

2015SP-016-001

1922 BROADWAY

Map 092-16, Parcel(s) 139, 141, 143

Council District 19 (Erica S. Gilmore)

Staff Reviewer: Jason Swaggart

A request to rezone from MUI-A to SP-MU zoning for properties located at 1912, 1918 and 1922 Broadway, at the corner of Broadway and 20th Avenue South, (0.94 acres), to permit a mixed-use development, requested by Land Development.com, applicant; 1918 Broadway, LLC, Land Development.com, Inc. and Broadway at Lyle Property Inc., owners.

Staff Recommendation: Approve with conditions and disapprove without all conditions.

APPLICANT REQUEST

Preliminary SP to permit a mixed-use development.

Preliminary SP

A request to rezone from Mixed Use Intensive-A (MUI-A) to Specific Plan – Mixed-Use (SP-MU) zoning for properties located at 1912, 1918 and 1922 Broadway, at the corner of Broadway and 20th Avenue South, (0.94 acres), to permit a mixed-use development.

Existing Zoning

Mixed Use Intensive-A (MUI-A) is intended for a high intensity mixture of residential, retail, and office uses and is designed to create walkable neighborhoods through the use of appropriate building placement and bulk standards.

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 existing restaurant and retail buildings, intensifying development on an infill site. Located along a bus line, the development will be easily accessible by public transportation as well as by foot or bicycle.

GREENHILLS - MIDTOWN COMMUNITY PLAN

Current Policy

Center Mixed Use Neighborhood (T5 MU) policy is intended to preserve and enhance urban mixed use neighborhoods that are characterized by a development pattern that contains a diverse mix of residential and non-residential land uses, and that are envisioned to remain or develop in a mixed use pattern. T5 MU areas are intended to be among the most intense areas in Davidson County. T5 MU areas include the County's major employment centers, representing several sectors of the economy including health care, finance, retail, the music industry, and lodging.

Growth and Conservation Concept Map

No change is proposed.

Consistent with Policy?

Yes. The proposed SP is consistent with the T5 MU policy. The plan would permit a variety of uses with supportive structured parking that would support the already diverse mixed-use area. A special policy that applies to this site supports heights up to 20 stories, with the exception that it can also support greater heights at prominent location provided the site and building design meet the intent of the policy. The plan calls for a maximum height of 25 stories. Staff finds that the location of the project in relation to other planned projects, as well as the width of Broadway and the creation of a pedestrian friendly streetscape along Broadway, support the proposed height.

PLAN DETAILS

The approximately 0.96 acre site is located along Broadway between 20th Avenue South and Lyle Avenue. It currently contains several buildings including Nashville and J.J.'s Market & Café. The surrounding area contains a wide variety of uses as well as low rise and high rise buildings.

Site Plan

The plan calls for a maximum 25 story mixed use building. The plan would permit a variety of uses which include all the uses that are permitted under the current MUI-A zoning district. This includes commercial, office and residential uses. The SP would permit a maximum floor area of approximately 501,811 sq. ft., and an approximate FAR of 12, and a maximum of 350 residential units. The plan calls for active ground floor space along the entire length of Broadway and up 20th from the corner of Broadway for at least 70 feet.

While the maximum overall height is 25 stories, the maximum height within the build-to-zone (0' to 15') is seven stories, with the exception that the tower may rise shear from the ground for a percentage of the lower level façade. This means that the building along a certain percentage of each façade may rise from ground level to the maximum height. Following is the maximum percentage of the building façade that could rise from ground level to the maximum height:

- Broadway: 25%;
- 20th Avenue: 55%;
- Lyle: 70%.

Vehicular access into the site will be from Lyle Avenue and 20th Avenue. There is no vehicular access proposed for Broadway. The plan does call for a valet loading zone along Broadway. Parking is to be provided below grade as well as above the first floor. The plan requires that the upper level parking decks be screened in a manner consistent with the architecture of the building and in a manner that screens cars from view from the street.

ANALYSIS

The request is consistent with the T5 MU land use policy and meets several critical planning goals. There is an alley located at the rear of the site. While staff would prefer that vehicular access be from the rear alley, the grade difference from the alley to Broadway makes it infeasible. The plan does not permit any vehicular access onto Broadway. There are currently three drives and the removal of these drives and the restriction prohibiting vehicular access onto Broadway will strengthen the pedestrian environment along this stretch of Broadway.

FIRE MARSHAL RECOMMENDATION

Approved with conditions

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

METRO HISTORIC ZONING COMMISSION STAFF

Approved

STORMWATER RECOMMENDATION

Approved

PUBLIC WORKS RECOMMENDATION

Approve 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.
- Comply with MPW Traffic Engineer Conditions, submit previously requested TIS.
- Any changes to the existing roadway direction, stripping, etc must be approved by Metro Traffic and Parking Commission.

