

**STAFF REPORT**

**CASE NUMBER:** P.D. 08-319

**L.U.C.B. MEETING:** July 10, 2008

**DEVELOPMENT NAME:** Grace St. Luke's School Planned Development

**LOCATION:** Northeast corner of Peabody Avenue and Lemaster Street

**APPLICANT:** Grace St. Luke's Episcopal Church

**REPRESENTATIVE:** Tom Beazley

**REQUEST:** A planned development to permit institutional uses consisting of a private, church sponsored, day school (grades pre K-9)

**AREA:** 2.22 Acres

**EXISTING LAND USE & ZONING:** An existing parking lot and Ms. Lees Pre-K school in the Single Family Residential Historcial Conservation (R-S6(HC)) District

**SURROUNDING LAND USES AND ZONING:**

**North:** Single family homes in the Single Family Residential Historcial Conservation (R-S6(HC)) District

**East:** Single family homes in the Single Family Residential Historcial Conservation (R-S6(HC)) District

**South:** Single family homes in the Single Family Residential Historcial Conservation (R-S6(HC)) District

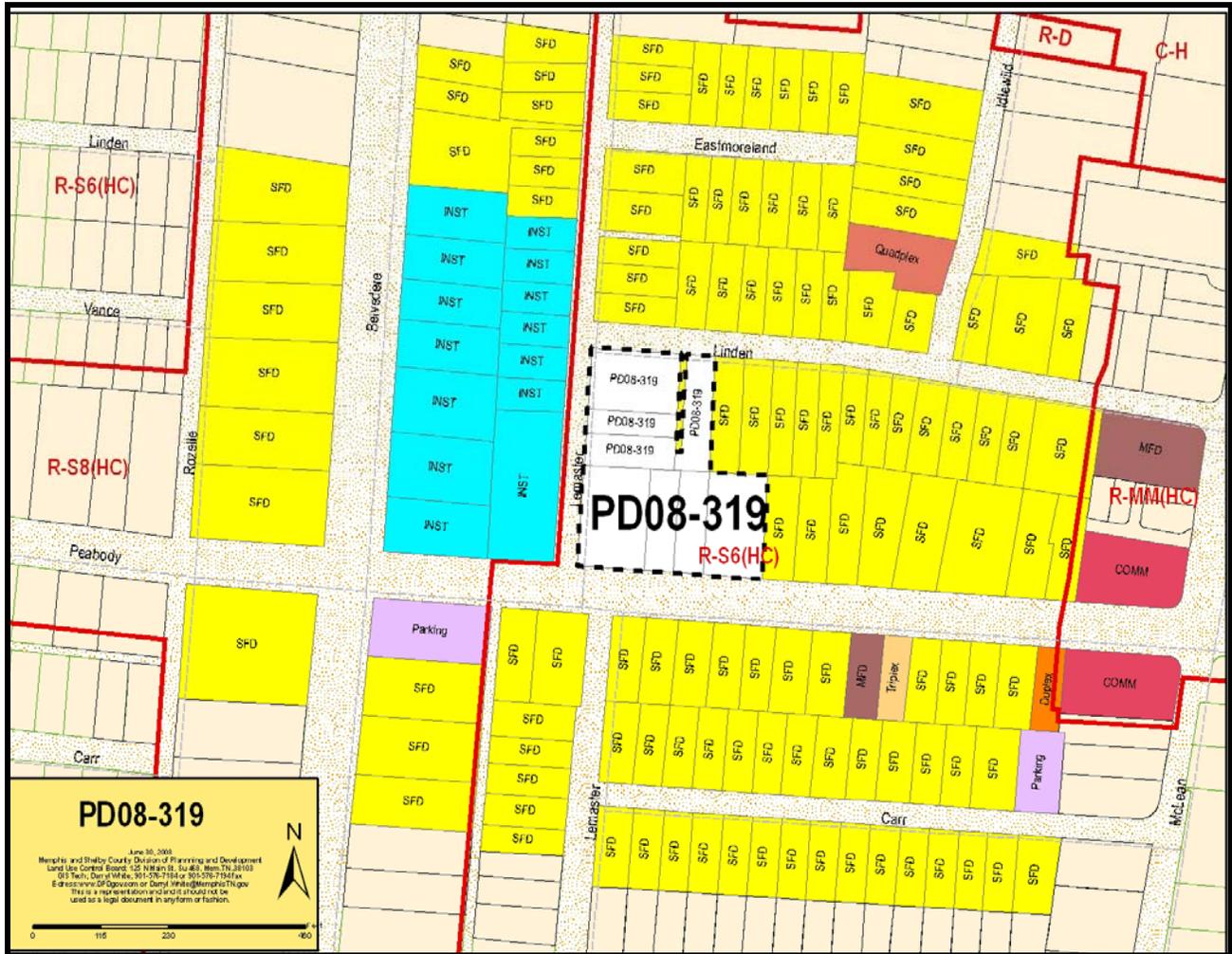
**West:** Grace St. Luke's Episcopal Church and Day School in the Single Family Residential Historcial Conservation (R-S8(HC)) District

