7b. 2015SP-005-001

BL2015-1037\Dowell
BEAMAN & TURNER PROPERTIES
Map 163, Parcel(s) 341
Map 174, Parcel(s) 024.01, 023, 024, 053, 184, 213, 218-219
Council District 32 (Jacobia Dowell)
Staff Reviewer: Lisa Milligan

A request to rezone from AR2a and SCR to SP-MU zoning for properties located at 3135 and 3185 Old Franklin Road, 5570 and 5580 Cane Ridge Road and Cane Ridge Road (unnumbered), west of Interstate 24, (approximately 286 acres), to permit a mixed use development, requested by D3 Hickory Hollow, LLC, applicant; various property owners (See Also Community Plan Amendment Case No. 2015CP-012-001).
Staff Recommendation: Approve with conditions and disapprove without all condition, subject to approval of the associated Community Plan amendment. If the associated Community Plan amendment is not approved, Staff recommends disapproval.

APPLICANT REQUEST
Preliminary SP to permit a mixed use development.

Preliminary SP
A request to rezone from Agricultural/Residential (AR2a) and Shopping Center Regional (SCR) to Specific Plan-Mixed Use (SP-MU) zoning for properties located at 3135 and 3185 Old Franklin Road, 5570 and 5580 Cane Ridge Road and Cane Ridge Road (unnumbered), west of Interstate 24, (approximately 286 acres), to permit a mixed use development with up to 1,300 residential units. (See Also Community Plan Amendment Case # 2015CP-012-001 and PUD Cancellation Case #51-87P-001).

Existing Zoning
Agricultural/Residential (AR2a) requires a minimum lot size of two acres and intended for uses that generally occur in rural areas, including single-family, two-family, and mobile homes at a density of one dwelling unit per two acres. The AR2a District is intended to implement the natural conservation or rural land use policies of the general plan.

Shopping Center Regional (SCR) is intended for high intensity retail, office, and consumer service uses for a regional market area.

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
- Provides a Range of Housing Choices
- Preserves Sensitive Environmental Features
- Creates Walkable Neighborhoods

The proposed SP supports several critical planning goals. A range of housing choices is being provided within the development. Sidewalks pedestrian paths are being provided throughout the development to create a walkable, pedestrian friendly environment. Sensitive environmental features, including streams, are being preserved in open space. The plan is also working with the natural topography of the land.

SOUTHEAST COMMUNITY PLAN

Existing Land Use Policy
T3 Suburban Neighborhood Evolving (T3 NE) is intended to create suburban neighborhoods that are compatible with the general character of classic suburban neighborhoods as characterized by their building form, land use and associated public realm, with opportunities for housing choice and improved pedestrian, bicycle and vehicular connectivity. The resulting development pattern will have higher densities than classic suburban neighborhoods and/or smaller lot sizes, with a broader range of housing types providing housing choice. This reflects the scarcity of easily developable land (without sensitive environmental features) and the cost of developing housing - challenges that were not faced when the original classic, suburban neighborhoods were built.

Conservation (CO) policy is intended to preserve and enhance environmentally sensitive land within all Transect Categories except T6 Downtown. CO policy identifies land with sensitive environmental features including, but not limited to, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands and unstable or problem soils.

DRAFT Preferred Future Land Use Policy
No changes proposed.

Requested Land Use Policy

District Destination Retail (D DR) policy is intended to enhance and create Districts where large footprint, auto-centric retail and complementary uses that may draw from regional or multi-state trade areas are predominant. D Destination Retail Districts are characterized by the presence of one or more large footprint retail uses that are typically surrounded by large surface parking lots. Primary supportive land uses include retail, restaurant, hotel, and entertainment. Such supportive uses may be integrated or separate from the large footprint establishment. These uses provide major positive economic impacts by drawing from very large trade areas that often extend into other states and draw customers who may stay in the Nashville area for extended periods of time. Office and high density residential are complementary supportive uses that can help to provide transitions in scale and intensity to surrounding Community Character Policy areas.

Special Policies

Development within this special policy area should provide a mixture of land uses that are designed to function as a walkable, mixed use center. During the 2012 Antioch – Priest Lake Community Plan Update, the policies for the subject properties located in the Southeast Community were amended. The community character policy was changed from Neighborhood Urban to Suburban Neighborhood Evolving with special policies encouraging traditional neighborhood design. It was the intent of the new policy to encourage a mixture of uses such as neighborhood retail and mixed-residential designed as a traditional neighborhood development. Therefore, the supportive uses permitted in this Destination Retail Policy should be designed to function as a traditional neighborhood development. Pedestrian, bike, greenway, and vehicular connectivity are necessities within and between the sub-districts. Building form, location, façade articulation, landscaping, and signage should be designed to create a pedestrian friendly environment throughout.

