

2016SP-008-001

OLD BURKITT ROAD SP

Map 186, Parcel(s) 004

Council District 31 (Fabian Bedne)

Staff Reviewer: Jason Swaggart

A request to rezone from AR2a to SP-R zoning for property located at 7224 Old Burkitt Road, approximately 300 feet east of Nolensville Pike (23.08 acres), to permit 99 single-family lots, requested by Smith Gee Studio, applicant; Life Community Church, owner.

Staff Recommendation: Reopen the public hearing and approve with conditions and disapprove without all conditions.

APPLICANT REQUEST

Zone change to permit up to 99 single-family lots.

Preliminary SP

A request to rezone from Agricultural and Residential (AR2a) to Specific Plan – Residential (SP-R) zoning for property located at 7224 Old Burkitt Road, approximately 300 feet east of Nolensville Pike (23.08 acres), to permit up to 99 single-family lots.

Existing Zoning

Agricultural/Residential (AR2a) requires a minimum lot size of two acres and 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 two acres. The AR2a District is intended to implement the natural conservation or rural land use policies of the general plan. *AR2a would permit a maximum of 11 lots with two duplex lots for a total of 13 units.*

Proposed Zoning

Specific Plan-Residential (SP-R) is a zoning district category that provides for additional flexibility of design, including the relationship of streets to buildings, to provide the ability to implement the specific details of the General Plan. This Specific Plan includes only one residential building type.

CRITICAL PLANNING GOALS

- Creates Walkable Neighborhoods
- Provides a Range of Housing Choices

As proposed, the plan provides sidewalks along all streets. Sidewalks provide for safe pedestrian movement throughout the development. The plan also calls for active open space which is accessible by sidewalk. The plan calls for street connections to adjacent properties that are undeveloped. This will provide for other opportunities for future vehicular as well as pedestrian connections between future neighborhoods. The plan provides a range of housing options including alley loaded and front loaded lots. Alley loaded lots also enhance the pedestrian realm by reducing the number of driveways along the sidewalk.

SOUTHEAST COMMUNITY PLAN

Conservation (CO) is intended to preserve and enhance environmentally sensitive land 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 area in and whether or not they have already been disturbed.

Suburban Neighborhood Evolving (T3 NE) is intended to create suburban neighborhoods that provide more opportunities for housing choice and improved pedestrian, bicycle and vehicular connectivity. The resulting development pattern will have higher densities than many existing suburban neighborhoods and/or smaller lot 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. These are challenges that were not faced when the original suburban neighborhoods were built.

Consistent with Policy?

Yes. As proposed, the plan provides for a walkable suburban neighborhood consistent with the T3 NE policy. The plan calls for a mixture of housing types, including front and alley loaded lots. The plan provides sidewalks along all streets. It also provides active open space. GIS indicates that there is a stream that ends near the northeast property line. The small section of CO policy on the site recognizes this stream. If Stormwater determines that this is actually a stream, then it would need to be buffered consistent with the CO policy.

REQUEST DETAILS

The site is located along the north side of Old Burkitt Road. The site is approximately 23 acres in size. The site is undeveloped and consists mostly of dense vegetation including mature tree stands. Old Burkitt Road which would provide access into the proposed development is substandard and the pavement is approximately 14 feet wide.

Site Plan

The plan calls for 99 single-family lots. It includes 47 alley loaded lots and 52 front loaded lots. As proposed, the minimum lot width for alley loaded lots is 40 feet. The plan calls for the following bulk standards:

- Minimum lot size (front loaded): 5,500 square feet;
- Minimum lot size (alley loaded): 4,400 square feet;
- Minimum lot width (alley loaded): 40 feet;
- Minimum lot width (front loaded): 50 feet;
- Minimum lot depth: 110 feet;
- Minimum setbacks:
 - Front: 10 feet;
 - Rear: 5 feet (alley); 20 feet (non-alley);
 - Side: 5 feet;
- Minimum garage setback:
 - Street loaded: 20 feet from street;
 - 10 feet from front façade (excluding porch)"
 - Alley loaded: 5 feet.
- Max height: 3 stories in 40 feet.

