

# Master Planned Development Report

## Teddy's Market

1140 Dr. Martin Luther King Parkway  
Athens-Clarke County, Georgia

October 4, 2024

**[To facilitate re-review, narrative changes and revisions are shown in blue]**

### Introduction

The subject parcel is approximately 4.62-Ac, located off the intersection of Athens Loop 10 and Dr Martin Luther King Parkway and extending to Conrad Drive. The proposed redevelopment includes both commercial and residential uses. A 10-dispenser filling station is a Teddy's Market made up of 10,000-sf of market-style convenience store and complimentary retail space will front Dr. Martin Luther King Parkway. A row of 5 rear loaded townhomes will front Conrad Drive to serve as a transitional use and buffer the existing multi-family homes on Conrad.

The existing parcel is residential with private residences. The consequence of the large lot size with low density adjacent to a high-traffic volume bypass is underutilized and undeveloped balance of land. The northern side of the parcel with its proximity to the bypass loop and bypass interchange are not generally desirable for residential use. The proposed redevelopment proposes transitional and complimentary uses that utilize the land to its highest and best use.

The primary benefits to the city of Athens are listed below and further supported in this report:

- Five Townhomes (rear loaded, sidewalk connectivity, on-street parking)
- Filling station at an appropriate location in terms of land use planning
- Significant 5x increase in Value Per Acre (see table below)
- Repaired sewer infrastructure via removal and replacement of vitrified clay sewer pipe
- Pedestrian access and sidewalk connectivity for surrounding residential neighborhoods, including setting up access for Future Greenway connectivity
- Provision of shared neighborhood greenspace
- Modern “market-style” convenience store with food service, groceries and more.

#### VALUE-PER-ACRE CONTRIBUTION

EXISTING	REDEVELOPMENT
ASSESSED VALUE OF EXISTING PROJECT	\$ 651,265
SITE ACREAGE	4.62
TOTAL VALUE-PER-ACRE (VPA)	\$ 140,966
ESTIMATED VALUE OF PROPOSED PROJECT	\$ 3,500,000
SITE ACREAGE	4.62
TOTAL VALUE-PER-ACRE (VPA)	\$ 757,576

## Site Description and Current Use

The site is located on the eastern side of Dr. Martin Luther King Parkway, between the intersections of Conrad Drive and Athens Loop 10 interchange. Directly across the Parkway is Commercial-General use occupied by Plantation Buffet and K&N Auto Glass & Tires. Directly across Conrad Drive is RS-8 residential use occupied by purpose-built residential rental properties. The rear of the parcel is bounded by Bridgewater Subdivision Homeowners Association's open space and ultimately Bridgewater Way, which is the access route for the Bridgewater community. Existing land use pattern in this vicinity is commercial along Dr. Martin Luther King Parkway and a mix of Single Family Residential and Mixed Use Residential.

The parcel is currently occupied by 2 residences and associated accessory buildings, with a recreational pond. The pond has been reviewed by ACC-Transportation Public Works and confirmed recreational use, and not a buffered State Water.

## Zoning

### Existing vs. Proposed Zoning

Existing zoning at this loop interchange parcel is Single Family Residential (RS-8). The proposed zoning is a combination of two zones on subdivided lots: 4.22-Ac of Commercial-General (C-G) and 0.93-Ac of Mixed Density Residential (RM-1). A-CC requires stormwater facilities to be on a separate outlot so a third C-G lot is proposed so that stormwater is separated. The proposed commercial zoning is more appropriate adjacent to a parkway and bypass ramp, while the proposed multi-family zone serves to transition uses along Conrad Drive. See Appendix for zoning maps.

## Future Land Use Map

The Future Land Use Map currently has the parcel as a Traditional Neighborhood category as the surrounding uses fall in this land use pattern. As is sometimes the case, the Future Land Use map does not always account for individual parcels or how parcels are subdivided over time. A reasonable case can be made for that effect here as the Traditional Neighborhood land use category is not the best use for land adjacent to a parkway and bypass interchange.

