

6b. 2014SP-075-001

1034 WEST EASTLAND (LIV EAST)

Map 083-05, Parcel(s) 131

Council District 05 (Scott Davis)

Staff Reviewer: Lisa Milligan

A request to rezone from OR20 to SP-MU zoning for property located at 1034 W. Eastland Avenue, approximately 200 feet west of Gallatin Avenue, (4.66 acres), to permit a mixed-use development, requested by Smith Gee Studio, applicant; Sophia's Heart Foundation, Inc., owner (See Also Community Plan Amendment Case # 2014CP-005-004).

Staff Recommendation: Approve with conditions and disapprove without all conditions if the associated policy amendment is approved; disapprove if the associated policy amendment is disapproved.

APPLICANT REQUEST

Preliminary SP to permit mixed-use development.

Preliminary SP

A request to rezone from Office/Residential (OR20) to Specific Plan-Mixed Use (SP-MU) zoning for property located at 1034 West Eastland Avenue (4.66 acres), to permit a mixed-use development.

Existing Zoning

Office/Residential (OR20) is intended for office and/or multi-family residential units at up to 20 dwelling units per acre. *OR20 would permit a maximum of 93 units.*

Proposed Zoning

Specific Plan-Mixed Use (SP-MU) 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 residential uses in addition to office and/or commercial uses.

CRITICAL PLANNING GOALS

- Supports Infill Development
- Creates Walkable Neighborhoods
- Provides a Range of Housing Choices
- Supports a Variety of Transportation Choices

This proposal meets several critical planning goals. Development in areas with adequate infrastructure is more appropriate than development not served with adequate infrastructure such as roads, water and sewer, because it does not burden Metro with the cost of maintaining new infrastructure. The development will have building entrances along the street frontages and parking placed away from street frontages, improving upon the walkable design of the surrounding streets.

The project will replace an existing office building, intensifying development on an infill site. The proposed multi-family units will provide additional housing choice within the surrounding community. Located near a bus line, the development would allow residents to use public transportation and non-residential uses to provide a destination for public transportation users. The concentration of high density residential will foster walking, biking and the use of public transportation.

EAST NASHVILLE COMMUNITY PLAN

Existing Land Use Policy

T4 Urban Neighborhood Maintenance (T4 NM) policy is intended to preserve the general character of urban neighborhoods as characterized by their development pattern, building form, land use and associated public realm. T4 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character of the neighborhood, in terms of its development pattern, building form, land use and the public realm. Where not present, enhancements are made to improve pedestrian, bicycle and vehicular connectivity.

Proposed Land Use Policy

T4 Urban Community Center (T4 CC) policy is intended to preserve, enhance, and create urban community centers encouraging their development and redevelopment as intense mixed use areas that are compatible with the general character of urban neighborhoods as characterized by the service area, development pattern, building form, land use, and associated public realm. Where not present, enhance infrastructure and transportation networks to improve pedestrian, bicycle and vehicular connectivity. T4 Urban Community Centers are pedestrian friendly areas, generally located at intersections of prominent urban streets. T4 Urban Community Centers serve urban communities within a 5 minute drive or a 5 to 10 minute walk.

Consistent with Policy?

Yes. The proposed SP zoning is consistent with the proposed T4 CC policy. The proposed SP would redevelop an underutilized site into an intense mixed use project, providing for infill multi-family units where infrastructure currently exists. The project is proposing sidewalks and other improvements to enhance the pedestrian connectivity of the area.

PLAN DETAILS

The site is located at 1034 West Eastland Avenue, west of Gallatin Avenue, south of West Eastland Avenue and north of Maxwell Avenue. The site is approximately 4.66 acres in size. The current use of the property is Sophia's Heart Foundation, which is classified as Medical Offices and Professional Services, and a large surface parking lot.

Site Plan

The plan proposes a mixed-use development including up to 320 multi-family dwelling units, 6,000 square feet of nonresidential space, and 17 townhomes. There are a total of 337 residential units that would be permitted with this SP. The multi-family dwelling units and the nonresidential space will be located in the building closest to Gallatin Avenue and the townhomes will be adjacent to the existing residential area. The mixed-use building is proposed to range in height from 4 stories in 65 feet along Maxwell Street to 5 stories in 75 feet for the remainder of the building. The townhomes are proposed to be a maximum of 3 stories in 36 feet.

The plan includes an extension of Bailey Street to the south, connecting to Maxwell Street. The Bailey Street extension will include on street parking. Access to the mixed-use building will be from West Eastland and Maxwell Street. Structured parking is incorporated into the mixed-use building. Along the West Eastland frontage and Bailey Street adjacent to the mixed use building, a 4' planting zone and 8' sidewalk are provided. Along Maxwell Street and Bailey Street adjacent to the townhomes, a 4' planting area and 6' sidewalk are provided. Bicycle parking will meet the requirements of the Bike Parking Ordinance.

