4. **2007SP-014U-14** (With Plan Amendment)
Gaylord Entertainment SP
Map 062-00, Parcels 023, 030, 111, 249
Subarea 14 (2004)
Council District – 15, J. B. Loring

A request to change from AR2a, CL and R15, to SP zoning, properties located at 2700 McGavock Pike, 2716, 2750 Pennington Bend Road and Pennington Bend Road (unnumbered), at the northwest corner of McGavock Pike and Pennington Bend Road (106.9 acres), to allow for the uses described herein, requested by Gresham-Smith & Partners, applicant, for Opryland Attractions, Inc., owner.
STAFF RECOMMENDATION: Approve with conditions

APPLICANT REQUEST - A request to change approximately 106.9 acres located at 2700 McGavock Pike, 2716, 2750 Pennington Bend Road and Pennington Bend Road (unnumbered), at the northwest corner of McGavock Pike and Pennington Bend Road from agricultural and single-family and two family residential (AR2a), commercial limited (CL) and single-family, and two family residential (R15), to SP zoning.

Existing Zoning
AR2a district - Agricultural/residential requires a minimum lot size of 2 acres and is intended for uses that generally occur in rural areas, including single-family, two-family, and mobile homes at a density of one dwelling unit per 2 acres. The AR2a district is intended to implement the natural conservation or interim nonurban land use policies of the general plan.

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

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.

Proposed Zoning
SP district - Specific Plan is a zoning district category that provides for additional flexibility of design, including the relationship of buildings to streets, to provide the ability to implement the specific details of the General Plan.

- The SP District is a new base zoning district, not an overlay. It will be labeled on zoning maps as "SP."
- The SP District is not subject to the traditional zoning districts' development standards. Instead, urban design elements are determined **for the specific development** and are written into the zone change ordinance, which becomes law.
- Use of SP **does not** relieve the applicant of responsibility for the regulations/guidelines in historic or redevelopment districts. The more stringent regulations or guidelines control.
- Use of SP **does not** relieve the applicant of responsibility for subdivision regulation and/or stormwater regulations.

DONELSON, HERMITAGE, OLD HICKORYCOMMUNITY PLAN POLICY
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 - This Special Policy proposed for the Donelson, Hermitage, Old Hickory Community Plan is in response to this zone change request. Because of the 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, the proposal is consistent with the proposed amendment to the Donelson-Hermitage, Old Hickory Community Plan. While there is no specific development proposed for these properties at this time, the SP district will limit the uses allowed in the district and also regulate future development's potential negative impact on surrounding properties by imposing specific restrictions and setting certain performance standards. Any future development in the SP district will be required to follow the standards that are incorporated into the SP district. Any future development plans will be reviewed for compliance with these standards.

Staff Recommendation - The conditions recommended by staff will limit the uses within the SP, require certain improvements and sets certain performance standards that will limit any developments potential impact to the residential areas to the east. Staff recommends approval of the SP district, with conditions.

PLAN DETAILS - At this time there is no specific development proposed for these properties, only a general intent to use the property for entertainment, hospitality, restaurants, retail sales, and service and lodging including timeshares. The SP district establishes conditions that will govern future development. To minimize

development impacts on surrounding properties and ensure that any development will meet the criteria found in the area's special policy (Special Policy 18), staff recommends that specific conditions be applied to all development within this SP district.

RECENT REZONINGS - None
PUBLIC WORKS RECOMMENDATION - Approve with the following conditions:

1. A traffic analysis was conducted for this 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.

2. Any improvements shall be coordinated with the Metropolitan Department of Public Works and the Tennessee Department of Transportation.

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

Land Use (ITE Code)	**Acres**	**Density**	**Total Number of Lots**	**Daily Trips (weekday)**	**AM Peak Hour**	**PM Peak Hour**
Single-family Detached 210)	21.58	0.5	10		8	11

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

Land Use (ITE Code)	**Acres**	**FAR**	**Total Square Feet**	**Daily Trips (weekday)**	**AM Peak Hour**	**PM Peak Hour**
General Office (710)	25.49	0.198	220,000		341	328

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

Land Use (ITE Code)	**Acres**	**Density**	**Total Number of Lots**	**Daily Trips (weekday)**	**AM Peak Hour**	**PM Peak Hour**
Single-family Detached(210)	51.99	2.47	129		97	130

