

**PLANNED UNIT DEVELOPMENT
& SUBDIVISION STAFF REPORT****Date: January 21, 2021****DEVELOPMENT NAME**

Springdale Mall Subdivision – Phase II

LOCATION3250 Airport Boulevard and 325 East I-65 Service Road South
(Northeast corner of Airport Boulevard and East I-65 Service Road South).**CITY COUNCIL
DISTRICT**

District 5

PRESENT ZONING

B-3, Community Business District

AREA OF PROPERTY**Subdivision:** 11 Lots / 70.4± Acres**Planned Unit Development:** 13 Lots / 72.2± Acres**CONTEMPLATED USE**

Subdivision approval to create 11 legal lots of record from 1 legal lot of record and 12 metes-and-bounds parcels, and Planned Unit Development approval to amend a previously approved Planned Unit Development to allow shared access and parking between multiple building sites.

**TIME SCHEDULE
FOR DEVELOPMENT**

Immediate

**ENGINEERING
COMMENTS****Subdivision:** No PLAT was submitted for review.**Planned Unit Development:** Retain NOTES #3 - #8, as shown on the OVERALL SITE PLAN drawing SHEET C1.3 dated 4-28-2020.**TRAFFIC ENGINEERING
COMMENTS**

Applicant has performed a Traffic Impact Study (TIS) and has arrived at several recommendations that are acceptable to Traffic Engineering and have been included in the PUD site plan. Site is limited to the curb cuts as illustrated in the approved PUD with any changes in size, location, and design to be approved by ALDOT (where applicable) and Traffic Engineering and conform to AASHTO standards. All on-site parking, including ADA handicap spaces, shall meet the minimum standards as defined in Section 64-6 of the City's Zoning Ordinance.

URBAN FORESTRY**COMMENTS**

Property to be developed in compliance with state and local laws that pertain to tree preservation and protection on both city and private properties (State Act 2015-116 and City Code Chapters 57 and 64). Private removal of trees in the right-of-way will require approval of the Mobile Tree Commission. Removal of heritage trees from a commercial site will require a tree removal permit.

FIRE DEPARTMENT**COMMENTS**

All projects within the City Limits of Mobile shall comply with the requirements of the City of Mobile Fire Code Ordinance (2012 International Fire Code). Fire apparatus access is required to be within 150' of all commercial and residential buildings. A fire hydrant is required to be within 400' of non-sprinkled commercial buildings and 600' of sprinkled commercial buildings.

REMARKS

The applicant is requesting Subdivision approval to create 11 legal lots of record from several legal lots of record and metes-and-bounds parcels, and Planned Unit Development approval to amend a previously approved Planned Unit Development to allow shared access and parking between multiple building sites. The site is located in Council District 5, and the applicant indicates it is served by public water and sanitary sewer systems.

Subdivision review examines the site with regard to promoting orderly development, protecting general health, safety and welfare, and ensuring that development is correlated with adjacent developments and public utilities and services; and, to ensure that the subdivision meets the minimum standards set forth in the Subdivision Regulations for lot size, road frontage, lot configuration, etc.

Planned Unit Development (PUD) review examines the site with regard to its location to ensure that it is generally compatible with neighboring uses; that adequate access is provided without generating excess traffic along minor residential streets in residential districts outside the PUD; and, that natural features of the site are taken into consideration. PUD review also examines the design of the development to provide for adequate circulation within the development; to ensure adequate access for emergency vehicles; and, to consider and provide for protection from adverse effects of adjacent properties as well as provide protection of adjacent properties from adverse effects from the PUD.

In pursuit of these purposes, the objectives to be met by a PUD are as follows: a) to encourage innovative and diversified design in building form and site development; b) flexibility, to permit greater flexibility in the location and arrangement of buildings and uses than is generally possible under district regulations; c) to encourage the most efficient and sustainable use of land, especially tracts in the inner part of the city that remain undeveloped or that are appropriate for re-development; d) to preserve and protect as urban amenities the natural features and characteristics of land; e) to encourage the provision of common open space through efficient site design; and, f) to encourage optimum use of available public utilities, streets and community facilities.

PUD approval is site plan-specific, thus any changes to the site plan / Subdivision plat will require approval by the Planning Commission. Also, PUD approvals expire within one (1) year if no permits for the development are obtained.

The site has been given a District Center land use designation, per the Future Land Use Plan and Map, adopted on May 18, 2017 by the Planning Commission. The Future Land Use Plan and Map complements and provides additional detail to the Development Framework Maps in the Map for Mobile, adopted by the Planning Commission at its November 5, 2015 meeting.

The District Center designation applies across the city to larger areas of existing mixed-use character or where such character is encouraged. These areas will include moderate to high-density residential (minimum densities of six (6) dwelling units per acre) in dynamic, horizontal or vertical mixed-use environments, to provide a balance of housing and employment.

District Centers generally serve several surrounding neighborhoods and may even have a city-wide or region-wide reach. As such, they are often anchored by a major commercial or institutional employer, such as a shopping mall or a medical center.

Depending on location and assigned zoning, residential areas in District Centers may incorporate a mix of housing types, ranging from mid-rise multi-family buildings containing apartments and lofts, to townhouses and detached single-family homes. Major civic cultural institutions and public spaces provide regional and neighborhood destinations.

District Centers should be designed to induce pedestrian activity, with high quality streetscapes connecting the different components of a center as well as the center to its surrounding area. District Center districts may be served by transit and include development of an intensity and design that supports transit use.

It should be noted that the Future Land Use Plan and Map components of the Map for Mobile Plan are meant to serve as a general guide, not a detailed lot and district plan. In many cases the designation on the new Future Land Use Map may match the existing use of land, but in others the designated land use may differ from what is on the ground today. As such, the Future Land Use Plan and Map allows the Planning Commission and City Council to consider individual cases based on additional information such as the classification request, the surrounding development, the timing of the request, and the appropriateness and compatibility of the proposed use and, where applicable, the zoning classification.

