

1725-Z

PUBLIC HEARING Case 1725-Z/Addison Groves. Public hearing, discussion, and take action on a recommendation regarding an ordinance rezoning approximately 17.4 acres of land located at 4150 Belt Line Road in order to create a new Planned Development District for retail, restaurant, residential and office uses with modified development standards, on application from Fenway Development, Inc., represented by Mr. Frank Liu.

LOCATION MAP





December 10, 2015

STAFF REPORT

RE: Case 1725-Z/Addison Groves

LOCATION: 4150 Belt Line Drive

REQUEST: Approval of an ordinance rezoning the property from PD (Planned Development) for a retail use to a new PD (Planned Development) for a mixed use development.

APPLICANT: Fenway Development, Inc., represented by Mr. Frank Liu.

DISCUSSION:

Background: The property located at 4150 Belt Line Road consists of two lots totaling approximately 17.4 acres. This property was zoned as a Planned Development in 1991 through ordinance O91-066 to accommodate the development of a Sam's Wholesale Club that was constructed the following year. As part of the approval, the developer was required to dedicate a small strip of land as public park space to serve as a buffer between the retail development and the residential uses on the south side of Beltway Drive that existed at that time or were anticipated in the future. Furthermore, the developer was required to construct a 10 foot high wall to further isolate the uses.

Sam's Club continued to operate on the site until it relocated in the summer of 2015 to a new building at Midway Road and Interstate 635. The Town was notified in 2012 that Walmart intended to close the store. In anticipation of this, the Comprehensive Plan identified this site as a potential location for a signature redevelopment and proposed conducting a special area study to establish a vision for the site and the adjacent properties. The study was funded and carried out in late 2014. This study area consisted of not only the Sam's Club site, but also properties along the western edge of Midway Road extending south to the Oncor transmission line easement.

The special area study committee consisted of a consultant team that facilitated a process involving Addison residents, Council Members, Planning and Zoning Commissioners and property owners within the study area. The committee recommended that any redevelopment meet the following criteria:

- This is a prime location within Addison; its development should provide a good return on investment for the owner and the Town.
- We need to recognize that Addison is an urban community. We need to insist on mixed use development with an appropriate scale, density and diversity.

- High quality design is an Addison characteristic that needs to continue here.
- Plan should succeed in phases.
- Organic expansion of existing neighborhoods into study area.
- Add housing choices that aren't easily found in Addison today, particularly for "aging in place".
- Create new employment locations.
- Provide retail, service, health/wellness businesses that serve nearby residents.
- Include people places and sidewalk / trail connections.
- Desired pedestrian connections allow for removal of wall.

The committee submitted its preferred development concept plan to the Council in late 2014. For the Sam's site itself, this plan called for 600 urban apartments, 150 condominium units and 74 townhomes.

After receiving the committee's input, the Council chose to hold a community meeting on the proposed redevelopment. This was held at the Conference Centre on March 2nd and was attended by approximately 100 residents, mostly from the Les Lacs, Midway Meadows and Towne Lake neighborhoods. The comments received at the community meeting were recapped as follows:

- It's good to have a plan to refresh an aging area.
- The open spaces and parks were a positive aspect of the plan.
- Participants liked the walkability and connectivity within the study area.
- They also liked the connections to the rest of the Town and to the Town's overall trail systems.
- Comments supported efforts to add more ownership residential units in Addison.
- Most comments favored the mixed use character of the proposal overall.
- Most comments supported the overall density but some felt it was not appropriate.
- Some comments advocated keeping the wall that currently exists on the south side of the Sam's Club property while other comments supported the wall's removal as shown in the Concept Plan.
- The inclusion of rental residential units received comments on both sides, from people who felt that was appropriate and necessary for the project's economics and from people who do not want any more rental units in Addison.

Concurrent to this process, the City Council held a number of work sessions to develop a housing policy to guide new development in the Town and adopted the following guidelines:

- New housing should increase the proportion of fee-simple ownership in Addison's housing mix. Apartment-only rezoning is unlikely to be approved, as currently the ratio of rental to ownership properties is higher than desired.
- A proposal should offer a 'best fit' mix of uses and housing choices within the context of the surrounding Addison community. The Town may use a study area committee (with staff, elected, and appointed members such as area residents and business representatives) to evaluate a proposal's fit in Addison.
- New housing should create or enhance neighborhoods of urban character rather than locate on a stand-alone, nonintegrated property and should continue the high quality design and walkability that make Addison's existing neighborhoods distinctive.

