

2015SP-003-001

BROADSTONE EIGHTH SOUTH

Map 118-02, Parcel(s) 057

Council District 17 (Sandra Moore)

Staff Reviewer: Jason Swaggart

A request to rezone from CS to SP-R zoning for property located at Elliott Avenue (unnumbered), approximately 340 feet west of Franklin Pike, (2.34 acres), to permit a multifamily development containing up to 200 dwelling units, requested by Kimley-Horn and Associates, Inc., applicant; Eighth South, LLC, owner.

Staff Recommendation: Approve with conditions, including the removal of the platted setback along Elliott Avenue and Inverness Avenue; disapprove without all conditions.

APPLICANT REQUEST

Preliminary SP to permit up to 200 residential dwelling units.

Preliminary SP

A request to rezone from Commercial Services (CS) to Specific Plan – Residential (SP-R) zoning for property located at Elliott Avenue (unnumbered), approximately 340 feet west of Franklin Pike, (2.34 acres), to permit a multifamily development containing up to 200 dwelling units.

Existing Zoning

Commercial Service (CS) is intended for retail, consumer service, financial, restaurant, office, self-storage, light manufacturing and small warehouse uses.

Proposed Zoning

Specific Plan-Residential (SP-R) 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 only one residential building type.

CRITICAL PLANNING GOALS

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

This area is served by adequate infrastructure. 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 request provides for additional housing options in the area. The design should create a streetscape that is interesting, creating a vibrant and friendly pedestrian environment, which would be more difficult under the existing CS zoning. The plan will provide additional residents in the area that will not only be there during work hours. This is an important factor for walkability and a strong public transportation system. Higher density areas typically foster walkability and better public transportation because housing, work and conveniences are located within a smaller area making them more accessible by foot and or public transportation which is located along Franklin Pike.

This request is associated with a commercial component along Franklin Pike that is within the city of Berry Hill. This adds additional services along the main corridor which will also be supported by new residence in the subject development.

GREEN HILLS/MIDTOWN COMMUNITY PLAN

Regional Center (T5 RC) policy is intended to enhance regional centers, encouraging their redevelopment as intense mixed use areas that serve multiple communities as well as the entire County with supporting land uses that create opportunities to live, work, and recreate. T5 Regional Centers are pedestrian friendly areas, generally located at the intersection of two arterial streets, and contain commercial, mixed use, residential, civic and public benefit land uses. T5 Regional Centers serve communities within a reasonable driving distance or a 5 to 10 minute walk. Intensity is generally placed within boundaries not exceeding ½ mile in diameter and transitional uses placed within boundaries not exceeding 1 mile in diameter measured from the prominent intersection.

DRAFT Preferred Future Policy

Suburban Regional 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 is consistent with the existing T5 RC and the future T4 CC land use polices. As proposed the plan provides for additional housing that is urban in design that is supported by both polices. The overall project, which includes mostly non-residential uses within Berry Hill, provides mixture of uses which provides services for the additional residents as well as existing residents. It also provides a transition from the less dense development pattern located on the west side of Elliott Avenue and the more intense development pattern along Franklin Pike.

PLAN DETAILS

The approximate 2.31 acre site is located on the east side of Elliott Avenue between Hillview Heights and Inverness Avenue. The site is relatively flat and does not contain any environmentally sensitive land features. The site is mostly vacant, but a small portion of the site located along Inverness Avenue does contain some truck parking associated with Colonial Bread, located along Franklin Pike.

The proposed development is part of a larger project that is also located in the city of Berry Hill. That portion of the development in Berry Hill includes 154 residential units as well as non-residential including retail and restaurant. The Berry Hill Zoning and Planning Commission approved the portion of development in Berry Hill on December 1, 2014.

Site Plan

As shown, the SP calls for 174 residential units, but permits a maximum of 200 units. The building contains internal units, as well as units fronting onto Elliott Avenue. Units along Elliott Avenue have access onto Elliott Avenue and will include stoops. The building façade along Elliott Avenue is articulated to where portions of the building are close to the property line, while other portions are recessed. The recessed areas consist of open space. The plan calls for an amenity area closer to Inverness Avenue. The height for the portion of the building closer to Elliott Avenue will be three stories (max 38'). After a 20 foot step-back the height increases to four stories (max 48').

Structured parking is shown behind the residential building. On street parking is proposed along Elliott Avenue. Access into the parking structure is from Elliott Avenue. The number of parking spaces must be consistent with Metro Code requirements based on the Urban Zoning Overlay (UZO). Sidewalks are shown along Elliott Avenue, Inverness Avenue and Hillview Heights. Sidewalks are six feet in width. A four foot planting strip is shown along both Inverness Avenue and Hillview Heights.

The plan limits fencing along Elliott Avenue between recesses and the amenity area to six feet in height. Walls or chain link are not permitted.

ANALYSIS

The plan is consistent with the Green Hills/Midtown Community Plan and meets several critical planning goals.

