



MEMORANDUM

Date: March 20, 2025

To: Luke Winchester, Chairman
and Planning Commission

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

Re: Tillman Place
6235 Central Pike
LUA, Annexation, PMDP PUD
Map – 097/076
Parcel(s) – 13.00, 53.00

Request: Submitted by CSDG, on behalf of their client, the applicant requests an annexation, plan of services, land use plan amendment, rezone and preliminary master development plan approval for a residential development on Central Pike including commercial and residential single and multi-family in a mix of townhomes, and single-family residences totaling 137 residential units located in district 3.

History: The property is 35.71 acres on the North side of Central Pike, to the West of Pleasant Grove Road. The property has a portion within the City Limits and a portion within Wilson Co. but within the City's urban growth boundary. The current zoning is RS-40 within the City Limits, and Wilson County R-1. The applicant has requested a rezone to RM-8 and RS-15 PUD. The City's land use plan identifies the Northern portion of the area as medium density residential and the Southern portion as Mixed Use. A summary of the request is provided below:

REQUEST SUMMARY	Land Use Map	Requested Classification	Current Zoning	Requested Zoning
CSDG/Tillman Place	Medium Density Residential & Mixed Use	Multi-Family Residential/Medium Density FOR PARCEL 13.00 ONLY	RS-40 (MJ) & Wilson County R-1	RS-40 PUD & RM-8 PUD & STAFF RECOMMENDS RS-30

Future Land Use Plan: The City's future land use map identifies the property as medium density residential for the Northern Parcel and Mixed-use for the Southern parcel. The request is to retain the medium density land use on the Northern Parcel, and a change from Mixed use to Multi-family and medium density residential on the Southern portion. The land use plan does not support a request for multi-family or medium density residential classification for the Southern portion of the property.

Zoning: The zoning on the Northern Parcel, within the city limits, is RS-40 and R-1 in Wilson County which is the Southern Parcel. There is RS-40 corresponding surrounding zoning as well.

The applicant is seeking RS-15 and RM-8 zoning with a PUD overlay should the land use plan be amended. Overall density for the single family residential is 1.11 units/acre negating the necessity for RS-15 base zoning. Staff request RS-30 for the single-family area on the southern lot.

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

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

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

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

Preliminary Master Development Plan:

Location/History: This development site is located on the North side of Central Pike, to the West of Pleasant Grove Road. The property is in the City's urban growth boundary. The zoning currently contains both City RS-40 and Wilson County R-1, low density residential. As explained above, should the property be annexed, a land use amendment and rezone are sought for both multi-family residential and Single family base zoning with a PUD overlay.

5-103 Bulk Standards: The total acreage of the proposed development is 35.71 acres, exceeding the minimum required for multifamily developments (20ac) and the proposed single family residential density is 1.11 units/acre, and multi-family is 8.01 units per acre, below the maximum permitted for the single-family zoning district (16.1 ac). 137 units are proposed. The project shows this being completed in 3 phases; however a specific development timeline has not been shown. The estimated population is 348 persons at buildout. The 137 units are as follows:

24 - Single family
113 - Townhome

Streets/Sidewalks/Access: Six-foot-wide sidewalk is proposed throughout all internal roads within the development, with 7' sidewalks being proposed along the areas with parallel parking for the alley loaded multi-family units. There is also a 10' multi/shared use path also proposed. Vehicular access is proposed via Central Pike and Pleasant Grove Road. The townhome units are requesting private roadway sections for the Alley loaded products, with public streets for the main thoroughfares. Pedestrian and vehicular connections are complete throughout the site.

Parking: Parking data indicates the site is adequately parked with 226 spaces for the multi-family portion. The parking comes in a variety of forms, parallel, garage and on street.

