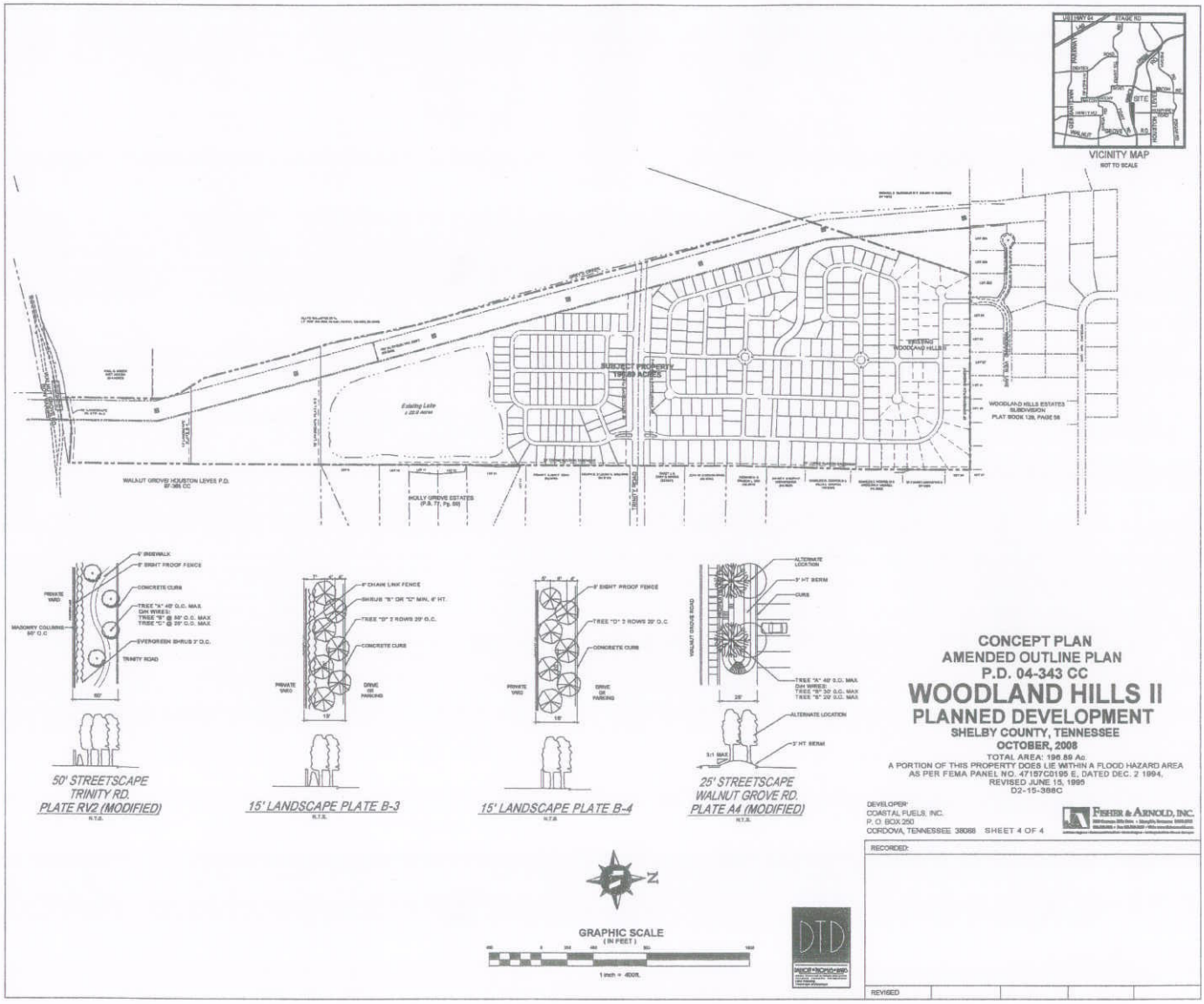
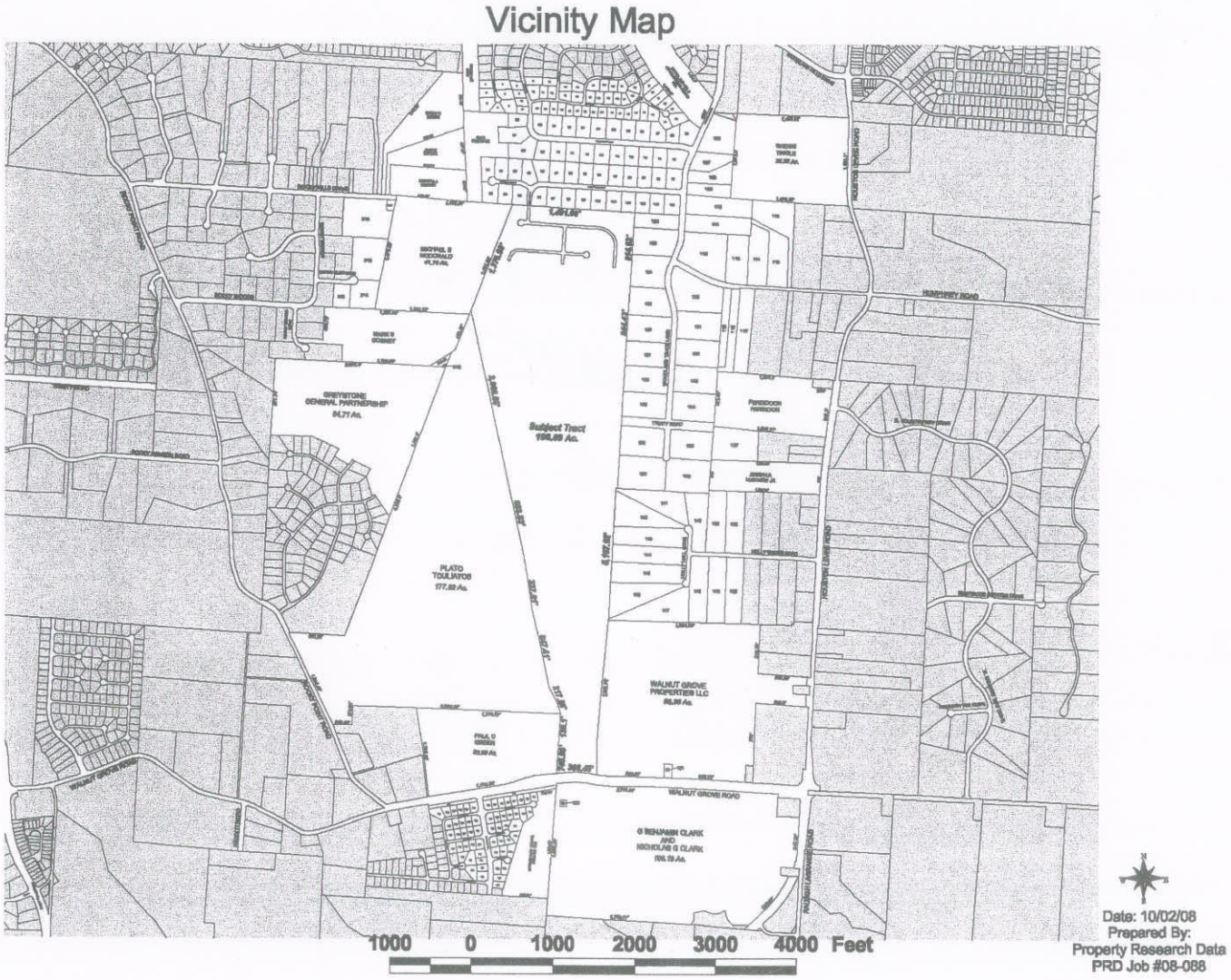
## *CONCEPT PLAN:*