The subject site consists of several lots that will need to be consolidated. The original plat includes a 70 foot front setback along Elliott Avenue and a 16 foot setback along Inverness Avenue. The Commission must approve amendments to platted setbacks. This typically occurs with a subdivision plat. Since it is understood that the platted setback must be consistent with the SP and removed in order to permit the subject development, then staff is recommending that the setback amendment be approved as part of this approval. If approved, then the future consolidation plat would not require a public hearing, and could be approved administratively.

FIRE MARSHAL'S OFFICE

Approved with conditions

Fire Code issues for the structures will be addressed at permit application review.

PUBLIC WORKS RECOMMENDATION

Approved with conditions

- 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.
- Coordinate the final design of the roadside cross section with MPW prior to Final SP submittal. The road side cross section should include, at a minimum, the following: MPW standard ST-200, curb and gutter (the lip of the gutter placed at the existing edge of pavement), 4' minimum furnishing zone (furnishing zone maybe omitted where adjacent to on-street parking), and MPW standard and minimum 5' sidewalk.
- Indicate ROW dedication to the back of sidewalk, where applicable.

The TIS has been reviewed and the following conditions shall be required for approval of this project:

Franklin Pike at Craighead Street/Proposed Driveway 1

- Install a southbound left-turn lane and northbound left-turn lane on Franklin Pike both with approximately 150 feet of storage and transitions per AASHTO/MUTCD standards.
- Modify the existing traffic signal to include pedestrian signal infrastructure for all approaches, mast arms with LED signal heads for all approaches, and to provide split-phased signal operations for the eastbound and westbound approaches.

- Construct Project Driveway 1 with one (1) lane for vehicular ingress and two (2) lanes for vehicular egress including a separate left-turn lane 100 with feet of storage and a shared through/right-turn lane.

Internal Site Circulation for Project Driveway 1

- Provide a right-in/right-out access along Project Driveway 1 for the retail and supermarket land uses, approximately 125 feet west of Franklin Pike.
- Provide a full-movement access along Project Driveway 1 for the retail and supermarket land uses, approximately 250 feet west of Franklin Pike.
- Provide a westbound left turn lane with approximately 75 feet of storage to improve traffic operations for vehicles entering the retail and supermarket land uses.

Elliott Avenue

- Widen Elliott Avenue along the site frontage to conform to ST-252 - 13.5 feet of pavement, 2.5 feet of curb & gutter, 4 feet of grass area, and 6 feet of sidewalk.

Hillview Heights

- Widen Hillview Heights along the site frontage to conform to ST-252 - 13.5 feet of pavement, 2.5 feet of curb & gutter, 4 feet of grass area, and 6 feet of sidewalk.

Inverness Avenue

- Widen Inverness Avenue along the site frontage to conform to ST-252 - 13.5 feet of pavement, 2.5 feet of curb & gutter, 4 feet of grass area, and 6 feet of sidewalk.
- Additionally, widen the northern half-section of Inverness Avenue between the proposed development and Franklin Pike to conform to ST-252.

Elliott Avenue at Inverness Avenue

- Mitigate intersection sight distance obstructions in accordance with the criteria provided in A Policy on Geometric

Project Driveway 2 at Elliott Avenue

- Construct Project Driveway 2 with one (1) lane for vehicular ingress and one (1) lane for vehicular egress.
- Provide STOP control along the westbound approach of Project Driveway 2. Install signs and pavement markings in accordance with the standards provided in the Manual on Uniform Traffic Control Devices (MUTCD).
- Provide adequate intersection sight distance in accordance with AASHTO standards.

Project Driveway 3 at Inverness Avenue

- Construct Project Driveway 3 with one (1) lane for vehicular ingress and one (1) lane for vehicular egress.
- The driveway width shall accommodate the turning movements of large vehicles that desire to access the service court and/or loading dock.
- Provide STOP control along the southbound approach of Project Driveway 3. Install signs and pavement markings in accordance with the standards provided in the Manual on Uniform Traffic Control Devices (MUTCD).
- Provide adequate intersection sight distance in accordance with AASHTO standards.

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (820)	2.31	0.6 F	60,374 SF	4893	115	454

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

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)	2.31	-	174 U	1178	89	114

Traffic changes between maximum: **CS** and **SP-R**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	-3,715	-26	-340

STORMWATER RECOMMENDATION

Approved

WATER SERVICES

Approved with conditions

- Should any public water or sewer lines need to be relocated, construction plans will need to be approved before Final SP stage.

METRO SCHOOL BOARD REPORT

Projected student generation existing CS district: 0 Elementary 0 Middle 0 High

Projected student generation proposed SP-R district: 1 Elementary 0 Middle 1 High

The proposed SP-R zoning district could generate two more students than what is typically generated under the existing CS zoning district. Students would attend Percy Priest Elementary, J.T. Moore Middle School, and Hillsboro High School. There is capacity for additional high school students; however, there is no additional capacity for elementary or middle school students. This information is based upon data from the school board last updated October 2014.

