

BRISTOL, TENNESSEE
MUNICIPAL REGIONAL PLANNING COMMISSION
October 15, 2018
6:00 PM

- I Call to Order and Roll Call

- II Approval of Minutes
 - A. September 17, 2018

- III Unscheduled Comments from the Public

- IV Old Business
 - A. None

- V New Business
 - A. None

- VI Other Matters
 - A. Design Standards Project

- VII Adjournment

**BRISTOL TENNESSEE MUNICIPAL REGIONAL
PLANNING COMMISSION
MINUTES
September 17, 2018**

Members Present:

Kelly Graham, Chairman
Mark Webb, Vice Chairman
Joel Staton, Secretary
Mark Byington, Vice-Secretary
Scott Gaynor
Kevin Buck
Margaret Feierabend
Jack Young

Staff/Others Present:

Tim Beavers
Danielle Kiser
Steve Blankenship
Cherith Marshall
Ross Peters
Christy Justice
Heather Moore

Members Not Present

John Brothers

Mr. Kelly Graham called the Bristol Tennessee Municipal Regional Planning Commission meeting to order at 6:00 p.m. on Monday, September 17, 2018. Mr. Joel Staton performed roll call and a quorum was declared present.

APPROVAL OF MINUTES:

There being no corrections to the August 20, 2018 Planning Commission meeting minutes, they were unanimously approved as presented.

UNSCHEDULED COMMENTS FROM THE PUBLIC:

None

OLD BUSINESS:

None

A. Rezoning - Tennessee High School (Edgemont Avenue)

Mr. Ross Peters presented information on the rezoning request. Bristol Tennessee City Schools (BTCS) requested the rezoning of property located at 1112 Edgemont Avenue from R-2 (Single Family Duplex) and R-3 (Multifamily) to B-3 (General Business Zone). BTCS requested the rezoning to allow placement of an electronic message board on the property. The City's current Zoning Ordinance only allows placement of electronic message boards in a B-3 District. Staff reviewed the request and concluded that the requested zoning was inappropriate for the property for the following reasons:

- The use of the property as a school was currently allowed by right in the R-2 and R-3 districts and schools were not allowed by right in B-3 districts but are allowed by Special Use Permit.

- Rezoning to B-3 would not be compatible with the majority of the surrounding property zonings or uses.
- The Future Land Use Plan indicated the subject property should have institutional use.
- Rezoning to a B-3 District would not provide a buffer zone between the most intense business zone and adjacent residential districts and uses.
- The rezoning would be considered spot zoning because:
 - B-3 zoning would be a use classification totally different from the majority of the surrounding area.
 - The rezoning would not be consistent with the Future Land Use Plan.
 - The reason for the rezoning request was for the sole benefit of the property owner.

For the reasons indicated, staff recommended the Planning Commission forward an unfavorable recommendation to the City Council for the requested rezoning of property at 1112 Edgemont Avenue.

Mr. Kevin Buck questioned the difference between the scoreboard that was already located on the property and the proposed electronic message board. Mr. Beavers indicated the electronic message board could be placed anywhere on the school property; would only be allowed to display school information and thus could not display advertising.

Ms. Margaret Feierabend questioned if there were other options that would allow the use of a message board on the school property. Mr. Beavers indicated that under the current Zoning Ordinance, message boards were only allowed in the B-3 District, but that the Zoning Ordinance could be amended. Mr. Beavers concluded that one of staff's 2019 goals was to evaluate sign regulations within the Zoning Ordinance.

Mr. Scott Gaynor questioned if an unfavorable recommendation was made by the Planning Commission, would the school have the option to request a variance through the Board of Zoning Appeals. Ms. Danielle Kiser indicated that, while the School Board could not appeal the Planning Commission's decision to the Board of Zoning Appeals, the ultimate decision by City Council may be appealed as provided by law.

At this time, Mr. Kelly Graham opened the floor to public comment.

A citizen came forth to speak; she did not give her name, but stated she lived on the corner of Southside Avenue and Weaver Pike. The speaker questioned if the property were to be rezoned as requested, how it would affect her property. Mr. Graham indicated that the speaker's property could be affected because if the subject property were to be rezoned to B-3 as requested and an electric sign placed on the property, then the signage would be seen from the adjoining properties.