1. Residential Sub-District:
   a. This sub-district should provide a transition from the residential land uses on Cane Ridge Road to more intense land uses within the Destination Retail District.
   b. The sub-district should provide a mixture of housing types such as stacked flats, townhomes and manor homes that can be designed to work with the topography on the northern portion of the subject properties.
   c. To avoid buildings looming over other buildings at lower elevations, building height, location and topography should be considered but should not exceed 5 stories.
   d. Where street connectivity cannot be provided due to topography, pedestrian, bike, and greenway connections should still be applied. Development in this sub-district should include future opportunities for pedestrian, bike, or greenway access to properties fronting onto Cane Ridge Road.
2. Retail Sub-District:
   a. No special policies are needed. Base Destination Retail District Policy applies to this district.
3. Neighborhood Transition Sub-District:
   a. This sub-district should provide a transition from residential land uses on Cane Ridge Road to more intense land uses within the Destination Retail District.
   b. Mixed use buildings should front onto public streets or internal drives that are visible to the public.
   c. The district should provide a mixture of housing types such as stacked flats, townhomes and manor homes that can be designed to work with the topography on the northern portion of the subject properties.
   d. To avoid buildings looming over other buildings at lower elevations, building height, location and topography should be considered but should not exceed 5 stories.
   e. Where street connectivity cannot be provided due to topography, pedestrian, bike, and greenway connections should still be applied. Development in this sub-district should include future opportunities for pedestrian, bike, or greenway access to properties fronting onto Cane Ridge Road.
4. Office Concentration Sub-District:
   a. This sub-district should be predominately office space, with supportive, residential, retail and services uses for employees and visitors.
   b. Buildings in this district are oriented to the street. While setbacks of the buildings in relation to each other may vary, buildings oriented to internal street networks are placed in shallow to moderate setbacks to frame internal street networks, creating a defined space for pedestrians. Buildings on major thoroughfares should be oriented to the streets with setbacks that are moderate to deep to match the surrounding T3 area.
5. Mixed Use Sub-District:
   a. This district should be designed to function as a town center where the predominant building types are vertical mixed use buildings. The development pattern within this sub-district is compact, with internal streets that are designed to privilege the pedestrian and not the automobile.
   b. To create pedestrian friendly streets within this sub-district, mixed use buildings should share street frontage to the highest extent possible. When mixed use buildings share street frontage, parking should be located behind or beside the building. In limited instances mixed-use buildings may share street frontage with a big-box building form. In which case there may be two rows of parking in front of the mixed use building with ample landscaping and buffering along the frontages.

Consistent with Policy?

The intensity and uses within the proposed plan are consistent with the proposed District Destination Retail policy. However, there are parts of the plan that are inconsistent with the proposed Special Policies, which will be detailed throughout this report. In order to make the plan consistent with policy, staff is recommending conditions which will be outlined throughout the report.

PLAN DETAILS
The site is located at the Hickory Hollow parkway interchange of Interstate 24. The site is approximately 286 acres located west of Interstate 24, east of Cane Ridge Road and north of Old Franklin Road.

Site Plan
The plan proposes a master plan including a variety of uses and building types in five subdistricts. The subdistricts include: Residential, Retail, Neighborhood Transition, Office Concentration, and Mixed Use. Each subdistrict includes specific standards for building location, intensity, height, signage, etc. All subdistrict indicate that facades shall be identified during the Final SP process.

Residential Subdistrict
The residential subdistrict will occupy between 26 and 29 acres on the northern end of the site. The subdistrict would allow up to 300 multi-family residential units. The maximum height of buildings is proposed at 5 stories.

If oriented as such, pedestrian entrance facades have a 0-20 feet build to zone from the back of sidewalk of a parkway, street, internal drive, or landscape buffer yard. Parking between a parkway and a residential building is not preferred but could be allowed.

Consistency with Special Policies In general, the subdistrict meets the Special Policies. However, the Special Policy states that the subdistrict should provide a mixture of housing units. While a mixture of housing units is possible, it is not required and there is no assurance of such.

Staff Recommended Conditions
- The Residential subdistrict shall require a mixture of housing types including, but not limited to stacked flats and townhomes.
- The Residential subdistrict shall prohibit parking between a Residential building and parkway.

Retail Subdistrict
The Retail subdistrict will occupy between 74 and 81 acres south of the Residential subdistrict. The Retail subdistrict has frontage along Interstate 24 and the internal parkway. The intent of the subdistrict is to provide for community and regional retail opportunities. The intensity of development will be determined by the provided floor area ratio (1.0). Maximum height is 80 feet.

The uses allowed within the Retail subdistrict are all uses allowed within the SCR zoning district, excluding Cash Advance, Check Cashing, and Title Loan. Outparcels are not shown but could be included with Final SP.

If oriented as such, pedestrian entrance facades have a 0-20' build to zone from the back of sidewalk of a parkway, street or internal drive. Pedestrian entrance facades of Big Box buildings shall be oriented toward an internal drive with parking beyond. For buildings larger than 200,000 square feet a designated pedestrian walkway will be provided through the parking lot to the pedestrian façade entrance. Big Box buildings may comply with the building articulation standards of the CCM on the pedestrian entrance façade and if not 10' sidewalks with shade trees would be provided. All other facades will not meet the recommendation of articulation.

