

Metropolitan Planning Commission



Staff Reports

November 17, 2016



Metro Planning Commission Meeting of 11/17/2016

Mission Statement: The Planning Commission is to guide the future growth and development for Nashville and Davidson County to evolve into a more socially, economically and environmentally sustainable community with a commitment to preservation of important assets, efficient use of public infrastructure, distinctive and diverse neighborhood character, free and open civic life, and choices in housing and transportation.



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Project No.	Major Plan Amendment 2016CP-002-001
Project Name	Parkwood-Union Hill Community Plan Amendment
Associated Cases	2016SP-089-001
Council District	3 – Haywood
School District	3 – Speering
Requested by	Back Half, LLC, applicant; Jo H. Evans, owner.
Staff Reviewer	Sewell
Staff Recommendation	<i>Defer to the December 8, 2016, Planning Commission Meeting</i>

APPLICANT REQUEST

Amend Parkwood-Union Hill Community Plan to change the policy to T3 Suburban Mixed Use Corridor.

Major Plan Amendment

A request to amend the Parkwood-Union Hill Community Plan by amending the Community Character Policy from T3 Suburban Neighborhood Evolving policy to T3 Suburban Mixed Use Corridor policy on a portion of properties located at 4045 Dickerson Pike and Dickerson Pike (unnumbered), approximately 1,300 feet northeast of Nesbitt Drive, zoned RS20 (2.50 acres).

STAFF RECOMMENDATION

Staff recommends deferral to the December 8, 2016, Planning Commission meeting at the request of the applicant.



Project No.	Specific Plan 2016SP-089-001
Project Name	Foxfire SP
Associated Case No.	2016CP-002-001
Council District	03 – Haywood
School District	03 – Speering
Requested by	Back Half, LLC, applicant; Jo H. Evans, owner.
Staff Reviewer	Swaggart
Staff Recommendation	<i>Defer to the December 8, 2016, Planning Commission meeting.</i>

APPLICANT REQUEST

Zone change to permit an organized camp.

Zone Change

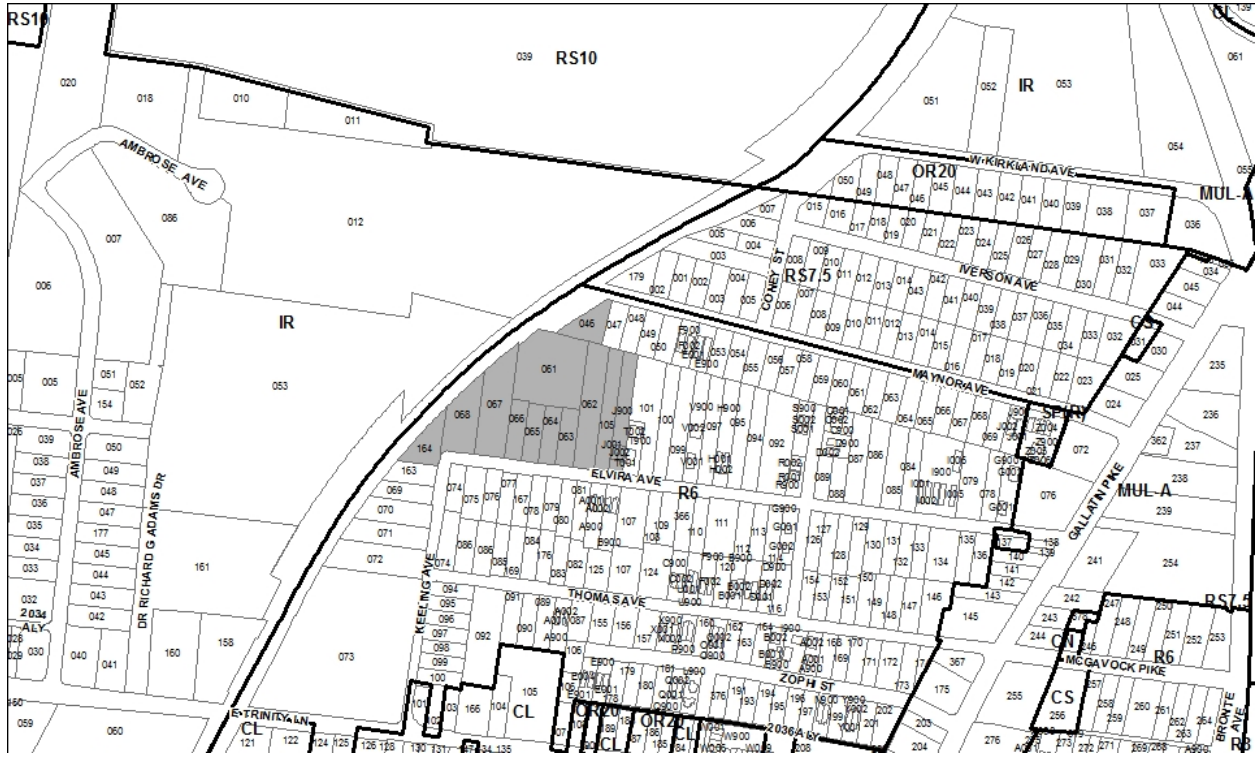
A request to rezone from Commercial Services (CS) and Single-Family Residential (RS20) to Specific Plan – Mixed Use (SP-MU) zoning on properties located at 4045 Dickerson Pike and Dickerson Pike (unnumbered), approximately 1,275 feet northeast of Nesbitt Drive, (11.8 acres), to permit an organized camp.

STAFF RECOMMENDATION

Staff recommends deferral to the December 8, 2016, Planning Commission meeting at the request of the applicant.



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2016SP-087-001 ~ BL2016-414

Map 072-05, Parcel(s) 061-068, 164

Map 072-06, Parcel(s) 046, 104-105

05, East Nashville

05 (Scott Davis)



Project No.	Zone Change 2016SP-087-001
Council Bill	BL2016-414
Council District	5 – S. Davis
School District	3 – Speering
Requested by	Councilmember Scott Davis, applicant; various property owners.
Staff Reviewer	Birkeland
Staff Recommendation	<i>Disapprove.</i>

APPLICANT REQUEST

Zone change from R6 to SP-R.

Zone Change

A request to rezone from One and Two-Family Residential (R6) to Specific Plan-Residential (SP-R) zoning for various properties along Elvira Avenue, approximately 600 feet west of Anderson Place, (5.82 acres).

Existing Zoning

One and Two-Family Residential (R6) requires a minimum 6,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 7.71 dwelling units per acre including 25 percent duplex lots. *R6 would permit a maximum of 42 lots with ten duplex lots for a total of 52 units.*

Proposed Zoning

Specific Plan-Residential (SP-R) is a zoning district category that provides for additional flexibility of design, including the relationship of streets to buildings, to provide the ability to implement the specific details of the General Plan. *The proposed SP-R District would permit up to 180 units.*

CRITICAL PLANNING GOALS

N/A

HISTORY

On September 22, 2016, the Metro Planning Commission recommended disapproval of case number 2016Z-089-001 to rezone from one and two-family residential (R6) to multi-family residential-alternative (RM40-A) for various properties along Elvira Avenue. The applicant introduced a substitute ordinance to convert the RM40-A zone change application to an SP-R zone change on October 4, 2016, at the Metro Council. The Metro Council referred this case back to the Metro Planning Commission. The 2nd public hearing at Metro Council is scheduled on December 6, 2016.

EAST NASHVILLE COMMUNITY PLAN

T4 Urban Neighborhood Evolving (T4 NE) is intended to create and enhance urban neighborhoods that fit in with the general character of existing urban neighborhoods, with opportunities for housing choice and improved pedestrian, bicycle and vehicular connectivity.



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Proposed Elvira Avenue Specific Plan (SP) draft text (begin)

Elvira Avenue Specific Plan (SP)

Development Summary	
SP Name	Elvira Avenue Specific Plan
SP Number	2016SP-087-001
Council District	5
Map & Parcel	Map 072-05, Parcels 061-068; 164 Map 072-06, Parcels 104-105

Site Data Table	
Site Data	5.82
Existing Zoning	R6
Proposed Zoning	SP
Allowable Land Uses	Residential