Mr. Barry Wade, Athletic Director at Tennessee High School, stated that it was the school's intention to use the message board to advertise for the students, but understands that the City did not want them to advertise. Mr. Wade indicated that schools in the surrounding area had message

boards on their property and felt that having a message board at Tennessee High School would give them an avenue to showcase student achievements, among other messages. At this time, Mr. Graham closed the floor to public comment.

Mr. Webb expressed concern that limiting the use of electronic message boards would inhibit the school from getting their messages out to students and parents; he also indicated that the Planning Commission should pursue avenues to allow message boards in institutional zones.

Mr. Scott Gaynor made a motion to accept staff's recommendation and send an unfavorable recommendation to the City Council to rezone the property as requested; Mr. Kevin Buck seconded the motion.

Discussion of the motion ensued and Ms. Feierabend reiterated that the motion was to deny the rezoning request, but wanted to state that in the future, the Planning Commission would be pursuing avenues to change the Zoning Ordinance so that message boards would be allowed.

Final vote count was made and the motion carried unanimously.

B. Sullivan County Zoning Resolution Text Amendment

Ms. Cherith Marshall opened discussion on the proposed text amendment. Sullivan County planning staff was proposing a text amendment to the Sullivan County Zoning Resolution. The proposed amendment was to allow Detached Accessory Dwelling Units. The changes were to be presented to the Sullivan County Commission once Sullivan County received comments from both Bristol and Kingsport regarding this proposal. As required by law, the Bristol Municipal Regional Planning Commission was requested to review and forward a recommendation to the Sullivan County Commission in regards to the proposed changes. Ms. Ambre Torbet, Sullivan County Planning and Codes Director, presented the Commissioners with a document containing the language of the proposed text amendment changes. Ms. Torbet indicated that there was a need for families to make accommodations for their growing families by adding an attached or detached dwelling to their homes and it was this need that prompted staff to review their zoning regulations. Ms. Torbet indicated that along with the amendment adding the use of attached and detached dwelling units, there were a few minor proposed changes to the definitions in the resolution, but those proposed changes were included in the document she presented to the Commissioners. This item was before the Bristol Municipal Regional Planning Commission as a favorable recommendation from the Sullivan County Planning Commission.

Discussion ensued concerning the use of septic systems for the detached dwellings. Ms. Torbet indicated the detached dwelling units would be required to have an independent septic system.

Mr. Mark Byington made a motion to accept staff's recommendation and send a favorable recommendation to the Sullivan County Commission to amend their Zoning resolution as requested; Mr. Jack Young seconded the motion. The motion carried unanimously.

At this time, Mr. Kevin Buck excused himself from the remainder of the meeting.

OTHER MATTERS:

Mr. Kelly Graham amended the agenda so that discussion of the Aesthetic Design Standards would be heard prior to discussion of the B-2E District discussion.

A. Aesthetic Design Standards Discussion

Mr. Tim Beavers shared with the Planning Commissioners information that staff received from them concerning the areas within the Zoning Ordinance of the Aesthetic Design Standards they would like to see changed which were:

- Shared driveways / parking in rear
- Streetscapes / landscaping
- Signs
- Connectivity / public access
- Awnings

Mr. Beavers indicated that it was his understanding from City Council that architectural design should be the focus of the discussion. Ms. Margaret Feierabend indicated that she felt as though discussion should not be limited to architectural designs. Mr. Beavers indicated that discussion should not be limited to architectural design, but it should be discussed first then move on to landscaping standards. Mr. Beavers suggested that the Commissioners begin looking at one district at a time to make the process not overwhelming. Mr. Mark Byington suggested that State Street be a starting point. Mr. Kelly Graham suggested that, instead of looking at what other cities had done, that the Commissioners focus their efforts on what had already been developed in the City of Bristol Tennessee and discuss any decisions that they would reconsider. The commissioners agreed to continue this item at the September meeting.

At this time, Mr. Mark Byington excused himself from the meeting.

Discussion ended.

B. B-2E Text Amendment

Mr. Tim Beavers suggested that due to the Commissioners deciding to begin working on the design standards in the B-2E district, that the B-2E District discussion on this agenda be concluded to the next meeting; the Commissioners were in agreement with this suggestion.