This project proposes changing the Future Land Use to General Business instead to allow a transition along the busier Dr Martin Luther King Parkway corridor. The proposed RM-1 lot can remain on the existing Future Land Use category. Other multi-family uses are in the near vicinity and this development pattern is consistent with similar pattern seen at other bypass interchanges, including all other quadrants of this interchange.

## **Proposed Development**

### **Commercial**

Commercial-General uses will include a neighborhood market style convenience store with up to 10-filling stations. Additional retail space will be provided for future commercial tenants that complement the station. Total maximum proposed commercial-retail space is up to 10,000-sf. The neighborhood market style convenience store will cater to both vehicular and pedestrian customers. Special emphasis will be made on the grab-and-go drink and premade food sections. The proposed commercial space includes the following features: covered outdoor plaza with café tables, 1 electric vehicle charging station, new sidewalks along public Right of Way and throughout the site, proposed sidewalk connection to Bridgewater Subdivision contingent on acceptance by the Bridgewater HOA, access for future connectivity to the Greenway Trail.

Often gas stations and convenience stores are found on prominent and valuable intersections and in close proximity to other gas stations, many times 2 or 3 will occupy the same intersection. That is not the case here, as the closest similar use is on the north side of Commerce Road and is an older gas station that does not provide the market style amenities of the Teddy's Market proposed. Photos of this closest adjacent station are provided in the Appendix.

### **Residential Townhomes Architecture**

Five townhomes are proposed facing Conrad Drive with park-under garages on the 0.93 acre RM-1 lot. A fence and vegetated buffer help to screen the residential use from the commercial use. Vehicular and pedestrian connectivity are provided to improve trash pick-up and traffic conditions along Dr Martin Luther King Pkwy. These townhomes will face the recently constructed rental homes on the south side of Conrad Drive.

In lieu of binding architectural elevations, the applicant requests that full architectural plans meeting RM-1 requirements be submitted during Building/Plans Review instead. Neither the use, the building type, nor the housing location is particularly unique that would necessitate particular review and this would allow the townhome units to be fully designed (interior/exterior) without unnecessarily binding them to a particular elevation. The binding site plan does provide their location, the approximate building envelope, proposed grading plan, proposed finished floor elevations, and representative imagery. All materials, height, fenestration and other building requirements shall be met.

The attached townhomes will have an approximate 12-in step between each one to accommodate the sloping grade. Some of the homes will also have steps from the right-of-way sidewalk to the front door of the units to accommodate the changing grades. The rear of the homes have a 20-ft driveway prior to the garage, which also allows some flexibility to adjust the grade by the slope of the driveway apron.

### **Convenience Store Architecture**

Representative architectural renderings and elevations are included in the appendix for review and will meet required architectural standards for their respective zoning.

Similarly to the request regarding the townhomes, in lieu of binding architectural elevations, the applicant requests that full architectural plans meeting C-G requirements be submitted during Building/Plans Review instead. The multi-tenant nature of the proposed Teddy's Market as well as the tendency for interior layouts of the stores to impact the exterior elevation makes it difficult to provide a final binding elevation

this early in the development process. The binding site plan does provide the location, the building envelope, the building square footage, proposed grading plan, proposed finished floor elevations, and representative elevations and imagery. All materials, height, fenestration and other building requirements shall be met.

### Pedestrian Circulation + Public Transportation

The project area is not currently served by public transit. The Bridgewater subdivision has a sidewalk network and the proposed project would extend this network along Conrad Drive and Dr. Martin Luther King Parkway and provide the opportunity for future connectivity to the Greenway Trail Network. Additionally, a sidewalk connection directly from the Bridgewater neighborhood to the patio/pavilion/café is proposed which shortens the access route by 1,250 linear feet for residents of the neighborhood. The proposed connection is contingent on approval by the Bridgewater HOA.