In 2003 the Planning Commission approved subdivision of the site into four (4) lots; however, since that time most of the lots (with the exception of Lot 1) have been divided by metes-and-bounds descriptions, which is not compatible with the Code of Alabama or the Subdivision Regulations. The request at hand will facilitate the legal resubdivision of the site.

In addition to the subdivision approvals, the site has also been before the Planning Commission numerous times for Planned Unit Development review, the first time being in 1986. Most recently, at its May 21, 2020 meeting, the Planning Commission approved revisions to the building footprint, tree plantings, and landscape area of the Planned Unit Development while

continuing to allow shared access and parking between multiple building sites. The approval also allowed a unique sign package for the development. Numerous Administrative Planned Unit Developments have also occurred over time, all addressing issues associated with the numerous outparcels associated with the overall mall development.

No plat was submitted as part of the subdivision request, but staff utilized the PUD site plan to determine the site's compatibility with the Subdivision Regulations. A subdivision plat will be required for final approval of the request, per Section IV.C. of the Subdivision Regulations.

Lot 3 on the PUD site plan is not included in the subdivision application. Additionally, the existing lots to the west of Lot 10 and the existing lots at the northwest corner of Lot 2 are not included in the subdivision as they are existing legal lots of record. These lots are, however, included in the PUD application due to the cross access.

Lots 1-3 and 5-9 have frontage along East I-65 Service Road, an ALDOT-maintained limited access route which typically requires a 300' right-of-way width. Lots 4, 9, 10, and 11 have frontage along Airport Boulevard, a major street typically requiring a 100' right-of-way width. Additionally, Lot 2 has a frontage along Springdale Boulevard, which is considered a minor street equipped with curb and gutter requiring a minimum 50' right-of-way width.

Due to the previous subdivision applications, existing rights-of-way are likely compliant. The Final Plat and site plan should be revised to either depict compliant rights-of-way or depict dedication to bring them into compliance.

Lots 2, 3, and 4 are irregular in shape and may be considered panhandle or flag lots, and each have frontages that cause them to exceed the maximum width-to-depth ratio as outlined in the Subdivision Regulations. Such designs are generally discouraged by Sections V.D.1. and V.D.3. of the Subdivision Regulations, respectively, the exception being the approval of lots located where varied and irregularly shaped lot designs are common, and the informality of design is consistent with other lots in the vicinity. Previous subdivision approval of the site with lots of similar designs may justify approval of the request at hand, but waivers of Sections V.D.1. and V.D.3. will be required.

Each lot appears to satisfy the minimum size requirements of the Subdivision Regulations for lots served by public water and sanitary sewer systems; however, staff cannot verify this information as the site plan does not provide the sizes of the proposed lots. If approved, the required subdivision plat should provide the sizes of each lot in both square feet and acres, either as a label for each lot, or in a table on the plat.

The minimum building setback line is not illustrated on the site plan. The plat will be required to depict the required 25' minimum building setback line along each frontage where the lot is a minimum of 60' wide. The site plan should also be revised to illustrate the required 25' minimum building setback.

Regarding access management, the most recent PUD approval limited the amount of curb cuts to those illustrated on the site plan. If approved, a note reflecting Traffic Engineering's comments should be required on both the Final Plat and the PUD site plan.

Multiple easements exist on the property, but are not illustrated on the site plan: a 10' sanitary sewer easement through Lots 1, 2, 3, 4, 10, and 11; a 10' water line easement along the frontages of Lots 4, 10, and 11; a drainage easement of varying width along the East property line of Lot 4; a 10' Mobile Area Water and Sewer Board easement through Southern portions of Lot 4 and Lot 11; a 20' water line easement through a Western portion of Lot 4, and Eastern portions of Lots 2 and 3; an Alabama Power Company easement of unknown width adjacent to the 20' water line easement; an Alabama Power Company easement of unknown width along the North property lines of Lots 3 and 4; an Alabama Power Company easement of varying width in the Northwest portion of Lot 3 and along the East property line of Lot 2; a drainage easement of unknown width along the East property line of Lot 2; a 75' Alabama Power Company easement near the North property line of Lot 2; and a 10' water and sewer easement along a portion of the West property line of Lot 2. Also, a 100' right-of-way was granted to Alabama Power Company and runs from the Southeast corners of Lots 4 and 11 to the North property line of Lot 4. All easements and the Alabama Power Company right-of-way should be illustrated on the Final Plat, and a note should be placed on the plat stating no structures shall be constructed or placed within any easement without permission of the easement holder.

If any easements or any portion of any easement or right-of-way have been vacated, the applicant should provide proof of vacation to the Planning Commission, and the vacation(s) should be reflected on the Final Plat, prior to being signed, if approved.

The site plan does not provide the specifications for Final Plat approval regarding the general form, information to be shown, or attendant items required by Section IV.C. of the Subdivision Regulations. Such requirements include the items, notes, and certifications that should be placed on a subdivision plat. As such, the Final Plat should provide all the information required by Section IV of the Subdivision Regulations, along with any additional information required by the Engineering Department, if approved.

Regarding the PUD, the site plan depicts a multi-tenant commercial development that shares access and parking between multiple building sites. If the subdivision request is approved, the PUD will overlay a total of 13 lots. Multi-tenant buildings are located on Lots 2, 3, 4, and 5 of the proposed subdivision, as well as on Lot 3 of the Springdale Plaza Mall Subdivision Phase III Resubdivision of Lot 2; and single tenant buildings are located on Lots 6-11 of the proposed subdivision, as well as on Lot 3 of the Springdale Plaza Mall Subdivision Phase II.

It should be noted that the PUD excludes a lot that was part of the original PUD approved in 1986, Lot 4 of Springdale Plaza Mall Subdivision Phase 2, on which a restaurant was constructed and appears to share access and parking with the subject site. Approval of a revised PUD in 2003 and the most recent PUD approval also excluded the lot, therefore approval may again be appropriate. However, the amount of on-site parking for the restaurant appears to be insufficient although it is an existing condition.