Signage standards have been limited to the standards of the SCR zoning district, except for buildings larger than 200,000 square feet. A site with interstate frontage meeting the criteria of building size (over 200,000 square feet) and frontage (over 500 feet) could have 12,600 square foot of various types of ground signage. Additionally, up to 40% of each façade is allowed to be signage. Staff recommends that the standards allowed by the zoning ordinance for SCR be used for the entire subdistrict. Signage in excess of the allowances of the zoning district, which are liberal for SCR zoned properties, is not appropriate.

Consistency with Special Policies There are no Special Policies for the Retail Subdistrict.

Staff Recommended Conditions
- The Retail subdistrict shall limit signage to as per the SCR zoning district.

Neighborhood Transition Subdistrict
The Neighborhood Transition subdistrict will occupy between 56 and 61 acres on the western edge of the site near the southern boundary. The intent of the subdistrict is to develop as housing or smaller scale commercial uses. Building types allowed include Outparcels, Storefront, Mixed Use and Residential buildings. Up to 700 multi-family dwelling units are allowed in this subdistrict. The intensity of the nonresidential units will be determined by the allowed floor area ratio (1.0). Maximum height is 5 stories.

The build to zone of public facades facing parkways have no restrictions. If oriented as such, pedestrian entrance facades have a 0-20' build to zone from the back of sidewalk of a parkway, street or internal drive. In relation to parkways, buildings may be located behind one double-loaded aisle of parking. No parking is allowed between a parkway and a residential building. However, if the site is constrained it may be allowed.

The uses allowed within the Neighborhood Transition subdistrict are all uses allowed within the MUL zoning district, excluding Cash Advance, Check Cashing, and Title Loan. Outparcels are not shown but could be included with Final SP. The subdistrict specifies that at least 2 residential types will be included in this subdistrict.

Consistency with Special Policies The Neighborhood Transition Special Policy states that mixed use buildings should front onto public streets or internal drives that are visible to the public. There is no requirement that would ensure that this is accomplished.

Staff Recommended Conditions
- The Neighborhood Transition subdistrict shall require that Mixed Use buildings face onto a public street or internal drive that is visible to the public. Final location must be approved with the Final SP.

Office Concentration Subdistrict
The Office Concentration subdistrict will occupy between 63 and 69 acres on the southern end of the site, adjacent to Interstate 24. The intent of the subdistrict is to provide for need office space within the region. Building types allowed include Hotel, Office, and Mixed Use. The intensity of development will be determined by the allowed floor area ratio (5.0). Maximum height ranges from 8 stories to 15 stories. Only properties with frontage along the interstate would be allowed to have heights over 8 stories.

The build to zone of public facades facing parkways have no restrictions. If oriented as such, pedestrian façade entrances have a 0-20' build to zone from the back of sidewalk of a parkway, street or internal drive. Pedestrian entrance facades of Office and Mixed Use buildings may be oriented toward an internal drive with parking beyond. In relation to parkways, buildings may be located behind one double-loading aisle of parking. Hotel and Office buildings may include drop off facilities on the pedestrian entrance façade. A minimum of 50% of the buildings will have a public façade that faces a public street or parkway.

The uses within the Office Concentration subdistrict are all uses allowed within the MUI zoning district, excluding Cash Advance, Check Cashing and Title Loan.

Consistency with Special Polices A Special Policy for the Office Concentration subdistrict states that the subdistrict should be predominantly office space, with supportive residential, retail, and services. While Mixed Use buildings area allowed, no residential dwelling unit are identified indicating that no residential is included. There is also no requirement for office to be the predominant use.

Staff Recommended Conditions
- The Office Concentration subdistrict shall require that 70% of the allowed building area within the subdistrict must be office.
- The Office Concentration subdistrict shall specify the number of residential dwelling units that will be allowed. If no number is provided, no units will be allowed.

Mixed Use Subdistrict
The Mixed Use subdistrict will occupy 69 to 75 acres in the middle of the site. The intent of the subdistrict is for it to be the heart of the development. Building types allowed include Big Box, Storefront, Outparcels, Hotel, Office, Mixed Use, and Residential buildings. A maximum of 300 multi-family dwelling units are allowed in this subdistrict. The intensity of nonresidential development will be determined by the allowed floor area ratio (5.0). Maximum heights range from 8 stories to 15 stories. Only properties with frontage along the interstate would be allowed to have heights over 8 stories.

If oriented as such, pedestrian façade entrances have a 0-20' build to zone from the back of sidewalk of a parkway, street or internal drive. In relation to parkways, buildings may be located behind one double-loading aisle of parking. Pedestrian entrance facades of Big Box buildings may be oriented toward an internal drive with parking beyond. Hotel buildings may include drop off facilities on the pedestrian entrance façade. A public façade and a pedestrian façade shall be provided for a minimum of 50% of the buildings that front Parkway 2 (east/west) for a specific length of the parkway.

The uses within the Mixed Use subdistrict are all uses within MUI, excluding Cash Advance, Check Cashing and Title Loan. Big Box developments are limited to 50% of the total subdistrict (acreage).

