# Metropolitan Planning Commission



# Staff Reports

## March 27, 2014

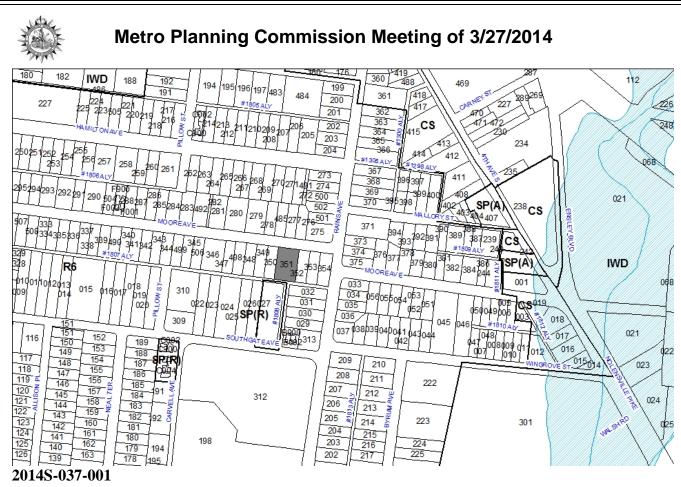


Mission Statement: The Planning Commission is to guide the future growth and development for Nashville and Davidson County to evolve into a more socially, economically and environmentally sustainable community with a commitment to preservation of important assets, efficient use of public infrastructure,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



## **PREVIOUSLY DEFERRED ITEMS**

• Subdivision (Final)



507 MOORE AVENUE Map 105-07, Parcel(s) 351 South Nashville 17 - Sandra Moore

Project No. Project Name Council District School District Requested by

Staff Reviewer Staff Recommendation 2014S-037-001 507 Moore Avenue 17 – Moore 5 – Kim Dale & Associates, Inc., applicant Lynne D. Wallace, owner Item # 1

Sajid Approve with a condition

## APPLICANT REQUEST Create two lots.

## <u>Final Plat</u>

A request for final plat approval to create two lots on property located at 507 Moore Avenue, approximately 210 feet west of Rains Avenue (.34 acres), zoned One and Two Family Residential (R6).

## **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 2 duplex lots for a total of 4 units*.

## **CRITICAL PLANNING GOALS**

N/A

## PLAN DETAILS

The proposed final plat is for a two lot infill subdivision for property located on Moore Avenue near Rains Avenue. The existing lot is 14,800 square feet and has 100 feet of frontage on Moore Avenue and is proposed to be subdivided into two lots with the following areas and street frontages:

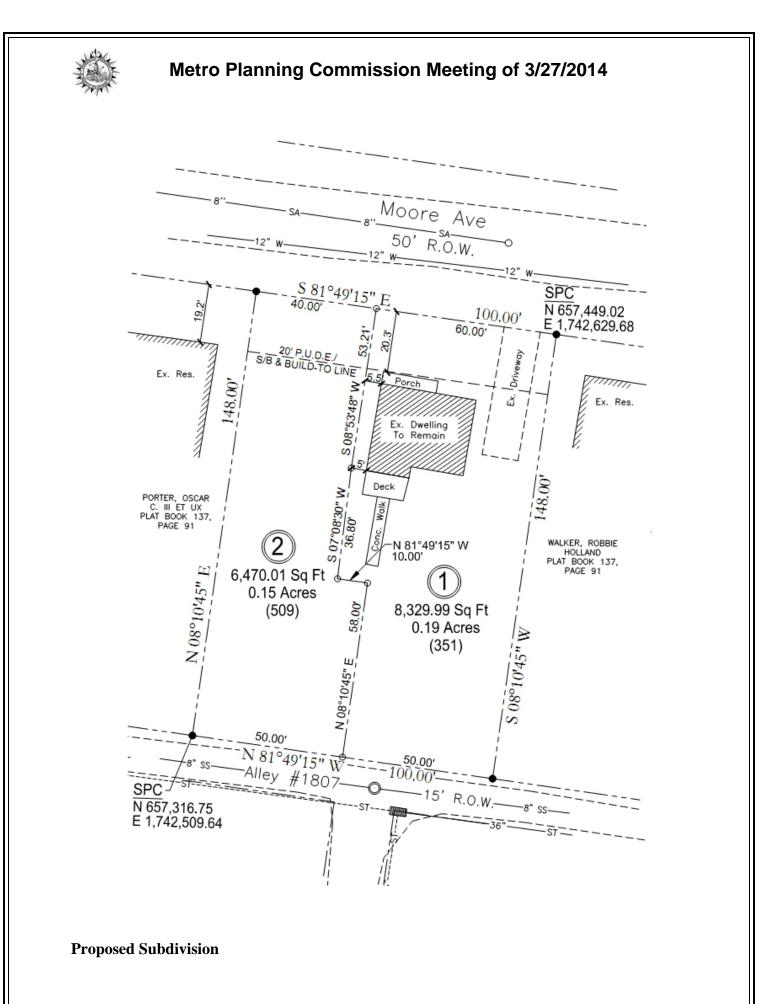
- Lot 1: 8,330 Sq. Ft., (0.19 Acres), and 60 Ft. of frontage;
- Lot 2: 6,470 Sq. Ft., (0.15 Acres), and 40 Ft. of frontage.

The plan indicates that the existing house on Lot 1 is to remain, which impacts the proposed lot configuration so that the existing house will meet the required 5 foot side setback. If the property line between Lots 1 and 2 were shifted to create two rectangular lots, Lot 2 would not meet the minimum lot size for R6. Per the "flag lot" definition in the Subdivision Regulations, Lot 2 would not be considered a flag lot since the "pole" of the flag is wide enough to have a building built on it.

## ANALYSIS

## Infill Compatibility

Section 3-5.3 of the Subdivision Regulations outlines the criteria for reviewing infill subdivisions located within the Neighborhood General policy area. Staff reviewed the final plat against the following criteria as required by the Subdivision Regulations:





- A. Zoning Code: Both lots meet the minimum standards of the R6 zoning district.
- B. Street Frontage: Both lots have frontage on a public street.
- C. Agency Review: All review agencies recommend approval.
- D. Special Policy: The subject property does not fall under a special policy.

In addition to the criteria in Section 3-5.3, the subdivision must be reviewed with regard to the access requirements set forth in Section 3-5.5 of the Subdivision Regulations, which applies to all infill subdivisions. Section 3-5 states that all infill lots shall have rear or side access via an existing alley. The intent of the Subdivision Regulation requirement for alley access is to manage the number of driveways and the points of vehicular conflict along a residential street as well as mitigate the intensity of driveways within residential front yards. Moore Avenue is located in an area that has a grid street system and accommodates through traffic. An existing improved alley is located to the rear of the subject property and the applicant proposes rear alley access for Lot 2. An existing driveway, however, is located to the east of the existing house on Lot 1.

## PUBLIC WORKS RECOMMENDATION

- Approved with conditions.
- The developer's final construction drawings shall comply with the design regulations established by the Department of Public Works. Final design may vary based on field conditions.
- If sidewalks are required, then they should be shown on the plan per Public Works standards with the required curb and gutter and grass strip.

## STORMWATER RECOMMENDATION

Approved

## WATER SERVICES RECOMMENDATION

Approved

## STAFF RECOMMENDATION

Staff recommends approval of the subdivision with conditions and disapproval without all conditions.

## CONDITION

- 1. Prior to plat recordation, the lot area shown in the upper right corner of the final plat shall be corrected.
- 2. Prior to plat recordation, Note 21 shall be removed.
- 3. Add note: With redevelopment of Lot 1, the access to Lot 1 shall be relocated and limited to rear access from the existing improved alley only.

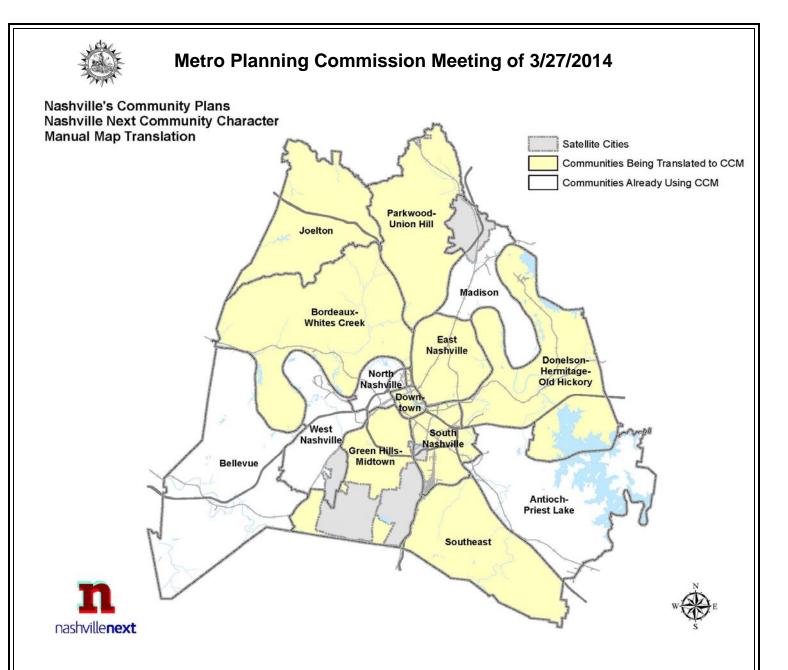


## SEE NEXT PAGE



## COMMUNITY PLAN POLICY CHANGES and ASSOCIATED CASES

- Plan Amendments
- Specific Plans



2014CP-000-001 **LUPA to CCM Translation** Countywide



Project No. Project Name Council District School Districts Requested by

Staff Reviewer Staff Recommendation

## Functional Plan Amendment – 2014CP-000-001 LUPA Policies to CCM Policies Translation

Item # 2

Various – Countywide Various – Countywide Metro Planning Department

McCaig Defer to the April 10, 2014, Planning Commission meeting.

### **APPLICANT REQUEST Amend the land use policy in nine community plans from LUPA policies to CCM policies.**

### Functional Plan Amendment

A request to amend the Bordeaux-Whites Creek Community Plan: 2003 Update; Donelson-Hermitage-Old Hickory Community Plan: 2004 Update; Downtown Community Plan: 2007 Update; East Nashville Community Plan: 2006 Update; Green Hills-Midtown Community Plan: 2005 Update; Joelton Community Plan: 2003 Update; Parkwood-Union Hill Community Plan: 2006 Update; South Nashville Community Plan: 2007 Update; and Southeast Community Plan: 2004 Update by translating LUPA (Land Use Policy Application) land use policies to CCM (Community Character Manual) land use policies.

### AMENDING NINE OLDER COMMUNITY PLANS USING LUPA POLICIES Current Policies

Policies defined in the Land Use Policy Application (LUPA) manual.

## **Proposed Policies**

Policies defined in the Community Character Manual (CCM).

Both documents are found on the Metro Planning web site – <u>www.nashville.gov/mpc</u> under "Community Planning and Design" and "CCM".

