

**MEMPHIS AND SHELBY COUNTY OFFICE OF PLANNING AND DEVELOPMENT
STAFF REPORT # 14**

CASE NUMBER: P.D. 08-309 CC L.U.C.B. MEETING: April 10, 2008

DEVELOPMENT NAME: Big Creek Golf Course Planned Development

LOCATION: East side of Big Creek Drainage Canal; south side of Woodstock Cuba Road

OWNER OF RECORD/APPLICANT: Big Creek Golf, LLC

REPRESENTATIVE: Big Creek Golf, LLC

REQUEST: The request is for a planned development to allow for a site plan review and development phases of an existing golf course and a new clubhouse and other accessory facilities.

AREA: 303.88 Acres

EXISTING LAND USE & ZONING: Golf course & clubhouse ~ Agricultural (AG) District

SURROUNDING LAND USES AND ZONING:

North: Undeveloped land area and Single family dwellings ~ Agricultural (AG) District

East: Single family dwellings ~ Agricultural (AG) District

South: Undeveloped land area and Single family dwellings ~ Agricultural (AG) District

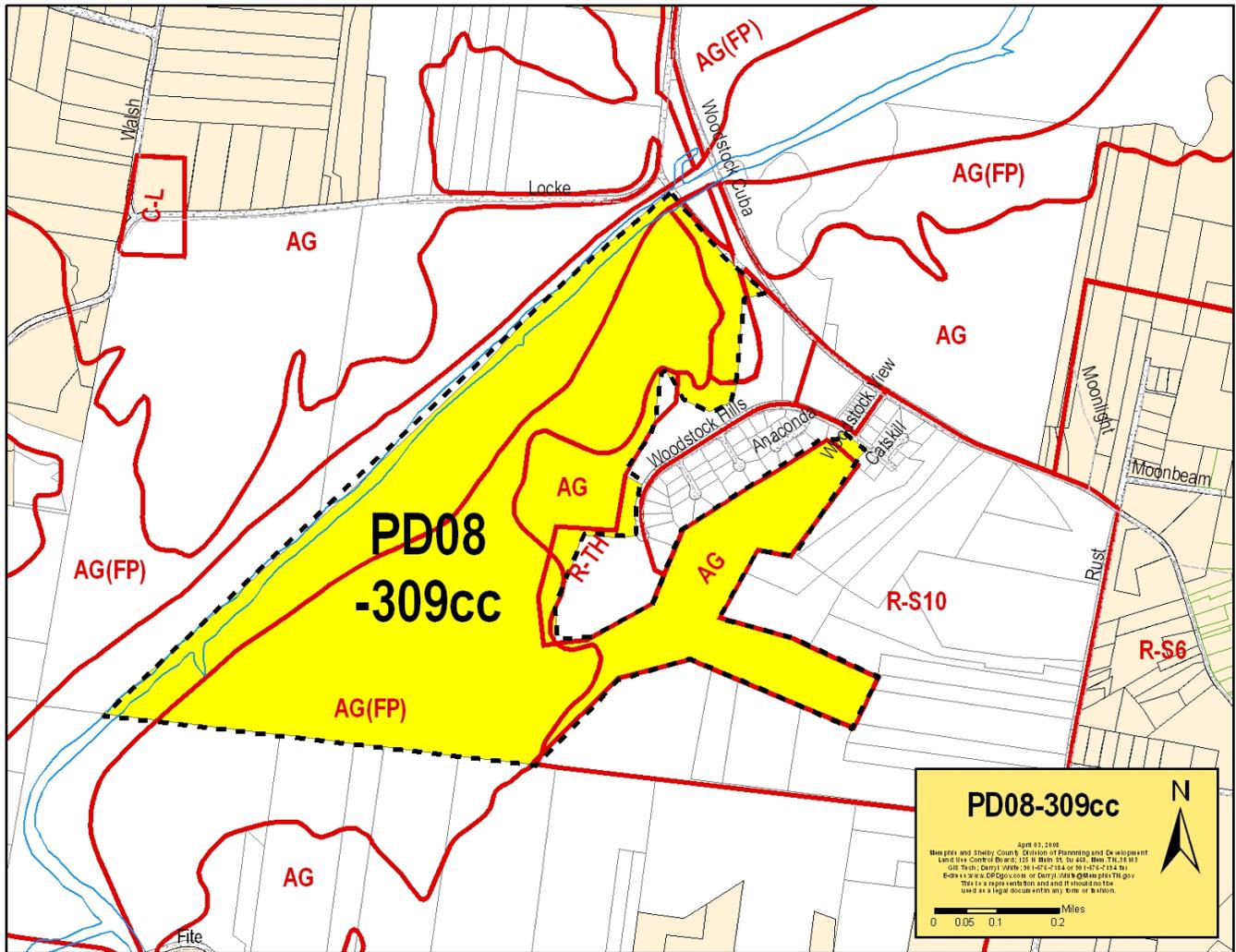
West: Undeveloped land area and Single family dwellings ~ Agricultural (AG) District

