

Chattanooga-Hamilton County Regional Planning Agency
PLANNING COMMISSION STAFF REPORT

CASE NUMBER: 2025-0185	PC MEETING DATE: December 8, 2025	APPLICANT: Kirby Yost & Hannah Claire Boggess Chambliss, Bahner and Stophel P.C.
PROPERTY OWNER(S): 19 Patten, LLC	PROPERTY ADDRESS: 19 Patten Parkway	TAX MAP PARCEL ID: 145D V 028
SIZE OF REQUEST AREA: 0.50 acres	JURISDICTION: City of Chattanooga	REQUEST: U-CX-6 to D-CX-12
REASON FOR REQUEST/PROJECT DESCRIPTION: Allow redevelopment to mixed use commercial and residential with 266 units.		

LAND USE, DENSITY & PLAN RECOMMENDATION

EXISTING LAND USE Commercial	ADJACENT LAND USES <u>North:</u> Institutional <u>East:</u> Parking Lot <u>South:</u> Park, Commercial & Office <u>West:</u> Commercial & Multi-Unit Residential	NEIGHBORHOOD CONTEXT Urban Mixed-Use
TRANSPORTATION/ACCESSIBILITY Patten Parkway is a local road. This site is served by CARTA route 10c, with a stop at Lindsay Steet and Patten Parkway with low frequency, buses arriving every 50 minutes.	PROPOSED RESIDENTIAL DENSITY 532 du/ac (266 units)	ADJACENT RESIDENTIAL DENSITY 195 du/ac (39 units) for the Tomorrow Building
NATURAL RESOURCES N/A	LAND USE PLAN RECOMMENDATION 2005 Downtown Chattanooga Plan: Redevelopment Building	

ZONING

PRESENT ZONING U-CX-6	ADJACENT ZONING <u>North:</u> U-CX-6 & D-CX-12 <u>East:</u> U-CX-6 <u>South:</u> U-PK, U-CX-6, & D-CX-12 <u>West:</u> D-CX-12	EXTENSION OF ZONE No
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ZONING HISTORY	<ul style="list-style-type: none"> The site was rezoned from C-3 to U-CX-6 in 2016 when the Form Based Code was adopted. Case 2020-0026 rezoned 1010 Georgia Ave (south of the site) from U-CX-6 to D-CX-6 (Ordinance #13549). Case 2023-0174 rezoned 1001 Market St (southwest of the site) from D-CX-12 to D-CX-20 (Ordinance #14060).
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ZONE DISTRICT COMPATIBILITY	USE	CURRENT U-CX-6 ZONE	PROPOSED D-CX-12 ZONE
	Single-Unit Residential	<input type="checkbox"/>	<input type="checkbox"/>
	Multi-Unit Residential	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Commercial	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Office	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Institutional	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Lodging	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Warehouse/Storage	<input type="checkbox"/>	<input type="checkbox"/>
DEVELOPMENT STANDARDS		CURRENT U-CX-6 ZONE	PROPOSED D-CX-12 ZONE
	Building Height	Min Height: A Street: 2 stories Max Height: 6 stories/85' max	Min Height: 4 stories min Max Height: 12 stories/160' max
	Building Mass: Street Facing Building Length	250' max	300' max

	Setbacks	Primary Street: 0' min/15' max Side Street: 0' min/15' max Side/Rear Common Lot Line: 0' min Side/Rear: Alley: 5' min Side/Rear Protected Zone: 15' min	A Street: 0' min/5' max B Street: 0' min/10' max Side/Rear Common Lot Line: 0'
	Building Frontage	Primary Street: 80% min Side Street: 40% min	A Street: 90% min B Street: 80% min
	Building Coverage	80% max	100% max
	Ground Story Fenestration	50% min for non-residential	50% min for non-residential
	Parking	Multi-Unit Residential: 1 space per unit Multi-Unit Residential (units with 4 or more bedrooms): 1.25 space per unit Commercial: 1.25 spaces per 1,000 sf of gross leasable area	No minimum parking requirements

OTHER DEPARTMENT COMMENTS

Public Works – Transportation Division

While the downtown context area does not have minimum parking requirements (or traffic study stipulations), parking in the area surrounding the site should be studied. There may not be enough existing off-site parking to accommodate the proposed number of units.

STAFF REVIEW

PURSUANT TO THE CHATTANOOGA ZONING REGULATIONS, ARTICLE XVI. ZONING APPROVALS, Section 38-74 Zoning Text and Map Amendment (e) Evaluation Criteria the Planning Commission recommendation will consider the following criteria at a minimum.

COMPATIBILITY OF THE PROPOSED MAP AMENDMENT WITH EXISTING AND ADJACENT LAND USES	<p>The site is surrounded by a mix of land uses including commercial, office, civic, and residential.</p> <p>The uses in the U-CX and D-CX zones are similar. The request with conditions is compatible with the adjacent land uses. The D-CX zone is intended to accommodate a variety of residential, retail, service and commercial building forms and uses in a pedestrian-friendly environment. Although buildings are allowed to be exclusively residential or nonresidential in use, the vertical mixing of uses is strongly encouraged. Staff recommends a condition to provide ground-floor commercial uses to support the mix of uses in the downtown and the Downtown Plan goals.</p>
COMPATIBILITY OF THE PROPOSED MAP AMENDMENT WITH EXISTING AND ADJACENT ZONING	<p>The site is surrounded by mixed use zoning, specifically U-CX and D-CX. The U-CX Urban Commercial accommodates urban mixed-use development, with a mix of commercial and residential uses in a predominantly vertically mixed-use form. There is D-CX-12 zoned property southwest of the site at the corner of Patten Parkway and Georgia Ave.</p>
THE EXTENT TO WHICH THE PROPOSED MAP AMENDMENT CREATES NON-CONFORMITIES	<p>The site will be required to comply with the D-CX zoning regulations if the application is approved.</p>
THE TREND OF DEVELOPMENT, IF ANY, IN THE GENERAL AREA OF THE PROPERTY	<p>The development form for the area is characterized by an urban, pedestrian-oriented development pattern with a mix of commercial,</p>