## BACKGROUND

The land use policies used in the nine, older community plans are from the Land Use Policy Application (LUPA) manual, originally adopted in 1992 and subsequently updated in 2007 and 2012. The LUPA manual began to be phased out with the adoption of the Community Character Manual (CCM) in 2008. Since that time, five community plans have been updated using the policies in the CCM. There have also been several plan amendments to the nine remaining community plans that replaced LUPA policies with CCM policies. The types of development broadly envisioned for the nine community plans that still use LUPA policies are restricted by the continued use of those policies because they do not offer the same level of policy guidance that is found in the CCM.

During the Countywide General Plan Update (NashvilleNext), Planning staff have not been updating Community Plans. However, in the fall of 2012, Metro Planning staff began preparing a translation of the older LUPA policies in the nine community plans to their closest counterpart in CCM policies. It is important to note that this is a direct translation with no changes in substance. For example, there are no policies changing from residential to commercial or from commercial to industrial.



The translation is being undertaken for two reasons – as the NashvilleNext process has been underway, growth and development in Nashville have not stopped. The translation of the LUPA policies to CCM policies ensures that all of the communities are using the same policy language to guide development and during NashvilleNext. Meanwhile, the translation ensures that when conversations on future growth, development and preservation occur during the NashvilleNext process, it is easier to talk about these topics because all of the communities will be using the same (CCM) policies; essentially the communities will all being using the same "language" for talking about the future.

## **COMMUNITY PARTICIPATION**

The CCM Policy Translation Maps were publicized and introduced at the *Be the Next Mayor* NashvilleNext Community Meetings, a series of six community meetings held in July of 2013. Three additional countywide meetings were held in February of 2014 to close out the public hearing input on the maps.

Between the two sessions of community meetings, the CCM Policy Translation Maps were posted on the NashvilleNext website in July of 2013 and remain posted with opportunities to provide public comment through the web interface. The department has continued to publicize the translation process through its webpage and frequent emails to the public. Staff has continued to field calls and emails with questions pertaining to the process and to policy changes for certain areas and properties.

Staff held a work session with the Planning Commissioners on March 4, 2014. Staff also reached out individually to each Councilmember to explain the process and discuss changes in policies in their districts.

## ANALYSIS

The adoption and use of the CCM represents the evolution in the community's understanding of community planning. LUPA focuses primarily on land use and density. Over time, the community's understanding of desirable development has come to place more emphasis on the form, character and context of development – massing, orientation and scale of buildings, setbacks and spacing, location of access and parking, etc. Meanwhile, the community's commitment to preserving Nashville/Davidson County's diversity of development and sense of place in rural, suburban and urban areas has grown. LUPA does not provide adequate guidance on how to preserve or create community character through form, nor does it create significant distinctions between rural, suburban or urban development. The time has come for the LUPA manual to be retired.

The translation does not apply to the five community plans that have already been updated with CCM policies. They remain as they are. Also, any areas of the older community plans that have been amended to CCM policies remain unchanged in the translation. With the older nine community plans, any areas with additional design guidance such as Special Policies or Detailed Design Plans are included in the translation so as not to lose the direction provided by these policy documents.

As noted above, this is a strict translation of LUPA policies to the equivalent CCM policies. In order to create uniformity in policy application across the fourteen community plans, two approaches have been included with the translation:

• Although the transect is discussed and included in each of the older nine community plans, LUPA policies are not broken down by transect category like CCM policies. As part of the



translation, any areas that were placed in the Suburban transect category, but lack access to sewer infrastructure, have been moved to the Rural transect category. For example, if an area was in Suburban Residential Low Medium density policy and lacks access to sewer, the translation places the area in Rural Neighborhood Maintenance policy.

• The second approach is applying Conservation policy to all floodplain areas as defined by the Floodplain Overlay Zoning District (100-year floodplain). The exception to this is in the Downtown Community Plan, which does not include any Conservation policy.

As stated above, this translation includes no substantive changes. There will, however, be a time and process during NashvilleNext to discuss substantive changes. In the coming months, staff will work with the community on any areas in the county where policies need to be refined and/or changed based on the NashvilleNext preferred growth and preservation scenario discussion.

### STAFF RECOMMENDATION

Staff recommends deferral to the April 10, 2014, Planning Commission meeting. The translated CCM policies provide more detailed guidance than the LUPA policies. Translating the LUPA policies into CCM policies through this amendment is needed for consistency across Nashville/Davidson County. The translation allows all communities to be guided by the same policy language for daily development review and as the NashvilleNext General Plan update process moves forward.



Green Hills - Midtown Community Plan Minor Plan Amendment Case # 2014CP-010-001 1209 Hawkins Street



The application of Urban Neighborhood Evolving Policy is proposed for the property outlined in black.

Metro Planning Commission Meeting of 3/27/2014 Item # 3a



Project No.	Minor Plan Amendment 2014CP-010-001
Project Name	Green Hills - Midtown Community Plan
Ŭ	Amendment
Associated Case	2014SP-014-001
Council District	19 – Gilmore
School District	5 – Kim
Requested by	Dale and Associates, applicant; Frank Maxwell, III, owner
Staff Reviewer	Capehart
Staff Recommendation	Approve

#### **APPLICANT REQUEST**

Amend land use policy from Single-Family Detached in Neighborhood General (SFD in NG) to Urban Neighborhood Evolving (T4 NE).

#### Minor Plan Amendment

A request to amend the Green Hills-Midtown Community Plan to change the Land Use Policy from Single-Family Detached in Neighborhood General (SFD in NG) Policy to Urban Neighborhood Evolving (T4 NE) Community Character Policy for property located at 1209 Hawkins Street (0.19 acres).

## **CRITICAL PLANNING GOALS**

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

The application of Urban Neighborhood Evolving policy on property located at 1209 Hawkins Street would support transportation and housing choices through infill development and compact building design.

The application of Urban Neighborhood Evolving policy in this area would offer future residents choices in transportation; the subject site is located in close proximity to transit routes and stops, bike routes, and has access to existing sidewalk infrastructure.

The Urban Neighborhood Evolving policy also encourages a range of housing options, fostering neighborhoods that support aging-in-place, transit, and successful neighborhood market places. Providing a range of housing types is most often facilitated by infill development. Infill development most often utilizes existing infrastructure and should be designed to provide appropriate transitions in massing, height, and scale. The Urban Neighborhood Evolving policy supports and provides guidance for infill development by encouraging appropriate transitions so that infill development is compatible with existing development. In addition, infill development also considers compact building design with reduced footprints that lessen the impact on surrounding development and green space.



## **GREEN HILLS - MIDTOWN COMMUNITY PLAN**

## **Current Policy**

<u>Single-Family Detached in Neighborhood General (SFD in NG)</u> policy is intended for single-family housing that varies based on the size of the lot. Detached houses are single units on a single lot. NG policy is intended to meet a spectrum of housing needs with a variety of housing that is carefully arranged, not randomly located.

### **Proposed Policy**

<u>Urban Neighborhood Evolving (T4 NE)</u> policy is intended to create and enhance urban neighborhoods that are compatible with the general character of existing urban neighborhoods as characterized by their development pattern, building form, land use and associated public realm, with opportunities for housing choice and improved pedestrian, bicycle and vehicular connectivity. The resulting development pattern may have higher densities than existing urban neighborhoods and/or smaller lots 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.

## BACKGROUND

The companion to this case, 2014SP-014-001, considers a zone change from R6 zoning district (single and two family, minimum 6,000 square foot lot) to Specific Plan Residential (SP- R) zoning district to allow up to four dwelling units on property located at 1209 Hawkins Street. The proposed SP-R zoning to allow up to four dwelling units is inconsistent with the SFD in NG policy which supports only single-family detached residential land uses; the four dwelling units are proposed to be attached units. The applicant requests a plan amendment to T4 NE so that the proposed zone change will be consistent with the land use policy.

## **COMMUNITY PARTICIPATION**

An early postcard notification announcing the plan amendment was sent to surrounding property owners. A notice communicating the time and date of the Planning Commission Public Hearing was sent to property owners within 600 feet of the subject property.

## ANALYSIS

#### **Physical Site Conditions**

The subject property has minimal topographical constraints; there is some topography at the back of the site near the adjacent alley, but would have minimal impact on the site itself. There is no floodplain or floodway.

#### Land Use

The subject property is currently classified single family residential. Land uses adjacent to the subject property include residential (ranging from single-family to residential with four or more units), and institutional. There are also properties classified as vacant in the immediate area.



### **Existing Development Pattern**

The development pattern is urban, characterized by smaller lots and buildings with shallow to moderate setbacks. Properties in the area are roughly 10,000 square feet (0.23 acres). The subject property shares the southern block face of Hawkins Street between 12<sup>th</sup> Avenue South and 14<sup>th</sup> Avenue South where building setbacks are generally between 10 and 30 feet in depth.

#### Access

The subject property has access from an alley that runs perpendicular to Hawkins Street. At the southern edge of the subject property the alley turns west to run parallel to Hawkins Street providing access to 14<sup>th</sup> Avenue South.

#### **Historic Features**

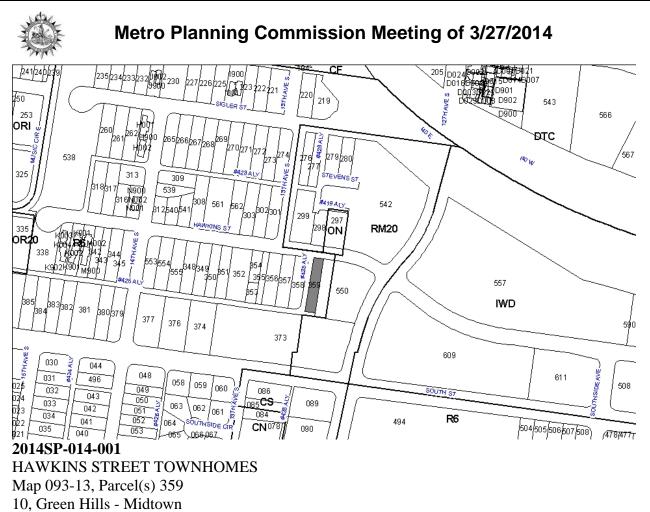
The subject property is not identified as an historic feature. The subject property is located within the Organized Neighbors of Edgehill neighborhood, where there are properties identified as Worthy of Conservation.

### Summary

The application of Urban Neighborhood Evolving policy is appropriate. The application of this policy would encourage diverse residential development in an area that has access to existing transportation choices and infrastructure. Implementation of this policy is best facilitated through compact infill development. Under the guidance of Urban Neighborhood Evolving policy, compact infill development considers context (i.e. appropriate height, massing, scale, and transitions) to facilitate harmonious residential development. Additionally, the site is adjacent to existing Mixed Housing in Neighborhood General policy along a prominent corridor to the east and is bounded by the alley to the west, that can serve as the transition to SFD in NG policy.