Architectural standards state that the façade plane must be interrupted every 50' with either a change in building material, a horizontal undulation of 3' or greater, or a porch, stoop, or balcony. For the ground floor residential units on street facing facades, a minimum of 45% of the units will have a porch or stoop with direct access to a public sidewalk. The townhome units will have a minimum raised foundation of 18 inches measured at the front setback, with minor reductions for topographically challenged areas.

ANALYSIS

The plan is consistent with the proposed land use policy and adds a mixed-use development on an infill site. The plan meets several critical planning goals including creating a more pedestrian friendly, walkable streetscape; providing a range of housing choices; and supporting a variety of transportation choices.

FIRE DEPARTMENT RECOMMENDATION

Approve with conditions

1. This approval is for the rezoning only. The developer shall provide the Fire Marshal's office with additional details before the development plans can be approved.

STORMWATER RECOMMENDATION

Approved

WATER SERVICES

Approved

1. Approved as a Preliminary SP only. The required capacity fees (1-year commitment) must be paid, and any required public construction plans must be approved, before the Final SP can be approved.

PUBLIC WORKS RECOMMENDATION

Conditions if approved

1. The developer's final construction drawings shall comply with the design regulations established by the Department of Public Works. Final design may vary based on field conditions.
2. MPW will coordinate with the developer prior to Final SP design regarding the roadway design elements and the streetscapes.
3. With the final SP, remove the bulb-outs from Maxwell St and the bulb-outs adjacent to the alley at Baily St extension.
4. Note that on-street parking will require right-of-way dedications and widening of W. Eastland and Maxwell St.
5. All ROW must be dedicated prior to building permit submittal.

TRAFFIC AND PARKING RECOMMENDATION

Conditions if approved

1. In accordance with TIS findings, developer shall coordinate pedestrian and signal improvements with the MPW signal improvement construction plan for the Gallatin Ave. and W. Eastland intersection. On -street parking restrictions and cross walk signage may require application to the T&P operations department.
2. Developer shall comply with the TIS recommendations listed below:

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- Developer shall provide a center two-way left turn lane on West Eastland Avenue from Bailey Street to Gallatin Avenue to facilitate westbound left turns into the parking structure access and onto the Bailey Street extension as well as provide additional eastbound left turn storage for the traffic signal at Gallatin Avenue. A minimum of three 11-foot lanes should be provided on West Eastland Avenue between Gallatin Avenue and Bailey Street.
- Provide signal timing and offset adjustments for the signalized intersections of Gallatin Avenue with Eastland Avenue and West Eastland Avenue during the PM peak period to improve traffic operations.
- On-street parking on the south side of West Eastland Avenue should not be provided between the Bailey Street extension and the Alley in order to provide adequate intersection sight distance for vehicles turning onto West Eastland Avenue from the Bailey Street extension. "No Parking Anytime" sign(s) (R7-1) should be provided on the south side of West Eastland Avenue between the proposed Bailey Street extension and the alley to the west.
- Modifications to the cross-section of West Eastland Avenue should be provided in order to minimize or remove the curve in the roadway at Bailey Street. The concept plan indicates improvements can be accomplished by widening West Eastland Avenue to the south along the length of the curve and providing a pedestrian median refuge in the excess right-of-way as well as a bulb-out on the north side of West Eastland Avenue. The concept plan should improve traffic flow and safety, while providing a traffic calming and streetscape feature with the median island. Detailed designs including pavement striping and signing plans should be provided with the site plan submittal. Vehicle turning paths should be evaluated in order to finalize designs of the median and lane widths in this section of West Eastland Avenue at Bailey Street.
- A stop sign should be provided on the northbound approach of the Bailey Street extension at West Eastland Avenue. The stop sign on the southbound approach of Bailey Street should be relocated if a bulb-out is constructed on the northwest corner.
- A stop sign should be provided on the southbound approach of the Bailey Street Extension at Maxwell Avenue.
- The proposed Bailey Street extension should be aligned with Bailey Street at West Eastland Avenue.
- The proposed Bailey Street extension should be designed to include a minimum of one 10-foot travel lane in each direction. Sidewalks should be provided on both sides of the proposed Bailey Street extension.
- Per Metro-Nashville standards, the existing and new alleys should include 20 feet of ROW with minimum of 18 feet of pavement for two-way travel.
- Refurbish the pedestrian crosswalks on the north, south, and west legs of the intersection of Gallatin Avenue and West Eastland Avenue.
- Refurbish the pedestrian crosswalk on the north leg of the intersection of Gallatin Avenue and Eastland Avenue.
- Pedestrian crosswalks and curb ramps should be provided on the south and west legs of the unsignalized intersection of West Eastland Avenue and Bailey Street/ Bailey Street extension. Pedestrian warning signs (W11-2) with diagonal arrow (W16-7P) should be provided for the crosswalk on the west leg of West Eastland Avenue.
- The garage accesses on West Eastland Avenue and Maxwell Avenue should be designed to include sufficient width for one entering travel lane and a minimum of one exiting travel lane.
- Remove the existing pedestrian warning sign (W11-2) with diagonal arrow (W16-7P) on the south side of West Eastland Avenue near the service access for the adjacent property at 604 Gallatin Avenue. Metro may consider installing "Cross Only at Crosswalks" signs (R9-2) on each side of West Eastland Avenue at the pedestrian access to the parking deck located on the north side of West Eastland Avenue.

