

Metropolitan Planning Commission



Staff Reports

August 9, 2012

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.



2012CP-010-002
GREEN HILLS-MIDTOWN PLAN AMENDMENT
 Map 104, Parcel(s) 298-299
 Green Hills-Midtown
 18 – Burkley Allen



Project No.	Minor Plan Amendment 2012CP-010-002
Project Name	Blakemore Village
Associated Case	2012SP-009-001
Council District	18 - Allen
School District	8 - Hayes
Requested by	James Lowen, Lowen and Associates, LLC, for Emma Bishop, owner
Staff Reviewer	Wood
Staff Recommendation	<i>Approve T4 Urban Neighborhood Maintenance with an Infill Area</i>

APPLICANT REQUEST

Change policy from Residential Low Medium to T4 Neighborhood Maintenance with an Infill Area.

Minor Plan Amendment

A request to amend the Green Hills-Midtown Community Plan: 2005 Update to change the Land Use Policy from Residential Low-Medium Density (RLM) to T4 Neighborhood Maintenance (T4 NM) with an Infill Area policy for properties located at 407 and 409 31st Avenue South approximately 440 feet west of Natchez Trace (0.67 acres).

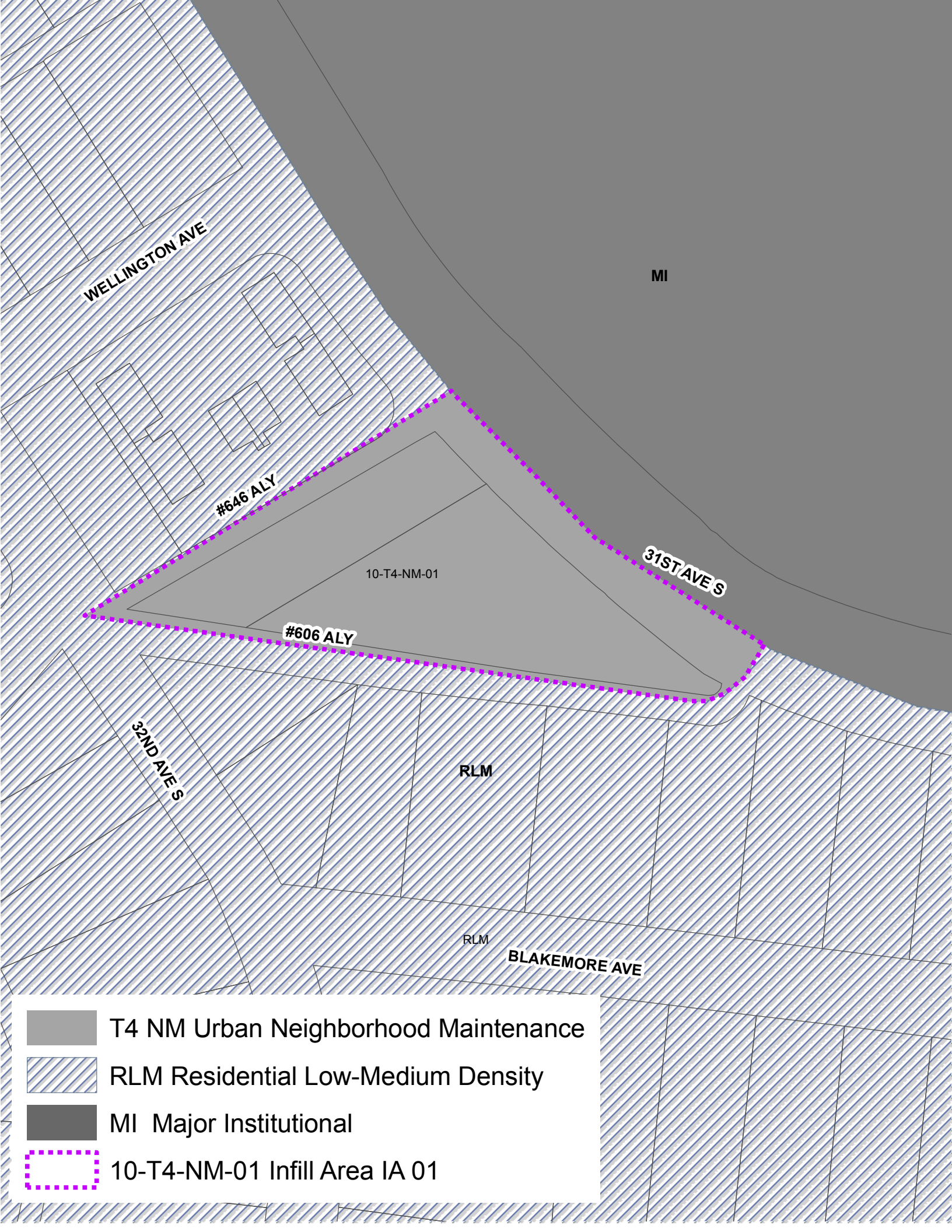
Current Land Use Policy

Residential Low Medium Density (RLM) accommodates residential development within a density range of about two to four dwelling units per acre.

Proposed Land Use Policy

T4 Urban Neighborhood Maintenance (T4 NM) with Infill Area T4 NM Policy is intended to preserve the general character of urban neighborhoods as characterized by their development pattern, building form, land use and associated public realm. 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, in terms of its development pattern, building form, land use and the public realm. Where not present, enhancements are made to improve pedestrian, bicycle and vehicular connectivity.

A community plan may establish "Infill Areas" within Neighborhood Maintenance areas. Infill Areas are places within established neighborhoods where vacant, underutilized, or land in a nonresidential use could redevelop. Examples could include an undeveloped farm, a former country club or church, etc. Infill Areas are different from Neighborhood Evolving areas because Infill Areas are generally smaller and interior to Neighborhood Maintenance areas. Infill Areas may have different Building Forms than the rest of the Neighborhood Maintenance area. If the Community Plan includes an Infill Area, it will have clearly identified boundaries and guidance on the desired residential development pattern. Special consideration will also be given to how to blend the edges of the Infill Area into the surrounding neighborhood.