	<p>residential, civic, and entertainment uses. Building heights range from 2 to 12+ stories. The buildings have minimal front setbacks. There is a mix of surface parking lots and structured parking garages. Patten Parkway was recently renovated to include new sidewalks, public art, and streetscape amenities.</p> <p>The U-CX and D-CX zones have similar development form standards. The main differences are that D-CX zone permits a 100% maximum building coverage for the site, while the U-CX zone has an 80% maximum building coverage. Currently, the site occupies most of the lot and is close to the 100% maximum building coverage.</p> <p>Similarly, the D-CX zone does not require any minimum parking requirements while the U-CX zone will require minimum parking for residential and commercial uses. The applicant is intending to utilize the existing on-street and paved parking lots/structures.</p> <p>There is precedent for 12-story or taller buildings in the Downtown Core. There is a 12-story building southwest of the site at the corner of Georgia Ave and Patten Parkway.</p>
<p>THE CONSISTENCY OF THE PROPOSED AMENDMENT WITH ADOPTED LAND USE/AREA PLAN POLICIES</p>	<p>The 2005 Downtown Chattanooga Plan classifies the area as the Central Business District (CBD). CBD is described as an economic core, a major downtown gathering place, and a major transportation corridor. The goal for the CBD is to increase residential activity to establish it as a 24-hour district. The plan also recommends buildings to leave the upper floors for residential development and enable retails on ground floors. For 19 Patten Parkway, the plan recommends the building to be redeveloped.</p> <p>The plan also notes the following goals:</p> <ul style="list-style-type: none"> • Building densities should be much higher in the downtown than in other parts of the city to make more efficient use of available land and to support transit pedestrian activity, schools and neighborhood commercial businesses. • Historic buildings and sites are important reminders of our past, and they represent significant resources that should be reused. They also establish a framework for future development and provide potential economic value. Historic tax credits may be available for some properties and the surrounding historic context should be preserved to maintain that eligibility. Preserving a range of building stock is necessary to maintain the urban fabric, and adaptive reuse of existing urban structures is encouraged. Preserve and restore historically or architecturally significant structures. Provide incentives to encourage storefront improvement and restoration. Provide incentives to encourage the restoration of the existing housing stock. • Parking in the urban area, while challenging, is an essential element. Parking options should include on-street spaces, shared parking lots, and parking garages. • A ratio of between 1:1 and 1:2 (street width to building height) is ideal in most circumstances to frame the street. Multi-lane

streets can typically accommodate taller buildings than narrow streets.

- The minimum height of all buildings in the downtown should be two stories to provide the density needed to support transit and commercial businesses. In the central business core, tall buildings are prevalent and a greater height can be accommodated. Maximum building heights in the core should be 200 feet.
- Include residential development on vacant upper floors – transform the CBD back into a 24-hour district.

The site is also located in the **Civic Center Plan** (created in July 2025, not adopted by City Council). The plan recommends the following goals:

- Prioritizing growth along key corridors: To establish a robust urban and commercial presence along key corridors, high-density mixed-use development should be concentrated on “main character streets”. This may involve revisiting the Form Based Code to permit buildings exceeding 12 stories, particularly along Broad St.
- The “Neighborhood Streets”, a mix of low to medium-density development is appropriate, with community-supporting amenities strategically placed at block corners to foster community interaction. Patten Parkway is excluded from the map and the plan does not provide a recommendation for redevelopment.
- Maximize residential density; integrate parking structure, program active ground floor with commercial uses and amenities.
- Rezone property to allow structures over six stories and increase setback on main character streets/
- Develop student housing: attract student housing with active ground floors east of Georgia Ave to create a vibrant, around-the-clock community.
- The Bessie Smith Cultural Block recommends rezoning property to allow structures over six stories. It also recommends expanding the Patten Parkway pedestrian connection.

The request is compatible with the Downtown and Civic Plan. Staff recommends the applicant consider adaptive reuse of the historic buildings to comply with the Downtown Plan goals of retaining historic structures.

Staff recommends a condition requiring ground floor commercial, so the development provides a mixed-use building as recommended by both plans.

The following is a review of the project in respect to the **Form-based Code Downtown Context**:

(1) General Character

The Downtown Core Context is the highest intensity area in the City. Office and employment activity are predominant, with opportunities for multi-family residences and retail. Retail is concentrated along key roadways. Vertical mixed use with upper-story multifamily or office is encouraged. In the Downtown Core Context priority is given to pedestrians and bicyclists.

Patten Parkway is adjacent to the current Downtown Core Context.

- The rezoning site abuts a property zoned the Downtown Core Context (although that property also has frontage on Georgia Avenue.
- The rezoning site is approximately 350' from Miller Park and Miller Plaza.
- Retail has historically been a first floor use for this portion of Patten Parkway. The site plan shows first floor retail.
- The application materials show vertical mixed-use with upper-story multifamily.
- The applicant is providing no on-site parking.

(2) Built Environment

Residential zones can be up to 4 stories in height and are typically built to the edge of the sidewalk. Mixed use and commercial zones can be as high as 12 stories, with parking to the rear of buildings. Building coverage is high.

Height

- The current zoning allows a maximum height of 6 stories/85' max (Sec. 38-717).
- The applicant has requested a commercial mixed-use zone. The applicant has requested D-CX-12 to allow for a maximum height of 12 stories/160'.
- When the FBC was developed, the maximum building height in the D-CX: Commercial Mixed Use Zone was 12 stories. The maximum height was amended in 2023 to allow up to 20 stories if zoned appropriately (with the parking lot across from the downtown library and the former Eureka site being zoned D-CX-20).
- Patten Parkway is between the Downtown Core and the University of Tennessee at Chattanooga (UTC) campus. The UTC campus is mostly zoned INST Institutional Zone which has a maximum building height of 80'.