The plan provides general lot layout standards as well as architectural standards. Lot layout standards pertain to, but are not limited to, the location of garages, and architectural standards pertain to, but are not limited to, primary entrance requirements, glazing, minimum floor elevations and materials.

All front loaded lots are limited to one driveway curb cut. The plan calls for future public roadway extensions to neighboring properties. As proposed, three stubs are shown to the west, and three are provided to the east.

The plan calls for approximately 5.5 acres of open space, including active open space. The plan calls for a 10 foot wide buffer along the perimeter of the site.

ANALYSIS

As proposed the request is consistent with the CO and T3 NE land use policies, and meets several critical planning goals. Staff is recommending that the request be approved with conditions and disapproved without all conditions.

FIRE MARSHAL RECOMMENDATION

Approved with conditions

Reviewed Revised plans showing the 2nd means. Advised to verify the radius on the turns. The 2nd means shown does not meet the requirements. IFC 2012, appendix D107. Development is required to have 2 approved Fire Apparatus Roads or the homes will be required to be sprinklered.

STORMWATER RECOMMENDATION

Approved with conditions

• Add Preliminary Note to plans: Drawing is for illustration purposes to indicate the basic premise of the development, as it pertains to Stormwater approval / comments only. The final lot count and details of the plan shall be governed by the appropriate stormwater regulations at the time of final application.

PUBLIC WORKS RECOMMENDATION

Conditions if approved

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. The site access must be realigned at Old Burkitt Rd to intersect at an angle between 75 and 90 degrees.
3. Comply with the conditions of the MPW Traffic Engineer.

TRAFFIC AND PARKING RECOMMENDATION

Conditions if approved

1. Old Burkitt Road shall be widened between Nolensville Road and Burkitt Road. The approved gas station and retail SP has not submitted construction plans for the realignment of Old Burkitt Rd at Burkitt Rd. Therefore, Old Burkitt SP shall design and construct the realignment section of Old Burkitt Rd if the realignment has not been constructed prior to use and occupancy permit. The x-section of Old Burkitt Rd shall be a minimum of 23ft of pavement with curb and gutter. Developer shall submit construction plans including signage and striping plans prior to final SP approval. Old Burkitt Rd. shall be constructed with a minimum of 2 travel lanes with 2 exiting lanes with 100 ft of storage at the intersection with Nolensville Pk. Additional ROW may be required. Old Burkitt Rd shall be constructed between

Nolensville Pk and Burkitt Rd prior to use and occupancy permit. Developer shall submit construction plans prior to final SP approval.

2. A southbound left turn lane shall be provided on Nolensville Road at Old Burkitt Road. This turn lane should include at least 100 feet of storage and should be designed and constructed according to AASHTO standards. Additional queue analysis shall be submitted to determine appropriate left turn lane storage length due to the significant SB LTL pk hr queue at the signalized intersection of Burkitt Rd and Nolensville Pk. Developer shall submit construction plans prior to final SP approval.

3. Developer shall construct a NB right turn lane on Nolensville Pk at Old Burkitt Rd with appropriate queue storage. Developer shall submit construction plans prior to final SP approval. The analyses conducted for the purposes of this study indicate that the intersection of Old Burkitt Road and the project access will operate acceptably with a one-lane approach on each leg of the intersection. However, since the project will have only one access, it should be constructed to include one entering lane and two exiting lanes, striped as separate left and right turn lanes. Main access road shall be constructed with a minimum of 3 lane cross section with a minimum of 100ft storage with transition per AASHTO standards.

