

3b. 2007SP-014-001

GAYLORD (AMENDMENT #1)

Map 062, Parcel(s) 020, 023.01, 023, 026, 030, 111, 249, 269
Council District 15 (Phil Claiborne)
Staff Reviewer: Jason Swaggart

A request to amend the SP District (adopted with Council Bill BL2007-1357) for the previously approved Gaylord Specific Plan District (106.9 acres), and to add properties zoned R15 and CL, located at 2716, 2728 and 2730 Pennington Bend Road and at McGavock Pike (unnumbered) (22.24 acres) for a total of 129.14 acres within the SP district, requested by Gresham, Smith and Partners, applicant, on behalf of Gaylord Entertainment Company, John Padgett Trustee and the Saint Thomas Foundation, owners. (Please also see Community Plan Case # 2011CP-014-003).

Staff Recommendation: APPROVE WITH CONDITIONS

APPLICANT REQUEST -Add property to Gaylord SP district

SP Amendment A request to amend the SP District (adopted with Council Bill BL2007-1357) for the previously approved Gaylord Specific Plan District (106.9 acres), and to add properties zoned One and Two-Family Residential (R15) and Commercial Limited (CL), located at 2716, 2728 and 2730 Pennington Bend Road and at McGavock Pike (unnumbered) (22.24 acres) for a total of 129.14 acres within the Specific Plan district.

Existing Zoning

R15 District - R15 requires a minimum 15,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 3.09 dwelling units per acre including 25% duplex lots.

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

Proposed Zoning

SP-C District - Specific Plan-Commercial 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 commercial uses.

CRITICAL PLANNING GOALS N/A

DONELSON/HERMITAGE COMMUNITY PLAN

Existing Policies

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

Neighborhood Center (NC) Neighborhood Center is intended to accommodate 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. NC areas are intended to have land uses that meet daily convenience needs and/or provide a place to gather and socialize.

Proposed Policies

Commercial Mixed Concentration (CMC) CMC is a policy that accommodates significant concentrations of mixed commercial development providing both consumer goods and services and employment. Unlike strictly retail concentrations, CMC areas may contain an equal or greater proportion of other commercial uses such as offices. Good accessibility to and within CMC areas is of particular importance due to the amount of traffic generated by the uses in these areas.

Special Policy Area 18 Special Policy Area 18 was applied in response to original SP and it is to be applied to the expanded area.

This Special Policy applies to the property at the east side of the Briley Parkway / McGavock Pike Interchange, property currently owned by Gaylord and a few other owners. Because of this site's location in close proximity to a residential area with only a residential arterial street as a boundary, the following measures should be taken to minimize the negative impacts of development of the property on surrounding neighborhoods:

- No vehicular access from the property to Pennington Bend Road, except that of emergency and construction vehicles;
- Utilize a variety of techniques to minimize traffic accessing the site from McGavock Pike South;

- Develop a quality view and visual transition for the homes on the east side of Pennington Bend Road, closest to the development (e.g., not a paved parking lot);
- Include a landscape buffer between surrounding residential beyond that required in the zoning code for CA zoning abutting residential zoning districts. Such buffering is needed to preserve and enhance the residentially-oriented design of the Pennington Bend Road streetscape, ensure Pennington Bend's continued success as a desirable residential street, and begin to buffer impacts of development such as noise;
- Lighting is to be located, scaled, and directed so as not to shine on adjacent residential areas;
- Lit signage is to be located, scaled, and directed so as not to shine on adjacent residential areas;
- Restrict certain allowed land uses in the Commercial Attraction Zoning District, further described in the Specific Plan Zoning District with the intent of ensuring maximum compatibility with adjacent neighborhoods;
- This CMC area is not intended to expand to the east side of Pennington Bend Road;
- Explore possible pedestrian connections to surrounding neighborhoods, greenways and shopping areas;
- Provide a trail or sidewalk along the west side of Pennington Bend Road and the north side of McGavock Pike;
- New developments within this Special Policy Area are to utilize the Specific Plan zoning district as the most effective tool to implement the intent of this Special Policy.

Consistent with Policy? Yes, if associated policy amendment is approved. This request is to add property into the existing Gaylord Specific Plan. As proposed the policies which apply to the existing SP will be expanded to the properties to be added. The SP is written in accordance with the proposed policies. This SP provides regulatory standards for future development, not an actual building layout. The standards will provide controls for development within the district. A Final Site plan will be required to be submitted and approved prior to the issuance of any building permits.