Building Coverage

- The current development form shows almost 100% building coverage. The proposal is for 100% building coverage.
 - Note: The Urban Context permits up to 80% building coverage. The Downtown Core context permits 100% building coverage.

(3) Streets and Blocks

Streets and rights-of-way are typically wide in order to accommodate the traffic associated with higher intensities. A rectilinear grid of streets

frames a regular pattern of mid-sized, walkable blocks. Alleys are not often present. Block shapes and sizes are relatively consistent. The typical block pattern includes detached and attached sidewalks, street trees, on-street and surface parking, and open space and landscaping.

Residential and commercial access is typically via secondary streets and shared service drives to a surface parking lot or structured parking.

- Patten Parkway is wider than the Georgia Ave right-of-way and can likely accommodate a taller building than is currently zoned. The Downtown Plan recommends a ratio between 1:1 and 1:2 (street width to building height) is ideal in most circumstances to frame a street. Multi-lane streets can typically accommodate taller buildings than narrow streets.
 - Using this methodology (measuring the width of the right-of-way is approximately 102' in width so a 1:2 ratio would equal a 204' tall building that is approximately 17 stories.
- Patten Parkway is a part of a rectilinear grid of streets.
- Patten Parkway has mid-sized, walkable blocks.
- Patten Parkway includes sidewalks, street trees, on-street parking, and open space and landscaping.

(4) Parking and Mobility

Parking is primarily provided on-street, in surface lots, and in structures. Parking is primarily located to the rear of buildings. In street design, priority is given to pedestrians and bicyclists. There is access to multiple modes of transportation and frequent pedestrian activity.

- Applicant noted they intend to utilize the surrounding network of adjacent existing surface lots, parking structures, and on-street parking available around the site to meet the project's parking needs.
 - The Downtown Core does not require parking. When the Form-based Code was developed, substantial attention and public input was given to the parking situation of the Downtown Core. At that time, it was determined to not require parking in the Downtown Core as there is a well-defined street grid, on-street parking, underutilized parking garages, the downtown shuttle, the spine of the CARTA transit system and a sidewalk network. Additionally, it was determined at that time that the development/construction market would also help determine the appropriate amount of parking needed, if any, for each site.
 - Patten Parkway is between the Downtown Core with its transportation assets (as listed in the bullet above) and the University of Tennessee at Chattanooga (UTC) campus. It is staff's understanding that while students could reside here, the residential site is not currently reserved or under contract as a UTC residence.

- UTC parking is reserved for UTC staff, students and events.
- The proposed 266 units would be required to provide 266 parking spaces in the existing zone at a minimum. Extending the Downtown Code context removes the requirement for providing any parking. The extension also sets a precedent for extending the Downtown Core east of Georgia Avenue (outside of those properties that also have frontage on Georgia Avenue).
 - Staff did some checking of parking lot/structure availability for this staff report. Of note is that the Volunteer Garage across Patten Parkway from this site is at 90% capacity to date.

STAFF RECOMMENDATION

The existing development is a contributing structure to the Market Square/Patten Parkway National Register District. The current zoning would allow removal or replacement (including changing use, appearance and height) of the existing buildings.

The request aligns with both the 2005 Downtown Chattanooga Plan and the 2025 Civic Center Plan, which encourage higher-density mixed-use development, ground-floor activation, and redevelopment of underutilized downtown sites.

Staff generally finds that the extension of the Form-based Code Downtown Core context is reasonable along Patten Parkway as the site and proposal meets many of the characteristic of the Downtown Core: mix of uses, opportunity for multi-family residences, proximity to the existing Downtown Core, and configuration of the Patten Parkway public realm. In order to reinforce the principles of that context, staff is recommending a condition to require ground floor retail (which is also shown on the site plan). Requiring ground-floor commercial ensures the project contributes to a vibrant, walkable environment, provides active street frontage, and supports the plans' goals for a 24-hour district with vertically mixed uses.

The two most substantial changes from this request to go from the Urban Context to the Downtown Core Context is the allowable increase in height and the removal of a minimum parking standard:

Height: Staff is recommending stepping down the allowable height from the existing neighboring Downtown Core heights of 12 stories as property transitions eastward away from the core and towards the MLK neighborhood. The properties between Georgia Avenue and UTC generally have smaller lots, narrower street width and have less precedent for height than the Downtown Core. The plan recommends stepping down building heights as development moves outward from the core. Staff recommends the D-CX-10 zone for this site.

Parking: This rezoning removes the parking requirement and sets a precedent for extending the Downtown Core Context east of Georgia Avenue. The applicant has noted an intent to utilize the surrounding network of adjacent existing surface lots, parking structures, and on-street parking available around the site to meet the project's parking needs. Staff does not have adequate information to provide a recommendation on this aspect of the proposed rezoning request as this section of the urban core transitions to smaller lots, a wider range of institutional uses, and has fewer structured parking facilities. Therefore, staff is recommending deferral for the applicant to provide information to show that this site is able to meet the intent of the Downtown Core Context.

Staff guidance is to approve D-CX-10 (not the requested D-CX-12) at this site with the following condition:

1. Non-residential use shall be required on the first floor. Residential uses allowed on any of the remaining floors.

However, due to the need to balance the provision of parking with appropriate urban development, staff is recommending to defer.

