

## 5. 2015SP-017-001

### PILLOW STREET COTTAGES

Map 105-07, Parcel(s) 136-137  
Council District 17 (Sandra Moore)  
Staff Reviewer: Lisa Milligan

A request to rezone from R6 to SP-R zoning for properties located at 1318 and 1322 Pillow Street, at the northeast corner of Pillow Street and Merritt Avenue, (0.618 acres), to permit up to 14 multi-family residential units, requested by E3 Construction Services, LLC, applicant; Globex, Inc, Charles LeMay, and Judy Ragsdale, owners.

**Staff Recommendation: Approve with conditions and disapprove without all conditions.**

### APPLICANT REQUEST

**Preliminary SP to up to 14 multi-family residential units.**

#### Preliminary SP

A request to rezone from One and-Two Family Residential (R6) to Specific Plan-Residential (SP-R) zoning for properties located at 1318 and 1322 Pillow Street (0.61 acres), to permit up to 14 multi-family residential units.

#### **Existing Zoning**

One and Two-Family Residential (R6) requires a minimum 6,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 7.71 dwelling units per acre including 25 percent duplex lots. *R6 would permit a maximum of 4 lots with 1 duplex for a total of 5 units.*

#### **Proposed Zoning**

Specific Plan-Residential (SP-R) is a zoning district category that provides for additional flexibility of design, including the relationship of streets to buildings, to provide the ability to implement the specific details of the General Plan. This Specific Plan includes only one residential building type.

### CRITICAL PLANNING GOALS

- Supports Infill Development
- Creates Walkable Neighborhoods
- Provides a Range of Housing Choices

This proposal meets several critical planning goals. Development in areas with adequate infrastructure is more appropriate than development not served with adequate infrastructure such as roads, water and sewer, because it does not burden Metro with the cost of maintaining new infrastructure. The project will intensify development on an infill site and provide for a different housing type than currently exists in the immediate area. Sidewalks are being provided along Pillow Street and Merritt Avenue to increase walkability in the area.

### SOUTH NASHVILLE COMMUNITY PLAN

#### **Existing Land Use Policy**

T4 Urban Neighborhood Maintenance (T4 NM) policy is intended to preserve the general character of urban neighborhoods as characterized by their development pattern, building form, land use and associated public realm. T4 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character of the neighborhood, in terms of its development pattern, building form, land use and the public realm. Where not present, enhancements are made to improve pedestrian, bicycle and vehicular connectivity.

#### **Growth and Preservation Concept Map**

T4 Urban Neighborhood Evolving (T4 NE) policy is intended to create and enhance urban neighborhoods that are compatible with the general character of existing urban neighborhoods as characterized by their development pattern, building form, land use and associated public realm, with opportunities for housing choice and improved pedestrian, bicycle and vehicular connectivity. The resulting development pattern may have higher densities than existing urban neighborhoods and/or smaller lots sizes, with a broader range of housing types providing housing choice. This reflects the scarcity of easily developable land (without sensitive environmental features) and the cost of developing housing.

#### Consistent with Policy?

Yes. The proposed SP zoning is consistent with the proposed T4NE policy. The proposed development is creating an additional housing option in this area while still being compatible with the general character of the area in regards to building placement. The project is designed in such a way that the residential buildings are addressing both streets. Access is from an existing ally and no driveways will be added to the public streets. This creates a more urban form that is pedestrian oriented.

**PLAN DETAILS**

The site is located at 1318 and 1322 Pillow Street, north of Merritt Avenue and east of Pillow Street. The site is approximately 0.61 acres in size. The current use of the property is 2 single-family detached units.

Site Plan

The plan proposes up to 14 multi-family residential units: 3 units fronting on Pillow Street, 1 unit on the corner of Merritt Avenue and Pillow Street, 6 units fronting Merritt Avenue, and 4 units fronting a private drive/parking area.

The plan provides sidewalks along Merritt Avenue and Pillow Street. All vehicular access is from a private drive that connects to an existing alley. Nine of the units will have garages and the remainder of the parking will be surface parking. Additional parking is provided through on-street parking being added to both street frontages. Street trees are proposed to be installed behind the sidewalks along both streets.

Building elevations have been provided for both the Pillow Street frontage and the Merritt Avenue frontage. The units are proposed to be constructed of cementitious siding. Porches and stoops with metal roofs are proposed for each unit. The corner unit is designed in such a way that it addresses both street frontages and has an entrance on each.

**ANALYSIS**

The plan is consistent with the Growth and Preservation Concept Map and adds housing choice to an existing urban neighborhood. The plan meets several critical planning goals including creating a more pedestrian friendly, walkable streetscape and providing an infill development on an underutilized urban lot.

