*MEMPHIS AND SHELBY COUNTY OFFICE OF PLANNING AND DEVELOPMENT*

# *STAFF REPORT*

*8*

**CASE NUMBER:** **P. D. 09-302 CC** **L.U.C.B. MEETING:** **July 9, 2009**
*Held from May 14, 2009*

**DEVELOPMENT:** **CORDOVA RIDGE PLANNED DEVELOPMENT, 4TH Amendment**

**LOCATION:** **South side of Macon Road; +/-1,117 feet east of Houston Levee Road**

**COUNCIL DISTRICT(S):** **Unincorporated Shelby County**

**OWNERS/APPLICANTS:** **Community Bank N.A.**

**REPRESENTATIVE:** **Solomito Land Planning**

**REQUEST:** **Plan amendment to create Parcel 1-B to allow self-service mini-storage warehouses in Parcel 1 of the Outline Plan.**

**AREA:** **8.45 Acres**

**EXISTING LAND USE & ZONING:** **Vacant land currently governed by Cordova Ridge Planned Development, 3rd Amendment(P.D. 01-331 CC).**

**SURROUNDING LAND USES AND ZONING:**

**North:** Single family homes in Carlton Ridge Planned Development(P.D. 01-338 CC) and single family estate and vacant, wooded land approved for single family, office and Planned Commercial(C-P) District land use in Phillips Farm Planned Development(PD. 05-344 CC).

**East:** Single family homes with rear access alley-ways in Cordova Ridge Planned Development(P.D. 01-331 CC).

**South:** Single family homes in Cordova Ridge Planned Development(P.D. 01-331 CC)

**West:** Kroger grocery store, including gasoline sales, small restaurant and retail shops in Cordova Ridge Planned Development(P.D.01-331 CC).

---

## OFFICE OF PLANNING AND DEVELOPMENT RECOMMENDATION:

***Rejection***

**Staff:** ***Brian Bacchus*** **E-mail:** *brian.bacchus@memphistn.gov*

*CONCLUSIONS:*

1. **The requested amendment to Parcel 1 of the Outline Plan is to allow self-service mini-storage warehouses to be located to the rear of a large retail building in the center of the parcel, including a bank and a small retail building along Macon Road as depicted on the Concept Plan.**

