

## 2015SP-021-001

### GRACE AT ELLISTON

Map 092-15, Parcel(s) 140, 142  
Council District 21 (Edith Taylor Langster)  
Staff Reviewer: Lisa Milligan

A request to rezone from MUG-A and ORI to SP-MU zoning for property located at 2305 and 2311 Elliston Place, approximately 250 feet north of 24th Avenue North, (1.3 acres), to permit a mixed use building with up to 320 residential units, requested by Barge Cauthen & Associates, applicant; West End Land Dev. Co., LP., owner.

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

### APPLICANT REQUEST

**Preliminary SP to permit a mixed use building.**

#### Preliminary SP

A request to rezone from Mixed Use General – Alternative (MUG-A) and Office/Residential Intensive (ORI) to Specific Plan – Mixed Use (SP-MU) zoning for property located at 2305 and 2311 Elliston Place, approximately 250 feet north of 24th Avenue North, (1.3 acres), to permit a mixed use building with up to 320 residential units.

### Existing Zoning

Mixed Use General – Alternative (MUG-A) is intended for a moderately 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.

Office/Residential Intensive (ORI) is intended for high intensity office and/or multifamily residential uses with limited retail opportunities.

### Proposed Zoning

Specific Plan – Mixed Use (SP-MU) is a zoning district category that provides for additional flexibility in 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 and nonresidential 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 project will intensify development on an infill site. Sidewalks are being improved to increase pedestrian access and walkability. A bike lane is also being provided to allow for alternate transportation choices. Bike parking is being provided on site for residents as well as the general public. The mixture of uses, including ground floor nonresidential uses, encourages walking in the area and provides for a vibrant streetscape.

### GREEN HILLS MIDTOWN COMMUNITY PLAN

#### Existing Land Use Policy

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 nonresidential 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.

#### DRAFT Preferred Future Land Use Policy

No proposed changes.

#### Consistent with Policy?

The proposed SP zoning district would provide high density residential and supportive structured parking along with nonresidential uses that would support the already diverse mixed use area. The project is proposed to be 18 stories in height. The location of the project and the orientation of the tower element in relation to West End Avenue and the height limitation on Elliston Place is in line with the goals of the policies along Elliston Place and West End Avenue. The proposed development would provide additional opportunities for living in the urban core of the city and the nonresidential uses provide options for people living, working and visiting the area.

**PLAN DETAILS**

The site is located at 2305 and 2311 Elliston Place, south of Elliston Place and west of 23<sup>rd</sup> Avenue North. The site is approximately 1.3 acres in size. The current use of the property is a low rise retail building as well as vacant land.