Based on these two processes, the Council approved a vision that kept the basic framework of the development concept presented by the study committee, but encouraged developers of the Sam's Club Site to explore a mixed use development with a retail component and that maximizes the residential fee simple ownership opportunities of the site.

Since that time, Fenway Development, Inc., also known as InTown Homes or Lovett Homes, has put the property under contract with Walmart. Staff has been working with this group for several months to finalize a redevelopment plan for the site that complies with the Committee's recommendations and Council direction.

Proposed Conceptual Plan: The plan that is being put forward for consideration is primarily a residential oriented mixed-use development. The property would become bisected by an extension of Runyon Road running east/west through the property. There would also be three north/south streets through the site, with the eastern most street tying into Beltway Drive. On the northern section of the property, between Belt Line Road and the extension of Runyon, would be a multifamily building with ground level retail fronting Belt Line. Plans also call for several Live/Work units. These are residential buildings similar to a Townhouse, but that allow retail and/or office uses on the ground floor with residential accommodations for the business owner above. The area south of the Runyon extension and north of the Beltway Park would consist of Townhouses. This area would also feature three new public parks that would serve as the required public open space for this development.

The proposed plan contemplates removing the existing wall and constructing a row of Townhouses that would front the existing park along Beltway Drive. The site is currently graded so that the Sam's site sits as much as ten feet below the grade of Beltway Park. The grade differential gets shallower as you move east along the property line. The Townhouses along the park would be built up even (at-grade) with the park, however the two roads that are not connecting with Beltway Drive would be set lower than the grade of the park and will require stairs and accessible ramps in order to make pedestrian connections through the park to the sidewalks along these streets.

In total, the concept plan anticipates 161 Townhouses, 17 Live/Work Units and 331 multifamily apartments, with 20,025 square feet of retail along Belt Line Road. Additionally, the concept plan shows that approximately 1.24 acres of land on the east side will be dedicated to the Town. This will square up this development and maintain flexibly with that land to incorporate into a future redevelopment of the properties east of this site.

Proposed Uses: The proposed uses closely resemble the uses permitted in our other mixed use districts, such as Addison Circle and Vitruvian Park.

The following residential uses would be allowed by right within the Planned Development district.

- Townhouse
- Condominium
- Multifamily (with a maximum of 350 units)

Additionally, a maximum of 25 Live/Work units would be allowed. The commercial component of the Live/Work units would be limited to occupations such as accountants, artisans, hair stylists, real estate agents, etc. Both the residential and commercial component of the unit would be required to be occupied by the same tenant.

Retail would only be allowed in conjunction with a mixed use building. The use list is extensive, but would be oriented towards neighborhood retail, as opposed to destination retail, and primarily include the uses found in the Local Retail district and the Vitruvian PD standards.

Office, home office and civic uses would also be permitted on the site, though none are being proposed as part of the current conceptual plan.

The following uses would be required to obtain a Special Use Permit in order to be allowed:

- Cleaning, dyeing and laundry pick-up station, with cleaning, dyeing and/or laundry work done on the premises
- Public safety facilities
- Restaurant
- Retirement home
- Sale of alcohol for on-premises consumption in conjunction with a restaurant
- Sale of beer and wine for off-premises consumption in conjunction with a convenience or grocery store, but not including a store for which beer and wine sales constitute the primary source of revenue for the business
- Transit facilities

Development Standards: The following development standards would apply to lots and buildings on the site:

Street Build-to Line

Street build-to lines within the property are as shown or identified on the Concept Plan and Street Cross Sections. No more than 30 percent of any street frontage may vary from the build-to line.

Buildings greater than three stories in height may be set back above the third floor a maximum of 10 feet behind the building face of the first three floors along the street.

Side Yard Setback

None

Rear Yard Setback

None

Site Perimeter Setback

10 feet

Minimum Building Height

23 feet/2 stories

Maximum Building Height

Single-Family maximum height to midpoint of roof = 60 feet

Multifamily maximum height to midpoint of roof = 85 feet

Parking structure maximum height = 85 feet. Structure may not exceed height of multifamily structures.