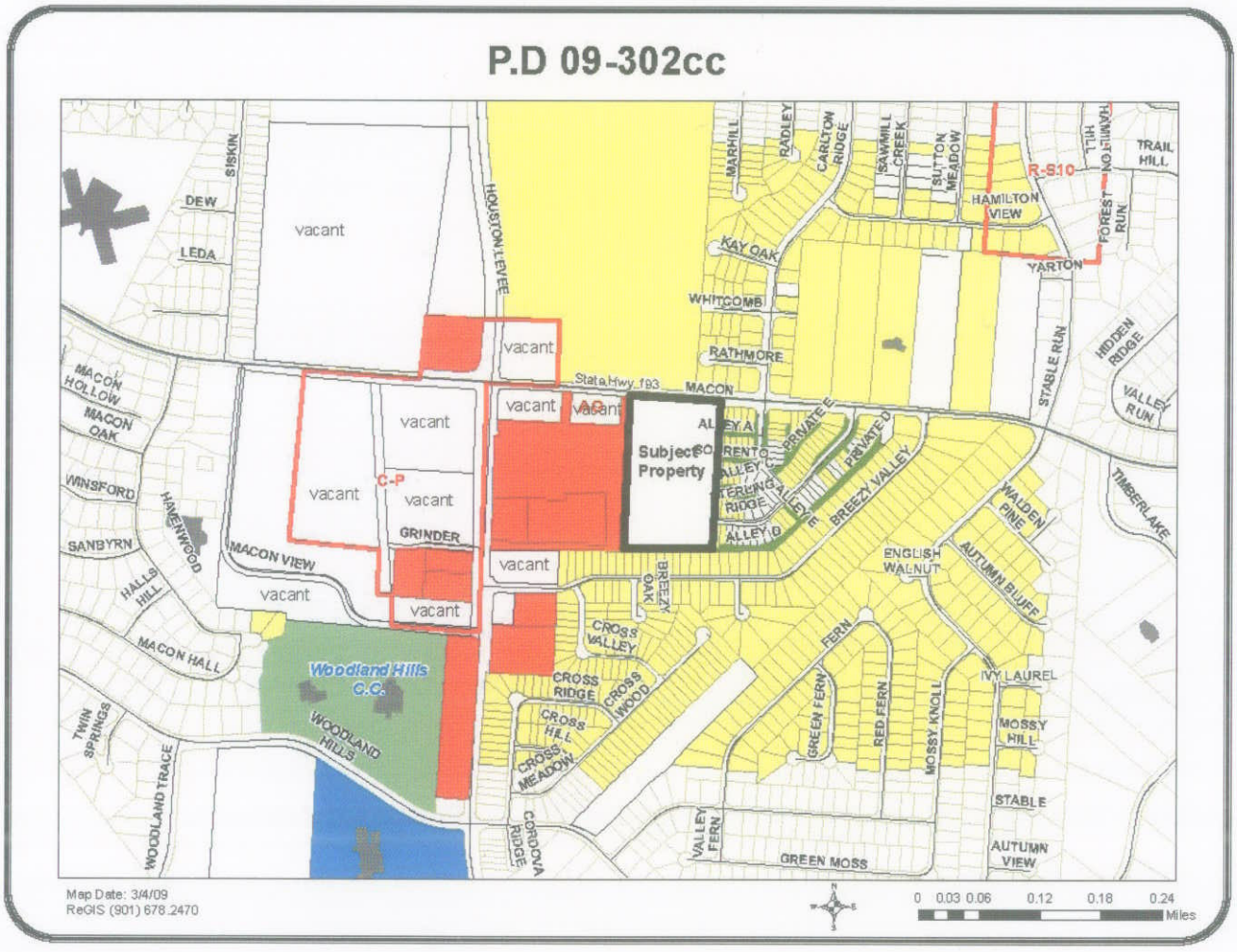
2. **This amendment proposes to create Parcel 1-B to also allow outdoor storage for recreation vehicles located to the interior of the storage buildings. The original plan approved in 1996 allowed office development in Parcel 2 as a transitional buffer zone between commercial at the major road intersection and single family residential development.**

3. **The site meets the minimum standard for site selection for mini-storage warehouses adjacent to residential for a lot between one(1) and four(4) acres by zoning ordinance, including additional standards regarding the treatment of outdoor storage. This zoning change would be an acceptable alternative to C-P District land use if elevation plans illustrating residential-style architecture, pitch roof lines with asphalt singles and brick exterior walls are included in the Concept Plan.**

4. **Furthermore, Sterling Ridge Drive should be considered as an extension to 'Cordova Ridge Shops' to maintain interconnectivity within this development. The total block perimeter measured from the intersection of Breezy Valley Drive and Macon Road is 6,000 feet which far exceeds the recommended maximum block length of 3,000 feet.**

5. **The single family residential development within this plan is within walking distance of a neighborhood center. This development plan should be more compatible with residential development and provide pedestrian walkways and street connections. This amendment to allow a modification to a land use plan should incorporate recommendations of staff and the Gray's Creek Association in the Concept Plan.**