WELLINGTON AVE

MI

#646 ALY

10-T4-NM-01

31ST AVE S





#606 ALY

32ND AVE S

RLM

RLM

BLAKEMORE AVE

-  T4 NM Urban Neighborhood Maintenance
-  RLM Residential Low-Medium Density
-  MI Major Institutional
-  10-T4-NM-01 Infill Area IA 01



Metro Planning Commission Meeting of 08/09/2012

COMMUNITY PARTICIPATION

Although this is a minor plan amendment, a community meeting was held by the Planning Department on May 21, 2012. It was attended by approximately 25 people from the surrounding Hillsboro-West End neighborhood. Most attendees spoke and expressed various concerns about the impacts of the proposed policy and the accompanying Specific Plan application. Of particular concern was the proposed density of the development, which has been lowered since the community meeting through a reduction in the number of units from eleven to nine. Attendees were mainly concerned that:

- the proposed density would crowd the site, resulting in undesirable views from surrounding properties and the potential for parking to spill over onto neighboring streets;
- the proposed density was too much higher than the surrounding neighborhood;
- potential traffic and parking impacts on surrounding streets because there are some (most notably 32nd Avenue North) adjacent streets that are narrow enough that passage around parked cars can be challenging; and
- potential negative impacts on the historic character of the Hillsboro-West End neighborhood.

Despite this, some attendees understood that the site could appropriately support a somewhat denser residential development policy than the more interior parts of the neighborhood since it is faces on a major transportation corridor (31st Avenue North / Blakemore Avenue / Wedgewood Avenue).

BACKGROUND

The site is along a major arterial street and is within walking distance (app. 1,500 feet) of the proposed East-West Connector Bus Rapid Transit route, specifically one of the planned stations at 31st Avenue North and West End Avenue. Blakemore Avenue (the name of the street at this specific site) is currently served by an MTA bus (Route 11 – West End to Belmont). The street is classified as a T4-M-AB5-UM – an urban, mixed use, arterial-boulevard proposed for five lanes and use as a transit route (urban, multi-modal corridor, or UM). The street currently contains the planned number of lanes (5). The site is located across the street from Vanderbilt University, near Vanderbilt Medical Center and is less than a mile of Hillsboro Village.

The Hillsboro-West End neighborhood is designated as a National Register Historic District and most of it is within a Neighborhood Conservation Overlay zoning district. The neighborhood has an established development pattern and character that is important to maintain. The site is within the Hillsboro West End National Register District and abuts the Hillsboro-West End Neighborhood Conservation Overlay. New development needs to be compatible with and complementary of existing development in terms of building form and massing.

Neighborhood density averages in the range of 6-7 housing units per acre although there are both higher and lower density developments scattered throughout the neighborhood. The most common housing types are single and two family homes. There are other housing types present in the neighborhood at various locations, ranging from large houses with multiple units to townhouses and small apartment buildings. The subject site is an oddly shaped parcel in comparison with other properties in the surrounding area.

ANALYSIS

Because of its highly urban and accessible location, the site is appropriate for higher density development than the neighborhood average as well as for a variety of housing types, with single family detached housing likely to be the least appropriate choice. In addition, placing a higher



Metro Planning Commission Meeting of 08/09/2012

density development on this site provides the opportunity to establish a development transition between the single- and two-family homes behind the site (interior to the neighborhood) and the busy street in front of it. This transition can serve as a form of buffering for the quieter environment that is most of the Hillsboro-West End neighborhood.

Staff analysis reveals that the Hillsboro-West End neighborhood is clearly an urban maintenance neighborhood in terms of its age, development pattern, recent development activity, and the vision of its residents. Because of this, a T4 Urban Neighborhood Maintenance policy is appropriate for this site as well as the surrounding neighborhood. For this particular property it is also appropriate to apply an Infill Area designation, which is a designation in the Community Character Manual that allows for flexibility in developing unusual sites such as the subject site.

STAFF RECOMMENDATION

Staff recommends approval of T4 Urban Neighborhood Maintenance policy with an Infill Area as described below. Staff recommends the T4 NM with an infill area to acknowledge that this is a unique site that can support infill and contribute to housing choice and capitalize on transit investments, while not establishing a significantly higher density.

Area 10-T4-NM-01

Green Hills-Midtown's T4 Urban Neighborhood Maintenance Area 1 is referenced as 10-T4-NM-01 on the accompanying map. It applies to a portion of the Hillsboro-West End neighborhood. In this area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T4 Urban Neighborhood Maintenance policy applies.

Infill Area 01 – Blakemore Village Site

Infill area IA 01 is located at 407 and 409 31st Avenue South. Infill development is appropriate in this location because of the existing access and frontage on 31st Avenue North, a T4-M-A5-UM arterial street, the opportunity to provide additional housing choice in the area, and the site's access to existing and proposed transit service and to Midtown. This infill area is referred to as IA 01 in the policies below and on the accompanying map. Infill development should be guided by the following design principles.

Design Principle: Access

- *Vehicular access is from adjacent alleys. Pedestrian access is provided from the alleys and the street as well as the site's open space network.*

Design Principle: Building Form (Mass, Orientation, Placement)

- *Development in IA 01 with other than detached single family residential building types should be implemented through urban or design-based zoning, such as a residential Alternative Zoning District or Specific Plan, to ensure appropriate design. It is especially important that buildings and their primary entrances face 31st Avenue South. It is also important that building heights and massing be complementary to and compatible with surrounding historic structures and compatible noncontributing structures.*
- *Usable open space features that are complementary to the urban environment and provide multiple benefits are provided on the site and are integral elements of the overall development design.*



Metro Planning Commission Meeting of 08/09/2012

Historically Significant Sites or Features

The site is within the Hillsboro West End National Register District and abuts the Hillsboro-West End Neighborhood Conservation Overlay. Because of the historical character of the area, property owners are encouraged to work with the Metropolitan Historical Commission to protect and preserve surrounding historic features and sites through compatible and complementary design of development in Infill Area IA 01. See pages 18-22 of the Green Hills-Midtown Community Plan: 2005 Update for a listing of historic features.



2012SP-009-001
 BLAKEMORE VILLAGE
 Map 104, Parcel(s) 298-299
 Green Hills-Midtown
 18 – Burkley Allen



Project No.	Zone Change 2012SP-009-001
Project Name	Blakemore SP
Associate Case	2012CP-010-002
Council District	18 – Allen
School District	8 – Hayes
Requested by	James Lowen, Lowen and Associates LLC, applicant, Emma P. Bishop, owner
Staff Reviewer	Johnson
Staff Recommendation	<i>Approve with conditions if the associated policy amendment is approved and disapprove without all conditions</i>

APPLICANT REQUEST

Zone change to permit nine residential dwelling units

SP Zone Change

A request to rezone from Single-Family Residential (RS7.5) to Specific Plan – Residential (SP-R) zoning properties located at 407 and 409 31st Avenue South, approximately 440 feet west of Natchez Trace (0.67 acres) and within the Hillsboro-West End Historic District and I-440 Impact Overlay District, to permit nine residential units.

Existing Zoning

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.

I-440 Impact Overlay – The property is within subarea 1-B of the overlay district. Policies within this overlay apply to zone change proposals that have been determined by Council to be related to the presence and or operational effects of Interstate 440.