Detached non-residential structure maximum height = 60 feet

All heights subject to FAA approval.

<u>Minimum Lot Area</u>	None
<u>Minimum Lot Width</u>	None
<u>Minimum Lot Depth</u>	None
<u>Minimum Area per Residential Dwelling Unit</u>	Efficiency = 450 SF One-Bedroom = 600 SF Two-Bedroom = 850 SF Three-Bedroom = 1,000 SF Townhouse = 1,350 SF Live/Work Units = 2,000 SF
<u>Maximum Non-Residential Square Footage</u>	With the exception of Live/Work units, maximum = 30,000 SF
<u>Maximum Lot Coverage</u>	95%

Buildings fronting each other shall be no closer than 30 feet.

These standards closely resemble the standards in the Town's other mixed use developments of Addison Circle and Vitruvian Park and are intended to create a compact, urban, walkable environment.

There are some nuances to these standards that would be included in the regulations that would allow for architectural features to extend up to 15 feet higher than the included maximum permitted heights. This would allow buildings to have a little more flexibility in their design to create more visually interesting buildings. Additionally, the regulations would allow overhangs, balconies, and patios to extend into the area setback. This is often allowed in these types of developments and promotes a more active streetscape that can improve safety on the streets as there is more potential for people to be out on their patios or balconies, increasing the number of "eyes on the street."

Open Space: Historically, Addison has embraced the idea that public open space that is maintained by the Town should be included in residential developments. This has been especially important in more dense, mixed use developments because these spaces become the "yards" for the residents of the area. The intent behind making these spaces public and having the Town maintain them is that this promotes community and allows the Town to ensure a certain level of quality in these areas. The Town can also leverage its resources to maintain them to a higher standard than the property owner(s). Staff intends to continue that approach on this site.

The open space calculation used here is the same that was applied in Addison Circle and Vitruvian Park with success. It requires that two acres be provided for every 1,000 residents. The number of residents is determined by taking the unit count and assuming 1.5 persons per unit. For this development, the concept plan anticipates 509 units with 763.5 residents for an open space

requirement of 1.527 acres. This could increase or decrease based on the final unit count. The concept site plan shows that 1.56 acres will be provided.

The development achieves this by providing three small parks, as shown on the concept plan, as well as two additional areas being proposed as an expansion of Beltway Park where pedestrians would transition from the higher elevation of Beltway Park to the lower elevation of the development. The plans for these parks will be considered by the Planning and Zoning Commission and City Council as part of the development approval process to ensure that they are designed and constructed to the level of previous Addison parks and will provide amenities for the residents and also the general public. The developer will be responsible for the improvement of these parks in accordance with the approved plans prior to their dedication to the Town.

Staff has also crafted the concept plan so as to straighten out the property line between this site and Beltway Park. It is currently very jagged, notching north and south along the length of the park. When the property is replatted, this line would get straightened out, however the line will be established in such a way that there is no net loss of park land.

Parking: The off-street parking requirements for this development are as follows:

- *General retail.* (1/300 s.f.) One space per each 300 square feet of gross floor area.
- *Furniture store.* (1/1,000 s.f.) One space per each 1,000 square feet of gross floor area.
- *Medical or dental clinics.* (1/300 s.f.) One space per each 300 square feet of gross floor area.
- *Bank or savings and loans.* (1/300 s.f.) One space per each 300 square feet of gross floor area.
- *Office.* (1/300 s.f.) One space per each 300 square feet of gross floor area. An office building or group of buildings, which shall total 50,000 square feet or more: (1/400 s.f.). One space per 400 square feet of gross leasable area.
- *Health club or studio for dance, music, drama, health and reducing.* (1/100 s.f.) One space per each 100 square feet of gross floor area.
- *Residential: Townhome and Live/Work.* Two (2) spaces/unit. Spaces may be in tandem.
- *Residential: Multifamily Apartments.* One (1) space/ bedroom.
- *Restaurant.* (1/100 s.f.) One space per each 100 square feet of gross floor area.
- *Civic.* To be determined by parking demand analysis study for proposed use and approved by the City's Zoning Administrator.
- *Mixed Use.* Number of spaces resulting from application of ratios provided above for respective uses in the development.