## *ZONING & LAND USE MAP:*



## *AERIAL ZONING VIEW:*

## *OUTLINE/CONCEPT PLAN:*

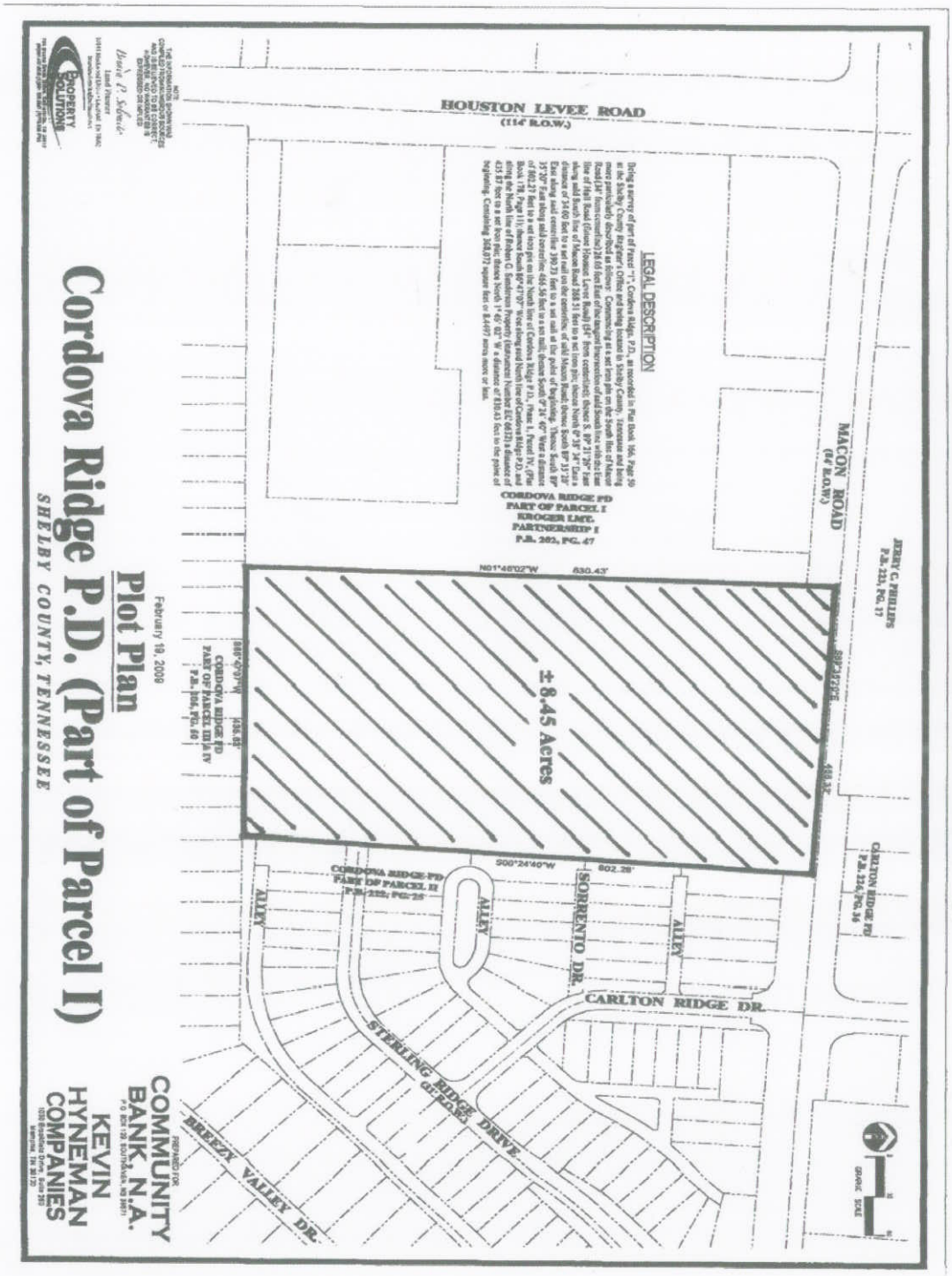
## *TOTAL BLOCK PERIMETER MAP:*

**Measurements**

Perimeter: 6006.7 ft (1.1 mi)
Area: 1848987.09 sq ft (42.45 acres)

Note: All measurements are approximate. They are based on tax maps and do not reflect accurate survey information or exact legal ownership boundaries but are only provided for general information purposes.

