



**KNOXVILLE/KNOX COUNTY METROPOLITAN PLANNING COMMISSION
SUBDIVISION REPORT - CONCEPT**

▶ **FILE #:** 6-SC-08-C

AGENDA ITEM #: 14

AGENDA DATE: 6/12/2008

▶ **SUBDIVISION:** SOUTH KNOXVILLE WATERFRONT

▶ **APPLICANT/DEVELOPER:** VAUGHN & MELTON

OWNER(S):

TAX IDENTIFICATION: 95 O A 29-32, 095OC001 & 25-28 & 095OB014 AND PARCELS 16, 19-22, 24, 25, 27, 28 & 30

JURISDICTION: City Council District 1

▶ **LOCATION:** **South side of Tennessee River, north side of Langford Ave. from Barber St. east to Lincoln St. and its intersection with Sevier Ave.**

SECTOR PLAN: South City

GROWTH POLICY PLAN: Urban Growth Area (Inside City Limits)

WATERSHED: Tennessee River

▶ **APPROXIMATE ACREAGE:** 22.246 acres

▶ **ZONING:** **SW-2 (River Road, Goose Creek Row & Island Home Avenue - South Waterfront) & SW-4 (City View, Campus Cove & Quay Village - South Waterfront)**

▶ **EXISTING LAND USE:** **Mixed businesses and vacant land**

▶ **PROPOSED USE:** **Expanded street network and future development parcels in the Knoxville South Waterfront.**

SURROUNDING LAND USE AND ZONING:
North: Tennessee River / F-1 (Floodway)
South: Residences / SW-1 (Old Sevier, Scottish Pike - South Waterfront)
East: Residences and mixed businesses / SW-4 (City View, Campus Cove & Quay Village - South Waterfront)
West: Petroleum business and residences / SW-2 (River Road, Goose Creek Row & Island Home Avenue - South Waterfront)

▶ **NUMBER OF LOTS:** 13

SURVEYOR/ENGINEER: Vaughn & Melton

ACCESSIBILITY: Access is via the existing street network including Sevier Ave., Barber St., Claude St., Dixie St., Langford Ave., Lincoln St., and Phillips Ave.

- ▶ **SUBDIVISION VARIANCES REQUIRED:**
1. **Corner radius variance at the intersections of Barber St. with Langford Ave. and River Rd., from 25' to 0' as shown on the concept plan.**
 2. **Corner radius variance at the intersections of Claude St. with Langford Ave. and River Rd., from 25' to 0' as shown on the concept plan.**
 3. **Corner radius variance at the intersections of Dixie St. with Langford Ave. and River Rd., from 25' to 0' as shown on the concept plan.**
 4. **Corner radius variance at the intersections of Barber St. with Langford Ave. and River Rd., from 25' to 0' as shown on the concept plan.**
 5. **Corner radius variance at the intersections of E St. with Langford**

- Ave. and River Rd., from 25' to 15' as shown on the concept plan.
6. Corner radius variance at the intersections of Phillips Ave. with E. St. and Lincoln St., from 25' to 15' and 25' to 0' as shown on the concept plan.
 7. Reduction of required right-of-way for a local street, from 50' to 42' for Phillips Ave. and E ST. as shown on the concept plan.
 8. Variance from the turnaround standards for a dead-end public street for the west end of River Rd.
 9. Vertical curve variance on Barber St. at STA 13+60, from 135.5' to 54.74'.
 10. Vertical curve variance on Claude St. at STA 10+75, from 201.75' to 100'.
 11. Vertical curve variance on Claude St. at STA 12+40, from 204.25' to 40'.
 12. Vertical curve variance on Dixie St. at STA 10+60, from 170.25' to 80'.
 13. Vertical curve variance on Dixie St. at STA 12+00, from 170.25' to 40'.
 14. Vertical curve variance on Philips Ave. at STA 10+65, from 112.25' to 50'.
 15. Street grade variance of less than 1% on River Rd. from STA 11+00 to 21+92.11.
 16. Street grade variance of less than 1% on E St. from STA 10+00 to 11+25.
 17. Street grade variance of less than 1% on Langford Ave. from STA 10+28.05 to 15+10.

STAFF RECOMMENDATION:

- **APPROVE** variances 1-17 because street design complies with the Form Based Code or site's topography restricts compliance with the Subdivision Regulations.