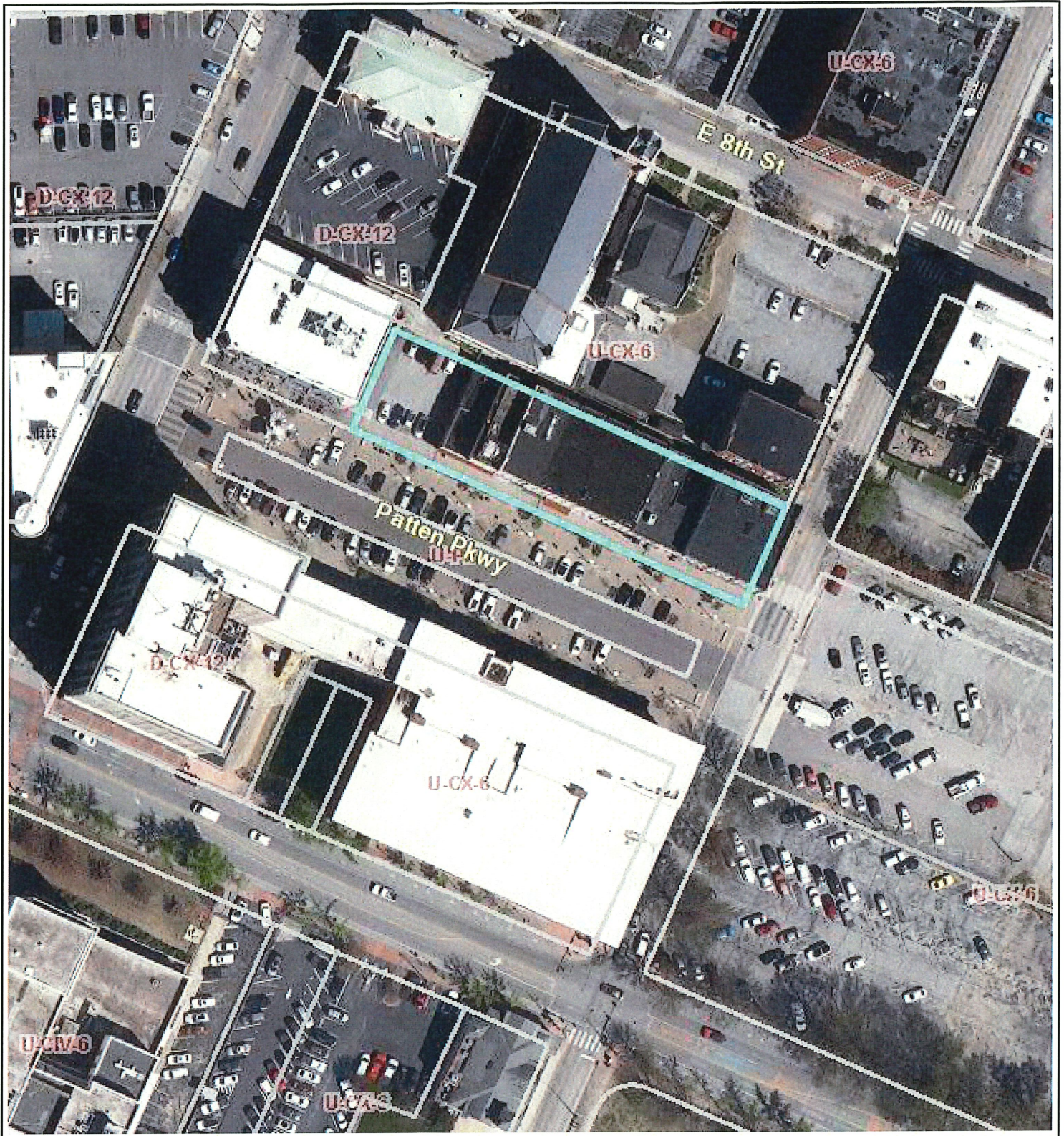
Staff recommends deferring for the following action by the applicant: Applicant shall complete a parking study to gather data on existing parking supply and availability. Staff is recommending that the study area be a ¼ mile walkshed of the site. Requirements of the study should include an inventory of available capacity of surface and structured parking in the study area and whether overnight and/or monthly rental is allowed. Staff is recommending that occupancy information be gathered from parking owners (an occupancy count is not required).

Note: Planning Commission should discuss with the applicant the time needed to gather this information and determine a deferral timeframe.

2025-0185 Rezoning from U-CX-6 to D-CX-12



2025-0185 Rezoning from U-CX-6 to D-CX-12



Rezoning Narrative

19 Patten Parkway, Chattanooga, Tn

U-CX-6 to D-CX-12

19 Patten, LLC requests the rezoning of 19 Patten Parkway, Chattanooga, Tennessee from U-CX-6 to D-CX-12. The proposed D-CX-12 zoning would allow for the development of a 12-story mixed-use structure incorporating both commercial and residential uses, which would be consistent with the surrounding context and supportive of the city's downtown development objectives.