The following condition language is proposed for the interconnection:

“Prior to or concurrent with a submittal for Plans Review, the developer shall provide documentation of approval or denial of the proposed connection shown on the Site Plan by the Bridgewater HOA. If approved by the HOA, the developer shall be bound to construct the connection as intended in the binding documents. If denied by the HOA, the developer shall be released from this requirement.”

Additionally, because the proposed connection of Bridgewater through the site and potentially to the Greenway Network traverses private property, it is not intended to be designated as part of the Greenway Network and meet the standards and specifications of the Trail Network but rather facilitate better connectivity and additional routes of access for the neighborhood. As shown below, there is a further route in the public right-of-way that can meet the Trail Network standards.



### Vehicular Access and Traffic Impact Analysis

Although the proposed project does not generate more than 1,000 daily trips or 100 peak hour trips, a full Traffic Impact Study (TIS) has been prepared and submitted to Athens-Clarke County Transportation & Public Works for review on account of existing traffic Level of Service conditions at the Loop 10 /

Commerce Drive interchange. The conclusions and recommendations portion of the TIS has been provided in the appendix of this report.

The TIS was updated and revised per TPW feedback and comment. In addition to the extended center-left turn lane provided to Conrad Drive, the site plan notes that the developer shall coordinate with TPW during plans review to implement any other safety related improvements as deemed necessary by TPW.

Table 1 – Proposed Mixed-Use Development Trip Generation

Land Use	ITE Code	Size	A.M. Peak Hour			P.M. Peak Hour			24-Hour
			In	Out	Total	In	Out	Total	
Convenience Store / Gas Station	945	10 fueling pos	158	158	316	135	134	269	3,458
-pass-by trips		76%/75%/75%	-120	-120	-240	-101	-101	-202	-2,593
Retail New Trips			38	38	76	34	33	67	865
Townhomes	215	5 homes	1	1	2	2	1	3	36
<i>Total Project New Trips</i>			39	39	78	36	34	70	901

## Utilities and Services

A water and sewer evaluation letter has been submitted to Athens-Clarke County Public Utilities Department for review. The proposed water and sewer demand are as follows:

Water = 2,800 GPD

Sewer = 2,800 GPD

There is an existing public sewer main that traverses the site. A portion of this sewer main is made of vitrified clay pipe in need of replacement. The project proposes re-routing and replacing this section of pipe, at the developers cost, to improve the public sewer system.

## Lighting

The site lighting will meet A-CC lighting ordinances and a photometric study will be provided for review during Plans Review.

## Stormwater Management and Water Quality

There is an existing recreational pond on site but no stormwater management or water quality treatment. The project will provide current stormwater management best practices for the development with new stormwater facilities proposed on a separate outlot with a maintenance and access easement.

The applicant has met with Public Works for a Stormwater Concept Meeting.

## Landscaping and Buffering

The Tree Management Plan is included with the submittal. A waiver is requested to allow the conserved canopy coverage requirement to be achieved across the entire Planned Development rather than specifically on the 0.93 acre RM-1 lot.

An existing strip of land owned by the Bridgewater HOA provides a natural buffer along the east/rear of the property and additional canopy is conserved along this boundary to further preserve this buffer. Existing canopy is also conserved adjacent to the bypass. New street trees, parking lot trees and plantings are proposed throughout the project.

A dense evergreen buffer is proposed between the new townhomes and the gas station.

### **Environmental Impacts**

No wetlands or state water exist on site and the project proposes new water quality and stormwater management facilities.

### **Trash Disposal and Recycling**

The commercial solid waste and recycling dumpster is provided for the convenience store away from the r/w. A cart-corral is provided for the townhomes. Both trash/recycling areas are accessible by pick-up services.

### **Fire Access**

A proposed grading plan with proposed finished floor elevations has been provided to better communicate the design intent. The slopes on Conrad Drive in-front of the townhomes range from 1% - 8%, before getting significantly steeper as it approaches Dr MLK Drive. The 1% - 8% slope range should provide an acceptable slope for staging a fire truck. Additionally, the alley drive at the rear of the townhomes provide fire truck access up to 150-FT (the maximum allowable distance to back up a fire truck). A fire truck movement simulation was performed, and the limits of access line is provided in the plan set.