Consistency with Special Policies The Special Policies state that the district should be designed to function as a town center where the predominant building types are vertical mixed use. The subdistrict allows up to 50% of the acreage for Big Box

buildings and there is no requirement on the remaining buildings to be vertically mixed use.

Staff Recommended Conditions
- The Mixed Use subdistrict shall limit the acreage allowed for Big Box buildings to a maximum of 25 acres.
- The Mixed Use subdistrict shall limit Big Box buildings to land between the parkway and Interstate 24 only.
- The Mixed Use subdistrict shall require that 50% of the buildings (excluding Big Box) shall be vertically mixed use.

Vehicular and Pedestrian Connections and Access
The project proposes for primary access to sites to be from a series of parkways. Internal drives are utilized for circulation as well. Several cross sections have been provided for internal drives including options with sidewalks and on-street parking. Sidewalks are being provided throughout the site on parkways, streets and internal drives. A multi-use path is proposed within the stream buffer. This will provide for additional connectivity and pedestrian options.

Infrastructure Deficiency Area
In 2004, a community plan update was prepared for the Southeast Community Plan. As part of the update, the Planning Commission noted that there were certain portions of the community that had insufficient infrastructure to meet development demands and expected growth. An Infrastructure Deficiency Area was established and any proposed developments within this area are required to improve major roadways, or construct an equivalent transportation improvement, to accommodate additional traffic volumes created by the development. Given the level of improvements, including a new interstate interchange, the development has met the intent of the Infrastructure Deficiency Area policy.

Analysis
With any large scale development it is necessary to ensure that development standards that are being put in place can achieve the outcome that is presented by the applicant to the public at large. Certain images and plans have been presented to the public in regards to this development. Staff has concerns that the standards, as proposed, may not necessarily result in the development as presented in imagery. Therefore, staff is recommending approval with multiple conditions to try to clarify the standards and provide more certainty. Additionally, staff finds that there are parts of the Special Policies that are not being met with the proposal. Specific conditions have been included to ensure that the Subdistricts meet the Special Policies and to further the goal of meeting the imagery of the plan that has been presented.

FIRE DEPARTMENT RECOMMENDATION
Approve with conditions
- Fire Code issues for the structures will be addressed at permit application review

STORMWATER RECOMMENDATION
Approved

WATER SERVICES
Approved
- Approved as a Preliminary SP only. Public water and sewer construction plans must be submitted and approved prior to Final SP stage. The required 30% capacity fees must be paid prior to Final SP approval.

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.
- A Mandatory Referral will be required to be approved by Metro Council to relocate the existing Cane Ridge Road.
- ROW dedications for the proposed roadways and the relocations are required to be recorded prior to the building permit approval. The ROW dedications are to be to the back of the proposed sidewalks/ multi use path.
- The preliminary SP plan as submitted indicates that all roadway improvements are to be constructed in the initial phase, i.e. with the new interstate interchange installation. If roadway construction is to be phased then a revised TIS will be required to support the proposed phasing scheme.
- All the proposed and realigned roads must meet the design standards of AASHTO and MUTCD. Additionally, the roadways constructed within this development shall comply with the Complete Streets Policy as adopted by Metro Nashville.
- The ROWs shown in the SP submittal may need to be adjusted with final development to facilitate additional improvements. The requirements, if any, of additional improvements are to be determined at the Final SP submittal with a detailed TIS, as required by Metro Traffic Engineer.
- All construction within the proposed and existing ROW is to meet MPW standards. Roads, are to be constructed per ST-261 pavement cross section, Sidewalks/ multi use paths, per ST-210, Curb and gutter per ST-200, ADA ramps per MPW standard drawings, etc. The sidewalk/ multi use path widths should be per the Preliminary SP submittal.
- The access to the Sub-areas as defined in the SP shall be restricted to the C1.01 Road Plan as submitted with Preliminary SP, these access points may be amended with the submittal of a detailed TIS with each Final SP.
- The road intersections as submitted on Sheet C7.01, should be amended to reflect the plan north and the laneage from the approved TIS from the MPW Traffic Engineer.
- The final cross sections of Cane Ridge Road, Old Franklin Road, and intersections adjoining the proposed development are to be determined prior to the submittal of the Final SP.

TRAFFIC AND PARKING RECOMMENDATION
Approved with conditions
In accordance with TIS findings and per the Metro Traffic Engineer, Developer shall comply with the following recommendations and construct the following road layout and interchange prior to the development of project structures.
- A full interchange at Exit 60 consistent with approvals from TDOT and FHWA shall be constructed prior to phase 1 initial development.