OFFICE OF PLANNING AND DEVELOPMENT RECOMMENDATION:

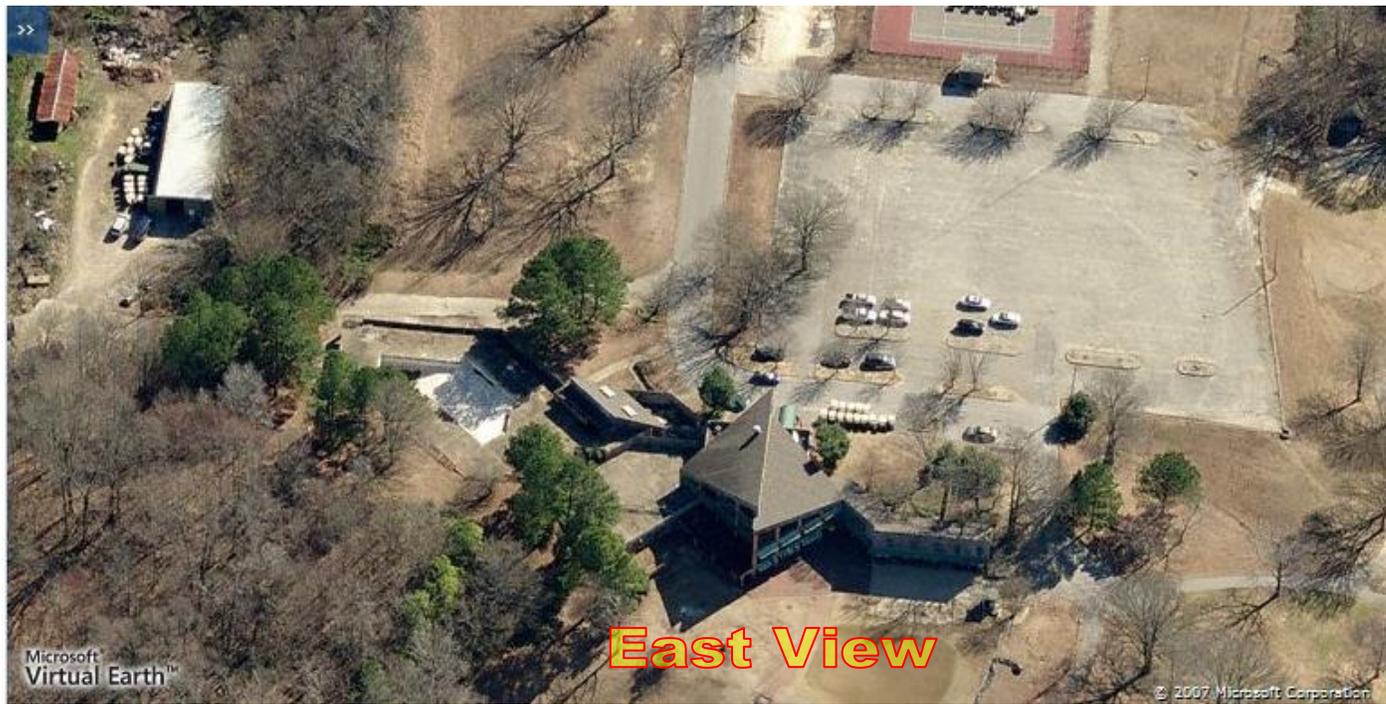
Approval with Conditions

CONCLUSIONS

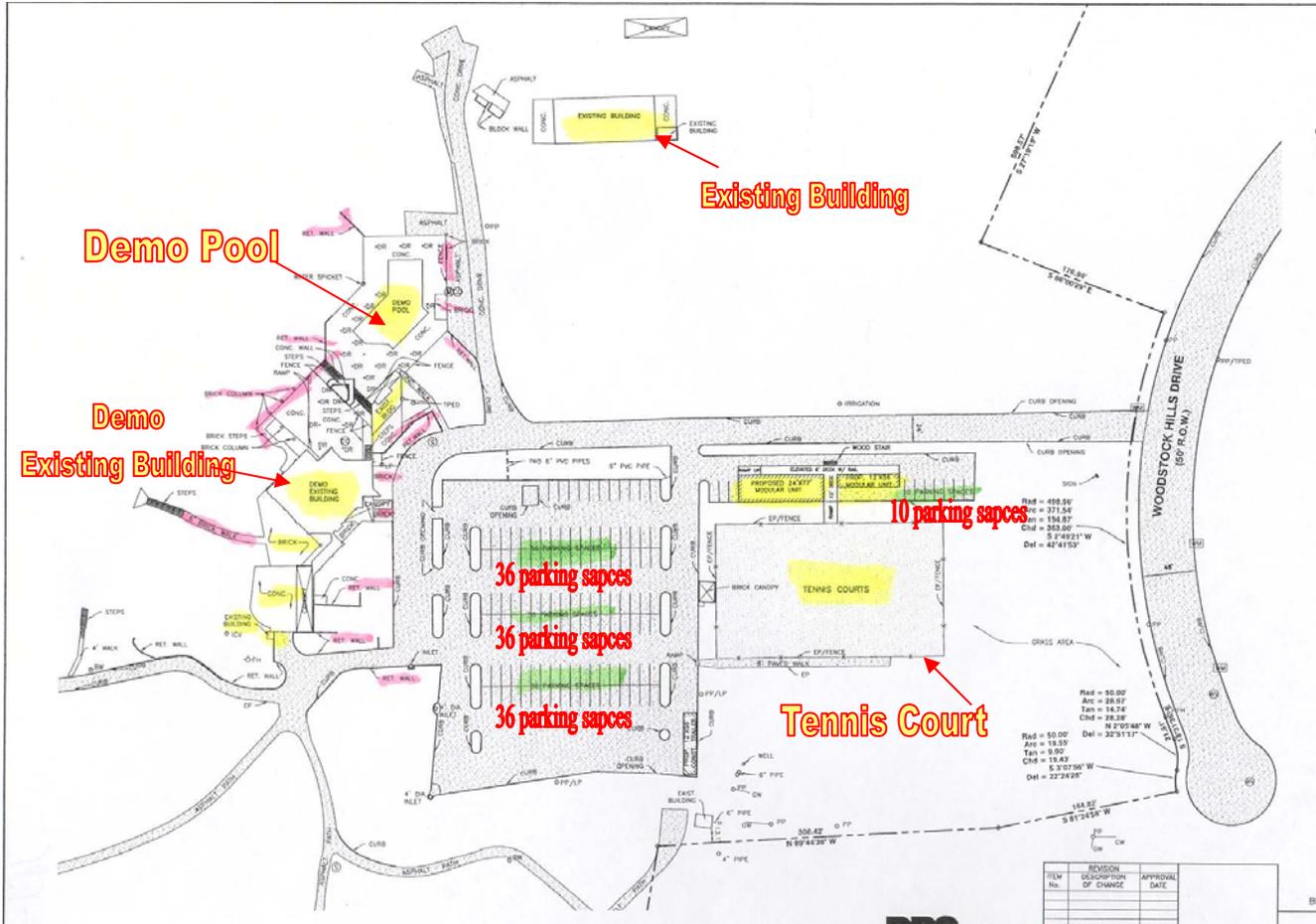
1. Big Creek Golf Course is a three hundred and three (303) acre site. It has no direct frontage along Woodstock Cuba Road, but it does have approximately four hundred and twenty (420') feet and two hundred and forty (240') feet of frontage along Woodstock Hills Drive. The course was constructed in the late 1960's and the clubhouse and other accessory facilities were constructed in When the course was constructed it was permitted by right under the Zoning Ordinance at that time. Chart 1 in the Memphis and Shelby County Zoning Ordinance classifies a golf course as either a lodge, club, and/or country club under the land use title. The current Zoning Ordinance adopted in January of 1981 requires that a Special Use Permit approval be made for the golf course and clubhouse.
2. The applicant's intent is to demolish the existing clubhouse, maintenance building, swimming pool, tennis court and the parking lot in order to construct a **LEED** Platinum clubhouse, cart cottage, and maintenance facility complete with parking. *LEED stands for Leadership in Energy and Environmental Design. The United States Green Building Council (USGBC) created LEED as a rating system for green buildings. A Green building refers to the design, construction, and operation of buildings in an environmentally friendly way. LEED promotes a whole-building approach to sustainability by recognizing performance in five key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality.*
3. The request is for a planned development to allow for a site plan review and development phases of an existing golf course and a new clubhouse and other accessory facilities is recommended for approval. . **This golf course has operated at this location for over forty (40) years. The structures proposed for this site meet the bulk requirements for the Agricultural (AG) District, with the exception of the parking and height requirements.** Although, this would result in forty (40) fewer than the required parking spaces, this site has operated with this amount of parking spaces for over forty (40) years without having any negative impact on the availability of spaces. The proposed clubhouse is approximately forty three (43') above grade to the peak of the roof and a total of twenty nine (29,000) feet of which is in a concrete basement. This request will not be will not be unduly detrimental to other properties and will be in reasonable harmony with the character of the area where the property is located.