Demolition of a portion of the multi-tenant building on Lot 4 previously used as a movie theater, as well as part of a previous expansion of the same building, to the East, is proposed. Also, a six (6)-lane drive-thru for a former bank on Lot 4 is proposed to be reduced to one (1) lane, which will be relocated to the North of the building.

Parking is proposed to be increased to 3,496 spaces, more than the 1,788 spaces that are required for the current land uses.

Full compliance with tree planting and landscape area ordinances is not required as a result of the proposed demolition or increase in parking, but the May 21, 2020 approval of the PUD required five (5) additional over-story tree plantings along the East I-65 Service Road frontage, and where open space was created by the proposed site modifications. The site plan illustrates compliance with these requirements.

A new dumpster pad is proposed to be constructed to the rear of the largest tenant space on Lot 4. No additional information regarding the dumpster pad was submitted with the PUD plan. Any dumpster placed on the property shall be in compliance with the current enclosure and sanitary sewer connection requirements of Section 64-4.D.9. of the Zoning Ordinance.

The proposed changes to the site do not require provision of a photometric plan at this time, but any new site lighting shall be in compliance with Section 64-6.A.3.c. of the Zoning Ordinance regarding parking lot lighting and illumination standards.

No changes (other than those requested by staff) have been made to the site plan approved by the Planning Commission at the May 21, 2020 meeting, and no changes to the approved sign package are being requested. The PUD application is simply being amended to reflect the property lines as matching the proposed subdivision. As such, approval of the PUD may again be appropriate, but should be subject to the same conditions of the May 21st PUD approval and current Subdivision, where applicable.

RECOMMENDATION

Subdivision: Based on the preceding, and with waivers of Sections V.D.1. and V.D.3. of the Subdivision Regulations, staff recommends Tentative Approval of the subdivision request subject to the following conditions:

- 1) Provision of a subdivision plat compliant with Section IV.C. of the Subdivision Regulations;
- 2) Either depiction of existing, compliant right-of-way widths along East I-65 Service Road and Airport Boulevard, or dedication thereof;
- 3) Provision of the sizes of each lot in square feet and acres on the Final Plat, or provision of a table on the Plat with the same information;
- 4) Depiction of the required 25' minimum building setback line along all street frontages where the lots exceed 60' in width;
- 5) Depiction and labeling of all existing easements and the Alabama Power Company right-of-way;

- 6) Placement of a note on the Final Plat stating that no structure may be constructed or placed within any easement without the permission of the easement holder, if applicable;
- 7) Compliance with Engineering comments: (*No PLAT was submitted for review.*);
- 8) Placement of a note on the plat stating Traffic Engineering comments: (*Applicant has performed a Traffic Impact Study (TIS) and has arrived at several recommendations that are acceptable to Traffic Engineering and have been included in the PUD site plan. Site is limited to the curb cuts as illustrated in the approved PUD with any changes in size, location, and design to be approved by ALDOT (where applicable) and Traffic Engineering and conform to AASHTO standards. All on-site parking, including ADA handicap spaces, shall meet the minimum standards as defined in Section 64-6 of the City's Zoning Ordinance.*);
- 9) Compliance with Urban Forestry comments: (*Property to be developed in compliance with state and local laws that pertain to tree preservation and protection on both city and private properties (State Act 2015-116 and City Code Chapters 57 and 64). Private removal of trees in the right-of-way will require approval of the Mobile Tree Commission. Removal of heritage trees from a commercial site will require a tree removal permit.*);
- 10) Compliance with Fire Department comments: (*All projects within the City Limits of Mobile shall comply with the requirements of the City of Mobile Fire Code Ordinance (2012 International Fire Code). Fire apparatus access is required to be within 150' of all commercial and residential buildings. A fire hydrant is required to be within 400' of non-sprinkled commercial buildings and 600' of sprinkled commercial buildings.*); and,
- 11) Full compliance with all other municipal codes and ordinances.

Planned Unit Development: Staff recommends the following Findings of Fact for Approval:

