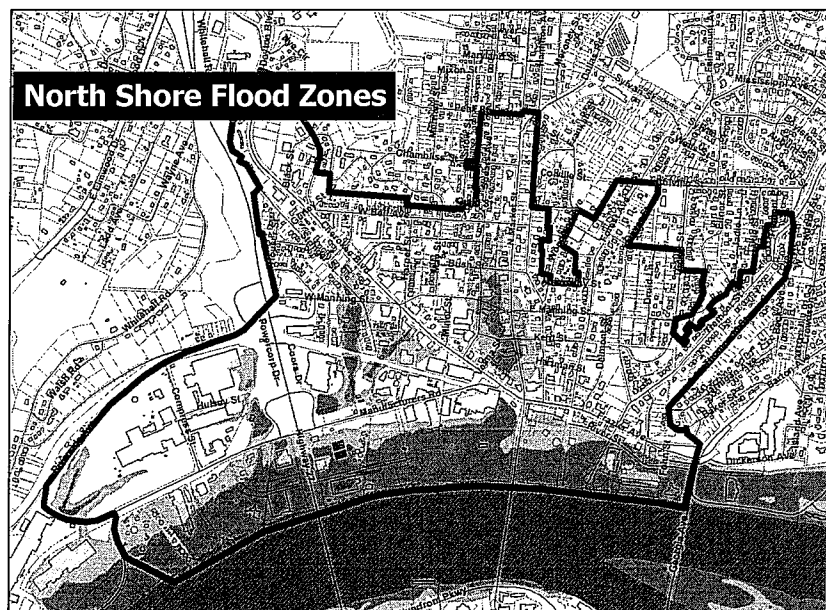
The river should be reserved for uses that require it or enhance it. Uses that are water-oriented and enhance the river experience should be encouraged. Uses that can be enhanced by the river and that make positive contributions to the public realm can be accommodated. Uses that do not require water and do not make a positive contribution to the river can and should be accommodated in more appropriate spaces in the urban area.

Recommendations:

- Limit development within 100 feet of the riverbank to preserve public access to the river.
- Only land uses that are inseparable from a waterfront location should occupy the riverbank. These include (but are not limited to):
 - Port & harbor facilities
 - Marinas
 - Water-using industries
 - Open space
 - Canoe / kayak / rowing launches
- Stationary uses, or uses that could easily be located on land, such as offices, restaurants or housing should not occupy the riverbank. These uses should be setback to maintain public access and a natural buffer.

6.03 Floodplain development

The floodplain is the land along a body of water subject to flooding. Flooding issues tend to be more prevalent in urban areas such as the North Shore due to the extent of the built environment and reliance on engineered methods of stormwater collection.



Significant areas of the North Shore lie within the 100-year flood plain and must be elevated above the base flood elevation before they are constructed.

Development in the floodplain over time can increase downstream flows and flooding during flood events through the combination of filling and impervious surfaces that both displace water and increase flow velocities. The National Flood Insurance Program encourages localities to reduce development in the floodplain and provides credit incentives for “more restrictive regulations, acquisition, relocation, or flood-proofing of flood-prone buildings, preservation of open space, and other measures that reduce flood damages or protect the natural resources and functions of floodplains.”

Recommendations:

- Encourage protection of the 100-year floodplain through cluster development, reductions in impervious coverage, comprehensive stormwater management, and other means.

6.04 Market Street Branch

Market Street Branch flows through a portion of the study area, in between North Market Street and Spears Avenue. It flows through a WPA (Works Progress Administration) ditch for some distance, then goes underground before resurfacing near Manufacturers Road. 2.5 miles of the stream were listed in 2005 by TDEC (Tennessee Department of Environment and Conservation) as a 303(d) impaired stream due to *e. coli* contamination. Action is needed to correct this situation.

Recommendation:

- Work with the City of Chattanooga to determine sources of *e. coli* contamination in Market Street Branch and begin remediation efforts

6.1 Steep slopes

6.11 What is a steep slope?

Much of North Chattanooga is hilly. Development has taken place on those steeper slopes, though an examination of open rights-of-way will show that many platted streets, laid out without respect for slopes, were never constructed.

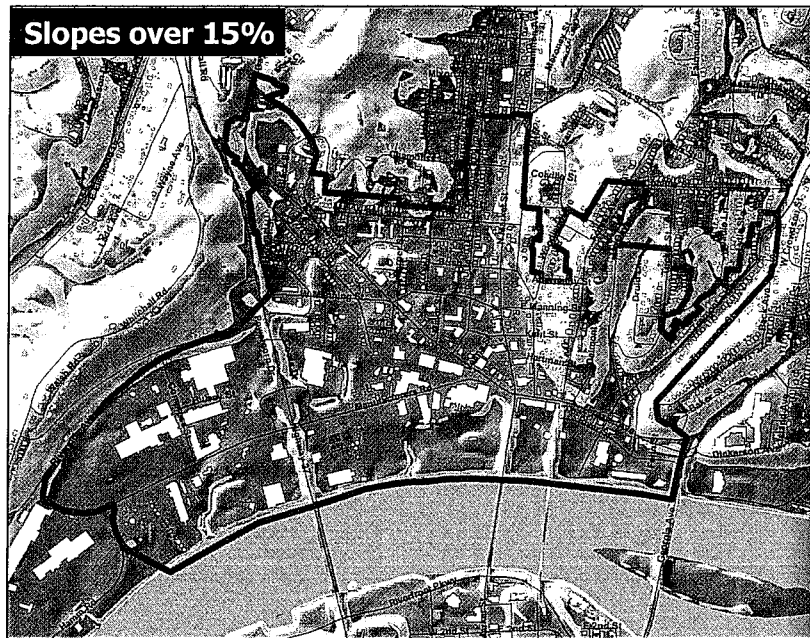
Steep slopes, defined for the purposes of this plan as all of those slopes greater than or equal to 15%, dominate the northeastern portion of the study area. The major streets in this area, Forest Avenue and Tremont Street, respect the lay of the land, as can be seen on the attached map.

