

**OAK RIDGE MUNICIPAL PLANNING COMMISSION**  
**July 2018**  
**REGULAR MEETING AGENDA**

Municipal Building Court Room  
Thursday July 19, 2018  
5:30 p.m.

1. Roll Call
2. Approval of Agenda
3. Approval of Minutes
  - Regular Business Meeting June 21, 2018
4. Consent Agenda
  - July Bond Report
5. Business Items
  - a. Zoning Change for Parcel 106A C 005.01, bounded by Mitchell Rd, Centrifuge Way, S. Illinois Ave and Midway Ln, from IND-2 to R-2.
6. Reports
  - City Blueprint: Wayne Blasius
  - City Council: Jim Dodson
  - TSAB: Jane Shelton
  - Staff Report
7. Adjournment

**Schedule of Upcoming Meetings**

Policy Work Session:	July 26, 2018; Training Room; 5:30pm
Business Work Session:	August 9, 2018; Training Room; 5:30pm
Regular Business Meeting:	August 16, 2018; Court Room; 5:30pm

**OAK RIDGE MUNICIPAL PLANNING COMMISSION**  
**MINUTES**

**Meeting Date:** June 21, 2018

**Call to Order:** The Regular Business meeting of the Oak Ridge Municipal Planning Commission (Planning Commission) was held in the Municipal Building, Oak Ridge, TN on June 21, 2018. The meeting convened at 5:30 p.m. with Mr. Whitson presiding.

**Members in Attendance:** Claudia Lever, Zabrina Minor-Gregg, Benjamin Stephens, Charlie Hensley, Sharon Kohler, Hans Vogel, Stephen Whitson, and Staff Representatives – Kelly Duggan, Nathalie Schmidt and Wayne Blasius

**Members not in Attendance:** Patrick McMillan, Jane Shelton, Todd Wilson

**Visitors/Others:** see attendance sheet

**Approval of Agenda:** Motion by Mr. Vogel to move the reports up on the agenda, following the consent agenda. The motion was seconded by Ms. Minor-Gregg and passed unanimously.

**Approval of Minutes:** Motion by Ms. Lever to approve the May 17, 2018 regular business meeting minutes. The motion was seconded by Ms. Kohler and passed unanimously.

**Consent Agenda:** Motion made by Mr. Stephens to approve the June Bond Report. The motion was seconded by Mr. Vogel and passed unanimously.

**Reports**

- A. City Blueprint** – Mr. Blasius reviewed the Blueprint Process Update, noting that the final product would have 4 components: the plan itself, a mobile-friendly website, a fold-out brochure and an archival binder. Mr. Hensley asserted that the Oak Reservation should be designated as Park on the Future Land Use plan. Mr. Vogel stated that more than half of the City of Oak Ridge is under Federal control, and a land use designation will not change that.

Ms. Minor-Gregg asked why the Blueprint would be an addendum to the 1988 Comprehensive Plan. Staff responded that resources were limited and that much of the existing plan is still valid. Ms. Minor-Gregg said that if resources were the primary issue, then the Commission should ask for them.

- B. City Council** – Mr. Vogel stated that Council had finally come to a resolution regarding the Taco Bell project at 101 Bus Terminal Rd. Rather than abandoning the right-of-way, the City will enter into a Right-of-Way encroachment agreement with the developer.

- C. TSAB** – No report

- D. Staff Report** – Staff reported that 2 Commissioner Trainings were planned for upcoming meetings: Parliamentary Proceedings and Stormwater 101.

**Business Items:**

- a. Resolution for Commitment to Work with SOM and Phillip Enquist  
Staff read the resolution into the record. Mr. Hensley moved to approve the resolution.  
The motion was seconded by Ms. Minor-Gregg and passed unanimously.

b. Resolution for Hans Vogel

Ms. Kohler read the resolution into the record. Ms. Kohler moved to approve the resolution. The motion was seconded by Mr. Hensley and passed unanimously.