**FIRE DEPARTMENT RECOMMENDATION**

**Approve with conditions**

- Fire Code issues for the structures will be addressed at permit application review

**STORMWATER RECOMMENDATION**

**Approved**

**WATER SERVICES**

**Approved with conditions**

- As all our previous issues have been addressed, we approve this 14-unit development as Preliminary SP only. The required public construction plans must be submitted and approved prior to Final SP stage. The required 30% capacity fees must also be paid prior to Final SP approval.

**PUBLIC WORKS RECOMMENDATION**

**Approved with conditions**

- The developer's final construction drawings shall comply with the design regulations established by the Department of Public Works. Final design may vary based on field conditions.
- Coordinate stormwater outfall location with MPW and Metro Stormwater, may require hard connection to existing off-site infrastructure.
- Indicate the installation of on-street parking. Bulb in the curb line to install new parking lane. Each road should be designed to facilitate 22' of travel way (install lip of gutter at the edge of the 22') and proposed parking lane on property frontage.

**TRAFFIC AND PARKING RECOMMENDATION**

**No exception taken**

Maximum Uses in Existing Zoning District: **R6**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Two-Family Residential (210)	0.618	7.26 D	5 U *	48	4	6

\*Based on one two-family lot.

Maximum Uses in Proposed Zoning District: **SP-R**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (230)	0.618	-	14 U	117	11	12

Traffic changes between maximum: **R6** and **SP-R**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	+ 9 U	+69	+7	+6

**METRO SCHOOL BOARD REPORT**

**Projected student generation existing R6 district: 0 Elementary 0 Middle 0 High**

**Projected student generation proposed SP-R district: 2 Elementary 2 Middle 2 High**

The proposed SP-R zoning district could generate 4 more students than what is typically generated under the existing R6 zoning district. Students would attend Fall-Hamilton Elementary, Cameron Middle School and Glencliff High School. Fall-Hamilton and Glencliff have been identified as over capacity. There is no capacity for elementary students or high school student in this cluster. There is capacity for high school students in an adjacent cluster. This information is based upon data from the school board last updated October 2014.

The fiscal liability of 2 new elementary students is \$43,000 (2 X \$21,500 per student). The fiscal liability of 2 new high school students is \$72,000 (2 X \$36,000 per student). This is only for information purposes to show the potential impact of this proposal, it is not a staff condition of approval.

**STAFF RECOMMENDATION**

Staff recommends approval with conditions and disapproval without all conditions as the plan is consistent with the draft preferred future policy and meets several critical planning goals.

**CONDITIONS**

1. Permitted land uses shall be limited to up to 14 multi-family residential units.
2. Maximum height shall be 3 stories in 35 feet.
3. On the corrected set of plans, add the following note: Finished ground floors and porches shall be elevated a minimum of 18" and a maximum of 36" from the abutting average ground elevation
4. On the corrected set of plans, update the Notes section to remove the reference to PUD.
5. On the corrected set of plans, update the Uses to Residential, Multi-family.
6. On the corrected set of plans, update the number of units to 14.
7. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Council approval, the property shall be subject to the standards, regulations and requirements of the RM20-A zoning district as of the date of the application request or application.
8. A corrected copy of the preliminary SP plan incorporating the conditions of approval by the Metro Council shall be provided to the Planning Commission prior to or with the final site plan application.
9. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering, or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
10. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.

Ms. Milligan presented the staff recommendation of approval with conditions and disapproval without all conditions.

John (last name unclear), applicant, spoke in favor of the application.

James Harper, 1317 Little Hamilton Avenue, spoke in opposition to the application and noted that it will destroy the character of the neighborhood.

**Chairman McLean closed the Public Hearing.**

The commissioners discussed the need for affordable housing at appropriate sites.

Mr. Adkins noted that density in appropriate areas around the core is appropriate. He spoke in favor of the application and stated that it seems to be appropriate in this case and it is consistent with policy.

Ms. Farr spoke in favor of the application and noted it's appropriate for this location.

Mr. Clifton spoke in favor of the application but stated that we are dramatically and quickly depleting potential affordable housing in Midtown and in the city.

Councilmember Hunt spoke in favor of the application but noted that we are going to have to really look at how many we are tearing down and how many we are rebuilding that are truly affordable.

**Ms. Farr moved and Mr. Adkins seconded the motion to approve with conditions and disapprove without all conditions. (7-0)**

**Resolution No. RS2015-105**

**“BE IT RESOLVED by The Metropolitan Planning Commission that 2015SP-017-001 is **Approved with conditions and disapproved without all conditions. (7-0)**”**

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