Amenities: Most of the amenities are within a central portion of the development, along the main thoroughfare that divides the Single and Multi-family portions. These include: 8,635 sf park pavilion, 2.69 ac of nature walking trails with benches, 6,640 sf playground, 2,069 sf exercise area, fire pits and 0.46 ac of landscaped green space. The code regarding multi-family development requires the amenity area to have at least a 2000sf clubhouse/building for up to 200 dwelling units. The plan currently does not provide for this requirement, nor has a waiver been requested. This will be required within the conditions listed below

Multi-family Design Standards (5-104.4)

A waiver is requested for several features within a multi-family development due to the split use of the subdivision including single family residences as well. A waiver has been requested to allow a building separation of 20' as all townhome units will be sprinkled. Bicycle racks and trash cans are required at all the buildings. The applicant has requested a waiver to provide six bike racks throughout the entirety of the development in lieu of a five-space rack at each multi-family building. A mail kiosk is provided in a logical location, it shall be covered and well lit.

Parking area lighting shall be decorative. All poles and posts shall be powder-coated black, channel posts are not permitted. Notes provided indicate that corner lots shall be critical façade lots. A note shall be required to compliance with the bulk of the general requirements the City asks for such PUDs.

Article X Landscaping: The applicant is requesting a landscape regulation waiver to omit a portion of the required fencing along the boundary of the multi-family portion and requests to provide landscaping as an alternative measure. The townhomes on the Southernmost portion will face Central Pike. They are also requesting to omit the "C" buffer between RS-15 and RM-8 due to existing features along the zoning ling

A type D buffer is provided where required for perimeter areas not adjacent to an external street, along with a type A-1 buffer where required internally. A full landscape plan will be required and reviewed upon FMDP/Site Plan submittal.

Waivers/Variances: The following six waivers are requested:

Waivers/Variances:

1. Request to allow up to 6 acres of disturbance of slopes exceeding 20%. **PW to address.**
2. Request to allow townhome building separation of twenty feet (20') since all units will be sprinkled. **Staff supports**
3. Request to allow private roads with the 26' roadway section for alleys and the 56' roadway section through the townhome portion of the development. **PW to address.**
4. Request to omit masonry column requirement from residential garage doors to match residential elevations as shown on C4.00. **Staff supports**

5. Request to provide 6 bike racks of 5 spaces each thorough the multifamily development in lieu of 1 bike rack per multi-family residential building. **Staff supports.**
6. Request to omit the fence along the boundary of the multi-family residential development site and provide landscaping as an alternative measure. **Staff supports.**
7. Request to omit “C” buffer between RS-15 & RM-8 due to existing features along zoning line. **Staff supports but requests some enhanced landscaping in this area.**
8. Request to allow an access street to be stubbed at the property line. **PW to address.**
9. Request to deviate from the material standards to allow:
 - Fifty percent (50%) brick and/or stone on all facades. **Staff supports.**
 - Fifty percent (50%) secondary materials on all facades. **Staff supports, no vinyl or metal siding is allowed.**
 - No two house plan and elevation shall be sited and built next to one another. **Staff does not support**
 - No two house plan and elevation shall be sited and built across the street from one another. **Staff does not support.**
 - High visibility lots shall have 100% brick and/or stone. **Staff does not support.**
 - High visibility lots will not have a blank end facing the street side by including architectural features such as optional window packages and/or fireplaces. **Staff does support.**

Summary: The City’s future land use plan identifies the subject property as medium density and mixed use, the applicants request for multi-family is not supported by the plan. Should the property be annexed and rezoned, a final master development plan and preliminary plat shall apply with all applicable regulations other than any waivers approved.

Recommendation: Should the Planning Commission, make a positive recommendation to the Board of Commissioners for the land use amendment, annexation, plan of service, rezone and preliminary master development plan for Tillman Place, at 6235 Central Pk., please include the following conditions:

Planning and Zoning:

1. All requirements of the City’s Subdivision regulations shall be adhered to, excepting any waivers approved by the Planning Commission and Board of Commissioners.
2. 5-104.1 Multifamily guidelines shall be adhered to, excepting any waivers approved by the Planning Commission and Board of Commissioners.
3. HVAC and utility equipment shall be screened entirely from horizontal view, utility meters shall be screened with brick/stone screen walls.
4. All exterior lighting fixtures shall be decorative.
5. Brick shall be clay, baked and individually laid.
6. Stone shall be individually laid.
7. Every wet pond shall have lighted fountains and landscaping around the perimeter.
8. Preserve as many trees as possible. Should existing vegetation be utilized for required landscaping provide a tree survey at final master development plan submittal.
9. Along, Central Pike Road frontage, provide enhanced landscaping including a split rail fence with brick/stone termination columns to enhance streetscape.

