



<b>Project No.</b>	<b>Specific Plan 2018SP-031-001</b>
<b>Project Name</b>	<b>Combs GUB SP</b>
<b>Council District</b>	2 – Hastings
<b>School District</b>	1 – Gentry
<b>Requested by</b>	Dale & Associates, applicant; GUB Contractors, Inc., and Combs Industrial Services, Inc., owners.
<b>Staff Reviewer</b>	Shepard
<b>Staff Recommendation</b>	<i>Approve with conditions and disapprove without all conditions.</i>

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#### **APPLICANT REQUEST**

**Zone change to permit a mixed use development.**

##### Preliminary SP

A request to rezone from Industrial Restrictive (IR), Industrial Warehousing/Distribution (IWD), Office/Residential (OR20), and Single-Family Residential (RS5) to Specific Plan – Mixed Use (SP-MU) zoning for various properties located on Baptist World Center Drive, Booker Avenue, Congo Street, Cross Street, Kassia Street, Liberia Street, Lock Road, Seminary Street and Whites Creek Pike (36.43 acres), to permit a mixed use development.

##### **Existing Zoning**

Single-Family Residential (RS5) requires a minimum 5,000 square foot lot and is intended for single-family dwellings at a density of 7.41 dwelling units per acre. *Approximately 20.15 acres of the zone change area are currently zoned RS5. RS5 would permit a maximum of 149 units, subject to compliance with the Metro Subdivision Regulations.*

Office/Residential (OR20) is intended for office and/or multi-family residential units at up to 20 dwelling units per acre. *Approximately 1.56 acres of the zone change area are currently zoned OR20. OR20 would permit a maximum of 31 units.*

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

Industrial Warehousing/Distribution (IWD) is intended for a wide range of warehousing, wholesaling, and bulk distribution uses.

##### **Proposed Zoning**

Specific Plan-Mixed Use (SP-MU) is a zoning district category that provides for additional flexibility of design, including the relationship of streets to buildings, to provide the ability to implement the specific details of the General Plan. This Specific Plan includes residential uses in addition to office and/or commercial uses.



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**Proposed Regulatory Plan**



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### PLAN DETAILS

The site is comprised of 40 parcels totaling approximately 36 acres located along Pages Branch in the southeast portion of the Haynes Trinity community. Pages Branch runs through the center of the site, from the northeast to the southwest, where it empties into the Cumberland River. The site is primarily accessed by Baptist World Center Drive, with secondary access from Seminary Street via Cross and Kassia Streets. Several streets within the area, including Booker Avenue, Congo Street, and Liberia Street are unbuilt. The site includes a mix of vacant property and large industrial uses. The predominant land use pattern in the area is a mix of one and two-family residential development, with some additional commercial, industrial and institutional uses located to the southwest along the Cumberland River and to the northeast along Brick Church Pike and Interstate 65.

### Specific Plan

The plan is a regulatory Specific Plan and does not include a detailed site plan. The plan divides the area into a set of eight subdistricts, identified on the map, and establishes standards for each district, which are summarized in the table below.

Subdistrict	Permitted Uses	Bulk Standards
Zone 1	All uses of R6-A	Standards of R6-A
Zone 2	All uses of MUG-A	<u>Max FAR:</u> 5.00 <u>Height:</u> 7 stories in 105' in build-to; 15 stories in 150' with a 15' step-back All other standards of MUI-A
Zone 3	All uses of RM9-A	Standards of RM9-A
Zone 4	All uses of RM20-A	Standards of RM20-A
Zone 5	All uses of MUL-A	<u>Max FAR:</u> 5.00 <u>Height adjacent to Pages Branch:</u> 7 stories in 105' in build-to; 15 stories in 150' with a 15' step-back <u>Height along northern boundary:</u> 4 stories in 60' All other standards of MUI-A
Zone 6	All uses of MUL-A	<u>Max FAR:</u> 5.00 <u>Height adjacent to Pages Branch:</u> 7 stories in 105' in build-to; 15 stories in 150' with a 15' step-back <u>Height along northern boundary:</u> 4 stories in 60' All other standards of MUI-A
Zone 7	All uses of MUG-A	<u>Max FAR:</u> 5.00 <u>Height adjacent to Pages Branch:</u> 7 stories in 105' in build-to; 15 stories in 150' with a 15' step-back <u>Height along boundary with lots fronting Weakley Avenue:</u> 4 stories in 60' All other standards of MUI-A
Zone 8	All uses of MUI-A	Standards of MUI-A