**OFFICE OF PLANNING AND DEVELOPMENT RECOMMENDATION  
HOLD FOR 30 DAYS**

**CONCLUSIONS:**

1. The request is for the redevelopment of the subject property with a two-story private day school governed by the requirements of the Historic Conservation District as approved by the Memphis Landmarks Commission.
2. There are two major issues with the proposed planned development. The first and most important issue is the need for approval to demolish two existing bungalow structures on the property and approval of the newly proposed school building by the Memphis Landmarks Commission.
3. The applicant has filed with the Landmarks Commission a request for Economic Hardship concerning the demolition of the two existing structures which is scheduled to be heard at the Commission's July meeting.
4. If the Economic Hardship request is approved and the two structures are allowed to be demolished, then the request for the new construction will also be heard in the July Commission meeting. Until the applicant receives approval of both the demolition and new construction requests for this site, the current planned development application is premature.
5. The second issue pertains to comments and recommendations from the City Engineering Office which could cause a redesign of the proposed site plan making the review and a recommendation on this application by staff premature at this time.

### ZONING AND LAND USE MAP



**EXISTING CHURCH AND SCHOOL ON PEABODY AVE.**



**EXISTING SCHOOL AT NE CORNER OF PEABODY & BELVEDERE**



**EXISTING CHURCH AND PROPOSED SCHOOL EXPANSION SITE**



Proposed school expansion site east of church

**SUBJECT SITE**



**Subject site at NE corner of Peabody & LeMaster**



**Subject Site along east side of LeMaster St.**



**Subject site along south side of Linden Ave.**



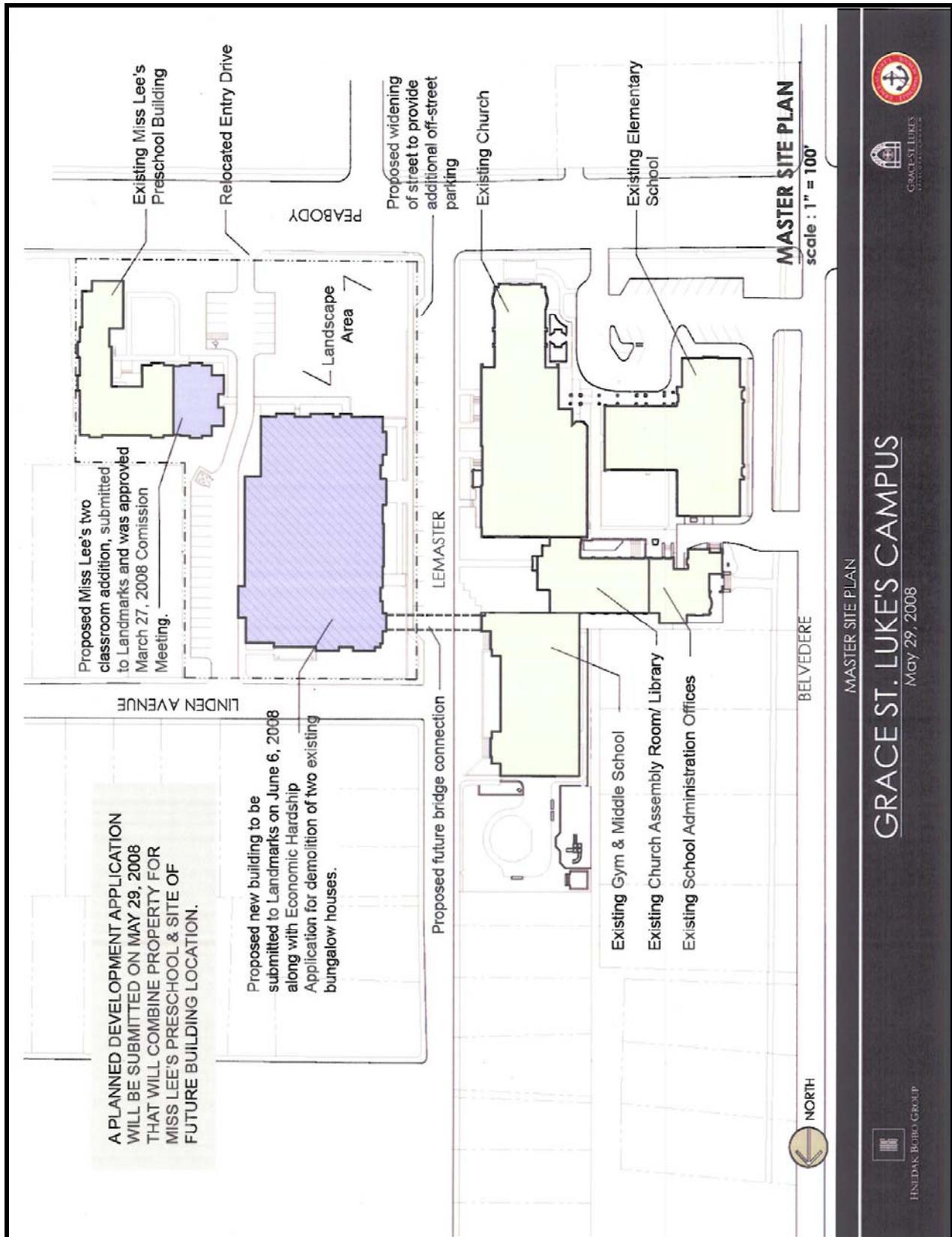
**Existing Parking lot to be replaced with school**