APPROVE the Concept Plan subject to 8 conditions

1. Connection to sanitary sewer and meeting any other relevant requirements of the Knox County Health Department.
2. Provision of street names which are consistent with the Uniform Street Naming and Addressing System within Knoxville (City Ord. 0-280-90).
3. The roundabout street design at the intersection of Sevier Ave., Island Home Ave. and Lincoln St., shall comply with the Federal Highway Administration's roundabout design guidelines and is subject to review and approval at the design plan stage of the subdivision.
4. Approval of the proposed street sections that are not in compliance with the Knoxville Waterfront Form Based Development Code streetscape standards and specific designation on the Regulating Plan (see comment below) will be subject to either Knoxville Board of Zoning Appeals variances or amendment to the Form Based Development Code. This action must be taken prior to approval of the Design Plan for the subdivision.
5. Working with the Knoxville Engineering Division at the design plan stage of the subdivision to reduce the degree of variance for the vertical curves (#'s 9-14). For all vertical curves with a K value of less than 15 will require a stop condition.
6. Meeting all applicable requirements of the Knoxville Engineering Division.
7. Meeting all applicable requirements of the Knoxville Zoning Ordinance and the Knoxville Waterfront Form Based Development Code.
8. A final plat application based on this concept plan will not be accepted for review by the MPC until certification of design plan approval has been submitted to the MPC staff.

With the conditions noted, this plan meets the requirements for approval of a Concept Plan in the South Waterfront districts.

street design complies with SW Form Based Code, and the proposed variances will not create a traffic hazard.

COMMENTS:

This application has been submitted for review as the first phase of the 0-5 year implementation plan for the Up

River portion of the Knoxville South Waterfront Vision Plan (see attachment). This phase includes the extensions of Barber St., Claude St., Dixie St., Lincoln St., and a new "E" St. and their connections to the new River Rd. Improvements also include a roundabout at the intersection of Sevier Ave., Island Home Ave. and Lincoln St. The construction and dedication of these new streets also includes the creation or revision to 13 development parcels/lots.

Some of the variances from the Minimum Subdivision Regulations that are listed above are for street design features that are in compliance with the regulating plan and streetscape standards of the Knoxville South Waterfront Form Based Development Code. Until the Subdivision Regulations are amended to recognize the alternative standards in the Form Based Development Code these variances are required.

Five (River Rd., Lincoln St., Phillips Ave., "E" St. and Langford Ave.) of the eight proposed street sections for this concept plan are not in full compliance with the Knoxville Waterfront Form Based Development Code streetscape standards and specific designation on the Regulating Plan. The Code does not clearly identify a process for modifying the proposed street sections. Approval of the proposed streetscape sections will be subject to either variances from the Knoxville Board of Zoning Appeals or amendments to the Form Based Development Code. This action must be taken prior to approval of the Design Plan for the proposed streetscape sections.

All designated street names on the concept plan are subject to approval by the MPC Addressing Department.

ESTIMATED TRAFFIC IMPACT: Not calculated.

ESTIMATED STUDENT YIELD: Not applicable.

MPC's approval or denial of this request is final, unless the action is appealed to Knox County Chancery Court. The date of the Knox County Chancery Court appeal hearing will depend on when the appeal application is filed.




