



MEMORANDUM

Date: August 21, 2025

To: Luke Winchester, Chairman
and Planning Commission

From: Jon Baughman, City Planner
Jill Johnson, Planner I

Re: Courtyards at McFarland
Annexation, Plan of Services, Rezone, and Preliminary
Master Development Plan PUD
Map - 077
Parcel(s) – 1.00

Request: Ragan Smith, on behalf of their client, Epcon Communities, is seeking an annexation, plan of services, rezone and a preliminary master development plan PUD approval for a multi-family age-restricted development, the Courtyard at McFarland. The proposed development site is located at 5025 Old Lebanon Dirt Rd. and located in District 3.

History: *This is a resubmittal of the prior plan submitted in April. The difference is the land use plan amendment received a negative recommendation at Planning Commission; however, it was brought before the Board of Commissioners where it passed first reading. This submittal is to allow the Planning Commission to provide a recommendation on the annexation, pmdp and rezone. This plan has been resubmitted on several occasions with various iterations. The plan was originally submitted as a commercial mixed-use PUD, which coincided with the future land use plan, and included the required 25% commercial, with an original density of 3.35 upa, along with 10 acres (27%) of open space. Later iterations included a park in lieu of commercial development. The park area is no longer included in the PUD boundary, though it is shown on these plans.*

Overview: This most recent proposal is detailed throughout this report and has removed the 25% commercial portion as required for a mixed use PUD and now proposes a multi-family residential only PUD with a base zoning of RM-8. The land for area 2 (7.09 acres, park area) is not located within the PUD boundary anymore.

The subject property consists of approximately 29.91 acres, on the eastern portion of Old Lebanon Dirt Road. The subject property is currently in Wilson County and is zoned R-1 and therefore will require an annexation and rezoning. The zoning requested is RM-8 (multi-family). The land use plan identifies the area as mixed use and land use amendment to multi family is already underway. The current iteration of the PUD is 29.91 acres of which 8.76 acres (29.28%) is shown as open space and includes 0.5 acres of an onsite cemetery that will be maintained by the HOA.

The current proposed density of the site is 4.17 dwelling upa and a total residential unit count of 125 units on 29.91 acres. This includes 9 front-loaded single-family homes, 37 alley loaded single

family homes, and 79 alley loaded townhomes. The estimated population at build out will be 213 residents.

The City's land use plan currently identifies the property as mixed use and the applicant is requesting a land use plan amendment for multi-family. This request does not align with the future land use map therefore a land use amendment is required and currently underway. A summary of the request is provided below:

<i>REQUEST</i>	<i>Land Use Map</i>	<i>Requested Classification</i>	<i>Current Zoning</i>	<i>Requested Zoning</i>
<i>Annexation, POS & PMDP-PUD, Rezone</i>	<i>Mixed Use</i>	<i>Multi-Family</i>	<i>Wilson County R-1</i>	<i>RM-8 & RS-40</i>

Future Land Use: There is a request to change the future land use from mixed use to multi-family and parks and rec. The requested classifications do not match the future land use plan designation. The Planning Commission has already provided a negative recommendation to the Board of Commissioners for this land use amendment.

Zoning: The zoning is R-1 in Wilson County. The applicant is seeking RM-8 for multi-family residential on 29.92 acres. The 7.09 acre park area will default to RS-40 zoning should it be annexed. The 7.09 acre park area is not included in the PUD overlay.

Annexation/Urban Growth Boundary: The subject property is within the City's urban growth boundary.

Plan of Services: A plan of services is included for review.

