

**PLANNING AND ZONING COMMISSION
MEETING MINUTES OF SEPTEMBER 10, 2020**

APPROVED

STATE OF TEXAS §

COUNTY OF TARRANT §

CITY OF BEDFORD §

The Planning and Zoning Commission of the City of Bedford, Texas, met in Work Session at 6:00 p.m. and Regular Session at 6:30 p.m. via videoconference, Bedford, Texas on the 10th day of September, 2020 with the following members present:

Chairman: Todd Carlson

Vice Chairperson: Michael Davis

Members: Lisa McMillan
 Tom Stroope
 Bryan Henderson
 Dixie Cawthorne
 Linda Moye

Constituting a quorum.

Staff present included:

Bill Syblon	Development Director
Kristtina Starnes	Planning & Zoning Assistant
Jayashree Narayana	Planning Consultant

(The following items were considered in accordance with the official agenda posted by September 4, 2020)

CALL TO ORDER

Chairman Carlson called the Work Session to order at 6:17 p.m.

WORK SESSION

The Commission and Staff reviewed and discussed items on the regular agenda.

Chairman Carlson adjourned the Work Session at 6:30 p.m.

REGULAR SESSION

The Planning and Zoning Commission convened via videoconference at 6:30 p.m. and the Regular Session began.

CALL TO ORDER

Chairman Carlson called the meeting to order at 6:30 p.m.

INVOCATION

Commissioner Stroope gave the invocation.

PLEDGE OF ALLEGIANCE

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The Pledge of Allegiance was given.

APPROVAL OF MINUTES

- 1. Consider approval of the following Planning and Zoning Commission meeting minutes: July 23, 2020 regular meeting.**

Motion: Commissioner Henderson made a motion to approve the meeting minutes of the July 23, 2020 regular meeting.

Commissioner Moye seconded the motion and the vote was as follows:

Ayes:	Commissioners McMillan, Henderson, Cawthorne, Moye, Vice Chairman Davis and Chairman Carlson
Nays:	None
Abstention:	Commissioner Stroope

Motion approved 6-0-1. Chairman Carlson declared the July 23, 2020 meeting minutes approved.

PUBLIC HEARINGS

- 2. Zoning Case Zoning case PZ-PUD-2020-50002, public hearing and consider a request for Rezoning and Site Plan for the remainder of Tract A-R, Plaza Center Addition, portion of Lot 4, Block A, Plaza Addition, portion of Plaza Parkway right-of-way, and portion of Bay Street right-of-way, located at 1850 Central Drive, Bedford, Texas from Heavy Commercial (H)/MHC Overlay District to Planned Unit Development (PUD)/MHC Overlay District, allowing Chick-Fil-A to develop a fast food restaurant. The property is generally located at the northeast corner of the intersection of Central Drive and the westbound Frontage Road of Airport Freeway.**

Jayashree Narayana, Planning Consultant, presented Zoning Case PZ-PUD-2020-50002.

There is currently an office building on this site that was built in the 1970s. There is a Chili's restaurant to the east and El Pollo Loco to the north of this property. Because this property is so tight, the City is realigning and reconfiguring Plaza Parkway and incorporating Bay Street into the parcel. Plaza Parkway will also be turned into a one-way street up to Marriot Drive and on-street parking on the south side. This street will remain public right-of-way.

The applicant is requesting two drive-thru lanes from the north side of the property line. The service window will be on the south side along the highway. The dumpster will be located off-site. There are some existing trees that won't be removed, and existing utilities that will be screened by landscaping. There will be landscaping along S.H. 121 as required by the City, and additional landscaping to be located at the outdoor seating area possibly around the parking areas. The renderings provided show that the building has a flat roof with a parapet, although the City requires a pitched roof if located within the MHC.

Some of the main differences between the Heavy Commercial district and the requested PUD: The required parking is one space per 150 square feet, but the applicant is asking for a slightly higher ratio of one space per 160 square feet. They are asking for a different set of standards regarding signage to have one free standing freeway pole sign at 65 feet and one free standing non-freeway pole sign at 25 feet. They are asking for a flat roof with a parapet and screening of roof-top mechanical equipment in lieu of the required pitched roof per the MHC standards. They have also requested to allow for the drive-thru window to face south toward the freeway, and to allow for outside seating without the requirement of an SUP.