- Developer shall construct and provide a route for site traffic to move to and from the eastbound ramps of the Interstate directly onto the site's local street via a full grade separation (i.e., a tunnel) at the extension of the Hickory Hollow Parkway. (Ramps serving traffic going to and from Hickory Hollow Parkway itself would still intersect with the parkway at grade.)
- Developer shall construct a separate channelized right turn lane on the northbound approach of Hickory Hollow Parkway to Crossings Boulevard.
- Developer shall extend Hickory Hollow Parkway as a multi-lane facility with landscaped median from the interchange to Cane Ridge Road.
- Developer shall construct a new multi-lane Cane Ridge Parkway from a point on the existing Cane Ridge Road through the site, through a new at-grade intersection with the extended Hickory Hollow Parkway, and terminating at a new signalized intersection with Old Franklin Road. Any additional access to existing public roads may require turn lanes and additional traffic analysis and signal warrant analysis by developer and result in additional road improvements
- Developer shall construct a two-lane roundabout at the new intersection of Cane Ridge Road and Cane Ridge Parkway, as well as two-lane approaches on Cane Ridge Road itself.
- Developer shall construct a second two-lane roundabout at the new intersection of the extended Hickory Hollow Parkway with Cane Ridge Road. The section of road between the second roundabout and the intersection of Cane Ridge Road and Old Franklin Road will require two through lanes in each direction. Eastbound Cane Ridge Road will require two approach lanes to the roundabout.
- The developer shall signalize the intersection of Cane Ridge Road and Old Franklin Road when warrants are met. The eastbound approach should include at a minimum a dedicated left turn lane, a through lane, and a channelized right turn lane. The westbound approach of Cane Ridge Road should include at a minimum a left turn lane, a through lane, and a channelized right turn lane. The northbound approach of Old Franklin Road should include at a minimum a left turn lane. The southbound approach of Old Franklin Road should include at a minimum a left turn lane and a channelized right turn lane. Developer shall construct the turn lanes at this intersection and install the traffic signal when a submitted signal plan is approved by metro traffic engineer.
- The developer shall construct a left turn lane for the northbound approach of Preston Road at Cane Ridge Road and a channelized right turn lane for the eastbound approach of Cane Ridge Road onto Preston Road.
- The developer shall construct the new intersection of Cane Ridge Parkway East at Old Franklin Road. It shall include at a minimum an eastbound left turn lane and separate right turn lane. The two lanes will be separated by a distance sufficient for two through lanes to be constructed by others in the future when Cane Ridge Parkway is extended further east to serve other new development. The southbound approach of Old Franklin Road will feature a channelized right turn lane. The northbound approach of Old Franklin Road will feature a separate left turn lane. Westbound Cane Ridge Parkway departing the intersection and going toward Hickory Hollow Parkway will feature two through lanes. The developer shall signalize this intersection when warrants are met and a submitted signal plan is approved by metro traffic engineer.
- Developer shall conduct a signal warrant study for the intersection of Old Hickory Boulevard and Burkitt Road and install any pertinent roadway improvements and signal when determined by metro traffic engineer.
- Developer shall design pedestrian and bike facilities at the new interchange and within the site development. Site developers should discuss the potential for future transit service with transit representatives and include such design items as bus turn-outs, queue jump lanes, and other infrastructure as needed to accommodate future public transit service. Agreements for buses to enter private roads of the development may also be needed.
- Developer shall provide curb and gutter on all public roads within the development itself.
- Developer shall provide a 30-foot wide landscaped median to accommodate dual left turn lanes at major access points within the development. At other locations a 16-foot wide landscaped median will be sufficient.
- Developer shall provide sufficient right of way width to accommodate necessary improvements described in the approved plan.
- Developer shall prepare a freight and truck movement plan prior to roadway design and include sufficient radii for large truck movements within the site. Appropriate loading and parking facilities shall be provided for land uses per metro code.
- Developer shall provide marked crosswalks and pedestrian signals at all signalized intersections; provide crosswalk markings across minor streets at their intersections with major streets. Include detectable warning strips and all other ADA requirements for pedestrian facilities.
- Developer shall provide timing and phasing of signals to accommodate pedestrian movements. Where necessary, provide sufficient median width for refuge and pedestal push-button controls for pedestrian signals at each handicapped ramp and at refuge islands if full pedestrian phasing is not offered.
- Developer shall meet standards of the Manual on Uniform Traffic Control Devices.
- Developer shall provide a bike route plan, bike route markings, and bike racks within the development.
- As land use plans are finalized, developer shall submit more detailed access plans for parcels detailing length of queues for individual access points, number and location of turn lanes, and forms of traffic control to be utilized at the access point. This traffic analysis report will be the basis for the individual access plans.
- Developer shall provide at a minimum, pavement design and accompanying study with projection of truck traffic over a 40 year pavement life cycle to justify pavement design.
- Developer shall provide street lighting plan on public rights of way.
- As development plans become finalized, developer shall determine location of access points and review with Metro Public Works staff prior to submission of design plans. This initial study will be the basis for access point location with respect to final layout of major signalized intersections. If left turn lanes are being utilized at an un-signalized intersection, developer's traffic engineer shall review the impact of the access point on nearby signalized intersections and submit findings to Metro Public Works.