Findings: In reviewing the requested zoning actions, staff finds that the request DOES NOT (land use plan) agree with all of the following findings, as contained in the zoning ordinance. The proposed annexation and rezone:

- 1. is not agreement with the general plan for the area, and*
- 2. does not contravene the legal purposes for which zoning exists, and*
- 3. will have no adverse effect upon joining property owners, unless such effect can be justified by the overwhelming public good or welfare, and*
- 4. is not materially beneficial to a property owner or small group of property owners and will not be detrimental to the general public, and*
- 5. is possible because conditions affecting the area have changed to a sufficient extent to warrant an amendment to the zoning map, and*
- 6. allows uses by right, for which the base infrastructure is in place or will be required, to support their operation.*

Preliminary Master Development Plan:

Overview: The subject site is located on the north side of Old Lebanon Dirt Road, east of NMJR and is presently undeveloped farmland. The proposal includes one parcel, of which is to include 125 proposed age-restricted residential units, consisting of 46 single family residential units, and 79 townhome units. The development timeline shows construction to begin July 2026, with anticipated completion by February 2028. This development is proposed for 29.91 acres. There will be 2.34 acres for ROW dedication for the future road widening. This project will include 8.76 acres (including 0.50 acre cemetery) of open space.

5-103, Bulk Standards: The total number of residential units is 125. The overall residential density is 4.17 units per acre, with an estimated population at buildout of 213. The maximum density allowed for RM-8 zoning is 7.9 upa. The minimum lot area proposed is 2,975 sf for townhomes and 5,400 sf for single family lots. The average lot size is 4,547sf. There are no average lot area requirements for age-restricted PUDS, but RM-8 zoning requires a minimum lot size of 5,000sf. Waivers to the bulk standards are detailed below. To be noted, the intent of the residential units is to have shared courtyards open to all residents, with passive backyards.

Summary of the proposed residential uses with a total number of 125 units:

Front loaded single family: 9 units
Alley loaded single family: 37 units
Alley loaded townhomes: 79 units

5-104.3a - Required Setbacks per RM-8 standards:

Front: 20'
Side: 8'
Rear: 20'

Proposed Setbacks for RM-8 (waiver request to be included):

Front loaded Single fam.:	Alley Loaded Single Fam.:	Alley Loaded Townhomes:
Front: 30' min	Front: 10' min	Front: 10' min
Side: 5'	Side: 5' min	Side: 0' min
Rear: 17'	Rear: 17' min	Rear: 5' min
		Building Separation: 20' min

5-104.3.a – Required Lot width per RM-8 standards:

Min. Lot width required 100'.

Proposed lot width (waiver request to be included):

Single Family:	Townhome:
53' at Building Setback	32' at Building Setback

5-104.3.a – Required Lot area per RM-8 standards:

Min. lot area required per base RM-8 zone – 10,000 sf minimum and 15,000 sf average – NOT APPLICABLE TO AGE-RESTRICTED – 5,000 sf required by RM-8 zoning.

Proposed lot area (waiver request to be included):

Single Family:	Townhome:
5,400 sf	2,975 sf

9-103.2 Required Parking:

One and two family detached require: (2) spaces per dwelling unit – **92 required**

Multi-family require: (1 ½) spaces for one bedroom, (2) spaces for two or more bedrooms. – **158 required**

Total Required: 250 spaces

Proposed parking (447 spaces combined)

Garage: 250 spaces (2 per unit)

On Street: 171 spaces

Amenity: 26 spaces

(HOA restrictions will not allow driveway parking)

Open Space/Amenities: The applicant has shown 8.76 acres (29.28% of residential RM-8 lot) as open space. The scope of open space improvements includes a 2,000 sf amenity building, pool, pickleball court, walking trails and an HOA maintained cemetery.

Pedestrian/Vehicle Connections: Vehicular connections are provided via an access point (Road A) to the North on E. Division Street, two access points along Old Lebanon Dirt Road. Pedestrian connections are shown on this PMDP and further refinement will occur at FMDP plan review. Bicycle parking is provided per code requirements. Wheel stops are not shown and are not allowed. Further parking review and refinement will occur upon subsequent submittals.

5-104.1 and 4-114 (Sub-regs) Development Standards for Multi-Family Development: Approximately 8.76 acres or 29.28% of the site is devoted to passive open space. Improvements are to include a minimum 2,000 sf clubhouse, pickleball courts, minimum 800 sf pool, and walking paths. At least 10% improved open space shall be maintained.

Several waivers, listed below, are sought from the requirements of this section of code. All applicable regulations which do not receive a waiver will apply at final master development plan/site plan submittal, including those found in zoning regulations section 5-104 and subdivision regulations section 4-114.