## STAFF RECOMMENDATION

Staff recommends approval.



19 (Erica S. Gilmore)

Metro Planning Commission Meeting of 3/27/2014 Item # 3b



Project No. Project Name Council District School District Requested by

Staff Reviewer Staff Recommendation 2014SP-014-001 Hawkins Street Townhomes 19 – Gilmore 5 – Kim Dale & Associates, Inc., applicant; Frank Maxwell, III, owner

Sajid Approve with conditions and disapprove without all conditions.

### **APPLICANT REQUEST Preliminary SP to permit four residential units.**

### Preliminary SP

A request to rezone from One and Two-Family Residential (R-6) to Specific Plan-Residential (SP-R) zoning for properties located at 1209 Hawkins Street, approximately 270 feet west of 12<sup>th</sup> Avenue South (0.19 acres), to permit up to four residential units.

### **Existing Zoning**

<u>One and Two-Family Residential (R6)</u> 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 1 lots, which would permit a duplex, creating a total of two units.* 

## **Proposed Zoning**

<u>Specific Plan-Residential (SP-R)</u> 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.

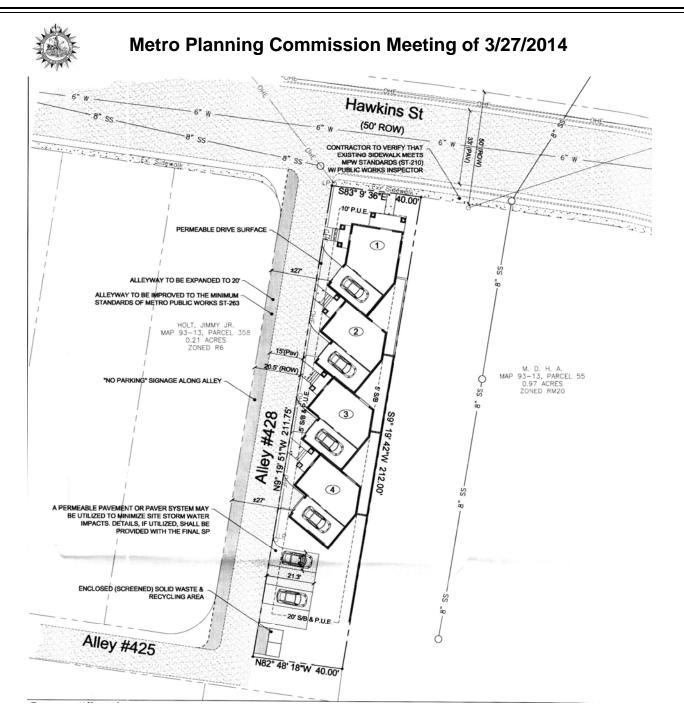
## **CRITICAL PLANNING GOALS**

- Supports a Variety of Transportation Choices
- Supports Infill Development

The proposed SP supports development that is consistent with the character of surrounding development and creates an opportunity for infill housing. In addition, the site is served by an existing transit route and sidewalk network that runs along 12<sup>th</sup> Avenue South which will be supported by the additional density proposed by the SP.

### **GREEN HILLS – MIDTOWN COMMUNITY PLAN** Existing Structure Plan Policy

<u>Neighborhood General (NG)</u> policy 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 to the intent of the policy.



## **Proposed Site Plan**



## **Existing Detailed Policy**

<u>Single Family Detached (SFD)</u> is intended for single family housing that varies based on the size of the lot. Detached houses are single units on a single lot.

### **Proposed Policy**

<u>Urban Neighborhood Evolving (T4 NE)</u> is intended to create and enhance urban neighborhoods that are compatible with the general character of existing urban neighborhoods as characterized by their development pattern, building form, land use and associated public realm, with opportunities for housing choice and improved pedestrian, bicycle and vehicular connectivity. The resulting development pattern may have higher densities than existing urban neighborhoods and/or smaller lots 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?

The proposed SP is not consistent with the existing policy. NG policy supports a mixture of housing types. However, the subject property also falls under the Single-Family Detached (SFD) detailed policy, and the proposed townhome development is not consistent with the special policy.

A community plan amendment (2014CP-010-001) has been requested to change the policy from Single-Family Detached in Neighborhood General (SFD in NG) to Urban Neighborhood Evolving (T4 NE). The proposed SP is consistent with the T4 NE policy. The request introduces an additional housing option in the area. In addition, the proposed development is located adjacent to existing transit which will be supported by greater residential density as proposed by the SP.

#### PLAN DETAILS

The site is located on Hawkins Street to the west of 12<sup>th</sup> Avenue South. The existing structure is proposed to be demolished. Surrounding zoning includes R6, RM20 and ON, and the area is characterized by a variety of land uses. Access to the site is from an existing alley located to the west of the property.

#### Site Plan

The plan proposes four attached residential units. The maximum height of the units will be three stories in 35' to the top of the roof. The site is not contiguous to any existing residential uses; the property abuts an alley to the west and south and an MDHA office building/parking lot to the east.

One unit faces Hawkins Street and will have the appearance of a single-family home at the street. The interior units will front the existing alley, which will be widened to 20 feet. An enclosed solid waste and recycling area is shown at the rear of the property. Architectural images have been included with the preliminary SP and depict two-story brick buildings with craftsman style design elements.

Each unit provides one garage parking space and four additional parking spaces are provided at the rear of the property. Signage will indicate that no parking is permitted in the alley. The SP is in proximity to an existing transit line that runs along 12<sup>th</sup> Avenue, and the closest MTA stop is located at the corner of 12<sup>th</sup> Avenue South and Hawkins Street. Sidewalks exist along Hawkins Street and 12<sup>th</sup> Avenue South. In addition, a sidewalk is proposed to connect the unit facing



Hawkins Street to the existing sidewalk network. Pervious pavement is proposed for all parking areas and driveways throughout the site in order to address stormwater concerns.

## ANALYSIS

The proposed SP is consistent with the proposed Urban Neighborhood Evolving land use policy, and the plan meets two critical planning goals. If the associated policy amendment is approved, staff recommends approval of the SP with conditions and disapproval without all conditions. If the associated policy amendment is not approved, the staff recommends disapproval.

## FIRE MARSHAL RECOMMENDATION

• N/A

## STORMWATER RECOMMENDATION

• Approved

## **TRAFFIC & PARKING RECOMMENDATION**

• No exception taken

## WATER SERVICES RECOMMENDATION

• Approved as Preliminary SP only. Applicant must submit Construction plans and pay Capacity Fees before Final SP is approved.

## PUBLIC WORKS RECOMMENDATION

- No exception taken
- 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.

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)	0.19	7.71 D	2 U*			

Maximum Uses in Existing Zoning District: R6

\*Based on one two-family unit

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 (220)	0.19	-	4 U			

#### Traffic changes between maximum: R6 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
-	-	-	+ 2			



## SCHOOL BOARD REPORT

## Projected student generation existing R6 district: <u>0</u> Elementary <u>0</u> Middle <u>0</u> High Projected student generation proposed SP-R district: <u>0</u> Elementary <u>0</u> Middle <u>0</u> High

The proposed SP-R zoning district would not generate any more students than what is typically generated under the existing R6 district. Students would attend Eakin Elementary School, West End Middle School, and Hillsboro High School. Eakin Elementary School and West End Middle School have been identified as over capacity. There is capacity within the cluster for additional elementary and middle school students. This information is based upon data from the school board last updated September 2013.

## STAFF RECOMMENDATION

Staff recommends approval with conditions and disapproval without all conditions.

## CONDITIONS

- 1. Uses within the SP shall be limited to up to four attached, residential units.
- 2. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Council approval, the property shall be subject to the standards, regulations and requirements of the RM20-A zoning district as of the date of the applicable request or application.
- 3. Finished ground floors and porches shall be elevated a minimum of 18" from the abutting average ground elevation.
- 4. Maximum height of units shall be 2 stories in 35 feet to the top of the roof.
- 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 or with final site plan application.
- 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.
- 8. Add the following note to plan: Ownership for units may be divided by a Horizontal Property Regime or a subdivision with a minimum lot size of 600 square feet.



## SEE NEXT PAGE



## RECOMMENDATIONS TO METRO COUNCIL

- Text Amendments
- Specific Plans
- Zone Changes
- Planned Unit Developments
- Neighborhood Conservation Overlays
- Neighborhood Landmark Overlays



## NO SKETCH

**Item # 4** 



Project No.	Text Amendment			
	2014Z-005TX-001			
Project Name	Zoning Application Fees and			
Ŭ	Public Hearing Costs			
Council Bill	BL 2014-715			
Council District	Countywide			
School District	Countywide			
Requested by	Councilmember Davette Blalock			
Staff Reviewer	Logan			
Staff Recommendation	Disapprove			
APPLICANT REQUEST	Modify zoning application fee and public hearing requirements for Councilmembers.			
Text Amendment	A request to amend Chapter 17.40 of Title 17 of the Metropolitan Zoning Code, Zoning Regulations, pertaining to the zoning application fees and public hearing notice costs for amendments to the official zoning map initiated by a member or members of the Metropolitan Council.			

## **CURRENT TEXT**

The Zoning Code allows a Councilmember to file an application to amend the official zoning map. Application fees are required, except for rezoning requests initiated by a member or members of council for the purpose of:

- 1. Rezoning the property from a greater intensity residential use to a lesser intensity residential use (i.e., an "R" district to an "RS" district);
- 2. Rezoning the property from an office, commercial, or industrial district to a residential or residential single-family district;
- 3. Rezoning ten or more parcels from a specific plan (SP) district to another base zoning district; or
- 4. Applying the urban design overlay district, historic preservation district, neighborhood conservation district, or urban zoning overlay district, as provided in Chapter 17.36
- 5. An amendment to or cancellation of a planned unit development (PUD) district after the planning commission has determined the PUD to be inactive in accordance with Section 17.40.120.H.

All applicants, including Councilmembers, must provide public hearing notice, which includes mailed notices and posted signs for both Planning Commission and Council.

## **PROPOSED TEXT**

This text amendment would waive a Councilmember's application fees for:

1. Applying the urban design overlay district, historic preservation district, neighborhood conservation district, or urban zoning overlay district, as provided in Chapter 17.36;



- 2. An amendment to or cancellation of a planned unit development (PUD) district after the planning commission has determined the PUD to be inactive in accordance with Section 17.40.120.H.; or
- 3. For any other rezoning request initiated by a member of council, provided that each member of council shall be entitled to no more than one such fee waiver per calendar year unless the rezoning request is consistent with subsections C.1 or C.2 of this section.

Additionally, this amendment would require the Planning Department to bear the cost and responsibility or preparing public hearing notice.