**Other Items: None**

**Adjournment:** The meeting was adjourned at 6:53 p.m.

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Chairman  
Oak Ridge Municipal Planning Commission

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Date of Approval

**STAFF STATUS ON BONDS –JULY 2018**  
**ORIGINAL BOND AMOUNT IN PARENTHESES ()**  
**NEW BONDS OR CHANGES IN BOLD**

<b>SUBDIVISION OR RESUBDIVISION</b>	<b>ORIGINAL &amp; PRESENT BOND AMOUNT</b>	<b>BOND EXPIRATION DATES AND NO. OF EXTENSIONS</b>
Rarity Ridge, Phase 7, Subarea "G" Completion of Infrastructure	(\$1,151,156) \$460,462 (40%)	<b>Original bond June 13, 2006</b> <b>Reduced June 19, 2007</b>
Rarity Ridge, Phase 7, Subarea "T" Completion of Infrastructure	(\$1,679,294), 6/06 \$661,325 (40%)	<b>Original bond June 13, 2006</b> <b>Reduced June 19, 2007</b>
Rarity Ridge, Phase 7, Subarea "K" Completion of Infrastructure	(\$1,472,838), 6/06 \$671,717 (40%)	<b>Original bond 11/25/08</b> <b>Reduced June 19, 2007</b>
Rarity Ridge, Phase 7, Subarea "G", "T", and "K". New Owners Completion of Infrastructure	(\$1,793,506.00) LOC #TFTS-966135	<b>Original bond Nov. 2, 2016</b>  <b>Annual Renewal</b> <b>(New owners)</b>
Rarity Oaks, Phase I Completion of Infrastructure	(\$3,664,666), \$1,465,866 (40%) COR has a lien on property	<b>Original bond Nov. 2, 2006</b>
Crossroads at Wolf Creek Completion of Infrastructure	(\$1,568,858) Reduced Bond to \$627,543.00(40%) waiting for LOC from bank	<b>Original bond Feb. 2009</b>  2/2017 Annual Renewal
Groves Park Commons, Phase 1A Completion of Infrastructure	(\$225,000) LOC #835	<b>Original bond Sept. 15, 2008</b>
Centennial Village, Phase 2A Completion of Infrastructure (Did not renew bond)	(\$82,440)	<b>Original bond Nov. 20, 2008</b>
Centennial Village, Harbour Pointe, Phase B (First Volunteer Bank) Completion of Infrastructure	(\$154,850) LOC#377	<b>Original bond 11/25/08</b> <b>January 16, 2019</b>
Centennial Bluff, Phase I Centennial Bluff, Phase II Completion of Infrastructure	(\$830,000) Ins. bond 332,000 (40%)	<b>Original bond Dec. 18, 2008</b> <b>Reduced Nov. 1 2017 Annual Renewal</b>
Lot 6 (Block 19CL) Resubdivision, Country Club Estates Completion of sewer lateral	(2,500) 6/4/06 Cash	
Lot 8 "E"(Block 17CL) Resubdivision, Brisbane Road, Completion of sewer and water laterals	(\$7,500) 1/11/05 Letter of Credit	1/11/2013 Annual Renewal
Resubdivision of Lots 17 and 2 (Block 18CJ) (Completion of sewer lateral)	(\$1,000) 10/5/04 COD	
Lots 4 and 5 Resubdivision, Westwood Section 1B (Completion of water lateral)	(\$1,500) 9/24/03 Cash	
R & R Enterprises, Parcels 505 and 585.07 (OR Turnpike & Fairbanks) Completion of water and sewer laterals	(\$15,000) 8/8/07 Letter of Credit	8/2012 Annual Renewal
SMB Group LLC Resubdivision of Lot 10, Blk. 19BZ Completion of water and sewer laterals	(\$1,500) 6/29/09 Cash	
Heritage Center ED-5 East		

Resubdivision of Lot 2 into 2 & 3 Installation of 6" sewer lateral	Cash bond \$2,500.00 posted on 2/25/15	<u>Feb. 25, 2015</u>
Heritage Center ED-8B & ED-9B Resubdivision of Lot 1.13(ED-8B) with ED-9B into ED-8B-1 and ED-9B-1 Installation of 1" water lateral to serve ED-9B-1 and recording of waterline easement from DOE/Heritage Center to the COR	\$2,500.00 Nov. 29, 2011 Cash	Nov. 29, 2012
Heritage Center ED-8D Resubdivision of ED-8D into ED-8D1, ED-8D2 and ED-8D3 Installation of 2" water main to serve ED- 8D2 and ED-8D1.	\$3,025.00 May 31, 2012 Cashier's Check	May 31, 2013
TN Oak Ridge Rutgers, LLC. Resubdivision of Parcel 485.07 into eight (8) new lots and abandon one lot. Tax Map 099L A 003.00 and 099L A 036.00. Installation of water and sewer to 3 lots. Land Disturbance Bond	\$60,000.00 January 28, 2016 Insurance Bond WARRANTY BOND 3 Yrs for Wilson St., Main East and West Street \$80,000.00 w/ legal department \$30,000.00 Phase 1 (LDB) Insurance Bond 7/5/2016	Posted on 11/13/17  7/5/2016
R & R Enterprises, Parcels 255, 257 and Tract 54 Blk.17CJ (OR Turnpike & Dresden Road ) Utility separation of common sewer lateral for Tract 54 and resubd. portion of Tract 54 into Parcel 257 Land Disturbance Bond	(\$12,500.00) 6/8/2018 (18,000.00 Land Disturbance) Insurance Bond	6/8/2019 Annual Renewal