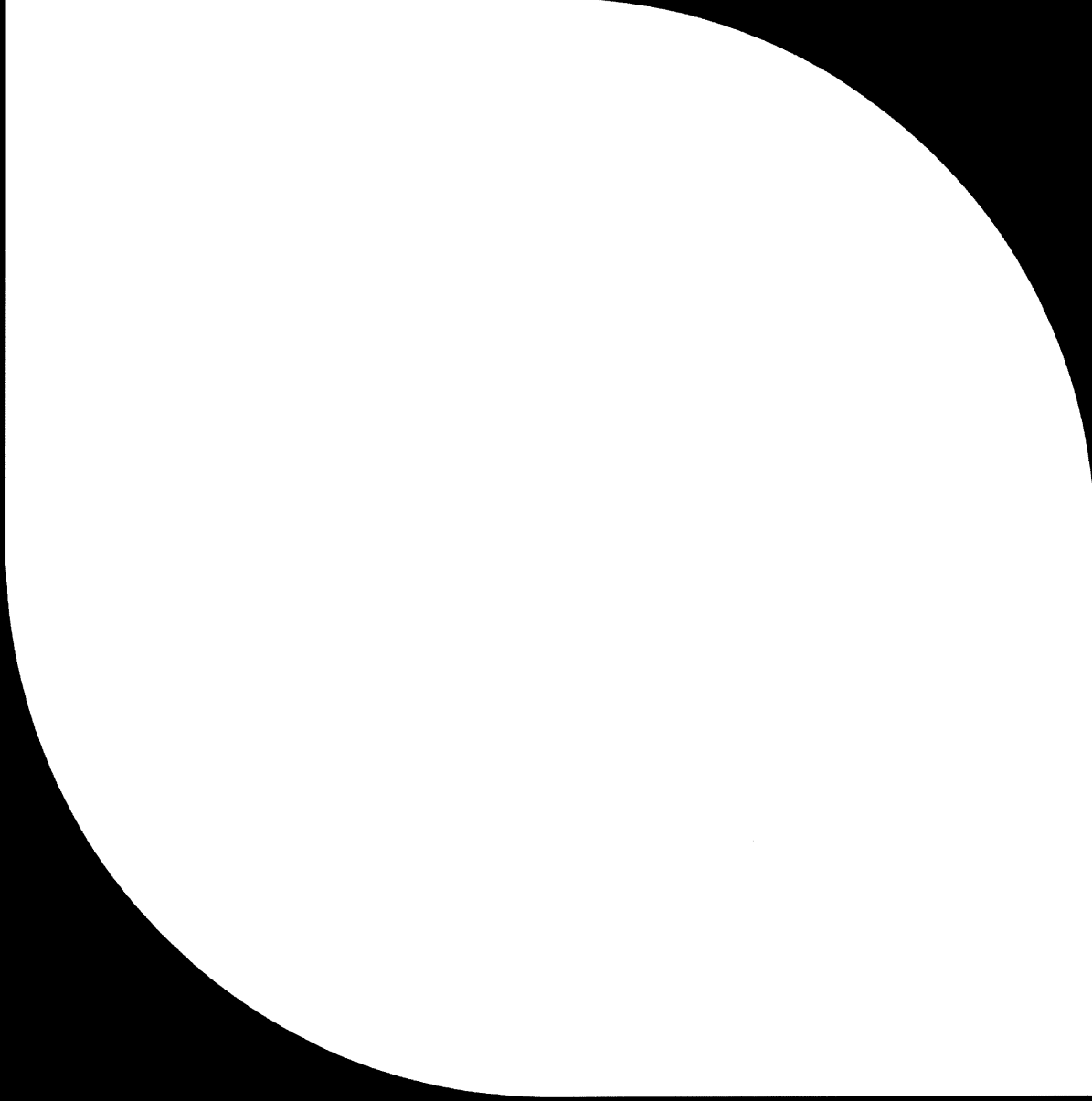
The subject property is strategically located adjacent to the downtown core context area, positioning it at the transition point between the urban core and surrounding districts. Significantly, the immediately adjacent property at 818 Georgia Avenue is zoned D-CX-12.

The proposed development would incorporate both commercial and residential components, directly supporting the Form Based Code's emphasis on vertical mixing of uses. This approach to development creates vibrant, walkable urban environments where people can live, work, and access services within close proximity.

The D-CX-12 zoning classification is specifically designed for downtown core areas where greater height and density are appropriate and desirable. Given the property's location at the edge of the downtown core context area and its adjacency to existing D-CX-12 zoned property, this rezoning request represents an appropriate extension of downtown development patterns.

Based on the foregoing, 19 Patten, LLC respectfully requests approval of the rezoning to D-CX-12 to enable development of a mixed-use project that will contribute positively to the downtown urban fabric.