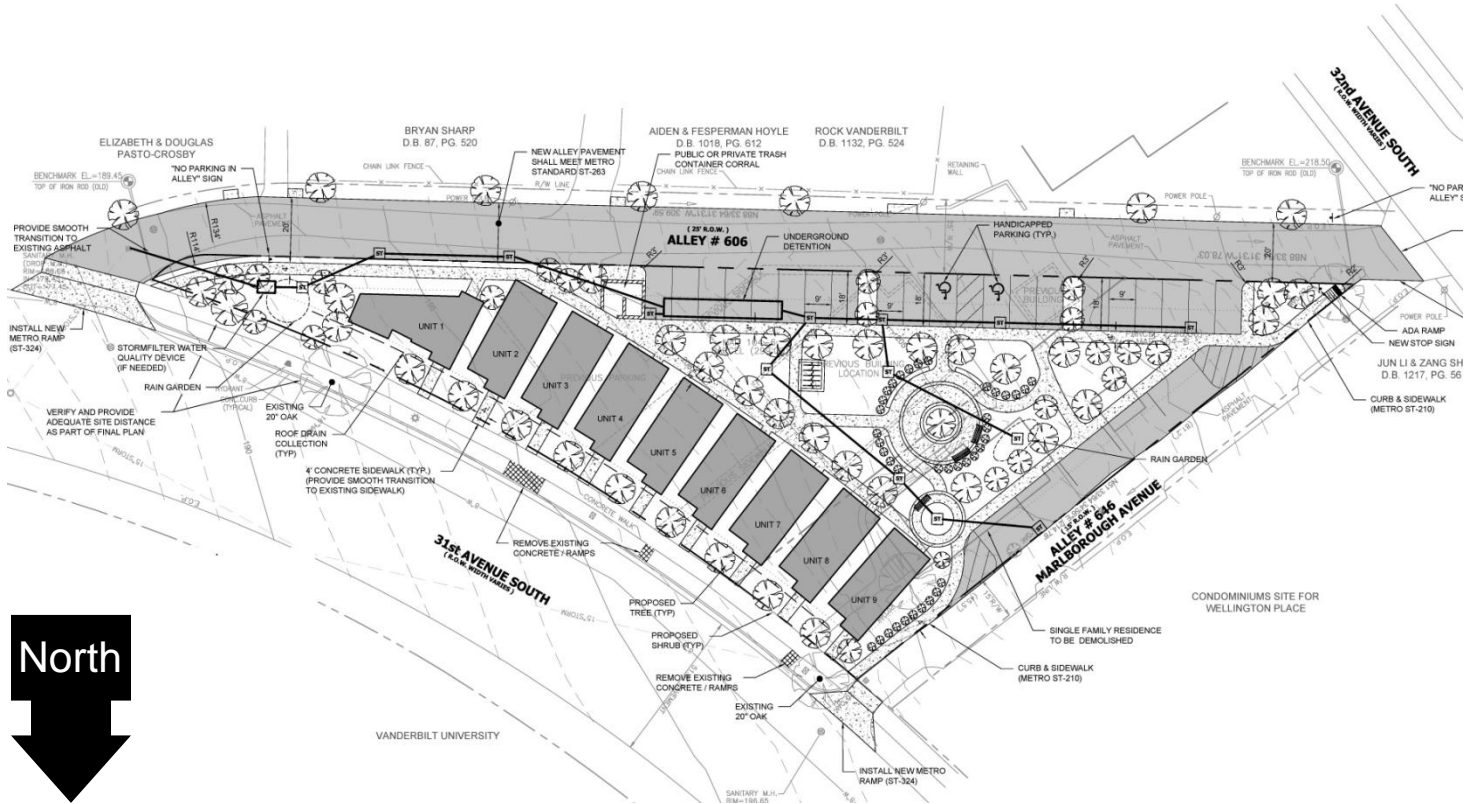
Proposed Zoning

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. This Specific Plan includes only one residential building type.

CRITICAL PLANNING GOALS

- Supports Infill Development
- Promotes Compact Building Design
- Provides a Range of Housing Choices
- Creates Walkable Neighborhoods
- Supports a Variety of Transportation Choices

Development of the SP will meet several Critical Planning Goals. Utilizing an oddly-shaped, largely-vacant site along a major street for residential development is a strong example of infill development. The multi-family units exemplify compact building design that is complementary to surrounding development while increasing variety of housing choice in the surrounding area.



Proposed SP site plan



Metro Planning Commission Meeting of 08/09/2012

Detached multi-family units are proposed, which will provide a good transitional building type between 31st Avenue and the largely single-family neighborhood to the south. The identification of 31st Avenue as a walkable street will be improved by the placement of building frontages facing the street and parking at the rear of the lot. Multi-family development is also likely to increase the demand for transit users along a current transit corridor adjacent to a major university.

GREEN HILLS/MIDTOWN COMMUNITY PLAN

Current policy

Residential Low-Medium (RLM) is intended to accommodate residential development within a density range of two to four dwelling units per acre. The predominant development type is single-family homes, although some townhomes and other forms of attached housing may be appropriate.

Proposed Land Use Policy

T4 Urban Neighborhood Maintenance (T4 NM) is intended to preserve the general character of urban neighborhoods as characterized by their development pattern, building form, land use and associated public realm. 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, in terms of its development pattern, building form, land use and the public realm. Where not present, enhancements are made to improve pedestrian, bicycle and vehicular connectivity.

Consistent with Policy?

Yes, the proposed SP is consistent with the T4 NM infill policy and will preserve the general character of the surrounding neighborhood by maintaining the existing block structure, organizing the proposed residential units to face 31st Avenue, and placing the associated parking to the rear of the lot. The proposed residential density of approximately 13.5 dwelling units per acre will remain within the recommended density of the proposed T4 NM policy.

PLAN DETAILS

The site is located on a triangular site comprised of two lots surrounded by two alleys and 31st Avenue. There is an existing dwelling along the west property line, and the remainder of the site is vacant. Within the proposed SP, vehicular access to the site is provided by two alleys that connect to 31st and 32nd Avenues adjacent to the site. Parking for all of the units is provided along these alleys along the side and rear of the site. This site layout with parking along alleys characterizes the street and alley network of the surrounding area.

In terms of site layout and building form, the SP mediates between the detached residential building types of the neighborhood to the south, while placing compact multi-family development along 31st Avenue, an arterial road. The site plan shows the placement of nine multi-family dwelling units along the 31st Avenue street frontage. This layout appropriately incorporates a relatively compact form of residential development while maintaining the consistency of street frontage through building façades and the placement of parking away from street frontages. While the proposed units are considered to be multi-family dwellings because they are on one lot, their detached form and two-story height are two characteristics that are consistent with surrounding development to the south.