These parking requirements are similar to what is found in other mixed use developments. Additionally, there will be a provision allowing the developer to demonstrate through a parking study that parking can be shared between uses because they are likely to be used in alternating time periods in order to have these parking requirements adjusted accordingly.

Exterior Appearance: The outside face of all structures on the site will be regulated by the Planned Development district text.

For Townhouse and Live/Work buildings, a minimum of 80 percent of all facades shall be of masonry construction, meaning brick, stone, cultured stone, glazing, plate glass or split face concrete masonry

units. For all other buildings, including parking structures, the 80 percent requirement shall be applied to the exterior walls fronting or visible from public areas (streets and parks). For all buildings, no more than 15 percent of the facades visible from the public areas shall use metal panels, tile or fiber cement siding. For non-Townhouse or Live/Work buildings, the exterior facades which are not visible from a public area, meaning those around the interior court yards, the allowance for metal panels, and tile or fiber cement siding increases to a maximum of 40 percent. On all buildings, a maximum of three materials would be permitted, excluding windows and roof materials.

For the retail uses, at least 70 percent of the store front would be glass.

The color of buildings within the development will be muted shades of color. This means that there will be no black, stark whites or fluorescent colors.

Landscaping: The landscaping must comply with the Town's landscaping regulations. With regards to the streetscape, the Planned Development District contemplates a look similar to Addison Circle with landscaping beds with trees. Two of the lessons learned from Addison Circle is that the trees were planted a little too close together and that there needs to be some protection between the tree roots and the adjacent infrastructure (streets and sidewalks). For this site, we are proposing street trees at 35 feet on center, as opposed to 25 feet on center in Addison Circle. Additionally, the street scape will have a continuous subterranean soil trench 5 feet wide and 3 feet deep with root barriers to keep the roots separated from the infrastructure. These trees and planting areas would become the Town's responsibility to maintain.

Another lesson learned from Addison Circle is that more lighting is necessary. For this site, we are requiring that a study be done to establish the exact number and placement of lights so that there be a minimum light level of two foot candles in all pedestrian areas. A foot candle is the measure of light emitted from an average candle at a distance of one foot away from the candle. Two foot candles is a commonly accepted standard for lighting in pedestrian areas.

For private landscaping, the applicant will have to submit detailed landscaping plans as part of the development approval process, and must comply with the Town's general landscaping requirements. Additionally, perimeter screening will be required to screen this site from the properties to the west.

Screening of Mechanical Equipment and Service Areas: For this Planned Development, mechanical equipment will be required to be mounted on the roof and shall be screened from view of all public areas. Loading, service and trash storage areas will also need to be screened from public areas.

Street Cross Sections: The site will feature 4 types of drives with this development, three of the four are detailed in the attached street cross sections. Street types A and C will be public streets. Street Type B and the alleys behind the Townhouses will be private drives. All drives will be 24 feet wide and serve as fire lanes for the development.

Street type A will be the primary street type throughout the development and will allow for parallel parking adjacent to the drive lanes. This street type calls for a five foot landscape area that would include the planting beds and street trees, then a six foot sidewalk and a five foot front yard setback.

Street type B is intended address the Belt Line Road frontage and support the ground floor retail along that frontage with head-in parking. There will be two pedestrian zones within street type B. One would be a public six foot sidewalk set ten foot back of curb from Belt Line Road. The second would be located adjacent to the building and would include 14 feet for landscaping, patios and walkways. This would be privately maintained. The dimensions for street type B reflect the requirements of the Belt Line zoning district standards and are intended to match with future development along Belt Line.

Street type C is a variation of street type A and is only located along the eastern side of the multifamily building. For this street type, the parallel parking is not required. This was done because the garage entrances and exits serving multifamily and retail will intersect with this street. The drives accessing the garage would have mostly eliminated the ability to put on-street parking on this side of the building.

Site Furnishings: The Planned Development will require specific site furnishings including street lights, benches, trash receptacles and bicycle racks. Staff and the applicant are proposing to go with a standard Oncor street light design. This will match the street lights being added to Beltway Drive and will be Oncor's responsibility to maintain. All other street furnishings will match those at Vitruvian Park and will become the Town's responsibility.

Utility Study Findings: As part of the staff review process for this project, staff and the applicant have conducted preliminary utility discussions to ensure that the site can be properly serviced by the Town's water, waste water, and stormwater systems.