### **Requested Waivers**

Section 8-7-15 (c) Tree canopy cover required by zoning district

Request: From individually required conserved canopy for each lot and zone (10% C-G and 35% RM-1) to total aggregate for the development. Total canopy can be provided as shown, but a waiver is needed from the required conserved for Lot 1 from 10% to 0% and for Lot 2 from 35% to 0%.

Rationale: The tree canopy coverage is being calculated on a whole project basis rather than per lot. This holistic method is preferred as it allows for even distribution of new plantings across a project with different uses rather than creating placement and density that mimics the zoning boundary only. This allows consistent placements of trees in consideration of constraints that are relevant to tree health versus lot or zoning lines. The total conserved and proposed tree canopy percentage exceeds the minimum weighted percentages by zone and land area. For example, the required total canopy for the overall acreage is 41.2% Planted + Conserved, while what is shown provided 47% Planted + Conserved, which exceed the total canopy by 5%.

## Approval Criteria for a Zoning Action

1. Proposed zoning requires a modification of the Future Land Use Map. This application request asks for a revision from Traditional Neighborhood to General Business. This will not result in any significant decrease in housing units. Currently two homes have been on this site since 1965. Max density would allow 17 single family homes, but an actual land plan would likely yield less than 10. The proposed RM-1 zone will allow for 5 multi-family townhome units. The request for General Business along Dr. Martin Luther King Parkway at the intersection of the Athens Loop 10 interchange is a more suitable use for the high traffic area and consistent with other interchanges and the commercial uses across the street. Additionally, site topography and parcel lines create a natural barrier between this parcel and neighboring residential uses. The rear property line is bounded by Bridgewater Homeowner's Association open space and has no right of way frontage. Additionally, this area is bounded by steep slopes dropping down from Bridgewater Way into the site.
2. The proposed use meets all objective criteria set forth that the uses in the zoning ordinance with the exception of the waivers requested, and conforms to the intents of the Comprehensive Plan by placing uses in appropriate context for their surroundings, with buffers and transitions as appropriate.
3. The proposed use will not adversely affect the balance of land uses in Athens-Clarke County. Residential uses are actually increased on the property while also increasing commercial use along a busy interchange.
4. Public services, which include physical facilities and staff capacity, exist sufficient to service the proposal. This has been confirmed via a water and sewer evaluation with Athens-Clarke County (ACC) Public Utilities Department, included herein; a pre-storm meeting with ACC Transportation and Public Works Department; and with a traffic impact analysis and coordination with ACC Transportation and Public Works Department. The project proposes improvements to sewer, storm and pedestrian infrastructure.
5. The existing land use pattern surrounding the property is as follows: Directly across the Parkway is Commercial-General use occupied by Plantation Buffet and K&N Auto Glass & Tires. Directly across Conrad Drive is RS-8 residential use occupied by purpose-built residential rental properties. The rear of the parcel is bounded by Bridgewater Subdivision Homeowners Association's open space and ultimately Bridgewater Way, which is the access route for the Bridgewater community. Existing land use pattern in this vicinity is commercial along Dr. Martin Luther and a mix of Single Family Residential and Mixed Use Residential. The proposed project appropriately buffers and transitions each of these uses.
6. No isolated districts will result from the proposed use.
7. Proposed use should not disproportionately or irregularly increase population density or cause over-taxing of public facilities. The project proposes some improvements to public facilities and while existing traffic congestion is present at peak hours of the bypass interchange the traffic