The site is in a National Register Historic District, and is adjacent to the locally-designated Hillsboro-West End conservation zoning district. Historic Commission staff has submitted



Metro Planning Commission Meeting of 08/09/2012

comments stating that the existing dwelling on the site is a contributing structure to the National Register District and would ideally be maintained. However, because the site is not within a local district, there are no requirements for development related to the Historic Zoning Commission, and no protections for existing structures. The SP proposes development of a similar scale and building type to development within the adjacent conservation overlay. A landscaped courtyard is located along the rear of the site to separate the dwellings along the 31st Avenue frontage from the rear alley and from the dwellings across the alley to the south.

The project is located within Sub Area 1-F the I-440 Impact Overlay. This overlay was originally implemented to avoid adverse impacts caused by land use changes encouraged by the introduction of Interstate 440. The I-440 Impact Overlay requires the Planning Commission to advise Council on the applicability of impact area policies. The site is located on the edge of the I-440 Overlay boundary along 31st Avenue along an existing major street that runs parallel to Interstate 440. The closest interchange with Interstate 440 is approximately three-quarters of a mile away on West End Avenue. As described above, the applicant has designed the project to be compatible with the adjacent single-family neighborhood to the south. Due to the distance of the property to Interstate 440 and the scale of the project, which is compatible in building height and size to the adjacent neighborhood, Planning staff finds and recommends that the policies of the I-440 Impact Overlay are not applicable to this zone change.

STORMWATER RECOMMENDATION

- Add correct parcel identification number to plans (map 104-06).
- Add 78-840 Note to plans:
(Any excavation, fill, or disturbance of the existing ground elevation must be done in accordance with storm water management ordinance No. 78/840 and approved by The Metropolitan Department of Water Services.)
- Add Preliminary Note to plans:
(This drawing is for illustration purposes to indicate the basic premise of the development. The final lot count and details of the plan shall be governed by the appropriate regulations at the time of final application.)
- Add Access Note to plans:
(Metro Water Services shall be provided sufficient and unencumbered access in order to maintain and repair utilities in this site.)
- Add C/D Note to plans:
(Size driveway culverts per the design criteria set forth by the Metro Stormwater Management Manual (Minimum driveway culvert in Metro ROW is 15" CMP).)

PUBLIC WORKS RECOMMENDATION

Approve with Conditions

1. Widen the north end of alley #646 on the west side to provide consistent width (approximately 15 feet of pavement) to the ramp connection to 31st Avenue.
2. Prior to final development plans document that sight distance is adequate per AASHTO standards at Alley #606 and 31st Avenue.



Metro Planning Commission Meeting of 08/09/2012

Maximum Uses in Existing Zoning District: **RS7.5**

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)	0.67	4.94 D	3 L	29	3	4

Maximum Uses in Proposed Zoning District: **SP-R**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential ()	0.67	-	11 U	106	9	12

Traffic changes between maximum: **RS7.5** and proposed **SP-R**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+77	+6	+8

METRO HISTORICAL COMMISSION

The existing dwelling on the site is located within the Hillsboro-West End National Register Historic District and is considered to be a contributing structure to that district. We encourage the preservation of all contributing historic structures, but recognize that there are no requirements to do so. If the existing residence is demolished, we encourage the applicants/owners to save and donate any salvageable items from the existing dwelling prior to demolition.

Regarding the proposed policy change, we would concur with the proposed T4 Urban Neighborhood Maintenance policy.

SCHOOL BOARD REPORT

Projected student generation 1 Elementary 1 Middle 0 High

Students would attend Eakin Elementary School, West End Middle School, or Hillsboro High School. Of these, Eakin Elementary has been identified as being over capacity by the Metro School Board. There is capacity for elementary students within the cluster. This information is based upon data from the school board last updated October 2011.

STAFF RECOMMENDATION

With approval of the associated policy amendment, staff recommends approval with conditions for the SP. If the associated policy amendment is disapproved, staff recommends disapproval of the SP. The SP is consistent with the T4 NM policy and is in an appropriate location for an incremental increase in density. The form of the proposed development will ensure the compatibility of the additional density within the existing neighborhood.

CONDITIONS

1. The notes listed above by Metro Stormwater shall be added to the preliminary SP plan.



Metro Planning Commission Meeting of 08/09/2012

2. The comments listed above from Metro Public Works shall be addressed by the SP.
3. Land uses shall be limited to residential development as shown on the site plan.
4. 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 RM15 zoning district as of the date of the applicable request or application.
5. 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 the filing of any additional development applications for this property, and in any event no later than 120 days after the effective date of the enacting ordinance. The corrected copy provided to the Planning Department shall include printed copy of the preliminary SP plan and a single PDF that contains the plan and all related SP documents. If a corrected copy of the SP plan incorporating the conditions therein is not provided to the Planning Department within 120 days of the effective date of the enacting ordinance, then the corrected copy of the SP plan shall be presented to the Metro Council as an amendment to this SP ordinance prior to approval of any grading, clearing, grubbing, final site plan, or any other development application for the property.
6. 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.
7. 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.



2012SP-023-001
18-84P-001
 BURTON HILLS (AMENDMENT)
 Map 131-06-0-A, Parcel(s) 001
 Green Hills-Midtown
 25 – Sean McGuire



Project No.	Zone Change 2012SP-023-001
	Planned Unit Development 18-84P-001
Project Name	Burton Hills
Council District	25 – McGuire
School District	8 – Hayes
Requested by	Barge Cauthen & Associates, applicant for EP Real Estate Fund, L.P.
Staff Reviewer	Swaggart
Staff Recommendation	<i>Approve zone change with conditions and approve PUD amendment with conditions and disapprove without all conditions</i>

APPLICANT REQUEST

Rezone property from R15 to SP and amend PUD overlay to permit office uses.

Zone Change

A request to rezone from the One and Two Family Residential (R15) to Specific Plan – Office (SP-O) district for property located at 1 Burton Hills Boulevard, at the southeast corner of Hillsboro Pike and Burton Hills Boulevard (9.17 acres) and within a PUD Overlay, to permit office uses.

Amend PUD

A request to amend a portion of the Burton Hills Commercial Planned Unit Development Overlay District located at 1 Burton Hills Boulevard, at the southeast corner of Hillsboro Pike and Burton Hills Boulevard (9.17 AC) zoned One and Two Family Residential (R15) and proposed for Specific Plan – Office (SP-O), to permit a seven-story, 110,000 square foot office building and structured parking where a four-story, 54,000 square foot office building and structured parking were previously approved and increase the total floor area for office uses in the overlay from 550,000 square feet to 660,000 square feet.

Existing Zoning

The site is zoned R15 and is part of the larger Burton Hills Planned Unit Development (PUD) overlay district. The PUD permits office uses only on this site.