There is sufficient capacity in the water system in the area to support this use. The design of the system internal to the site will have to be determined during civil plan review as part of the construction phase of the project.

With regards to the stormwater system, the development will not be allowed to discharge additional stormwater into the system above current levels. The site as it exists today has two areas for above ground detention. The new development will have to account for this detention with the final calculations being based on the amount of impervious area. The concept plan calls for this detention to be placed underground. The location and size of any underground detention system will be determined during civil plan review as part of the construction phase of the project.

The applicant was asked to study the wastewater system to determine current capacity and identify if any improvements are necessary. Kimley-Horn was selected and determined that several line segments of the downstream wastewater system will need to be upgraded from an eight inch line to a ten inch line to accommodate the additional flow from this development. This line runs along the south side of Belt Line Road from this site, west to Surveyor Blvd. There is an additional 230 feet of line west of Surveyor that is eight inches where the study shows has just enough capacity to handle this

development and therefore the study does not recommend upgrading this segment. Town engineering staff have reviewed the study findings and would recommend that the 230 feet of line be upsized to a ten inch line as well. They note that although the line may have capacity, operationally, it is not a good practice within a wastewater system for a larger line to flow into a smaller line.

Traffic Impact Analysis: The applicant was also asked to study the impact that this development will have on the roadway network both in the near term (2017) and long term (2035). It is important to remember that this is a redevelopment site, so there is a pre-existing traffic volume generating from the site. As part of the analysis, traffic engineers consider a use's trip generation rate. These rates come from an industry standard set by the *Trip Generation Manual* published by the Institute of Transportation Engineers which set the average number of one way trips that a use will generate in day as well as in the AM peak hour and PM peak hour. Below is a table indicating the one way trips currently being generated and the one way trips that the proposed development would likely generate on average.

Use	Amount	Unit of Measure	Daily One Way Trips	AM Peak Hour One-Way Trips			PM Peak Hour One-Way Trips		
				In	Out	Total	In	Out	Total
Current:									
Discount Superstore	138,000	SF	7,004	143	122	255	294	306	600
Redevelopment:									
Retail	15,000	SF	641	9	5	14	27	29	56
Multifamily	350	Units	2,328	36	143	179	141	76	217
Fee-Simple Homes (Townhouse)	233	Units	1,354	18	85	103	81	40	121
Total Trip Generation:			4,323	63	233	296	249	145	394

Based on this comparison, the proposed development is likely to generate fewer overall trips throughout the day than is being generated currently. During the peak hours, the proposed development is likely to generate slightly more trips in the morning and a third less trips in the evening. It should also be noted that the unit count for the multifamily and townhouses are higher in this analysis than what is shown on the concept plan. This was assuming a "worst-case" scenario from a traffic perspective, but the actual impact on traffic is likely to be less than what is presented.

The analysis also details how traffic will enter and exit the site and how specific intersections will be affected. Of particular interest to staff was the proposed street connecting to Beltway Drive. After analyzing traffic models, the traffic impact analysis indicates that during the AM peak hour, 7 vehicles will exit the site at this intersection and travel westbound on Beltway, while 58 will exit and go eastbound towards Midway. In the PM peak hour, 4 vehicles are likely to go westbound, while 36 are likely to travel eastbound towards Midway.

It was determined that neither the signalized intersection of Belt Line Road and Midway Road nor the intersection of Beltway Drive and Midway Road would experience a drop in the level of service classification based on the proposed development.

RECOMMENDATION: APPROVAL WITH CONDITIONS

Staff recommends approval of the request subject to the following conditions:

- 1.) The private drive commonly referred to as Runyon Road between the western property line and the intersection of Belt Line Road shall be upgraded to Town standards and become public right of way.

Currently, this drive is privately owned by two property owners with a common access easement allowing the customers of Sam's to have access. It was Walmart's responsibility to maintain this drive. Now that the site is being redeveloped, it is anticipated that this drive will tie into a public street when it reaches the development, and, under the current arrangement, would become the responsibility of the property owners, likely through an HOA, to maintain. Where the Town has tried private streets in the past, property owners have typically come to the Town several years later once the street needs to be maintained or reconstructed because of the cost of doing so. Therefore, we no longer allow private streets in new developments. It would be best for the portion of this drive to be reconstructed to Town standards as part of this project and dedicated to the Town to avoid this situation from arising in the future.