Patten Parkway



SITE OVERVIEW LIMITING FACTORS

KEY



- SITE BOUNDARY: 28,562 SF**
- TRACT 1: 6,964 SF
 - TRACT 2: 21,598 SF



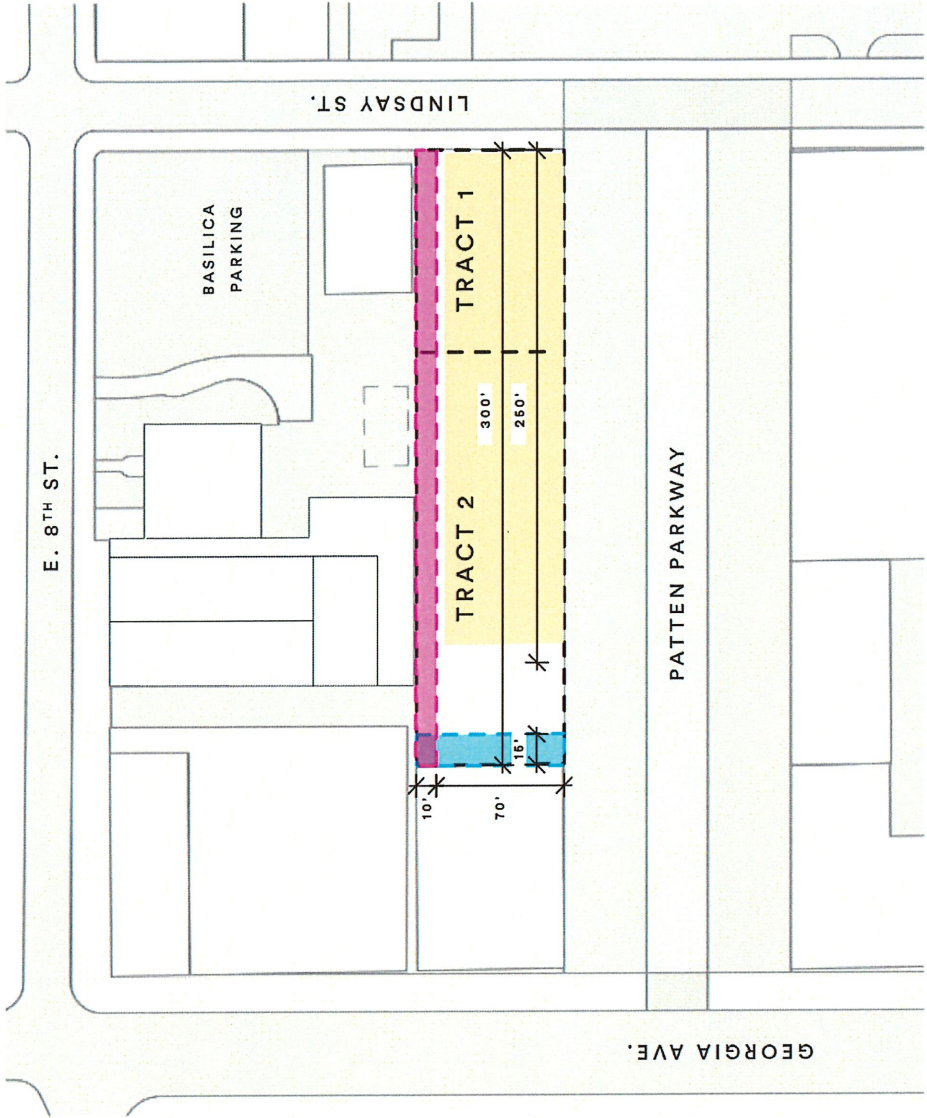
- PUBLIC RIGHT OF WAY**
- 10' PUBLIC RIGHT OF WAY
 - 5' SETBACK



- MAXIMUM AREA OF EXTERIOR WALL OPENING
BASED ON SEPARATION DISTANCE**
- 0'-3' SETBACK: 0% GLAZING
 - 3'-5' SETBACK: 15% GLAZING
 - 5'-10' SETBACK: 25% GLAZING
 - 10'-15' SETBACK: 45% GLAZING



- U-CX-6 MAXIMUM LOT COVERAGE: 80%**
(D-CX-8, D-CX-10 & D-CX-12 HAVE 100% MAXIMUM LOT COVERAGE)