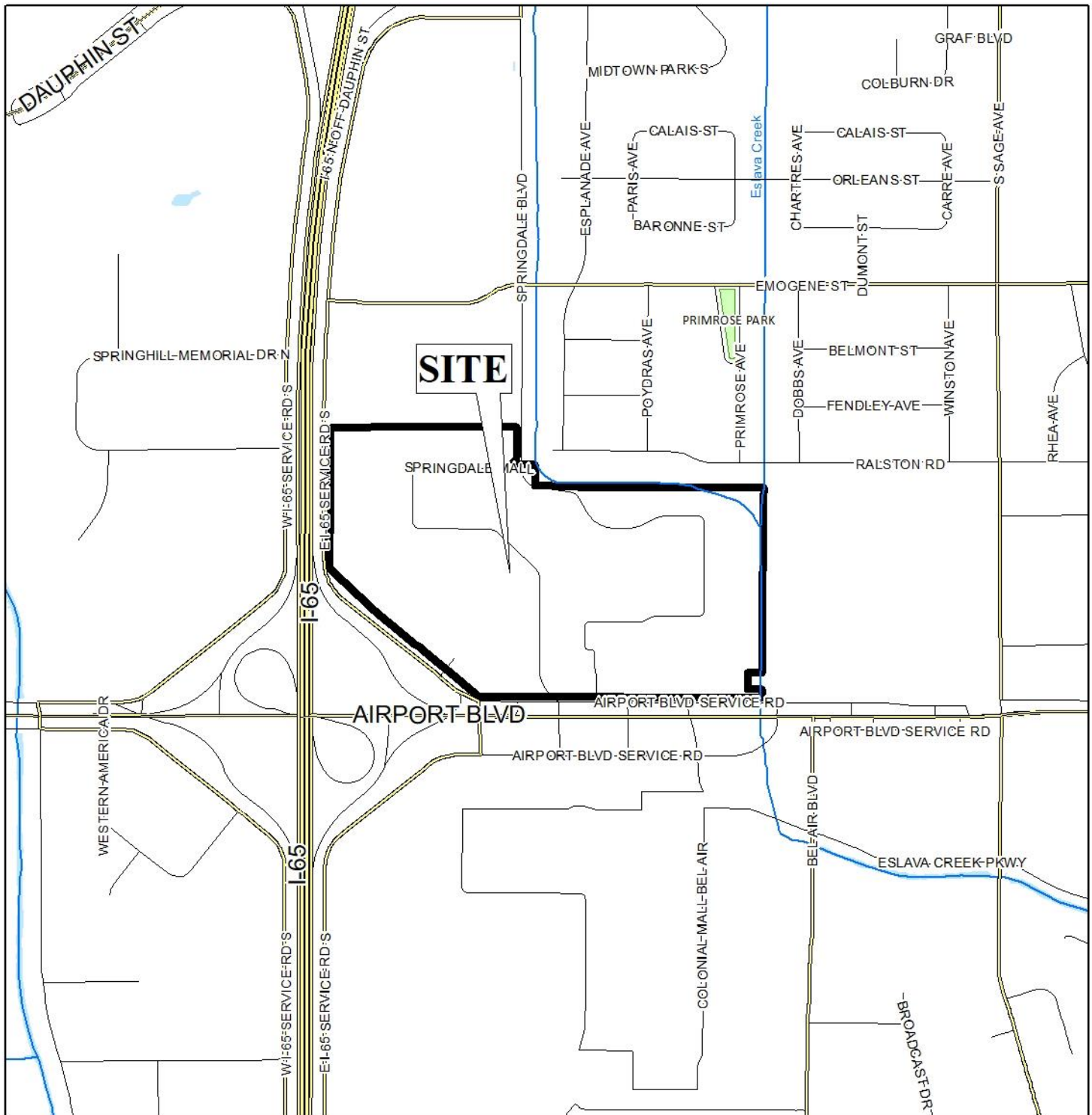
- a. the proposal promotes the objective of Creative design (to encourage innovative and diversified design in building form and site development), because greater flexibility is required due to the scope and scale of the site, and due to existing conditions and constraints;
- b. the proposal promotes the objective of Flexibility (to permit greater flexibility in the location and arrangement of buildings and uses than is generally possible under district regulations), because the applicant is repurposing portions of a large existing site developed in multi-phases under different standards over the years;
- c. the proposal promotes the objective of Efficient land use (to encourage the most efficient and sustainable use of land, especially tracts in the inner part of the city that remain undeveloped or that are appropriate for redevelopment), because the applicant is endeavoring to maintain the economic viability of an existing developed shopping center;
- d. the proposal promotes the objective of Environment (to preserve and protect as urban amenities the natural features and characteristics of the land), because redevelopment will occur within an existing site, and will reduce impervious area;
- e. the proposal promotes the objective of Open space (to encourage the provision of common open space through efficient site design), because additional greenspace will be provided within the development;
- f. the proposal promotes the objective of Public services (to encourage optimum use of available public utilities, streets and community facilities), because the development is

already served by public services and utilities, and should not increase the need for such services beyond what the site has historically required.

The Approval should be subject to the following conditions:

- 1) Compliance with Engineering comments (*Retain NOTES #3 - #8, as shown on the OVERALL SITE PLAN drawing SHEET C1.3 dated 4-28-2020.*);
- 2) Placement of a note on the site plan stating Traffic Engineering comments: (*Applicant has performed a Traffic Impact Study (TIS) and has arrived at several recommendations that are acceptable to Traffic Engineering and have been included in the PUD site plan. Site is limited to the curb cuts as illustrated in the approved PUD with any changes in size, location, and design to be approved by ALDOT (where applicable) and Traffic Engineering and conform to AASHTO standards. All on-site parking, including ADA handicap spaces, shall meet the minimum standards as defined in Section 64-6 of the City's Zoning Ordinance.*);
- 3) Compliance with Urban Forestry comments (*Property to be developed in compliance with state and local laws that pertain to tree preservation and protection on both city and private properties (State Act 2015-116 and City Code Chapters 57 and 64). Private removal of trees in the right-of-way will require approval of the Mobile Tree Commission. Removal of heritage trees from a commercial site will require a tree removal permit.*);
- 4) Compliance with Fire Department comments: (*All projects within the City Limits of Mobile shall comply with the requirements of the City of Mobile Fire Code Ordinance (2012 International Fire Code). Fire apparatus access is required to be within 150' of all commercial and residential buildings. A fire hydrant is required to be within 400' of non-sprinkled commercial buildings and 600' of sprinkled commercial buildings.*); and,
- 5) Full compliance with all other municipal codes and ordinances.