## STAFF REVIEW OF REZONING REQUEST

**Date:** 7/12/18

**Property Owner:** Commercial Bank

**Location:** Anderson County Tax Map 106A, Group C, Parcel 005.01, bounded by Mitchell Rd, Centrifuge Way, S. Illinois Ave and Midway Ln

**Zoning Request:** Zoning change from IND-2 Industrial District to R-2 Low-Density Residential District

**Approximate Area:** 32.32 acres

**Existing Land Use:** Vacant land

### **Adjacent Land Uses & Zoning:**

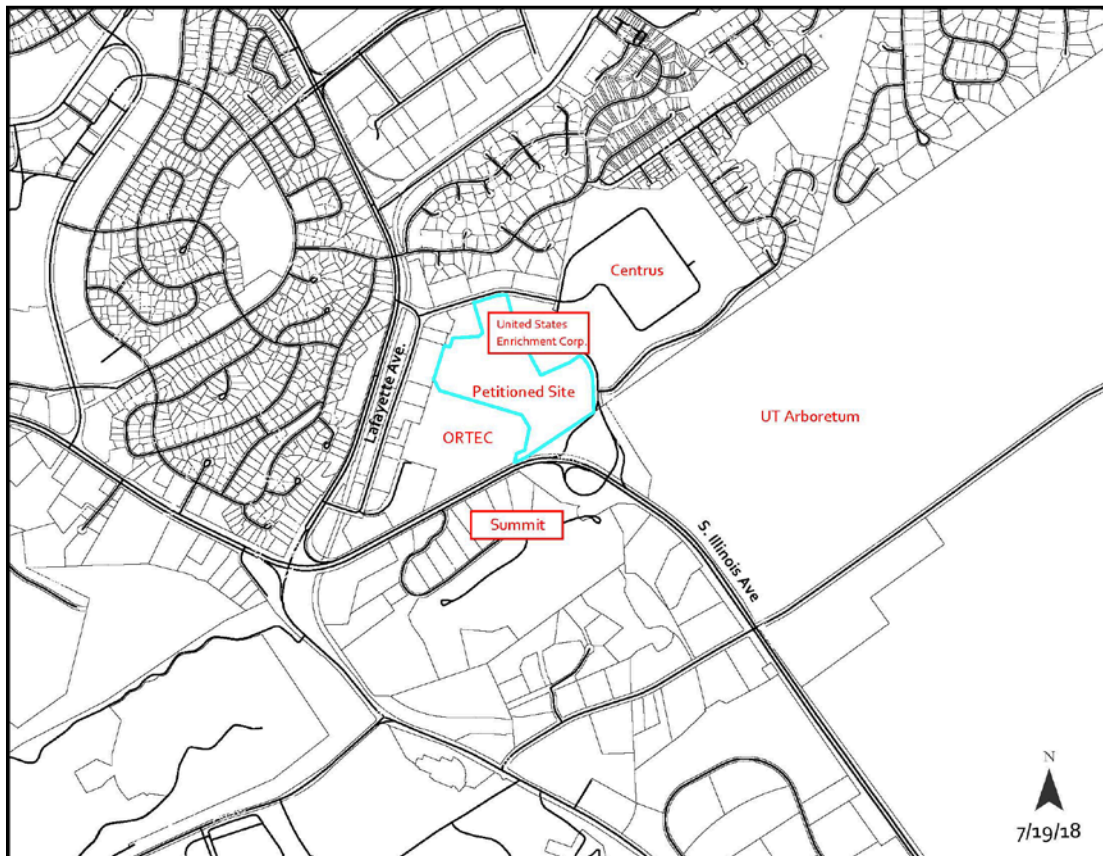
North: IND-1 – Light industrial uses along Mitchell Rd