Specific Plan (SP) Standards

1. Uses within this SP shall be limited to those permitted by the RM40-A Zoning District
2. The total number of units shall not exceed a density of 36 units per acre, for a total 180 units.
3. The maximum FAR shall be 1.0
4. The maximum ISR shall be 0.75
5. 5% of all units shall be sold at or below 90% AMI.
6. Residential Units along Elvira Avenue and fronting Maynor Avenue shall be detached single family or attached townhomes not exceeding 6 units per building footprint. All such units shall be limited to parking off of a rear drive and/or rear entry garages.
7. Units along Elvira Avenue and Maynor Avenue shall be limited to a maximum of 3 stories and 45 feet in height. Units interior to the properties shall be limited to a maximum of 4 stories and 60 feet in height.
8. Units along Elvira cannot exceed 2 stories in 35 feet in height at the front setback. A minimum 5 step-back is required, after which a maximum height of 3 stories in 45 feet is allowed.
9. There shall be no driveway or vehicular connection to Maynor Avenue.
10. There shall be a formal public park or greenway located at the terminus of Maynor Avenue partially located within the unused right of way along the existing railway. Said part shall contain a minimum of 10,000 square feet of useable recreation/open space.
11. A walkable greenway shall be constructed connecting Mayor Avenue to the intersection of Elvira and Keeling Avenue. Said greenway to be built to meet ADA standards with enough width for walking and biking
12. A Traffic Access Study shall be completed prior to approval of the final site plan to determine the feasibility of making the intersection of Elvira Avenue and Keeling Avenue a “T” intersection (coinciding with an access to the development) in order to calm traffic, minimize cut thru traffic, and to create an overall safer roadway network. This “T” intersection, if warranted, will be constructed when as directed by the Traffic Access Study.
13. Sidewalks shall be constructed along the entire northern side of Elvira Avenue (minimum 4 foot grass strip and 5 foot sidewalk) from Keeling Avenue to Gallatin Pike if adequate right-of-way is present. If adequate right-of-way is not present, then sidewalks shall only be installed along the site frontage. Sidewalks shall be extended along Keeling Avenue and connect to the existing sidewalk network along the western side of Keeling Avenue.
14. Upon the submittal of a Final SP, a Traffic Study shall be completed to determine street improvements that will be required based upon future traffic flows and improvements based upon safety (street widening)



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15. 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 RM40-A zoning district as of the date of the applicable request or application.
16. 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.
17. Public water and sewer construction plans, if required, must be submitted and approved prior to Final SP approval. A water and sewer availability request shall be made prior to Final SP submittal with required capacity fees paid prior to Final Site Plan/SP approval.
18. Federal Compliance All development within the boundaries of this plan meets the requirements of the Americans with Disabilities Act and the Fair Housing Act. ADA: <http://www.ada.gov/> U.S. Justice Dept.:
19. Landscaping and landscape buffers around the site frontage and perimeter shall comply with the Metro Landscape Requirements Chapter 17.24 of the Metro Zoning Code. No buffer will be less than a standard Class "B" buffer.
20. Units facades will be constructed using 80% masonry/concrete products with vinyl being prohibited.
21. If determined necessary by Traffic Impact Study, a traffic signal shall be installed at the intersection of Dozier Place and E. Trinity Lane.
22. New Beginnings New Development Trust or qualified not-for profit entity shall be allocated the affordable units to ensure that units are sold at or below 90% of AMI.

Proposed Elvira Avenue Specific Plan (SP) draft text (end)



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The resulting development pattern may have higher densities than existing urban 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.

Consistent with Policy?

No. The T4 NE policy is a residential policy intended to enhance urban neighborhoods with opportunities for improved pedestrian, bicycle, and vehicular connectivity. While a proposal of this intensity could be consistent with policy, without a conceptual site plan, it is not possible for staff to conclude that this regulatory SP is consistent with the goals of the policy. The SP-R District would permit up to 180 units, with a maximum height of 60 feet and four stories. The proposal is a significant increase from the 52 units that could be permitted by the existing zoning. It is also inconsistent with the surrounding pattern of development. At this time, staff recommends that less intensity is more appropriate, and, as noted below, a site plan would improve the analysis of this proposal as well as physical planning outcomes.

ANALYSIS

The request is a regulatory SP and does not include a site plan. The Zoning Code requires SP Districts, including regulatory SPs, to be “*designed such that, at a minimum, the location, integration and arrangement of land uses, buildings, and structure, utilities, access, transit, parking and streets collectively avoid monotony, promote variety, and yield a context sensitive development.*” With this application, staff cannot evaluate a site-specific plan to consider the proposal against these standards and within the context of the existing neighborhood. Given the character of the surrounding area and access issues to the site, staff recommends a SP with a conceptual site plan be included in the proposal.

A cohesive plan that meets urban design and planning principles for circulation, infrastructure, and massing should be prepared. The plan should include appropriate transitions to the existing residential neighborhood in terms of height, setbacks, and unit type. Further, there are six different property owners with land included within the proposed SP-R. The parcels could each develop differently and at different times, or opt out of development altogether. Therefore, under this proposal, staff recommends that this type of regulatory SP is inappropriate since it leaves the possibility that the development would not occur in a cohesive manner. For example, a site plan would holistically account for adequate access in and around the site and ensure that improvements are constructed appropriately with the development. It would also require consolidation of existing lots into one cohesive plan.

Further, the regulations as proposed may be unworkable. For example, the SP-R includes a formal greenway, but with no information about what entity is responsible for dedicating the land – whether one or more private owners and/or rail company. The SP-R also does not provide information about construction of the greenway or how it will be integrated within the site and accessible to the public. Additionally, the regulations relating to FAR and ISR are unclear as to whether these would apply site by site or overall.

Finally, the SP includes a requirement for inclusionary housing (see notes 5 and 22). This approach is not consistent with BL2016-133, the recently adopted ordinance to incentivize



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inclusionary housing. While this ordinance will not be effective until June 7, 2017, an applicant can volunteer to provide affordable or workforce units. First, under 133, the applicant can voluntarily agree to include affordable or workforce for-sale units prior to the effective date of the ordinance. However, as the condition is phrased in this ordinance, it is not clear whether the applicant volunteered or is being required to provide workforce housing. A requirement to include affordable or workforce units would not be enforceable. The proposal also does not meet the minimum percentage benchmarks in BL2016-133. Standard 22 of the SP-R is: “New Beginnings New Development Trust or qualified not-for profit entity shall be allocated the affordable units to ensure that units are sold at or below 90% of AMI.” It is unclear who or what entity would determine whether a non-profit is “qualified” (and by what standards those qualifications are determined). It is unclear what role that entity would play. It is noted that the non-profit “shall be allocated” the affordable units, and it is not clear if that means that the non-profit would have an ownership, operational, or some other interest or role in the project.

FIRE MARSHAL RECOMMENDATION

N/A

STORMWATER RECOMMENDATION

N/A

WATER SERVICES RECOMMENDATION

N/A

PUBLIC WORKS RECOMMENDATION

N/A

TRAFFIC AND PARKING RECOMMENDATION

Approve with conditions

- Traffic study may be required at time of development

Maximum Uses in Existing Zoning District: **R6 need updated traffic table.**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Two- Family Residential* (210)	5.82	7.26 D	52 U	550	45	58

*Based on two-family lots

Maximum Uses in Proposed Zoning District: **RM40-A**

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)	5.82	40 U	233 U	1530	118	146



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Traffic changes between maximum: R6 and RM40-A

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	+182 U	+980	+73	+88

METRO SCHOOL BOARD REPORT

Projected student generation existing R6 district: 8 Elementary 4 Middle 4 High

Projected student generation proposed RM40-A district: 26 Elementary 15 Middle 13 High

The proposed SP-R zoning district would generate 38 additional students than what is typically generated under the existing R6 zoning district. Students would attend Hattie-Cotton Elementary, Gra-Mar Middle School and Maplewood High School. There is capacity for additional students in all three schools. This information is based upon data from the school board last updated March 2016.

WORKFORCE AND AFFORDABLE HOUSING REPORT (information provided by applicant)

The proposed SP includes the following workforce housing conditions:

5. 5% of all units shall be sold at or below 90% AMI.

22. New Beginnings New Development Trust or qualified not-for profit entity shall be allocated the affordable units to ensure that units are sold at or below 90% of AMI.

(as noted in the report, staff has concerns about the enforceability of the proposed conditions).