- An updated TIS will be required when the projected traffic generated by the development reaches 25 percent of total projected traffic generated by the original approved SP plan. Traffic conditions may be subject to change pending the recommendations of the updated traffic analysis.
- Where feasible, Developer shall provide cross access to the parcels fronting the unimproved Cane Ridge Rd section.
- Focused TIS studies will be required when specific parcel final site plans are submitted to determine if additional intersection/driveway modifications are required.
- Developer shall identify a specific phasing plan and triggers to install off- site road improvements and to conduct signal warrant analysis and install traffic signals at appropriate locations when approved by Metro traffic engineer.
- Private internal roads shall be designed to allow adequate laneage at intersections with the Public Roads to allow installation of traffic signals if warranted.
- Developer shall develop wayfinding signage plan for parking facilities.
- Specific development projects shall provide all loading, valet, and delivery areas on site and out of Public ROW.
- Developer shall signalize Crossings Blvd and Old Franklin Rd intersection when warrants are met.

No traffic table was prepared. A Traffic Study was completed for the project which depicts the projected traffic counts.

METRO SCHOOL BOARD REPORT
Projected student generation existing AR2a district: 64 Elementary 40 Middle 41 High
Projected student generation proposed SP-MU district: 141 Elementary 100 Middle 90 High

The proposed SP-MU zoning district could generate 186 more students than what is typically generated under the existing AR2a zoning district. Students would attend A.Z. Kelley Elementary School, Marshall Middle School, and Cane Ridge High School.

A.Z. Kelley Elementary and Cane Ridge High School have been identified as over capacity. There is capacity within the cluster for elementary school students, but there is no capacity within adjacent clusters for high school students. This information is based upon data from the school board last updated October 2014.

The fiscal liability of 90 new high school students is $3,240,000 (90 X $36,000 per student). This is only for information purposes to show the potential impact of this proposal, it is not a staff condition of approval.

School Site Dedication
Due to the potential impact of this development on the public school system, the applicant is required by Planning Commission policy to offer for dedication a school site in compliance with the standards of Section 17.16.040 for elementary schools with a capacity of 500 students.

This land dedication requirement is proportional to the development's student generation potential. Such site shall be in accordance with the site condition and location criteria of the Metropolitan Board of Education and shall be within the Cane Ridge High School cluster. The Board of Education may decline such dedication if it finds that a site is not needed or desired. No final plat for development of any residential uses on the site shall be approved until a school site has been dedicated to the Metro Board of Education or the Board has acted to relieve the applicant of this requirement. However, failure of the Board of Education to act prior to final plat consideration and approval by the Metropolitan Planning Commission in accordance with its schedule and requirements shall constitute a waiver of this requirement by the Board of Education.

STAFF RECOMMENDATION
Staff recommends approval with conditions and disapproval without all conditions as the plan is consistent with the draft preferred future policy and meets several critical planning goals.

CONDITIONS
1. Permitted land uses shall be limited as follows:
   - Residential subdistrict limited to up to 300 multi-family residential units.
   - Retail subdistrict limited to uses allowed in SCR, excluding Cash Advance, Check Cashing and Title Loan

   - Neighborhood Transition subdistrict limited to up to 700 multi-family residential units and all other uses allowed in MUL, excluding Cash Advance, Check Cashing and Title Loan
   - Office Concentration subdistrict limited to uses allowed in MUI, excluding Cash Advance, Check Cashing and Title Loan
   - Mixed Use subdistrict limited to up to 300 multi-family residential units and all other uses allowed in MUI, excluding Cash Advance, Check Cashing and Title Loan
2. All Public Facades shall also be Pedestrian Entrance Facades.
3. Raised foundations of a minimum of 18" and a maximum of 36" are required for all residential buildings. Add this standard to all districts that allow residential dwelling units.
4. The Residential subdistrict shall require a mixture of housing types including, but not limited to, stacked flats and townhomes.
5. The Residential subdistrict shall prohibit parking between a Residential building and parkway.
6. The Neighborhood Transition subdistrict shall require that Mixed Use buildings face onto a public street or internal drive that is visible to the public. Final location must be approved with the Final SP.

7. The Office Concentration subdistrict shall require that 70% of the allowed building area within the subdistrict must be office.
8. The Office Concentration subdistrict shall specify the number of residential dwelling units that will be allowed. If no number is provided, no units will be allowed.
9. The Mixed Use subdistrict shall limit the acreage allowed for Big Box buildings to a maximum of 25 acres.
10. The Mixed Use subdistrict shall limit Big Box buildings to land between the parkway and Interstate 24 only.
11. The Mixed Use subdistrict shall require that 50% of the buildings (excluding Big Box) shall be vertically mixed use.
12. The Retail subdistrict shall limit signage to as per the SCR zoning district.
13. All building forms shall require building entrances and walkways along long, blank building walls to create a pedestrian friendly environment through the use of wide walkways, generous landscaping and trees, benches, art, plazas, and other similar enhancements.
14. As per the Major and Collector Street Plan, provide the following sidewalks along Cane Ridge Road: 6' planting strip and 8' sidewalks.
15. Sidewalk locations will be determined at final site plan and may be located inside or outside of the right of way in pedestrian easements.
16. Due to the potential impact of this development on the public school system, the applicant is required by Planning Commission policy to offer for dedication a school site in compliance with the standards of Section 17.16.040 for elementary schools with a capacity of 500 students. The school site does not have to be on the subject property.
17. 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 following zoning districts as of the date of the application request or application:

- Residential subdistrict – RM20
- Retail subdistrict – SCR
- Neighborhood Transition subdistrict – MUL
- Office Concentration subdistrict – MUI
- Mixed Use subdistrict – MUI

18. 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.
19. 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.
20. 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.
21. 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.
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32. In accordance with TIS findings and per the Metro Traffic Engineer, Developer shall comply with the following recommendations and construct the following road layout and interchange prior to the development of project structures:

- A full interchange at Exit 60 consistent with approvals from TDOT and FHWA shall be constructed prior to phase 1 initial development.