A design waiver has been requested, as shown below, in regard to the elevations for all residential facades, to include a minimum of 65% brick/stone and up to 35 % per side of hardie/fiber cement, stucco or other cementitious material. The current regulations require 100% brick or stone. A waiver has also been requested for the amenity center/clubhouse for a minimum of 75% brick/stone with up to 25% hardie/fiber cement, stucco or other cementitious material. No metal or vinyl is allowed on any façade. All other amenity structures are show to comply with the 100% brick/stone elevation requirements.

Landscaping: The site will require landscape buffers. Enhanced landscape has been requested along E. Division and Old Lebanon Dirt Road. Notes provided indicate the buffers will be in open space and be the responsibility of the HOA. Notes are provided which indicate as many trees as possible will be saved, and a tree preservation plan will be requested. A full landscape plan will be required at FMDP/site plan submittal and reviewed for code compliance at that time.

Other: All wet retention ponds shall include lighted fountains and include perimeter landscaping. The mail kiosk notes show it will be covered and lit. Notes and details indicate fencing will be low maintenance and decorative and will be the responsibility of the HOA. Site lighting will be reviewed at site plan submittal. Staff requests additional details, such as bike rack, decorative trash receptacles, and dumpster location for the amenity center to be provided at site plan/FMDP submittal.

Waivers - the following are requested:

1. 5-103.a – Bulk regulations for RM 8 zoning. A waiver is requested to reduce the minimum lot area, lot width and yard requirements for the residential homes and townhomes within the development to those shown on the site data table. The request is due to the shared side courtyards of the home, the inclusion of the attached townhome products. The desire to create a pedestrian friendly streetscape, and intention to reduce driveway lengths to not allow parking.

a. Minimum lot area requirement: 5,000 sf.

Minimum lot area provided:

Townhomes 2,975 sf., Single Family 5,400 sf. with average lot area of entire development at 4,547 sf.

(8-207.3.4) – *Average lot size minimums do not apply to active adult/senior lifestyle 55+ communities.*) **Waiver not required for average lot size but STAFF SUPPORTS less than 5,000sf lot area DUE TO AGE RESTRICTED DEVELOPMENT**

b. Minimum lot width required: 100'

Minimum lot width provided: Townhomes, 32' and Single Family 53' at building setback. **STAFF SUPPORTS DUE TO AGE RESTRICTED DEVELOPMENT.**

c. Minimum setbacks for RM-8 base zoning: 30' Front, 10' Side and 20' Rear

Minimum setbacks provided:

Front loaded single family- 30' front, 5' side, 17' rear

Alley loaded single family- 10' front, 5' side, 17' rear

Alley loaded townhomes- 10' front, 0' side, 5 rear with 20' building separation.

STAFF SUPPORTS, EXCEPT 5' SETBACKS FOR FRONT AND ALLEY LOADED. PROVIDE 7' IN LIEU.

2. A waiver is requested to the standard roadway cross sections outlined in the subdivision regulations roadway dimensions. Dimensions on plans to be confirmed at FMDP submittal.

a. Public road "C" - (5' walk, 5' grass strip, 2.5' curb and gutter, 12' lanes, 0.5' clear behind walk within ROW) 50' ROW

b. Public road "B" - (7' walk, 8' parallel parking zone or 5.5' grass strip with 2.5' curb and gutter at islands, 12' lanes) 50' ROW. 0.5' clear behind walk within ROW.

c. Private alleys (0.5' post curb, 11' lanes)

d. Private one-way drives (0.5' post curb, 8' parking zone, 15' lane)

e. 6.5' sidewalk on one side (7' walking surface inclusive of curb)

PUBLIC WORKS TO DETERMINE.

3. A waiver is requested to allow driveways on Road "A" (access street).

PUBLIC WORKS TO DETERMINE.