6-SC-08-C
CONCEPT PLAN

Subdivision: South Knoxville Waterfront

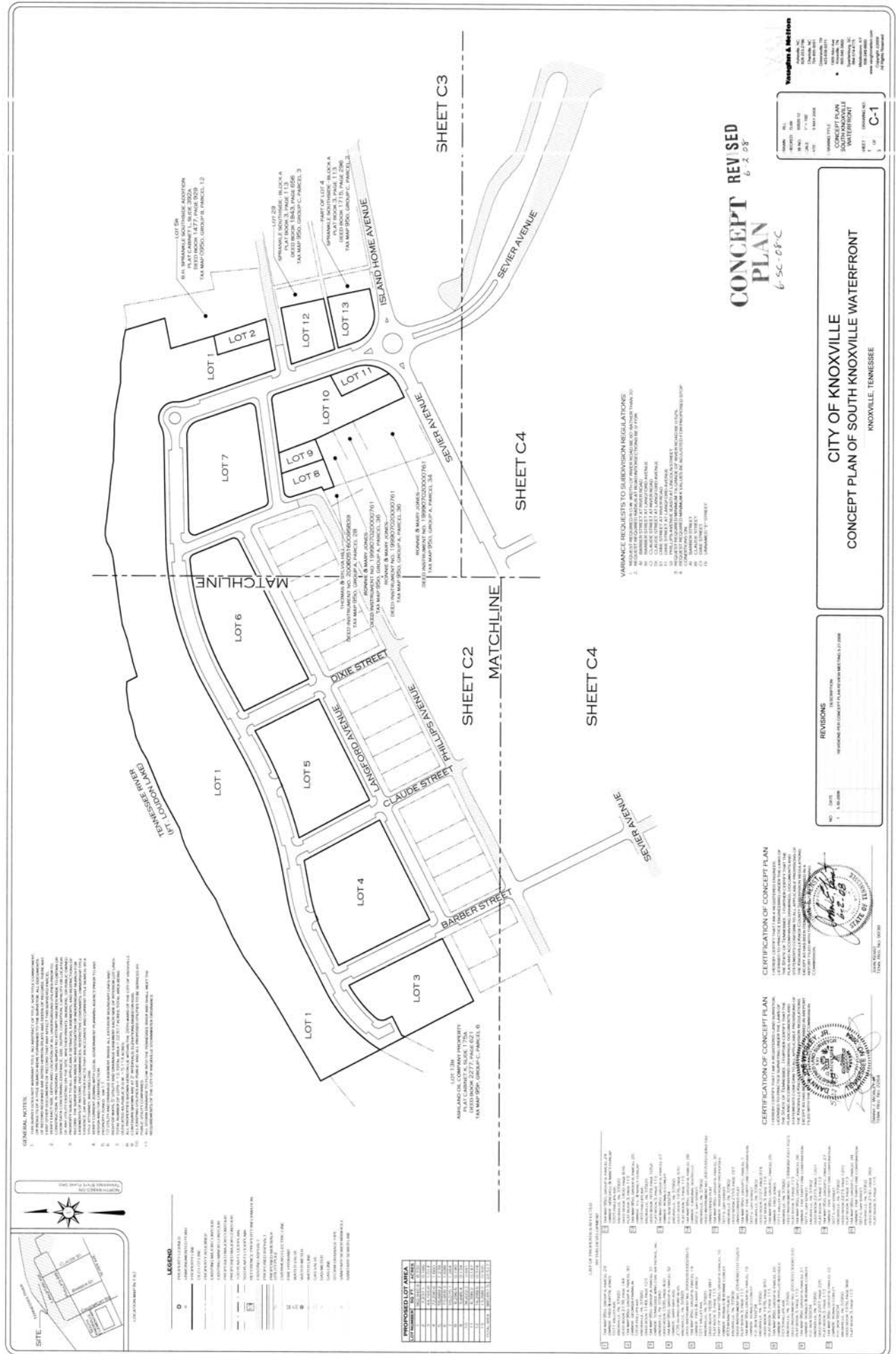
Map No: 95

Jurisdiction: City

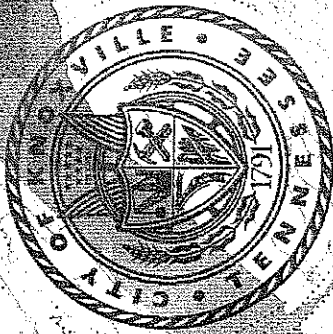
 Approval of a Concept Plan



Original Print Date: 05/22/08 Revised:
Metropolitan Planning Commission * City / County Building * Knoxville, TN 37902



6-SC-08-C



2006
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Knoxville South Waterfront

