

- 4. 2008SP-021U-10**
1800 West End Mixed Use Development
Map: 092-12 Parcels: 470, 472, 477
Map: 092-16 Parcels:156
Green Hills/Midtown Community Plan
Council District 19 – Erica Gilmore

A request to change from CF to SP-MU zoning for properties located at 1800 and 1806 West End Avenue and 1801 and 1807 Hayes Street, at the northwest corner of West End Avenue and 18th Avenue North (1.36 acres), to permit the development of a 190,033 square foot, 8-story mixed-use building containing hotel, restaurant and financial institution space, requested by Littlejohn Engineering Associates, Inc., applicant, for Concord Hospitality, Inc, owner.

Staff Recommendation: Approve with conditions

APPLICANT REQUEST - Preliminary SP

A request to change from Core Frame (CF) to Specific Plan-Mixed-Use (SP-MU) zoning for properties located at 1800 and 1806 West End Avenue and 1801 and 1807 Hayes Street, at the northwest corner of West End Avenue and 18th Avenue North (1.36 acres), to permit the development of a 190,033 square foot, 8-story mixed-use building containing two hotels, and restaurant and financial institution space.

Existing Zoning

CF District - Core Frame is intended for a wide range of parking and commercial service support uses for the central business District.

Proposed Zoning

SP-MU District - Specific Plan-Mixed Use is a zoning District category that provides for additional flexibility of design, including the relationship of streets to buildings, to provide the ability to implement the specific details of the General Plan. This Specific Plan includes a bank use, in addition to hotel and restaurant uses.

GREEN HILLS MIDTOWN COMMUNITY PLAN

Neighborhood Urban (NU) NU is intended for fairly intense, expansive areas that are intended to contain a significant amount of residential development, but are planned to be mixed use in character. Predominant uses in these areas include a variety of housing, public benefit uses, commercial activities and mixed-use development. An Urban Design or Planned Unit Development overlay district or site plan should accompany proposals in these policy areas, to assure appropriate design and that the type of development conforms to the intent of the policy.

Consistent with Policy? Yes. The proposed plan is consistent with the Neighborhood Urban policy calling for a variety of commercial uses with a mixture of uses within the same structure. The proposed plan provides an urban form with a building located on West End Avenue, 18th Avenue North and Hayes Street, and includes an appropriate pedestrian environment for this area.

PLAN DETAILS

Existing Conditions The proposed preliminary SP-MU plan includes four parcels totaling 1.35 acres with frontage on West End Avenue, 18th Avenue North, Hayes Street, and public alley No. 382. This development will replace the existing Days Inn hotel that is currently located on the property. The proposed building will bridge over the alley as does the existing Days Inn. The surrounding property is zoned CF.

The hotel currently operating on-site has one existing curb cut on West End Avenue, two on Hayes Street, and access to the public alley. These access points will be maintained on West End Avenue and Hayes Street frontages, while adding one additional access point onto 18th Avenue North.

The existing building will be demolished in its entirety to allow for the new construction.

Proposed Site Plan The SP development plan proposes 190,033 square feet of building floor area, including 173,464 square feet for two hotels, 5,201 square feet for a bank and 10,394 square feet for a restaurant use. The two separate hotel vendors will be operating within the building and sharing common area services (such as loading and trash facilities).

The development is consistent with the NU policy in that the building is located at the street edge and has a vertical edge for the full eight-story height of the structure, while creating a strong pedestrian environment.

A Mandatory Referral request will be necessary to address three components of the proposed site plan:

- Bridging of the public alleyway with the building construction. Even though this condition is present with the existing building, the encroachment will be wider across the alley. This condition must be reapproved by Metro Council.
- Encroachment of building canopies into the right-of-way of West End Avenue and 18th Avenue North.
- Incorporation of tree wells and pervious pavement detail for street tree plantings within the right-of-way of West End Avenue, 18th Avenue North, and Hayes Street.

Bulk Standards The proposed floor area ratio (FAR) of 3.2 is consistent with the surrounding CF zoning pattern and consistent with the intent of the NU policy. This FAR falls within 5.0 that is currently permitted by the CF zoning. With the exception of the allowable building height at the setback line under the CF zoning (65 feet is allowed while the proposed structure will encompass approximately 115 feet at the street edge setback along West End Avenue and 18th Avenue North), the proposed SP development would comply with other development criteria of the CF zoning district.

Parking A surface lot and an internal three-level parking deck are utilized to meet the Urban Zoning Overlay parking requirements. The SP plan proposes that 35% of the spaces provided are defined as compact (which exceeds the 30% allowed by the Zoning Code).