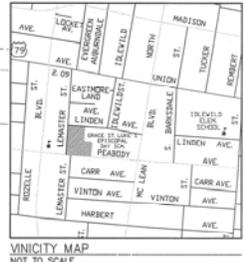
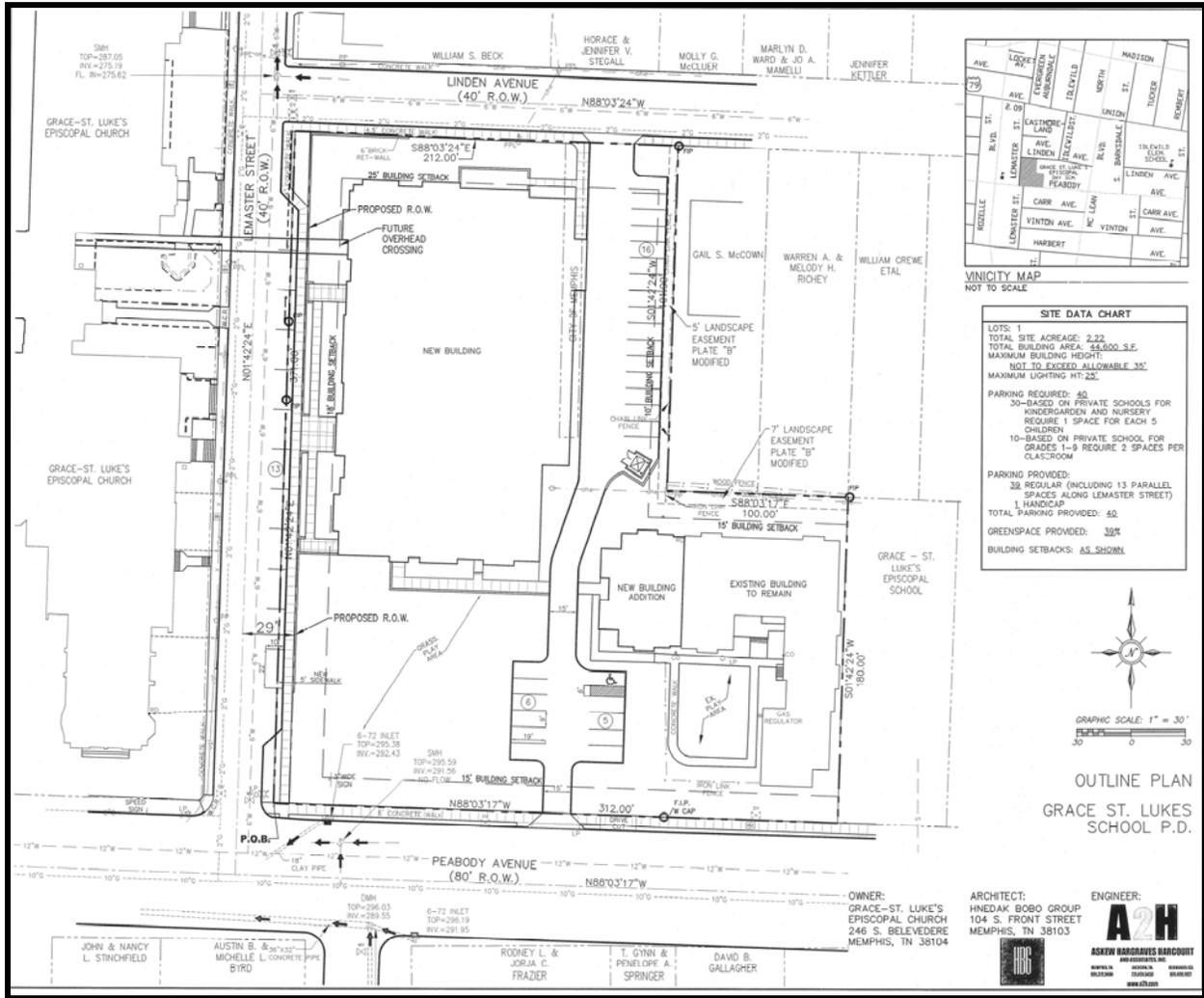
**EXISTING MISS. LEES PRESCHOOL BUILDING**