## ANALYSIS

This ordinance would require the costs and responsibility for public hearing signs and printing and mailing of written notices regarding the public hearing for amendments to the official zoning map initiated by members of the metropolitan council to be borne by the Planning Department, whenever the proposed amendment to the official zoning map falls within the fee waiver exceptions in Section 17.40.740.C of the metropolitan code. This ordinance also proposes that each member of council shall be entitled to no more than one such fee waiver per calendar year *in addition to* the application of any urban design overlay district, historic preservation district, neighborhood conservation district, or urban zoning overlay district or the amendment to or cancellation of a planned unit development (PUD) district after the planning commission has determined the PUD to be inactive.

The Planning Department has analyzed the costs for public hearing signs and printing and mailing of written notices for rezonings proposed by members of the Metropolitan Council for the calendar years of 2012 (\$3,635) and 2013 (\$12,700), including costs for paper, printing, postage, signs and staff time. However, recent changes in the housing market and overall economy have increased rezoning applications. In just the first month of 2014, approximately \$10,181 was spent on public hearing signs and printing and mailing of written notices for rezonings proposed by members of the Metropolitan Council. Additionally, it is anticipated that a substantial increase in the number of rezoning applications would occur if all costs are borne by the Planning Department.

Assuming that each member of council would want to take advantage by rezoning a large area, the Planning Department has estimated a cost \$63,487.32 for the notices and signs for 40 rezonings.

However, in addition to the one rezoning per member of council, this ordinance would require the Planning Department to bear the costs and responsibility for all overlays initiated by members of council. In January 2014, two of the four cases submitted by members of council were for overlays. Although this is anticipated to increase, using this as a basis to project future cost associated with overlay applications, staff estimates that notices and signs for overlays will be an additional \$24,528.24 per calendar year.

Therefore, the total estimate per calendar year is \$93,015.56.

Additionally, the Metropolitan Clerk's Office would incur additional expenses related to the publication of public hearing notices for each of the rezoning requests and at least one addition administrative staff member would be required to complete the signs and notices (\$28,739, plus benefits).

Fees collected for rezonings go into the General Fund, not to the Planning Department. There is no



additional funding proposed with this bill.

### **STAFF RECOMMENDATION**

Staff recommends disapproval.

## ORDINANCE NO. BL2014-715

An Ordinance amending Chapter 17.40 of Title 17 of the Metropolitan Code, Zoning Regulations, pertaining to the zoning application fees and public hearing notice costs for amendments to the official zoning map initiated by a member or members of the Metropolitan Council (Proposal No. 2014Z-005TX-001).

## BE IT ENACTED BY THE COUNCIL OF THE METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY:

Section 1. That Section 17.40.720 of the Code of The Metropolitan Government of Nashville and Davidson County, Zoning Regulations, is hereby amended by designating the existing provisions as subsection A., and by adding the following provision as subsection B.:

"B. The planning department shall have the responsibility for the preparation and mailing of written notices regarding the public hearing for amendments to the official zoning map initiated by a member or members that fall within the fee waiver exceptions in Section 17.40.740.C of the metropolitan code. The planning department shall also be responsible for all costs associated with such written notices."

Section 2. That Section 17.40.730 of the Code of The Metropolitan Government of Nashville and Davidson County, Zoning Regulations, is hereby amended by adding the following new subsection D.:

"D. The planning department shall have the responsibility for the preparation of public notice signs for amendments to the official zoning map initiated by a member or members that fall within the fee waiver exceptions in Section 17.40.740.C of the metropolitan code. The planning department shall also be responsible for all costs associated with the preparation of such signs."

Section 3. That Section 17.40.740 of the Code of The Metropolitan Government of Nashville and Davidson County, Zoning Regulations, is hereby amended by deleting subsection C. in its entirety and substituting with the following new subsection C.:

C. Any rezoning request initiated by a member or members of council for the purpose of:
1. Applying the urban design overlay district, historic preservation district, neighborhood conservation district, or urban zoning overlay district, as provided in Chapter 17.36;
2. An amendment to or cancellation of a planned unit development (PUD) district after the planning commission has determined the PUD to be inactive in accordance with Section 17.40.120.H.; or
3. For any other rezoning request initiated by a member of council, provided that each member of council shall be entitled to no more than one such fee waiver per calendar year unless the rezoning request is consistent with subsections C.1 or C.2 of this section.

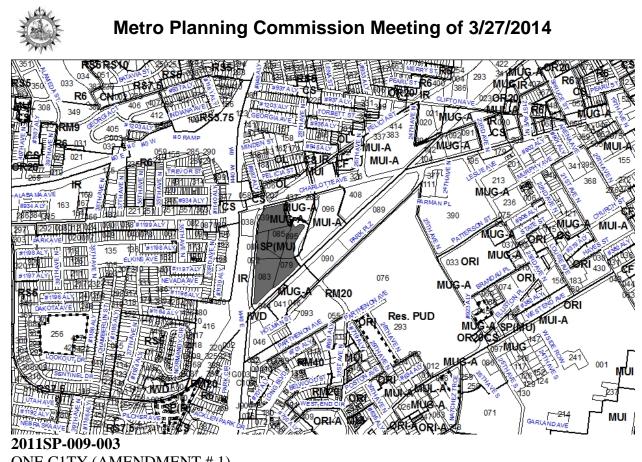


Section 4. Be it further enacted, that this ordinance take effect immediately after its passage and such change be published in a newspaper of general circulation, the welfare of The Metropolitan Government of Nashville and Davidson County requiring it.

Sponsored by: Davette Blalock



## **SEE NEXT PAGE**



ONE C1TY (AMENDMENT # 1) Map 092-14, Parcel(s) 039, 079, 083-085, 095, P/O 094 10, Green Hills - Midtown 21 (Edith Taylor Langster)



Item # 5

Project No. Project Name Council Bill No. Council District School District Requested by

Staff Reviewer Staff Recommendation Zone Change 2011SP-009-003 ONE C1TY (Amendment # 1) BL2014-704 21 – Taylor 5 – Kim Civil Site Design Group PLLC, applicant; Nashcam, L.P., owner.

Swaggart Approve with conditions and disapprove without all conditions

## **APPLICANT REQUEST**

SP amendment to permit temporary improvements, additional uses and additional building height.

### Preliminary SP

A request to amend the ONE C1TY Specific Plan district approved for a mixed-use development for properties located at 329, 330, 331 and 336 28th Avenue North, 28th Avenue North (unnumbered) and 3001 Charlotte Avenue, southwest of the intersection of 28th Avenue and Charlotte Avenue (18.73 Acres), to permit temporary improvements, permit additional uses not currently permitted and increase the maximum building height.

#### **Existing Zoning**

<u>Specific Plan-Mixed Use (SP-MU)</u> 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.

## **CRITICAL PLANNING GOALS**

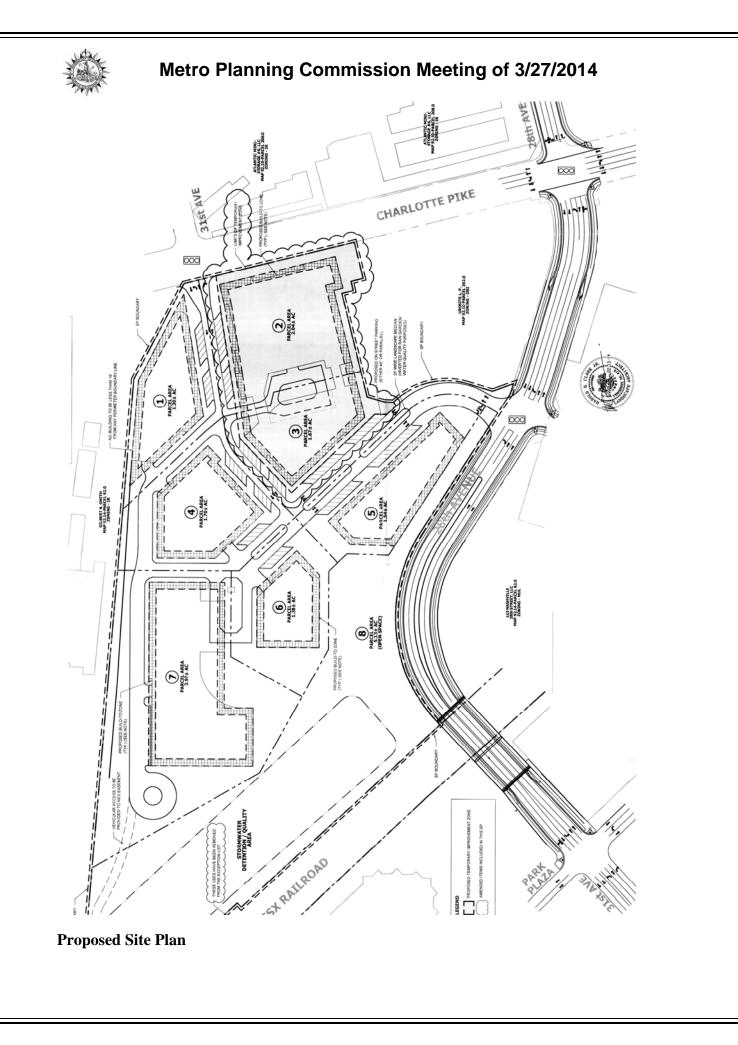
N/A

## **GREEN HILLS-MIDTOWN COMMUNITY PLAN**

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

## Consistent with Policy?

Yes. The proposed amendment permits two additional uses and permits temporary improvements that are intended to generate excitement about the overall project during its development stage. The amendment will also increase the overall maximum height from 12 stories to 15 stories. The plan will continue to permit an intense mixture of uses including office, retail, restaurants as well as residential. The amendment also does not alter the existing design guidelines that are intended to create a walkable urban development that meets the design intent of the policy.





## PLAN DETAILS

The ONE C1TY Specific Plan was approved by Metro Council on May 20, 2011. It is located near the intersection of Charlotte Pike and the new 28<sup>th</sup> Avenue Connector. Prior to the SP being adopted, the site was zoned for office/residential (ORI) and industrial (IR). Most of the structures on the site have been demolished. A final site plan for an office building (phase 1) has been approved and site development has commenced.

The primary intent of the proposed amendment is to permit temporary improvements and additional uses on a portion of the site along Charlotte Avenue. The site consists of a large building pad from a structure that was previously demolished. Permitted improvements would include driveways, hardscape, parking, utilities, structures and landscaping. These improvements could remain until the development envisioned by the original plan is constructed. The additional uses- commercial amusement, inside and outside- are included to implement the proposed temporary improvements to generate activity on the site prior to the construction of the final proposed development. The plan also calls for the maximum building height to be increased from 12 stories to 15 stories.

## FIRE MARSHAL'S OFFICE N/A

## PUBLIC WORKS RECOMMENDATION Approve 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. Revise layout to include the previously approved road network. Remove the angled parking, indicate correct laneage, etc. The road network that is shown is not the road network that was approved with the Final SP for Phase 1 and the associated construction drawings.
- 3. Prior to use and occupancy of the temporary container buildings, all previously SP conditioned vehicular and pedestrian infrastructure improvements shall be constructed in accordance with approved construction plans.
- 4. A focused TIS may be required if increased building height results in increased SP square footage.