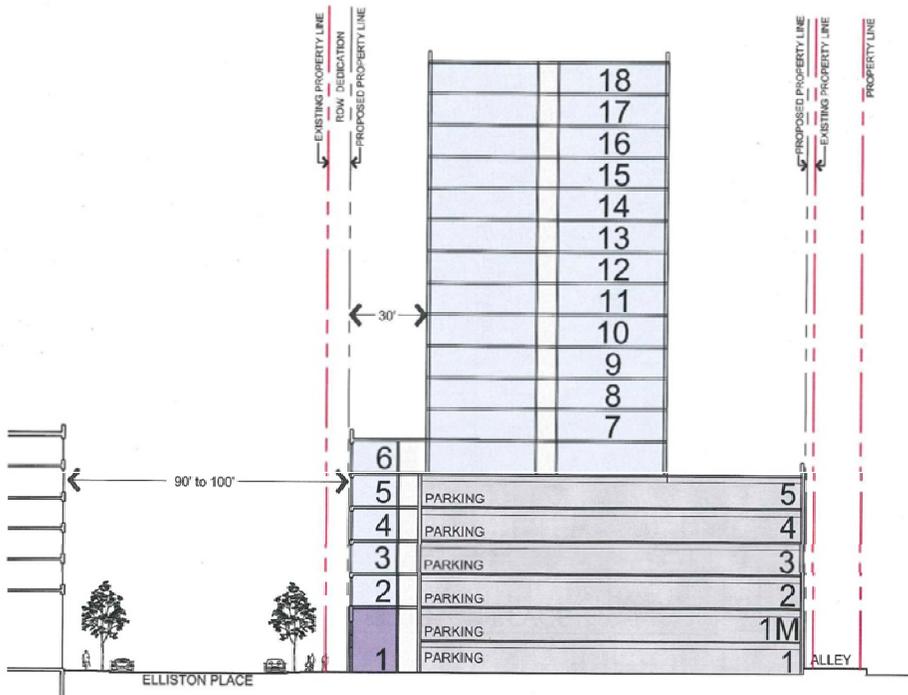
Site Plan

The plan proposes up to 320 multi-family residential units and up to 13,000 square feet of nonresidential uses. The permitted nonresidential uses are those allowed in MUG-A zoning.

The plan provides sidewalks along Elliston Place to be consistent with the adopted Major and Collector Street Plan consisting of a 4 foot planting strip and a 10 foot sidewalk. A bike lane is being provided along Elliston Place as well as on-street parking. Street trees are proposed along the entire frontage.

The building is proposed to be 6 stories feet at the build-to-line and go up to 18 stories. The tower element of the building is stepped back a minimum of 30 feet from the front build-to-line on the western end of the building up to a maximum of 95 feet from the front build-to-line on the eastern end of the building. The image below shows a rendering of the tower at its closest to Elliston Place.

The street level of the development is proposed to have non-residential uses with a storefront to provide for an activated public realm. Structured parking is included as a part of the development with a total of 500 spaces provided. Vehicular access to the site will be from Elliston Place and also from the alley to the rear of the proposed building.



**ANALYSIS**

In March 2012, the Midtown Study was prepared as part of the Green-Hills Midtown Community Plan. The Midtown Study provides specific guidance on the development of properties located in the Midtown area including height. The proposed site is located within the T5-MU-03 sub-area which specifies maximum heights of about 8 stories being generally most appropriate for the area. Punctuations of greater height may be appropriate at prominent locations, provided that the site and building design meet the policy. The site is located in a wedge of property located south of Elliston Place that is immediately adjacent to areas that allow for heights of 20 stories and above. The height of the proposed tower exceeds the general height specified for its specific sub-area. However, given the location and orientation of the tower portion of the development toward West End as opposed to Elliston Place, staff finds that the height is appropriate for this specific location within the sub-area.

The plan adds housing choice to an existing urban neighborhood and provides infill development on an underutilized urban lot. The plan meets several critical planning goals including creating a more pedestrian friendly, walkable streetscape.

**FIRE DEPARTMENT RECOMMENDATION**

**Approved with Conditions**

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

**STORMWATER RECOMMENDATION**

**Conditions if Approved**

1. Site shall discharge into an 18” or larger combination line or a dedicated storm structure downstream of site.

**WATER SERVICES**

**Approved**

1. Approved as a Preliminary SP only. This approval does not apply to the private utility layout, which must be submitted for review to MWS Permits. The required capacity fees (30%) must be paid prior to Final SP approval.

**PUBLIC WORKS RECOMMENDATION**

**Approved with Conditions**

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. Prior to Final SP, recess doors along Elliston PI, so that they do not swing into pedestrian path.
3. Prior to the submittal of the Final SP, a detailed road side cross section should be coordinated with MPW to ensure compliance with the standards of MPW and ADA. Proposed parking on Elliston should be recessed into the existing curb line, final design may vary slightly.

**TRAFFIC AND PARKING RECOMMENDATION**

**Approved with Conditions**

In accordance with TIS findings, Developer shall comply with the following conditions:

Elliston Place & Primary Site Access

- The primary site access drive on Elliston Place should be aligned with the Elliston23 access and should be designed to include a minimum of one entering lane and one exiting lane.
- The on-street parking on the south side of Elliston Place should be restricted for a minimum of 40 feet to the east and west side of the proposed access.