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In DRC review, modifications of the proposed PUD standards were recommended: Roof-top mechanical equipment shall be screened from view of adjoining roadways to include the main lanes of S.H. 121/183; The site plan shall provide a lighting plan detailing the layout of fixtures, elevations, lamp type, and average illumination of each fixture; and to provide a traffic impact analysis which states that the proposed development will not generate more traffic than the streets in the vicinity can accommodate without congestion, and the development will not overload utilities as determined by the City Engineer.

The City is working with the property owner to realign Plaza Parkway in which it will turn into a one-way entrance eastbound and curve around to the frontage road. Bay Street will remain two-way. There will be on-street parking on Plaza Parkway in the right-of-way that is being replatted. The City is asking for a Traffic Impact Analysis, which would assess the sufficiency of driveway stacking, drive-thru alignment and ingress/egress, peak hour level of service and delays at key locations, and general circulation through the site and the surrounding roadways. The results of a TIA could recommend adjustments to the plan and improvements to the local roadways and traffic signal timing or propose directional signage that could help refine stacking, improve ingress/egress, and generally improve further traffic circulation that may be necessary with the addition of the proposed site plan.

Chairman Carlson asked if the applicant has provided a date of when the TIA would be complete.

Jay Narayana said that they were going to have something submitted by September 10th.

Chairman Carlson asked if the commission can approve the PUD and table the Site Plan.

Jay Narayana said the PUD and Site Plan are being processed together as one case and have not been advertised separately.

Chairman Carlson asked if the City has a signoff from Chili's and Papadeaux regarding Plaza Parkway being realigned to one-way eastbound.

Bill Syblon said the properties are all one ownership.

Chairman Carlson asked about the 65' frontage signage and what the height of the sign at the car dealership east of this location is.

Bill Syblon said the 65' pole sign is generally allowed along freeways. The sign ordinance regulates the signs within the MHC overlay. Other restaurants along the freeway also have 65' signs.

Jay Narayana said signs requested outside of the 25' from the frontage road are 6', but the applicant is asking for one that will be 25' on Central.

Chairman Carlson referred to a case in the past asked if anybody has checked to see if a bank along S.H. 121 and Cheek Sparger raised the sides of their building so the rooftop cannot be seen.

Commissioner Stroope asked if the City will be compensated for the land that it is giving up.

Bill Syblon said there was a separate 380 agreement with Chick-Fil-A corporate, and the only way they can build on this site is if those two roads are incorporated into this site. Chick-Fil-A's give on that is the fact that they are coming to Bedford. It is a part of the 380 agreement that has already been approved by City Council.

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Commissioner McMillan asked about the amount of traffic there currently is along Plaza Parkway and if any issues regarding the traffic are foreseen with this change.

Bill Syblon said the road is overbuilt for what is in the area. Currently it is two lanes each way. With the closing of the 24-Hour Fitness that is along that road, there is very little traffic on that road. It has historically seen very light traffic.

Commissioner Cawthorne asked what the head count is for other Chick-Fil-A restaurants in the area, and how many cars are allowed to sit idle while waiting on food.

Jay Narayana said the applicant can answer that question.

Priya Acharya with Weir & Associates, Inc., engineer for petitioner, 2201 E. Lamar Blvd, Arlington, Texas.

Getra Sanders with Chick-Fil-A Corporate, petitioner, 5200 Buffington Road, Atlanta, Georgia.

Kelly Parma, Lee Engineering, LLC, traffic engineer for petitioner, 3030 Lyndon B Johnson Freeway, Dallas, Texas.

Ms. Acharya said that this site was originally 0.7 acres before the right-of-way was taken by TxDOT during the freeway expansion, which reduced it to about 0.5 acres and significantly decreased the parking lot. The driveway to this property is currently along Central Drive. There is an AT&T substation on the northwest corner of the property, and some power poles on the west side of Bay Street which have overhead electric lines that go across the highway. AT&T said that the equipment must be left in place and it cannot be relocated. Their overall intent is to demolish the entire building and parking lots around it.