## STORMWATER RECOMMENDATION Ignore

WATER SERVICES Approved

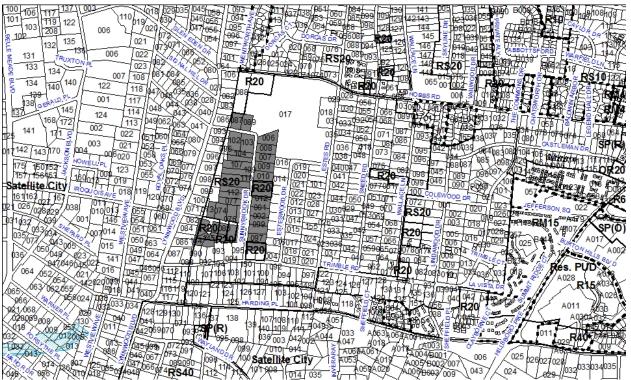
## STAFF RECOMMENDATION

Approve with conditions and disapprove without all staff conditions

## CONDITIONS

1. Requirements specified in BL2011-891 not specifically being amended under this application shall remain in effect.





#### 2014Z-020PR-001

SUNNYBROOK DRIVE DOWNZONING Map 130-03, Parcel(s) 087, 089, 102-104, 107-112, 125 Map 130-04, Parcel(s) 006-012 Map 130-07, Parcel(s) 073-080, 082, 097-099, 143-145, 148 Map 130-08, Parcel(s) 001-002

07, West Nashville; 10, Green Hills - Midtown 34 (Carter Todd)



**Project No.** Council Bill Council District School District Requested by

#### Zone Change 2014Z-020PR-001

BL2014-706 34 – Todd 8 – Hayes Councilmember Carter Todd, applicant; various property owners

**Item # 6** 

Staff Reviewer Staff Recommendation Cuthbertson *Approve* 

#### APPLICANT REQUEST Zone change from R20 and RS20 to RS30.

#### Zone Change

A request to rezone from One and Two-Family Residential (R20) and Single-Family Residential (RS20) to Single-Family Residential (RS30) zoning for various properties located along Iroquois Avenue, Iroquois Court, and Sunnybrook Drive, west of Estes Road (40 acres).

#### **Existing Zoning**

<u>One and Two-Family Residential (R20)</u> requires a minimum 20,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 2.31 dwelling units per acre including 25 percent duplex lots. Nine of the properties are zoned R20.

<u>Single-Family Residential (RS20)</u> requires a minimum 20,000 square foot lot and is intended for single-family dwellings at a density of 1.85 dwelling units per acre. 27 of the properties are zoned RS20.

#### **Proposed Zoning**

<u>Single-Family Residential (RS30)</u> requires a minimum 30,000 square foot lot and is intended for single-family dwellings at a density of 1.23 dwelling units per acre.

#### **CRITICAL PLANNING GOALS**

N/A

#### MIDTOWN-GREEN HILLS COMMUNITY PLAN

<u>Residential Low (RL)</u> is intended to conserve large areas of established, low density (one to two dwelling units per acre) residential development. The predominant development type is single-family homes.

#### Consistent with Policy?

Yes. RL policy generally recommends residential densities up to two dwelling units per acre. Within the zone change boundary, development is predominantly single-family with a density of less than two dwelling units per acre.

#### ANALYSIS

The current R20 and RS20 zoning district permits two-family and single-family detached residential with a minimum lot size of 20,000 square feet. Nine of the lots are zoned R20 while the remaining 27 lots are zoned RS20. The proposed zone change to RS30 would maintain the existing land use



pattern, but require a minimum lot size of 30,000 square feet. All of the lots within the zone change boundary contain over 30,000 square feet of lot area. Under the current zoning, 29 of the existing lots could be subdivided such that the resulting lots would meet the minimum lot size. Under the proposed zoning district, four of the lots could be subdivided so as to meet the minimum lot size. As the area is previously subdivided and predominantly developed, any proposed subdivision would be subject to the current infill subdivision requirements and resulting lots would have to be compatible with the surrounding lots.

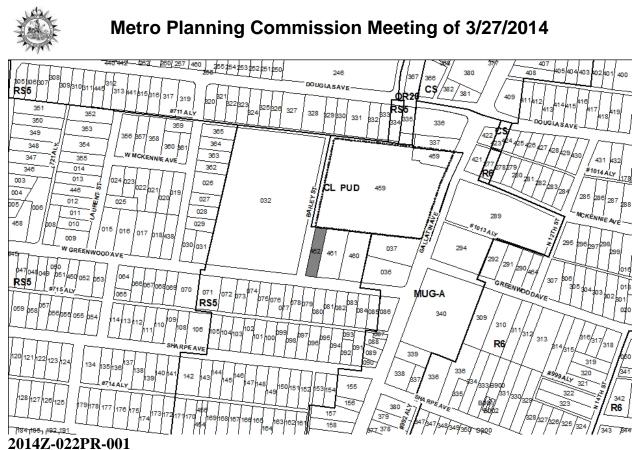
Because this zone change meets the minimum density of the RL policy, it is an appropriate zone change for this neighborhood. It is not located within proximity of a transit line and it is not an area that is intended to support higher density in the long term. The zone change will not have an impact on the required bulk standards of the Zoning Code, such as setbacks, impervious surface ratio or parking.

#### STAFF RECOMMENDATION

Staff recommends approval. The proposed zone change is consistent with Residential Low land use policy of the Midtown - Green Hills Community Plan, will not impact the currently-required bulk standards of the Zoning Code and all subject lots comply with the proposed zoning district.



# **SEE NEXT PAGE**



2014Z-022PR-001 1041 W GREENWOOD AVENUE Map 083-01, Parcel(s) 462 05, East Nashville 05 (Scott Davis)



Item # 7

Project No. Council District School District Requested by

### Zone Change 2014Z-022PR-001

5 – S. Davis
5 – Kim
Dale & Associates, Inc., applicant and D221, LLC, owner

Staff Reviewer Staff Recommendation Cuthbertson *Approve* 

#### APPLICANT REQUEST Zone change from RS5 to RM20-A.

#### Zone Change

A request to rezone from Single-Family Residential (RS5) to Multi-Family Residential-A (RM20-A) zoning for property located at 1041 W. Greenwood Avenue, at the northeast corner of W. Greenwood Avenue and Bailey Street (0.26 acres).

#### **Existing Zoning**

<u>Single-Family Residential (RS5)</u> 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 two units.

#### **Proposed Zoning**

<u>Multi-Family Residential-A (RM20-A)</u> is intended for single-family, duplex, and multi-family dwellings at a density of 20 dwelling units per acre and is designed to create walkable neighborhoods through the use of appropriate building placement and bulk standards. RM20-A would permit a maximum of five units.

#### **CRITICAL PLANNING GOALS**

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

The proposed RM20-A district will encourage redevelopment of the property at a moderate residential intensity and permit a variety of housing types including multi-family. The RM20-A zoning district will encourage new development in a form that supports a strong pedestrian environment by locating and orienting new buildings toward the streets, managing the number of vehicular access points and minimizing the prominence of parking facilities.

The RM20-A zoning district encourages the development of healthy neighborhoods by supporting a stronger walking environment and supporting the development and viability of nearby commercial areas along the Gallatin Pike corridor as walking destinations.

The density permitted with the proposed RM20-A district increases the supply of housing within an already developed area of Nashville served by existing infrastructure, which allows additional development without burdening Metro with the cost of maintaining new infrastructure. The properties are located in an area served by a network of streets that provide multiple options for



access to nearby commerce, services, employment and recreation which helps mitigate traffic congestion along major arterials and expressways.

Further, the additional residential opportunity within a developed area of Nashville helps to mitigate urban sprawl by relieving the need to build additional housing on the periphery of the county in an existing green-field or in a bordering county.

## EAST NASHVILLE COMMUNITY PLAN

#### **Structure Plan Policy**

<u>Community Center (CC)</u> is intended for dense, predominantly commercial areas at the edge of a neighborhood, which either sits at the intersection of two major thoroughfares or extends along a major thoroughfare. This area tends to mirror the commercial edge of another neighborhood forming and serving as a "town center" of activity for a group of neighborhoods. Appropriate uses within CC areas include single- and multi-family residential, offices, commercial retail and services, and public benefit uses. 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.

#### **Detailed Policy**

<u>Mixed Use (MxU)</u> is intended to encourage an integrated, diverse blend of compatible land uses ensuring unique opportunities for living, working, and shopping. Predominant uses include residential, commercial, recreational, cultural, and community facilities. Commercial uses appropriate to MU areas include offices and community, neighborhood, and convenience scale activities. Residential densities are comparable to medium, medium-high, or high density. 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?

Yes. The proposed RM20-A district is consistent with the Mixed Use in Community Center policy. The proposed zoning district will permit a variety of housing types up to 20 units per acre on the property in a manner that will establish continuity between the commercially zoned corridor to the north and east and the predominantly residential neighborhood to the south and west.

The subject property is currently vacant, but it most recently contained a duplex. This corner lot is surrounded by a variety of land uses included a public school to the west, a CL zoned (with PUD overlay) grocery store to the north, a single-family dwelling to the east and a mix of single and two-family dwellings to the south.

The RM20-A zoning district, while permitting a higher density than the surrounding RS5 zoning district, limits new buildings to a height and scale consistent with that which is permitted on the RS5 zoned lots. Redevelopment of the site will require improvements to the adjacent streetscape and pedestrian environment.

The RM20-A zoning district was established as a design- based zoning district intended to insure the design objectives of the mixed use in community center policy and intended to meet the requirement- in the policy- for a site plan.



#### PUBLIC WORKS RECOMMENDATION

A traffic study may be required at time of development.

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)	0.26	3.84 D	1 U	10	1	2

Maximum Uses in Existing Zoning District: RS5

Maximum Uses in Proposed Zoning District: RM20-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 (210)	0.26	20 D	5 U	48	4	6

Traffic changes between maximum: RS5 and proposed RM20-A

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	+ 4	+38	+3	+4

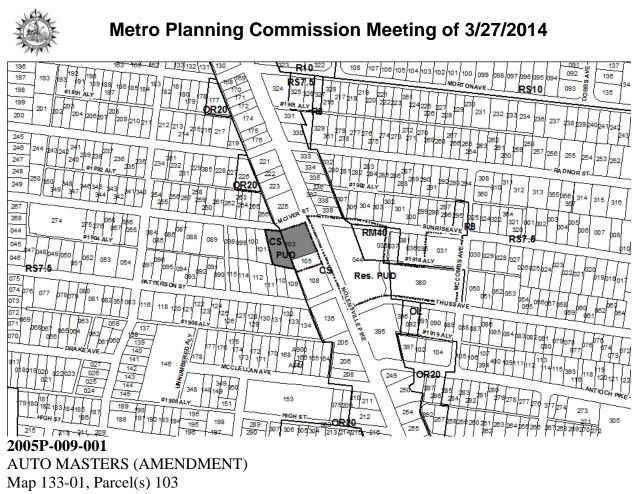
#### SCHOOL BOARD REPORT

The proposed RM20-A district would not generate any more students than what would be generated by the current RS5 district.