TOTAL Traffic in **Typical** Uses in **Existing** Zoning Districts

Land Use (ITE Code)	**Acres**	**--**		**Daily Trips (weekday)**	**AM Peak Hour**	**PM Peak Hour**
--					446	469

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

Land Use (ITE Code)	**Acres**	**FAR**	**Total Square Feet**	**Daily Trips (weekday)**	**AM Peak Hour**	**PM Peak Hour**
General Office (710)	105.06	0..233	1,067,000		1,100	4,002

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

Land Use (ITE Code)	**Acres**	**Density**	**Total Number of Lots**	**Daily Trips (weekday)**	**AM Peak Hour**	**PM Peak Hour**
Single-family Detached(210)	21.58	0.5	10		8	11

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

Land Use (ITE Code)	Acres	FAR	Total Square Feet	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Shopping Center(820)	25.49	.6	667,000		688	2,501

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

Land Use (ITE Code)	Acres	Density	Total Number of Lots	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-family Detached(210)	51.99	2.47	128		97	130

TOTAL Traffic in **Maximum** Uses in **Existing** Zoning Districts

Land Use (ITE Code)	Acres	--		Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
--					793	2,642

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

Land Use (ITE Code)	Acres	FAR	Total Square Feet	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
General Office()	105.06	.60	2,746,000		2,829	10,298

METRO SCHOOL BOARD REPORT

Projected student generation - Since there is no specific development plan to review at this time, projected student generations can not be calculated. All future development plans that include residential uses within the SP district will be reviewed for its impact on the Metro School System. If it is determined that the school system can not handle additional students then the developer may be required to dedicate a school site, and/or pay a fiscal liability fee, which would be determined upon each development plan review.

CONDITIONS

1. All uses allowed in the CA district shall be allowed with the exception of Day Care Home, School Day Care, Bed and Breakfast Inn, Furniture Store, Home Improvement Sales, Water Taxi Station, Adult Entertainment, and Fairgrounds.
2. There shall be no pari-mutuel betting and/or no casino gaming.
3. There shall be no vehicular access onto Pennington Bend Road, except for emergency and construction vehicles. All emergency access drives along Pennington Bend Road shall be blocked with crash gates that are approved by the Metro Fire Marshal's Office. Responsibility for improvements to Pennington Bend Road shall be determined through Public Works' review of the development's associated traffic impact studies.
4. Principle traffic flows shall be directed to and from Briley Parkway.
5. To determine specific improvements required to mitigate traffic impacts, a detailed traffic analyses shall be required for all final development plans. Any improvements shall be coordinated with the Metropolitan Department of Public Works and the Tennessee Department of Transportation.
6. Where the eastern and northern SP district boundary abuts Pennington Bend Road or other public right of way, a 50 foot D-1 landscape buffer yard shall be required. In addition to the buffer yard this buffer yard shall also include a paved multi-use path at least 6 feet in width. In areas where the SP district does *not* abut Pennington Bend Road or other public right of way, a standard "D" landscape buffer

yard shall be required, but a multi-use path shall not be required. Along the first 1,300 linear feet of the eastern SP district boundary and Pennington Bend Road, measured from the intersection of McGovock and Pennington Bend Road northward, a Standard "B" landscape buffer yard, including a paved multi-use path at least 6 feet in width may be substituted in lieu of the 50 foot buffer along Pennington Bend Road. The only breaks allowed in the landscape buffer yards shall be to provide adequate pedestrian connections into the SP district. The multi-use path along Pennington Bend Road shall be include appropriate pedestrian – scaled lighting and be designed in a way that there is no direct light trespass onto adjacent properties and that indirect light trespass is kept to a minimum.

7. All lighting within the district, including lighting of signage, shall be designed in a way that there is no direct light trespass onto adjacent properties, and that indirect light trespass is kept to a minimum. No illumination in excess of one-half foot-candle shall be permitted across the SP boundary onto any adjacent residential property or a public street. All final site plans within the SP district shall provide lighting studies that adequately show how any development will meet these criteria.

8. All uses within the SP district shall be designed in a way to limit noise pollution within the area. The maximum permitted sound pressure levels at the SP boundary shall not be more than 75 dBA.

9. All development plans that include residential uses within the SP district will be reviewed for its impact on the Metro School System. If it is determined that the school system can not handle additional students then the developer may be required to dedicate a school site, and/or pay a fiscal liability fee, which would be determined upon each development plan review.