STAFF UPDATES:

Mr. Kelly Graham made a recommendation to move the January 21, 2018 Planning Commission meeting to January 28, 2018 due to the Martin Luther King, Jr. Holiday, all members present were in agreement to the change.

With no other business to discuss, the meeting was adjourned at 7:46 p.m.

Chairman, Kelly Graham

MEMORANDUM

TO: BRISTOL TENNESSEE MUNICIPAL REGIONAL PLANNING COMMISSION
FROM: CHERITH M. YOUNG
SUBJECT: DESIGN STANDARDS PROJECT
DATE: OCTOBER 10, 2018

During the development of the B-2E ordinance adopted earlier this year, City Council suggested consideration for the expansion of design standards for commercial projects in the City. The Council requested staff and the Planning Commission research the issue and included it as a goal for the Department in the Fiscal 2019 Goals and Objectives Program: *Complete analysis and development of architectural design standards for commercial property development by September 30, 2018.*

Staff surveyed Planning Commission members prior to the September meeting to see what areas may be of concern to Commissioners. Feedback included – shared driveways/parking in rear, streetscapes/landscaping, signs, connectivity/public access, and awnings.

Staff plans to continue the Planning Commission discussion on Design Standards with the presentation and discussion of photo examples during the meeting on October 15, 2018. Staff will also present a closer look at the standards in effect in Bristol, TN, Johnson City and Kingsport. The following pages contain a summary of the standards in effect in each community.

Please contact me with any questions or if I may provide additional information.

A handwritten signature in black ink, appearing to read "Cherith M. Young". The signature is written in a cursive style with a long, sweeping underline that extends to the right.

Bristol, Tennessee

Design standards are addressed through separate chapters in the Zoning Ordinance –

- Chapter 2 contains regulations related to Parking, Signage, and Access Control
 - 213. Off-Street Automobile Parking
 - 216. Billboard and Sign Regulations
 - 225. Access Control

- Chapter 4 contains the regulations which apply to the five established overlay districts: the Volunteer Parkway Overlay, Central Business District Overlay (B-2 zone), Central Business Expansion District Overlay (B-2E zone), Limited Business/Neighborhood Shopping Overlay (B-1A and B-1B zones), and the Highway 394 Overlay. These districts include a design standard, which prohibits specific materials on the exterior façade of buildings in the overlay, including: bare cinder block, bare concrete block, and single sheet corrugated or ribbed panel metal siding. The Central Business, Central Business Expansion, and Limited Business/Neighborhood Shopping Districts also prohibit wood (except as an accent). The 394 Overlay District includes additional height regulations and standards related to highway access points.
 - 408. Planned Development Overlay

Standard	Does this apply in Bristol, TN?
Building Orientation/Site Development	Must meet zoning setbacks.
Architectural Elements	No
Exterior Materials	Overlay Districts Prohibit Bare Cinder Block, Bare Concrete Block, Single sheet corrugated or ribbed panel metal siding, Wood (except as an accent)
Exterior Colors	No
Exterior Lighting	City Code contains lighting ordinance which regulates general lighting standards.
Landscaping	Zoning Ordinance contains landscaping and buffering requirements, and continued maintenance.
Fencing/Walls	Zoning Ordinance contains fencing standard for projects requiring site plan approval – fences shall be constructed of wood or masonry materials compatible with the surrounding development. No wire fencing or unfinished cinder block walls. Minimum of 5’, maximum of 8’.
Ancillary Equipment (HVAC equipment, dumpsters, storage structures)	Dumpsters must be screened.
Parking	Number and size is designated by Zoning Ordinance
Streetscape Requirements	Trees are required but may be planted in alternate designs.
Site Furnishings	No

Loading Docks	No
Storage material	No
Drive-through Equipment	No
Utilities	No
Architectural Review Board or Design Review Commission?	No
Signage	Number and size is designated by Zoning Ordinance
Do Standards Apply in Overlay only or City-wide?	Both city-wide and in overlays
Are specific standards included in the ZO or stand-alone document?	In Zoning Ordinance, with some in City Code

Johnson City, Tennessee

The City of Johnson City utilizes architectural design standards in several commercial overlay district, outside of established historic districts, including the Design Overlay District, Corridor Overlay District, and Gateway Overlay District. These overlays are corridor-based. Like Bristol, standards geared towards project aesthetics and site design are included in their Zoning Ordinance such as landscaping which apply to commercial projects city-wide. The table below contains a sample of the regulations included in the Design Overlay District.