## *VICINITY & OWNERSHIP MAP:*



## *STAFF ANALYSIS:*

### *Site Description*

The subject property is a vacant parcel of land containing 8.45 acres and designated Parcel 1 in the Outline Plan for Cordova Ridge Planned Development. The parcel is located at the south side of a major road, Macon Road, just east of Houston Levee Road in the Gray's Creek Area within the Memphis Reserve. The site primarily fronts on Macon Road with no curb, gutter or sidewalk along the roadway. This parcel has remained vacant since the original Outline Plan was approved in 1996 as part of a much larger tract of 196.24 acres approved and developed as primarily single family residential and retail commercial land uses.

This parcel currently allows Planned Commercial(C-P) District land uses which are primarily neighborhood services such as such as a bank, drycleaners, beauty/barber, photo and retail shops. The site is located in close proximity to single family neighborhoods, apartment communities and places of worship. The immediate area began to develop as residential in the early 1990's for Cordova Ridge and Lee Line Farms Planned Developments.

### *Area Overview*

The surrounding land use and zoning was primarily approved by planned developments. The properties north began to develop in late 1990's with single family homes in Carlton Ridge Planned Development as well as single family homes south and within this development plan named Cordova Ridge Planned Development. There are single family homes farther north and east and single family homes on estate lots in the Agricultural(AG) District at the north side of Macon Road. The land use west is primarily a neighborhood center consisting of a major grocery store, including gasoline sales, small restaurant and retail shops of neighborhood services.

The land farther west at the southwest corner of the major road intersection is vacant approved for Planned Commercial(C-P) District land use, including office, retail and restaurants. The neighborhoods farther west are single family homes in Woodland Hills Planned Development, including some office, retail shops and institutional land use for day care and a church. The development at the northwest corner of the major road intersection is Lee Line Farms Planned Development approved and developed primarily single family residential, including a public school. A bank office building is located at the immediate corner with a large tract that has remained undeveloped and approved for Planned Commercial(C-P) District land use.

## *Amendment vs. Concept Plan*

The requested amendment to Parcel 1 of the Outline Plan is for development of self-service mini-storage warehouses to be located to the rear of a large retail building in the center of the parcel, including a bank and a small retail building along the front at the south side of Macon Road as depicted on the Concept Plan. The site is located directly adjacent to and in close proximity to single family homes in a subdivision with buildable and available lots within this planned development.

This amendment proposes to create Parcel 1-B to also allow outdoor storage for recreation vehicles located interior to the storage buildings. The original plan approved in 1996 allowed office development in Parcel 2 as a transitional buffer between commercial at the major road intersection and single family residential development. An amendment was approved in 2002 that changed zoning of Parcel 2 to single family residential and has developed as such with rear access alleyways.

The planned development concept has been that of a mixed-use development with neighborhood services within walking distance of single family homes. The area has developed in this manner with a variety of housing types, including long time residents at the north side on 2 acre estate lots in AG District zoning. The area has and continues to promote interconnectivity with a network of streets and sidewalks, except along the front of this parcel and yet to be dedicated and improved with curb, gutter and sidewalk. This amendment for self-service mini-storage warehouse should seek to maintain consistency in concept planning of the area with existing development patterns conforming to planning and development standards.

The request for self-service mini-storage warehouse is a land use with minimal outdoor activity in close proximity to single family homes in need of additional storage space. The single family homes within this development have limited rear yard and back yard area to allow sizeable accessory storage building. This facility consisting of 64,020 sq, ft. of storage space is an acceptable land use alternative if constructed of residential style architecture to blend with adjacent single family homes. The parcel is small enough to maintain consistency in residential-style architecture, but not large enough for outdoor storage of recreational vehicles.