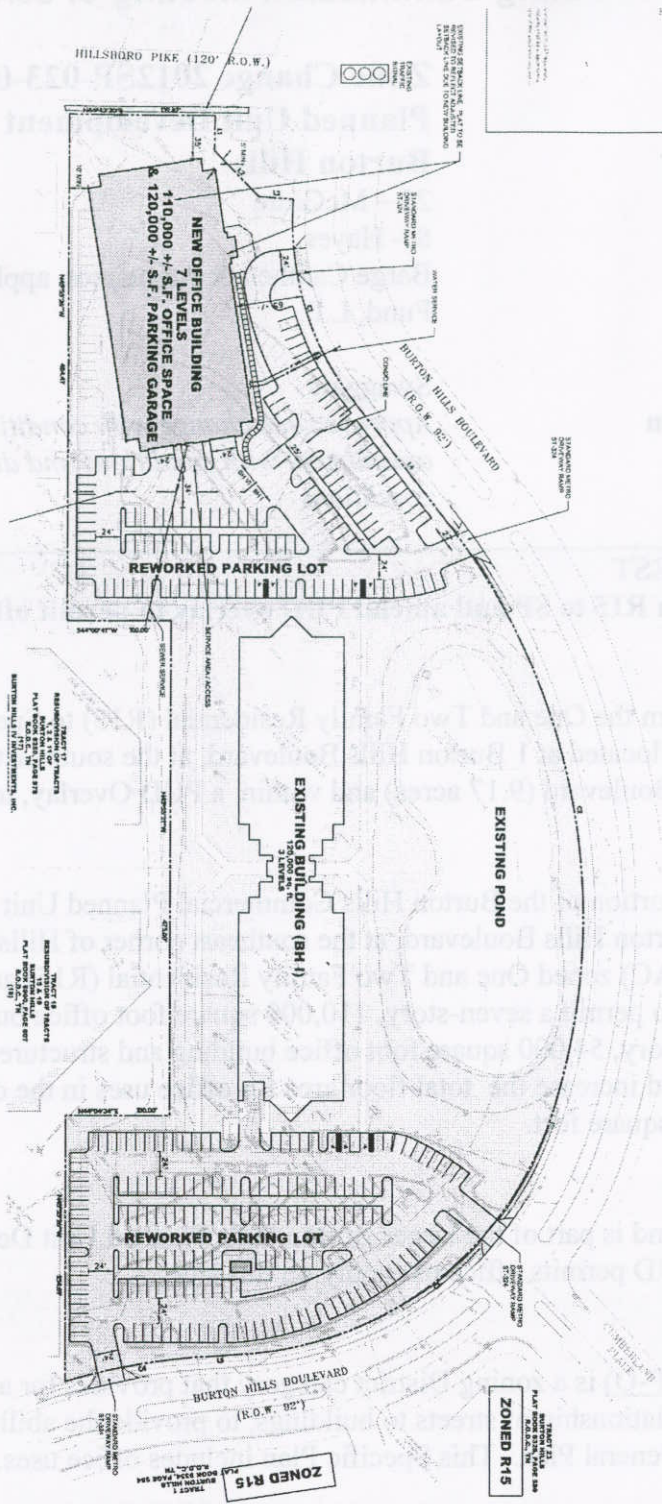
Proposed Zoning

Specific Plan-Office (SP-O) 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 office uses.

CRITICAL PLANNING GOALS

- Promotes Compact Building Design
- Supports Infill Development
- Supports Walkable Neighborhoods

The proposed request promotes compact building design and supports infill development which supports walkability. The request will permit a taller building than previously permitted with structured parking, increasing the intensity of development on the site which is located in a



Proposed Plan



Metro Planning Commission Meeting of 08/09/2012

developed area where infrastructure is in place. The area contains a variety of housing options and numerous amenities and services which will provide housing choices and services within walking distance of the subject location.

GREEN HILLS/ MIDTOWN COMMUNITY PLAN

Office Concentration (OC) policy is intended for existing and future large concentrations of office development. It is expected that certain types of commercial uses that cater to office workers, such as restaurants, will also locate in these areas. Residential uses of at least nine to twenty dwelling units per acre (Residential Mixed Housing density) are also an appropriate secondary use.

Consistent with Policy?

Yes. The proposed zoning and PUD amendment will permit additional office uses, which is consistent with the Office Concentration land use policy.

PUD Overlay History

The Burton Hills Planned Unit Development was originally approved in 1984 and included office, multi-family, single-family amenities and a church. The overall plan was approved under the previous zoning code (COMZO). COMZO did not require overlays to be consistent with the base zoning district, which is the reason why this office use currently has a residential base zoning district. There have been many revisions to the overall PUD in the past. The plan was last amended by Council in 1998, for 550,000 square feet of office uses within the overall PUD. The last revision was approved by the Planning Commission in 2007 and increased the overall floor area for office uses in the overall PUD to 604,000 square feet. The last revision did not require Council approval because the overall floor area was not increased over ten percent of the overall floor area that was approved by Council in 1998.