## *OWNERSHIP MAP:*



## *STAFF ANALYSIS:*

### *Site Description*

The planned development amendment is an elongated tract of land totaling 197 acres of primarily vacant land located in East Central Shelby Planning District at the north side of Walnut Grove Road and adjacent to Gray's Creek. The site is one-half(1/2) mile west of the intersection of Houston Levee and Walnut Grove roads. The site has approximately 368 feet of road frontage at the Walnut Grove Road bridge. The site is encumbered by Floodplain(FP) and Floodway(FW) Districts from the Gray's Creek Drainage Basin. There are two(2) public street stubs to the subject property, Woodland View Lane and Trinity Road to the north and east of the tract.

### *Area Overview*

The surrounding land use and zoning is located in the eastern portion of the county within the boundaries of the Gray's Creek Area Plan accepted by the legislative bodies. The area includes single family homes on estate lots of four or more acres and large tracts of vacant agricultural crop and pasture land. Single family homes on suburbanized lots are adjacent to the north line (Woodland Hill Estates P.D) along Woodland View Lane.

The land immediately west and across the drainage canal is vacant land as well as east of the plan for Walnut Grove/Houston Levee P.D.(P.D.97-365 CC), more specifically at the northwest corner of Walnut Grove Road and Houston Levee Road. The area to the south is predominantly vacant land approved for a mixed-use plan, including a cell tower in Walnut Grove/Hall Road Planned Development(P.D. 01-305 CC) and new single family homes in Gardens of Gray's Hollow(P.D. 06-352 CC).