LOCATOR MAP



APPLICATION NUMBER 2 DATE January 21, 2021

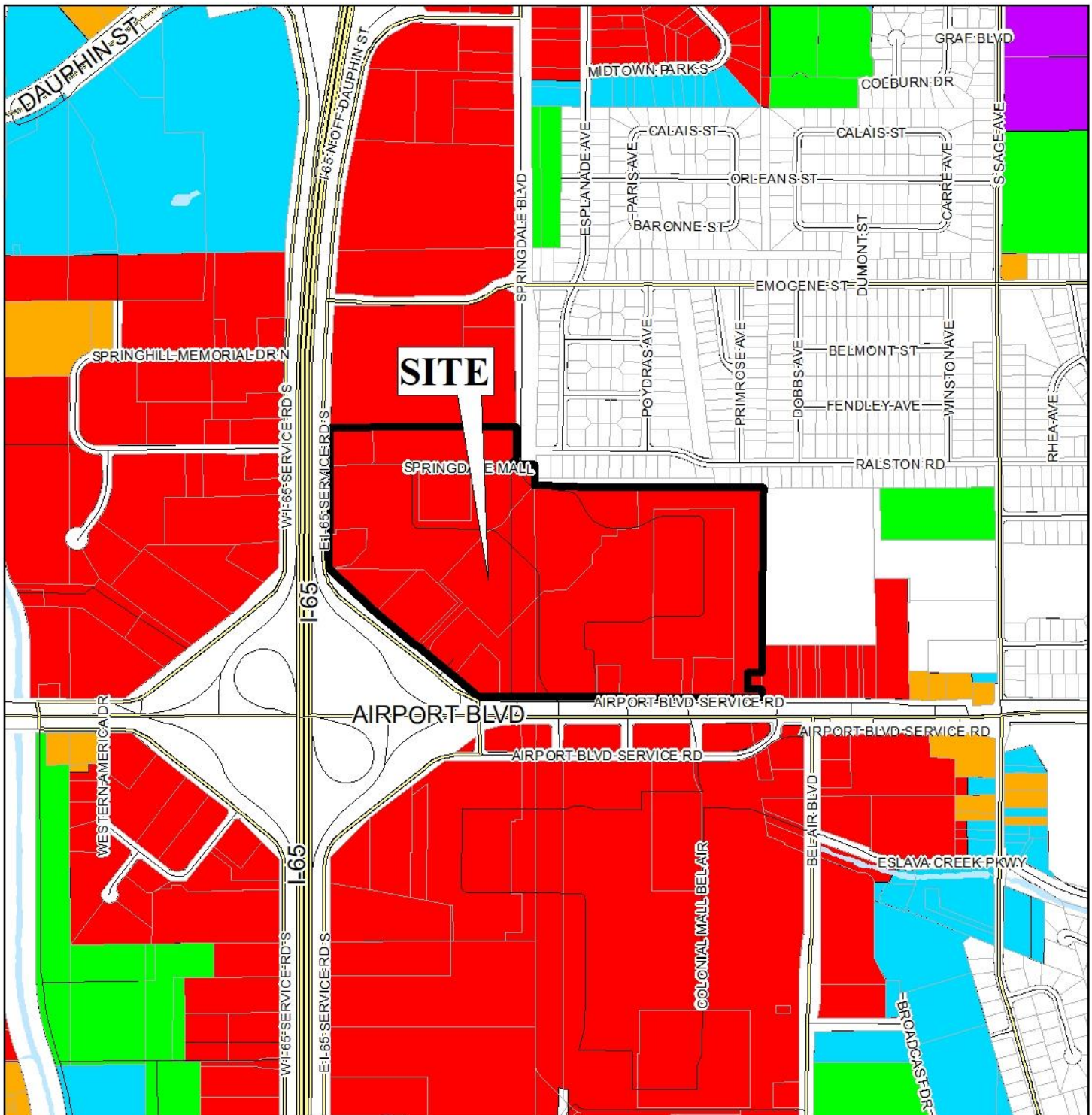
APPLICANT Springdale Mall Subdivision – Phase II

REQUEST Subdivision, Planned Unit Development



NTS

LOCATOR ZONING MAP



APPLICATION NUMBER 2 DATE January 21, 2021

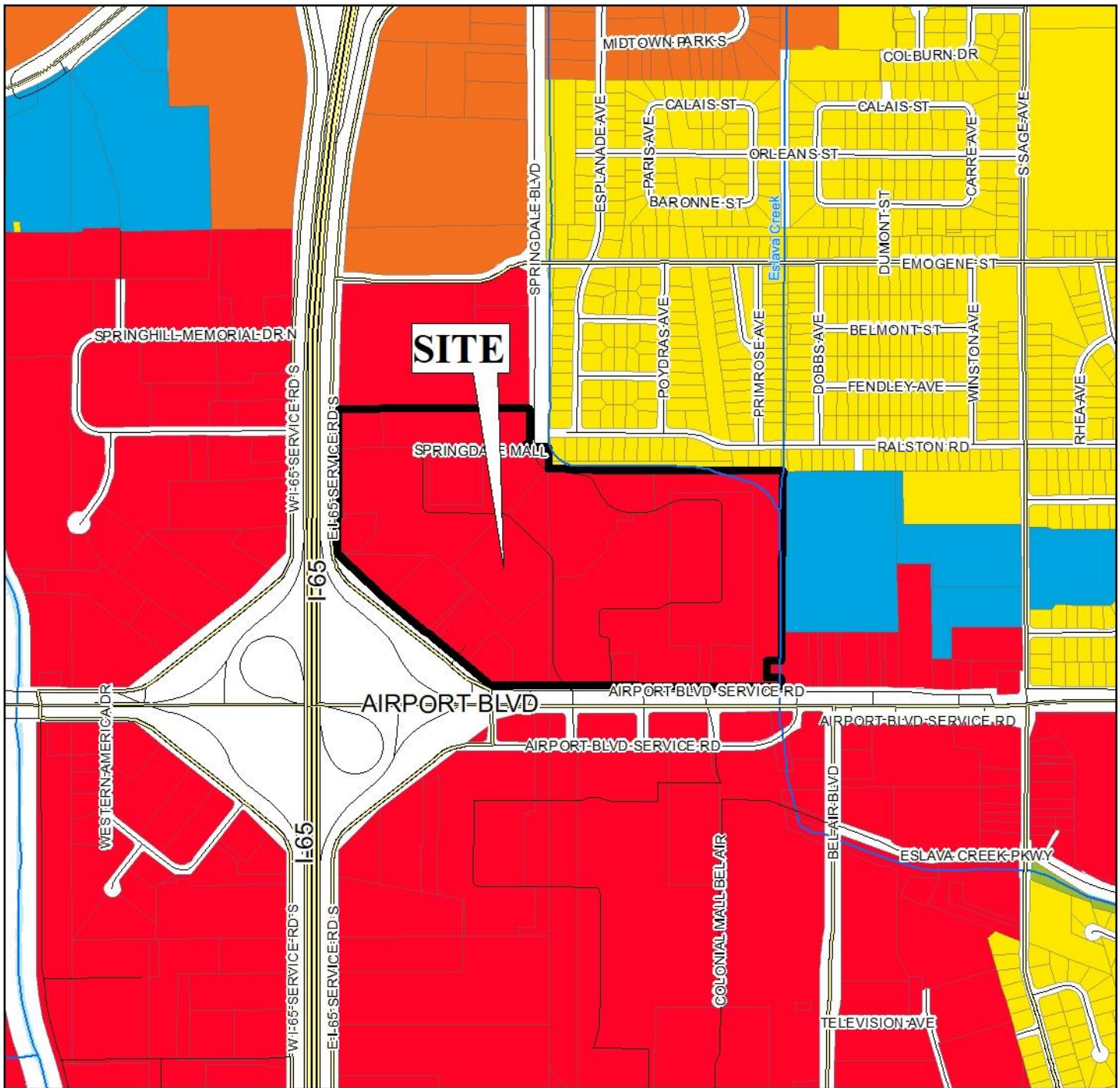
APPLICANT Springdale Mall Subdivision – Phase II