STAFF RECOMMENDATION

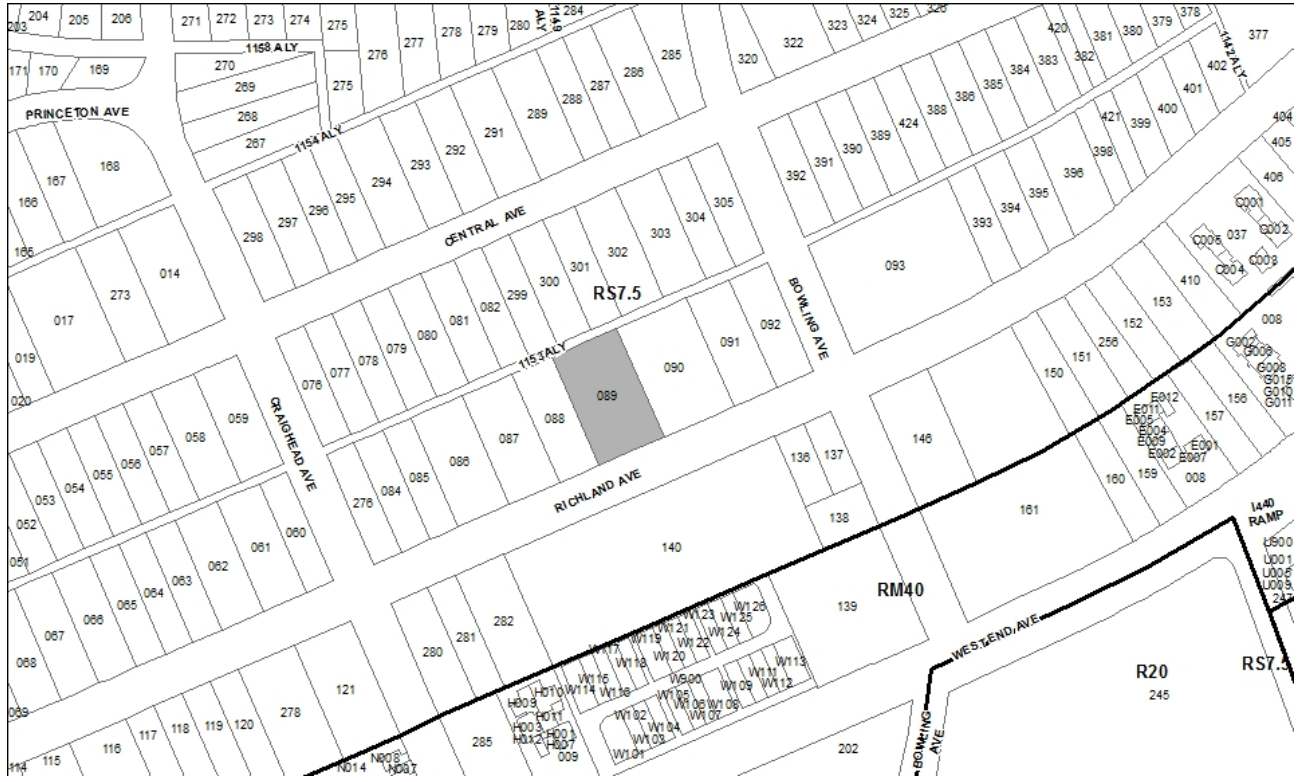
Staff recommends disapproval, as the proposed SP-R zoning is not appropriate without a comprehensive site plan providing transitions to the existing neighborhood, access points and connectivity, and because the regulations as proposed are not clear enough to guide the proposal



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2016S-248-001
RICHLAND HALL SUB LOTS 15-17
Map 104-09, Parcel(s) 089
10, Green Hills - Midtown
24 (Kathleen Murphy)



Project No.	Final Plat 2016S-248-001
Project Name	Richland Hall Subdivision Lots 15-17
Council District	24 - Murphy
School District	09 – Frogge
Requested by	Ragan-Smith & Associates, applicant; Mike Ford Custom Builders, LLC, owner.
Staff Reviewer	Birkeland
Staff Recommendation	<i>Approve with conditions.</i>

APPLICANT REQUEST

Request for final plat approval to create 3 lots.

Final Plat

A request for final plat approval to create three lots on property located at 3612 Richland Avenue, approximately 265 feet southwest of Bowling Avenue, zoned RS7.5 and within the Richland-West End Neighborhood Conservation Overlay District (0.81 acres).

Existing Zoning

Single-Family Residential (RS7.5) requires a minimum 7,500 square foot lot and is intended for single-family dwellings at a density of 4.94 dwelling units per acre. *RS7.5 would permit a maximum of 4 lots.*

GREEN HILLS – MIDTOWN COMMUNITY PLAN

T4 Urban Neighborhood Maintenance (T4 NM) is intended to preserve the general character of existing urban residential neighborhoods. T4 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character of the neighborhood. T4 NM areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. Enhancements may be made to improve pedestrian, bicycle and vehicular connectivity.

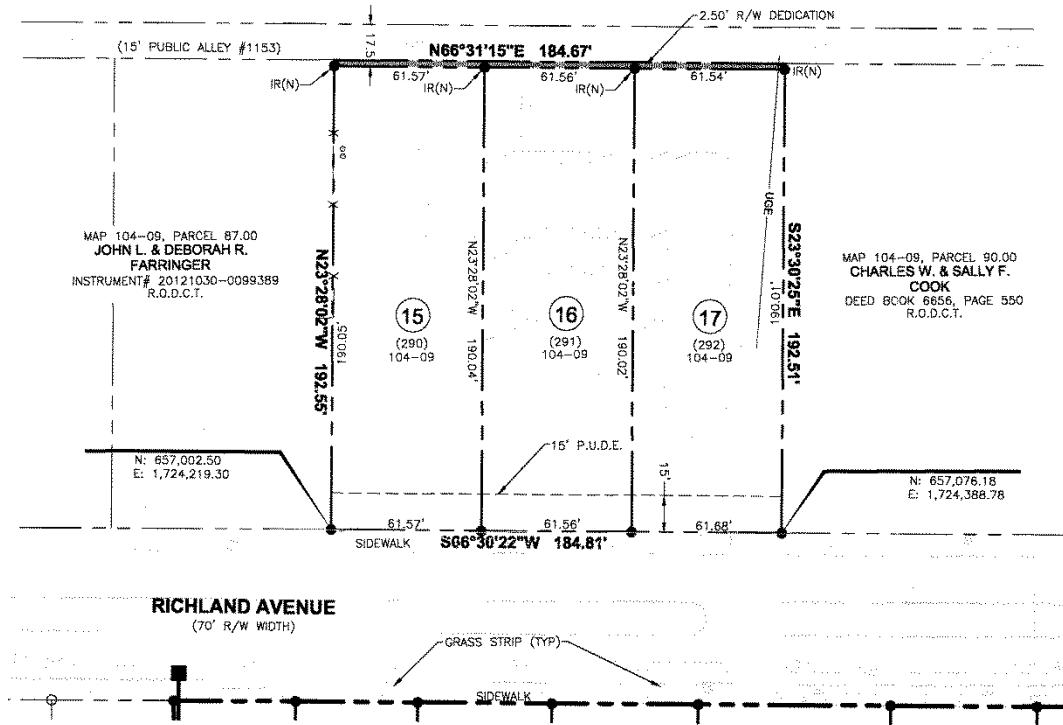
PLAN DETAILS

The request is for final plat approval to create three lots from one lot for property located at 3612 Richland Avenue. All three proposed lots will have frontage along Richland Avenue. There is an existing sidewalk along Richland Avenue. A grass strip shall be installed to meet the local street standards. The proposed lots have the following square footage:

- Lot 1: 11,701 SF (0.27 acres)
- Lot 2: 11,700 SF (0.27 acres)
- Lot 3: 11,707 SF (0.27 acres)



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Proposed Site Plan



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ANALYSIS

Lot Compatibility

Section 3-5.4 of the Subdivision Regulations outlines the criteria for reviewing infill subdivisions located within a Designated Historic District. Staff reviewed the final plat against the following criteria as required by the Subdivision Regulations:

Designated Historic Districts

The subject property is located within the Richland –West End Conservation Overlay District, a historic district adopted by Metro Council.

Zoning Code

All lots meet the minimum standards of the RS7.5 zoning district.

Historic Zoning Commission Staff Recommendation

Approve. MHZC Staff find the subdivision to be appropriate as the resulting lots are similar in dimensions to historic lots, allowing new construction to meet the design guideline which requires maintaining the rhythm of the street.

Agency Review

All reviewing agencies have recommended approval.

FIRE DEPARTMENT RECOMMENDATION

N/A

STORMWATER RECOMMENDATION

Approved

WATER SERVICES

Approved

PUBLIC WORKS RECOMMENDATION

Approved with Conditions

- If sidewalks are required by Planning and the applicant chooses to construct rather than pay the in-lieu fee, then they should be shown and labeled on the plan with curb and gutter, 4 foot grass strip or as determined by Public Works, and a minimum 5 foot wide sidewalk unobstructed, and a minimum of 20 feet pavement on the street width. Wider sidewalk, grass strip, and pavement width is required where on-street parking occurs or on a street classification greater than local.
- Sidewalks must be shown fully within the right of way. Show the location of all existing above and below ground features within the right-of-way. Any existing obstructions within the path of travel shall be relocated to provide a minimum of 5 feet of clear access.

TRAFFIC AND PARKING RECOMMENDATION

Approved



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STAFF RECOMMENDATION

The requirements of the Subdivision Regulations, therefore staff recommends approval with conditions.