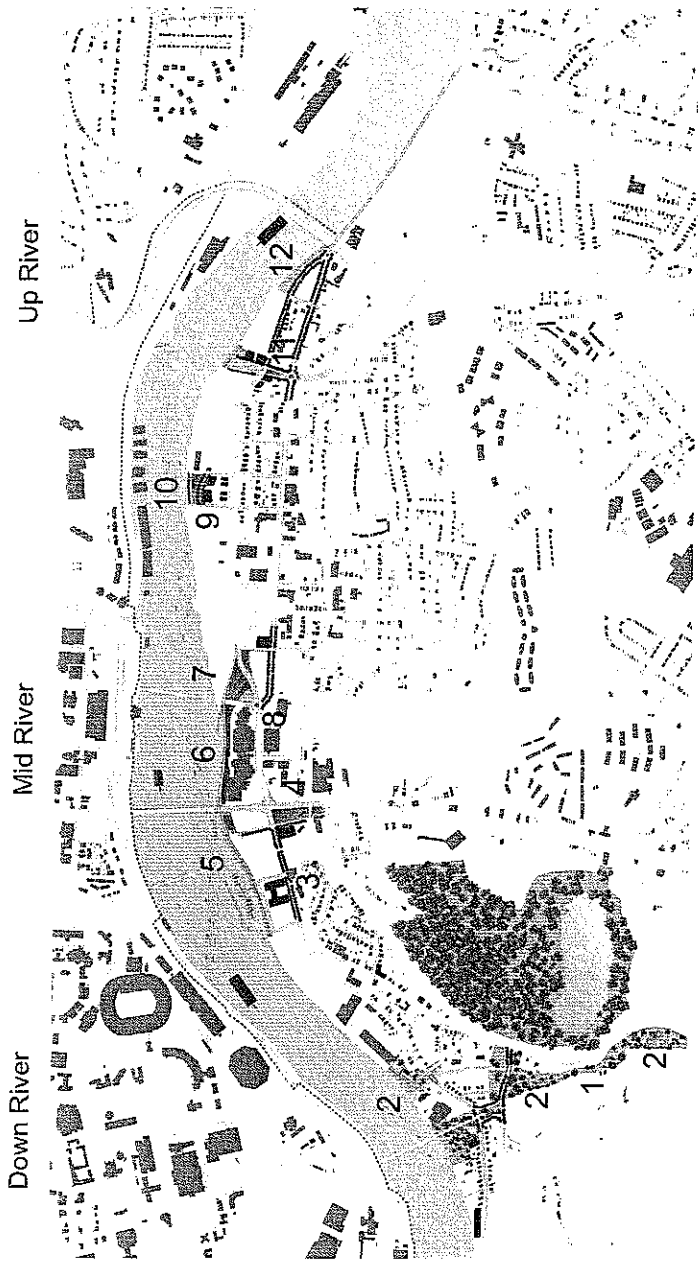
CREATING AN ACTIONABLE AND INSPIRATIONAL VISION

3 River Miles of Growth

VISION PLAN

hargreaves associates . chan kneger & associates . kennedy coulter rushing & watson . development strategies
moffatt & nichol . glatting jackson . jordan jones & guiding . studio four design . arcadis g&m . duvall & associates

Adopted by the Knoxville City Council: April 25, 2006 [Resolution R-136-06]



0-5 YEAR PHASING PLAN

1. Cherokee Trail Rail Underpass & Goose Creek Crossing
2. Goose Creek Mitigation
3. Blount Avenue Improvements between St. Paul Street & Hawthorne Avenue
4. Henley Gateway South & Public Art Icon
5. Riverwalk - City View
6. Riverwalk - Knoxville Shoals
7. River Amphitheater
8. Gay Street & Sevier Avenue Improvements
9. New River Street with Barber Street & Claude Street Extensions
10. Riverplains Park
11. Sevier Avenue, Lincoln Street & Island Home Avenue Improvements
12. Riverwalk at Quay Village



bluffs connecting to the Belvedere amphitheater and creating a pedestrian path along the water between downtown and the Henley and Gay Street bridges. A new roundabout at the base of Gay Street and the reopening of the eastern end of Sevier will complete the initial public improvements in this area.



Up River, initial development will likely focus on the first blocks of River Road housing or a commercial tenant and new marina for the Quay Village area. To support the increased use and density here, the realignment of the Sevier Avenue on-ramp to the James White Parkway will greatly enhance accessibility.



A second small roundabout at Island Home Avenue and some road extensions will complete a framework for future development. Alternately, a portion of the new River Road could be designed and implemented to support riverfront housing.

6.1 [A] IMPLEMENTATION: YEARS 0 - 5

The 0-5 year period will see several key projects get off the ground. At each stage and at each site, private development will be complemented by public infrastructural investment in road improvements, purchases of public access rights of way, and development of riverfront or greenway open spaces.

Down River at Scottish Pike, there is continued development of residential projects underway including the first phase of CityView condominiums and the completion of the RiverTowne units. New cultural amenities such as the Knoxville Rowers Boathouse have already broken ground and one can expect the beginnings of neighborhood piecemeal infill projects. These projects will be complemented by a new underpass connection at Cherokee Trail and road and streetscape improvements along an initial section of Blount Avenue. The green wildlife corridor along Goose Creek will be enhanced and the first open spaces at Boat House Row can be created with an initial kayak ramp access point.