Standard	Johnson City
Building Orientation/Site Development	<p>Must meet minimum zoning code standards.</p>
Architectural Elements	<p>Buildings shall be designed and constructed to avoid lengthy, unbroken facades with no scale, detailing, or fenestration. Examples of architectural details include: recessed or articulated wall surfaces; columns and beams; windows and other openings that reflect and enhance the character and style of the building; and defined rooflines. The use of sloped roofs in combination with flat roofs, may be used to vary the building profile and to provide equipment screening.</p>
Exterior Materials	<p>Exterior building materials that are prohibited, when visible from the designated roadway or abutting residential development, include: corrugated metal siding; vinyl siding; and unpainted concrete block. A minimum of seventy-five percent (75%) of every exterior building wall, excluding glass that is visible from a public right-of-way or an abutting residential development shall be comprised from the following materials: natural clay brick; and/or natural quarried stone products. Secondary façade materials, which may be used up to twenty percent (20%) on exterior building walls include: hard-coat stucco; concrete materials (not limited to architectural split-face block, tilt-up concrete, or precast concrete); synthetic stucco (EIFS); fiber-cement siding; and/or other materials as approved by the Development Services Director, or his/her designee. Painted smooth-faced concrete block, wood, architectural metal, and/or other materials differing from those used as primary and secondary materials may be utilized, in an amount not to exceed five percent (5%).</p>
Exterior Colors	<p>No</p>
Exterior Lighting	<p>Exterior lighting shall not emit any light above a horizontal plane. Searchlights, laser source lights, or any similar high intensity light for advertising purposes shall be prohibited. The maximum height of lights not located in the public rightof-way shall be thirty-five (35) feet.</p>