There are 13 separate franchise utility conduits that cross this property, and are above the existing pavement grade. They have been coordinating with the utility providers to reroute some of the existing public infrastructure so the site plan being presented can be developed.

There is a portion of Plaza Parkway that will be integrated into the Chick-Fil-A lot when it is replatted. The intent is that the Chick-Fil-A will be about 0.9 acres. This restaurant is intended to serve as a dine-in restaurant with a patio on the north side, and drive-thru lanes on the northwest and south sides of the site. They are proposing 32 parking spaces on-site. They are intending to stack 27 vehicles within the drive-thru lane with the opportunity of three additional vehicles on the south side of the property.

In regards to the rooftop equipment screening, they will be increasing the height of the parapet wall higher than the prototypical standard for Chick-Fil-A so the equipment will be screened from view of the freeway.

Kelly Parma said that they anticipate having the TIA to the City the following week from this meeting. They have done some preliminary analysis which will be included in the final study.

Chairman Carlson said the concept is fine but his concern is the traffic. It's a good problem to have the traffic for the increased business, but with the speed on Airport Freeway, the exit ramp, and regular traffic on Central creates a lot of questions and potential conflict points that he would like more information. In terms of the use, it is great, but the traffic is a concern.

Mr. Parma said that from a trip generation perspective, there is a trip generation manual that is based on an estimated number of trips based on the land use. So they obtained some data from other Chick-Fil-A locations. What you will see in the analysis is that this is not just a regular fast food restaurant. Middy has the highest number of trips. In the morning peak, there are about 200

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trips, midday peak has about 400 trips, and evening peak has about 300 trips. A vehicle that enters the parking lot is one trip, and a vehicle that exits is another trip. So, a vehicle that enters and leaves in less than one hour is counted as two trips. Looking at the analysis of the frontage road intersections, it shows that the level of service that existed in the current conditions are proposed to remain the same traffic generated. Conducting the TIA now would not be representative of what traffic will be under normal conditions due to COVID-19. When they discussed this analysis with the City, they were told to go with a 3% growth rate based on historical data of a 3% to 4% growth rate. Their study showed that from 2015, there was a 4% growth rate each year. With the existing conditions of 2020 plus the traffic generated by the QT, the level of service remains the same. Part of that is due to the westbound frontage road, after the freeway expansion, the intersection has three lanes that go forward, two left turn lanes, and one right turn lane. The Chick-Fil-A will obviously increase the traffic, but would not impact the levels of service. Traffic at those intersections will increase 5% to 10% depending on the intersection and time of day. Midday will generate more traffic than the morning or evening times.

Chairman Carlson said his concern is the geometry of the site more than the traffic generation. The exit ramp and frontage road merge at Marriott Road. Depending on what the driver wants to do, they can either go straight, go to the left or right hand turn lanes, or go very quickly at an angle over to the right two lanes. The traffic flow at the site of the drive-thru lanes is implemented at the Chick-Fil-A store at Glade Road and S.H. 121. For several years, the traffic there was backed up into the frontage road. That problem hasn't happened since they have reconstructed their site and now have two drive-thru lanes. When the exit ramp and frontage road merge at this site, it appears that people will be dive bombing when they are going to Chick-Fil-A, and that is going across two lanes of traffic. The speed limit on the frontage road is 40 mph and probably 40-50 mph on the exit ramp, but realistically people are driving about 10-15 mph over those speed limits. Southbound on Central with people turning left onto Plaza may also be an issue, although there's less traffic on Central than the frontage road. In addition to the trip generation and level of service, there are also accident rates to take into account.

Mr. Parma said in regards to the frontage road and Plaza Parkway intersection, only one-way eastbound reduces the conflict because the drivers are only allowed to turn right. In regards to the frontage road and Bay Street, the traffic is heavy especially in the evening rush with people going home from work. There will be people doing that to get to the Chick-Fil-A, and there are people already doing that now. Ideally it would be good to have lines off Airport Freeway before the merge. If a TIA was done now, it wouldn't be a true representation of what the traffic would be under normal circumstances.

Chairman Carlson agreed and said it's been a crazy year, and when the traffic returns it is unknown if it will return to the level that it was and the assumptions of what future growth will be.