Fiscal Liability

The fiscal liability of one new elementary school student is \$21,500 (\$21,500 per student). This is only for information purposes to show the potential impact of this proposal, it is not a staff condition of approval.

STAFF RECOMMENDATION

Staff recommends approval with conditions and disapproval without all conditions as it is consistent with the Green Hills/Midtown Community plan and meets several critical planning goals. Staff also recommends that the Commission approve the removal of the platted setback along Elliott Avenue and Inverness Avenue.

CONDITIONS

1. Uses shall be limited to a maximum of 200 residential units.
2. Final site plan approval shall be coordinated with the city of Berry Hill.
3. Sidewalks shall be required as indicated on the preliminary development plan (minimum 6 foot wide sidewalk with 4 foot wide grass strip).
4. Comply with all Public Works requirements, except where other more specific conditions may apply.
5. Any fence along Elliott Avenue shall not be opaque. Final fence designs shall be approved by the Planning Department and shall consist of quality materials consistent with the overall concept.
6. If a development standard, not including permitted uses, is absent from the SP plan and/or Council approval, the property shall be subject to the standards, regulations and requirements of the RM100-A 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 Metro Council shall be provided to the Planning Department prior to or with final site plan application.
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.

Mr. Swaggart presented the staff recommendation of approval with conditions, including the removal of the platted setback along Elliott Avenue and Inverness Avenue, disapprove without all conditions.

Shawn Henry, 315 Deaderick Street, spoke in favor of the application.

Todd Oglesby, developer, spoke in favor of the application.

David (last name unclear), 4101 Utah Ave, spoke in favor of the application and noted that there will be over 100 parking spaces more than what is required.

Charlie Gerber, 907 Clayton Ave, spoke in favor of the application.

Micah Lacher, 801 Hillview Heights, spoke in favor of the application and stated that having extra retail options in the neighborhood will be a great asset.

Ryan Seibels, 2400 Franklin Road, spoke in favor of the application and noted that this area has been an eyesore for a long time.

January 8, 2015, Planning Commission Meeting

Sarah Dawkins, 3615 Rainbow Place, spoke in favor of the application and noted that this project is exactly what the area needs.

Paul Dent, 1506 Woodmont Blvd, spoke in favor of the application.

Calvit Ratcliffe, 2310 Elliott Ave, spoke in favor of the application and noted that it will increase property values.

Steven Graw, 1000 Hillsboro Pike, spoke in favor of the application due to the new retail and the revenue it will bring to the area.

Hunter Nelson, 2400 Franklin Road, spoke in favor of the application and expressed excitement regarding the new retail options.

James Polen, 1226 Sigler St, spoke in favor of the application.

Paul Batson, Jr., Inverness and Frankin Rd, spoke in favor of the application and noted that it will be a great benefit to the community.

Steve Weissenburger, 2310 Elliott Ave, spoke in favor of the application.

Mark (last name unclear), Elliott Ave, spoke in opposition to the application and noted that the scale of the project is enormous and unbearable.

Scott Bonner, 2401 Elliott Ave, spoke in opposition to the application due to traffic concerns.

(Name unclear), spoke in opposition to the application and noted that this does not fit with the character of the neighborhood.

Lisa (last name unclear), Elliott Ave, spoke in opposition to the application and noted that this area is already saturated.

William Douglas, Inverness Ave, spoke in opposition to the application.

Barbara Seger, 2405 Elliott Ave, spoke in opposition to the application due to traffic concerns.

David (?), noted that over 650 notifications were sent out regarding the community meetings.

Shawn Henry asked for approval and noted that they are providing more parking than required; will continue to hold community meetings if desired.

Chairman McLean closed the Public Hearing.

Mr. Gee spoke in favor of the application and stated that this is a prime opportunity to achieve many of the goals spelled out in NashvilleNext.

Ms. Blackshear spoke in favor of the application and noted that this will be good for the area.

Mr. Haynes spoke in favor of the application.

Ms. Farr spoke in favor of the application and stated that this would be a great opportunity to increase the supply of affordable housing in Nashville.

Ms. LeQuire spoke in favor of the application.

Mr. Haynes moved and Mr. Gee seconded the motion to approve with conditions, including the removal of the platted setback along Elliott Avenue and Inverness Avenue; disapprove without all conditions. (6-0)

Ms. Blackshear left the meeting at 6:22 p.m.

Mr. Clifton stepped back in the room at 6:22 p.m.

The Commission took a short break from 6:22 p.m. to 6:40 p.m.

Resolution No. RS2015-4

“BE IT RESOLVED by The Metropolitan Planning Commission that 2015SP-003-001 is **Approved with conditions, including the removal of the platted setback along Elliott Avenue and Inverness Avenue; disapproved without all conditions. (6-0)”**

CONDITIONS

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 - 2. Final site plan approval shall be coordinated with the city of Berry Hill.**
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