### PROPOSED SCHOOL MASTER PLAN



### PROPOSED OUTLINE PLAN



**SITE DATA CHART**

LOTS: 1  
 TOTAL SITE ACRES: 2.22  
 TOTAL BUILDING AREA: 44,600 S.F.  
 MAXIMUM BUILDING HEIGHT:  
 NOT TO EXCEED ALLOWABLE 35'  
 MAXIMUM LIGHTING HT: 22'

PARKING REQUIRED: 40  
 30-BASED ON PRIVATE SCHOOLS FOR KINDERGARDEN AND NURSERY REQUIRE 1 SPACE FOR EACH 5 CHILDREN  
 10-BASED ON PRIVATE SCHOOL FOR GRADES 1-9 REQUIRE 2 SPACES PER CLASSROOM

PARKING PROVIDED:  
 38 REGULAR (INCLUDING 13 PARALLEL SPACES ALONG LEMASTER STREET)  
 1 HANDICAP  
 TOTAL PARKING PROVIDED: 40

GREENSPACE PROVIDED: 30%  
 BUILDING SETBACKS: AS SHOWN



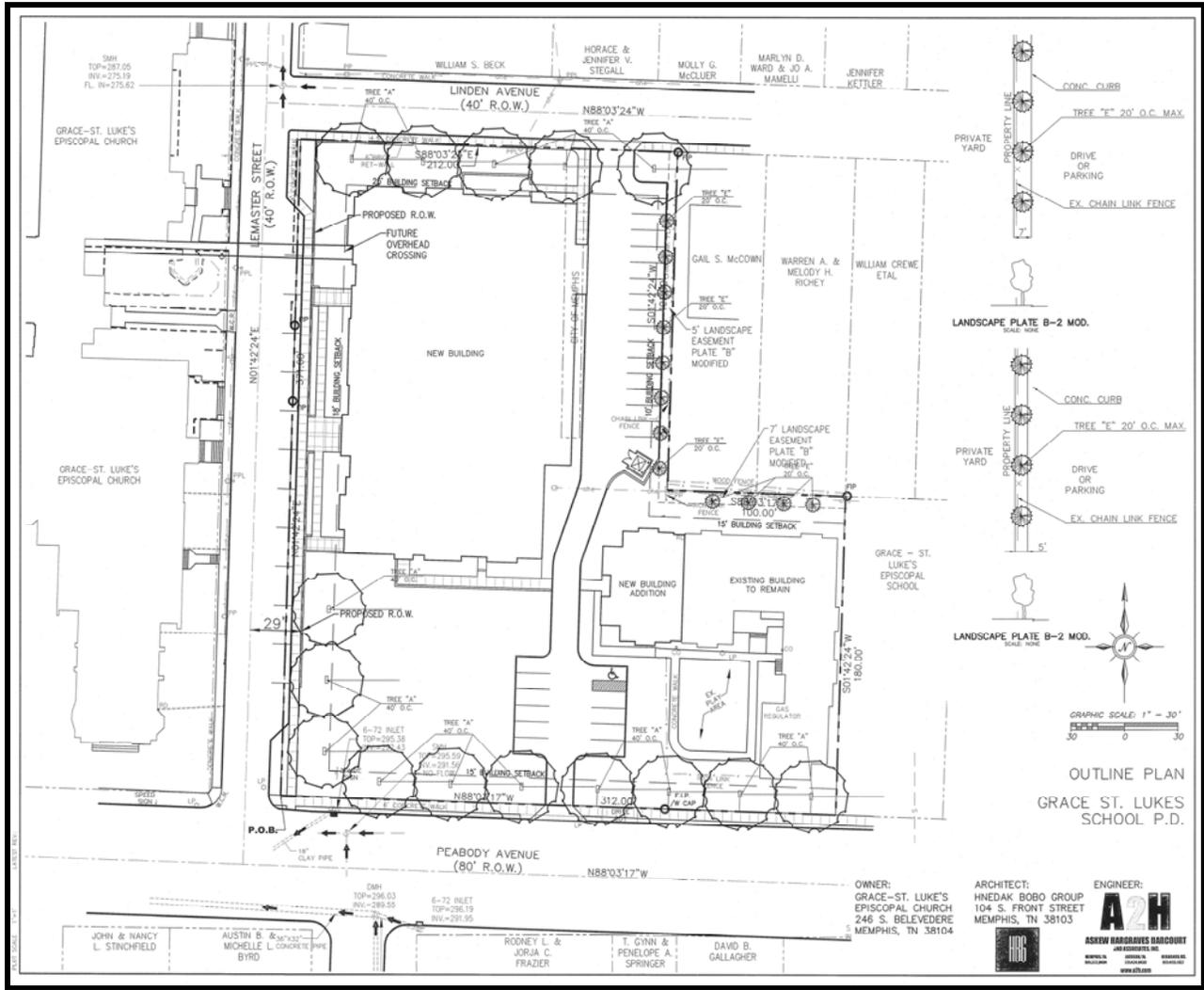
OUTLINE PLAN  
GRACE ST. LUKES  
SCHOOL P.D.