The plan establishes design standards and landscape buffer yards appropriate for each district, based generally on the standards for alternative zoning districts, with enhanced requirements in certain areas to provide for transitions between subdistrict zones and to the surrounding neighborhood.



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Additionally, the plan contains a set of standards and requirements related to street connectivity and greenways. Specifically, the connectivity standards require extension of existing public streets and alleys or construction of unbuilt public streets and alleys with the final site plan for each subdistrict or phase. Final site plans for portions of the SP area that lack an existing network will need to establish a network of streets and alleys that can connect to the existing grid. The plan also limits access to the alleys and requires sidewalks meeting the standards established in the Major and Collector Street Plan or appropriate for a local street with each development. The greenway standards require dedication of easements and construction of greenways to be dedicated to Metro Parks for any development within subdistrict zones that have frontage along Pages Branch or the Cumberland River. The greenway standards also include design standards for development located along the greenways, requiring entrances and active ground floor uses, pedestrian connections to the greenway, and standards for materials and screening of parking and other areas.

### **BORDEAUX – WHITES CREEK – HAYNES TRINITY COMMUNITY PLAN**

Conservation (CO) is intended to preserve environmentally sensitive land features through protection and remediation. CO policy applies in all Transect Categories except T1 Natural, T5 Center, and T6 Downtown. CO policy identifies land with sensitive environmental features including, but not limited to, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands, and unstable or problem soils. The guidance for preserving or enhancing these features varies with what Transect they are in and whether or not they have already been disturbed.

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

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

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



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### Mobility Supplemental Policy

The mobility supplemental policy contains guidance for increasing connectivity in developed areas and establishing a street network in greenfield areas, particularly in areas within the T4 Urban Transect. This supplemental policy is accompanied by an exhibit showing a conceptual network of proposed street connectivity throughout Haynes Trinity that would provide a strong and cohesive block structure in support of the Community Character Policies. As a conceptual network, alignments may vary as the result of property consolidation patterns, topography, and other environmental constraints that may be identified during detailed analysis.

### Parks and Open Space Supplemental Policies

The parks and open space supplemental policies focus on the establishment of primary and secondary greenways, improved access to and enhancement of existing park resources, and incorporation of privately owned public spaces into developments.

### **ANALYSIS**

The land use policies for the SP area were recently established with the adoption of the Haynes Trinity Small Area Plan. The plan, which was the result of an extensive community charrette process, was adopted by the Planning Commission on January 11, 2018. The small area plan updated the land use policy categories for properties within the study area and established supplemental policies to address mobility, parks, and open space.

The SP site is within the T4 Transect and is guided by the Mobility Supplemental Policy and the Parks and Open Space Supplemental Policies. These supplemental policies identify the need for enhancements to an incomplete street network, the creation of an east-west greenway along the Cumberland River and a north-south greenway along Pages Branch, and the expansion of Lock One Park along the Cumberland River.

The SP area includes areas of Conservation policy which recognize Pages Branch and the Cumberland River and associated slopes, floodways, and buffers. The northeast corner of the SP falls within an area of T4 NM policy, intended to preserve the character of the existing neighborhood. The northern portion of the SP area lies at the southern edge of an area of T4 NE policy, with the remainder of the SP site, including areas both north and south of Pages Branch, falling within an area of T4 MU policy.