4. A waiver is requested to the residential supplemental regulations on architecture for all residential facades and the clubhouse. Minimum of 65% would be required to be brick/stone and up to 35% per side may be hardie/fiber cement, stucco or other cementitious material for the residential structures. A minimum of 75% brick/stone would be required on the clubhouse with up to 25% hardie/fiber cement, stucco or other cementitious material. Vinyl or metal siding is not permitted on any façade. The recreation structures are intended to comply with the 100% brick/stone regulations. **STAFF SUPPORTS PROVIDED THE FOLLOWING:**

- a. No two house plans and elevations shall be situated and built next to one another,
- b. No two house plans and elevations shall be situated and built across the street from one another.
- c. High visibility lots shall have 100% brick/stone.
- d. High visibility lots shall not have blank end facing the street side and shall
- e. include architectural features such as optional window packages and or fireplaces.
- f. The use of vinyl shall be prohibited.
- g. Garage doors shall be carriage style.
- h. Identify secondary material.

5. A waiver is requested to the residential supplemental regulations on architecture to allow front loaded garages without a 2' column between garage doors due to the aging demographic of this neighborhood and potential decreased motor skills/vision quality.

STAFF SUPPORTS DUE TO AGE RESTRICTED DEVELOPMENT.

6. A waiver is requested to allow private streets. These private streets provide front door parking for the alley loaded units that front Old Lebanon Dirt Road and Division Street.

PUBLIC WORKS TO DETERMINE.

Summary: This development will add 125 age restricted residential units (Estimated population of 213) between E. Division Street and Old Lebanon Dirt Road, east of NMJR. A land use amendment received a negative recommendation at Planning Commission but was passed by the Board of Commissioners and approved at first read. This resubmittal to the Planning Commission is for a recommendation on the annexation, rezone, pmdp and waiver requests.

Recommendation: Should the Planning Commission make a positive recommendation to the Board of Commissioners for the annexation, plan of services, and the preliminary master development plan PUD rezone for the Courtyard at McFarland on Old Lebanon Dirt Road, please include the following conditions:

Planning and Zoning:

1. Consider renaming the development as this could cause confusion with the immediate development to the South, McFarland Farms, for Emergency Services.
2. The amenities center building shall be approved via a separate site plan application to the Planning Department. Amenities shall be completed by 75th certificate of occupancy.

3. All requirements of the City's subdivision regulations shall be adhered to, except any waivers approved.
4. All bulk standards 5-103a shall be adhered to except any waivers approved.
5. The 5-104.1 multi-family residential zoning regulations shall be adhered to, except any waivers and variances approved.
6. All requirements of 4-114 A shall be adhered to, except any waivers approved.
7. All wall mounted utility equipment shall be painted to match the façade it is attached to.
8. Screen residential HVAC units with landscaping and specify their location on the final master development plan submittal.
9. All building mounted exterior lighting fixtures shall be decorative.
10. Mail kiosks shall be covered, include designated parking and be well lit. Mail retrieval areas shall not count towards improved open space.
11. Brick shall be clay, baked and individually laid.
12. Stone shall be individually laid.
13. Provide a phasing plan, the cover sheet indicates there is one but there is not.
14. Provide decorative street lighting throughout per code requirements, including at all entrances. Also, provide a streetlight typical at final master development plan. Maintenance and fees shall be the responsibility of the HOA.
15. Ensure light bleed from the amenity center and external activities do not negatively impact the residential lots nearby. Provide full photometric plan at FMDP submittal.
16. All amenities shall be completed by the issuance of the 75th Certificate of Occupancy.
17. Provide farm style fencing along both the Old Lebanon Dirt Road, and East Division property lines to enhance the streetscape. Fencing shall be constructed of decorative, low maintenance materials.
18. Provide perimeter landscaping around all retention/detention ponds.
19. Provide a lighted fountain for the wet pond.
20. Preserve as many trees as possible, especially around perimeter. Provide a tree preservation plan with FMDP submittal.
21. Existing trees can be utilized for perimeter buffers, should a tree survey be made and the materials meet the code requirements. Supplemental plantings will likely be required.
22. Provide decorative low maintenance fencing and enhanced landscaping around the perimeter of the cemetery. Provide a note that the cemetery will be maintained by the HOA. Provide details at FMDP submittal.
23. A complete landscape plan will be required at FMDP submittal.
24. Provide formalized elevations to include all materials and percentages at FMDP submittal.
25. Please provide information within the deeds and covenants, keeping this development age restricted in perpetuity.
26. Provide HOA covenants are restrictions for review.
27. Signage to be reviewed via separate application to the Planning Department.
28. Flammable landscape materials shall not be permitted within 3' of any structure.