OWNER:  
GRACE-ST. LUKE'S  
EPISCOPAL CHURCH  
246 S. BELEVEDERE  
MEMPHIS, TN 38104

ARCHITECT:  
HNEDAK BOBO GROUP  
104 S. FRONT STREET  
MEMPHIS, TN 38103

ENGINEER:  
**A2H**  
ASKEN ARCHITECTS ARCHITECTS  
MEMPHIS, TN 38103  
www.a2h.com

# PROPOSED LANDSCAPE PLAN



## **STAFF ANALYSIS:**

### *Site Location and Description*

This planned development proposes the creation of a new two (2) story private, church sponsored, day school at the northeast corner of Peabody Avenue and LeMaster Street in the Central Gardens Community of the Midtown Planning District. Grace St. Luke Episcopal Church, the applicant, and their existing day school facilities are located directly across from the site at the northwest corner of Peabody Avenue and LeMaster Street. The existing church and school buildings extends over to the northwest corner of Peabody Avenue and Belvedere Avenue and to the north along LeMaster Street. Miss. Lee's Preschool which is also owned by the church and located on the north side of Peabody Avenue; approximately 212 feet east of the LeMaster Street intersection is also included within the boundaries of the subject application.

Single family homes surround the site on three sides to the south, north, and east. The site and immediately surrounding properties are located within the Single Family Residential (R-S6) District and this area is designated as a Historic Conservation (HC) District.

### *Applicant's Request*

The request is for the redevelopment of the subject property with a two-story private day school. The applicant proposes to construct a new 42,000 square foot school building and a 2,600 square foot addition to the existing Miss Lee's Preschool. The addition to Miss Lee's Preschool will consist of two new classrooms. The new facility will be two stories in height and will include a cafeteria/kitchen, library, gymnasium, and two science classrooms as well as an art and music classrooms. The site is governed by the requirements of the Historic Conservation District as approved by the Memphis Landmarks Commission.

### *Review of Request*

There are two major issues with the proposed planned development. The first and most important issue is the need for approval to demolish two existing bungalow structure on the property and approval of the newly proposed school building by the Memphis Landmarks Commission. There are two existing single family, bungalow styled, homes on the site that must be demolished in order to redevelop the site as proposed by the applicant. Consequently, demolition of homes must be approved by the Landmarks Commission since the site is in a Historic Conservation District. Also, the Landmarks Commission must review and approve any and all building plans proposed for new construction on the site for appropriateness with the District. According to the Landmarks Staff "the Landmarks Commission has heard three Certificate Of Appropriateness (COA) application from the applicant. One was for the expansion of Miss Lee's School which was approved by the Commission. The other two were for the demolition of the two existing bungalows on the property, the Landmarks Commission denied the initial demolition request for both structures". The applicant has filed with the Landmarks Commission a request for Economic Hardship concerning the demolition of the two existing structures which is scheduled to be heard at the Commission's July meeting. If the Economic Hardship request is

approved and the two structures are allowed to be demolished, then the request for the new construction will also be heard in the July Commission meeting. Until the applicant receives approved of both the demolition and new construction requests for this site, the current planned development application is premature.

The second issue is the number of changes that are being recommended by City Engineering Office. These changes range from the amount of right-of-way dedication needed for LeMaster Street to the compliance with the American with Disability Act (ADA) requirements for this site. Also, there is an issue with the applicant's request to include a number of on-street parking spaces within the total required parking count for this project. In addressing the engineering comments, a redesign of the site plan could be required which would make a recommendation by staff on the current site plan premature at this time. Additional time is needed to allow the applicant to work with City Engineering to resolve these issues.