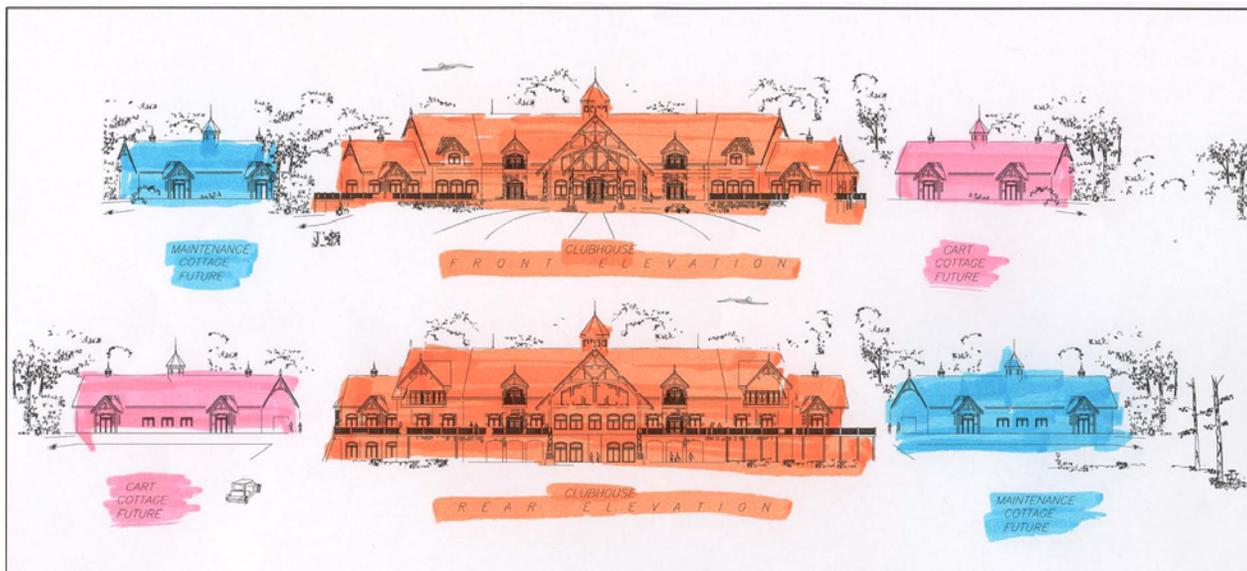












STAFF ANALYSIS

Site Area Description:

The subject property is located in the Millington Planning District, on the east side of Big Creek Drainage Canal; south side of Woodstock Cuba Road. This area is located in the City of Millington Annexation Reserve Area. This site is zoned in both the Agricultural (AG) District and Agricultural (AG) District Floodplain (FP) District. The area located to the east of this site contains single family dwellings zoned in the Single Family Residential (R-S10) District. The areas to the north, south and west of this site contain mostly undeveloped land areas and rural residential estate lots. This site is bounded by Big Creek Drainage Canal to the north and west.

Site Description:

Big Creek Golf Course is a three hundred and three (303) acre site. It has no direct frontage along Woodstock Cuba Road, but it does have approximately four hundred and twenty (420') feet and two hundred and forty (240') feet of frontage along Woodstock Hills Drive. The course was constructed in the late 1960's and the clubhouse and other accessory facilities were constructed in 1977. When the course was constructed it was permitted by right under the Zoning Ordinance at that time. Chart 1 in the Memphis and Shelby County Zoning Ordinance classifies a golf course as either a lodge, club, and/or country club under the land use title. The current Zoning Ordinance adopted in January of 1981 requires that a Special Use Permit approval be made for the golf course and clubhouse.

Request:

The applicant is requesting that the entire three hundred and three (303) acre site be recorded as a planned development with two designated areas in lieu of a Special Use Permit. **Area "A"** consist of one hundred and ninety eight (198) acres and is being utilized as a eighteen (18) hole golf course since the late 1960's. **Area "B"** consist of one hundred and five (105) acres in which the existing clubhouse, maintenance building, swimming pool, tennis courts, practice driving range, and parking lot reside. The applicant is requesting multiple phases within **Area "B"** in which the **first phase** would consist of the proposed clubhouse, maintenance facility, cart cottage and parking lot. **Phase