The minimum standard for mini-storage warehouses adjacent to residential is a lot between one(1) and four(4) acres by zoning ordinance, including additional standards regarding the treatment of outdoor storage. This zoning change would be an acceptable alternative to C-P District land use directly adjacent to single family homes if elevation plans illustrating residential-style architecture, pitch roof lines with asphalt singles, including brick exterior walls are included in the Concept Plan review. This development of self-service mini-storage warehouses should be residential in appearance, including the bank building and retail shops.

Furthermore, Sterling Ridge Drive should be considered as an extension to the 'Cordova Ridge Shops' to maintain interconnectivity within this development. The total block perimeter measured from the intersection of Breezy Valley Drive and Macon Road is 6,006 feet which far exceeds the recommended maximum block length of 3,000 feet. The extension of Sterling Ridge Drive through Parcel 1-A will reduce the maximum block length by one-half or 2,846 feet and allow neighborhood residents access to the commercial services without traveling on the major road, Macon Road. Because this application does not address these concerns, staff is recommending rejection of this application until possible solutions concerning the road extension and the type of architecture of the buildings within this development have been addressed and more importantly, the relationship with adjacent single family homes.

The Memphis and Shelby County Transportation Plan explains that: " In cities like Memphis and the region immediately surrounding it, the physical distance between complementary land uses (e.g. between home and work, home and school, or home and shopping) and a lack of overall street connectivity leads to unintended consequences—increased vehicle miles traveled and energy consumption, longer commute times, increased air pollution, heightened infrastructure costs and decreased resource lands." The aerial photograph on **Page 6** of this Staff Report illustrates the extremely long block perimeter in this area and the significant need to interconnect Sterling Ridge Drive to Macon Road.

Although this parcel is not large enough to allow outdoor storage at this location, the development should maintain a more compatible relationship with adjacent residential properties to be consistent with the neighborhood center concept. The single family residential development within this plan is within walking distance of a neighborhood center. This development should be more compatible with residential development and buffer the remaining residential from the large grocery building to the west. This amendment to allow a modification to a land use plan should incorporate recommendations of staff and the Gray's Creek Association in the Concept Plan. Additionally, a greater setback should be along the east property line and a wider landscape screen along Macon Road to at least the setback of homes along the roadway to not have adjacent homes looking directly into a parking lot.

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

## *Site Plan Review*

The project review is for construction of a 64,020 square feet of self-service mini-storage buildings on 3.98 acres of land at a floor area ration of .37 F.A.R or 37% of lot area. This ratio, including access, circulation and landscaping is below the maximum floor area of .50 recommended by the zoning ordinance. Furthermore, the parcel for mini-storage warehouses meet the site selection criteria for being adjacent to residential areas on a lot of 3.98 acres. However, the architecture of all buildings should be residential in character with pitch roofs and asphalt singles this close in proximity to single family homes. The setback along the east property line should be greater to allow more horizontal green space, including the landscape screen. The parking along Macon Road should be setback to at least building line of single family homes that front this major roadway.

The access to the building is one(1) curb-cut to Macon Road with internal access to the adjacent parcel to the west via a private drive that extends to the rear of the grocery store. The development maintains internal circulation to remaining parcels by ingress/egress easements with the primary access to the center of the Concept Plan. The parking areas will have tree islands with one(1) street tree to meet the Landscape Ordinance, including required landscape screens along the front, side and rear property lines. The building separation along the east property line prevents any outdoor activity, including traffic circulation, but a larger setback and horizontal building separation should be considered along this side yard. This plan should be a continuation of the neighborhood center envisioned at this intersection and a greater benefit to adjacent neighborhoods. This Concept Plan designates Parcels and in order to remain consistent in project review—all parcels within this plan shall be labeled as Areas A, B, C, etc….