Mid River, the first private development block of medical offices is already underway, and adjacent pieces of the Henley Gateway Park can be developed. Here, the major opportunity is to connect onto the public right-of-way established at CityView and wrap around the Baptist Hospital

From: "Dave Hill" <DHill@cityofknoxville.org>
To: "Bill Elmore" <BEI@kub.org>
Date: 6/3/2008 5:14:47 PM
Subject: Re: Concept Plan of South Knoxville Waterfront

Bill -

The Concept Plan being presented to the Metropolitan Planning Commission for approval on June 12th provides street sections to illustrate surface elements within the ROW only. The utility trenches are not intended to accommodate all utilities, and City Engineering is well aware of the spacing requirements to which you must adhere. We also know that specialized electric vaults will have to be designed, and that any irrigation system designed to capture and reuse stormwater will have to be compatible with other ROW design features.

We are asking for MPC approval of the Concept Plan to set parcel configurations, ROW locations, and ROW widths to allow us to engage private property owners in purchase negotiations. As per the Knoxville - Knox County Subdivision Regulations, Section 4-42, the Concept Plan requires only a scale drawing of the proposed design concept, general roadway layout, tentative lot layout, and a general drainage plan.

Once the Concept Plan is approved, the Design Plan (as per the Knoxville - Knox County Subdivision Regulations, Section 4-43) requires the utility details to which you have referred. During this stage, we will continue to convene our working group (that includes the consultants, City Engineering, KUB, and Southshore Properties, LLC) to work out the final design details of all ROW elements.

As noted in your e-mail, you indicated that "While it may not be the intention of the Concept Plan to restrict the location of utilities to these designated trenches, the lack of any notation to the contrary is a concern." This e-mail to you (and sent to MPC staff to be provided to the Commission) provides such a notation, and we fully intend to work out all utility issues with KUB and other utility service providers.

The City of Knoxville South Waterfront Development Department continues to seek MPC approval of the Concept Plan. We fully expect to coordinate and resolve all utility design issues as we move into completion of the Development Plan.

Respectfully Submitted,

Dave Hill, AICP, ASLA
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Fax: (865) 215-2527

E-Mail: dhill@cityofknoxville.org

>>> Bill Elmore <BEI@kub.org> 6/2/2008 4:59 PM >>>

Dave,

It's my understanding that the City's Concept Plan for the South Knoxville Waterfront is to be considered by MPC at this month's meeting. Those plans include cross-sections of various streets showing a two and a half foot wide utility trench underneath the five foot wide sidewalk on one or both sides of the street. This utility trench is located between the tree planting area (bioswale with tree trench) and the edge of the right-of-way. This is neither adequate space nor an ideal location for the placement or maintenance of utilities when zoning for the adjacent properties may require little or no setback for buildings. This is particularly true of high pressure water lines if they are to be in close proximity to building walls or foundations. Gravity sewers which must often be placed in deep trenches can also be of concern if excavations are adjacent to nearby structures. In addition, Tennessee Department of Environment and Conservation (TDEC) regulations require a ten-foot horizontal separation between water and sewer lines. Given these concerns, it will be virtually impossible to place all utilities within the designated utility trench(s) shown on the road sections of the Concept Plan.

While it may not be the intention of the Concept Plan to restrict the location of utilities to these designated trenches, the lack of any notation to the contrary is a concern. KUB representatives have raised these concerns in various meetings and conversations but have not been given any assurances that our needs will be addressed. One recent meeting did include a discussion about allowing utilities to be placed in the "parking bay" on streets where parking is to be permitted, However, that is not shown on the current drawings that we have been given, and even if it were, not all streets are wide enough to accommodate parking.

These concerns as they relate to the approval of the Concept Plan are being communicated formally from KUB staff to Dan Kelly at MPC but I wanted to bring it to your attention as well. We look forward to working with the City, MPC and the community to bring about the quality of development along the waterfront that everyone envisions, but it must be recognized that the proper location and placement of underground utilities is as important to the effort as is the visible streetscape. Without the ability to properly construct, maintain and replace these utilities over the long term, the objectives of sustained waterfront development can not be achieved.

Bill