Elliston Place & 24th Avenue North

- In order to improve intersection sight distance for northbound left-turning vehicles at the intersection of 24th Avenue North and Elliston Place, the existing “No Parking to Corner” sign on the south side of Elliston Place east of 24th Avenue North should be relocated approximately 25 feet to the east, which will eliminate one existing on-street parking space.
- In order to improve intersection sight distance for northbound right-turning vehicles at the intersection of 24th Avenue North and Elliston Place, the existing first on-street metered parking space on the south side of Elliston Place west of 24th Avenue North should be removed. Developer shall apply to Traffic and Parking for on- street parking modification approval.
- High-visibility pedestrian crosswalks shall be provided on the north and south legs of 24th Avenue North at Elliston Place by developer. A detectable warning mat shall be provided on the southeast corner of the intersection. It may be necessary to cut and fit the warning detectable mat around the existing sewer manhole on the corner. A detectable warning mat should be installed on the northwest corner.
- Stop lines on the north and south legs of 24th Avenue North at Elliston Place should be located approximately 4 feet in advance of the pedestrian crosswalks.
- High-visibility pedestrian crosswalks shall be provided on the east and west legs of Elliston Place at 24th Avenue North. The crosswalks should be approximately 10 feet wide.
- Pedestrian crossing (W11-2) warning signs with supplemental yield state law diagonal arrow (W16-7p modified) sign should be provided at each crosswalk on Elliston Place. The signs should have fluorescent yellow-green background. Due to the location of existing utility poles that could impact visibility of the pedestrian crossing signs, the signs shall be installed by developer in advance of the utility poles on the eastbound and westbound approaches of Elliston Place.

Elliston Place Cross-section

- The Elliston Place street cross section shall match the lane widths and associated infrastructure recently constructed on the North side of Elliston Place.

Maximum Uses in Existing Zoning District: **MUG-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (820)	0.56	3.0 F	73,180 SF	5544	129	517

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Office (710)	0.74	3.0 F	96,703 SF	1301	183	188

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)	1.3	-	320 U	2063	161	194

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)	1.3	-	13,000 SF	594	18	53

Traffic changes between maximum: **MUG-A** and **ORI** and **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	-4,188	-133	-458

**METRO SCHOOL BOARD REPORT**

Projected student generation existing **MUG-A & ORI** district: 0 Elementary 0 Middle 0 High

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

The proposed SP-MU zoning district could generate 4 more students than what is typically generated under the existing ORI and MUG-A zoning district, utilizing the Urban Infill Factor. Students would attend Eakin Elementary, West End Middle School and Hillsboro High School. Eakin Elementary and West End Middle have been identified as over capacity and there is no additional capacity within the cluster for elementary or middle school students. This information is based upon data from the school board last updated October 2014.

The fiscal liability of 1 new elementary student is \$21,500 (1 X\$21,500 per student). The fiscal liability of 1 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 approval with conditions and disapproval without all conditions.

**CONDITIONS**

1. Permitted land uses shall be limited to up to 320 multi-family residential dwelling units and all other uses in MUG-A zoning district.
2. 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.
3. 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.
4. 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.
5. 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.
6. Comply with requirements of Public Works in regards to traffic.

Approved with conditions and disapproved without all conditions (9-0), Consent Agenda

**Resolution No. RS2015-59**

"BE IT RESOLVED by The Metropolitan Planning Commission that 2015SP-021-001 is **Approved with conditions and disapproved without all conditions. (9-0)**"

**CONDITIONS**

1. Permitted land uses shall be limited to up to 320 multi-family residential dwelling units and all other uses in MUG-A zoning district.
2. 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.
3. 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.
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5. 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.
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