South: RG-1/O-2 – UT Arboretum/Summit

East: IND-2/RG-1 – Manufacturing/UT Arboretum

West: IND-1/IND-2 – Light industrial uses along Midway Ln/ORTEC

### **Surrounding Development:**



The petitioned site within the Industrial Office subarea, is a sprawling collection of light industrial and office facilities that stretches southward from Emory Valley Road at Lafayette Drive to Bethel Valley Road. It has elements that range from relatively dense urban areas to low density suburban clusters --- offices, research parks and light industry. Some of it is normal urban activity, automobile repair and business offices, some if it is high tech industry and research. The physical development reflects that diversity of activities in a series of relatively small enclaves where like uses cluster.

West of the site is Midway Lane. This street is lined with locally oriented light industrial services. Auto repair and service are typical businesses in this area. The buildings are relatively small and vary in age and condition. Some are attractive modern structures with paved parking areas, some are very modest structures with gravel lots and visible outdoor storage of materials. There are more concrete block and metal facades than brick in this area. Several structures are vacant.

North of the site is Mitchell Road. Nearby Mitchell Road is an upscale contrast to Midway Lane. It is fronted by a series of modern brick office buildings. Each has paved off-street parking and well landscaped grounds. A facility operated by Babcock and Wilcox Technical Services is located at the end of Mitchell on a secured site. Babcock and Wilcox is associated with work on missile warheads. Centrus, a firm involved in gas centrifuge uranium enrichment is also present on the same site.

Summit Drive off South Illinois Avenue is an undeveloped industrial/office park. There is one vacant industrial building in the site. Otherwise it is a finished street with utilities in place and numerous vacant parcels. It is an elevated site with spectacular views of the city.

#### **Description of the Request:**

The applicant states that the prospective developer for the property plans to develop the site with approximately 200 single-family detached units. The site is 32.32 acres, which would only allow for 176 single-family units, based on the minimum lot area of 8,000 square feet. This does not account for area dedicated to sidewalks, rights-of-way, road, and the required landscape buffer, which would be roughly 25% of the 32 acres. Considering this, only approximately 130 single-family units would be permitted by right with the R-2 zoning designation. Variances from these requirements would require a Planned Unit Development overlay, which would have to come back to the Planning Commission and then to City Council for 2 readings.

As noted below, duplexes and single-family attached dwellings are also a permitted use in the District. This has the potential to increase density from 130 to 260 units.

#### **Applicable Regulations:**

Pursuant to **Article 5, Section 5.04** of the Zoning Ordinance, the following regulations apply to the R-2 Low-Density Residential District:

##### **a) Permitted Principal Uses:**

1. Single family detached dwelling.
2. Duplex.
3. Single family attached dwellings with no more than four (4) contiguous units.
4. Local government, state or federal uses, public utility building, telephone exchange, transformer station, and electrical transmission towers; providing such use will promote the

general welfare of the community and will have no material adverse effect upon the district in which it is located.

b) Permitted Accessory Uses:

1. Home occupation, as defined in Article II and meets the requirements of Section 3.11.
2. Any use customarily incidental to the above permitted principal use such as but not limited to garages, greenhouses, swimming pools and appurtenances, play houses and accessory buildings. In case a question arises as to the degree of incidentalness, the Board of Zoning Appeals shall rule.

c) Special Exceptions Requiring Board of Zoning Appeals Approval:

1. Religious institutions.
2. Family day care home, group day care homes, and adult day care facility.
3. Private and public educational institutions.
4. Public, non-profit and community facilities; recreation areas and uses and ancillary structures such as, but not limited to, picnic grounds, playgrounds, stadiums, swimming pools, tennis courts and baseball fields including stands and fences; community centers; libraries and museums.
5. Permanent and transient group care facilities.

d) Area, Height, Bulk, and Placement Regulations:

- Maximum Usable Floor Area (Footprint of the building) to Lot Area Ratio: 30% for permitted uses and 60% for Special Exceptions.
- Minimum Size of Lot: 8,000 square feet for single family detached and duplexes and 4,000 square feet for each additional unit.
- Minimum Lot Width-45 feet
- Minimum Required Setback Dimensions in Feet: Front – 20 feet; Each Side – 8 feet; Rear – 25 feet.
- Maximum Height in Feet: 40.