REQUEST Subdivision, Planned Unit Development



NTS

FLUM LOCATOR MAP



APPLICATION NUMBER 2 DATE January 21, 2021

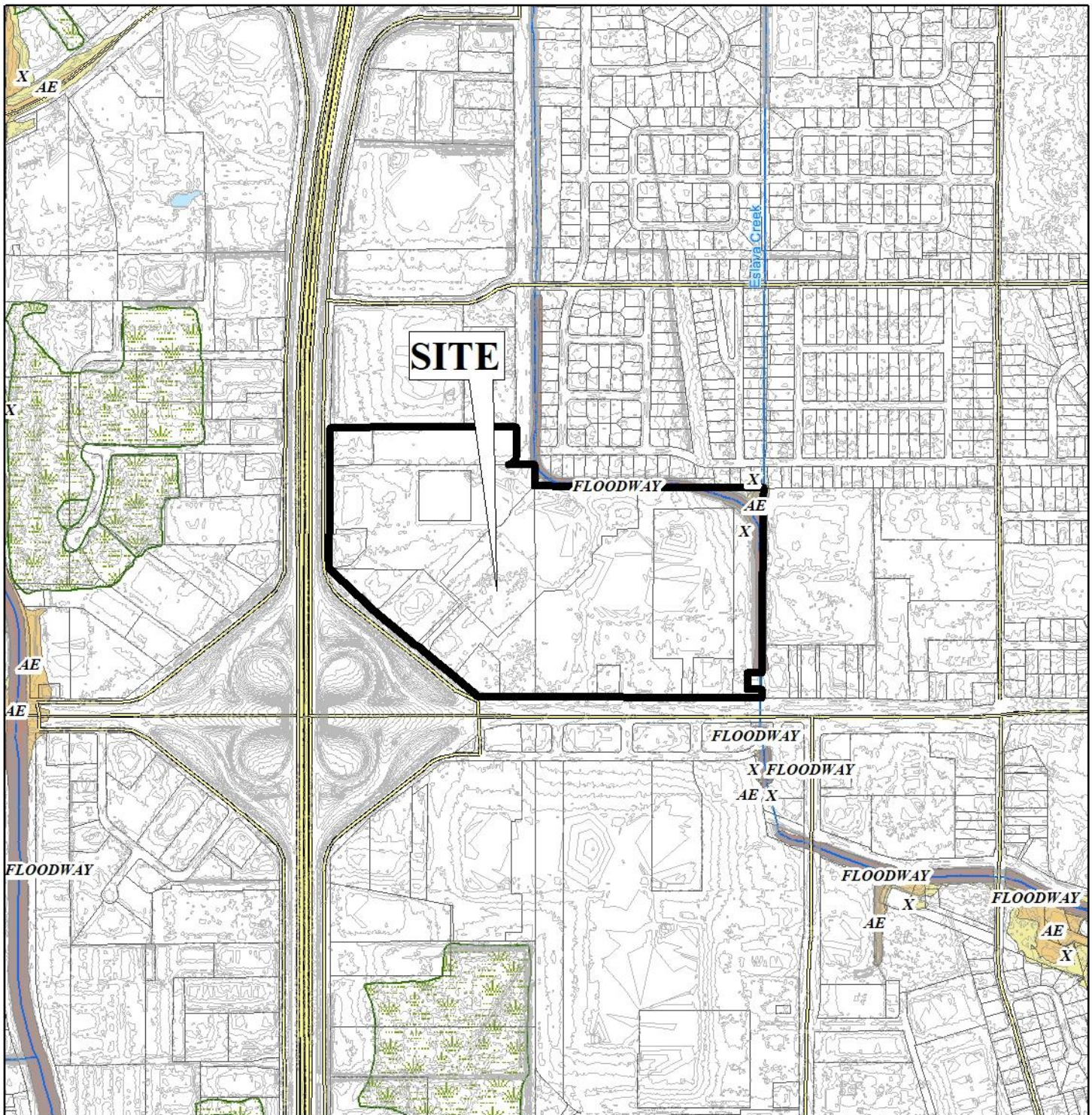
APPLICANT Springdale Mall Subdivision – Phase II

REQUEST Subdivision, Planned Unit Development

Low Density Residential	Neighborhood Center - Traditional	Downtown Waterfront	Parks & Open Space
Mixed Density Residential	Neighborhood Center - Suburban	Light Industry	Water Dependent
Downtown	Traditional Corridor	Heavy Industry	
District Center	Mixed Commercial Corridor	Institutional	