Development on steep slopes can significantly affect stormwater runoff as well as increase erosion, decrease tree cover, and affect viewsheds. This plan seeks a balance in steep slope development between safety, aesthetics, environmental protection, and affordability.

6.12 Slope protection / Sensitive development

A quick drive through the hilly residential streets of the North Shore will reveal one thing, if nothing else: it is certainly *possible* to extensively develop hillsides. What should also quickly become clear is that there are several ways of developing hillsides. Some development demonstrates what might be called *avoidance*; with minimal grading, preservation of existing vegetation where possible, and small-footprint structures built close to the street or larger ones that follow the prevailing terrain. Other development demonstrates larger-scale *engineering*, with significant grading to reshape hillsides, the removal of large amounts of existing vegetation, and the placement of structures that require the reshaping of the land to accommodate their built forms. Development may also demonstrate a combination of these factors, as well as having notable effects on aesthetics (via visibility from other locations), infrastructure, open space (development may be low-density or clustered to protect open space) and drainage and erosion.

The varying approaches to hillside development offer varying solutions for communities. The most inexpensive solution may not be the best solution; the answer truly depends on the community's values. Communities whose primary focus is promoting growth may wish to permit large-scale development that requires significant reshaping of the land; while this allows more housing at a lower monetary cost per unit, there are significant other costs.



These permanent changes in character may include reduction in scenic qualities, damage to environmental features, increased stormwater runoff and erosion, difficulty in access, and increased risk of landslide and fire. Other alternatives include aforementioned avoidance, which minimizes changes to the land and builds with it, thus protecting scenic qualities, minimizing damage to environmental features, and reducing stormwater runoff and erosion; landslide and fire risk will still vary. A hybrid alternative that promotes engineered solutions (i.e. grading that is significant in its intensity but limited in its coverage) that allow clustering of development and preservation of most open space, much like an open space subdivision, is yet another option. North Shore stakeholders have stated their support for protecting the natural assets and viewsheds of the North Shore; the North Shore's hills and sloping

topography are key natural assets. This plan supports responsible hillside development that respects its context and builds with the land, not in spite of it.

Recommendations:

- Examine the feasibility of a comprehensive hillside development ordinance that addresses issues of topography, slope stability, drainage & erosion, infrastructure, aesthetics, access, natural qualities, and recreation & open space.
- Limit excessive grading and flattening of steep slopes while promoting responsible hillside development flexibility, including clustering options.
- Encourage new residential development to respect its context and build with the contour of slopes.

6.2 Viewsheds

6.21 What is a viewshed?

A viewshed is the area visible from any point, line, or place. A viewshed may refer simply to the area visible from a specific point, or it may refer more broadly to all the points visible from a street or sidewalk, or other specific location. A viewshed's borders may be defined by the lay of the land, the built environment, vegetation, or other barriers.

6.22 Public vs. private viewsheds

As was stated in section 6.12, North Shore stakeholders have consistently stated their support for protecting the North Shore's viewsheds. A key example of this support was the public outcry surrounding the proposed construction of a hotel adjacent to the Walnut Street Bridge, the construction of which would have affected several key viewsheds. Viewshed protection is desirable as "significant viewsheds...contribute to public health, safety, and welfare, enhance property values, contribute to the economy, and often serve as a foundation of the community's identity and well-being" (*Planning & Urban Design Standards, American Planning Association, 2006*).

Because a viewshed is the view from *any* point, it is important to define what is eligible for protection. In the urban area, viewshed protection will typically focus on the view of and from key landmarks and streets, and the view of more distant features such as bodies of water or mountains. On the North Shore this could mean protecting views of and from the Walnut Street Bridge, Frazier Avenue, Coolidge Park, and other locations, as well as views of Stringer's Ridge, the Tennessee River and other natural features. Focusing on protection in this way is necessary to create a manageable system of viewshed protection and also provides an equitable system of protection by focusing on views for everyone. It is not the purpose of a system of viewshed protection to protect all views from private property.

6.23 Protecting viewsheds

Protecting viewsheds requires a comprehensive approach to be effective and enforceable. Key elements of effective viewshed protection are:

1. An enabling document stating community support for viewshed protection
2. A detailed and accurate visual inventory and assessment process

3. A comprehensive assessment of public opinion and perception regarding scenic issues

Viewshed protection can be implemented in a variety of ways. Zoning ordinances, hillside development regulations, tree-cutting standards, and design controls are just a few of the ways that protection might be implemented. Voluntary agreements between property owners and government and non-profit groups also provide an avenue to achieve viewshed protection. Some elements of successful viewshed protection are already in place on the North Shore. Height limitations and design standards are both important elements in a viewshed protection plan.

Recommendation:

- Examine the feasibility of conducting a viewshed visual inventory and assessment process to begin the process of implementing comprehensive viewshed protection on the North Shore.

 **North Shore Plan**