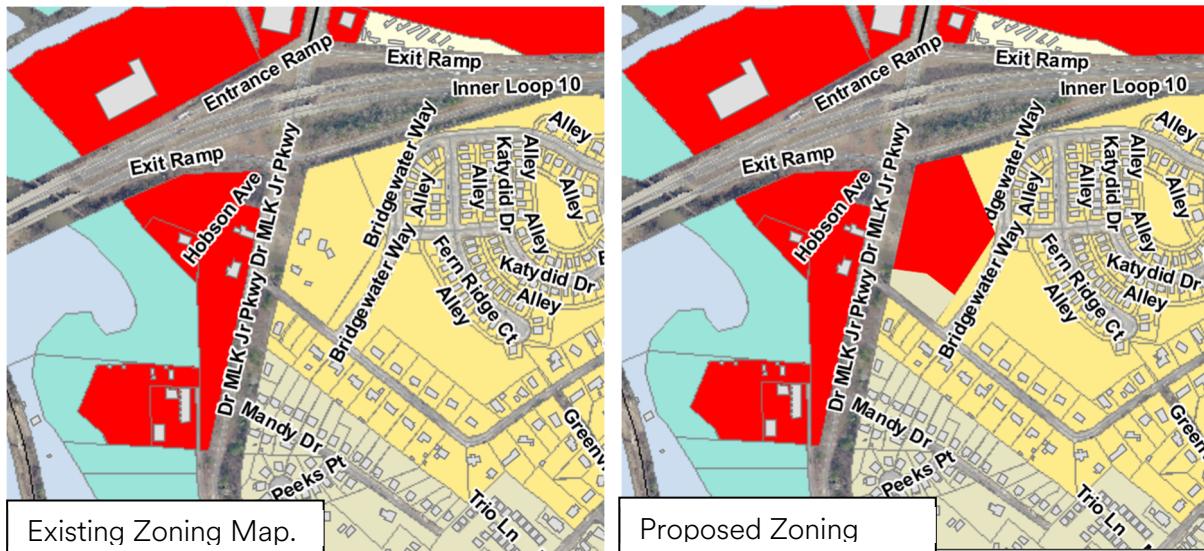
project to be generated by the project does not cause new or significantly increased congestion beyond what is already present.

8. No significant or disproportionate costs are anticipated of the Unified Government and other governmental entities beyond typical expenses that are offset via development fees and impact fees. This proposed development will require improvements to existing sanitary sewer infrastructure within the property, at the cost of the developer. A failing recreational pond will be removed and stabilized at no cost to the Unified Government. Additionally, sidewalks are proposed within the Right of Way throughout the development at no installation cost to the Unified Government. The proposed connection to the Greenway Trail Network would require coordination with A-CC and other land owners to achieve.
9. No environmental areas exist on site. Proposed use will allow for the removal of an existing failing recreational pond that may be contributing to downstream water quality issues. Proposed use will satisfy all ACC stormwater and water quality requirements.
10. Proposed zoning action will not be a deterrent but rather match residential and commercial uses in the direct vicinity. This parcel is the last piece of the redevelopment puzzle along the east side of Dr. Martin Luther King Pkwy, following the redevelopment of units along Conrad Drive and development of the Bridgewater community.
11. The property is not likely to be developed as currently zoned single family residential due to the following site constraints:
  - a. Steep slopes along Conrad Drive and Bridgewater Way.
  - b. Proximity to Athens Loop 10 and frontage along Dr. Martin Luther King Parkway is undesirable for single family residential.
  - c. Relatively small number of lots to offset larger redevelopment costs associated with sewer line replacement and stormwater management.
12. The proposed aesthetic is neighborhood scale commercial along with traditional neighborhood with thoughtful public amenities and improvements to the intersection and streetscape.
13. There are no existing or changing conditions affecting the use and development of the property that are known or considered at this time by the project application.