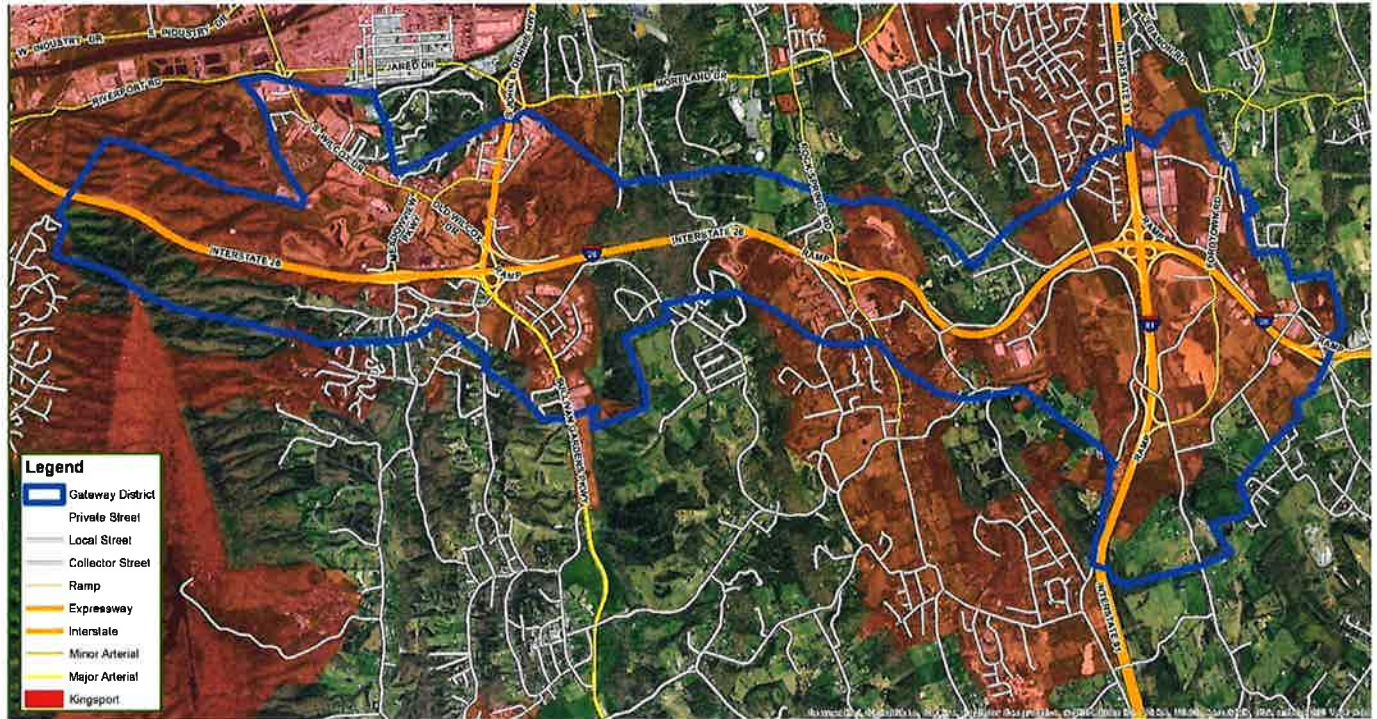
Landscaping	Yes, in zoning code
Fencing/Walls	Yes
Ancillary Equipment (HVAC equipment, dumpsters, storage structures)	Ground-mounted mechanical equipment shall not be located in the front yard and shall be screened from view from the designated street by the use of walls, fences, or landscaping. Roof-mounted mechanical equipment shall be properly screened to minimize visual impact from the designated street, where such screening will be effective. Where screening will not be effective, the color of the equipment shall be the same as or complementary to the building. Refuse collection areas shall be located in the side or rear yard and shall be screened so as to minimize visibility.
Parking	Number and size designated in zoning code. A landscaped pedestrian way, a minimum of five (5) feet in width, is encouraged to be provided between the rows of parking that lead into the primary customer entrance(s) of the business establishment.
Streetscape Requirements	No
Site Furnishings	No
Loading Docks	Service areas, including storage, special equipment, maintenance, and loading areas, shall be screened so as to minimize visibility from the designated roadway or abutting residential development.
Storage material	Service areas, including storage, special equipment, maintenance, and loading areas, shall be screened so as to minimize visibility from the designated roadway or abutting residential development.
Drive-through Equipment	No
Utilities	All required to be underground except power lines in excess of 100 amp, 3 phase, 2500 KVA.
Architectural Review Board or Design Review Commission?	Staff
Signage	All signage located within the overlay shall comply with the requirements of the underlying zoning except - No freestanding or development identification sign shall exceed 30 feet in height as measured from the surface grade at the base of the sign or from the surface grade of the highway to which this overlay is applied. No freestanding sign or development identification sign shall exceed 200 sf in sign area. If the distance from the outside driving lane of the adjacent right-of-way to the property line is greater than sixty (60) feet, then the setback for a permitted freestanding or development identification sign may be reduced to ten (10) feet.

<p>Do Standards Apply in Overlay only or City-wide?</p>	<p>Standards only apply in the Design Overlay (DO) zone, which are along some roadways and 300' back from road frontage.</p>
<p>Are specific standards included in the ZO or stand-alone document?</p>	<p>City Code (ZO section)</p>

Kingsport, Tennessee

The City of Kingsport utilizes architectural design standards in one commercial overlay district, the Gateway District Overlay, outside of established historic districts. Like Bristol, standards geared towards project aesthetics and site design are included in their Zoning Ordinance such as landscaping which apply to commercial projects city-wide.

The Gateway District Overlay includes the following area:



The following table contains development guidelines for the Gateway District:

Standard	Kingsport
Building Orientation/Site Development	Developments are encouraged to be located and configured in a harmonious manner with surrounding developments, existing terrain, and not to impede scenic views within the corridor.
Architectural Elements	All development designs are to be consistent or compatible within a development in terms of architectural design, exterior building materials, colors and/or arrangement of buildings. Rooflines shall be strongly defined, large blank walls shall be avoided
Exterior Materials	Selection and use of materials should respect the climate and heritage of the area. Materials encouraged-brick, stone, and stone veneers, plate glass, precast concrete panels, architectural block, glass block, and EIFS. Unacceptable materials - plywood or plywood-based products, pre-engineered metal, painted or natural concrete block, and composite building parcels, and vinyl siding.