4. In conjunction with the preparation of final construction documents for the proposed project, sight triangles should be provided to identify the sight distance which will be available at the project access. These sight triangles were developed based on guidelines that are included in A Policy on Geometric Design of Highways and Streets, which is published by the American Association of State Highway and Transportation Officials (AASHTO) and commonly known as The Green Book. Specifically, The Green Book indicates that for a speed of 30 mph, the minimum stopping sight distance is 200 feet. This is the distance that a motorist on Old Burkitt Road will need to come to a stop if a vehicle turning from the project creates a conflict. Also, based on The Green Book, the minimum intersection sight distance is 335 feet. This is the distance that motorists exiting the project will need to safely complete turns onto Old Burkitt Road. A sight distance exhibit with plan and profile shall be submitted prior to final SP approval.

5. The analyses conducted for the purposes of this study indicate that the intersection of Nolensville Road and Burkitt Road operates at poor Level of Service now and will continue to operate poorly under background conditions and total projected conditions with the build-out of the proposed project. Also, additional analyses indicate that this intersection would operate at acceptable Levels of Service during the peak hours if a northbound right turn lane were constructed on Nolensville Road and the existing traffic signal were modified to include right turn overlap signal phases for northbound and westbound motorists. In particular, the signal timings should be optimized to ensure that the westbound queues on Burkitt Road do not routinely extend beyond the realigned Old Burkitt Road and the access for Burkitt Place Commons.

6. Developer shall construct a NB right turn lane on Nolensville Pk at Burkitt Rd prior to Old Burkitt Rd SP use and occupancy. Additional analysis will be required to determine appropriate right turn lane storage length and transition per AASHTO standards. Developer shall submit a signal modification plan per the TIS to MPW traffic engineer and install signal improvements when directed by MPW traffic engineer.

7. Due to the widening of Old Burkitt Rd by developer and anticipated redistributed traffic to Old Burkitt Rd instead of traveling thru the signalized intersection, additional traffic analysis shall be required to determine if a right turn lane on Burkitt Rd at the realigned Old Burkitt Rd is warranted. If warranted, developer shall construct right turn lane on Burkitt Rd with appropriate storage and transition.

8. Prior to final SP approval, a signage, pavement marking, and traffic control plan shall be submitted for internal streets in subdivision.

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

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)	23.08	0.5 D	11 U	106	9	12

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
Single-Family Residential (210)	23.08	-	99 U	1145	88	118

Traffic changes between maximum: **AR2a** and **SP-R**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	+ 88 U	+1,039	+79	+106

WATER SERVICES RECOMMENDATION

Approved with conditions

Approved as a Preliminary SP only. Public water and sewer construction plans 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.

METRO SCHOOL BOARD REPORT

Projected student generation existing AR2a district: 2 Elementary 2 Middle 1 High

Projected student generation proposed SP-R district: 15 Elementary 13 Middle 11 High

The proposed SP-R would generate 34 additional students. Students would attend Maxwell Elementary School, Marshall Middle School and Cane Ridge High School. There is capacity for additional elementary and middle school students, but there is no additional capacity for high school students. There is also no additional capacity for additional high school students within an adjacent high school cluster. This information is based upon data from the school board last updated in November 2015.

Fiscal Liability

The fiscal liability of 11 new high school students is \$396,000 (11 X \$36,000 per student). This is only for information purposes to show the potential impact of this proposal, it is not a staff condition of approval.

STAFF RECOMMENDATION

Staff recommends approval with conditions and disapproval without all conditions, as the proposed, the SP plan is consistent with the Southeast Community Plan and meets two critical planning goals.