### *Applicant's Request*

The request is for a planned development to permit the creation of a mixed-use planned development consisting of 336 single family detached lots, 260 multi-family units and 10.85 acres of planned commercial property. The proposed Outline Plan reflects single family lots ranging in size from a minimum of 6,000 square feet to a maximum of 20,000 square feet. The gross density of the single family residential portion of the plan is 2.87 dwelling units per acre, not including the cottages in Area 9 of the Outline Plan.

The site plan also reflects 48 acres of common open space dispersed throughout the development plan, including a lake with walking paths, tree lined boulevards and walking paths connecting residential and senior living units and the adjacent Canale Grove Development. This open space is not included in the above density calculation.

## *Gray's Creek Area Plan*

The site is situated within the boundaries of the Gray's Creek Area Plan. "The Goal of the Gray's Creek Plan is to accommodate growth and provide a diversity of housing types, while preserving and enhancing the natural features and rural character of the Gray's Creek area." The Area Plan recommends the area east of Grays Creek develop at a low density of two(2) acre or larger for un-sewered lots or one(1) acre for lots with sanitary sewer. This section of the Area Plan for residential densities also states that residential lots may be less than one(1) acre if the cluster development option is exercised, but this amendment does not utilize that option.

The Area Plan also recommends a number of specific design standards that should be utilized in the design and layout of master plans of development in this area of Shelby County:

- Inter-connected roads should be provided that limits the width to the minimum needed for movement and access,
- Reverse frontage lots should be prohibited unless an adequate year-round buffer is provided along the street,
- Promote small parks, public squares, and the preservation of natural features such as common open space in areas bounded by public streets and not in the rear of the lots or developments,
- Recommends this segment of Walnut Grove Road be designated as a Residential Corridor with a streetscape that seeks to preserve "rural" character.

## *Amendment Request vs. Public Road Access*

The planned development amendment application seeks to increase the density of the overall development plan from 3.8 dwellings units per acre to 4.43 units per acre. This calculation includes the development of Area 9 for multi-family and not cottages or the senior health center. This amendment to allow lots 6,000 square feet in area is significantly greater than recommended density in the Gray's Creek Area Plan which recommends one(1) dwelling unit per acre with sanitary sewer. Therefore, this proposal for smaller lot development does not conform to the recommended density of the Gray's Creek Area Plan. Furthermore, the street layout and design for single family in the Outline Plan does not coincide with the Concept Plan submitted by the applicant.

Given the increase in density for a total of 336 single family homes with private gated senior living communities within this development, the two points of access as proposed on the site plan will not provide a sufficient circulation system for this residential area. This area is limited with public road access points due primarily to low density development of estate-sized lots in Agricultural(AG) District zoning. This request for no public road access to the south end of this development to Walnut Grove Road is the only opportunity to gain additional traffic circulation in an area with very minimal alternative routes to the major roads.

The Subdivision Regulations require that developments with more 200 lots provide at least three separate points of public road access with at least one being a collector and considered as two points of public road access. Given the rural design of the roads in this area with 24 feet of pavement, it is recommended that a fourth point of access to an existing public road should be provided by a road extension and connection to Walnut Grove Road or the adjacent development for Canale Grove Planned Development.

In November, 2005, a modified Outline Plan was approved for this development to provide for a public road connection to Walnut Grove Road. This amendment is to reverse that plan and eliminate the Walnut Grove Road connection. This change is in violation of the Gray's Creek Plan Residential Design Principles which require connectivity unless natural or man-made features make it prohibitive. To illustrate the loss of this connectivity, **Figure 1-Page 5** shows the extreme length of block face and block perimeter which will result for the elimination of this north-south public street.

All public planning agencies concerned about transportation planning and have recommended that the north-south road connecting Trinity Road and Walnut Grove Road remain in place. The **County Engineer** states: "The Concept Plan road layout is not recommended. A network of public streets is preferred. A collector street to Walnut Grove is recommended." The **City Engineer** recommends rejection of the request to delete any of the public roads within this site—see comments on **Pages 23-27** of this report for more details on their concerns regarding the elimination of this north-south road and the resulting added congestion at Walnut Grove and Houston Levee roads intersection.

The Division of Planning & Development **Transportation Planning** section has projected a worst congestion scenario for Walnut Grove and Houston Levee roads in the future.**(See Figure 2-Page 6)** They are concerned that the size of proposed developments at this intersection will create further traffic congestion and that eliminating the north-south route will exacerbate this problem. The full text of their comments are included on **Page 29** of this Staff Report.