The proposed SP is consistent with the majority of the established land use policies and supplemental policies for the area. In order to achieve the goals of the applicable land use policies, the SP divides the area into subdistricts, with different standards applicable to each. In the northeast corner of the SP area identified as subdistrict zone 1, where T4 NM policy applies, the SP proposes the standards of the R6-A zoning district. One and Two Family R6-A zoning is generally consistent with the existing pattern of one and two family residences in the neighborhood and will contribute to maintenance of the existing character in that portion of the neighborhood. Similarly, subdistrict zones 3 and 4, which are applied along the northern boundary of the SP in areas of T4 NE policy, rely on the standards of the RM9-A and RM20-A zoning districts. The intensity of multi-family residential development permitted by those districts is supported by the T4 NE policy and will ensure a transition to the surrounding areas. Additionally, the design standards for building placement and parking location included in the Alternative zoning districts will ensure the development of a walkable neighborhood.



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The bulk of the SP area lies within an area of T4 MU land use policy, which supports a range of uses, including higher intensity residential, mixed use, and commercial uses served by a high level of connectivity. The SP subdistricts applicable in the T4 MU policy area are based on the standards of the MUL-A, MUG-A and MUI-A zoning districts. These districts permit mixed use at a range of intensities, with design standards to ensure the creation of walkable neighborhoods. The SP subdistricts vary the standards of these base zonings to place less intensity around the perimeter, where the SP is adjacent to lower intensity subdistricts or established neighborhoods, and to concentrate additional intensity in the center of the SP area. There are provisions for additional height and floor area ratio (FAR) in the subdistricts along Pages Branch and the Cumberland River. These provisions are intended to offset the significant contributions to greenway and street infrastructure that are required with development and to ensure that development frames and activates the proposed greenways.

In addition to the subdistrict standards, the SP includes additional standards related to connectivity and greenways. Specifically, the SP requires that with the final site plan for each phase of development, any existing streets or unbuilt rights-of-way be connected and constructed, with additional right-of-way dedication and street widening as needed to bring substandard infrastructure into compliance. In the less developed areas of the SP site, where a network of streets and rights-of-way are not yet established, each final site plan will be required to propose a system of streets and alleys that is designed to connect into the surrounding network and continue the existing grid. There are also standards limiting access to the alleys and requiring cross-access easements in any locations where alleys may not be feasible due to topography or environmental constraints in order to minimize curb cuts and enhance the pedestrian environment. These standards help achieve the goals of the plan to create a connected street network that is comfortable for all users.

Given the location of the SP along both sides of Pages Branch, this development will play a crucial role in the establishment of a secondary greenway along Pages Branch as outlined in the Haynes Trinity Small Area Plan. This development also includes some frontage along the Cumberland River, allowing it to play a role in the establishment of a primary greenway along the river as well. The SP includes a standard requiring dedication of a greenway easement with any final site plan that includes property with frontage on either side of Pages Branch or adjacent to the Cumberland River, and construction of the greenway to a standard acceptable to Metro Parks prior to certificates of occupancy. To ensure that the greenways are active spaces and vibrant community resources, the SP also includes standards for incorporation of recreation opportunities such as marinas, outdoor dining, and interactive programming along greenways, which could work toward the goal of expanding or enhancing Lock One Park. Design standards require that buildings along greenways include a primary entrance addressing the greenway, pedestrian connections to the greenways, a minimum percentage of active uses on the ground floor, and screening for parking areas.

Overall, the SP works to implement the community's vision to enhance the natural environment, connect the community to the river, and grow a vibrant, urban, mixed-use neighborhood near downtown. This SP also works to achieve the majority of the goals of the recently updated land use policies by organizing standards into subdistricts designed to match the underlying land use policies. This SP includes standards that will require street and greenway dedication and construction with each final site plan, in order to ensure those goals are met.



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### FIRE MARSHAL RECOMMENDATION

#### Approve with conditions

- Fire Code issues will be addressed in the permit phase.