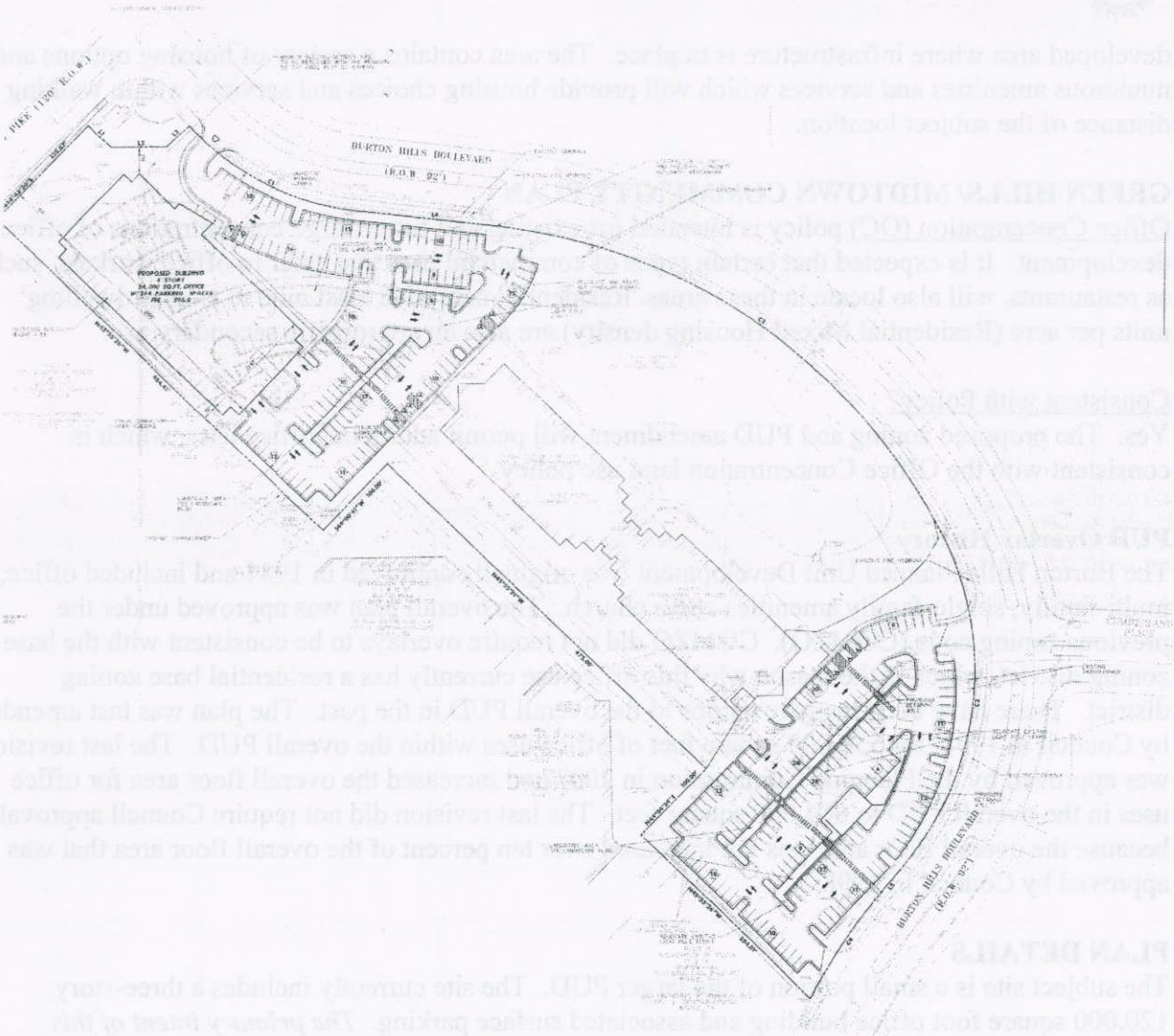
PLAN DETAILS

The subject site is a small portion of the larger PUD. The site currently includes a three-story, 120,000 square foot office building and associated surface parking. *The primary intent of this request is to increase the overall floor area for office uses on the subject site by adding a seven-story 110,000 square foot office building where a four-story, 54,000 square foot office building was previously approved (this is in addition to the existing 120,000 SF office building).* The plan also proposes minor revision to an existing surface parking lot. The request will increase the overall floor area for office uses on the site to 230,000 square feet and 660,000 square feet for the overall PUD. Since the request increases the floor area over ten percent (605,000 SF) of the floor area that was last approved by Council (1998), the zoning requires Council approval. PUD amendments must meet current zoning requirements. Today's zoning code requires that overlays be consistent with their base zone district; therefore, the PUD application is tied to a zone change for a Specific Plan district that will regulate bulk standards (setback, height, floor area, etc.).

Proposed SP-O Zoning

The proposed SP-O is a regulatory zoning which will regulate bulk standards and parking standards similar to any other zoning district. The standards under the proposed SP are as follows:

- Permitted Uses: All uses permitted by the ORI zoning district
- Minimum Lot Area: None
- Maximum FAR: 0.7 (structure parking does not count towards FAR)
- Maximum ISR: 0.9



Approved Plan

The subject site is a small parcel in the center of the site. The site currently includes a three-story 150,000 square foot office building where a four-story 24,000 square foot office building is currently under construction. The primary intent of the proposed minor revision to an existing surface parking lot is to increase the overall floor area for office uses on the site to 230,000 square feet and 600,000 square feet for the overall PUD. Since the request increases the floor area over ten percent (600,000 sq ft) of the floor area that was last approved by Council (1998), the zoning requires Council approval. PUD amendments must meet current zoning requirements. Today's zoning code requires that overlays be consistent with their base zone district; therefore, the PUD application is tied to a zone change for a specific Plan district that will regulate bulk standards (setback, height, floor area, etc.).

Proposed SP-O Zoning

The proposed SP-O is a regulatory zoning which will regulate bulk standards and parking standards similar to any other zoning district. The standards under the proposed SP-O are as follows:

- Permitted Uses: All uses permitted by the OBI zoning district
- Minimum Lot Area: None
- Maximum FAR: 0.7 (surface parking does not count towards FAR)
- Maximum ISR: 0.9



Metro Planning Commission Meeting of 08/09/2012

- Maximum Building Height: 90 feet
- Front Yard Setback: 35 feet from public ROW (Hillsboro Pike and Burton Hills Blvd)
- Side Yard Setback: 10 feet from all shared property lines
- Rear Yard Setback: 10 feet from all shared property lines
- Parking: 3 spaces per 1,000 square feet

The proposed SP also requires that development meet current tree density requirements. Any standards not specifically called out in the SP will fall under the ORI base zoning district. The proposed SP is similar to other office district in the zoning code. For example it will permit a FAR slightly under what is permitted in the OL zoning district and an ISR consistent with ORI. The major difference in the proposed SP district and other office zoning districts is that it permits a maximum building height of 90 feet at the setback where the maximum height for office districts is 65 feet at the setback and includes a slope of height control plane. The height control plane permits additional height as a building steps away from a required setback.

Site Plan

The plan calls for one new office building and the rearrangement of an existing parking lot. As proposed the new office building will be located near the intersection of Hillsboro Pike and Burton Hills Boulevard. It will be seven stories in height with 110,000 square feet of office space and another 120,000 square feet of structured parking. Surface parking is also provided. Access to the site will be from Burton Hills Boulevard. No direct access is proposed to Hillsboro Pike.

STAFF ANALYSIS

The proposed PUD amendment and zone change are consistent with the Office Concentration land use policy and meet two critical planning goals. These changes will provide for additional corporate office space which is needed in Davidson County. The additional office space will provide opportunities for new jobs in a growing area that can provide housing options and numerous amenities and services for future tenants.

Staff has received objections for the proposal from tenants in the office building to the south of the proposed building. The primary complaint is that the proposed building will block views of downtown. Staff has looked into this issue and staff understands that the proposed building will rise above the existing office building and will block views. While the proposed building will block views, staff finds that the need for high-quality corporate office space in Davidson County coupled with the fact that the proposed site location meets several critical planning goals outweighs this issue.

STORMWATER RECOMMENDATION

Approved

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. All driveway ramps should be ST-324.