This proposed amendment is not in compliance with recommendations of the Gray's Creek Area Plan. The plan does not meet recommended density for this area of Gray's Creek. The public road connection to Walnut Grove Road is necessary, whether via the adjacent development plan or by direct access to Walnut Grove Road. The plan is not supported by staff in its present form with no public road(s) through this development.

***RECOMMENDATION:*** ***Rejection***

***Woodland Hills II***
***Planned Development, Amended***
***OUTLINE PLAN CONDITIONS:***

## XII. USES PERMITTED:

A. Areas 1, 1A, 2, & 3 - Common Open Space, detention and passive recreational use.

B. Areas 4 & 5 - Single Family Detached Residential Units and accessory structures and uses in accordance with the R-S15 District regulations except as modified herein.

C. Areas 6 & 7 - Single Family Detached Residential Units and accessory structures and uses in accordance with the R-S10 District regulations except as modified herein.

Areas 6A & 7 Alternative Use – Single Family Detached Residential improved as a private gated neighborhood that is directed towards Retirement Community living.

D. Area 8 - Single Family Detached Residential Units and accessory structures and uses in accordance with the R-S6 District regulations except as modified herein.

Area 8 Alternative Use – Single Family Attached or Detached improved as a private gated neighborhood that is directed towards Retirement Community living.

E. Area 9 - Multi-Dwelling Residential Units and accessory structures and uses in accordance with the R-ML Multiple Dwelling District regulations except as modified herein.

Area 9 Alternative Use – Residential Attached and Detached Retirement Homes, Assisted Living Facility, Licensed Health Care Facility, Nursing Home, and Associated Medical Buildings.

F. Area 10 - Any use permitted by right or administrative site plan review in the Planned Commercial (CP) District.

## XIII. BULK REGULATIONS:

A. Maximum Building Setbacks and Lot Sizes

1. Area 4
   a. Minimum lot area 20,000 square feet
   b. Minimum front yard setback - 30 feet
   c. Minimum side yard setback - 5 feet
   d. Minimum rear yard setback - 25 feet

2. Area 5
   a. Minimum lot area - 15,000 square feet
   b. Minimum front yard setback - 30 feet
   c. Minimum side yard setback - 5 feet
   d. Minimum rear yard setback - 25 feet

3. Area 6
   a. Minimum lot area - 10,000 square feet
   b. Minimum front yard setback - 30 feet
   c. Minimum side yard setback - 5 feet
   d. Minimum rear yard setback - 25 feet

   Area 6A – Alternative Use
   a. Minimum lot area - 6,000 square feet
   b. Minimum front yard setback - 25 feet
   c. Minimum side yard setback - 5 feet/3.5 feet with service drive
   d. Minimum rear yard setback - 25 feet/*18 feet with service drive
      * - Right in garages may be allowed 5 feet from service drive

4. Area 7
   a. Minimum lot areas - 10,500 square feet
   b. Minimum front yard setback - 30 feet
   c. Minimum side yard setback - 5 feet
   d. Minimum rear yard setback - 20 feet

5. Area 8
   a. Minimum lot area - 7,500 square feet
   b. Minimum front yard setback - 30 feet
   c. Minimum side yard setback - 5 feet
   d. Minimum rear yard setback - 25 feet

   Area 8 – Alternative Use
   a. Minimum lot area - 6,000 square feet
   b. Minimum front yard setback - 25 feet
   c. Minimum side yard setback - 5 feet/*3.5 feet with service drive
   d. Minimum rear yard setback - 25 feet/18 feet with service drive
      * - Side yards not required for attached homes but a minimum 20-foot separation between buildings is required.

6. Area 9 - Multiple Family
   a. Maximum density - 15 units per acre
   b. Minimum front yard setback - 40 feet
   c. Minimum side yard setback shall be in accordance with the side yard requirements of Chart 2, Bulk Regulations and Permitted Residential Densities of the Memphis and Shelby County Zoning Regulations.
   d. Minimum rear yard setback shall be In accordance with the rear yard requirements of Chart 2, Bulk Regulations and permitted Residential Densities of the Memphis and Shelby County Zoning Regulations.

   Area 9 – Alternative Use

   Non-Residential Uses:
   a. Minimum front yard setback - 40 feet
   b. Minimum side yard setback shall be in accordance with the side yard requirements of Chart 2, Bulk Regulations and Permitted Residential Densities of the Memphis and Shelby County Zoning Regulations based on the O-G District.
   g. Minimum rear yard setback shall be in accordance with the rear yard requirements of Chart 2, Bulk Regulations and Permitted Residential Densities of the Memphis and Shelby County Zoning Regulations based on the O-G District.
   h. Maximum building height – 45 feet.