ENVIRONMENTAL LOCATOR MAP



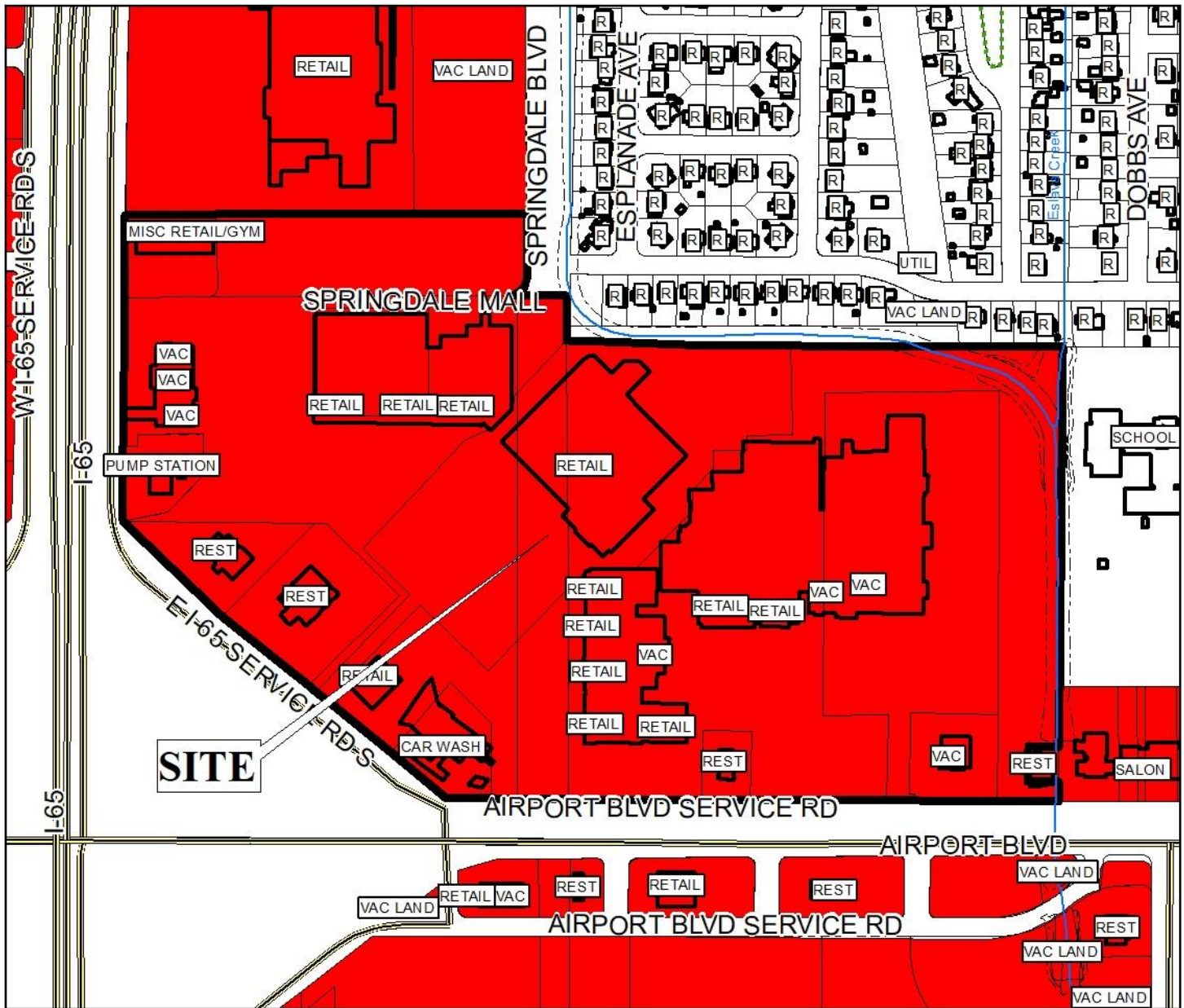
APPLICATION NUMBER 2 DATE January 21, 2021

APPLICANT Springdale Mall Subdivision

REQUEST Subdivision, Planned Unit Development



PLANNING COMMISSION VICINITY MAP - EXISTING ZONING



The site is surrounded by retail units, vacant lands and residential units.

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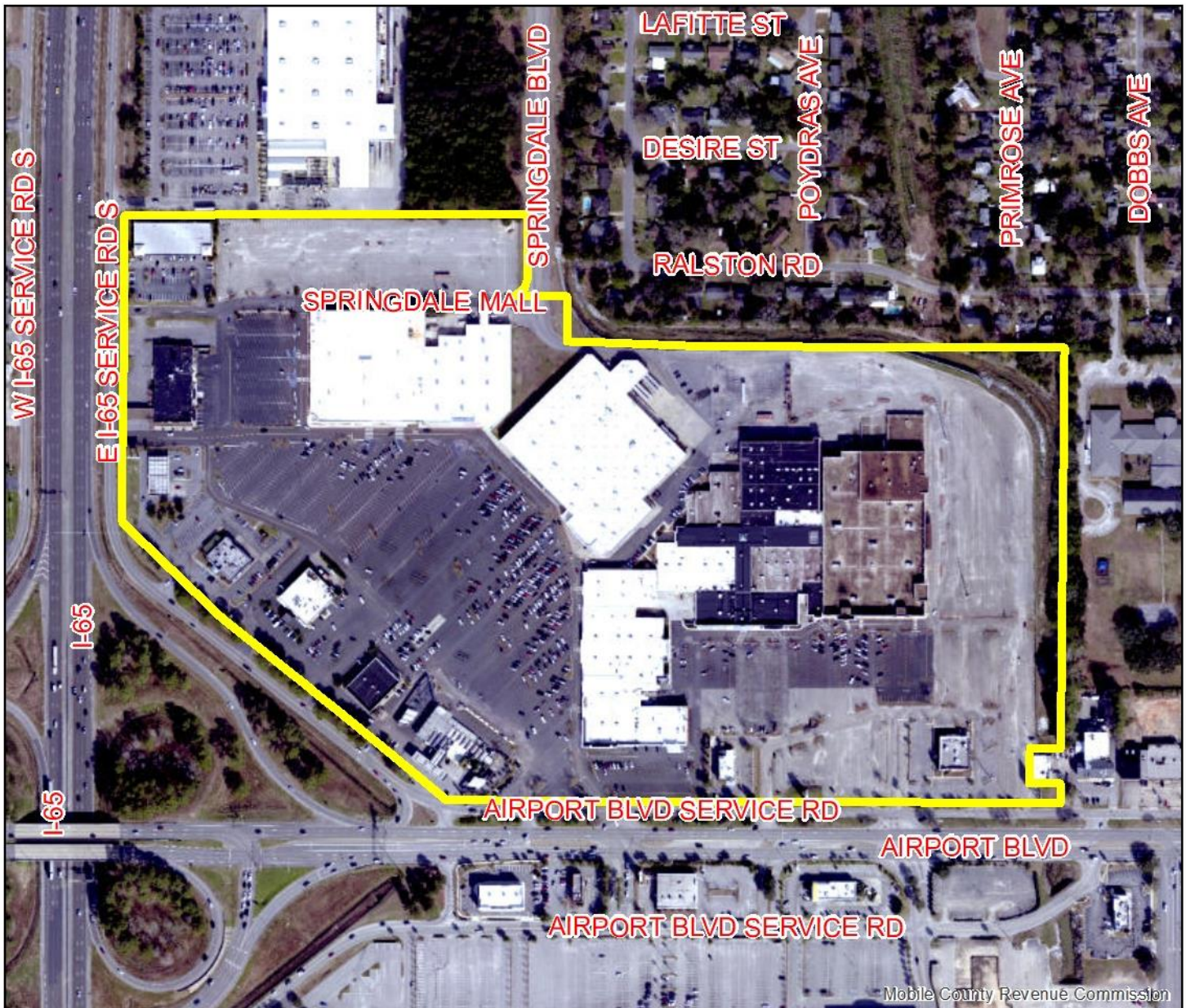
APPLICANT Springdale Mall Subdivision – Phase II