Maximum Uses in Existing Zoning District: **OR20**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (220)	4.66	20 D	93 U	688	50	69

Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (220)	4.66	-	337 U	2166	169	203

Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (814)	4.66	-	6,000 SF	295	12	36

Traffic changes between maximum: **OR20** and **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+1,773	+131	+170

METRO SCHOOL BOARD REPORT

Projected student generation existing **OR20** district: 0 Elementary 0 Middle 1 High

Projected student generation proposed **SP-MU** district: 1 Elementary 1 Middle 2 High

The proposed SP-MU zoning district could generate 3 more students than what is typically generated under the existing OR20 zoning district, utilizing the urban infill factor. Students would attend Glenn Elementary, Jere Baxter Middle School, and Maplewood High School. All three schools have been identified as having additional capacity. This information is based upon data from the school board last updated September 2013.

STAFF RECOMMENDATION

Staff recommends approval with conditions and disapproval without all conditions if the associated policy amendment is approved; disapproval if the associated policy amendment is disapproved.

CONDITIONS

1. Permitted land uses shall be limited to multi-family residential and all other uses in MUG-A. Residential shall be limited to up to 337 units. Non-residential uses shall be limited to 6,000 square feet.
2. Detailed construction drawings for the streetscape elements shall be reviewed and determined if they are appropriate with the final site application.
3. Comply with the requirements of Traffic and Parking in regards to traffic.
4. Comply with the following conditions of the Public Works Department:
 - a. MPW will coordinate with the developer prior to Final SP design regarding the roadway design elements and the streetscapes.
 - b. Note that on-street parking will require right-of-way dedications and widening of W. Eastland and Maxwell St.
 - c. All ROW must be dedicated prior to building permit submittal.
5. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Council approval, the property shall be subject to the standards, regulations and requirements of the MUG-A zoning district as of the date of the application request or application.
6. A corrected copy of the preliminary SP plan incorporating the conditions of approval by the Metro Council shall be provided to the Planning Commission prior to or with the final site plan application.
7. 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.
8. 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.

Ms. Milligan presented the staff recommendation of approval with conditions and disapproval without all conditions if the associated policy amendment is approved; disapproval if the associated policy amendment is disapproved.

Item 6a and Item 6b were heard and discussed together.

Councilman Scott Davis spoke in favor of the application.

Rob Crumpton and Andrew Murray, developers, spoke in favor of the application.

Shawn Henry, 315 Deaderick St, spoke in favor of the policy change and noted that his client has had at least eight community meetings.

Scott Morton, architect at Smith Gee Studio, spoke in favor of the application and noted that this will provide much needed housing options as well as providing opportunities for neighborhood retail; internal parking will be provided for the structure along with 50 additional on-street parking spaces.

Brett Withers, 1113 Granada Ave, spoke in favor of the application and expressed appreciation for the amount of effort that has gone into reaching out to the community.

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Dane Forlines, 805 N 2nd St, spoke in favor of the application due to the increased connectivity and minimal encroachment on the single family character of the adjacent neighborhood.

Hsing Liu, 720 Waller Rd, spoke in favor of the application.

James Sweeney, 1035 Chickamauga, expressed height concerns as well as concerns with how his water pressure will be affected.

Lisa Spells, 611 N 5th St, spoke in opposition to the application due to density and parking concerns.

Christine McCullen, 1027 W Eastland Ave, spoke in opposition to the application due to density and traffic concerns.

Vice Chair Adkins closed the Public Hearing.

Mr. Clifton spoke in favor of the application and noted that it will be much better than what is currently there.

Councilmember Hunt spoke in favor of the application and noted that it will be much better than what is currently there.

Ms. LeQuire spoke in favor of the application and stated that there are a lot of great points to this development.

Ms. Farr spoke in favor of the application.

Mr. Dalton moved and Ms. Farr seconded the motion to approve with conditions and disapprove without all conditions. (7-0)

Mr. Clifton stepped out of the room at 6:34 p.m.

Mr. Gee stepped back in the room at 6:34 p.m.

Resolution No. RS2014-277

“BE IT RESOLVED by The Metropolitan Planning Commission that 2014SP-075-001 is **Approved with conditions and disapproved without all conditions. (7-0)**”

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