Any students would attend Hattie Cotton Elementary School, Gra-Mar Middle School, and Maplewood High School. This information is based upon data from the school board last updated September 2012.

#### STAFF RECOMMENDATION

Staff recommends approval as the proposed RM20-A zoning district is consistent with the Mixed Use in Community Center policy.



11, South Nashville

16 (Tony Tenpenny)

**Item # 8** 

Project No. Project Name Council District School District Requested by

Staff Reviewer Staff Recommendation

### Planned Unit Development 2005P-009-001 Automasters PUD

16 – Tenpenny 7 – Pinkston Sign Me Up LLC, applicant; J M M, LLC, owner

Sajid Approve with conditions and disapprove without all conditions.

#### **APPLICANT REQUEST Amendment of the Automasters Commercial Planned Unit Development Overlay District.**

#### Amend PUD

A request to amend the Commercial Planned Unit Development Overlay District for property located at 3101 Nolensville Pike, at the southwest corner of Nolensville Pike and McIver Street, zoned Commercial Service (CS) (1.1 acres), to remove a section of Amendment #1 in Council Bill BL2005-688 that states that "no signage shall be allowed other than that currently in existence and is located upon the brick building."

#### **Existing Zoning**

<u>Commercial Service (CS)</u> is intended for retail, consumer service, financial, restaurant, office, selfstorage, light manufacturing and small warehouse uses.

#### **CRITICAL PLANNING GOALS** N/A

## SOUTHEAST COMMUNITY PLAN

<u>Community Center (CC)</u> is intended for dense, predominantly commercial areas at the edge of a neighborhood, which either sits at the intersection of two major thoroughfares or extends along a major thoroughfare. This area tends to mirror the commercial edge of another neighborhood forming and serving as a "town center" of activity for a group of neighborhoods. Appropriate uses within CC areas include single- and multi-family residential, offices, commercial retail and services, and public benefit uses. 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 to the intent of the policy.

#### Consistent with Policy?

Yes. The base zoning for the subject property is CS, and the property is also subject to a Commercial Planned Unit Development Overlay that places strict limitations on wall signage. The Community Center policy encourages mixed use zoning districts and design principles that enhance the pedestrian landscape. The design principles related to Community Center policy state that "signage along Main Streets should be pedestrian-scaled" and that "signage may be located on the building façade, attached to the façade but overhanging the sidewalk, or may be part of an awning above the ground floor windows." The CC policy supports signage that is appropriate in scale and that is appropriate in form (building- mounted and not a pole sign).



#### **REQUEST DETAILS**

The subject property is located at the southeast corner of Nolensville Pike and McIver Street. Surrounding zoning includes CS and RS7.5. The zoning of the property is CS and PUD overlay.

#### **History**

The Automasters PUD was approved initially by Council in 2005. The PUD allowed vehicular and boat sales, but specifically prohibited the storage of wrecked vehicles as well as other automobile related uses and services. In addition to limiting use, the PUD established design standards that addressed parking, fencing, landscaping, lighting and signage and that aimed to mitigate negative impacts of the permitted uses on adjacent residential properties.

#### ANALYSIS

The applicant requests to remove a condition of the PUD regarding signage. The condition states that "no signage shall be allowed other than that currently in existence and is located upon the brick building." This condition was added by Metro Council upon approval of the PUD in 2005. A new tenant has moved into the existing building and is requesting to permit two new wall signs. Staff supports removing the previous condition and adding a new condition that limits wall signs to MUL standards so that future wall signs are pedestrian-scaled as recommended by the Community Center policy. The CS zoning district permits wall signs on all façades up to 15% of the façade area upon which the sign is displayed, whereas the MUL zoning district includes the same 15% ratio, but limits the total number of wall signs to two. The applicant has submitted a sign permit application that proposes only two wall signs which both meet the 15% requirement.

Planning staff recommends approval of the request with two conditions.

#### FIRE MARSHAL RECOMMENDATION

• N/A

#### STORMWATER RECOMMENDATION

• N/A

#### PUBLIC WORKS RECOMMENDATION

- Approved with conditions.
- All other conditions of the PUD shall remain.

#### **TRAFFIC & PARKING RECOMMENDATION**

• No exception taken

#### **STAFF RECOMMENDATION**

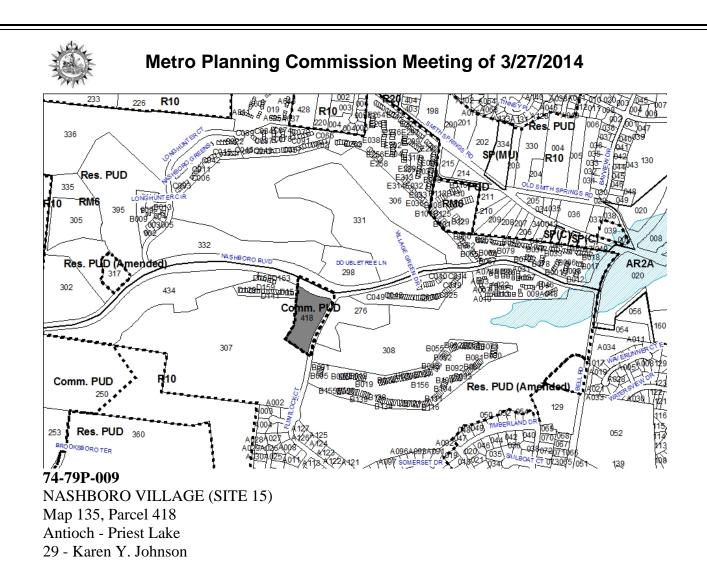
Staff recommends approval of the PUD amendment with conditions and disapproval without all conditions.

#### CONDITIONS

- 1. All new signage shall meet the requirements of the MUL district.
- 2. All other conditions of the PUD included in BL2005-688 shall remain.



# **SEE NEXT PAGE**



Metro Planning Commission Meeting of 3/27/2014 Item # 9



Project No. Project Name Council Bill Council District School District Requested by	Planned Unit Development 74-79P-009 Nashboro Village PUD Site 15 BL2012-302 29 – Johnson 6 – Mayes Councilmember Johnson, applicant; Vastland Nashboro Development, LLC, owner
Deferrals	The Planning Commission deferred this request indefinitely at the November 8, 2012, meeting. The bill was deferred indefinitely at Council on January 8, 2012. On February 21, 2014, the bill was placed back on the April 1, 2014, agenda for second reading.
Staff Reviewer Staff Recommendation	Swaggart Disapprove as submitted; Approve with amendments in a Substitute Bill.

#### APPLICANT REQUEST Amend Site 15 of the Nashboro Village PUD

#### PUD Amendment

A request to amend Ordinance No. O83-1230, to add conditions to a portion of the Nashboro Village Planned Unit Development Overlay District for property located at Nashboro Boulevard (unnumbered), at the southwest corner of Nashboro Boulevard and Flintlock Court, zoned One and Two Family Residential (R10) (3.46 acres), to permit neighborhood retail uses not to exceed one story, where 18,000 square feet of commercial uses were previously approved.

#### **Existing Zoning**

Site 15 is zoned One and Two-Family Residential (R10) with a Planned Unit Development (PUD) Overlay District. This portion of the PUD overlay allows neighborhood commercial uses.

#### **Proposed Zoning**

With the amendment to the PUD, the height of retail uses will be limited to one story, certain uses will be prohibited, buffering will be required from the adjacent residential development, and building orientation and parking location will be specified.

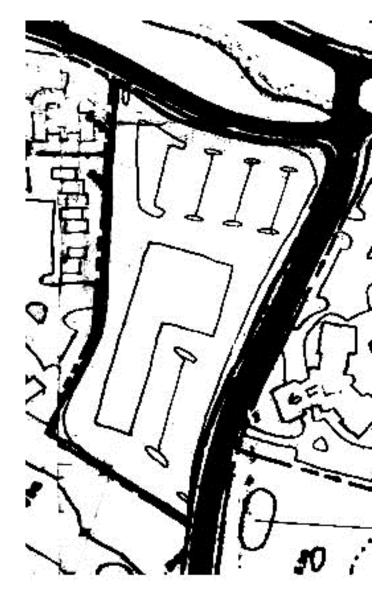
#### **CRITICAL PLANNING GOALS**

N/A

#### ANTIOCH/PRIEST LAKE COMMUNITY PLAN

<u>T3 Suburban Neighborhood Center (T3 NC)</u> policy is intended to enhance and create suburban neighborhood centers that are compatible with the general character of suburban neighborhoods as characterized by the service area, development pattern, building form, land use, and associated public realm. Where not present, enhance infrastructure and transportation networks to improve pedestrian, bicycle and vehicular connectivity. T3 Suburban Neighborhood Centers are pedestrian friendly areas, generally located at intersections of suburban streets that contain commercial, mixed





Site 15

**Approved PUD Planned** 



use, civic and public benefit land uses, with residential present only in mixed use buildings. T3 Suburban Neighborhood Centers serve suburban neighborhoods within a 5 minute drive.

#### Special Policy 13-T3-NC-04

The existing zoning as applied to this property provides specific zoning entitlements. Any development of this property requires review and approval of a final development plan to ensure consistency with the existing entitlements and conditions prior to obtaining building permits. Development plans may be approved directly or as a revised plan if the proposed development plan is consistent with the approved general development concept and relevant conditions of the existing zoning. In cases where the development plan is not consistent with the approved general development requiring approval by the Metro Council is required. In cases requiring an amendment to the existing zoning conditions, the specific and special land use policies in the Antioch – Priest Lake Community Plan will provide guidance in the review of that amendment.

Below are the special policies that apply to this policy area. Where the Special Policy is silent, the guidance of the T3 Suburban Neighborhood Center policy applies.

Appropriate Land Uses: Limit land uses to neighborhood retail.

**Design Principles:** 

Building Form (Mass, Orientation, Placement)

- Buildings should not exceed 1 story in height.
- To encourage a pedestrian friendly streetscape, buildings should frame Nashboro Village or Flintlock Court. Where buildings cannot frame the street, other features such as courtyards, patio spaces, and out-door dining areas should frame the street.

Connectivity (Pedestrian and Bicycle)

• Sidewalks and crosswalks should be provided at the intersection of Flintlock Court and Nashboro Village Boulevard to help pedestrians travel safely to and from the center. Additional pedestrian connections may be warranted to facilitate convenient access to and from the commercial center.

Landscaping and Lighting

- A landscape buffer should be provided along the adjacent townhome development.
- Lighting should be pedestrian scaled and projected downward.

Parking

• With exceptional design, one row of parking may be located in front of the building. To create a traditional neighborhood center character, this parking is encouraged to be designed as parallel parking. The remainder of parking should be located behind or beside the building. Where appropriate, ample landscaping should be provided to buffer the view of parking from the street.

