

2016SP-019-001

R. MANUEL CENTENNIAL SP

Map 091, Parcel(s) 009-010, 012
Council District 20 (Mary Carolyn Roberts)
Staff Reviewer: Lisa Milligan

A request to rezone from IR to SP-MU zoning for property located at 1407 51st Avenue North, 1640 54th Avenue North and 54th Avenue North (unnumbered), approximately 475 feet north of Centennial Boulevard (27.87 acres), to permit a mixed-use development with up to 394 multi-family units, requested by Southeast Venture, LLC, applicant; R. Manuel Centennial GP, owner. (See also Community Plan Case No. 2016CP-007-002).

Staff Recommendation: Approve with conditions and disapprove without all conditions if the associated plan amendment is approved. Disapprove if the associated plan amendment is not approved.

APPLICANT REQUEST

Permit a mixed-use development with up to 394 multi-family dwelling units.

Preliminary SP

A request to rezone from Industrial Restrictive (IR) to Specific Plan-Mixed Use (SP-MU) zoning for property located at 1407 51st Avenue North, 1640 54th Avenue North and 54th Avenue North (unnumbered), approximately 475 feet north of Centennial Boulevard (27.87 acres), a mixed-use development with up to 394 multi-family units.

Existing Zoning

Industrial Restrictive (IR) is intended for a wide range of light manufacturing uses at moderate intensities within enclosed structures.

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 commercial and light industrial uses.

CRITICAL PLANNING GOALS

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

The proposed development meets several critical planning goals. Development in areas with adequate infrastructure is more appropriate than development in areas 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 proposes development on an infill site. Sidewalks are being provided internally to create a more pedestrian friendly and walkable area and a sidewalk is proposed to connect across the railroad crossing to Centennial Boulevard. The development proposes a mixture of housing types to provide for housing choice as well as introducing new housing types into the area where they don't currently exist.

WEST NASHVILLE COMMUNITY PLAN

Current Policy

Conservation (CO) is intended to preserve environmentally sensitive land features through protection and remediation. CO policy applies in all Transect Categories except T1 Natural, T5 Center, and 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. The guidance for preserving or enhancing these features varies with what Transect they are in and whether or not they have already been disturbed.

D Industrial (D IN) is intended to preserve, enhance, and create Industrial Districts in appropriate locations. The policy creates and enhances areas that are dominated by one or more industrial activities, so that they are strategically located and thoughtfully designed to serve the overall community or region, but not at the expense of the immediate neighbors. Types of uses in D IN areas include non-hazardous manufacturing, distribution centers and mixed business parks containing compatible industrial and non-industrial uses. Uses that support the main activity and contribute to the vitality of the D IN are also found.

Proposed Policy

T4 Urban Mixed Use Neighborhood (T4 MU) is intended to preserve, enhance, and create urban, mixed use neighborhoods with a development pattern that contains a variety of housing along with mixed, use, commercial, institutional, and even light industrial development. T4 MU areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit.

Special Policy

As part of the Community Plan Amendment request, Staff is recommending the following special policies:

- Zone change requests must be to a design-based zoning district.
- Additional public access is critical and required in this area.
- More than 30 single-family units or more than 100 multi-family units requires two public access points onto any T4-M-AB-4 street as classified by the Major and Collector Street Plan and as per the current Fire Code. Any future changes to the current Fire Code requirements or the Fire Marshal's interpretations thereof will automatically trigger changes in the maximum number of residential units that may be supported under this Special Policy.

Consistent with Policy?

The proposed SP is consistent with the proposed T4 Urban Mixed Use Neighborhood policy. The plan proposes a mixed use development that includes a mixture of housing unit types along with non-residential uses, including the opportunity for light industrial. The development includes provisions for sidewalks throughout the plan, providing for pedestrian connectivity. The plan is consistent with the proposed Special Policies. The proposed zoning is a design-based zoning district. Staff is recommending certain conditions in regards to both the access at 54th Avenue N and the secondary access to ensure that proper access is provided for the development at the necessary time.

PLAN DETAILS

The site is located at 1407 51st Avenue North, 1640 54th Avenue North and 54th Avenue North (unnumbered), approximately 475 north of Centennial Boulevard. The site is situated between a railroad track and the Cumberland River and is approximately 27.87 acres in size and currently vacant.

Site Plan

The plan proposes a mixed-use development with up to 394 multi-family residential dwelling units. The proposed development is divided into five zones. Zones 1 through 4 are proposed for a variety of residential dwelling unit types including single-family detached units, single-family attached units, and multi-family stacked flats. Zone 5 is proposed as a regulatory SP which allows uses permitted within the IR zoning district, with certain exemptions.

