Town of Arlington
Planning Commission
Meeting

January 22, 2019
6:30 P.M.
Planning Commission Meeting
Tuesday, January 22, 2019
6:30 p.m.

I. Invocation

II. Call to Order & Establishment of a Quorum

III. Approval of the December 17, 2018 Meeting Minutes

IV. Comments from Citizens

V. Old Business
   A. Other as Properly Presented

VI. New Business
   A. Arlington Commons Mixed Use PD – Master Development Plan – South side of Milton Wilson, east Hall Creek and The Shops of Arlington Village PD.

   **PUBLIC HEARING:** A request for a Master Development Plan for Arlington Commons Mixed-Use PD, a 45-acre site on the south side of Milton Wilson and east of Hall Creek and The Shops of Arlington Village PD.

   B. Other as Properly Presented

VII. Adjourn
TOWN OF ARLINGTON, TENNESSEE
Planning Commission

DEVELOPMENT STAFF REPORT

MASTER DEVELOPMENT PLAN
Arlington Commons – Mixed Use PD

DATE: January 22, 2019

STAFF: Angela Reeder, AICP, Town Planner
Steve Hill, P.E., Town Engineer

SUBJECT: Master Development Plan for Arlington Commons Mixed-Use Planned Development Overlay

APPLICANT: Bank of Bartlett; Representative: Robert Byrd

DESIGN PROFESSIONAL: Dalhoff Thomas Design Studio; Representative: Bob Dalhoff

SITE LOCATION: South side of Milton Wilson Blvd, east of Hall Creek

ZONING CLASSIFICATION: M-1: Light Industrial, per Airline Road PD Overlay

FUTURE LAND USE CLASSIFICATION: Mixed Use

ACREAGE: 45.03 acres

BACKGROUND: The project sits on the south side of Milton Wilson Blvd, east of the Shops at Arlington Village. It is within the Airline Road PD overlay, which was approved by the BMA in 2005 (Reso. 2005-07) and later amended in 2015 (Reso. 2016-01). The Airline Rd PD includes approximately 159 acres with SC (Shopping Center), B-2 (General Business) and M-1 (Light Industrial) zoning district overlays. The 45 acres owned by the applicant falls within the M-1 overlay.

The applicant is requesting their property be removed from the Airline Road PD, and consideration be given to a new Mixed-Use PD in its place. They feel the new Arlington Commons PD would better serve this general area of Town and provide services for a future potential health care campus to the south.

The Town’s Future Land Use Plan identifies this property as Mixed Use, which is intended to provide “a variety of employment, commercial and entertainment uses supported by accompanying residential uses of various densities.” This mix of land uses should be designed with pedestrians in mind to promote walkability.
PROPOSAL AND ANALYSIS:
The Master Plan establishes a layout for a “mixed-use Professional area” on the 45-acre site, as well as a set of guidelines to shape development in that area. As specific end users are not known, any future development within the PD would be required to go through the standard Town process for Site Plan approval and would be subject to the PD guidelines and Town Code.

Proposed Uses - The PD incorporates a mix of retail, office, hospitality, amenities, and residential lofts. As such, the PD proposes a SC (Shopping Center) zoning overlay. This is consistent with the Town’s goals for this site based on our Future Land Use Plan, and also consistent with the Shops (Kroger) property to the west.

The site is divided into eight (8) different areas ranging from ±2 - 11 acres in size. For each area, details that illustrate appropriate building orientation, architectural design, open space connections, and more are provided to support connectivity.

The primary anchor and amenity for the PD is Area 1, which includes mixed use buildings, pedestrian plaza and other amenities (lake, trails, garden dog park). The Pedestrian plaza includes a gazebo, amphitheater, seating, and yard area framed on three sides by buildings up to 3-stories tall. The buildings are envisioned to include a variety of retail and restaurants on the ground floor, with two floors of residential lofts above. The applicant stated their intent is for one and two-bedroom lofts only, to match the audience they intend to attract to this type of project. Studies indicates that while millennials are a large portion of the tenants in mixed use projects, they also appeal to many other resident groups who are looking for more walkable opportunities, higher quality property management (typically), and often better-quality amenities nearby (including retail stores, restaurants, jobs, and parks).

Area 2 allows retail uses but is envisioned as a potential hospitality site with hotel and/or conference center. The remaining six areas include more retail space, a central office campus, and some retail/office flex space on the south side.