- 2.) The Townhouses and Live/Work units within Block A (as shown on the concept plan) shall be constructed using noise mitigation methods so that outside noise levels, measured within the habitable space of the units, do not exceed 45 DNL. A certified acoustical engineer shall approve the construction plans for these units to assure they will provide a 45 DNL noise level, and a certified acoustical engineer shall inspect the units, once constructed, and verify that the required noise level has been attained.

Staff is somewhat hesitant to place owner-occupied residential units fronting Belt Line Road and adjacent to the existing restaurant uses immediately to the west of this site because of the potential for noise. To address noise in other areas around Town, we have imposed this requirement requiring so as to insulate the unit and reduce the noise level to 45 DNL (Day-Night Average Sound Level), which is a standard residential noise level.

- 3.) The sanitary sewer line servicing this development shall be increased to a minimum 10' line in accordance with Town standards. This includes approximately an additional 230 linear feet of line than is being proposed in the applicant's wastewater study.

This was addressed previously in this staff report. The applicant is proposing to upgrade much of this line, however engineering review staff would prefer that the entire length of the 8 inch line be upgraded to a 10 inch line.

- 4.) The driveway access to the property adjacent to this site (4180 Belt Line Road) shall be reconstructed to align with the entrance/exit of the parking structure being proposed on the

site. The applicant shall make any improvements necessary on the adjacent property (4180 Belt Line Road) to accommodate the driveway relocation.

The Snuffers and La Ventana restaurant site is accessed through an access easement through the Sam's site. This easement gives the owner of the Sam's site the flexibility to relocate that access. With this development that site will have access off of the proposed eastern public street. This is also the street from which the parking structure will be accessed. From a traffic safety standpoint, it would be preferable for the restaurant driveway and the parking structure driveway align. This condition would compel the developer to do so.

Should this case be approved, it will lay the foundation for this development. As the project progresses, the applicant will be required to come back through the zoning process for what is known as development plan approval. It is at that stage that details regarding exact site plans, floor plans, building elevations, landscaping and open space improvement plans, etc. will be presented for consideration. These plans will be drafted in accordance with the concept plan and development standards discussed in this report.

Staff believes that the proposed development achieves the goals of both the special area study committee and the City Council and conforms to many of the comments received at the community meeting. This will be a mixed use development that adds to the owner occupied housing options in Addison, but that also provides additional retail space along Belt Line. Because of the residential nature of much of this development, the stated pedestrian connectivity goals, and the desire for this development to be an expansion of the existing neighborhoods, staff supports the removal of the wall as well as the addition of the road connection to Beltway along the eastern edge of the site. Staff believes that neither of these will have a negative impact on the adjacent residential areas.

More broadly, a development of this character should promote additional redevelopment along Belt Line, west of Midway Road. Midway has previously been perceived as a boundary for new development on Belt Line, especially for retail. This development, in conjunction with the Belt Line median and lighting enhancements conducted a couple years ago and the ongoing utility undergrounding project, could help pull development interest further west on Belt Line Road.

Land Use Analysis

Attributes of Success Matrix

Addison Groves, 4150 Belt Line Road

1725-Z

Attribute	Comment	Score
Competitive	The development includes a variety of uses which should be very attractive to future residents and tenants.	
Safe	The concept plan and development standards have been crafted to promote a safe, walkable environment. The street connection with Beltway Drive will reduce emergency response times to the site.	
Functional	The various components of the plan should function well together and integrate into the area without a negatively impacting the surrounding properties.	
Visually Appealing	The development will be required to build to a high visual standard. The parks and street trees will make the development visually appealing.	
Supported with Amenities	The mix of uses within the development will provide amenities for the residents. Additionally, the adjacent properties will provide easy access to additional amenities .	
Environmentally Responsible	This will be a compact, pedestrian oriented mixed-use development. This is an environmentally responsible development pattern.	
Walkable	The development is very walkable and will improve pedestrian connections along Beltway. Additionally, the sidewalk along Belt Line will be improved to promote better accommodate pedestrians.	
Overall Assessment	This will be a high-quality redevelopment that rates highly in these criteria as well as with the goals stated by the study committee and the City Council.	