Within the residential portion of the SP, the maximum number of units per Zone is as follows: Zone 1 – 192 units; Zone 2 – 32 units; Zone 3 – 50 units; Zone 4 – 120 units. The SP proposes certain design standards for the residential units including minimum glazing, entrances, window orientation, prohibited materials, porch depth and raised foundations. The maximum height of all types of residential units is 3 stories in 45 feet, measured from average grade to roofline.

Zone 5 is proposed as a regulatory SP and includes all bulk standards and uses of the IR district, with certain exceptions. Prohibited uses include a variety of the more intense uses allowed by the IR district such as Automobile Repair, Heavy Equipment Sales and Service, Manufacturing, Light/Medium, Tank Farm, and Construction/Demolition Waste Processing.

Primary access to the sites is provided at an existing rail crossing at 54th Avenue N. 54th Avenue North will be extended north through the site to a proposed roundabout and then continue west to the property line. This will allow for future connectivity if the property to the west redevelops. A secondary access is proposed to run through Zone 5 and connect to 51st Avenue N. This access will not be a public street but will have a public access easement so that it can be utilized by the future residents. Sidewalks are provided through the development to connect the various zones. Additionally, the property adjacent to the Cumberland River is proposed to include a greenway dedication.

ANALYSIS

The proposed development provides for an urban development on an infill site. The proposed SP is consistent with the requested policy change to T4 Urban Mixed Use Neighborhood and provides for an extension of the existing T4 Urban Mixed Use Neighborhood policy area along Centennial Boulevard. Zone 5 creates a transition area from the more intense existing industrial uses to the east of the site and the proposed residential development.

FIRE MARSHAL RECOMMENDATION

Approve with conditions

- Fire Code issues for the structures will be addressed at permit application review. A development this size will require 2 means of ingress/egress

STORMWATER RECOMMENDATION

Approve

WATER SERVICES RECOMMENDATION

Approve with conditions

- Approved as a Preliminary SP only. Public water and sewer construction plans must be submitted and approved prior to Final SP approval. These approved construction plans must match the Final Site Plan/SP plans. Part of this plan approval will require a CSX utility line crossing permit. The required capacity fees must also be paid prior to Final Site Plan/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.
- The SP shall comply with all Metro Codes, adopted plans, and MPW policies and standards applicable at the date of approval from the Metro Planning Commission.
- With the Final SP submittal, a dimensioned site plan on a field run survey will be required. With the Final SP submittal revisions to the preliminary SP may be required.
- Comply with MPW Traffic Engineer
- All pedestrian improvements and vehicular crossings at the CSX railroad require approval by rail authority prior to MPW sign off on the permit. If the rail crossing is not approved by CSX then the SP must be reevaluated by MPW.
- The only public streets within the proposal are to be 54th extension, north of the RR and the extension to the property on the west, to the property line. The remainder of the development is to be private property and sign as such.
- Prior to the Final SP submittal submit a solid waste and recycling plan. The site will require multiple dumpster locations and/or private hauler, as MPW does not traverse private property to pickup solid waste and recycling.

TRAFFIC AND PARKING RECOMMENDATION

Conditions if approved

In accordance with the findings of the TIS, the developer of Centennial SP shall install the following roadway improvements unless previously constructed.

Centennial Boulevard and 51st Avenue North

- SP developer shall provide a leading, protected left turn phase for the northbound approach of 51st Avenue North to Centennial Boulevard traffic signal. Developer shall submit signal modification plans for metro traffic engineer approval and install signal modification when directed by metro traffic engineer.
- Refurbish the pedestrian crosswalk pavement markings on the west leg of the intersection by Developer in conjunction with signal modification.

Centennial Boulevard and 54th Avenue North/New York Avenue

- The SP developer shall construct a left turn lane for the eastbound approach of Centennial Boulevard to 54th Avenue North. The left turn lane should include approximately 75 feet of storage and 225 feet of taper. It should be noted that the left turn lane is not warranted under the AM and PM peak hour volumes expected after the completion of Phase 1 of the Masterplan.

However, Phase 1 plans to construct the access at 54th Avenue North; therefore, all recommend improvements at the intersection, including the left turn lane, should be completed with the completion of Phase 1 or by the Centennial SP if SP is constructed prior to the MUL phase 1 property.