Public Street Edge The plan proposes four main pedestrian access points along the adjoining streets:

- Two access points on West End Avenue – one to serve the hotel and bank common lobby (which also serves the 2nd floor retail/ restaurant space fronting West End Avenue) and one sited at the corner of West End Avenue and 18th Avenue North to serve the bank tenant space only.
- Two access points along 18th Avenue North – one to serve as a secondary entry point to the bank tenant space and one to enter into the lobby space of the second hotel vendor further to the north and in proximity of the Hayes Street/ 18th Avenue North intersection.

These entry locations will be made visually prominent within the fabric of the streetscape with overhanging pedestrian scale canopies and other accent features such as planters, specialty pavement demarcation, lighting, etc. One condition that does affect the locations selected for the building entry points is the sloping nature of the adjacent streets. Several of the doorway locations are governed by the relationship between internal floor elevations and sidewalk grade along the building perimeter.

The staging of vehicles for the arrival of hotel guests will occur outside of the public right-of-way. The hotel vendor facing West End Avenue will have a designated access lane and parallel parking spaces along the western perimeter of the site, allowing direct access into the hotel lobby, and the second hotel vendor facing 18th Avenue North will have an internal driveway beneath the building footprint (accessible from Hayes Street and the public alleyway).

The street edge will be further enhanced by the provision of street tree plantings along all street frontages. The trees will offer separation for the pedestrian from the vehicular travel way.

Architectural Narrative While the massing and three-dimensionality of the building are complete for this application, the drawings, as presented, are meant to represent general design principles to allow some

flexibility as design proceeds with certain finish selections. Those principles are as follows:

- Maintain an active edge at the street, with emphasis on the importance of the West End Avenue side and the corner at 18th Avenue North. Use only non-tinted transparent glass on the 1st and 2nd floor. All active/semi-public uses are located against the street edge, with service-type uses pushed to the interior of the floor plan.
- Maximize the number and quality of pedestrian entries from the street.
- Mask the garage levels on the façade by using openings that are coordinated with the proportions of the building as a whole. Screen those openings using trailing/draping vegetation growing from an upper level planter integrated into the design of the building.
- Articulate the base of the building with differentiated materials, up to the 4th floor level on the 18th Street side and the 3rd level on the West End Avenue side.
- Articulate the upper, hotel floors with differentiated materials, colors, and/or textures, window/storefront openings, and insets in the building mass.
- Hold the corner at 18th Avenue North and West End Avenue with a strong mass, extending higher than the rest of the building, and articulated with a change in material, color, and/or texture, with a different type of window/storefront opening on the upper, hotel floors.

Remaining Issues Along 18th Avenue North and Hayes Street the base element and the upper floors are strongly contrasted in form, materials, and the rhythm of materials changes. This contrast may over-emphasize the parking on the elevation. This emphasis could be minimized by extending the rhythm of the upper floors facade down through the parking garage and coordinating materials and colors to be more uniform rather than emphasizing the parking structure on the elevation. Staff recommends that the Commission include a condition of approval that the applicant continue to develop the plans to improve these elements prior to final site plan submittal.

Signage Permanent materials, such as metal, wood, and glass are required for all signage. Internally illuminated box signs shall not be used. Box-type signs must be either backlit or indirectly lit from a separate source. Monument and/or pole signs shall not be used on this site, only signs attached to the building.

Projecting signs shall be:

- a. Limited to one sign per street frontage of each individual business. Total of 6 projecting signs, maximum. One for Spring Hill Suites and the restaurant on West End Avenue, and two for the Bank (West End Avenue and 18th Avenue North) and the Residence Inn (18th Avenue North and Hayes Streets).
- b. Small, perpendicular to the building, and made of permanent materials, metal, glass, and wood.
- c. No larger than 15 square feet and to be mounted such that the tops of the signs will be no higher than 20' above the sidewalk.
- d. Locations of these signs are not specified to provide some flexibility for future retail tenants.

Minor building signs shall be:

- a. Wall mounted signs, slightly bigger than projecting signs, located at or near pedestrian entries. There will be one for the restaurant on West End Avenue and one for the building in general, as shown on the West End Avenue elevation.
- b. No underlit, backlit, or diffused lit canopy signage.
- c. This signage may be physically attached to building canopies or to the building nearby and may be parallel to the building face or perpendicular. Traffic directional signs for the alley and bank drive-thru may be projecting size (in addition to the 7 described above) or wall mounted.
- d. No larger than 40 square feet.

Major building signage shall be:

- a. Signs mounted outside the pedestrian realm in the upper parapet of the building, no portion of the sign may be lower than 90' above the adjacent sidewalk. These signs will be located on the "book-end" tower elements of the mass of the building – see elevations for conceptual locations.

- b. Backlit only.
- c. Metal signage only, with glass or translucent plastic for certain features of the signage needing contrasting emphasis.
- d. No larger than 150 square feet.

PUBLIC WORKS RECOMMENDATION All Public Works' design standards shall be met prior to any final approvals and permit issuance. Any approval is subject to Public Works' approval of the construction plans.