CONDITIONS

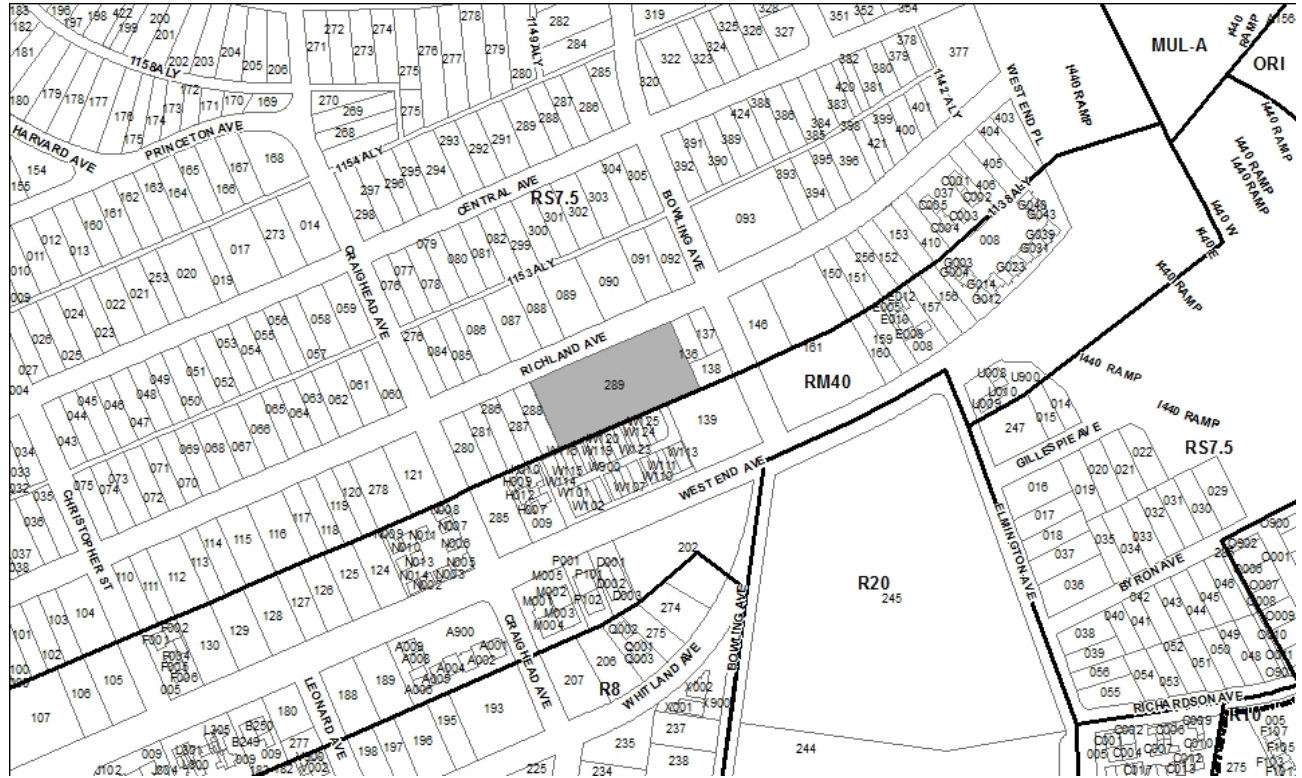
1. Prior to plat recordation the existing structure shall be removed.
2. A sidewalk and grass strip that meets the local street standards is required along the portion of Richland Avenue that fronts the proposed subdivision. Prior to final plat recordation, one of the options must be chosen related to the required sidewalks:
 - a. Submit a bond application and post a bond with the Planning Department, or
 - b. Construct a grass strip and have it accepted by Public Works
3. Vehicular access is limited to the alley, and no driveways are permitted on to Richland Avenue.



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2016S-249-001
RICHLAND HALL RESUB LOT 6
Map 104-09, Parcel(s) 089
10, Green Hills - Midtown
24 (Kathleen Murphy)



Project No. Final Plat 2016S-249-001
Project Name Richland Hall Resub Lot 6
Council District 24 - Murphy
School District 09 – Frogge
Requested by Ragan-Smith & Associates, applicant; Mike Ford Custom Builders, LLC, owner.

Staff Reviewer Birkeland
Staff Recommendation *Defer to the December 8, 2016, Planning Commission meeting unless recommendations of approval are received from all reviewing agencies. If recommendations of approval from all reviewing agencies are received, staff recommends approval with conditions.*

APPLICANT REQUEST

Request for Final plat to create 7 lots.

Final Plat

A request for final plat approval to create seven lots on property located at 3606 West End Avenue, approximately 100 feet southwest of Bowling Avenue, zoned RS7.5 and within the Richland-West End Neighborhood Conservation Overlay District (1.92 acres).

Existing Zoning

Single-Family Residential (RS7.5) requires a minimum 7,500 square foot lot and is intended for single-family dwellings at a density of 4.94 dwelling units per acre. *RS7.5 would permit a maximum of 11 lots.*

GREEN HILLS – MIDTOWN COMMUNITY PLAN

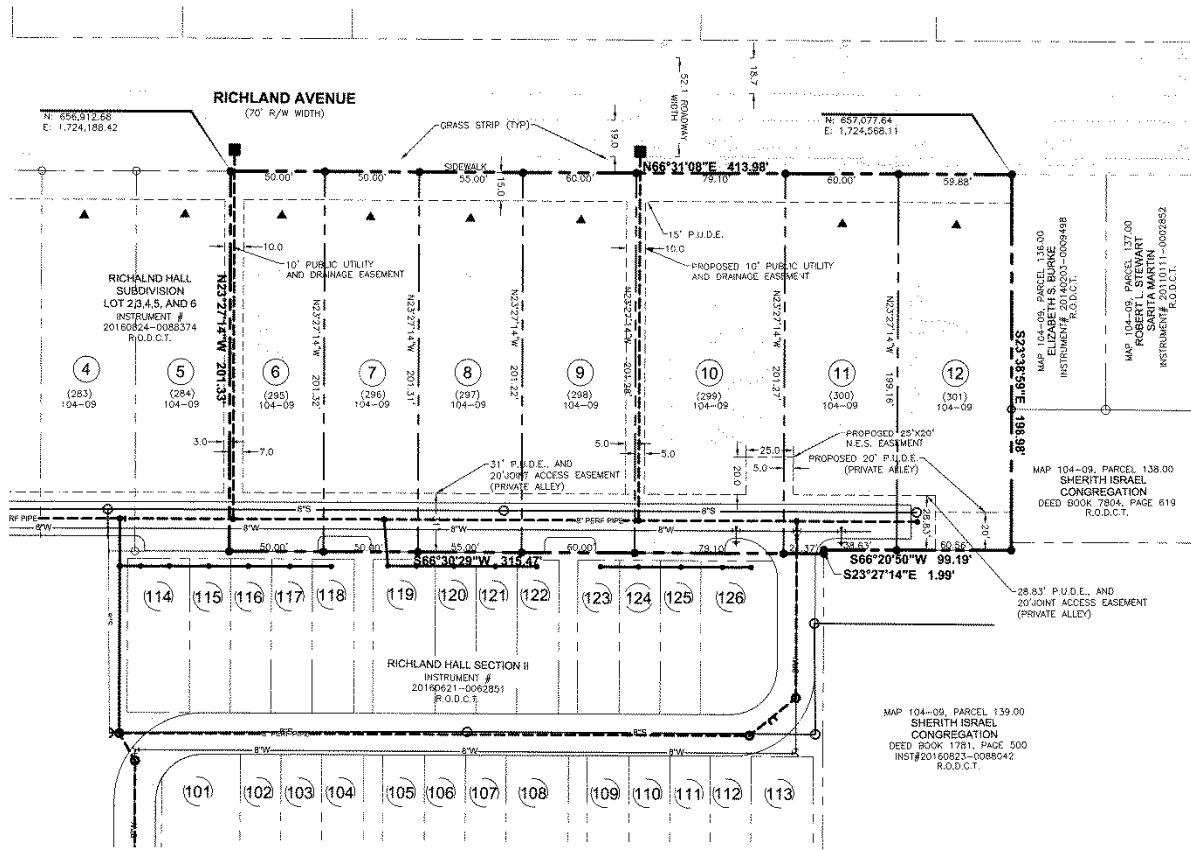
T4 Urban Neighborhood Maintenance (T4 NM) is intended to preserve the general character of existing urban residential neighborhoods. T4 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character of the neighborhood. T4 NM areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. Enhancements may be made to improve pedestrian, bicycle and vehicular connectivity.

PLAN DETAILS

The request is for final plat approval to create seven lots from one lot for property located at 3606 West End Avenue, however, these lots have frontage on Richland Avenue. All seven proposed lots will have frontage along Richland Avenue. There is an existing sidewalk and grass strip along Richland Avenue that meets the local street standards. Avenue. Prior to the plat recordation, most of the structures will be demolished. One structure will remain on Lot 10, because it is a historically contributing structure to the area. The proposed lots have the following square footage:



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- Lot 1: 10,066 SF (0.23 acres)
- Lot 2: 10,066 SF (0.23 acres)
- Lot 3: 11,072 SF (0.25 acres)
- Lot 4: 12,077 SF (0.28 acres)
- Lot 5: 15,921 SF (0.37 acres)
- Lot 6: 11,997 SF (0.28 acres)
- Lot 7: 11,997 SF (0.28 acres)

ANALYSIS

Lot Compatibility

Section 3-5.4 of the Subdivision Regulations outlines the criteria for reviewing infill subdivisions located within a Designated Historic District. Staff reviewed the final plat against the following criteria as required by the Subdivision Regulations:

Designated Historic Districts

The subject property is located within the Richland –West End Conservation Overlay District which is a historic district adopted by Metro Council.

Zoning Code

All lots meet the minimum standards of the RS7.5 zoning district.

Historic Zoning Commission Staff Recommendation

Approve. MHZC Staff find the subdivision to be appropriate as the resulting lots are similar in dimensions to historic lots, allowing new construction to meet the design guideline which requires maintaining the rhythm of the street.

Agency Review

All reviewing agencies have recommended approval.