Any use permitted by the Town Code for SC would be allowed here, with the following changes:
- In all Areas, the following are not permitted: greenhouse/nursery, auto repair, auto services, dry cleaning and laundry, and laundry self-serve.
- In Area 1, residential lofts with outdoor dining and an amphitheater amenity are permitted.
- In Area 2, a hotel may have a restaurant in the hotel and offer over 40 seats in a meeting room.

Staff would suggest consideration of whether additional use limitations on uses in Area 8, which is along the eastern edge of the project, would be appropriate. The goal of any added limitations would be to further ensure a smooth transition of uses from commercial/office to residential to the east. An additional, more defined connection between a hotel and the mixed-use area is also encouraged.

As no specific end users are proposed at this time, future development would require Site Plan review of each area to ensure consistency with the Plan and Code requirements.

Bulk Regulations - The PD would follow the Town’s regulations of the proposed SC zoning designation, with the following revisions requested:
- No minimum commercial lot size (from 10,000sf).
- Parking for Phase 1 (mixed use) will allow for shared parking, per the Smart Code formulas included. The rest of the project will follow standard Town Code.
• Increase front setback to 75 feet (from 25 feet) in Area 1, 2, & 7. Intent is to provide for one double-loaded aisle of parking in front of most buildings. Other areas would remain 25 ft. (Note: paper copies include a typo on the front setback for areas 3-6 and 8. It is corrected in the electronic copy)

• Decrease rear setback to 15 feet (from 20 feet).

• Decrease side setback to zero (from 10 feet). This has been requested in similar commercial shopping centers and developments, where internal lot line setbacks are less important.

• Reduce height on commercial and office uses to 35 feet (from 40 feet).

• Increase height on mixed use building to 45 feet and on a hotel use to 50 feet (from 40 feet).

**Phasing Plan** - The PD is proposed in multiple phases dictated by market needs and demands. However, Area 1 is the first phase, as the anchor. At the time of Phase 1 development, a Business Association shall be established and each phase after shall be incorporated into that Association. Roadway infrastructure will be constructed in coordination with development of various phases, like a residential subdivision.

**Architectural Design** - The architectural design of the Master Plan is intended to create a sense of place and maintain pedestrian scale. While each of the 8 areas are somewhat unique, utilizing brick, stone, natural materials, and a natural color pallet is proposed throughout. And while architectural styles may vary, similar materials are required. The Office and Retail/Office flex spaces areas are also intended to create a campus-like environment, through more similar architectural styles. The plan also provides images and notes on what the appropriate and inappropriate character of buildings in each area shall be.

The Plan calls for an Architectural review committee to be established. Its purpose is to maintain quality and consistency, and they are charged with reviewing and approve any plans before they are submitted to the Town for consideration.

**Site Layout and Access** - Milton Wilson Boulevard is fully improved along the entire frontage of this site. However, there will be several new roadways associated with this project that will provide access throughout the 45 acres.

• Primary Access Road (84’ ROW) – The plans show this road as a 2-lane section with a continuous center turn lane and bike lanes on each side. This section would require a ROW width of 72’. The ROW is shown to be 84’, with the street layout being off-center to allow for a wider greenway and 8’ sidewalk on the east side.

• Secondary Access Roads (60’ ROW) – The secondary roads are proposed to be 2-lane with a continuous center turn lane, and typical 5’ sidewalks.

• Site Access – All lots will be accessed by public ROW. The Concept plan identifies general locations for possible access points, most of which are off internal roadways. Multiple driveways from Milton Wilson are discouraged, and only two potential driveways are noted on the concept plan. Internal cross connection and access is encouraged.

**Pedestrian Access** - Pedestrian connectivity will be provided throughout, to support the walkability. The PD includes: sidewalks along all the roadways, an east/west landscaped pedestrian corridor through the east side of the project, trails within the almost 5-acre open space on the west side of the project, and a pedestrian bridge connection to the greenway behind the Shops/Kroger site.
Staff encourages the crosswalk between the Mixed-Use Plaza and Pedestrian Corridor be enhanced in some way to highlight that connection, such as through colored concrete and/or a raised speed table.

Access for individual sites and specific details on ADA pedestrian access will be considered more fully as individual phases and sites are developed.