two of Area "B"** is planned to immediately follow the submission of Phase one this will include a new roadway and ingress/egress from Woodstock Cuba Road. Also anticipated is a practice driving range, three hole practice links course, a renewable energy field, and a walking trail with educational placards and seating for the public to learn about responsible energy and natural resource usage.

The applicant's intent is to demolish the existing clubhouse, maintenance building, swimming pool, tennis court and the parking lot in order to construct a **LEED** Platinum clubhouse, cart cottage, and maintenance facility complete with parking. **LEED stands for Leadership in Energy and Environmental Design. The United States Green Building Council (USGBC) created LEED as a rating system for green buildings. A Green building refers to the design, construction, and operation of buildings in an environmentally friendly way. LEED promotes a whole-building approach to sustainability by recognizing performance in five key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality.**

Site Plan Review:

A golf course is a recreation use compatible to residential uses. The new clubhouse is proposed to contain approximately ten thousand (29,000) square feet of building area. The other two facilities; the maintenance and cart cottage are proposed to have five thousand five hundred (5,500) square feet of building area.

Chart 2: Bulk Regulations and Permitted Residential Densities require that uses that are located within the Agricultural (AG) District have at least one (1) acre of lot area and sixty (60') feet of lot width along a roadway. Any new construction requires a minimum front yard setback of sixty (60') feet. Buildings shall be set back from side and rear lot lines, two (2) feet for each foot of building height. The maximum height allowed is thirty five (35') feet. The proposed clubhouse is approximately forty three (43') above grade to the peak of the roof and a total of twenty nine (29,000) feet of which is in a concrete basement. Therefore, the applicant is requesting that a forty five (45') height be allowed within Area "B". There is no maximum density per acre, floor area ratio, nor minimum Living Space Ratio (LSR) or Open Space Ratio (OSR).