- Construct a left turn lane for the southbound approach of 54th Avenue North to Centennial Boulevard. The left turn lane should include approximately 150 feet of storage.
- Construct a pedestrian crosswalk on the east leg of Centennial Boulevard at 54th Avenue North.
- Construct a pedestrian crosswalk on the north leg of 54th Avenue North at Centennial Boulevard.
- Construct pedestrian warning signs on Centennial Boulevard at the new crosswalk unless a traffic signal is warranted.
- On-street parallel parking on 54th Avenue North should be restricted for a minimum of 150 feet north of Centennial Boulevard.
- If ROW is available, construct an ADA compliant pedestrian curb ramp with detectable warning and level landing on the southeast corner of Centennial Boulevard and New York Avenue to accommodate a new crosswalk on the east leg.
- Provide centerline pavement markings on New York Avenue to align with 54th Avenue North and intersect Centennial Boulevard at approximately 90 degrees.
- Provide a stop line on the New York Avenue approach to Centennial Boulevard.
- The intersection of Centennial Boulevard and 54th Avenue North/New York Avenue should be monitored following the completion of the Centennial SP of the Centennial Master Plan. Analyses presented indicate that the projected traffic volumes at the intersection are not expected to meet the volume thresholds of a signal warrant. Capacity analyses indicate that the intersection is expected to continue to operate at acceptable levels of service under two-way stop control and the proposed laneage. However, with the changing land uses, ongoing infill projects, and increased density in the vicinity of the project site, the future traffic patterns and volumes at the intersection may warrant the need for a traffic signal. Therefore, 54th Avenue North and the development site access plan should be designed to accommodate a traffic signal at its intersection with Centennial Boulevard.
- The intersection should also be monitored for pedestrian crossings to determine if a signalized pedestrian crossing is warranted. When a traffic signal is warranted, Centennial SP developer shall design signal plans and install traffic signal with pedestrian infrastructure and signals at 54th Ave and Centennial Blvd. when approved by metro traffic engineer unless signal is already constructed.

April 28, 2016, Planning Commission Minutes

- The 54th Ave cross section shall be a minimum of 4 travel lanes, bike lane, on street parking and a median and associated streetscape improvements transitioning at the RR crossing to 2 travel lanes, bike lane and on street parking
- Centennial SP developer shall design and submit roadway construction plans, pavement marking and signage plans and traffic signal warrant analysis and signal construction plans if traffic signal is warranted with construction documents of Centennial SP unless these roadway improvements have previously been installed.

Centennial Boulevard and 56th Avenue North/Ohio Avenue

- At a minimum, SP developer shall provide stop line pavement markings on the 56th Avenue North and Ohio Avenue approaches.
- Install a “Double Side Road” (W2-8) sign on the eastbound approach of Centennial Boulevard approximately 200 feet in advance of Ohio Avenue.
- Provide centerline pavement markings on Ohio Avenue to intersect Centennial Boulevard closer to 90 degrees.

Centennial Boulevard and Masterplan Site Access

- The MUL phase 1 secondary site access opposite Ohio intersection on Centennial Boulevard should be designed to include sufficient width for one entering travel lane and a minimum of one exiting travel lane and constructed by MUL developer.

54th Avenue North

- The segment of 54th Avenue North between Centennial Boulevard and the internal mixed-use access is recommended to include a 10-foot wide raised median, two 11-foot wide travel lanes in each direction, and a 5-foot wide bike lane in each direction. On this segment, both sides of 54th Avenue North are recommended to include a 2-foot gutter pan (outside of the travel lane), a 4-foot wide green zone or tree well, and a minimum sidewalk width of six feet.
- The segment of 54th Avenue North between the internal mixed-use access driveway and the CSX railroad tracks is recommended to include an 8-foot wide raised median, one 11-foot wide travel lane in each direction, one 5-foot wide bike lane in each direction, and eight feet of on-street, parallel parking on both sides of the road (includes the gutter pan). On this segment, both sides of 54th Avenue North are recommended to include a 4-foot wide green zone or tree well and a minimum sidewalk width of six feet.
- The segment of 54th Avenue North located north of the CSX railroad tracks is recommended to include one 11-foot wide travel lane in each direction, one 5-foot wide bike lane in each direction, and eight feet of on-street, parallel parking on both sides of the road (includes the gutter pan). On this segment, both sides of 54th Avenue North are recommended to include a 4-foot wide green zone or tree well and a minimum sidewalk width of six feet.
- Roundabout access road to adjacent IR zoned parcel shall be constructed between Centennial SP roundabout and 51st Ave North with a minimum of 2 travel lanes shall be constructed by Centennial SP developer if not previously constructed.