Engineering:

1. The following variances or waivers are being requested:
 - [Sub. 4-103.3] to allow private streets: SUPPORTED
 - [Sub. 4-104.405] to allow stubbing an access street to an adjacent property: SUPPORTED

- [Zoning 5-104.4 (10)] to allow front loading lots on an access street: SUPPORTED only on one side of the street. The current plan shows two additional lots on the other side of the street.
 - [ST-121] Waiver to allow the proposed 54' right-of-way cross section on Road B: SUPPORTED only if the landscaping plans do not include plantings along the back of sidewalk.
 - [Zoning 9-104.3] to reduce the drive aisle width from 15' to 12' adjacent to parallel parking: SUPPORTED.
2. If wet ponds are used, aeration shall be provided.
 3. In the event karst features are encountered during grading, a licensed geotechnical engineer shall document the feature, and the feature shall be located by a licensed surveyor. If the feature is to be remediated, the geotechnical engineer shall provide a remediation plan to the City for approval. Efforts will be made to minimize any remediated features within building envelopes.
 4. All sewer shall be public (minus laterals) and be within a 20' (minimum) easement.
 5. Public sewer will not be allowed in private alleys.
 6. No onsite grinder systems or step systems will be allowed for this development.
 7. In lieu of the required sidewalk within the Division Street ROW, staff requests an 10' private trail within an access easement on the HOA open space along the site.
 8. Internal sidewalks must connect. Sidewalk access must be provided continuously from all residences to the amenities.
 9. Traffic calming devices shall be installed on Road A. The type of devices and location shall be determined at FMDP. All traffic calming devices must comply with ITE guidance.
 10. Staff requests that the open space just south of the ROW dedication on East Division Street be labeled as a PUDA and slope easement in preparation for the City's project of the widening of East Division Street. Continued coordination shall take place as the project progresses.
 11. The intersection of East Division Street and Road A occurs in the County (Wilson County Road Commission)-owned section of road. This development shall provide written approval from the Wilson County Road Commission to access their ROW and provide approved plans from the Wilson County Road Commission for any required off-site improvements at construction plan review.
 12. The entrance to E. Division Street shall not be gated.
 13. A minimum slope of 4:1 or flatter shall be allowed within 15' of E. Division Street.
 14. Choke points or bulb outs shall be provided on the one-way roads between the buildings to provide traffic calming. These shall be spaced like the bulb outs provided on Road B.
 15. The one-way streets shall include curb and gutter on one side with post curb on the other. The road shall slope down to the gutter at a slope on 2%. The sidewalk on the one-way streets shall be 7' wide to allow continuous pedestrian access with vehicle intrusions such as open doors.
 16. Landscaping plans shall be approved prior to the issuance of the Land Disturbance Permit.
 17. The on-street bump outs shall not include tall landscaping such as shrubs that may block sight-distance.
 18. A letter from West Wilson Utility District with their approval of the project shall be provided to Engineering prior to the issuance of the Land Disturbance Permit.
 19. All right-of-way cross sections shall include a minimum 0.5' buffer between the back of sidewalk and the right-of-way line.

20. All alleys and one-way streets will be private.
21. No parking shall be provided on the alleys.
22. Sidewalks abutting parking shall be at least 7' wide.
23. All driveways and roads shall comply with TDOT's Highway Systems Access Manual.
24. All pedestrian facilities shall comply with ADA and PROWAG standards.
25. Adequate sight distance shall be provided at all intersections. Sight distance profiles shall be provided at FMDP.
26. Add the date of initial submittal to the revision block and update for all future submittals.
27. EPSC measures shall not be installed in the buffer.
28. The plans shall be stamped by a registered professional engineer prior to the first reading before the Board of Commissioners.

WWUD:

1. Water lines shown are not WWUD's design.
2. Roadway improvements will probably result in water line relocations which are not shown.

Wilson County Schools:

1. No Comments Received.