#### Consistency with Policy

While the proposed amendment is generally consistent with the special policy, it does place restrictions on certain uses that would typically be found in a Neighborhood Center. In developing the special policy, staff worked with the Councilmember, the community and the property owners. The changes are consistent with the policy and are described below.



#### BACKGROUND

Site 15 is part of the Nashboro Village PUD, which is located between Murfreesboro Pike and Bell Road south of Smith Springs Road in the Antioch area of Davidson County. The PUD was originally approved by the Metro Council in 1979 for a range of housing types, commercial uses, recreational facilities and a day care center. The PUD is divided into 28 development sites and these have been developed in phases over time. Portions of the PUD have been revised and the master plan has been updated a number of times. The main recreational facilities include a golf course, which is the central feature of the PUD, and a tennis facility. There are four sites, including this site, that remain undeveloped.

Site 15 was originally approved for 40 stacked flat units and 21 townhouse units. In 1983, the PUD was revised. The commercial development originally proposed for Site 24 across Nashboro Village Boulevard from Site 15 was replaced with 64 stacked flat units. The 18,000 square feet of neighborhood commercial that was previously on Site 24 was moved to Site 15.

In March 2012, the Councilmember initiated a PUD review of this site and it was found to be inactive. The Planning Commission recommended that Site 15 remain as approved as it was consistent with the policy in place. Further, it was recommended that, when an application is received to develop this portion of the PUD, the Planning Commission direct staff to work with the applicant to ensure that the development will contribute to the overall PUD by providing neighborhood services at an appropriate scale and design that also contributes to the walkability of the area. In the recent update of the Antioch-Priest Lake Community Plan, the special policy for this site incorporated the Planning Commission recommendation.

#### PROPOSED PUD AMENDMENT

The proposed text amendment is intended to prohibit certain uses on Site 15. It also would provide some design guidelines for new development. As proposed the bill would prohibit:

- a. Adult entertainment including adult bookstore, adult video store, and adult theater
- b. Pawn shop
- c. Flea market and auction house
- d. Transient lodging
- e. Warehousing and storage
- f. Automobile convenience
- g. Liquor store
- h. Bar
- i. Beer and cigarette market
- j. Grocery store
- k. Convenience drive-in market

Design guidelines in the bill relate to height, streetscape, sidewalks, parking, buffering and building materials.

#### STAFF RECOMMENDED REVISIONS

As noted above, the proposed amendment is generally consistent with the special policy in place. With that said, staff does have an issue with prohibiting retail uses since retail is an appropriate neighborhood service. As written, the amendment would prohibit retail uses. This is due to the fact that several of the uses listed in the bill are not defined in the Zoning Code. This includes



"Beer and cigarette market", "Grocery Store" and "Convenience drive-in market" The Zoning Administrator has indicated that since these uses are considered retail, then it would be interpreted that all retail uses would be prohibited.

Staff is recommending disapproval of the bill as written but approval with amendments. Following are sections of the bill where staff has recommended revisions. The staff recommended revisions to the bill are shown in **bold and underlined** for additions and strikethrough for deletions.

Section 3

- 1. Uses contained in the commercial development shall be those typically considered to be "neighborhood retail." The following uses shall be prohibited:
  - 1. Adult entertainment including adult bookstore, adult video store, and adult theater
  - m. Pawn shop
  - n. Flea market and auction house
  - o. Transient lodging
  - p. Warehousing and storage
  - q. Automobile convenience
  - r. Liquor store
  - s. Bar <u>or Nightclub</u>
  - t. Beer and cigarette market
  - u. Grocery store
  - v. Convenience drive in market-
- 4. Where possible, parking should be located behind or adjacent to the buildings. <u>One row of</u> <u>parking may be permitted in front if it is demonstrated that the pedestrian-friendly</u> <u>streetscape is not impacted through appropriate, reasonable and properly-located</u> <u>pedestrian connections between the sidewalk and the building.</u>
  - 5. The commercial center shall be buffered from the adjacent townhome development with ample landscaping <u>in the form of a Landscape Buffer Yard C.</u>
  - 6. Buildings shall have accented entrance features and perimeter pedestrian ways interconnected with existing pedestrian walkways where present. Walkways should be improved with landscaping to enhance both the building and walking area.
  - 7. Buildings shall be constructed of quality materials, **including brick**, **stone**, **cementitious siding**, for reduced maintenance and shall be designed to be compatible with surrounding development. **EIFS shall be prohibited.** Exterior finishes shall be in character with existing Nashboro Village finishes.

#### STAFF RECOMMENDATION

Staff recommends disapproval as submitted and approval with revisions in a new substitute bill.



#### **ORDINANCE NO. BL2012-302**

An ordinance to amend Title 17 of the Metropolitan Code of Laws, the Zoning Ordinance of The Metropolitan Government of Nashville and Davidson County, by amending a portion of the Nashboro Village Planned Unit Development Overlay District for a portion of property located at Nashboro Boulevard (unnumbered), at the southwest corner of Nashboro Boulevard and Flintlock Court, zoned R10 (3.46 acres), to permit neighborhood retail uses not to exceed one story, where 27,600 square feet of commercial uses was previously approved, all of which is described herein (Proposal No. 74-79P-009).

BE IT ENACTED BY THE COUNCIL OF THE METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY:

Section 1. That Title 17 of the Code of Laws of The Metropolitan Government of Nashville and Davidson County, is hereby amended by changing the Official Zoning Map for Metropolitan Nashville and Davidson County, which is made a part of Title 17 by reference, as follows:

By amending a portion of the Nashboro Village Planned Unit Development Overlay District for a portion of property located at Nashboro Boulevard (unnumbered), at the southwest corner of Nashboro Boulevard and Flintlock Court, zoned R10 (3.46 acres), to permit neighborhood retail uses not to exceed one story, where 27,600 square feet of commercial uses was previously approved, being a portion of Property Parcel No. 418 as designated on Map 135-00 of the Official Property Identification Maps of The Metropolitan Government of Nashville and Davidson County, all of which is described by lines, words and figures on the plan that was duly considered by the Metropolitan Planning Commission, and which is on file with the Metropolitan Planning Department and made a part of this ordinance as though copied herein.

Section 2. Be it further enacted, that the Metropolitan Clerk is hereby authorized and directed, upon the enactment and approval of this Ordinance, to cause the change to be made on Map 135 of said Official Zoning Map for Metropolitan Nashville and Davidson County, as set out in Section 1 of this ordinance, and to make notation thereon of reference to the date of passage and approval of this amendatory Ordinance.

Section 3. Be it further enacted, that the following conditions shall be completed or satisfied, as specifically required:

1. Uses contained in the commercial development shall be those typically considered to be "neighborhood retail." The following uses shall be prohibited:

a. Adult entertainment including adult bookstore, adult video store, and adult theater

- b. Pawn shop
- c. Flea market and auction house
- d. Transient lodging
- e. Warehousing and storage
- f. Automobile convenience
- g. Liquor store
- h. Bar
- i. Beer and cigarette market



j. Grocery store

- k. Convenience drive-in market
- l. Automobile repair

2. Building heights shall not exceed one story.

3. The development shall create a pedestrian-friendly streetscape. Buildings should either frame Nashboro Boulevard or Flintlock Court or, if not possible, other features such as courtyards, patios, outdoor dining or landscaping shall frame the street. Sidewalks and crosswalks should be provided at the intersection of Nashboro and Flintlock Court to encourage pedestrian access and safety with preferably no traffic signal at this location.

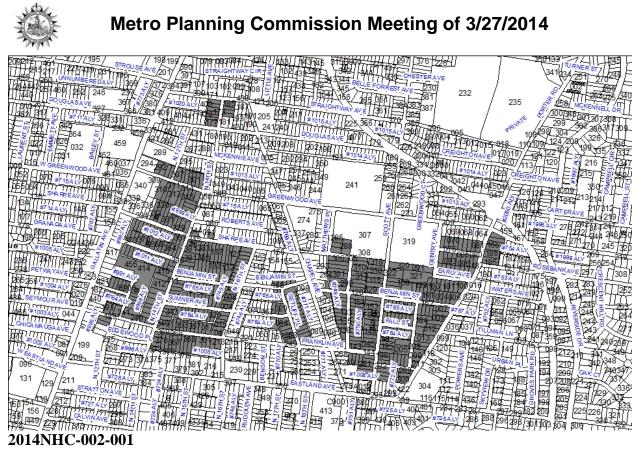
4. Where possible, parking should be located behind or adjacent to the buildings.

5. The commercial center shall be buffered from the adjacent townhome development with ample landscaping.

6. Buildings shall have accented entrance features and perimeter pedestrian ways improved with landscaping to enhance both the building and walking area.

7. Buildings shall be constructed of quality materials for reduced maintenance and shall be designed to be compatible with surrounding development. Exterior finishes shall be in character with existing Nashboro Village finishes or with top quality commercial developments in the vicinity. Section 4. Be it further enacted, that this Ordinance take effect immediately after its passage and such change be published in a newspaper of general circulation, the welfare of The Metropolitan Government of Nashville and Davidson County requiring it.

Sponsored by: Karen Johnson



2014NHC-002-001 EASTWOOD NEIGHBORHOOD CONSERVATION OVERLAY EXPANSION Map: Various Parcel: Various 5 – East Nashville 6 (Peter Westerholm) Metro Planning Commission Meeting of 3/27/2014 Item # 10



Project No.	Neighborhood Conservation Historic Overlay 2014NHC-002-001
Project Name	Eastwood Conservation Overlay Expansion
Council Bill	BL2014-703
Council District	6 – Westerholm
School District	8 – Hayes
Requested by	Councilmember Peter Westerholm, applicant, various property owners
Staff Reviewer Staff Recommendation	Swaggart Approve

#### **APPLICANT REQUEST** Apply Neighborhood Historic Conservation Overlay.

#### Neighborhood Conservation Historic Overlay

A request to apply the provisions of the Eastwood Neighborhood Conservation Overlay District to various properties located along Benjamin Street, Early Avenue, Fall Street, Franklin Avenue, Granada Avenue, Gentry Avenue, Greenwood Avenue, Manchester Avenue, Matthews Place, N. 12th Street, N. 14th Street, N. 16th Street, Petway Avenue, Pontotoc Avenue, Porter Road, Scott Avenue, Setliff Place, Seymour Avenue, Sharpe Avenue and Sumner Avenue, east of Gallatin Avenue (approximately 120 acres).

#### **Existing Base Zoning**

Two-Family Residential (R6) requires a minimum 6,000 square foot lot and is intended for singlefamily dwellings and duplexes at an overall density of 7.71 dwelling units per acre including 25 percent duplex lots.

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

Office/Residential (OR20) is intended for office and/or multi-family residential units at up to 20 dwelling units per acre.

Commercial Neighborhood (CN) is intended for very low intensity retail, office, and consumer service uses which provide for the recurring shopping needs of nearby residential areas.