**Traffic Impacts** - Milton Wilson Blvd has adequate capacity to handle the expected traffic volumes that would be generated by this development.

**Public Sewer Improvements** - A Master Sewer Concept Plan will be provided with the first preliminary Plat, for consideration and approval by the Town Engineer. This development will be required to install gravity sewer lines to serve the project, and to extend public sewer to adjacent upstream properties where appropriate for future sewer extensions in accordance with Town policy. All improvements will be installed in accordance with the Town regulations and specification.

**Stormwater Detention** - The Concept Plan depicts a wet stormwater detention basin located at the southwest corner of the site to provide an amenity while meeting the Town’s stormwater detention requirements.

**Landscaping** - Appropriate use of landscaping to soften buildings and compliment architecture is emphasized throughout the plan. Streetscape plates are identified along all roadways, and include:

- a typical 25-foot streetscape along Milton Wilson
- a 15-foot streetscape along the internal roads
- an urban greenway along the eastern side of the primary roadway through the site. The greenway includes a wider sidewalk (8 ft) with 30 feet of streetscape buffer. Staff would encourage the Business Owner’s Association be responsible for maintenance of the portion of this buffer that falls within the public ROW, to remain consistent with the remainder of the project and remove the added burden from Town staff.
- a 25-foot buffer around the sites east and southern border, including evergreens plated at 10 foot centers, and a 6 foot tall cedar privacy fence, with brick columns at 50 foot center.

The largest open space, along the western edge of the site, includes landscaped walkways through the 4.77-acre area. A wide east/west pedestrian corridor is also intended to be more heavily landscaped as an amenity. Currently, no specific landscape materials are proposed, other than the distinction between deciduous street trees and evergreens for the perimeter buffer. As such, the site would be held to the Town standards for landscaping materials. Final open space details will be required to be considered by the DRC for each site as it develops.

**Objectives of a Planned Development** - Pursuant to the Arlington Zoning Ordinance, the intent of a PD is to promote and facilitate flexible techniques of land development by providing relief from requirements designed for conventional developments. This is done with the goal to result in a better planned project that contains more amenities and is more desirable than what conventional regulations would allow.

The Master Development Plan for the Arlington Commons Mixed Use PD accomplishes several of the identified objectives by 1) incorporating quality architectural materials and cohesiveness, 2) utilizing a network of interconnected pedestrian and vehicular access to serve the development with minimal
vehicle trips and curb cuts along Milton Wilson Blvd, 3) creating a mixed development which offers options for walkability and less automobile trips, 4) creating shopping opportunities in a commercial area accessible to residents from a main transportation route, 5) providing amenities such as the greenbelt connectivity and open space not found in a conventional commercial development, and 6) the design flexibility for the developer to design a large development of this scale in phases.

Staff feels the proposal provides extensive details and requirements which would guide development of this large 45-acre site in a manner to ensure it is of high quality and represents the goals of Arlington for community design and walkability. This is a visible, commercial corridor on a roadway the Town has enhanced for the purpose of serving development such as this. It also much serve as a transition to the residential areas to the east. If the owner instead decided to develop lots individually or in smaller sections per our standard commercial guidelines, staff feels it would likely result in a much less cohesive, connected commercial corridor.

**Next Steps:**
The Planning Commission recommendation of either approval, approval with conditions, or denial of this request will go to the Board of Mayor and Aldermen, who will consider the request at a future public hearing. Due to public noticing requirements, that is not likely to occur before March.

**RECOMMENDATION:** Staff recommends any consideration of the Master Development Plan be subject to the following conditions, in addition to any other conditions levied by the Commission:

1. The Arlington Trails Commercial PD dated January 17, 2018, if approved by the Board of Mayor and Aldermen, may be subject to revisions as a result of engineering design and Town technical specification considerations. The Town’s Zoning Ordinance, Subdivision Regulations, Stormwater Regulations and Technical Specifications Manual shall govern development of the Subject Property unless specifically modified as part of the approved Master Development Plan.

2. Upon approval of the Board of Mayor and Aldermen, the Planned Development shall be recorded with the Shelby County Register of Deeds.

3. After approval of the Master Development Plan, the applicant will be required to submit and receive standard approvals from the Planning Commission, the Design Review Committee, and/or Board of Mayor and Aldermen for each phase or lot therein.