REQUEST Subdivision, Planned Unit Development

R-A	R-3	T-B	B-2	B-5	MUN	SD-WH	T5.1
R-1	R-B	B-1	B-3	I-1	OPEN	T3	T5.2
R-2	H-B	LB-2	B-4	I-2	SD	T4	T6



PLANNING COMMISSION VICINITY MAP - EXISTING AERIAL

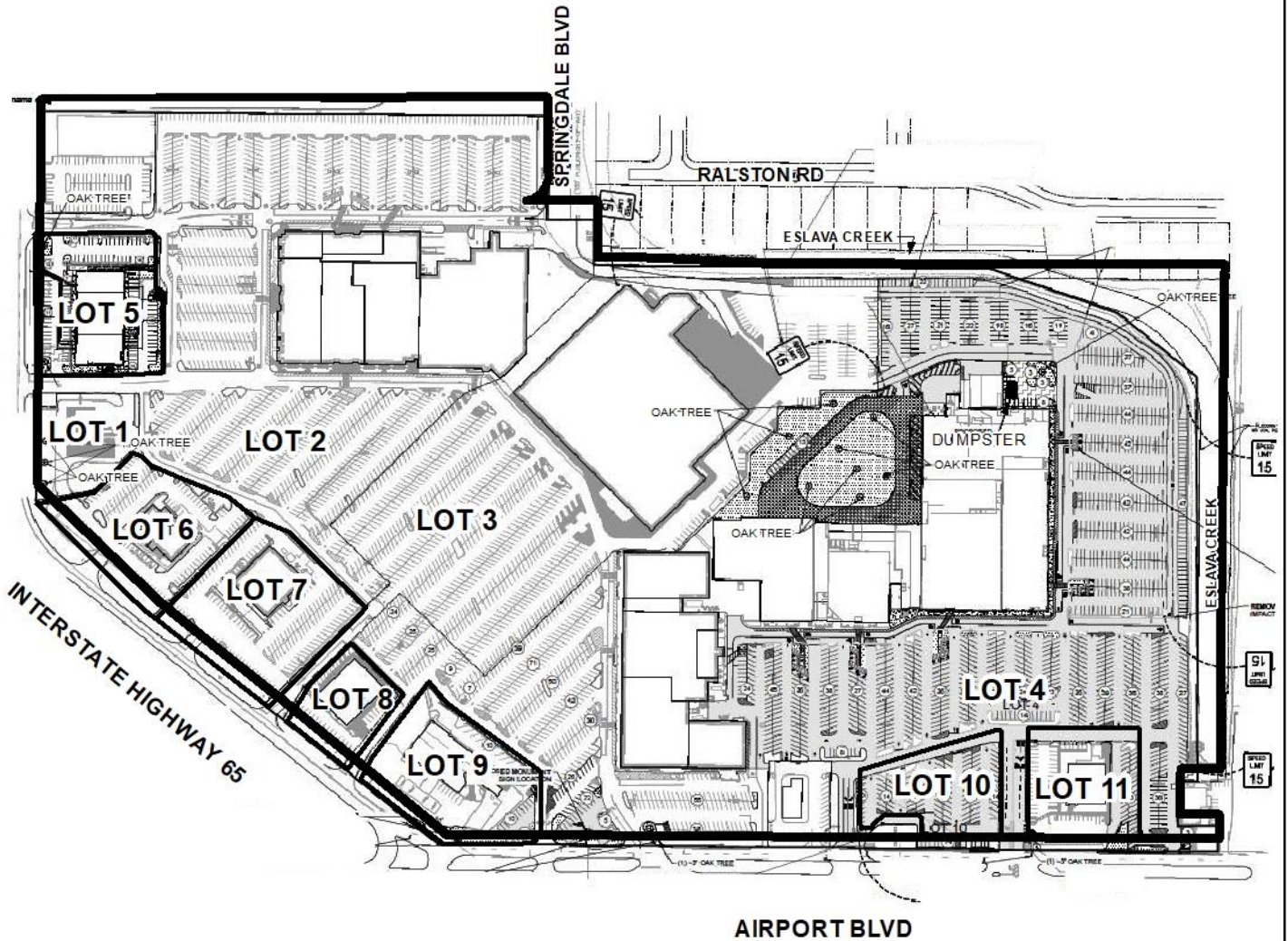


The site is surrounded by retail units, vacant lands and residential units.

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 APPLICANT Springdale Mall Subdivision – Phase II
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SITE PLAN



The site plan illustrates proposed lots, and existing parking and buildings.

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