Access and Parking:

Drives within Areas "A" and "B" shall be private and shall provide access to Woodstock Hills Drive and Woodstock Cuba Road. Private drives widths shall be a minimum of twenty two (22') feet wide except for one way traffic which shall be fourteen (14') minimum. This site has no direct access to Woodstock Cuba Road, but it does have a twenty four (24') foot width private drive which intersects with Woodstock Hills Drive. **Phase two of Area "B"** is planned to immediately follow the submission of Phase one this will include a new roadway and ingress/egress from Woodstock Cuba Road. This will reduce the existing traffic through the surrounding residential neighborhood.

According Chart 4:Required Parking and Queuing Spaces by Uses, a lodge, club and/or country club with a golf course is required to have one hundred (100) parking spaces per each nine (9) holes in the golf course. This would result in two hundred (200) parking spaces. The original site had one hundred and eighteen (118) parking spaces. The new redesign of the site will result in one hundred seventy eight (178) parking spaces, sixty (60) additional spaces. Although, this would result in forty (40) fewer than the required parking spaces, this site has operated with this amount of parking spaces for over forty (40) years without having any negative impact on the availability of spaces.

Landscaping:

A twenty five (25') foot wide landscape screen shall be planted and maintained along Woodstock Hills Drive. At least five (5%) percent of all parking areas shall be landscaped. Equivalent landscaping may be substituted for the required landscaping, subject to the approval of the Office of Planning and Development

Drainage:

Drainage improvements are to be provided under contract in accordance with Subdivision Regulations. The area added to the planned development through this amendment shall be governed by the requirements of the City of Memphis Drainage Design Manual. The areas where the Drainage Manual applies shall be shown graphically on the outline plan.

Conclusions:

The request is for a planned development to allow for a site plan review and development phases of an existing golf course and a new clubhouse and other accessory facilities is recommended for approval. .

This golf course has operated at this location for over forty (40) years. The structures proposed for this site meet the bulk requirements for the Agricultural (AG) District, with the exception of the parking and height requirements. Although, this would result in forty (40) fewer than the required parking spaces, this site has operated with this amount of parking spaces for over forty (40) years without having any negative impact on the availability of spaces. The proposed clubhouse is approximately forty three (43') above grade to the peak of the roof and a total of twenty nine (29,000) feet of which is in a concrete basement. This request will not be unduly detrimental to other properties and will be in reasonable harmony with the character of the area where the property is located.

RECOMMENDATION: Approval with Conditions

OUTLINE PLAN CONDITIONS

P.D. 08-309 CC

I. Uses Permitted:

- A. Area "A" (198.26 acres) Existing developed 18-hole golf course with cart paths.
- B. Area "B" (105.62 acres) Clubhouse, Cart Cottage, Maintenance Cottage, Spa Facility, Practice Range, Multihole Links Practice Course, Renewable Energy Field, Park, Walking Trails, Cart Paths, Private Drives
- C. Passive recreation and environmental education uses allowed in all areas.
- D. All other uses associated with a golf course shall be permitted in all areas. (i.e. snack bar, restrooms, storm shelters, etc.)

II. Bulk Regulations:

- A. The bulk regulations of the AG Agricultural District apply with the exception of a Maximum Building Heights shall be 45 feet.
- B. Maximum Windmill Heights shall be 60 feet to the windmill hub.

III. Access Parking and Circulation:

- A. Drives within Areas "A" and "B" shall be private and shall provide access to Woodstock Hills, Woodstock Cuba, or other areas of the PD.
- B. Parking shall comply with Section 28 of the Zoning Regulations
- C. Private drives widths shall be a minimum of 22 feet wide except for one way traffic which may be 14'-0" minimum and shall be governed by the County Fire Department.