### WATER SERVICES RECOMMENDATION

#### Approve with conditions

- This approval applies only to a mixture of uses within the land limits of this SP. This approval does not apply to any specific development design within this SP boundary, nor does it apply to the ability of the public water and sewer systems to serve any such development. A particular development may present water and/or sewer capacity issues, depending on its details. (No specific uses were provided within this SP.)
- Before Final SP stage, the applicant must submit an availability study, and address any concerns brought up by this study, before any Final SP can be approved.
- If the results of the study in Condition #2 require public water and sewer extensions, construction plans for these must be submitted and approved prior to Final SP approval. These approved construction plans must match the Final Site Plan/SP plans. The required capacity fees must also be paid prior to Final Site Plan/SP approval.

### STORMWATER RECOMMENDATION

#### Approve with conditions – address with final

- Streams and buffer zones 1 & 2 in accordance with the SWMM, Vol. 1, and Figure 6-3 Buffer Example for Streams with Floodways; water quality; Site a minimum FFE, When showing Min FFE's please use asterisk (\*) and bold letters in a larger Font.

### PUBLIC WORKS RECOMMENDATION

#### Approve with conditions

- Final development plans shall comply with the standards of the Department of Public Works.

### TRAFFIC AND PARKING RECOMMENDATION

#### Approve with conditions

- Traffic study may be required at time of development.

The traffic table was prepared based on assumptions in regards to mix of uses and permissible square footages. This represents the maximum build out and does not take into consideration meeting standards for parking, landscaping, etc., which would likely result in less square footage.

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Warehousing (150)	12.07	0.60 F	315,641 S.F.	1124	156	125

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Warehousing (150)	2.65	0.80 F	92, 347 S.F.	329	79	57



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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
General Office (710)	1.56	0.80 F	54,362 S.F.	835	116	140

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	20.15	8.71 D	175 U	1740	133	178

### Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Two-Family Residential (210)	0.60	7.26 D	5 U	48	4	6

### Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (220)	1.49	9.0 D	13 U	203	11	25

### Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (220)	1.27	20.0 D	25 U	276	16	32

### Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (220)	17.06	5.0 F	743 U	4627	368	427

### Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
General Office (710)	8.0	5.0 F	1,742,400 S.F.	12047	1846	2031

### Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (814)	8.0	5.0 F	1,742,400 S.F.	43520	832	4317





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Traffic changes between maximum: **IR, IWD, OR20, RS5 and SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-		+56,693	+2,593	+6,338

### STAFF RECOMMENDATION

Staff recommends approval with conditions and disapproval without all conditions.

### CONDITIONS

- Permitted land uses shall be limited as follows:
  - Subdistrict Zone 1: All uses allowed by R6-A zoning
  - Subdistrict Zone 2 & 7: All uses allowed by MUG-A zoning
  - Subdistrict Zone 3: All uses allowed by RM9-A zoning
  - Subdistrict Zone 4: All uses allowed by RM20-A zoning
  - Subdistrict Zone 5 & 6: All uses allowed by MUL-A zoning
  - Subdistrict Zone 8: All uses allowed by MUI-A zoning
- Comply with all conditions of Metro Public Works and Traffic and Parking.
- If a development standard, not including permitted uses, is absent from the SP plan and/or Council approval, the property shall be subject to the standards, regulations and requirements of the following zoning districts as of the date of the applicable request or application:
  - Subdistrict Zone 1: R6-A
  - Subdistrict Zone 2 & 7: MUG-A
  - Subdistrict Zone 3: RM9-A
  - Subdistrict Zone 4: RM20-A
  - Subdistrict Zone 5 & 6: MUL-A
  - Subdistrict Zone 8: MUI-A
- The Preliminary SP plan is the site plan and associated documents. If applicable, remove all notes and references that indicate that the site plan is illustrative, conceptual, etc.
- 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.
- Requesting this rezoning may affect the provision of affordable or workforce housing units in rental projects involving five or more rental units on site, as set forth in Ordinance Nos. BL 2016-133, and BL2016-342, which authorizes Metro grants to offset the provision of affordable or workforce housing units.
- 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.
- 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.