Pursuant to **Section 13.02(g)(3)(a)**, *Transitional Screening*, a landscape buffer would be required along the perimeter of the site. When an R-2 District abuts an IND-2 District, Buffer F (illustration attached to this report) is required.

### **Conformity with 1988 Comprehensive Plan:**

The Land Use Plan designates this area B-P Business Park. The requested zoning change will require a Land Use Plan Amendment to M Medium-Density Residential. The staff believes that this land use designation is appropriate for the site for a number of reasons. First, it would facilitate more residential development near the city's center, which would centralize activity in and around downtown. This results in a more vibrant central core, enhancing its identity, image and sense of place. It would also reduce vehicular miles traveled in the city and conserve open space and the natural environment in other parts of the city.

Second, it would preclude the area from being used for commercial/retail purposes, which in turn would help to concentrate those uses in the Main Street development. Increasing density in Main Street would allow for more compact development with a diversity of business uses. This would activate the space and create more opportunities for social interaction.

Finally, it would also preclude the area from being used for industrial purposes, which would presumably aid in encouraging those uses in the Heritage Center - a developing industrial park that is currently undergoing rapid privatization. The staff believes that the City has a duty to consolidate such industrial activities in a thoughtful, cohesive manner.

#### Applicable Policies:

POLICY L-2: The City will encourage more centralized growth while allowing development to occur elsewhere when services can be made available in a cost-effective manner and when traffic can be properly managed.

POLICY L-11: The City will locate new industrial and office areas and enforce site design standards to ensure that residential neighborhoods are protected from the adverse effects of those activities.

POLICY L-4: While retaining planned open space, the City will guide and promote the development of major vacant land parcels in the vicinity of the city center, along major thoroughfares, in industrial parks, and in residential areas through business-like financial leveraging, regulatory incentives, and/or detailed planning and design coordination, as appropriate.

#### **Impact and Analysis:**

The following criteria were used to evaluate the rezoning request:

**1) Is the proposed zoning district consistent with the City's Comprehensive Plan?**

As noted above, the Land Use Plan designates the site as Business Park, so an amendment would be required. However, the staff believes that the proposal is consistent with a number of policies in the Comprehensive Plan and therefore believes it is not in conflict. Further, the Comprehensive Plan states:

*The users of this plan should not use only the Land Use Plan map as the guide to consistency with the Oak Ridge Comprehensive Plan. They should rely primarily on the Land Use Plan policies. The map, after all, is only a generalized reflection of the intent of the policies.*

**2) Are there substantial changes in the character of development in or near the area under consideration that support the proposed rezoning?**

Yes. As noted above, with the Main Street development well underway, the need and desire for commercial activity at the site has shifted. Further, residential development within the City limits is rapidly growing and available land is limited.

**3) Is the character of the area suitable for the uses permitted in the proposed zoning district and is the proposed zoning district compatible with surrounding zoning and uses?**

Yes. The area is a vibrant mix of commercial, industrial and residential development, and the proposed district will enhance its diversity of uses. The required landscape buffer along the site's perimeter will ensure that the residents are protected from any adverse impacts associated with the adjacent industrial uses.

**4) Will the proposed rezoning create an isolated district unrelated to adjacent and nearby districts?**

No. The district will be 32 acres, and therefore expansive enough to warrant a zoning designation

that differs from adjacent districts. As noted previously, other residential developments are nearby, and serve as successful examples of how such a district synthesizes with more intense districts.

**5) Are public facilities and services adequate to accommodate the proposed zoning district?**

Road access and utility services, though not currently extended to the site itself, are available. Access to and from the adjacent arterial, S. Illinois Avenue, is readily available via Centrifuge Way. Residents headed out of town would take the bridge and ramp to head south. Those headed into town would merge onto Illinois headed north via the ramp that connects to Centrifuge Way. Access into the development would also be well-served by the existing roadways. The infrastructure is more than adequate to support the density that the requested district would produce.



**6) Would the requested rezoning have environmental impacts?**

Environmental impacts will be thoroughly studied during the preliminary plat phase of the project. The development would be required to comply with the City's Stormwater Ordinance, and of course all requirements of the Tennessee Department of Environment and Conservation.