IV. Landscaping:

- A. A 25 foot wide landscape screen shall be planted and maintained along Woodstock Hills Drive.
- B. At least five percent of all parking areas, excluding the landscaping required above, shall be landscaped.
- C. Equivalent landscaping may be substituted for the required landscaping, subject to the approval of the Office of Planning and Development

V. Drainage:

- A. Drainage improvements to be provided under contract in accordance with Subdivision Regulations. The area added to the planned development through this amendment shall be governed by the requirements of the City of Memphis Drainage Design Manual. The areas where the Drainage Manual applies shall be shown graphically on the outline plan.
- B. In the area governed by the requirements of the Drainage Manual design of the storm water conveyance and management facilities' for this project shall be in accordance with the "City of Memphis Drainage Design Manual". The manual requires on-site detention of storm water run-off, generated from this project, which exceeds the capacity of the downstream system. Drainage calculations performed in accordance with this manual shall be submitted verifying that adequate non-buildable areas have been provided for storm water detention facilities. For information concerning this requirement, please contact the City/County Engineer's Office.
- C. The following note shall be placed on the final plat of any development requiring on-site storm water detention. The areas denoted by "Reserved for Storm Water Detention" shall not be used as a building site or filled without first obtaining written permission from the City or County Engineer, as applicable. The storm water detention systems located in these areas, except for those parts located in a public drainage easement, shall be owned and maintained by the property owner and/or property owners' association. Such maintenance shall be performed so as to ensure that the system operates in accordance with the approved plan on file in the City/County Engineer's Office. Such maintenance shall include, but not be limited to removal of sedimentation, fallen objects, debris and trash, mowing, outlet cleaning, and repair of drainage structures.
- D. This project must be evaluated by the Tennessee Department of Health and Environment regarding their jurisdiction over the watercourses on this site in accordance with the Water Quality Control Act of 1977 as amended (TCA 69-3-101 et sec.).

VI. Signage:

- A. A maximum of two detached ground mounded signs are permitted with a maximum surface area of 50 square feet each.

VII. Site Plan Review:

The area of expansion of the planned development shall be governed by the following site plan review requirements.

- A. A final plan for each phase shall be submitted to the Office of Planning and Development for administrative site plan review. The final plan shall include proposed improvements, a landscape plan and other information as requested by OPD. The staff shall consider the following factors.
 - 1. Compatibility with land uses in the surrounding area and between proposed uses with the planned development.

2. Adequacy of facilities (streets, schools, parks, sewers, drainage, etc) and conformance to the Zoning Regulations and standards.
 3. Landscaping and adequacy of screening from residential areas.
 4. Building orientation and setback.
 5. Access and circulation
 6. Parking spaces and design
 7. Outline plan conditions
- VIII. Final plans shall not be approved until the site plan for that phase is approved by the Land Use Control Board. The Board may approve, approve with conditions or reject the site plan. If necessary the Board may take the matter under advisement or defer the decision until the next regular meeting of the Board.
- IX. The Land Use Control Board may modify the landscape, parking, signs and bulk requirements if suitable alternatives are presented.
- X. Any final plan shall include the following:
- A. The outline plan conditions.
 - B. The exact location and dimensions including height, of all buildings, parking areas, drives, required landscaping, and signs.
 - C. The number of parking spaces.
 - D. The location and ownership, whether public or private, of any easement.
 - E. A statement conveying all common facilities and areas to a property owners' association, or other entity, for ownership and maintenance.
 - F. The 100 year flood elevation.

GENERAL INFORMATION

- Street Frontage:** 241' ~ Woodstock Hills Drive
- Planning District:** Millington
- Census Tract:** 202
- Zoning Atlas Page:** 1435
- Zoning History:** This area has been utilized as a golf course for over forty (40) years.

DEPARTMENTAL COMMENTS

The following comments were provided by agencies to which this application was referred:

City Engineer:

1. Standard Subdivision Contract as required in Section 500 of Subdivision Regulations.
2. This site is located in the Memphis Reserve Area.