Locate building foundations and doorway openings outside of the public right of way.

All encroachment into the public right of way requires approval of an encroachment agreement, and proof of insurance.

Removal of parking meters, parking / traffic control signs and lighting standards are to be reviewed and approved by the Department of Public Works / Traffic and Parking Commission.

All work in the right of way requires an excavation permit from the Department of Public Works. Street and sidewalk closures are to be reviewed and approved by the Department of Public Works.

Provide plans for solid waste disposal and recycling collection. The solid waste collection and disposal plan is to be reviewed and approved by the Department of Public Works Solid Waste Division. Identify locations of all garage service levels and / or screened areas. All service locations to accommodate accessibility for SU-30 design vehicle turning movement and service vehicle height elevations.

For sidewalk construction, provide a minimum five (5') foot clear path of travel within the public right of way.

Design drive thru bank point of service to ensure that vehicles will not protrude into the public right-of-way.

Only one exiting lane for the bank will be permitted at 18th Ave. and shall be signed as a right turn only.

Provide adequate sight distance at driveway intersections with public streets and alley.

Because alley serves as primary access to the garage, provide adequate turning radius into the garage.

Parallel parking in entrance drive from West End Ave. shall be signed as temporary parking only.

Relocate valet pickup / drop off area (entrance) away from West End Avenue.

Typical/Maximum Uses in Existing Zoning District: CF

Land Use (ITE Code)	Acres	FAR	Total Floor Area	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
General Office (710)	1.36	5	296,208	3079	448	411

Maximum Uses in Proposed Zoning District: SP

Land Use (ITE Code)	Acres	FAR	Total Floor Area	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Hotel(310)	1.36	N/A	173,464 (245rooms)	2186	162	157

Maximum Uses in Proposed Zoning District: SP

Land Use	Acres	FAR	Total	Daily Trips	AM Peak	PM Peak
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(ITE Code)			Floor Area	(weekday)	Hour	Hour
Sit Down Restaurant(931)	1.36	N/A	9,394	845	8	71

Maximum Uses in Proposed Zoning District: SP

Land Use (ITE Code)	Acres	FAR	Total Floor Area	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Bank (drive in)(912)	1.36	N/A	5,272	1219	66	242

Change in Traffic Between Typical/Maximum Uses in Existing and Proposed Zoning District

Land Use (ITE Code)	Acres	--		Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
--			-108,078	+1171	-212	+59

STORMWATER RECOMMENDATION - Approved.

STAFF RECOMMENDATION Staff recommends approval with conditions since the proposed plan is consistent with the Neighborhood Urban policy in the area.

CONDITIONS

1. The permitted uses for this SP shall include hotel, restaurant and general office/financial institution.
2. Final site plan shall provide an increased sidewalk width along West End Avenue of a minimum of one to two feet.
3. Along 18th Avenue North and Hayes Street the base element and the upper floors are strongly contrasted in form, materials, and the rhythm of materials changes. This contrast may over-emphasize the parking on the elevation. This emphasis could be minimized by extending the rhythm of the upper floors facade down through the parking garage and coordinating materials and colors to be more uniform rather than emphasizing the parking structure on the elevation. The final site plan shall be modified to de-emphasize the parking on all of the elevations, and to add vertical breaks into the parking and screening areas along West End Avenue.
4. The final site plan shall be modified so that the balcony columns are more in line with the parking garage columns.
5. All Public Works' conditions and design standards shall be met prior to any final approvals and permit issuance. Any approval is subject to Public Works' approval of the construction plans.
6. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Commission or Council approval, the property shall be subject to the standards, regulations and requirements of the CF zoning district as of the date of the applicable request or application.
7. A corrected copy of the preliminary SP plan incorporating the conditions of approval by the Planning Commission and Council shall be provided to the Planning Department prior to the filing of any additional development applications for this property, and in any event no later than 120 days after the effective date of the enacting ordinance. If a corrected copy of the SP plan incorporating the conditions therein is not provided to the Planning Department within 120 days of the effective date of the enacting ordinance, then the corrected copy of the SP plan shall be presented to the Metro Council as an amendment to this SP ordinance prior to approval of any

- grading, clearing, grubbing, final site plan, or any other development application for the property.
8. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
 9. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.

Approved with conditions, (6-0) *Consent Agenda*

Resolution No. RS2008-189

“BE IT RESOLVED by The Metropolitan Planning Commission that 2008SP-021U-10 is **APPROVED WITH CONDITIONS. (6-0)**

Conditions of Approval:

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The proposed SP-MU district is consistent with the Green Hills/Midtown Community Plan's Neighborhood Urban policy which is intended for fairly intense, expansive areas that are intended to contain a significant amount of residential development, but are planned to be mixed use in character."