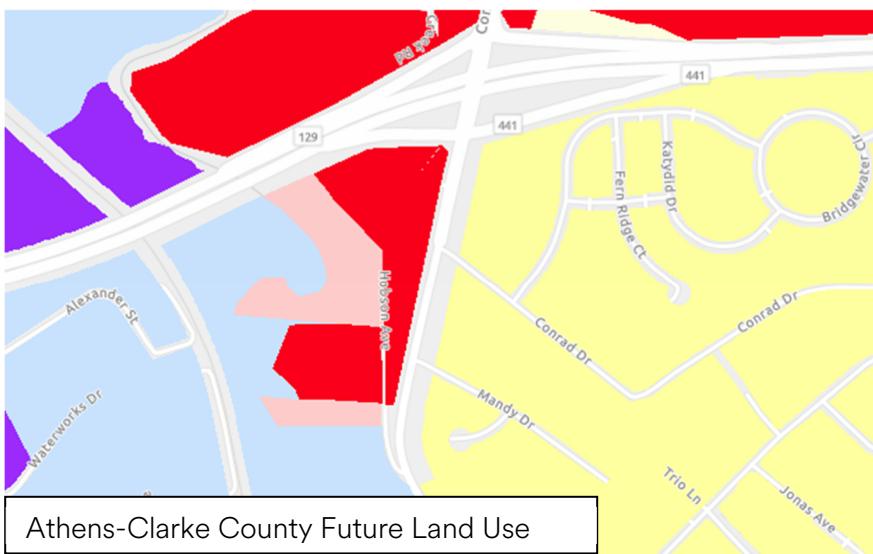
## **Appendix**

1. Existing Zoning Map, Proposed Zoning Map, Future Land Use Map
2. Townhome Representative Architecture
3. Commercial Representative Architecture
4. Teddy's Market Interiors
5. Closest Adjacent Gas Station
6. Traffic Impact Study Recommendations
7. Water & Sewer Evaluation Letter