Conditions for MUL developer

- Construct all conditioned roadway improvements for Centennial Blvd intersections and 54th Ave North to the railroad tracks and for the 51st Ave signal as recommended in Centennial Masterplan TIS, if not previously constructed by Centennial SP developer.

Maximum Uses in Existing Zoning District: IR

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Warehousing (150)	27.37	0.6 F	715, 342 SF	2547	215	229

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)	18.95	-	394 U	2512	197	235

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
Warehousing (150)	8.42	0.6 F	220, 065 SF	7784	67	71

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+749	+49	+77

METRO SCHOOL BOARD REPORT

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

Projected student generation proposed SP-MU district: 14 Elementary 7 Middle 8 High

The proposed SP-MU zoning district could generate 29 more students than what is typically generated under the existing IR zoning district. The projected school generation was calculated by looking at the proposed number of attached and detached single-family style units separately from the proposed stacked flat units. The urban infill factor was only used for the stacked flat units. Students would attend Cockrill Elementary School, McKissack Middle School, and Pearl-Cohn High School. All three schools have been identified as having additional capacity. This information is based upon data from the school board last updated November 2015

STAFF RECOMMENDATION

Staff recommends approval with conditions and disapproval without all conditions of the associated plan amendment is approved. If the associated plan amendment is not approved, staff recommends disapproval.

CONDITIONS

1. Permitted land uses within Zones 1-4 shall be limited to up to 394 multi-family dwelling units.
2. Permitted land uses within Zone 5 shall be limited to uses allowed by the IR zoning district excluding the following uses: Automobile Repair; Automobile Sales, New; Automobile Sales, Used; Automobile Service; Carpet Cleaning; Car Wash; Laundry Plants; Major Appliance Repair; Vehicular Sales and Service, Limited; Wrecker Service; Amateur Radio Antenna; Printing and Publishing; Heavy Equipment, Sales and Service; Manufacturing, Light; Bus Transfer Station; Motor Freight; Railroad Yard; Power/gas Substation; Power Plant; Wind Energy Facility (Utility); Fairground; Manufacturing, Medium; Tank Farm; Construction/demolition Landfill; Construction/demolition Waste Processing (project-specific); Medical Waste; Recycling Facility; Airport; Water Waste Treatment; Sanitary Landfill; Waste Transfer; Racetrack; Mineral Extraction; Fuel Storage; Adult Entertainment.
3. On the corrected set, remove the reference to MUL-A under the use table for Multi-Family Buildings.
4. On the corrected preliminary SP plan, provide acreage for the portion of the site located in Zone 5.
5. On the corrected preliminary SP plan, indicate the greenway dedication area as follows: Dedicated Greenway Public Access Trail Easement Area.
6. The right-of-way for 54th Avenue N. between Centennial Boulevard and the railroad track shall be dedicated prior to submittal of the first final site plan.
7. Documentation of access from the eastern most property line to the terminus of 51st Avenue North must be provided at such time that the Fire Marshal determines that a second means of access is required. Current regulations require a 2nd means of access with 30 single-family units or 100 multi-family units.
8. Comply with all requirements of Public Works in regards to traffic improvements.
9. 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 MUL-A zoning district for Zones 1 through 4 and IR for Zone 5 as of the date of the applicable request or application. Uses are limited as described in the Council ordinance.
10. 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.
11. 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.
12. Add the following note to the plan: The final site plan shall depict a minimum 5 foot clear path of travel for pedestrian ways, including public sidewalks, and the location of all existing and proposed obstructions. Prior to the issuance of use and occupancy permits, existing obstructions within the path of travel shall be relocated to provide a minimum of 5 feet of clear access.
13. 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.
14. 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. (8-0-1), Consent Agenda

Resolution No. RS2016-110

“BE IT RESOLVED by The Metropolitan Planning Commission that 2016SP-019-001 is Approved with conditions and disapproved without all conditions. (8-0-1)”

CONDITIONS

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 6. The right-of-way for 54th Avenue N. between Centennial Boulevard and the railroad track shall be dedicated prior to submittal of the first final site plan.
 7. Documentation of access from the eastern most property line to the terminus of 51st Avenue North must be provided at such time that the Fire Marshal determines that a second means of access is required. Current regulations require a 2nd means of access with 30 single-family units or 100 multi-family units.
 8. Comply with all requirements of Public Works in regards to traffic improvements.
 9. 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 MUL-A zoning district for Zones 1 through 4 and IR for Zone 5 as of the date of the applicable request or application. Uses are limited as described in the Council ordinance.
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