FIRE DEPARTMENT RECOMMENDATION

N/A

STORMWATER RECOMMENDATION

Approved

WATER SERVICES

Approved with conditions

- Attached is a copy of the above-referenced subdivision (received on October 11, 2016) on which we have noted our comments and recommend approval. Approval is contingent on construction and completion of MWS Project #'s 15-SL-138, 15-SL-302, 15-WL-102, and 15-WL-196. Bonds for all of these projects have been posted under Case # 2015S-174-001.
- These comments apply to Metro Water Services' public water and sewer utility issues only.
- It is the responsibility of the applicant to contact the Fire Marshal's Office regarding adequate fire protection.



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PUBLIC WORKS RECOMMENDATION

Approved

TRAFFIC AND PARKING RECOMMENDATION

Approved

STAFF RECOMMENDATION

Defer to the December 8, 2016, Planning Commission meeting unless recommendations of approval are received from all reviewing agencies. If recommendations of approval from all reviewing agencies are received, staff recommends approval with conditions.

CONDITIONS (if approved)

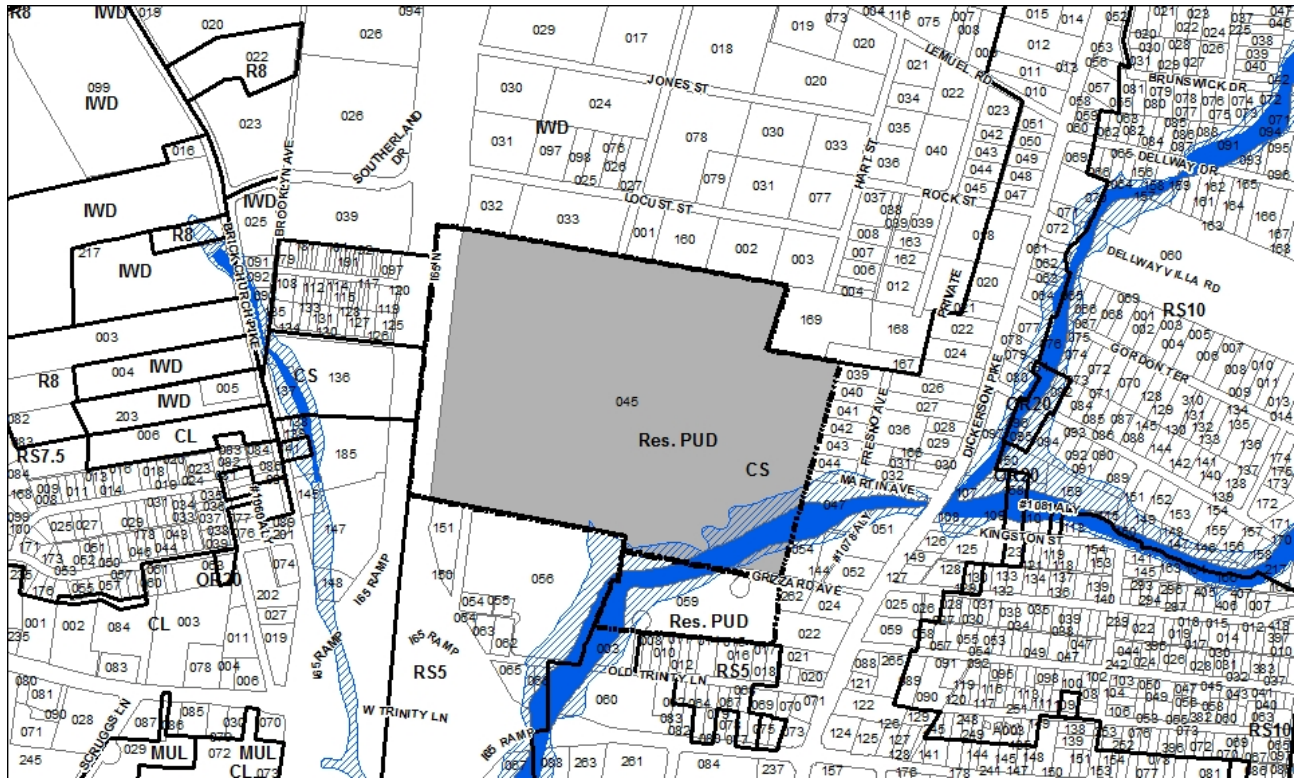
1. Prior to plat recordation existing structures shall be removed except the structure on Lot 10.
2. Bond is required per Water Services.



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148-81P-001
HOLIDAY VILLAGE
Map 071-03, Parcel 045
6, East Nashville
02 (DeCosta Hastings)
05 (Scott Davis)



Project No. 148-81P-001
Project Name Holiday Village
Council District 02 - Hastings
School District 01 – Gentry
Requested by Perry Engineering, LLC, applicant; UMH TN Holiday Village MHP, LLC, owner.

Staff Reviewer Birkeland
Staff Recommendation *Defer to the December 8, 2016, Metro Planning Commission meeting unless recommendations of approval are received from all reviewing agencies. If recommendations of approval are received, staff recommends approval with conditions.*

APPLICANT REQUEST

Revise preliminary plan for Holiday Village.

Revise Preliminary PUD

A request to revise the preliminary plan for a Planned Unit Development Overlay District located at 201 Grizzard Avenue, approximately 685 feet northwest of Dickerson Pike, zoned Commercial Service (CS) (68.15 acres), to revise the layout and reduce the amount of mobile home units from 276 units to 155.

Existing Zoning

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

Planned Unit Development Overlay District (PUD) is an alternative zoning process that allows for the development of land in a well-planned and coordinated manner, providing opportunities for more efficient utilization of land than would otherwise be permitted by the conventional zoning provisions of this title. The PUD district may permit a greater mixing of land uses not easily accomplished by the application of conventional zoning district boundaries, or a framework for coordinating the development of land with the provision of an adequate roadway system or essential utilities and services. In return, the PUD district provisions require a high standard for the protection and preservation of environmentally sensitive lands, well-planned living, working and shopping environments, and an assurance of adequate and timely provision of essential utilities and streets. *The subject PUD is approved for a variety of residential and commercial uses.*

CRITICAL PLANNING GOALS

N/A

HISTORY

The Holiday Village PUD consists of approximately 68 acres on Gizzard Avenue west of Dickerson Pike. Council approved the original PUD plan in 1981, which included 476 mobile home lots. A portion of the PUD has been built and consists of 269 mobile home lots



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ANALYSIS

The request is to revise the PUD layout and to reduce the number of mobile home units within this phase. The current proposal reduces the number of approved mobile home units from 207 mobile home units to 155.

The revision to the PUD meets parking requirements of the Metro Zoning Code. The proposal includes extending the existing private drive to connect Phase 1 and Phase 2. The proposal includes sidewalks throughout the site and a walking trail from the southern portion of the site at Gizzard Road to the northern portion of the site.

The revised site layout is consistent with the approved PUD and no changes are being proposed that conflict with the Council approved plan. Consequently, staff finds that the proposed revision is a minor modification.

Section 17.40.120.G permits the Planning Commission to approve “minor modifications” under certain conditions. Staff finds that the request is consistent with all the requirements of Section 17.40.120.G, and is provided below for review.

G. Status of Earlier Planned Unit Developments (PUDs). The following provisions shall apply to a planned unit development (PUD) approved under the authority of a previous zoning code and remaining a part of the official zoning map upon the enactment of this title.

1. The planned unit development (PUD) shall be recognized by this title according to the master development plan and its associated conditions specified in the PUD ordinance last approved by the metropolitan council prior to the effective date of the ordinance codified in this title.
2. The planning commission may consider and approve minor modifications to a previously approved planned unit development subject to the following limitations. All other modifications shall be considered by the planning commission as an amendment to the previously approved planned unit development and shall be referred back to the council for approval according to the procedures of Section 17.40.120(A)(5). That portion of a planned unit development master plan being amended by the council shall adhere to all provisions of this code:
 - a. In the judgment of the commission, the change does not alter the basic development concept of the PUD;
 - b. The boundary of the planned unit development overlay district is not expanded;
 - c. There is no change in general PUD classification (e.g. residential to any classification of commercial or industrial PUD; any change in general classification of a commercial PUD; or any change in general classification of an industrial PUD);
 - d. There is no deviation from special performance criteria, design standards, or other specific requirements made part of the enacting ordinance by the council;
 - e. There is no introduction of a new vehicular access point to an existing street, road or thoroughfare not previously designated for access;
 - f. There is no increase in the total number of residential dwelling units originally authorized by the enacting ordinance;
 - g. There is no change from a PUD approved exclusively for single-family units to another residential structure type;



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- h. The total floor area of a commercial or industrial classification of PUD shall not be increased more than ten percent beyond the total floor area last approved by the council;
- i. If originally limited to office activities, the range of permitted uses in a commercial PUD shall not be expanded to broader classifications of retail, commercial or industrial activities, unless such activities are otherwise permitted by the underlying base zone district. The permitted uses within the planned unit development shall be those specifically authorized by the council through the adopted master development plan, or by the existing base zone district beneath the overlay, whichever is more permissive.
- j. If originally limited to office, retail and other general commercial activities, the range of permitted uses in a commercial PUD shall not be expanded to include industrial activities, unless such activities are otherwise permitted by the underlying base zone district. The permitted uses within the planned unit development shall be those specifically authorized by the council through the adopted master development plan, or by the existing base zone district beneath the overlay, whichever is more permissive.
- k. If originally limited to commercial activities, the range of permitted uses in a commercial PUD shall not be expanded to broader classifications of retail, commercial or industrial activities, unless such activities are otherwise permitted by the underlying base zone district. The permitted uses within the planned unit development shall be those specifically authorized by the council through the adopted master development plan, or by the existing base zone district beneath the overlay, whichever is more permissive.
- l. In the determination of the commission, the nature of the change will have no greater adverse impact on those environmentally sensitive features identified in Chapter 17.28 of this code than would have occurred had the development proceeded in conformance with the previous approval.
- m. In the judgment of the commission, the planned unit development or portion thereof to be modified does not meet the criteria for inactivity of Section 17.40.120.H.4.a.