10. 2,000 sf of clubhouse, up to 200 units, are required, plus 10sf per each additional dwelling unit, identify how this is accomplished.
11. The base zoning district for the single-family portions of this subdivision shall be RS-30 due to the single-family density not exceeding 1.11 units/acre.

Public Works:

1. The following variances are requested or required:
 - a. To allow private roads (4-103.3): SUPPORTED with the proposed cross sections.
 - b. To allow an access street to be stubbed at the property line (4-104.405): SUPPORTED
 - c. To allow up to 6 acres of disturbance of slopes exceeding 20%: SUPPORTED conditionally in a cut condition only
2. This development is anticipated to be built around the time the Central Pike Interchange begins construction. The following off-site improvements shall be required should the interchange NOT be constructed prior to issuing the first CO:
 - a. Signal warrant analysis shall be submitted at the 60th and 120th COs. Should the signal be warranted, it shall be constructed to allow the widening of Central Pike in the region. The signal shall include turn lanes on Central Pike and an advanced warning beacon stating "BE PREPARED TO STOP WHEN FLASHING".
 - b. A left-turn lane on Central Pike at Pleasant Grove Road shall be constructed.
 - c. A 10' wide shared-use path shall be constructed along Central Pike. Curb and gutter will be required along all roads with a path.
 - d. A left-turn lane shall be constructed along Central Pike at the project entrance.
3. The following off-site improvements shall be required should the interchange be under construction prior to issuing the first CO:
 - a. A 12' wide shared-use path shall be installed between the western project frontage and the termination of the shared-use path to the east.
 - b. The curb and gutter shall be extended along all roads with the path.
 - c. Increase the width of the westbound lane to 12 feet along the project frontage.
 - d. A left-turn lane shall be constructed along Central Pike and the project entrance. This will require continuing the proposed two-way left-turn lane to the project entrance.
4. Private streets shall meet the design standards for an access street.
5. Private allies shall meet the design standards for an access lane.
6. Vegetation or other obstructions in the sight triangles shall be removed.
7. On street parking shall be parallel parking.
8. Sidewalks adjacent to parking shall be 7' wide. This includes parallel parking.
9. Curb ramps shall be provided across all streets at intersections. The crosswalks do not need to be marked.
10. Provide pedestrian connections from the sidewalks to the front of all townhome units.
11. All drives shall comply with TDOT's Highway Systems Access Manual.
12. All pedestrian facilities shall comply with ADA and PROWAG standards.
13. Adequate sight distance shall be provided at all intersections. A grade adjustment factor will be required for the Pleasant Grove Road driveway. Sight distance profiles will be provided at FMDP.
14. Sewer availability requested.

15. The site is not currently served by public sewer. The development will be responsible for extending sewer to the nearest public main.
16. Existing slopes equal to or greater than 20% shall not be within a proposed building envelope.
17. Landscaping plans shall be approved prior to construction plans approval.
18. If wet ponds are used, aeration shall be provided.
19. Tennessee Rule 0400-10-.04 required for water quality and quantity.
20. A letter of approval from West Wilson Utility District will be required prior to construction plan approval is issued.
21. All sanitary sewer shall be (minus service laterals) public and contained within a 20' easement (minimum).
22. In the event karst features are encountered during grading, a licensed geotechnical engineer shall document the feature, and the feature shall be located by a licensed surveyor. If the feature is to be remediated, the geotechnical engineer shall provide a remediation plan to the City for approval. Efforts will be made to minimize any remediated features within building envelopes.
23. No onsite grinder systems or step systems will be allowed for this development.
24. Submit a preliminary drainage report at FMDP.

Wilson County Schools:

1. No comments provided.

West Wilson Utility District:

1. Water lines shown are not WWUD's design.