**RECOMMENDATION:      HOLD FOR 30 DAYS**

## **OUTLINE PLAN CONDITIONS:**

**I. USES PERMITTED:** Institutional uses consisting of a private, church sponsored, day school (grades pre K-9) and all associated accessory uses

## **II. BULK REGULATIONS:**

The bulk regulations for the planned development shall be in conformance with the approved concept/site plan including the follows:

### **A. Minimum Building Setback:**

1. Peabody Avenue - 15 feet
2. Linden Avenue - 25 feet
3. Lemaster Street - 18 feet
4. East property line – 10 feet
5. North property line to adjacent property – 15 feet

### **B. Maximum Height – 35 feet**

## **III. ACCESS, PARKING AND CIRCULATION:**

A. Dedicate and improve the full length of Lemaster between Peabody and Linden 29.5 feet from centerline in accordance with Subdivision Regulations.

B. Sidewalks constructed immediately adjacent to the curb shall be a minimum of 6 feet wide, rather than the 4 feet shown on the concept plan.

C. Dedicate a 15 foot property line radius at the intersections of LeMaster/Peabody and LeMaster/Linden, and improve with ADA compliant access ramps, all in accordance with the design standards of the City of Memphis, Division of Engineering.

D. The proposed curb cuts on Linden and on Peabody shall be constructed at a depth of 10' from face of curb to back of the curb cut with a five foot length of 10' wide sidewalk at each end of the curb cut. A transition length of 5' shall connect the existing sidewalk width to the 10 foot width.

E. Reconstruct any non-conforming curb ramps to ADA standards.

F. Install signs and pavement markings for one-way curb cut on Peabody Ave.

- G. Minimum vertical clearance shall be maintained for the future overhead crossing.
- H. An application for closure is required for the City of Memphis ROW shown on the site plan running south of Linden.
- I. The City Engineer shall approve the design, number and location of curb cuts. Any existing nonconforming curb cuts shall be modified to meet current City Standards or closed with curb, gutter and sidewalk.
- J. Provide a continuous, one-way, on-site traffic pattern or a paved, circular turn-around that will provide for exit by forward motion without any on-site backing of vehicles.
- K. Locate the pick-up/discharge area as far as possible from the entrance as practical to maximize on-site queue space for vehicles between the right-of-way and the pick-up/discharge point.
- L. Provide a paved and curbed pick-up/discharge area that does not cause children to walk between parked cars or across traffic aisles.

**IV. LANDSCAPING AND SCREENING:**

- A. An A-1 landscape plate (or alternative equivalent subject to the approval by Office of Planning and Development) shall be installed and maintained along all street frontages of this site.
- B. An EB-1 landscape plate (or alternative equivalent subject to the approval by Office of Planning and Development) shall be installed and maintained along subject property northern and eastern lines that adjacent to residential zoned or used property.
- C. A detailed landscape plan shall be provided prior to or concurrent with the 1<sup>st</sup> final plat submittal and shall be subject to approval by the Office of Planning and Development.
- D. All required landscaping and screening shall not conflict with any easement including overhead wires or placed on sewer or drainage easements.
- E. All common areas and all landscaping, including the trees along the streetscape shall be owned and maintained by the property owner.

- F. Irrigation of all trees and landscaped areas shall be required.
- G. Parking lot lighting shall be a maximum of 25 feet in height. Photometric Studies of the development shall be prepared to illustrate 0.0 - 0.5 foot candles at the property lines of the Grace St. Luke Episcopal Church property and where it is adjacent to single family residential and the information submitted to OPD prior to the recording of a final plat.
- H. All refuse dumpsters shall be screened from view and trash receptacles placed no closer than 15 feet to any adjacent single family property line.

**V. SIGNS:**

- 1. Signage shall be subject to site plan review at the time of final plat submittal and shown on the final plan.
- 2. Portable and temporary signs shall not be permitted, except for construction signs.

**VI. DRAINAGE:**

- A. Drainage improvements, including on-site detention, shall be provided under a Standard Subdivision Contract in accordance with Subdivision Regulation and the City of Memphis Drainage Design Manual.
- B. Drainage data for assessment of on-site detention requirements shall be submitted to and approved by the City Engineer.
- C. The developer should be aware of his obligation under 40 CFR 122.26(b) (14) and TCA 69-3-101 et. seq. to submit a Notice of Intent (NOI) to the Tennessee Division of Water Pollution Control to address the discharge of storm water associated with the clearing and grading activity on this site.

**VII. SITE PLAN REVIEW:**

Site plan review shall be required prior to submittal of any final plan for new construction, a site plan shall be submitted to the Office of Planning and Development for the review and approval. Any decision by OPD may be appealed to the Land Use Control Board within ten days of such action. Public notification shall be given to all adjacent property owners of any appeal to the Board.

**VIII. DESIGN AND OTHER:**

- A. The approved concept plan shall be recorded with the Outline Plan.
- B. All new buildings shall be constructed using consistent architectural styles and similar building materials that is compatible with the existing historic structures in the surrounding area.
3. A copy of the building renderings with all elevations and a list of exterior building materials shall be shown on the final plat.