- Developer shall construct and provide a route for site traffic to move to and from the eastbound ramps of the Interstate directly onto the site's local street via a full grade separation (i.e., a tunnel) at the extension of the Hickory Hollow Parkway. (Ramps serving traffic going to and from Hickory Hollow Parkway itself would still intersect with the parkway at grade.)
- Developer shall construct a separate channelized right turn lane on the northbound approach of Hickory Hollow Parkway to Crossings Boulevard.
- Developer shall extend Hickory Hollow Parkway as a multi-lane facility with landscaped median from the interchange to Cane Ridge Road.
- Developer shall construct a new multi-lane Cane Ridge Parkway from a point on the existing Cane Ridge Road through the site, through a new at-grade intersection with the extended Hickory Hollow Parkway, and terminating at a new signalized intersection with Old Franklin Road. Any additional access to existing public roads may require turn lanes and additional traffic analysis and signal warrant analysis by developer and result in additional road improvements
- Developer shall construct a two-lane roundabout at the new intersection of Cane Ridge Road and Cane Ridge Parkway, as well as two-lane approaches on Cane Ridge Road itself.
- Developer shall construct a second two-lane roundabout at the new intersection of the extended Hickory Hollow Parkway with Cane Ridge Road. The section of road between the second roundabout and the intersection of Cane Ridge Road and Old Franklin Road will require two through lanes in each direction. Eastbound Cane Ridge Road will require two approach lanes to the roundabout.
- The developer shall signalize the intersection of Cane Ridge Road and Old Franklin Road when warrants are met. The eastbound approach should include at a minimum a dedicated left turn lane, a through lane, and a channelized right turn lane. The westbound approach of Cane Ridge Road should include at a minimum a left turn lane, a through lane, and a channelized right turn lane. The northbound approach of Old Franklin Road should include at a minimum a left turn lane. The southbound approach of Old Franklin Road should include at a minimum a left turn lane and a channelized right turn lane. Developer shall construct the turn lanes at this intersection and install the traffic signal when a submitted signal plan is approved by metro traffic engineer.
- The developer shall construct a left turn lane for the northbound approach of Preston Road at Cane Ridge Road and a channelized right turn lane for the eastbound approach of Cane Ridge Road onto Preston Road.
- The developer shall construct the new intersection of Cane Ridge Parkway East at Old Franklin Road. It shall include at a minimum an eastbound left turn lane and separate right turn lane. The two lanes will be separated by a distance sufficient for two through lanes to be constructed by others in the future when Cane Ridge Parkway is extended further east to serve other new development. The southbound approach of Old Franklin Road will feature a channelized right turn lane. The northbound approach of Old Franklin Road will feature a separate left turn lane. Westbound Cane Ridge Parkway departing the intersection and going toward Hickory Hollow Parkway will feature two through lanes. The developer shall signalize this intersection when warrants are met and a submitted signal plan is approved by metro traffic engineer.
- Developer shall conduct a signal warrant study for the intersection of Old Hickory Boulevard and Burkitt Road and install any pertinent roadway improvements and signal when determined by metro traffic engineer.
- Developer shall design pedestrian and bike facilities at the new interchange and within the site development. Site developers should discuss the potential for future transit service with transit representatives and include such design items as bus turn-outs, queue jump lanes, and other infrastructure as needed to accommodate future public transit service. Agreements for buses to enter private roads of the development may also be needed.
- Developer shall provide curb and gutter on all public roads within the development itself.
- Developer shall provide a 30-foot wide landscaped median to accommodate dual left turn lanes at major access points within the development. At other locations a 16-foot wide landscaped median will be sufficient.
- Developer shall provide sufficient right of way width to accommodate necessary improvements described in the approved plan.
- Developer shall prepare a freight and truck movement plan prior to roadway design and include sufficient radii for large truck movements within the site. Appropriate loading and parking facilities shall be provided for land uses per metro code.
- Developer shall provide marked crosswalks and pedestrian signals at all signalized intersections; provide crosswalk markings across minor streets at their intersections with major streets. Include detectable warning strips and all other ADA requirements for pedestrian facilities.
- Developer shall provide timing and phasing of signals to accommodate pedestrian movements. Where necessary, provide sufficient median width for refuge and pedestal push-button controls for pedestrian signals at each handicapped ramp and at refuge islands if full pedestrian phasing is not offered.
- Developer shall meet standards of the Manual on Uniform Traffic Control Devices.
- Developer shall provide a bike route plan, bike route markings, and bike racks within the development.
- As land use plans are finalized, developer shall submit more detailed access plans for parcels detailing length of queues for individual access points, number and location of turn lanes, and forms of traffic control to be utilized at the access point. This traffic analysis report will be the basis for the individual access plans.
- Developer shall provide at a minimum, pavement design and accompanying study with projection of truck traffic over a 40 year pavement life cycle to justify pavement design.
- Developer shall provide street lighting plan on public rights of way.
- As development plans become finalized, developer shall determine location of access points and review with Metro Public Works staff prior to submission of design plans. This initial study will be the basis for access point location with respect to final layout of major signalized intersections. If left turn lanes are being utilized at an un-signalized intersection, developer's traffic engineer shall review the impact of the access point on nearby signalized intersections and submit findings to Metro Public Works.