10. There shall be no signage allowed along Pennington Bend Road or primarily oriented to Pennington Bend Road with the exception of directional signage required by Metro Public Works or other Metro Agency. Signage along McGavock shall not exceed 40 feet in height.

11. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Commission or Council approval, the property shall be subject to the standards, regulations and requirements of the CA zoning district effective at the date of the building permit. *This zoning district must be shown on all future development plans.*

12. The application including any attached materials, plans and reports submitted by the applicant and all adopted conditions of approval shall constitute the plans and regulations as required for the Specific Plan rezoning until a Final Plan is filed per the requirement listed below. Except as otherwise noted herein, the application, supplemental information and conditions of approval shall be used by the Planning Department and Department of Codes Administration to determine compliance, both in the review of final site plans and issuance of permits for construction and field inspection. Deviation from these plans will require review by the Planning Commission and approval by the Metropolitan Council.

13. All stormwater management requirements of the Department of Water Services shall be approved prior to approval of any final site plan within this SP district. Prior to the issuance of any permits, confirmation of compliance with the final approval of all final development plans shall be forwarded to the Planning Department by the Stormwater Management division of Water Services.

14. Prior to the issuance of any permits, confirmation of preliminary approval of this proposal shall be forwarded to the Planning Commission by the Traffic Engineering Sections of the Metropolitan Department of Public Works for all improvements within public rights of way.

15. The requirements of the Metropolitan 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. If any cul-de-sac is required to be larger than the dimensions specified by the Metropolitan Subdivision Regulations, such cul-de-sac must include a landscaped median in the middle of the turn-around, including trees. The required turnaround may be up to 100 feet diameter.

Mr. Swaggart presented and stated that staff is recommending approval with conditions.

Resolution No. RS2007-059

"BE IT RESOLVED by The Metropolitan Planning Commission that the REQUEST TO AMEND THE DONELSON-HERMITAGE-OLD HICKORY COMMUNITY PLAN: 2004 UPDATE FOR APPROXIMATELY 105 ACRES LOCATED BETWEEN BRILEY PARKWAY, PENNINGTON BEND ROAD, AND MCGAVOCK PIKE TO GO FROM RESIDENTIAL LOW-MEDIUM DENSITY AND NEIGHBORHOOD CENTER POLICIES TO COMMERCIAL MIXED CONCENTRATIOIN POLICY is **APPROVED. (8-2)"**

Resolution No. RS2007-060

"BE IT RESOLVED by The Metropolitan Planning Commission that 2007SP-014U-14 is **APPROVED WITH CONDITIONS. (8-2)**

Conditions of Approval:

1. All uses allowed in the CA district shall be allowed with the exception of Day Care Home, School Day Care, Bed and Breakfast Inn, Furniture Store, Home Improvement Sales, Water Taxi Station, Adult Entertainment, and Fairgrounds.

2. There shall be no pari-mutuel betting and/or no casino gaming.

3. There shall be no vehicular access onto Pennington Bend Road, except for emergency and construction vehicles. All emergency access drives along Pennington Bend Road shall be blocked with crash gates that are approved by the Metro Fire Marshal's Office. Responsibility for improvements to Pennington Bend Road shall be determined through Public Works' review of the development's associated traffic impact studies.

4. Principle traffic flows shall be directed to and from Briley Parkway.

5. To determine specific improvements required to mitigate traffic impacts, a detailed traffic analyses shall be required for all final development plans. Any improvements shall be coordinated with the Metropolitan Department of Public Works and the Tennessee Department of Transportation.

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impact on the Metro School System. If it is determined that the school system can not handle additional students then the developer may be required to dedicate a school site, and/or pay a fiscal liability fee, which would be determined upon each development plan review.

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14. Prior to the issuance of any permits, confirmation of preliminary approval of this proposal shall be forwarded to the Planning Commission by the Traffic Engineering Sections of the Metropolitan Department of Public Works for all improvements within public rights of way.

15. The requirements of the Metropolitan 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. If any cul-de-sac is required to be larger than the dimensions specified by the Metropolitan Subdivision Regulations, such cul-de-sac must include a landscaped median in the middle of the turn-around, including trees. The required turnaround may be up to 100 feet diameter.

The proposed SP district, with the recommended conditions, is consistent with the Donelson, Hermitage, Old Hickory Community Plan's Commercial Mixed Concentration policy, which is intended to accommodate significant concentrations of mixed commercial development, as well as the special policy which was drafted specifically for this property in order to limit any future development's negative impact on the existing residential neighborhoods to the north and east."