TRAFFIC & PARKING RECOMMENDATION

Approve with conditions

- Developer shall widen Lyle Avenue approximately 7 feet to allow a minimum of 33 feet of pavement with curb and gutter along frontage.
- Developer shall apply to T & P to restrict on-street parking and loading along Lyle Ave project frontage.
- Building plans shall provide pedestrian access from the site land uses to the valet, taxi zone and parking areas identified on Lyles Ave frontage.
- Developer shall refurbish lane striping on 20th Avenue, S. and Lyle Avenue along the frontage of the project site. Install one way signage per MUTCD standards opposite 20th Ave s access drive. Developer shall sign the Lyle Ave. access points per MUTCD to allow appropriate drive operation. Submit pavement marking and signage plan with construction documents.
- Developer shall install crosswalks and pedestrian hybrid beacons on each approach of the 20th Ave and Broadway intersection. Developer shall submit signal/signage and striping plan to metro traffic engineer and upon approval developer shall install pedestrian infrastructure.
- In conjunction with the preparation of final construction documents for the proposed project, sight triangles should be provided to identify the sight distance which will be available based on the specific location of the project access and its design parameters. These sight triangles should be developed based on guidelines that are included in A Policy on Geometric Design of Highways and Streets, which is published by the American Association of State Highway and

Transportation Officials (AASHTO) and commonly known as The Green Book. Specifically, The Green Book indicates that for a speed of 30 mph, the minimum stopping sight distance is 200 feet. This is the distance that motorists on 20th Avenue, S. and Lyle Avenue will need to come to a stop if a vehicle turning from a project access creates a conflict. Also, based on The Green Book, the minimum intersection sight distance is 335 feet. This is the distance that motorists exiting the project accesses will need to safely complete turns onto 20th Avenue, S. and Lyle Avenue.

- All valet parking, deliveries, and taxi operations shall occur on-site at the proposed loop access drives on Lyle Avenue. All loading for the residential land uses should occur in the service areas noted on the current site plan. Remove valet area along Broadway frontage identified on SP site plan. Maintain existing curb line to allow a WB travel lane terminating as a right turn lane at 20th Ave. Identify Bus stop and associated bus shelter along Broadway and apply to T&P for restricted parking and loading along Broadway frontage. Developer shall submit striping and signage plan for right turn lane with construction documents. No bulb outs at 20th or Lyle intersection with Broadway will be allowed.
- Currently, the developer of the proposed project intends to gate the access to the parking garage from 20th Avenue, S. This gate should be provided at least 40 feet inside the garage to accommodate queued vehicles. Identify denial lane at gated entrance.

WATER SERVICES RECOMMENDATION

Approve

Approved as a Preliminary SP only. Public construction plans must be submitted and approved prior to Final SP approval. Capacity fees must be paid prior to Final SP approval. Exact number of each type of use within this development must be provided before payment of these fees.

METRO SCHOOL BOARD REPORT

Projected student generation existing MUI-A district: 1 Elementary 0 Middle 1 High

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

The proposed SP-MU zoning district would generate two additional students than what is typically generated under the existing MUI-A zoning district. Students would attend Eakin Elementary School, West End Middle School, and Hillsboro High School. Both Eakin Elementary and West End Middle School are over capacity. This information is based upon data from the school board last updated October 2014.

Fiscal Liability

The fiscal liability of one new middle school student is \$26,000 (1 X 26,000 per student). This is only for information purposes to show the potential impact of this proposal, it is not a staff condition of approval.

STAFF RECOMMENDATION

Staff recommends that the request be approved with conditions and disapproved without all conditions.

CONDITIONS

1. Uses within the SP shall be limited to a maximum of 350 residential units and all other uses permitted under the MUI zoning district.
2. The maximum building height shall be limited to 25 stories. The maximum height along Broadway shall be 20 stories along no more than 25% of the frontage. The remaining 75% of the building along Broadway is limited to seven stories
3. Billboards shall not be permitted. The existing billboard must be removed prior to the issuance of a grading permit.
4. No vehicular access shall be permitted from Broadway.
5. Pedestrian improvements shall provide the following minimum dimensions. Improvements may be located within a pedestrian easement if necessary:
 - Broadway – 4' Planting area (strip or tree wells) and 10' sidewalk;
 - 20th – 4' Planting area (strip or tree wells) and 10' sidewalk;
 - Lyle – 4' Planting area (strip or tree wells) and 8' sidewalk.
6. The Preliminary SP plan is the site plan and associated documents. If applicable, remove all notes and references that indicate that the site plan is illustrative, conceptual, etc.
7. 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 MUI-A zoning district as of the date of the applicable request or application. Uses are limited as described in the Council ordinance.
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.

Approve with conditions and disapprove without all conditions. (9-0), Consent Agenda

Resolution No. RS2015-190

"BE IT RESOLVED by The Metropolitan Planning Commission that 2015SP-016-001 is **Approved without conditions and disapproved without all conditions. (9-0)**"

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