Metro Planning Commission Meeting of 08/09/2012

3. Indicate solid waste plan – dumpster and recycling container locations with SU-30 turn template.
4. Modify signalized intersections on Hillsboro Rd to provide video detection and provide pedestrian facilities at northern signal.
5. Submit parking analysis. Modify median opening at relocated eastern driveway.

Maximum Uses in Existing Zoning District: **R15**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
General Office (710)	1.75	-	54,000 SF*	831	115	140

*FAR regulated by PUD Overlay

Maximum Uses in Proposed Zoning District: **SP-O**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
General Office (710)	1.77	-	110,000 SF*	1436	203	203

*FAR regulated by PUD Overlay (does not include existing floor area)

Traffic changes between maximum: **R15** and proposed **SP-O**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	+56,000	+605	+88	+63

STAFF RECOMMENDATION

Staff recommends that the request be approved with conditions as they are both consistent with the land use policy for the site and meet several critical planning goals.

CONDITIONS

2012SP-023-001

1. Uses in the SP are limited to office uses and all other uses permitted by the ORI zoning district.
2. No final site plan is required for this SP District as long as the PUD overlay remains. If the overlay is canceled then any new redevelopment will require a final site plan for the SP.
3. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Commission or Council approval, the property shall be subject to the standards, regulations and requirements of the ORI zoning district as of the date of the applicable request or application.
4. A corrected copy of the preliminary SP plan incorporating the conditions of approval by the Planning Commission and Council shall be provided to the Planning Department prior to the filing of any additional development applications for this property, and in any event no later than 120 days after the effective date of the enacting ordinance. The corrected copy provided to the Planning Department shall include printed copy of the preliminary SP plan and a single PDF that contains the plan and all related SP documents. If a corrected copy of the SP plan



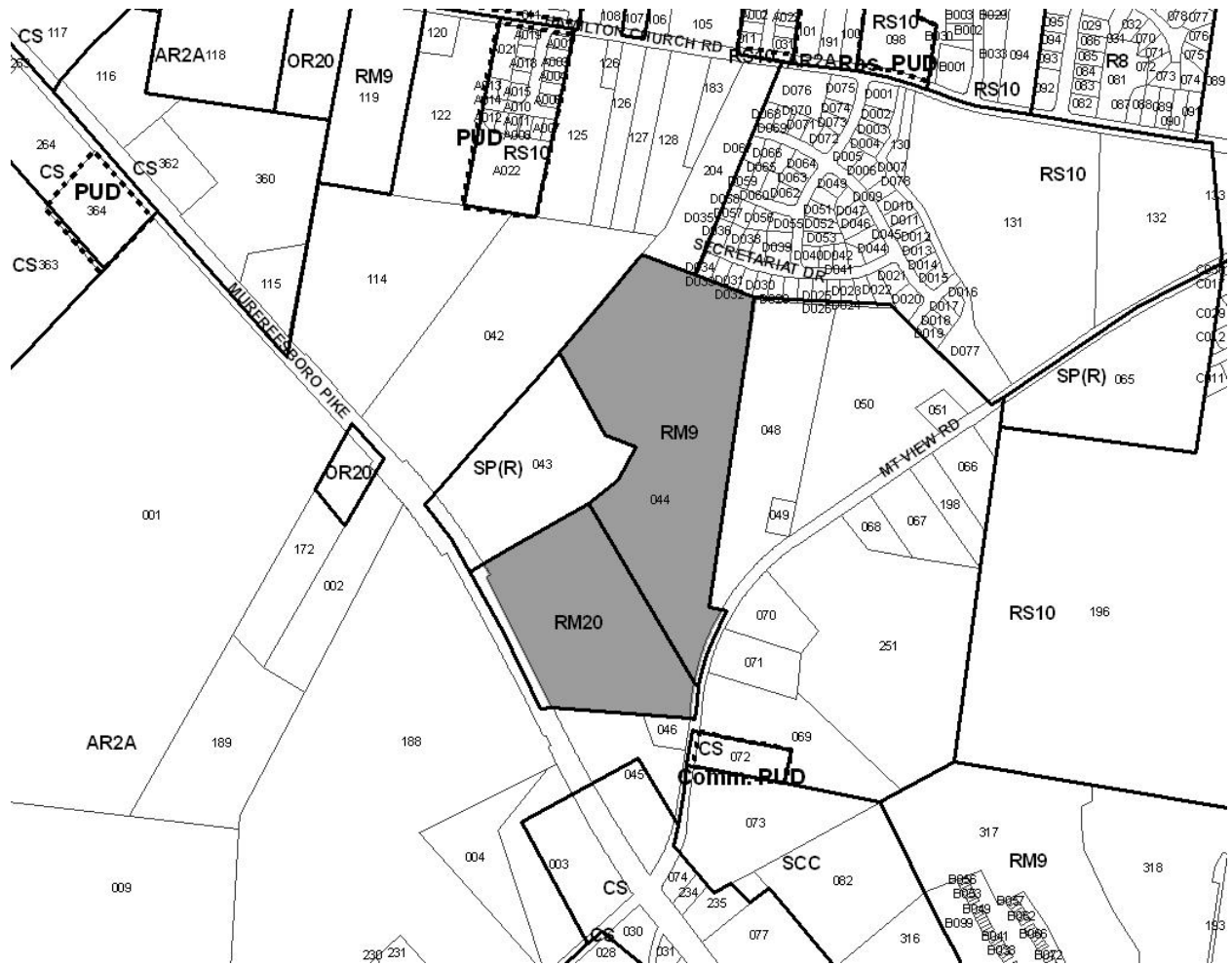
Metro Planning Commission Meeting of 08/09/2012

incorporating the conditions therein is not provided to the Planning Department within 120 days of the effective date of the enacting ordinance, then the corrected copy of the SP plan shall be presented to the Metro Council as an amendment to this SP ordinance prior to approval of any grading, clearing, grubbing, final site plan, or any other development application for the property.

5. 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.
6. 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.

18-84P-001 (PUD Amendment)

1. This approval does not include any signs. Signs in this planned unit development must be approved by the Metro Department of Codes administration. For the purposes of review all signs shall be consistent with the ORI zoning district.
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. If the PUD final site plan or final plat indicates that there is less acreage than what is shown on the approved preliminary plan, the final site plan shall be appropriately adjusted to show the actual total acreage, which may require that the total number of dwelling units or total floor area be reduced.