Mr. Parma said that's what they are looking at from a traffic perspective. In regards to the 27 parking spaces at this site, they did a data collection for information and evaluation purposes at a similar Chick-Fil-A location in Arlington that had about 20 spaces and only one drive-thru lane. They used that data and also took data from Chick-Fil-A sites around the country, some had a single lane drive-thru and others had a double-lane drive-thru, and these were studies from other firms not connected with this project. They compared their max ques to ques from other studies, and the highest average was 16 vehicles based on 11 locations during the mid-day peak. The maximum que was 23 vehicles. The 27 spaces at this site would be able to accommodate this site as well as the one in Arlington based on historical data. This information will be included in the TIA that will be submitted to the City within a week of the date of this meeting.

Commissioner Cawthorne said Bay Street is a two-way road and asked if there is a plan for the people turning on this street to get to a drive-thru line at Chick-Fil-A or will they be waiting in the right hand lane on this street to get in a line which would potentially back up traffic for those who are wanting to turn right onto Plaza Parkway to get to the businesses on that street.

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Chairman Carlson said nobody is complaining about Chick-Fil-A coming to Bedford, but they are trying to cover the unintended consequences that may occur.

Ms. Sanders said they have a drive-thru committee that analyzes all of their stores. Their drive-thrus, queuing, and the reason why they do the face-to-face ordering is for efficiency and reduce the time it takes to get cars through the drive-thru. Chick-Fil-A won the award every year for having the quickest drive-thru of any restaurant. This location shows 27 cars, but with the potential overflow, they show that there are 30 that can stack. Backing up shouldn't be an issue because they are efficient on getting orders in. For any specialized orders, the customers will be directed to park in some spaces adjacent to the handicap parking spaces and their order will be run out to their cars. That will continue to keep the flow moving, and it will be at their peak hours.

Chairman Carlson said that other restaurants like McDonalds has the same concept and it's very efficient.

Commissioner Moye asked if there is a left turn lane going south on Central Drive into Plaza Parkway.

Jay Narayana said it's both ways, people coming out and people going in.

Vice Chairman Davis said there is a left turn arrow painted in that lane to Plaza Parkway.

Chairman Carlson said there is an arrow, but it's not a dedicated left turn lane. There are two double yellow lines right there.

Commissioner Moye said it looks like there's a median there.

Jay Narayana said it wouldn't need to be modified.

Chairman Carlson said new striping on the road and better signage would help.

Commissioner Moye asked if a car is coming out of Chick-Fil-A and isn't able to get back on the freeway so they go to Central and turn right, are they able to do a U-turn on Central and come back to the intersection at Central and the frontage road.

Chairman Carlson said technically you'd be able to, but depending on the hours it may be difficult. Also, people turning right onto the frontage road from Bay Street to go west will also increase the traffic.

Commissioner Henderson said Bay Street is one of the busier accesses to Chili's with people going in and out as well, so that results in some additional southbound traffic.

Vice Chairman Davis asked if making Bay Street one-way an option.

Jay Narayana said there were some issues with the agreement that the property owner has with Chili's.

Bill Syblon said the lease agreement with the ground lease stipulated that there was access to Chili's from Bay Street.

Commissioner McMillan said the intersection at Glade Road and North SH 121 had the same problem with people cutting across traffic on the frontage road to get into the shopping area parking lot, but people eventually got used to going on further to the light to turn and access the shopping area and went further through the parking lot to exit back onto the frontage road. Her

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concern is when football games at Pennington Field end in the evening and a crowd of people go to Chick-Fil-A going north on Central, and asked how many cars can queue on Plaza Parkway. With the street being 24' wide, cars will be able to go around if they are going down to the Marriott. The same situation can happen with all of the people at the HEBISD Technology Center during lunch time.

Ms. Sanders said cars will be able to drive around other cars that are queuing. If you drive to Bay Street, there is a dimension at Plaza Parkway and Bay Street where the dumpster will be, there is enough space to go around a car that is stacking there.

Jay Narayana said there are two lanes of traffic, but to keep in mind that there will also be people parking there and backing out.

Ms. Sanders said that's where they intend to have their employees park so the cars there won't be moving as frequently.