**IX. MODIFICATIONS:**

The Land Use Control Board, subject to the site plan review process, may modify the bulk, access, parking, landscaping, loading, screening, signage, and other site requirements if equivalent alternatives are presented: provided, however, any adjacent property owner who is dissatisfied with the modifications of the Land Use Control Board hereunder may, within ten (10) days of such action file a written appeal to the director of the Office of Planning and Development, to have such action reviewed by the Appropriate Governing Bodies.

**X. TIMING AND APPROVAL LIMIT**

A final plan shall be filed within five (5) years of the approval of the outline plan. The Land Use Control Board may grant extensions at the request of the applicant.

**XI. FINAL PLANS:** Any final plan shall include the following:

- A. The Outline Plan conditions.
- B. The exact location and dimensions, including height of all buildings or buildable area, pedestrian and utility easements, services drives, parking areas, private and public drives, trash receptacles, loading facilities, and required landscaping.
- C. The exterior appearance of proposed buildings and signs.
- D. The exact number of parking spaces required and provide.
- E. The proposed means of access and circulation of automobile and pedestrian traffic.
- F. The location and ownership, whether public or private, of any easements.

- G. All commons, open areas, lakes, drainage detention facilities, private streets, private sewers and private drainage systems shall be owned and maintained by a Property Owner's Association. A statement to this effect shall appear on the final plat.
  
- H. The following note shall be placed on the final plat of any development requiring on-site storm water detention facilities: The areas denoted by "Reserved for Storm Water Detention" shall not be used as a building site or filled without first obtaining written permission from the City and/or County Engineer. The storm water detention systems located in these areas, except for those parts located in a public drainage easement, shall be owned and maintained by the property owner and/or property owners' association. Such maintenance shall be performed so as to ensure that the system operates in accordance with the approved plan on file in the City and/or County Engineer's Office. Such maintenance shall include, but not be limited to removal of sedimentation, fallen objects, debris and trash, mowing, outlet cleaning, and repair of drainage structures.

**GENERAL INFORMATION:**

**Street Frontage:** 312 feet along Peabody Avenue  
371 feet along Lemaster Street  
212 feet along Linden Avenue

**Planning District:** Midtown

**Census Tract:** 35

**Zoning Atlas Page:** Atlas Map 2030

**Zoning History:**

**DEPARTMENTAL COMMENTS:**

The following comments were provided by agencies to which this application was referred:

**City Engineer:**

1. Standard Subdivision Contract as required in Section 500 of Subdivision Regulations.

Sewers:

2. City sanitary sewers are available at developer's expense.

Access and Circulation:

- 3 On-street parking shall not be included in the required parking count.
- 4 Dedicate and improve the full length of Lemaster between Peabody and Linden 29.5 feet from centerline in accordance with Subdivision Regulations.
- 5 Sidewalks constructed immediately adjacent to the curb shall be a minimum of 6 feet wide, rather than the 4 feet shown on the concept plan..
6. Dedicate a 15 foot property line radius at the intersections of LeMaster/Peabody and LeMaster/Linden, and improve with ADA compliant access ramps, all in accordance with the design standards of the City of Memphis, Division of Engineering.
7. The proposed curb cuts on Linden and on Peabody shall be constructed at a depth of 10' from face of curb to back of the curb cut with a five foot length of 10' wide sidewalk at each end of the curb cut. A transition length of 5' shall connect the existing sidewalk width to the 10 foot width.
- 8 Reconstruct any non-conforming curb ramps to ADA standards.

9. Install signs and pavement markings for one-way curb cut on Peabody Ave.
10. Install fence around play area on Peabody and on Lemaster.
11. Minimum vertical clearance shall be maintained for the future overhead crossing.
12. An application for closure is required for the City of Memphis ROW shown on the site plan running south of Linden.
13. Where will the children be crossing on Lemaster until the overhead crossing is constructed?
14. The City Engineer shall approve the design, number and location of curb cuts.
15. Any existing nonconforming curb cuts shall be modified to meet current City Standards or closed with curb, gutter and sidewalk.

Drainage:

16. Drainage improvements, including on-site detention, shall be provided under a Standard Subdivision contract in accordance with Subdivision Regulations and the City of Memphis Drainage Design Manual.
17. Drainage data for assessment of on-site detention requirements shall be submitted to and approved by the City Engineer.
18. The developer should be aware of his obligation under 40 CFR 122.26(b)(14) and TCA 69-3-101 et. seq. to submit a Notice of Intent (NOI) to the Tennessee Division of Water Pollution Control to address the discharge of storm water associated with the clearing and grading activity on this site.

Site Plan Notes:

19. Provide a continuous, one-way, on-site traffic pattern or a paved, circular turn-around that will provide for exit by forward motion without any on-site backing of vehicles.
20. Locate the pick-up/discharge area as far as possible from the entrance as practical to maximize on-site queue space for vehicles between the right-of-way and the pick-up/discharge point.
21. Provide a paved and curbed pick-up/discharge area that does not cause children to walk between parked cars or across traffic aisles.