## *OUTLINE PLAN CONDITIONS:* *[Amendments:* **Bold-*Italic-Underlined]***

I. Uses Permitted

A. Parcel I – Uses permitted in the Planned Commercial (C-P) District.

B. Parcel I-A – Uses permitted in the Planned Commercial (C-P) District with the following exceptions:

1. Hotel or Motel
2. Drive-in or fast food restaurant with a drive thru window is prohibited south of the collector street and no closer than 200 feet from the west line of Area IIA.
3. Pawn shop.
4. Used goods, second hand sales.
5. Vehicle Wash.
6. Retail sales – outdoor.
7. Gasoline sales.
8. Auto sales or service.
9. Amusement, commercial outdoor.
10. Lawn, tree, or garden service.
11. Tavern, cocktail lounge, nightclub.
12. Undertaking establishment.

***C. Parcel I B - Uses permitted in the Planned Commercial (C-P) District including a self storage facility but excluding the following:***

***1. Hotel or Motel***
***2. Drive-in or fast food restaurant with a drive thru window***
***3. Pawn shop.***
***4. Used goods, second hand sales.***
***5. Vehicle Wash.***
***6. Retail sales – outdoor.***
***7. Gasoline sales.***
***8. Auto sales or service.***
***9. Amusement, commercial outdoor.***
***10. Lawn, tree, or garden service.***
***11. Tavern, cocktail lounge, nightclub.***
***12. Undertaking establishment.***

D. Parcel II – Uses permitted in the General Office (O-G) District.

E. Parcel III – Uses permitted in the Multiple Dwelling (R-ML) District.

F. Parcel III A – Single family detached dwelling units.

G. Parcels IV and V – Uses permitted in the Single Family Residential (R-S10) District.

II. Bulk Regulations

A. Parcel I – In accordance with the C-P District.

B. Parcel I A – In accordance with the Planned Commercial (C-P) District with the following exception:

1. Side and Rear Yard Setbacks – as required by the C-P District except when the non-residential use abuts or is adjacent to an existing or proposed residential use then the minimum setback from the residential use shall be 40 feet.

***C. Parcel I B – The Bulk Regulations shall be in accordance with the Planned Commercial (C-P) District Regulations where applicable and in accordance with the regulations set forth in Section 14 E. 6. Standards and Criteria for Self-Storage Facilities.***

D. Parcel II – In accordance with the General Office (O-G) District except the maximum height shall be 35 feet.

E. Parcel III – In accordance with the Multiple Dwelling (R-ML) District.

F. Parcel III A – In accordance with the Multiple Dwelling (R-ML) with the following exceptions:

1. The total number of lots and the lot dimensions shall be as shown on the attached site plan.

2. The minimum Front Yard Setback for a residential dwelling shall be 20 feet; however, the minimum front yard set back for a garage shall be 27 feet. If no garage is anticipated, the driveway shall extend a minimum of 27 feet from the curb.

3. Side Yard Setback – 3.5 feet.

4. The required minimum Rear Yard shall be 20 feet.

G. Parcels IV and V – In accordance with the R-S10 District; variations from the R-S10 requirements may be approved at the time of site plan review as long as the overall density is in accordance with the R-S10 District.

III. Access, Parking and Circulation

A. Dedicate Macon Road 42 feet from the centerline. Improvement will be required if Macon Road is classified as a Priority 1 at the time a final plan is submitted.

B. Dedicate future Houston Levee Road 57 feet from the centerline. Improvement will be required if Houston Levee Road is classified as a Priority 1 at the time a final plan is submitted.

C. The design and location of the curb cuts is to be approved by the City / County Engineer. Curb Cuts:

D. Parcel I (C-P): Three (3) curb cuts along the Houston Levee Road frontage will be permitted.

E. Parcel I A (C-P): The number, design, and location of curb cuts shall be determined by the City/County Engineer as applicable.

***F.*** ***Parcel I B (C-P): The number, design, and location of curb cuts shall be determined by the City/County Engineer as applicable or as generally illustrated on the Concept Plan.***

G. Parcel III (R-ML): Four (4) curb cuts along the Houston Levee Road frontage will be permitted.

H. Any curb cut along the Houston Levee Road frontage beginning closer than 300 feet from the centerline of Macon Road will be limited to right in / right out access only.