The proposal is for a revision to the preliminary plan to revise the layout and to reduce the amount of mobile home units. As the proposed revision keeps with the overall intent of the PUD, planning staff recommends approval of the request.

FIRE DEPARTMENT RECOMMENDATION

Approved with conditions

- New site plan shows a 2nd ingress//egress. Street to be marked as shown

STORMWATER RECOMMENDATION

Approved

WATER SERVICES

Approved with conditions

- Approved as a Preliminary Site Plan/PUD only. The required capacity fees must be paid prior to Final Site Plan/PUD approval.

PUBLIC WORKS RECOMMENDATION

Returned



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- The developer's final construction drawings shall comply with the design regulations established by the Department of Public Works, in effect at the time of the approval of the preliminary development plan or final development plan or building permit, as applicable. Final design may vary based on field conditions.
- Indicate location of solid waste and recycling container locations.
- Revise sheet C-2.3, Access Plan, to indicate full road construction of Martin Ave and coordinate with the affected property owners. Driveways/ access points within dedicated ROW are to be constructed per MPW standards and specs. Currently the property owners on Martin ROW are using this property for their business and coordination between the developer and the property owners would be required to construct Martin.

TRAFFIC AND PARKING RECOMMENDATION

Approve

STAFF RECOMMENDATION

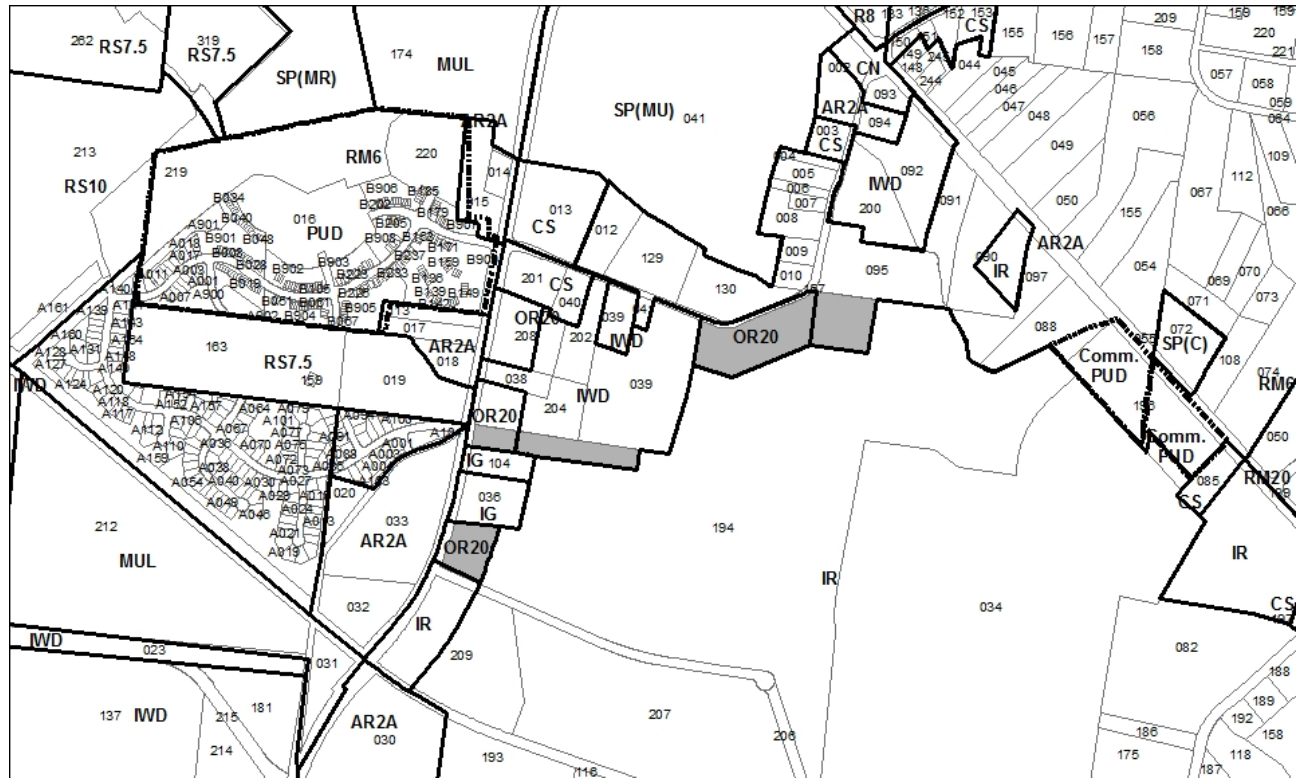
Staff recommends deferral to the December 8, 2016, Metro Planning Commission meeting unless recommendations of approval are received from all reviewing agencies. If recommendations of approval are received, staff recommends approval with conditions.

CONDITIONS (if approved)

1. This approval does not include any signs. Signs in planned unit developments must be approved by the Metropolitan Department of Codes Administration except in specific instances when the Metro Council directs the Metro Planning Commission to review such signs.
2. 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.
3. Prior to or with any additional development applications for this property, the applicant shall provide the Planning Department with a corrected copy of the preliminary PUD plan.
4. The final site plan shall depict a minimum 5-foot clear path of travel for pedestrian ways, including public sidewalks, and the location of any existing and proposed obstructions. Prior to the issuance of use and occupancy permits, existing obstructions with the path of travel shall be relocated to provide a minimum of 5 feet of clear access.



Metro Planning Commission Meeting of 11/17/2016



2016Z-126PR-001
Map 175, Portion of Parcel 194
13, Antioch/Priest Lake
33 (Sam Coleman)



Project No.	Zone Change 2016Z-126PR-001
Council District	33 - Coleman
School District	06 – Hunter
Requested by	Waller Lansden, applicant; Colonial Pipeline Company, owner
Staff Reviewer	Shepard
Staff Recommendation	<i>Approve.</i>

APPLICANT REQUEST

Zone change from AR2a, IWD, and OR20 to IR.

Zone Change

A request to rezone from Agricultural (AR2a), Industrial Warehousing/Distribution (IWD), and Office/Residential (OR20) to Industrial Restrictive (IR) zoning on portions of property located at 12575 Old Hickory Boulevard, at the northeast corner of Old Hickory Boulevard and Logistics Way, and within the Murfreesboro Pike Urban Design Overlay (14.35 acres).

Existing Zoning

Agricultural (AR2a) is designed for uses that generally occur in rural rather than urban areas and permits very low density residential development generally on unsubdivided tracts of land where public sanitary sewer service and public water supply are least practical.

Industrial Warehousing/Distribution (IWD) is intended to provide opportunities for wholesaling, warehousing and bulk distribution uses.

Office/Residential (OR20) is designed for a mixture of compatible office and multifamily residential use at medium high levels of intensity with a density of 20 units per acre.

Murfreesboro Pike Urban Design Overlay (Murfreesboro Pike UDO) is intended to foster suburban development that is pedestrian friendly while still accommodating the market needs of suburban development.

Proposed Zoning

Industrial Restrictive (IR) is intended to provide opportunities for a wide range of light industrial uses at a small to moderate scale.

ANTIOCH/PRIEST LAKE COMMUNITY PLAN

District 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.



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Conservation (CO) is intended to preserve, remediate or enhance environmentally sensitive features such as stream corridors, 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 area in and whether or not they have already been disturbed. Remedial situations where the policy is to enhance rather than preserve are more common in more intensely developed Transect Categories, including D IN.

Consistent with Policy?

Yes. The rezoning is consistent with the D IN policy. The uses most suitable within the proposed IR zoning district are those which operate within completely enclosed buildings with limited outdoor storage. Potential impacts on abutting properties are minimized by the light industrial nature of the uses permitted in the district and high operational standards, in keeping with the intent of the D IN policy, which is to create or enhance areas dominated by one or more industrial activities, but not at the expense of the immediate neighbors. A portion of the property is within the Conservation policy due to the presence of steep slopes and streams. The policy recognizes that industrial land uses may be appropriate within CO policy within limited areas of steep slopes with development grouped on the portions of the lot that lack sensitive environmental features and building orientation and placement to avoid or minimize disturbance of streams and regulatory buffers and naturally occurring steep slopes. Standards and regulations in the Zoning Ordinance and Stormwater Management Manual ensure protection of the Conservation policy areas.