**Conclusion & Planning Staff Recommendation:**

1. The staff believes that the Land Use Plan map amendment is consistent with the policies of the Land Use Plan. Further, the staff believes that it would facilitate more residential activity near the city's center, concentrate more retail uses in the Main Street development, and consolidate industry into Heritage Center.

**The staff recommends approval of the Land Use Plan map amendment from B-P Business Park to M Medium Density Residential.**

2. The staff believes that the requested zoning change is in character with the diversity of development in the site's vicinity and compatible with the zoning in the surrounding districts.

**The staff recommends approval of the zoning change from IND-2 Industrial to R-2 Low-Density Residential.**

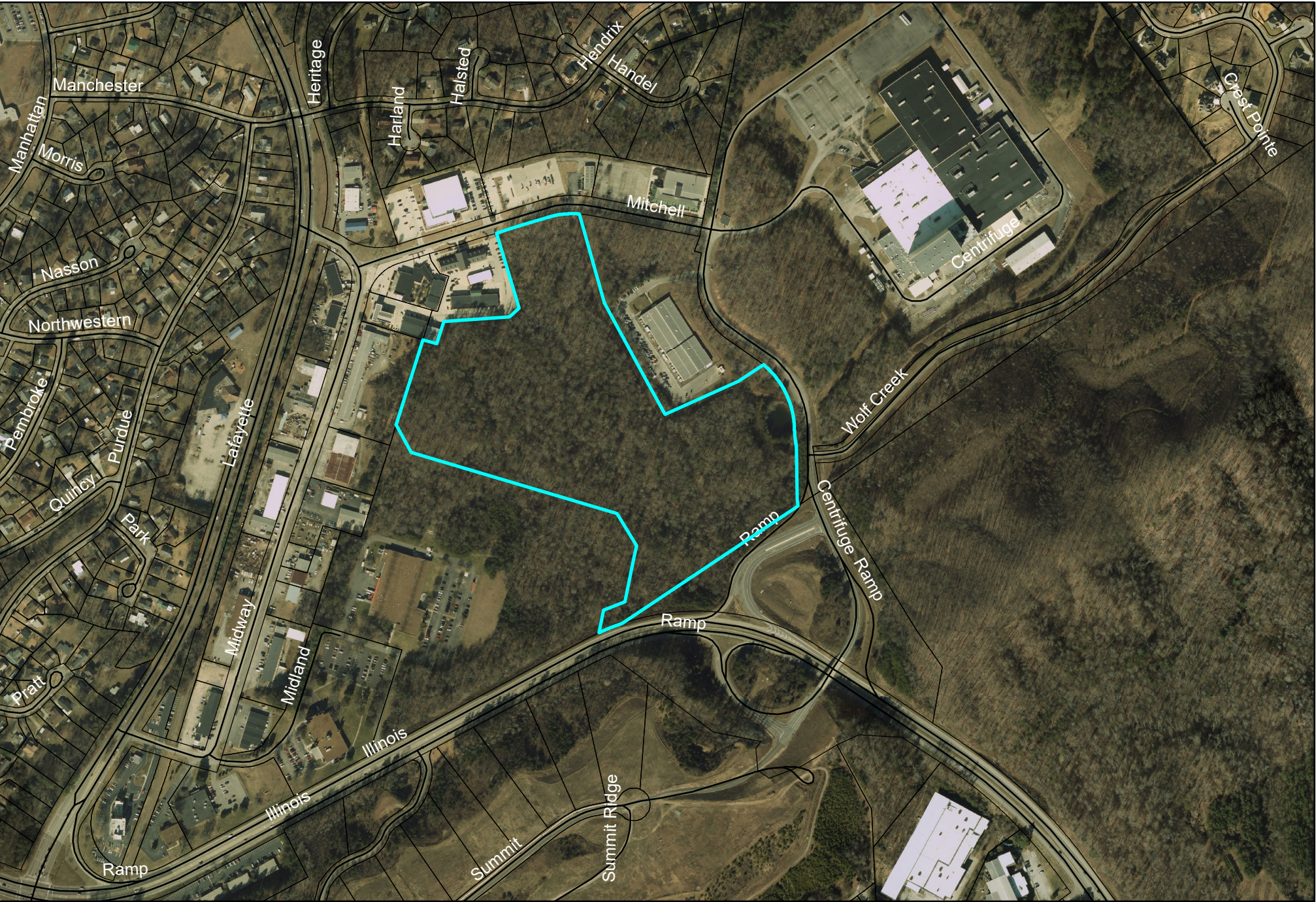
Attachments:

Aerial map  
Surrounding Zoning  
Land Use Plan map  
Buffer F Requirements

# Enclave Zoning Change - Aerial

Anderson County Tax Map 106A, Group C, Parcel 005.01, bounded by Mitchell Rd, Centrifuge Way, S. Illinois Ave and Midway Ln

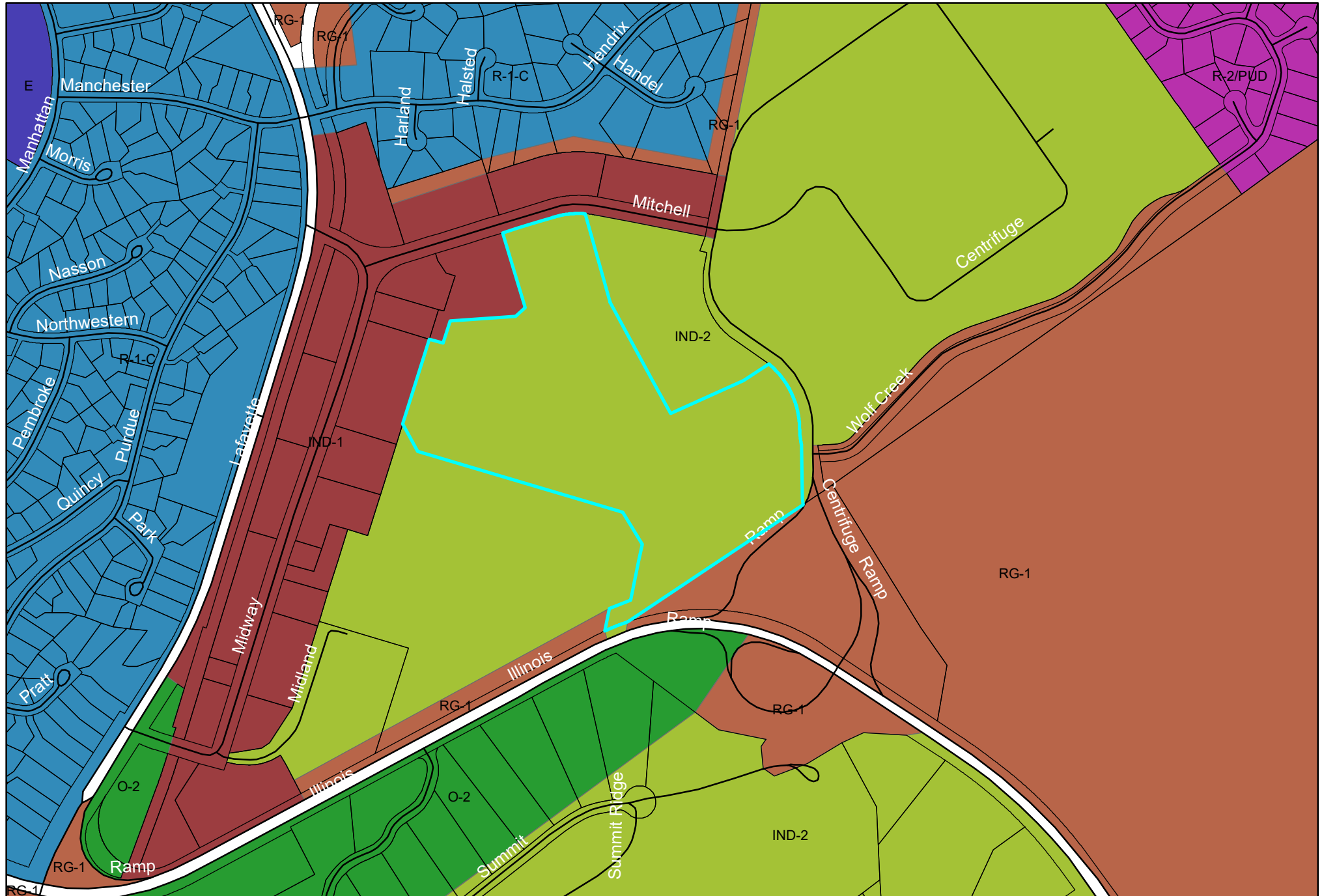