General Notes:

22. All connections to the sewer shall be at manholes only.

23. All commons, open areas, lakes, drainage detention facilities, private streets, private sewers and private drainage systems shall be owned and maintained by a Property Owner's Association. A statement to this effect shall appear on the final plat.
24. Required landscaping shall not be placed on sewer or drainage easements.

**City Fire Division:** No comments.

**City Real Estate:** None.

**City/County Health Department:**

1. If any monitoring wells were installed as part of an environmental site assessment they must be filled as outlined in Section 6 of the Shelby County Well Construction Code.
2. If any abandoned water wells are present on this site they must be properly filled and abandoned as outlined in Section 9 of the Shelby County Well Construction Code.
3. Since this is a Planned Development that could require the demolition of a structure or structures at this site before any demolition the developer will need to fill out the attached questionnaire.
4. If a Demolition Permit will be required after filling out the questionnaire then the owner, developer, or contractor must contact the Asbestos Branch in the Air Pollution Control Section at (901) 544-7349 in order to secure the appropriate permit.

**City Board of Education:**

The Capital Planning staff of Memphis City Schools believes that PD 08-319 Grace St. Lukes School PD will not have an impact on the Memphis City School district. However, MCS students in this area would be zoned to attend the following schools:

Elementary: Idlewild - 81.3% capacity  
Middle: Fairview - 76.2% capacity  
High: Central - 117.2% capacity

**Construction Code Enforcement:** No comments received.

**Center City Commission:** No comments received.

**Memphis Light, Gas and Water:**

MLGW has reviewed the referenced application, and has no objection, subject to the following comments:

- **It is the responsibility of the owner/applicant** to pay the cost of any work performed by MLGW to install, remove or relocate any facilities to accommodate the proposed development.
- **It is the responsibility of the owner/applicant** to identify any utility easements, whether dedicated or prescriptive (electric, gas, water, CATV, telephone, sewer, drainage, etc.), which may encumber the subject property, including underground and overhead facilities. No permanent structures will be allowed within any utility easements.
- **It is the responsibility of the owner/applicant** to comply with the **National Electric Safety Code (NESC)** and maintain minimum horizontal/vertical clearances between existing overhead electric facilities and any proposed structures.
- **Landscaping is prohibited** within any MLGW utility easement. No trees, shrubs or permanent structures will be allowed within any MLGW utility easements.
- **It is the responsibility of the owner/applicant** to contact **TN-1-CALL @ 1.800.351.1111**, before digging, and to determine the location of any underground utilities including electric, gas, water, CATV, telephone, etc
- **It is the responsibility of the owner/applicant** to submit a detailed plan to MLGW Engineering for the purposes of determining the availability and capacity of existing utility services to serve any proposed or future development(s).
- **It is the responsibility of the owner/applicant** to contact the appropriate MLGW engineering area to determine if system improvements may be required and any related cost:
  - MLGW Engineering - **Residential Development:** 528-4858
  - MLGW Engineering - **Commercial Development:** 367-3343

**Bell South:** No comments received.

**Memphis Area Transit Authority (MATA):** No comments received.

**OPD-Regional Services:**

The MPO staff has determined that US Highway 78 is a Priority 1 Facility on the 2026 Long Range Transportation Plan. The MPO staff recommends dedication of right-of-way as needed for the proposed improvements.

**OPD-Plans Development:** No comments.

**Landmarks Commission:**

The Landmarks Commission has heard three COA application from the applicant. One was for the expansion of Miss Lee's School which was approved. The other two were for the demolition of the two existing Bungalows on the property, the Landmarks Commission denied the demolition request for both structures based on the Central Gardens Design Guidelines which require either a structurally unsound building or that the structure be architecturally not contributing to the district building stock. As both of the Bungalows were being used they were found to be sound structurally, and they are considered to be contributing to the district building stock according to the National Register of Historic Place District Inventory. In the June Commission meeting the Landmarks Commission will be entertaining a request for Economic Hardship from the applicant concerning the demolition of the two existing structures. Should the Commission approve the Economic Hardship request and allow the structures to be demolished then the request for the new construction of the major building will also be heard in the June Commission meeting.

The foot print of the new building fits within the property with respect to the surrounding properties and is of the appropriate height for the area.

The Landscape Plan includes a number of class "A" trees which will grow into sizeable trees which is appropriate for the site and the Central Gardens neighborhood.

The Landmarks Commission will have to approve the future overhead crossing which will not be consistent with the Central Gardens Design Guidelines.

**31<sup>st</sup> Ward Civic Club:**

**Central Gardens:**