ANALYSIS

The request is to rezone a 14.35-acre portion of a parcel that is 118.19 acres in size. The majority of the property (approx. 103.9 acres) is currently zoned IR. The requested zone change applies only to small portions of the property along the perimeter which are currently zoned AR2a (approx. 3.1 acres), IWD (approx. 2.6 acres), and OR20 (approx. 8.6 acres). The rezoning will result in a consistent zoning designation across the majority of the property. The requested rezoning to IR is consistent with the policy for the area and is appropriate given the surrounding industrial land uses. The property will still be zoned within the Murfreesboro Pike UDO. The UDO document is explicit in improving development along the corridor, but it does not contain any industrial standards. The majority of the property, and all of the pieces of the property affected by this zone change request, are separated from Murfreesboro Pike by other parcels. The Planning Department and Codes Department have determined that the UDO standards do not apply, except in the case of signage.

FIRE MARSHAL RECOMMENDATION

N/A

PUBLIC WORKS RECOMMENDATION

N/A

WATER SERVICES RECOMMENDATION

N/A



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STORMWATER RECOMMENDATION

N/A

TRAFFIC AND PARKING RECOMMENDATION

Approve with conditions

- A traffic study may be required at the time of development

Maximum Uses in Existing Zoning District: **AR2a**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single Family Residential (210)	3.06	0.5 D	2 U	20	2	3

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Warehousing (150)	2.53	0.8 F	88,165 SF	314	77	55

Maximum Uses in Existing Zoning District: **OR20**

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)	8.7	20 U	174 U	1178	89	114

Maximum Uses in Proposed 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)	15.09	0.6 F	394,392 SF	1405	176	144

Traffic changes between maximum: **AR2a, IWD, & OR20** and **IR**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	-107	+8	-28

SCHOOL BOARD REPORT

Projected student generation existing AR2a district: 1 Elementary 1 Middle 1 High

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

Projected student generation existing OR20 district: 19 Elementary 10 Middle 11 High

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



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The proposed IR zoning district will generate 43 fewer students than what would be generated under the existing AR2a and OR20 zoning. Students would attend Cane Ridge Elementary School, Antioch Middle School, and Cane Ridge High School. Cane Ridge Elementary has been identified as overcrowded by the Metro School Board, but capacity is available within the cluster for elementary school students. This information is based upon data from the school board last updated March 2016.

STAFF RECOMMENDATION

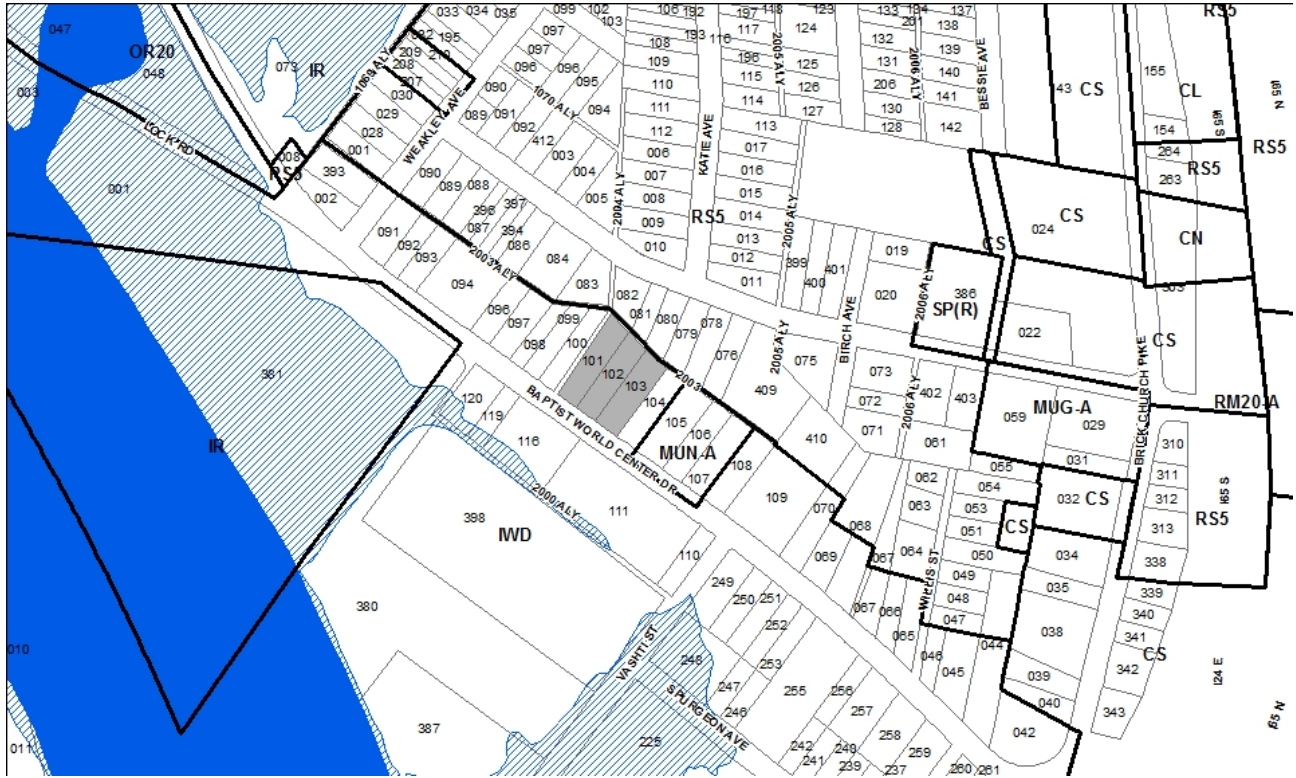
Staff recommends approval as the requested zone change is consistent with the District Industrial land use policy and with the current zoning on the majority of the property.



SEE NEXT PAGE



Metro Planning Commission Meeting of 11/17/2016



2016Z-128PR-001

Map 71-14, Parcels 101-103
3, Bordeaux/Whites Creek
2 (DeCosta Hastings)



Project No.	Zone Change 2016Z-128PR-001
Council District	02 - Hastings
School District	01 - Gentry
Requested by	Council Member DeCosta Hastings

Staff Reviewer	Shepard
Staff Recommendation	<i>Approve.</i>

APPLICANT REQUEST

Zone change from IWD to MUN-A

Zone Change

A request to rezone from Industrial Warehousing/Distribution (IWD) to Mixed-Use Neighborhood- Alternative (MUN-A) zoning on property located at 1311, 1313, and 1315 Baptist World Center Drive, approximately 545 feet southeast of Weakley Avenue, (0.72 acres).

Existing Zoning

Industrial Warehousing/Distribution (IWD) is intended to provide opportunities for wholesaling, warehousing and bulk distribution uses.

Proposed Zoning

Mixed-Use Neighborhood - Alternative (MUN-A) is intended for a lower intensity of mixed use commensurate with nearby residential areas and local shopping services, and is designed to maintain a residential-scale of development and create walkable neighborhoods through the use of appropriate building placement and bulk standards.

CRITICAL PLANNING GOALS

- Supports Infill Development
- Creates Walkable Neighborhoods

The rezoning to MUN-A will allow for the redevelopment of an urban lot where infrastructure exists. 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 rezoning to MUN-A will also contribute to creation of a walkable neighborhood through opportunities to integrate residential and nonresidential uses and meet the needs of residents on food and through the use of building placement and bulk standards that are designed to enhance the pedestrian experience.

BORDEAUX/WHITES CREEK COMMUNITY PLAN

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.



Metro Planning Commission Meeting of 11/17/2016

Conservation (CO) is intended to preserve, remediate or enhance environmentally sensitive features such as stream corridors, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands, and unstable or problem soils. Remedial situations where the policy is to enhance rather than preserve are more common in more intensely developed Transect Categories, including T4 Urban.

Consistent with Policy?

Yes. The rezoning is consistent with the T4 Urban Mixed Use Neighborhood policy. The proposed zoning allows for a mixture of uses, including commercial and residential, at a scale commensurate with nearby residential areas, which is in keeping with this policy. A portion of the property is within the Conservation policy due to the presence of steep slopes. Section 17.28.030 of the Zoning Ordinance regulates manipulation of natural slopes to minimize unnecessary disturbance and ensure protection of the Conservation policy areas.

ANALYSIS

The requested rezoning to MUN-A is consistent with the policy for the area and is appropriate given the surrounding land uses, land use policy, and recently completed rezoning requests. Metro Council has recently approved MUN-A zoning for multiple parcels approximately 50 feet southeast of this site, and staff is currently reviewing an application for rezoning of several parcels 50 feet to the northeast from IWD to MUN-A. The rezoning allows for redevelopment of a lot that has existing infrastructure in a way that enhances the street frontages and meets the goals of the policy. The bulk and design standards associated with MUN-A zoning ensure mixed-use development at a scale commensurate with the neighboring residential areas, which is appropriate given the location of the parcel within the neighborhood and adjacent to single-family residential development patterns. The standards for MUN-A also require side or rear loading for new development. An unbuilt alley is located to the rear of the lots, although steep slopes within the alley right-of-way make it unlikely that the alley would be constructed. The subject properties have a total of 110 feet of frontage along Baptist World Center. Lack of alley access may place constraints on the configuration of future redevelopment under the MUN-A zoning, if approved, if the lots are redeveloped individually.