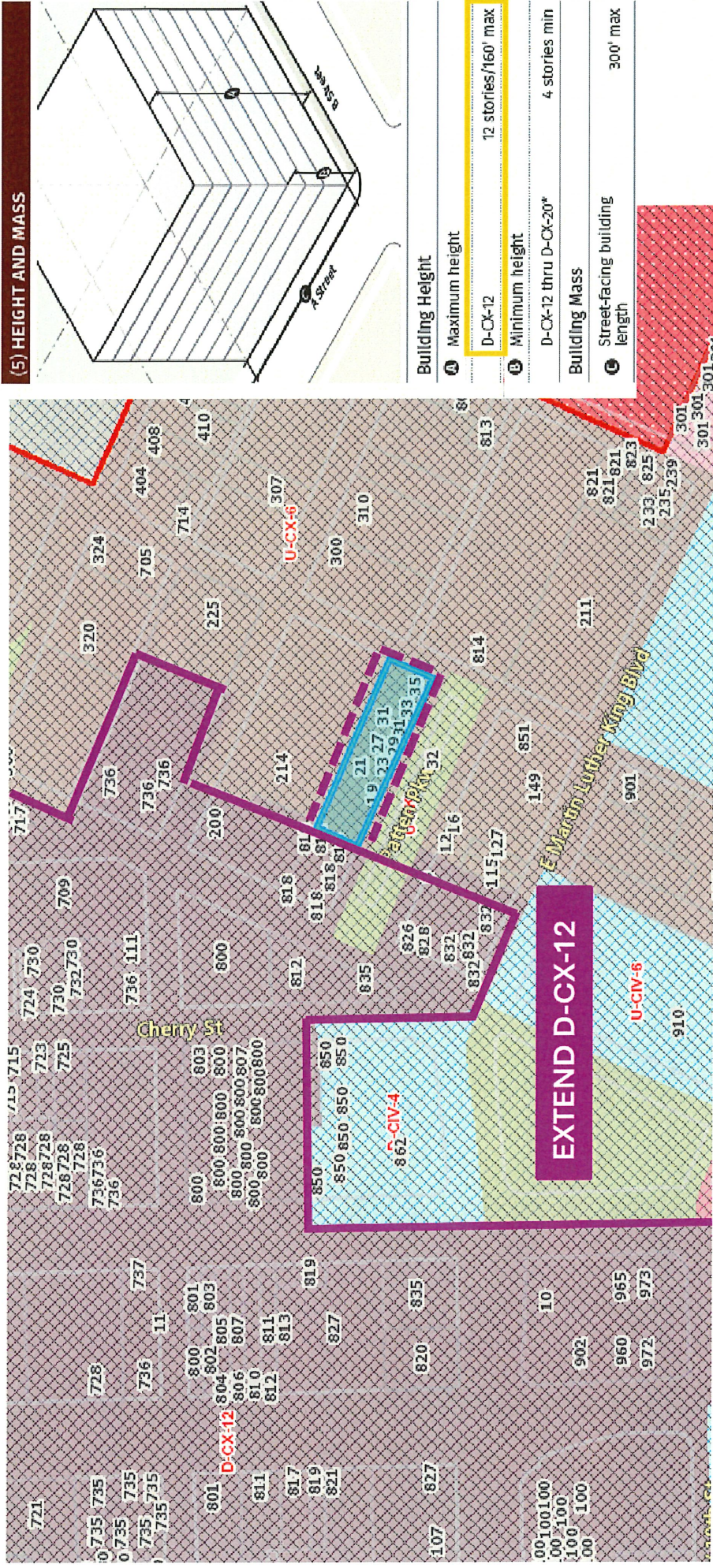
SITE OVERVIEW AERIAL VIEW



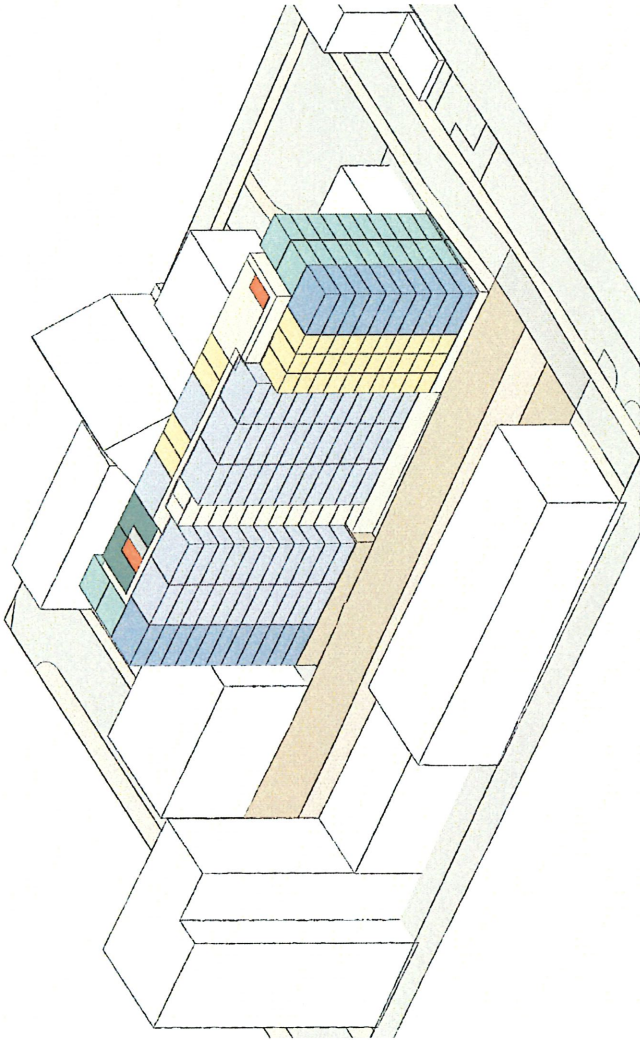
Rezoned to D-CX-12



Site Analysis



12-STORY



12 STORIES

STUDIOS	79
1-BED/1-BATH	76
TOTAL 2 / 2	111
BEDS PER TYPICAL FLOOR	33
TOTAL BEDS	365
GSF	204,644
APPROX. HEIGHT	125'

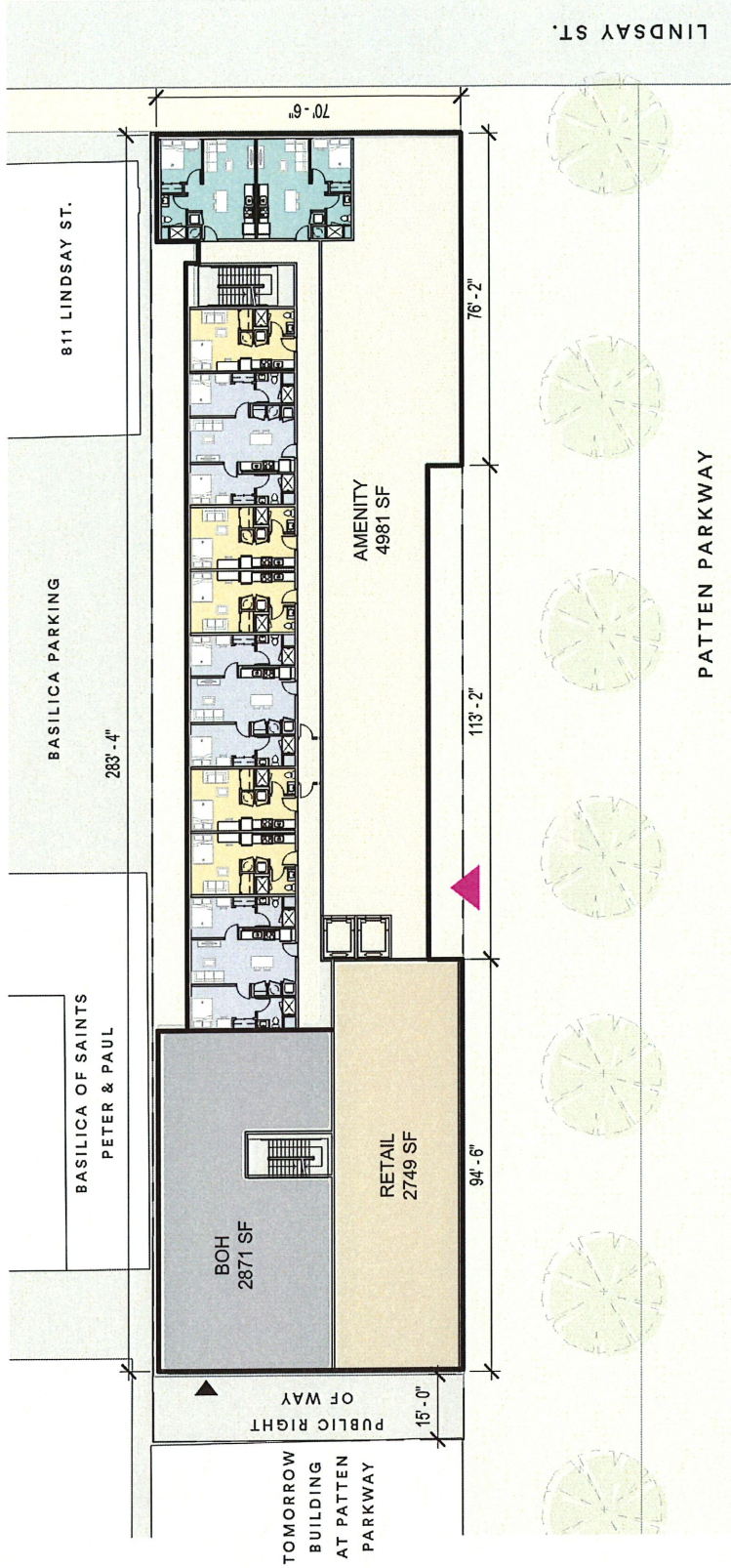
Unit Mix	No. Units	Beds/Unit	No. Beds	Unit SF	Total SF
21% STUDIO	79	1	79	360	28,440
12% UNIT 1 - 1/1	44	1	44	500	22,000
8% UNIT 2 - 1/1	32	1	32	594	19,008
59% UNIT 3 - 2/2	111	2	222	751	83,361
Total Housing SF	266		377		152,809
Resident Amenity / Support Spaces					6,536
Circulation, Mechanical, & Structure					39,679
Maintenance & Building Services					2,871
Retail					2,749
Total Housing GSF					204,644
					81%