I. All streets shall meet the sight distance and geometric requirements of the Subdivision Regulations.

J. Dedicate a three-centered corner radius at the intersection of North Houston Levee Road and Macon Road.

K. Valley curb and gutter on streets within the proposed subdivision is acceptable.

L. A 6-30 curb and gutter is required on the portion of the street connecting the subdivision to Houston Levee Road through the commercial area.

M. Said street, in H. above, that serves the commercial portion, shall be designed as a major local with a 37 / 36 alternative design with a transition to a 31 foot alternative design major local to serve residential uses in Parcel III A. The transition shall occur on the commercial property subject to the review and approval of the City / County Engineer as applicable.

***N.*** ***Parcel I B - Dedicate and improve a turn around as illustrated on the Concept Plan***

IV. Landscaping

A. Internal landscaping for Parcels I, II, and III shall be provided in an amount equivalent to five percent of the area covered by buildings and pavement exclusive of streetscape or perimeter landscape area.

***B.*** ***Internal Landscaping for Parcel I B, specifically the area designated for self-service mini-storage warehouses shall be in conformance with the criteria outlined in Section 14 E. 6. Standards and Criteria for Self-Storage Facilities.***

C. Plate A-3 or an equivalent is required where applicable as per the Landscaping Ordinance streetscape chart (Section 32.D.4.a.-e.).

D. Along the eastern property line Modified Plate B-4, a 15 foot wide planting screen shall be provided which excludes the fence and supplements existing trees with pine trees or other trees with a minimum one-inch diameter at the time of planting; subject to site plan review by the Land Use Control Board.

E. Alternative landscaping may be substituted for that required above subject to the approval of the Office of Planning and Development.

F. Landscaping shall not conflict with any easement.

G. Lighting shall be directed so as not to glare onto residential property.

H. Refuse containers shall be completely screened from view from adjacent property.

I. Existing trees shall be retained wherever feasible.

J. Parcels IA and IIIA are subject to the Tree Ordinance.

K. Where Parcel I A abuts an existing or proposed residential use, the landscaping and screening plan shall contain a wooden shadow box fence with a cap six feet in height. The landscape plate shall be the B-4 modified to 20 feet in width from the south property line.

L. If overhead power lines are present or proposed along the Houston Levee frontage of Parcel I A, then an A-5 plate or suitable equivalent shall be required.

V. Signs

A. Attached and detached signs shall conform to the regulations of the R-S10 District for Parcels IV and V.

B. Attached and detached signs shall conform to the regulations of the O-G District for Parcel II.

C. Attached and detached signs shall conform to the regulations of the C-P District for Parcel I.

D. Attached and detached signs shall conform to the regulations of the R-ML District for Parcel III.

E. Detached and attached signs in Parcel I A ***and Parcel I B*** shall be regulated by the Planned Commercial (C-P) District.

F. No detached sign in Parcel IA shall be located any closer to existing or proposed residential lots of Parcels III and IIIA than 140 feet. Any detached signs shall be monument in style and composed of materials that are consistent with the buildings and other signs within this Parcel.

G. The location, size and number of signs shall be determined at the time of site plan review.

H. No temporary or portable outdoor advertising signs are permitted.

I. All signs shall have a minimum setback of 15 feet from street right-of-way.

VI. Drainage

A. Design and construction of the storm water conveyance and management facilities for this project shall be in accordance with the Subdivision Regulations and the City of Memphis Drainage Design Manual.

B. All drainage plans shall be submitted to the City or County Engineer for review.

C. This project must be evaluated by the Tennessee Department of Health and Environment regarding the jurisdiction over the water course on this site in accordance with the Water Quality Control Act of 1977. (TCA 69-3-101 et. seq.).

VII. The Land Use Control Board may modify the building setback, building height, parking, landscaping, and sign requirements if equivalent alternatives are presented.