Exterior Colors	In general, neutral or muted tones should be used. A maximum of three predominant colors should be used. Painted or factory-finished metal should be used only in dark colors with a matte finish.
Exterior Lighting	Design Standards contain minimum regulations for lighting - no spillover is allowed, neon is not encouraged and light poles are to be neutral, dark in color, and not made of wood.
Landscaping	Design Standards contain minimum regulations and have incentives for providing more landscaping.
Fencing/Walls	Long fences (50'+) should be broken up by landscaping or undulation in the fence line. Chain link and unfinished wood are not allowed.
Ancillary Equipment (HVAC equipment, dumpsters, storage structures)	Service areas, storage equipment, refuse collection areas must be screened.
Parking	Parking is to be visually shielded from public view, visually screened from roadways with plantings or earth mounding and material shall provide 60% opacity in winter and 80% in summer.
Streetscape Requirements	Visual buffers shall be provided along interstates, expressways, or major arterial streets by using fences, vegetation, berming.
Site Furnishings	No
Loading Docks	Service areas, storage equipment, refuse collection areas must be screened.
Storage material	Outdoor display areas may require up to 50% greater landscape requirements.
Drive-through Equipment	No
Utilities	All utilities should be placed underground.
Architectural Review Board or Design Review Commission?	Yes, Historic District Commission and Gateway Review Commission
Signage	Signage is reduced by 50% in some overlay districts. Sign design and materials are regulated by design standards.
Do Standards Apply in Overlay only or City-wide?	Overlays
Are specific standards included in the ZO or stand-alone document?	Zoning Ordinance

Landscape Standards Comparison

Each of the Tri-Cities have implemented a landscape regulations which apply to all commercial projects regardless of their location within a design overlay. The following table contains a comparison of commonalities and differences of landscape regulations in each municipality.

An approved landscape plan is required for new development in each city.

- In Bristol and Johnson City, the landscape plan is approved as a part of the site plan approval process. In Kingsport, the plan is approved following the issuance of a building permit. A certification of completion of landscaping must be issue.



For the point of comparison, staff imagined a fictitious development scenario along a highway commercial corridor and applied each set of regulations to the project.

The parcel to the left could be located on any commercial highway and is zoned B-3/General Commercial. The parcel to the north of the subject property is zoned R-3/Multi-family.

The gray square represents the site of a new, commercial building. The site has approximately 130 feet of road frontage.

The table on the following page contains a comparative list of requirements.

Minimum Landscape Standards for Example Site				
	Street Trees	Parking Lot Islands/Interior Tree Planting Areas	Minimum Landscape Area	Miscellaneous
Bristol	Utilizing <u>Chapter 11</u> - 4 trees (Spaced at 30' on center for Class A trees) OR 7 (20' on center for Class B trees), allows for planting in alternate designs OR <u>Chapter 11 A</u> – 3 trees (1/50 linear feet)	1 parking lot island for every 12 parking spaces, All ends of parking rows shall terminate as landscape islands.	Front yard – 10' Side Yard – 5' Rear Yard – 5'	
Kingsport	3 trees (1/50 LF and any fraction over 25 linear feet) allows for grouped plantings	1 tree per 5 parking spaces. Properties with 5,000 SF+ of paved area must have interior tree planting areas which total 5% of the total paved area. 1 tree must be planted for each 600 SF of interior landscape area. The use of terminal islands for rows of parking is encouraged	10' abutting public streets	Of the required landscape area, a minimum of 20% will be building perimeter plantings (minimum of 2.5 feet) for any building side fronting an access street. The sum of all landscaping contained shall be a minimum of 10% of the entire land area.
Johnson City	3 or 4 trees depending on type, 1 Type 1 shade tree or 2 Type 2 shade trees provided per 50 linear feet of street frontage. Trees may be spaced or grouped.	35 SF of interior landscape area shall be provided per parking space. 1 tree shall be provided per 10 parking spaces.	Front Yard – 10' Along all abutting streets – 10'	Provides incentives for tree preservation. Ordinance requires tree variety.