- An updated TIS will be required when the projected traffic generated by the development reaches 25 percent of total projected traffic generated by the original approved SP plan. Traffic conditions may be subject to change pending the recommendations of the updated traffic analysis.
- Where feasible, Developer shall provide cross access to the parcels fronting the unimproved Cane Ridge Rd section.
- Focused TIS studies will be required when specific parcel final site plans are submitted to determine if additional intersection/driveway modifications are required.
- Developer shall identify a specific phasing plan and triggers to install off- site road improvements and to conduct signal warrant analysis and install traffic signals at appropriate locations when approved by Metro traffic engineer.
- Private internal roads shall be designed to allow adequate laneage at intersections with the Public Roads to allow installation of traffic signals if warranted.
- Developer shall develop wayfinding signage plan for parking facilities.
- Specific development projects shall provide all loading, valet, and delivery areas on site and out of Public ROW.
- Developer shall signalize Crossings Blvd and Old Franklin Rd intersection when warrants are met.

Approved with conditions and disapproved without all conditions (8-0-1), Consent Agenda

Resolution No. RS2015-53

"BE IT RESOLVED by The Metropolitan Planning Commission that 2015SP-005-001 is **Approved with conditions and disapproved without all conditions. (8-0-1)**"

CONDITIONS

1. Permitted land uses shall be limited as follows:
- **Residential subdistrict limited to up to 300 multi-family residential units.**
- **Retail subdistrict limited to uses allowed in SCR, excluding Cash Advance, Check Cashing and Title Loan**
- **Neighborhood Transition subdistrict limited to up to 700 multi-family residential units and all other uses allowed in MUL, excluding Cash Advance, Check Cashing and Title Loan**
- **Office Concentration subdistrict limited to uses allowed in MUI, excluding Cash Advance, Check Cashing and Title Loan**
- **Mixed Use subdistrict limited to up to 300 multi-family residential units and all other uses allowed in MUI, excluding Cash Advance, Check Cashing and Title Loan**

2. All Public Facades shall also be Pedestrian Entrance Facades.
3. Raised foundations of a minimum of 18" and a maximum of 36" are required for all residential buildings. Add this standard to all districts that allow residential dwelling units.
4. The Residential subdistrict shall require a mixture of housing types including, but not limited to, stacked flats and townhomes.
5. The Residential subdistrict shall prohibit parking between a Residential building and parkway.
6. The Neighborhood Transition subdistrict shall require that Mixed Use buildings face onto a public street or internal drive that is visible to the public. Final location must be approved with the Final SP.
7. The Office Concentration subdistrict shall require that 70% of the allowed building area within the subdistrict must be office.
8. The Office Concentration subdistrict shall specify the number of residential dwelling units that will be allowed. If no number is provided, no units will be allowed.
9. The Mixed Use subdistrict shall limit the acreage allowed for Big Box buildings to a maximum of 25 acres.
10. The Mixed Use subdistrict shall limit Big Box buildings to land between the parkway and Interstate 24 only.
11. The Mixed Use subdistrict shall require that 50% of the buildings (excluding Big Box) shall be vertically mixed use.
12. The Retail subdistrict shall limit signage to as per the SCR zoning district.
13. All building forms shall require building entrances and walkways along long, blank building walls to create a pedestrian friendly environment through the use of wide walkways, generous landscaping and trees, benches, art, plazas, and other similar enhancements.
14. As per the Major and Collector Street Plan, provide the following sidewalks along Cane Ridge Road: 6' planting strip and 8' sidewalks.
15. Sidewalk locations will be determined at final site plan and may be located inside or outside of the right of way in pedestrian easements.
16. Due to the potential impact of this development on the public school system, the applicant is required by Planning Commission policy to offer for dedication a school site in compliance with the standards of Section 17.16.040 for elementary schools with a capacity of 500 students. The school site does not have to be on the subject property.
17. 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 following zoning districts as of the date of the application request or application:
- **Residential subdistrict – RM20**
- **Retail subdistrict – SCR**
- **Neighborhood Transition subdistrict – MUL**
- **Office Concentration subdistrict – MUI**
- **Mixed Use subdistrict – MUI**

18. 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.

19. 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.
20. 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.
21. 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.
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