Ms. Acharya said a typical roadway length on a public roadway is about 12', and there are two 12' roadway lengths that allows non-Chick-Fil-A patrons to bypass any stacking that does occur on Plaza Parkway.

Commissioner Henderson said those who will be parking on the street will be backing up into that road when they are leaving.

Ms. Sanders said that those will be employees who will be parked there during their shift so those cars will not be moving except at certain times.

Chairman Carlson said those are still considered public parking spaces, but employees will be required to use those to stay out of the parking lot.

Ms. Sanders said when the store closes they'll be leaving or before it opens and shift change around 3:00 p.m. or so in the afternoon. Not during peak hours.

Commissioner McMillan asked if City staff will be marking the roadway lanes so people are aware that it is two lanes, or would it create a problem if people mistake that as a two-lane road.

Ms. Sanders said they will have a sign there that will indicate to stay right for the drive-thru.

Chairman Carlson said he doesn't want to anticipate that the TIA will include things in terms of striping and signage that would minimize the increase of risk. He's concerned about Bay Street on the frontage road. People who can't get over to the right to get back on the freeway are forced to go straight to the Forest Ridge intersection, which can be inconvenient to drivers. The internal flow that has been discussed, assuming the averages are correct, sounds like the internal numbers and the flow of the drive-thru lanes would be good. Stacking on Plaza Parkway may occur frequently for the first month or two, but once things normalize there shouldn't be an issue. If there is an occasional car stacked onto Plaza, it will only be there for a minute or so.

Commissioner Cawthorne said her concern is Bay Street to get into the queuing, or turn right onto Bay Street to go to other businesses, as well as the queuing on Plaza.

Jay Narayana said some people may go through the Chili's parking lot and bypass that also.

Chairman Carlson said it's the same owner all across the parking lots so there probably wouldn't be any issues. He reiterated that the increased traffic is a good problem to have in terms of business, but they need to be sure the safety with the traffic is addressed.

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Commissioner McMillan said that they've discussed the store opening and odd times of increased business, and asked if other stores have provided something like off-duty police officers present to direct traffic if there is a large crowd anticipated after a football game or something similar.

Ms. Sanders said they would either have an employee or police officer directing traffic at a peak time.

Commissioner Henderson asked City staff if they are aware that there is an ordinance that prohibits having a parking space that backs into a public roadway or a fire lane.

Jay Narayana said that typically those limitations happen on collector or arterial streets, but doesn't apply to Bay Street. She deferred that question to the City Engineer.

Commissioner Henderson said that has to be a fire lane which has to be 26' wide, and he is concerned about those parking spots on Bay Street.

Jay Narayana said the fire lane is on the inside because they needed the 150' hose lay and they have that without using Bay Street as a fire lane.

Bill Syblon said the Fire Marshal has reviewed this.

Commissioner Henderson asked if there's a fire, how the fire trucks would get there.

Ms. Acharya said this site has adequate fire coverage from Central Drive and the freeway. As an additional measure, the Fire Marshal did request an on-site fire lane to ensure that nobody parks within that area. He said that they can fight the fire off of Central and Highway 183. This does meet the Fire Code requirements.

Bill Syblon said DRC has reviewed and approved it.

Chairman Carlson opened the public hearing at 6:36 p.m.

Chairman Carlson closed the public hearing at 6:36p.m.

Vice Chairman asked if this case can be approved contingent on a traffic survey that hasn't been done yet.

Chairman Carlson said that the zoning and use are okay, but the TIA is part of the site plan, and he doesn't want to approve the site plan without seeing the TIA. Since this is all one package, this case should be tabled.

Jay Narayana said the zoning and site plan are tied together, so if the TIA comes back and there are adjustments that need to be made, this case would have to be readvertised.

Chairman Carlson said his only concern is the TIA and potential safety issues.

Commissioner McMillan said if they approve this and the TIA comes back and adjustments need to be made, then the case will have to be re-advertised. But if they approve this and the TIA is good, they could have already moved on.

Bill Syblon said if there are amendments to the site plan that need to be made, Council has the ability to approve those

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Chairman Carlson said they would see the TIA report, but that wouldn't be P&Z Commission doing their job. He agreed with what Commissioner McMillan said.