Sewers:

3. City sanitary sewers are available at developer's expense.
4. The developer shall contact the City Sewer Engineer regarding the impact of this use and any additional structures on the existing sewer pump and force main.

Roads:

5. Dedicate # feet from centerline of (street name) and improve in accordance with Subdivision Regulations.

Private Drives:

6. Provide cul-de-sac radii on all streets.
7. Private drive cul-de-sac turn-arounds shall have a minimum paved diameter of 66 feet. If the cul-de-sac exceeds 300 feet in length, the turn-around shall have a minimum paved diameter of 80 feet or shall be posted as a "Fire Lane" (Reference Section 602.6.7 of City Fire Code).
8. All private drives/rear service drives shall be constructed to meet pavement requirements of the Subdivision Regulations, applicable City Standards, and provide a minimum width of twenty-two feet (22').
9. Easements for sanitary sewers, drainage and other required services as indicated on the final recorded plat may be located and utilized within private drives. The City shall not be responsible for street repairs within the private drives, even though the pavement and base may have to be removed to work on sewers or drainage. The responsibility of repairing the private drives shall be that of the owners and/or Property Owners' Association.

Curb Cuts/Access:

10. The City/County Engineer shall approve the design, number and location of curb cuts.
11. Any existing nonconforming curb cuts shall be modified to meet current City/County Standards or closed with curb, gutter and sidewalk.

Drainage:

12. The developer should be aware of his obligation under 40 CFR 122.26(b)(14) and TCA 69-3-101 et. seq. to submit a Notice of Intent (NOI) to the Tennessee Division of Water Pollution Control to address the discharge of storm water associated with the clearing and grading activity on this site.
13. If the State will not issue an ARAP Permit for the concrete channel lining of the major drainage way, a drainage easement - unbuildable area - common open space along the major drainage way must be provided consistent with drainage plans approved by the City/County Engineer and an A.R.A.P. Permit. The easement width may be equal to as much as 2.5 times the top of bank width, measured from either side of the stream centerline, in order to protect buildings and accessory structures from bank caving and stream meandering.
14. The preliminary/outline plan shall reflect a minimum 25-foot rear yard, exclusive of the easement along the natural drainage way, as well as a buildable area and front yard setback on each buildable lot.
15. Part of this site is located within the 100-Year floodplain of according to the FEMA maps. Appropriate flood protection measures must be taken to prevent flood damage. The 100 year floodplain boundary line and elevation shall be reflected on the final plat and engineering plans.
16. Part of this site is within the FLOODWAY according to the FEMA maps. No filling or construction shall be permitted within the Floodway. The Floodway boundary shall be reflected on the final plat and engineering plans.
17. Adequate queuing spaces in accordance with the current ordinance shall be provided between the street right-of-way line and any proposed gate/guardhouse/card reader.
18. Adequate maneuvering room shall be provided between the right-of-way and the gate/guardhouse/card reader for vehicles to exit by forward motion.

General Notes:

19. The width of all existing off-street sewer easements shall be widened to meet current city standards.
20. All connections to the sewer shall be at manholes only.
21. All commons, open areas, lakes, drainage detention facilities, private streets, private sewers and private drainage systems shall be owned and maintained by a Property Owner's Association. A statement to this effect shall appear on the final plat.
22. Required landscaping shall not be placed on sewer or drainage easements.

County Engineer:

City Fire Division: No comments received.

County Fire Department: No comments received.

City Real Estate: None.

County Real Estate:

City/County Health Department- No objections.

City Board of Education: No comments received.

County Board of Education:

Construction Code Enforcement: No comments received.

Memphis Light, Gas and Water:

Bell South / Millington Telephone:

Memphis Area Transit Authority (MATA): No comments received.

OPD-Regional Services: No comments received.

OPD-Plans Development:

Division of Park Services: No comments received.

County Conservation Board: No comments received.

County Sheriff: No comments received.

Neighborhood Associations: None contacted.

SW: CMc