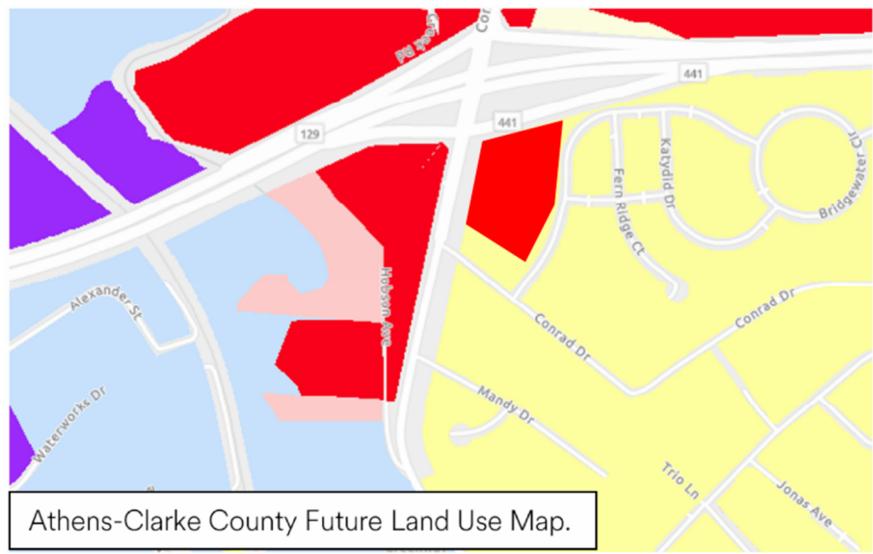
# 1 Zoning & Future Land Use Maps



Existing



Proposed



## 2 Townhomes Representative Architecture

3-Story Option

From Conrad Drive: Two-Stories above basement garage townhomes rendering



2-Story Option

From alley drive at rear: One-Stories above basement garage townhomes rendering



### 3 Commercial Representative Architecture





① FRONT ELEVATION



③ LEFT ELEVATION



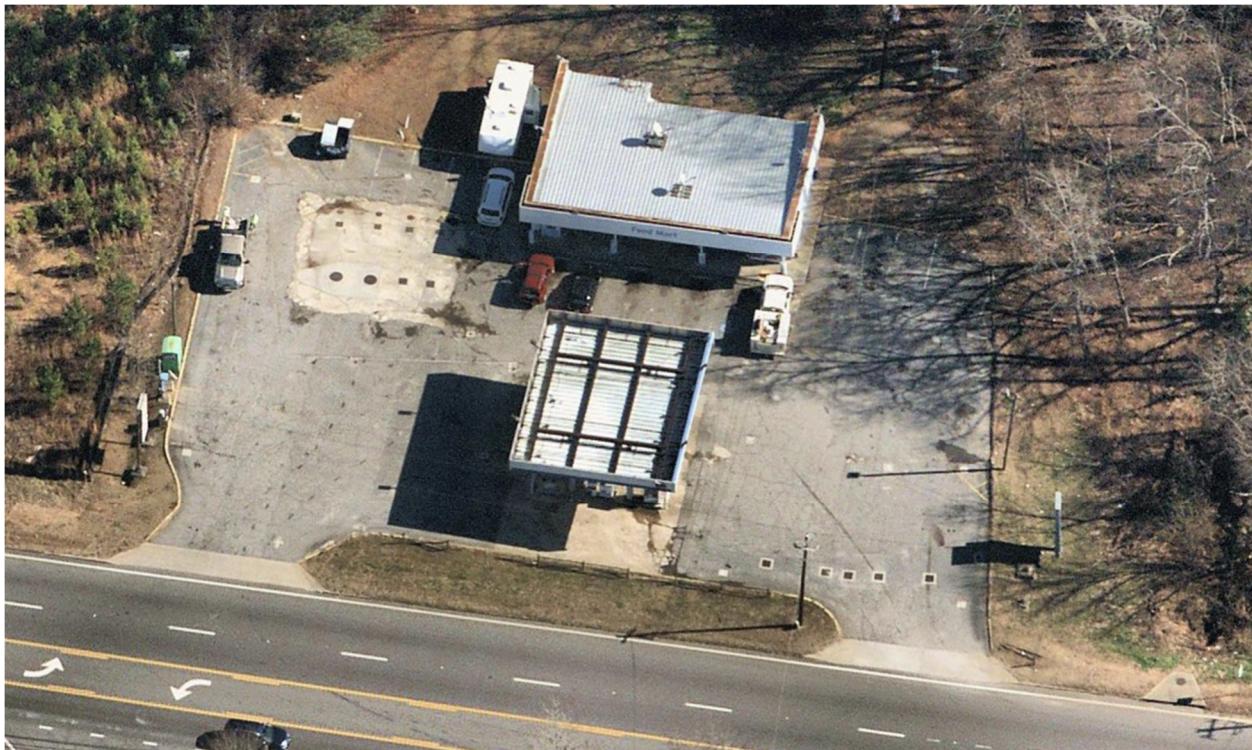
④ RIGHT ELEVATION

## 4 Teddy's Market Interiors





## 5 Closest Adjacent Gas Station



## 6 Traffic Impact Study Excerpts

## Conclusions and Recommendations

This study assesses the traffic impact of a proposed mixed-use development in the City of Athens. The site is located in the northeast corner of MLK Parkway at Conrad Drive. The project will include a 10,000 square foot strip retail center including a convenience market with five gasoline pumps (10 fueling positions). Five residential townhomes will also be developed on the tract. Vehicular access will be provided to the commercial tract at one full-movement access on MLK Parkway. The townhomes will be served by one full-movement access on Conrad Drive. A vehicular connection will be provided between the commercial and townhomes tracts which will allow access to the commercial tract from/to Conrad Drive. This will remove some of the project trips from MLK Parkway and the MLK Parkway / Conrad Drive intersection. The following are the findings and recommendations of this study:

1. The existing analysis reveals acceptable traffic operations at all study locations except one – the westbound off-ramp of US 129 at US 441 in the p.m. peak. Mitigation would require signalization. However, it is likely that signalization will not meet warrants according to the Georgia DOT policies. See the text for further discussion. Therefore, no mitigation is identified for the existing condition.
2. Traffic volume growth in this area has had an overall moderate negative trend. However, the most recent year of data has seen a shift to a modest positive direction. Therefore, a modest positive annual growth rate of 3.0% was used in developing no-build and build future volume projections. This equates to an increase of 9.3% in volumes by the anticipated project build-out in three years.
3. The no-build analysis shows continued acceptable operations at all locations except the one failing location and time period from the existing analysis. The same discussion at that location in the existing analysis, continues to be appropriate for the no-build condition and no mitigation is identified.
4. The proposed mixed-use development will generate 78 new a.m. peak hour trips, 70 new p.m. peak hour trips, and 901 new weekday trips. The commercial driveway volumes will be higher because they will also include the pass-by trips which already exist passing the site.
5. The future analysis with the addition of the proposed mixed-use project's trips reveals a very slight deterioration in operations at the study intersections. No mitigation, other than the lanes required at the project main access, is recommended as a consequence of the proposed development.
6. A northbound right turn lane and a southbound left turn lane are recommended on MLK Parkway at the main project access. The southbound left turn lane can likely be accommodated in the existing striped median without the need for widening of MLK Parkway. Both the northbound right turn lane and the southbound left turn lane are shown on the proposed site plan.
7. It is recommended that the main project access be constructed with one entering lane and at least one exiting lane. Providing a second exiting lane at the main access would allow the easier right turn movement to be made without being blocked by the more challenging left turn movement, so providing that lane

should be considered, if feasible. The townhomes access should include one inbound and one outbound lane. The exiting approach at each access should be controlled by side street stop sign and accompanying stop bar.

8. The project civil/site engineer should comply with all applicable design standards including sight distances, turn lane storage and taper lengths, turn radii, driveway widths, islands, angles with the adjacent roadways, and grades.

## 7 Water & Sewer Evaluation



July 31, 2024

Maggie Taylor, P.E.  
SPG Planners + Engineers  
1725 Electric Ave Unit 320  
Watkinsville, GA 30677

Re: Water & Sanitary Sewer Evaluation  
1140 Dr. Martin Luther King Jr. Parkway

Dear Ms. Taylor:

Per your request, the Public Utilities Department evaluated the water and wastewater capacity for the above referenced project. This evaluation was made utilizing the following criteria and/or assumptions:

1. Development Type: Mixed Use
2. Domestic Water Demand: Mixed Use = 2,800 GPD Total
3. The Athens-Clarke County water system's available fire flow (AFF) capacity to serve this project is currently limited to 2,000 GPM
4. Sanitary Sewer Demand: Mixed Use = 2,800 GPD

As of this date, the Athens-Clarke County water system and sanitary sewer system do have capacity available to serve the proposed development with water and sanitary sewer based on the above referenced demands.

The Unified Government of Athens-Clarke County does not reserve utility line capacity for this or any other development. This evaluation is valid for one (1) year from the date of this letter. Service capacity is committed to a particular development only, when the owner/developer secures a building permit for the Athens-Clarke County Building Permits and Inspection Office.

This evaluation is based on information you provided. If the development requires rezoning or is not compatible with the Athens-Clarke County Land Use Plan an additional evaluation may be required.

ENGINEERING MANAGEMENT

124 E. Hancock Ave. \* P.O. Box 1868 \* Athens, Georgia 30601 - 1868  
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Maggie Taylor, P.E.  
1140 Dr. Martin Luther King Jr. Parkway

July 31, 2024

Please be aware that the Athens-Clarke County Fire Marshal is responsible for determining and approving the Needed Fire Flow (NFF) for the proposed development. You should contact the Fire Marshal for a determination of the NFF to insure that the NFF does not exceed the Available Fire Flow (AFF).

If an extension(s) is required to obtain utility service from the public system, the extension(s) will be at the sole responsibility and expense of the property owner/developer. Permanent easements conveying ownership, operation, and maintenance responsibility of the utility lines and meters to the Unified Government of Athens-Clarke County are required for any extension.

If you have any questions or need additional information, please call.

Sincerely,



John P. Halley  
Engineering Administrator

Cc:      Hollis Terry IV, Director  
            Hugh Ogle, Assistant Director  
            Brad Griffin, Planning Director  
            Inspector, Fire Department  
            Office File

JH/jp