REQUEST DETAILS

History (SP Plan) The Gaylord SP was approved by Council in 2007. The SP does not contain a specific site plan, but is a regulatory zoning district. Its regulations are similar to the requirements of the Commercial Amusement (CA) zoning district in the Metro Zoning Code, but is more restrictive than what would be permitted under CA zoning. It specifically prohibits some uses which are permitted under CA. It provides specific buffer yard, sign and other operational requirements to ensure minimal impact on surrounding residential properties. It also provides specific language regarding traffic and prohibits ingress/egress onto Pennington Bend Road.

Request This request is to amend the Gaylord SP by rezoning four properties into the existing SP. Three of the properties are zoned single and two-family residential (R15) and are located along the west side of Pennington Bend Road (8.64 acres). The fourth property is zoned for commercial and is located along the south side of McGavock Pike (13.6 acres). All four of the properties are adjacent to the Gaylord SP. The current SP district is approximately 106 acres. As proposed the SP district will contain approximately 129 acres.

ANALYSIS The properties proposed to be added to the Gaylord SP are adjacent to the current zoning district. By adding the three residential properties along Pennington Bend Road, there are fewer residential properties that will be directly adjacent to the SP. While the SP requires wide buffers adjacent to residential properties, it would still be better if the SP were not adjacent to residential. The conflict between incompatible land uses is reduced by utilizing the required buffer and the additional separation provided by Pennington Bend Road.

PUBLIC WORKS RECOMMENDATION

A traffic analysis was conducted for the original SP rezoning request and indicates significant offsite improvements may be required at the time of development. More detailed traffic analyses will be required at the time of development to determine the specific improvements required to mitigate the traffic impacts.

Any improvements shall be coordinated with the Metropolitan Department of Public Works.

STAFF RECOMMENDATION Staff recommends that the request to add property to the Gaylord SP be approved subject to the approval of the associated land use policy amendment. If the associated policy amendment is not approved then staff recommends disapproval.

CONDITIONS

1. Traffic analysis shall be required for any final site plan per Metro Public Works' specifications. Approval of any final site plan shall be subject to traffic/roadway improvements as determined by the Metro Public Works.

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 CA zoning district as of the date of the applicable request or application.
3. A corrected copy of the preliminary SP plan incorporating the conditions of approval by Metro Council shall be provided to the Planning Department prior to the filing of any additional development applications for this property, and in any event no later than 120 days after the effective date of the enacting ordinance. The corrected copy provided to the Planning Department shall include printed copy of the preliminary SP plan and a single PDF that contains the plan and all related SP documents. If a corrected copy of the SP plan incorporating the conditions therein is not provided to the Planning Department within 120 days of the effective date of the enacting ordinance, then the corrected copy of the SP plan shall be presented to the Metro Council as an amendment to this SP ordinance prior to approval of any grading, clearing, grubbing, final site plan, or any other development application for the property.
4. 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.
5. The SP final site plan as approved by the Planning Commission will be used to determine compliance, both in the issuance of permits for construction and field inspection. While minor changes may be allowed, significant deviation from the approved site plans may require reapproval by the Planning Commission and/or Metro Council.

Approved, Consent Agenda (7-0)

Resolution No. RS2011-228

"BE IT RESOLVED by The Metropolitan Planning Commission that 2007SP-014-001 is **APPROVED WITH CONDITIONS. (7-0)**

Conditions of Approval:

1. Traffic analysis shall be required for any final site plan per Metro Public Works' specifications. Approval of any final site plan shall be subject to traffic/roadway improvements as determined by the Metro Public Works.
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 CA zoning district as of the date of the applicable request or application.
3. A corrected copy of the preliminary SP plan incorporating the conditions of approval by Metro Council shall be provided to the Planning Department prior to the filing of any additional development applications for this property, and in any event no later than 120 days after the effective date of the enacting ordinance. The corrected copy provided to the Planning Department shall include printed copy of the preliminary SP plan and a single PDF that contains the plan and all related SP documents. If a corrected copy of the SP plan incorporating the conditions therein is not provided to the Planning Department within 120 days of the effective date of the enacting ordinance, then the corrected copy of the SP plan shall be presented to the Metro Council as an amendment to this SP ordinance prior to approval of any grading, clearing, grubbing, final site plan, or any other development application for the property.
4. 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.

5. The SP final site plan as approved by the Planning Commission will be used to determine compliance, both in the issuance of permits for construction and field inspection. While minor changes may be allowed, significant deviation from the approved site plans may require reapproval by the Planning Commission and/or Metro Council.

The SP is consistent with the approved Commercial Mixed Concentration land use policy and the existing Special Policy 18 of the Donelson-Hermitage Community Plan.”