GROUND FLOOR

KEY

- STUDIO / 1 BATH
- 1 BED / 1 BATH
- 2 BED / 2 BATH
- AMENITY & CIRCULATION
- STAIR
- BOH
- ENTRANCE
- BOH ENTRANCE



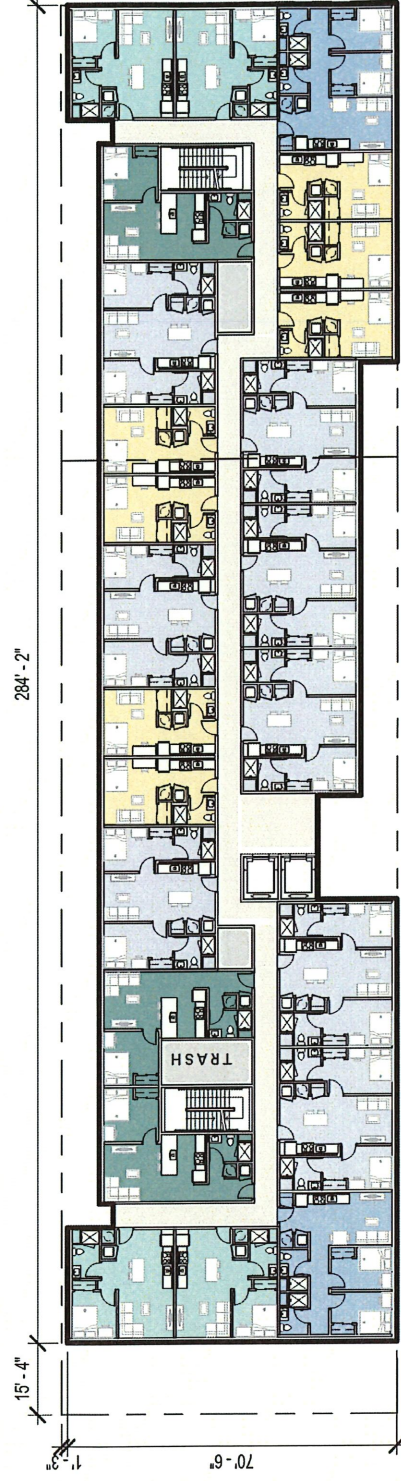
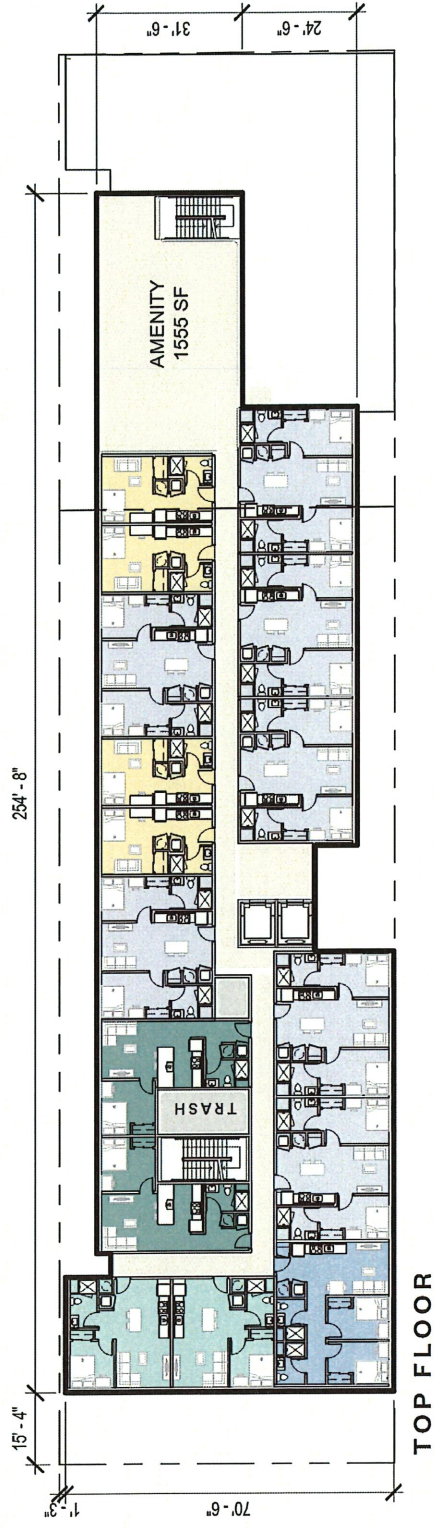
FLOOR PLANS

KEY

- STUDIO / 1 BATH
- 1 BED / 1 BATH
- 2 BED / 2 BATH
- AMENITY & CIRCULATION
- STAIR
- BOH

ENTRANCE

BOH ENTRANCE



UNIT TYPES