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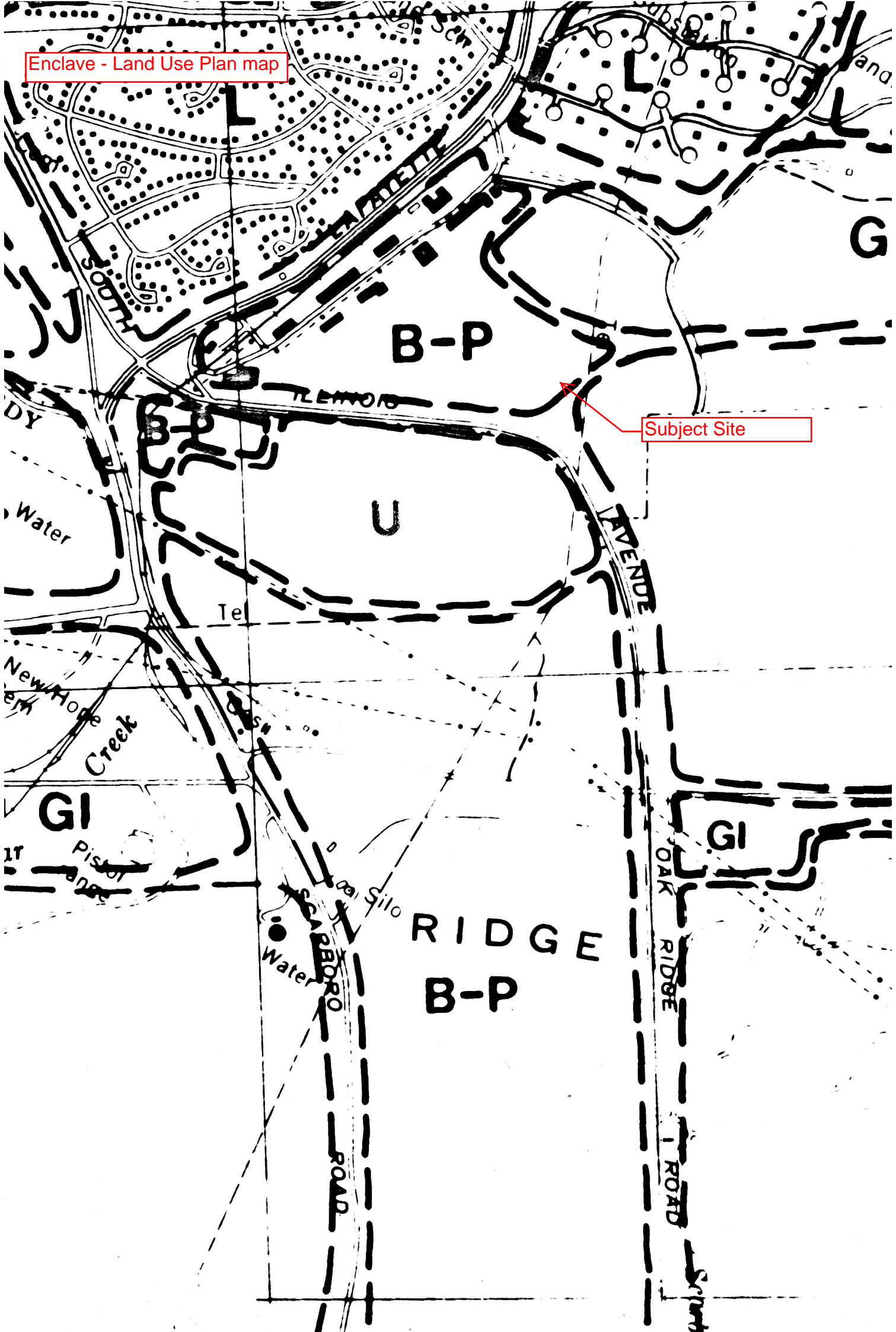
## Enclave Zoning Change - Surrounding Zoning

Anderson County Tax Map 106A, Group C, Parcel 005.01, bounded by Mitchell Rd, Centrifuge Way, S. Illinois Ave and Midway Ln

7/19/18



Enclave - Land Use Plan map



Subject Site

# BUFFER F