Commercial Limited (CL) is intended for retail, consumer service, financial, restaurant, and office uses.

#### **Proposed Overlay**

Neighborhood Conservation Overlay Districts (NHC) are geographical areas which possess a significant concentration, linkage or continuity of sites, buildings, structures or objects which are united by past events or aesthetically by plan or physical development.

#### **CRITICAL PLANNING GOALS**

Preserves Historic Resources



The Neighborhood Conservation Overlay District is intended to preserve historic structures within the Eastwood neighborhood through the implementation of development and design guidelines by the Metro Historic Zoning Commission and staff.

#### EAST NASHVILLE COMMUNITY PLAN

<u>Neighborhood General (NG)</u> 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.

<u>Single-Family Detached (SFD in NG)</u> is intended for single family housing that varies based on the size of the lot. Detached houses are single units on a single lot.

<u>Neighborhood Center (NC)</u> is intended for small, intense areas that may contain multiple functions and are intended to act as local centers of activity. Ideally, a neighborhood center is a "walk-to" area within a five minute walk of the surrounding neighborhood it serves. The key types of uses intended within NC areas are those that meet daily convenience needs and/or provide a place to gather and socialize. Appropriate uses include single- and multi-family residential, public benefit activities and small scale office and commercial uses. 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?

Yes. All three policies encourage the preservation and protection of historic features. The proposed Eastwood Neighborhood Conservation Overlay District will aid implementation of the design principles provided for all three applicable land use policies.

#### **REQUEST DETAILS**

Properties included in the request are contiguous to the existing boundary of the Eastwood Neighborhood Conservation Overlay District. The properties included in the expansion are confined by Straightway to the north, Porter to the east, Eastland to the south and Gallatin to the west. The housing types included in this request are predominately single-family residential, however, there are other residential types including, but not limited to, two-family and multi-family. The area also includes some nonresidential zoning districts and structures. The Eastwood Conservation Overlay District was established by Metro Council in July of 2007.

#### *Metro Historical Commission staff recommendation* Applicable Ordinance:

#### Article III. Historic Overlay Districts

<u>17.36.120.A. Historic Districts Defined.</u> Historic Preservation and Neighborhood Conservation Districts. These districts are defined as geographical areas which possess a significant concentration, linkage or continuity of sites, buildings, structures or objects which are united by past events or aesthetically by plan or physical development, and that meet one or more of the following criteria:

1. The district is associated with an event that has made a significant contribution to local, state or national history; or



- 2. It includes structures associated with the lives of persons significant in local, state or national history; or
- 3. It contains structures or groups of structures that embody the distinctive characteristics of a type, period or method of construction, or that represents the work of a master, or that possesses high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- 4. It has yielded or may be likely to yield archaeological information important in history or prehistory; or
- 5. It is listed or is eligible for listing in the National Register of Historic Places.

#### **Background:**

The neighborhood hosted two general informational meetings on December 10, 2013, and January 27, 2014. These meetings were noticed by the neighborhood's email blast, newsletter, and blog and hand-delivered fliers. A "windshield" architectural resource survey was conducted by staff of the MHZC and PawPaw Partners, a professional consulting firm that donated its services.

#### **Analysis and Findings:**

The area, with just a few modern intrusions, includes buildings constructed at the turn-of-thecentury and helps to tell the story of the Eastwood neighborhood. The majority of the homes were constructed between the 1890s and the 1930s, as were many of the historic homes in the current boundaries. The extension of the overlay continues the architectural diversity of the rest of the neighborhood with primarily bungalow, Queen Anne and Greek revival styles. The inclusion of these areas helps to match the neighborhood boundaries with the overlay boundaries. The properties now proposed to be added were not included at time of the initial designation of the neighborhood due to lack of support.

The properties meet standard 3 of section 17.26.120.A. of the design guidelines as embodying the distinctive characteristics of their individual types and the overall period of the neighborhood and meet standard 5 as eligible for listing in the National Register of Historic Places. Approximately sixty-seven percent (67%) of the principle buildings are considered contributing, meaning they contribute to the historic character of the district.

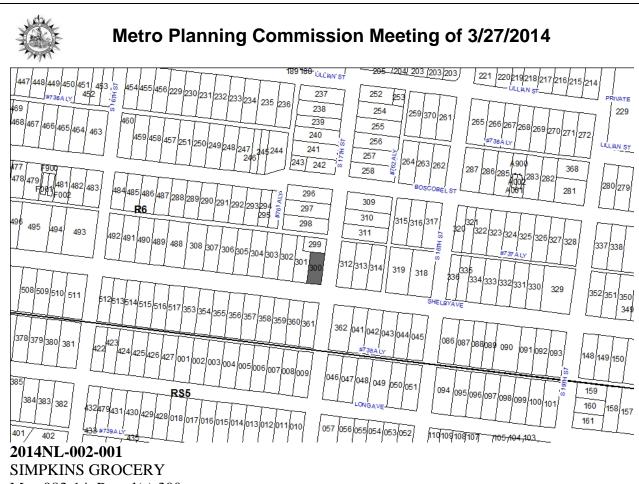
Finding that the majority of the buildings meet the standards of the ordinance, staff suggests the Commission recommend to City Council that the Eastwood Neighborhood Conservation Zoning Overlay be expanded and recommends that the Commission adopt the current design guidelines to also apply to the expanded area.

#### METRO HISTORIC ZONING COMMISSION RECOMMENDATION

On March 18, 2014, the Metro Historic Zoning Commission recommended approval and adoption of the existing design guidelines of the Eastwood Conservation Zoning Overlay expansion.

#### STAFF RECOMMENDATION

Planning staff recommends approval of the expansion of the Eastwood Neighborhood Conservation Zoning Overlay District.



SIMPKINS GROCERY Map 083-14, Parcel(s) 300 05, East Nashville 06 (Peter Westerholm) Metro Planning Commission Meeting of 3/27/2014 Item # 11



Project No.	Neighborhood Landmark 2014NL-002-001
Project Name	Simpkins Grocery
Council District	6 – Westerholm
School District	5 – Kim
Requested by	Eliot and Kris Houser, applicant and owners
Staff Reviewer	Sajid
Staff Recommendation	Approve

#### APPLICANT REQUEST Apply a Neighborhood Landmark Overlay District.

#### Neighborhood Landmark Overlay District

A request to apply a Neighborhood Landmark Overlay District to property located at 1627 Shelby Avenue, at the northwest corner of Shelby Avenue and South 17<sup>th</sup> Street, (0.11 acres), zoned One and Two-Family Residential (R6).

#### **Existing Zoning**

<u>One and Two-Family Residential (R6)</u> 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 1 lot, permitting one duplex for a total of 2 units.* 

#### **Proposed Overlay**

<u>Neighborhood Landmark Overlay District (NLOD)</u> is intended to preserve and protect landmark features whose demolition or destruction would constitute an irreplaceable loss to the quality and character of the neighborhood or community.

#### **CRITICAL PLANNING GOALS**

- Supports Infill Development
- Preserves Historic Resources

The Neighborhood Landmark Overlay designation supports adaptive reuse of historic residential structures within the district for uses the base zoning would not allow. Permitting mixed use as well as office and commercial uses creates an incentive to reuse existing historic structures in residential zones and helps to ensure that proposed uses and/or additions are compatible with the character of the neighborhood.

#### **PROPERTY HISTORY**

The property located at 1627 Shelby Avenue was purchased by Sallie W. Simpkins in March of 1922. As early as 1930 she was operating a grocery store on the property with her daughter Thelma working there as a clerk. Norman Robinson started to manage the store in 1931, and continued to do so throughout the 1940s into the 1950s, although the property stayed in Thelma's hands until she sold it in 1979. The building is unique in the predominantly residential area because it includes a residence attached to a traditional storefront. The structure is a historically significant element in the neighborhood. In addition, Historical Zoning Commission has identified the property as "worthy of conservation."



#### **CRITERIA FOR CONSIDERATION**

Under Section 17.36.420 of the Zoning Code, a neighborhood landmark is defined as a feature that "has historical, cultural, architectural, civic, neighborhood, or archaeological value and/or importance; whose demolition or destruction would constitute an irreplaceable loss to the quality and character of a neighborhood." Neighborhood features are defined as buildings, structures, objects, sites and areas of historic, cultural, civic, neighborhood, or architectural value and/or importance. To be eligible for application of the Neighborhood Landmark Overlay District, a property must meet one or more of the criteria set out in 17.36.420, which are as follows:

- 1. It is recognized as a significant element in the neighborhood and/or community;
- 2. It embodies characteristics that distinguish it from other features in the neighborhood and/or community.
- 3. Rezoning the property on which the feature exists to a general zoning district inconsistent with surrounding or adjacent properties such as, office, commercial, mixed-use, shopping center, or industrial zoning district would significantly impact the neighborhood and/or community;
- 4. Retaining the feature is important in maintaining the cohesive and traditional neighborhood fabric;
- 5. Retaining the feature will help to preserve the variety of buildings and structures historically present within the neighborhood recognizing such features may be differentiated by age, function and architectural style in the neighborhood and/or community;
- 6. Retaining the feature will help to reinforce the neighborhood and/or community's traditional and unique character.

As noted above, the area was originally developed in the 1920s and 1930s. Rezoning these properties to a district that would permit commercial uses would be inconsistent with the Neighborhood General land use policy. Retaining the buildings and the character of the area will preserve the historic fabric along this portion of the corridor.

Section 17.40.160 of the Zoning Code requires that Neighborhood Landmarks meet the following six criteria:

- 1. The feature is a critical component of the neighborhood context and structure.
- 2. Retention of the feature is necessary to preserve and enhance the character of the neighborhood.
- 3. The only reason to consider the application of the Neighborhood Landmark is to protect and preserve the identified feature.
- 4. There is acknowledgement on the part of the property owner that absent the retention of the feature, the base zoning district is proper and appropriate and destruction or removal of the feature is justification for and will remove the Neighborhood Landmark designation and return the district to the base zoning district prior to the application of the district.
- 5. It is in the community's and neighborhood's best interest to allow the consideration of an appropriate Neighborhood Landmark Plan as a means of preserving the designated feature.
- 6. All other provisions of this section have been followed.

#### ANALYSIS

The purpose of this Neighborhood Landmark is to preserve and protect neighborhood features that are important to maintain and enhance the neighborhood character. By placing a Neighborhood Landmark District Overlay on this property, the structure can be preserved. With the ability to



adaptively reuse the site, improvements and maintenance to the structure can be made and any impacts a commercial use may have on the adjoining properties can be mitigated.

Based on the criteria outlined in the Zoning Code, this property meets the standards to be considered as a neighborhood landmark.

#### HISTORIC ZONING COMMISSION

The Metropolitan Historical Commission recommends approval of the Neighborhood Landmark Overlay District proposed for 1627 Shelby Avenue.

#### STAFF RECOMMENDATION

Staff recommends that the Neighborhood Landmark District be approved. The proposed district meets the criteria for consideration found in the Zoning Code.