Jay Narayana suggested that they could recommend approval subject to the TIA results if it doesn't implicate any changes to the site plan or traffic directional signage as presented at this meeting and move forward to Council. If it does require modifications to the site plan, it would have to come back to P&Z.

Vice Chairman Davis asked when it will go to City Council.

Bill Syblon said that to get this moving as quick as possible, it was double-posted and set to go to City Council on September 22nd.

Vice Chairman Davis said if they recommend approval for this and the TIA is good, they would not have prevented this from starting.

Chairman Carlson said City Council could look at the TIA but may not understand it.

Vice Chairman Davis said if the TIA comes back and very minor changes are needed, he would let it go to Council and they can make the final decision.

Jay Narayana suggested that they make a note of the things that concerns them regarding the locations and areas of conflict that need to be addressed. That way they have direction based on your feedback so that it is on the record going to Council.

Chairman Carlson said based on the discussions, he is satisfied with the internal flow and overflow issues. It is the safety concerns at the entry onto Bay Street from the frontage road and potential conflicts going north on Central into this site, and the left turn onto Plaza Parkway from southbound Central. The petitioners are already stuck with the AT&T boxes and the 13 infrastructure utility lines.

Commissioner Cawthorne said he needs to add Plaza Parkway and it needs a dedicated left turn lane from Central Drive, and to make sure that there is enough room for one lane for Chick-Fil-A, one lane going the opposite direction, and one lane for passing.

Jay Narayana said Plaza Parkway is a one-way street going eastbound, so it only needs two lanes going the same direction.

Commissioner McMillan said short of having a traffic study showing that the entire flow needs to be changed that would require coming back to P&Z, she doesn't know why else it would need to come back.

Chairman Carlson said there are challenges caused by TxDOT and NTE that the applicant has not created that should be worked through between TxDOT and the City, but he doesn't know what the applicant can do about that.

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Commissioner McMillan asked if they can make the recommendation for Council to approve this prior to the TIA to review.

Commissioner Stroope said that they need to make sure that Council has time to review the TIA and if they saw something they didn't like, they can turn it down and it would go back to P&Z again.

Chairman Carlson said they could recommend approval pending TIA review by Council.

Jay Narayana said with the City Council meeting on the 22nd, and the TIA is received next week, there may not be enough time for the City Engineer to review it.

Commissioner McMillan said that it would be better to remove them from the Council agenda in two weeks.

Vice Chairman Davis said a true TIA can't be done today due to COVID, so the TIA that will be submitted will be based on historical data.

Ms. Sanders said that what they have now shows that it works. They are still putting the numbers together, but COVID put a delay on them getting out to conduct studies on some of their stores. She said she'd like to move forward and go to Council in two weeks because it will work with their schedule.

Jay Narayana said the TIA will still need to be reviewed by an outside consultant once it's received by City staff. There would not be enough time for it to be reviewed before the City Council agenda is published for the meeting on the 22nd.

Chairman Carlson said everything else required on the site plan has been received and reviewed, and the only thing that it's lacking is the TIA. They want to do their due diligence before recommending approval.

Motion: Commissioner Henderson made a motion to table zoning case PZ-PUD-2020-50002.

Commissioner McMillan seconded the motion and the vote was as follows:

Ayes: Commissioners McMillan, Stroope, Henderson, Cawthorne, Moye, Vice Chairman Davis and Chairman Carlson

Nays: None

Abstention: None

Motion approved 7-0-0. Chairman Carlson tabled zoning case PZ-PUD-2020-50002.

ADJOURNMENT

Motion: Commissioner Cawthorne made a motion to adjourn.

All commissioners in favor.

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Ayes: Commissioners McMillan, Stroope, Henderson, Cawthorne, Moye, Vice
Chairman Davis and Chairman Carlson
Nays: None
Abstention: None

Motion approved 7-0-0. Chairman Carlson adjourned the Planning and Zoning Commission meeting at 8:14 p.m.

**Todd Carlson, Chairman
Planning and Zoning Commission**

ATTEST:

**Kristtina Starnes
Planning & Zoning Assistant**