4. The Master Development Plan will expire within one (1) year of approval by the Board of Mayor and Aldermen should the applicant fail to submit an application to the Planning Commission for construction plans or a Site Plan within that time. The owner may request the BMA grant extensions of an approval in one (1) year increments, per Town Code for Planned Developments.

5. A Development Agreement, representing a binding agreement between the Developer and the Town of Arlington pertaining to all conditions of approval, including the submitted Master Development Plan (as amended), shall be required prior to beginning work on any and all phases of this development.

6. Each phase of the project shall be incorporated into the Business Owners Association, to share the amenities and maintenance costs of the development.

7. All open space proposed as part of the Master Development Plan shall be privately owned and maintained by the individual property owners or an owners’ association.

8. Revise the Master Development Plan document to address:
a. Revise to note the Business Owner’s Association be responsible for maintenance of the portion of the greenway buffer that falls within the public ROW, to remain consistent with the remainder of the project and remove the added burden from Town staff.

b. Revise the allowable uses to consider reduction of uses in Area 8 to support a transition to residential to the east and Area 1 to provide any additional details for the residential lofts, such as the unit sizes and bedroom counts anticipated.

c. Add a requirement and details for an enhanced crosswalk, such as using a raised speed table, at the crossing between the end of the pedestrian greenway and main plaza.

d. Note that additional pedestrian connectivity between any potential hotel and the mixed use area shall be provided, to encourage interaction between the uses.

e. Note that ultimate driveway locations shall be considered and approved by the Town Engineer to ensure accurate driveway separation is achieved.

f. Note that to the project will be expected to extend public sewer to adjacent upstream properties where appropriate for future sewer extensions in accordance with Town policy.
### Planned Development Name:
Arlington Commons Planned Development

### Location:
E of the Airline Rd / Milton Wilson Blvd intersection on the S side of Milton Wilson Blvd

### Owner of Record:
Bank of Bartlett

### Owner Address:
6281 Stage Rd, Memphis, TN 38120

### Daytime Phone:
901.382.6600

### E-mail Address:
bbyrd@bankofbartlett.com

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### Developer Contact:
Same as Owner

### Company Name:

### Mailing Address:

### Daytime Phone:

### Fax Number:

### E-mail Address:

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### Engineer/Designer Contact:
Bob Dalhoff

### Company Name:
Dalhoff Thomas Design Studio

### Mailing Address:
6465 N Quail Hollow Rd

### Daytime Phone:
901.646.5071

### Fax Number:

### E-mail Address:
bob@dt-designstudio.com

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### Instructions for Submitting an Application:

- **Fee Schedule:**
  - Residential PD - $500.00 + $10.00 per lot
  - Commercial/Industrial PD - $2,500.00
  - Mixed-Use/Traditional Neighborhood Design PD - $2,500.00
  - PD Amendment - $250.00

- Make checks payable to the Town of Arlington

- Check all items on the following checklist. All items must be addressed or the application may be deemed incomplete and returned to the applicant.

- Refer to the Town of Arlington Zoning Ordinance, available at [www.townofarlington.org](http://www.townofarlington.org), for all requirements.

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5854 Airline Road ● P.O. Box 507 ● Arlington, TN 38002-0507
Telephone (901) 867-3449 ● Fax (901) 867-2638

Revised: 1/8/2015
PUBLIC NOTICE

TOWN HALL
6904 AIRLINE ROAD
ARLINGTON, TX 76006

PLANNING COMMISSION HEARING

JANUARY 22, 2019
6:00 PM

REQUEST: Approved Arlington Commons Planned Development

APPLICANT: Brookfield

CASE INFORMATION AT TOWN OF ARLINGTON
911-605-4545

RECEIVED JAN 6 2019

Town of Arlington
PUBLIC NOTICE

THE ARLINGTON PLANNING COMMISSION WILL HOLD A PUBLIC HEARING AT 6:30 PM ON TUESDAY, JANUARY 22, 2019, AT TOWN HALL, 5854 AIRLINE RD, TO CONSIDER A REQUEST FOR A MASTER PLAN FOR ARLINGTON COMMONS, A 45-ACRE MIXED-USE PLANNED DEVELOPMENT, LOCATED ON THE SOUTH SIDE OF MILTON WILSON, EAST OF HALL CREEK AND THE SHOPS OF ARLINGTON VILLAGE.