FIRE MARSHAL RECOMMENDATION

N/A

PUBLIC WORKS RECOMMENDATION

N/A

WATER SERVICES RECOMMENDATION

N/A

STORMWATER RECOMMENDATION

N/A

TRAFFIC AND PARKING RECOMMENDATION

Approve with conditions

- A traffic study may be required at the time of development



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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Warehousing (150)	0.72	0.8 F	25,090 SF	90	39	25

Maximum Uses in Proposed Zoning District: **MUN-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (814)	0.72	0.6 F	18,817 SF	843	23	67

Traffic changes between maximum: **IWD** and **MUN-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	- 6,273 SF	+753	-16	+42

SCHOOL BOARD REPORT

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

Projected student generation proposed MUN-A district: 0 Elementary 2 Middle 2 High

The proposed MUN-A zoning district will generate four additional students than what would be generated under the existing IWD zoning. Students would attend Lillard Elementary School, Joelton Middle School, and Whites Creek High School. None of the schools have been identified as being over capacity by the Metro School Board. This information is based upon data from the school board last updated March 2016.

AFFORDABLE AND WORKFORCE HOUSING REPORT (information provided by applicant)

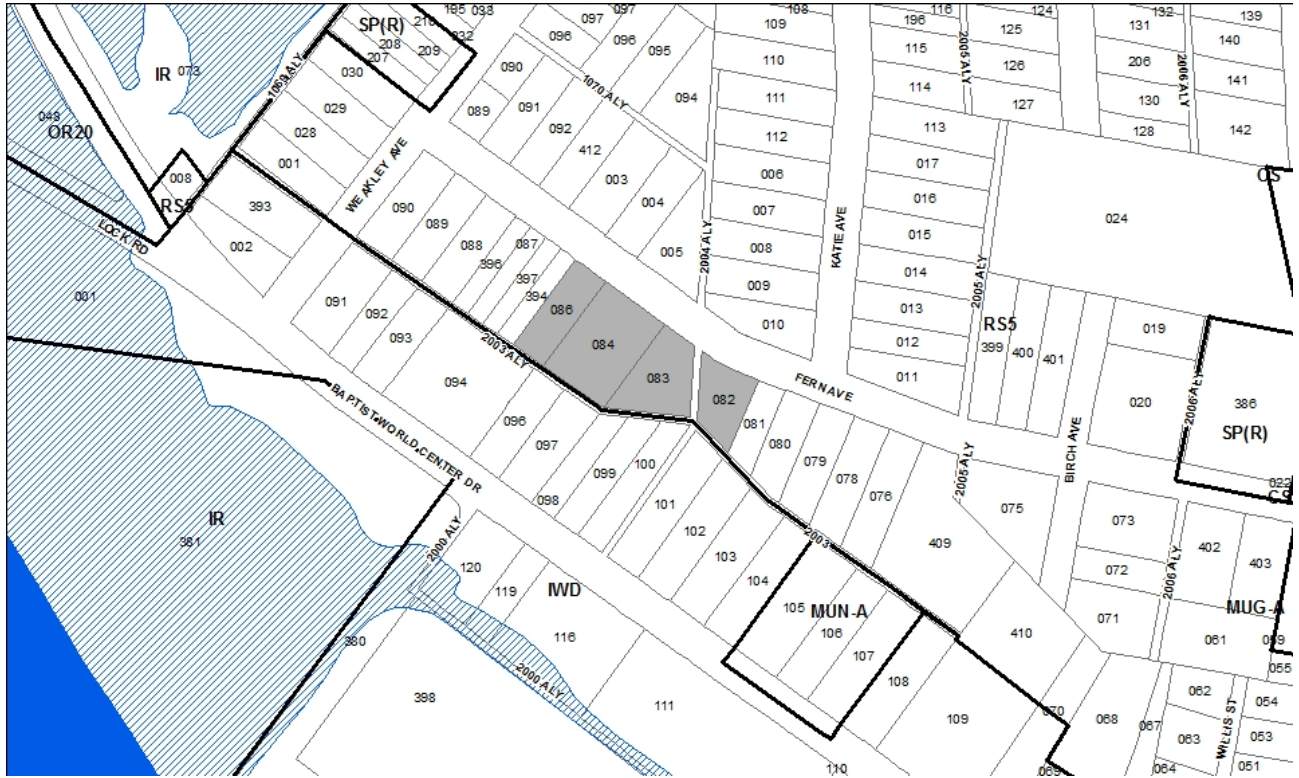
1. Will this project include any affordable or workforce housing units? Not yet determined
2. If so, how many and what is the percentage of the entire development? N/A
3. How will you enforce the affordability requirements? N/A
4. Have any structures been demolished in the last 12 months? No

STAFF RECOMMENDATION

Staff recommends approval as the requested zone change is consistent with the T4 Mixed Use Neighborhood land use policy.



Metro Planning Commission Meeting of 11/17/2016



2016Z-129PR-001

Map 071-14, Parcel(s) 082-084, 086
03, Bordeaux – Whites Creek
02 (DeCosta Hastings)



Project No. 2016Z-129PR-001
Council District 02 - Hastings
School District 01 - Gentry
Requested by Council Member DeCosta Hastings, applicant;
 Heathcock Construction, LLC, owner.

Staff Reviewer Napier
Staff Recommendation Approve.

APPLICANT REQUEST

Request for zone change from RS5 to R6.

Zone Change

A request to rezone from Single-Family Residential (RS5) to One and Two-Family Residential (R6) zoning on properties located at 116, 118, 120 and 124 Fern Avenue, approximately 65 feet northwest of Katie Avenue, (0.9 acres).

Existing Zoning

Single-Family Residential (RS5) requires a minimum 5,000 square foot lot and is intended for single-family dwellings at a density of 7.41 dwelling units per acre. *RS5 would permit a maximum of 7 units.*

Proposed Zoning

One and Two-Family Residential (R6) requires a minimum 6,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 7.71 dwelling units per acre including 25 percent duplex lots. *R6 would permit a maximum of 6 lots with 6 duplex lots for a total of 12 units.*

CRITICAL PLANNING GOALS

- Supports Infill Development
- Supports a Variety of Transportation Choices

This request provides the potential for infill development which often does not require large capital expenses for infrastructure improvements. Baptist World Center Drive contains an existing MTA bus route which provides an alternative method of transportation for future residents.

BORDEAUX – WHITES CREEK_NAME COMMUNITY PLAN

T4 Urban Neighborhood Evolving (T4 NE) is intended to create and enhance urban residential neighborhoods that provide more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate to high density development patterns with shallow setbacks and minimal spacing between buildings. T4 NE areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. T4 NE policy may be applied either to undeveloped or substantially under-developed “greenfield” areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing



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neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network and block structure and proximity to centers and corridors.

Consistent with Policy?

Yes. The rezoning to R6 is consistent with the Urban Neighborhood Evolving policy and is appropriate given the site’s location in an urban area. The rezone would meet the goals of the policy by placing a moderate level of density in proximity to Baptist World Center Drive, a major collector street.

ANALYSIS

This request is consistent with the policy for the area and is appropriate given the surrounding land use pattern and neighborhood evolving policy. Therefore, staff has determined that the R6 zoning district is appropriate and consistent with the policy for the site. The proposed rezoning provides the potential for increased housing supply and increased housing choice. The parcels contained in this rezoning are all located within 900 feet of Baptist World Center Drive, a major collector street, which is an existing MTA bus route. This will provide a choice of transportation for future residents of this site. Prior to development, the applicant may be required to perform a traffic impact study to address the increased vehicle trips which may result from the potential increase in density generated by the future development of this site.

FIRE DEPARTMENT RECOMMENDATION

N/A

STORMWATER RECOMMENDATION

N/A

WATER SERVICES

N/A

PUBLIC WORKS RECOMMENDATION

N/A

TRAFFIC AND PARKING RECOMMENDATION

Approved with conditions

- Traffic study may be required at time of development.

Maximum Uses in Existing Zoning District: **RS5**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single- Family Residential (210)	0.90	8.7 D	7 U	67	6	8



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Maximum Uses in Proposed Zoning District: **R6**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Two- Family Residential* (210)	0.90	7.26 D	10 U	96	8	11

*Based on two two-family lots.

Traffic changes between maximum: **RS5** and **R6**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	+3 U	+29	+2	+3

METRO SCHOOL BOARD REPORT

Projected student generation existing RS5 district: 1 Elementary 1 Middle 1 High

Projected student generation proposed R6 district: 1 Elementary 1 Middle 1 High

The proposed zone change would generate no more students than what is typically generated under the existing RS5 zoning district. Students would attend Lillard Elementary School, Joelton Middle School, and Whites Creek High School. This information is based upon data from the school board last updated March 2016.

AFFORDABLE AND WORKFORCE HOUSING REPORT

Not applicable. This request includes properties owned by various property owners, which may develop at different times.

STAFF RECOMMENDATION

Staff recommends approval as this request is consistent with policy and supports several critical planning goals.