   Residential Uses – Attached and Detached:
   e. Minimum front yard setback at perimeter boundary – 30 feet
   f. Internal side yard setback – N/A.
   g. Minimum distance between buildings – 10 feet
   h. Minimum rear yard setback shall be in accordance with the rear yard requirements of Chart 2, Bulk Regulations and Permitted Residential Densities of the Memphis and Shelby County Zoning Regulations based on the R-ML District.
   i. Maximum building height – 35 feet.
   j. Maximum density for Attached and Detached – 7.3 DU/AC

7. Area 10 -Commercial
   a. Minimum front yard setback - 30 feet
   b. Minimum side yard setback - 10 feet adjacent to residential, otherwise no side yard is required
   c. Minimum rear yard setback- 15 feet
   d. Maximum Height - 35 feet
   e. Maximum Floor Area ratio – 0.25 FAR

## XIV. ACCESS, PARKING, AND CIRCULATION:

A. Dedicate 57 feet from the centerline of Walnut Grove Road and Improve in accordance with the Subdivision Regulations and Shelby County paving Policy.

B. Dedicate 84 feet along an alignment of Trinity Road as approved by the County/City engineers and improve in accordance with the Subdivision Regulations and Shelby County paving Policy.

C. Improve Trinity Road with 24 feet of pavement east of the site across the existing dedicated right-of-way to connect with Woodland Trace Lane concurrent with the development of Phase 3.

D. Dedicate and improve Trinity Road with 24 feet of pavement from Woodland Trace Lane eastwardly to connect with Houston Levee Road with the development of Phase 4.

~~E. Dedicate and improve a minor local (52/36) in accordance with the Subdivision Regulations. This street shall be located south of Trinity Road and extend along the west line of the lake and terminate with a temporary turnaround at the south line of Area 2.~~

T. The Alternative Use of Area 9 allows connectivity to the adjacent property east of Area 9 as a private drive.

U. Internal public local street widths shall be in accordance with the Subdivision Regulations.

V. One curb cut shall be permitted along Walnut Grove Road.

W. The design and location of the curb cuts along Walnut Grove Road are subject to the approval of the City/County Engineer.

X. Pedestrian walkways shall be provided to connect residential neighborhoods to one another and to adjacent roads, common open space, and lake area with appropriate neighborhood ownership.

Y. Internal circulation shall be provided between all phases, sections and lots where appropriate.

Z. Dedicate full corner radii at the intersection of alternative design streets with standard design streets.

AA. All construction traffic for development of this site shall enter and exit from Walnut Grove Road.

BB. Parking shall be provided in accordance with Section 28 of the Zoning Ordinance.

CC. Private Service Drives shall be a minimum of 18-feet in width.

## XV. PHASING PLAN:

A. Phase 1 shall consist of 31 lots, minimum lot size of 15,000 square feet, located at the north end of the site.

B. Phase 2 shall consist of 29 lots, minimum lot size of 10,000 square feet.

C. Phase 3 shall contain a maximum of 50 lots and provide the improvements on the existing Trinity Road right-of-way to connect with Woodland Trace Lane and stub at the end of the existing right-of-way line.

D. Phase 4 shall include the dedication and improvements of Trinity Road eastwardly from Phase 3 to connect with Houston Levee Road.

## XVI. LANDSCAPE AND SCREENING:

A. A minimum 25-foot wide landscape strip, Plate A-4 modified, shall be provided along Walnut Grove Road.

B. A minimum 15-foot wide landscape screen, Plate B-4, shall be provided along the north line of Area 10.

C. A minimum 15-foot wide landscape screen, Plate B-3, shall be provided along the north line of Area 9.

D. Landscape Plate is not required if Areas 6, 7, 8, and 9 are developed as part of the Alternative Land Use Plan.

E. A minimum 50-foot wide landscape strip, Plate RV-4 Modified, shall be provided along Trinity Road.

F. A 20-foot landscape conservation easement shall be provided along the north and east property lines of Area 4 and along the east property line of Areas 2 and 7.

G. Internal landscaping in Area 10 shall be provided at a minimum ratio of 300 square feet of landscaped area and one shade tree (Tree A from the approved plant list of the landscape ordinance) for every 20 parking spaces. Required landscaped areas shall not be less than 200 square feet in any single location.

H. All required landscaping and screening should not conflict with any easements including overhead wires.

I. Any common open space areas, streetscape areas designated within Areas 1, 1A, 2, 3, 4, 5, 6, 6A, 7, 8, and 11 shall be deeded to and maintained by a Property Owner's Association.