CONDITIONS

1. Uses are limited to a maximum of 99 single-family lots.
2. A total of 47% of the lots within the SP shall be alley loaded.
3. The proposed 10 foot wide open space buffer shall provide a vegetation density consistent with the Standard A-3 landscape buffer yard as specified in Figure 17.24.240A of the Metro Zoning Code.
4. Garage doors shall be recessed at least ten feet from the front façade. For measurement purposes, a porch shall not be considered a façade.
5. Old Burkitt Road shall be widened between Nolensville Road and Burkitt Road. The approved gas station and retail SP has not submitted construction plans for the realignment of Old Burkitt Rd at Burkitt Rd. Therefore, Old Burkitt SP shall design and construct the realignment section of Old Burkitt Rd if the realignment has not been constructed prior to use and occupancy permit. The x-section of Old Burkitt Rd shall be a minimum of 23ft of pavement with curb and gutter. Developer shall submit construction plans including signage and striping plans prior to final SP approval. Old Burkitt Rd. shall be constructed with a minimum of 2 travel lanes with 2 exiting lanes with 100 ft of storage at the intersection with Nolensville Pk. Additional ROW may be required. Old Burkitt Rd shall be constructed between Nolensville Pk and Burkitt Rd prior to use and occupancy permit. Developer shall submit construction plans prior to final SP approval.
6. A southbound left turn lane shall be provided on Nolensville Road at Old Burkitt Road. This turn lane should include at least 100 feet of storage and should be designed and constructed according to AASHTO standards. Additional queue analysis shall be submitted to determine appropriate left turn lane storage length due to the significant SB LTL pk hr queue at the signalized intersection of Burkitt Rd and Nolensville Pk. Developer shall submit construction plans prior to final SP approval.
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northbound and westbound motorists. In particular, the signal timings should be optimized to ensure that the westbound queues on Burkitt Road do not routinely extend beyond the realigned Old Burkitt Road and the access for Burkitt Place Commons.

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12. Prior to final SP approval, a signage, pavement marking, and traffic control plan shall be submitted for internal streets in subdivision.

13. Sidewalks shall be installed along the entire Old Burkitt Road frontage from Nolensville Pike to Burkitt Road along one or both sides of Old Burkitt Road. The design of sidewalks and street cross sections shall be determined with the final site plan by Public Works and Planning. All off-site improvements shall be bonded with the first final plat.

14. 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 RS3.75 zoning district as of the date of the applicable request or application.

15. 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.

16. Add the following note to the plan: The final site plan shall depict a minimum 5 foot clear path of travel for pedestrian ways, including public sidewalks, and the location of all existing and proposed obstructions. Prior to the issuance of use and occupancy permits, existing obstructions within the path of travel shall be relocated to provide a minimum of 5 feet of clear access.

17. 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.

18. 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.

19. 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.

Mr. Gee recused himself from Item 1 and stepped out of the room.

Mr. Swaggart presented the staff recommendation of reopening the public hearing, approving with conditions and disapproving without all conditions.

The applicant explained that the traffic impact study was presented to Public Works, Public Works submitted their comments to staff on March 3, but he was not notified about the additional conditions until an hour and a half prior to this meeting. They have not had a lot of time to digest some of the offsite improvement comments that were listed in the additional conditions, specifically numbers 7, 9, 10, and 11, so they would like to work through these items in detail with the traffic engineer.

Vice Chair Adkins closed the Public Hearing.

Ms. Farr spoke in favor of approval with conditions except conditions 7, 9, 10, and 11 which will be worked out with Public Works.

Council Lady Allen stated that it's important to do this in a way that continues to include a good solution for the traffic.

Ms. Farr asked for clarification on the Fire Marshall's condition.

Chairman McLean moved and Mr. Clifton seconded the motion to approve with conditions except conditions 7, 9, 10, and 11 to be worked out with Public Works prior to third reading in Council, and disapprove without all other conditions. (6-0-1) Mr. Gee recused himself.

Mr. Gee stepped back in the room.

Resolution No. RS2016-69

“BE IT RESOLVED by The Metropolitan Planning Commission that 2016SP-008-001 is **Approved with conditions, except conditions 7, 9, 10, and 11 to be worked out with Public Works prior to third reading in Council, and disapprove without all other conditions. (6-0-1)**”

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