2005UD-008-001
2012Z-017PR-001
 3300 MURFREESBORO PIKE
 Map 164, Parcel(s) 044
 Antioch - Priest Lake
 33 – Robert Duvall



Metro Planning Commission Meeting of 8/9/2012

**Items #3
a & b**

Project No.	Urban Design Overlay 2005UD-008-001 Zone Change 2012Z-017PR-001
Project Name	Hamilton Hills UDO
Council District	33 – Duvall
School District	6 – Mayes
Requested by	George Ellis Thomas, owner
Staff Reviewer	Johnson
Staff Recommendation	<i>Defer UDO cancellation and zone change requests until TIS has been approved or until Council bill is filed, or disapprove</i>

APPLICANT REQUEST

Cancel UDO and rezone to CS zoning district

UDO Cancellation

A request to cancel a portion of the Hamilton Hills Urban Design Overlay District located at 3300 Murfreesboro Pike, approximately 3,250 feet south of Hamilton Church Road, zoned Multi-Family Residential (RM9 and RM20) and proposed for Commercial-Service (CS) (29.9 acres).

Zone Change

A request to rezone from Multi-Family Residential (RM9 and RM20) districts to the Commercial Service (CS) district property located at 3300 Murfreesboro Pike, approximately 3,250 feet south of Hamilton Church Road (29.9 acres), and located within the Hamilton Hills Urban Design Overlay District.

Existing Zoning

RM9 is intended for single-family, duplex, and multi-family dwellings at a density of 9 dwelling units per acre.

RM20 is intended for single-family, duplex, and multi-family dwellings at a density of 20 dwelling units per acre.

Hamilton Hills UDO – A UDO is a zoning tool that allows for a specifically designated area to have unique physical design standards in order to either protect the design character already established, or to create a design character that would otherwise not be ensured by the standard provisions of the zoning regulations. The proposed zone change would place commercial zoning on a portion of the Hamilton Hills UDO that is designated for residential-only development, ranging from single-family to multi-family development.

Proposed Zoning

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

CRITICAL PLANNING GOALS

N/A



SP zoning site plan
within UDO
(not constructed)

SITE

Approved Hamilton Hills Urban Design Overlay plan



Metro Planning Commission Meeting of 8/9/2012

ANTIOCH – PRIEST LAKE COMMUNITY PLAN

Corridor General (CG) is intended for areas at the edge of a neighborhood that extend along a segment of a major street and are predominantly residential in character. CG areas are intended to contain a variety of residential development along with larger scale civic and public benefit activities. Examples might include single family detached, single-family attached or two-family houses; but multi-family development might work best on such busy corridors. An Urban Design or Planned Unit Development overlay district or site plan should accompany proposals in these policy areas, to assure appropriate design and that the type of development conforms with the intent of the policy.

Neighborhood General (NG) is intended to meet a spectrum of housing needs with a variety of housing that is carefully arranged, not randomly located. An Urban Design or Planned Unit Development overlay district or site plan should accompany proposals in these policy areas, to assure appropriate design and that the type of development conforms with the intent of the policy.

Consistent with Policy?

No. The Corridor General and Neighborhood General land use policies promote residential development, not the commercial development that is permitted by the CS zoning district.

The Corridor General policy additionally promotes overlay zoning districts to ensure appropriate design. The proposal would strip the property of an overlay zoning district meeting this intent to provide appropriate residential design, and would replace it with commercial zoning without a site plan or overlay zoning district. The UDO cancellation and zone change proposals meet neither the recommended land uses nor the intent for an overlay or site-plan-based zoning district.

REQUEST DETAILS

The Hamilton Hills Urban Design Overlay was approved in 2005 to establish a plan for the development of land within its boundary with the intent of organizing development to meet transportation, connectivity, aesthetic, and environmental goals. The UDO is divided into seven different subdistricts. Each subdistrict has defined building types that are permitted within its boundaries. The UDO also includes a street plan for ensuring connectivity as various parcels develop.

The zone change to CS would allow for a variety of commercial development in a portion of the UDO that was intended for residential development only. The proposed UDO cancellation would sever an important portion of the UDO street plan that is meant to ensure connectivity among parcels. The applicant has not submitted a site plan to show the intent for making commercial development compatible with the UDO or with its intended residential development.

Public Works staff has not recommended approval and has requested a traffic impact study due to the magnitude of the proposed zone change.

ANALYSIS

The UDO cancellation and zone change requests are, at best, premature at this time. The property is located Murfreesboro Pike, a major arterial road. Commercial development along this arterial road could be appropriate in the future, but any move toward commercial development and away from



Metro Planning Commission Meeting of 8/9/2012

the cohesive residential development envisioned by the Hamilton Hills UDO should be done in the same coordinated way that was used to put the UDO in-place. The update of the Antioch – Priest Lake Community Plan is underway, and will re-examine the land use policies along this portion of Murfreesboro Pike. The applicant should also consider coordinating with adjacent property owners to promote an alternate overlay zoning district along Murfreesboro Pike that would permit the mix of land uses and other goals the Hamilton Hills UDO intends to pursue. If the UDO is to be cancelled, it should also be done in a coordinated way with all of the other properties included. By taking out a major piece of the UDO and replacing it with CS zoning, the remainder of the UDO is ineffective. This could also have detrimental impacts to the property owners where the UDO will still be in place since they may not be able to build the UDO as was originally envisioned.

Staff also recommends disapproval since a Traffic Impact Study is required by Public Works and one has not been submitted.

PUBLIC WORKS RECOMMENDATION

Due to the magnitude of the development, a TIS is required prior to rezoning.

Typical Uses in Existing Zoning District: **RM9**

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)	19.26	9 D	173 U	1172	89	114

Typical Uses in Existing Zoning District: **RM20**

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)	10.64	20 D	212 U	1409	108	135

Typical Uses in Proposed Zoning District: **CS**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
General Office (710)	29.9	0.420 F	547,026 SF	4937	731	692

Traffic changes between typical: **RM9, RM20** and proposed **CS**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+2356	+534	+444

Maximum Uses in Existing Zoning District: **RM9**

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)	19.26	9 D	173 U	1172	89	113



Metro Planning Commission Meeting of 8/9/2012

Maximum Uses in Existing Zoning District: **RM20**

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)	10.64	20 D	212 U	1409	108	135

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
General Office (710)	29.9	0.6 F	781,466 SF	6498	972	955

Traffic changes between maximum: **RM9, RM20** and proposed **CS**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+3917	+775	+707

STAFF RECOMMENDATION

Staff recommends deferral of the UDO cancellation and the zone change requests until a traffic impact study has been approved as required by Metro Public Works or until a Council bill for these requests has been filed. If the requests are not deferred, staff recommends disapproval of both requests. Both requests are in conflict with the CG and NG land use policies, which promote residential land uses and overlay zoning districts to ensure appropriate design. Cancellation of this portion of the Hamilton Hills UDO will create issues of street connectivity and land use compatibility within the remainder of the UDO. The commercial land uses permitted by the proposed CS zoning district are contrary to the residential land uses promoted by the CG and NG land use policies. A Traffic Impact Study is required and one has not been submitted or approved by the Department of Public Works.