

**KNOXVILLE/KNOX COUNTY METROPOLITAN PLANNING COMMISSION  
 USE ON REVIEW REPORT**

▶ **FILE #:** 12-C-16-UR

**AGENDA ITEM #:** 40

**AGENDA DATE:** 12/8/2016

▶ **APPLICANT:** GIFFIN SENIOR COMMUNITY PARTNERS LLC DAVID COCKRILL

**OWNER(S):** Giffin Senior Community Partners LLC

**TAX ID NUMBER:** 109 C D 032

[View map on KGIS](#)

**JURISDICTION:** City Council District 1

**STREET ADDRESS:** 1834 Beech St

▶ **LOCATION:** East side Beech St., south of Lenland Ave.

▶ **APPX. SIZE OF TRACT:** 6.3 acres

**SECTOR PLAN:** South City

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

**ACCESSIBILITY:** Access is via Beech St., a local street with 26' of pavement within 40' right-ofway. A 5' wide sidewalk is located on the same side of the street as the subject property.

**UTILITIES:** Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

**WATERSHED:** Baker Creek

▶ **ZONING:** R-2 (General Residential)

▶ **EXISTING LAND USE:** Vacant building

▶ **PROPOSED USE:** Senior Residential Community (independent living, assisted living, adult day care, and clinic)

**HISTORY OF ZONING:** None noted.

**SURROUNDING LAND USE AND ZONING:** North: Baker Creek, Vacant land, and Detached dwellings / R-2 (General Residential District)

South: Detached dwellings / R-2 (General Residential District)

East: Detached dwellings / R-2 (General Residential District)

West: Beech St. and Detached dwellings / R-2 (General Residential District)

**NEIGHBORHOOD CONTEXT:** The proposed senior residential community will be located in the former Giffin School in the South Haven neighborhood. The surrounding uses are predominately detached houses. Baker Creek is located along the north property boundary and a tributary to Baker Creek is along the east property line. Mary James Park is located to the southeast of the site.

**STAFF RECOMMENDATION:**

▶ **APPROVE the request for a 91 bed assisted living community, as presented in the development plan and site plan, subject to 10 conditions.**

1. Meeting all applicable requirements of the Knoxville Zoning Ordinance.

2. Meeting all applicable requirements of the Knox County Health Department.
3. Meeting all applicable requirements of the Knoxville Department of Engineering.
4. Meeting all applicable requirements and obtaining all required permits from the Tenn. Dept. of Human Services.
5. Meeting all applicable requirements of the Knoxville Fire Marshall's Office.
6. Providing a continuous landscape screen of evergreen and deciduous plantings, and/or fencing, between the parking lot and adjacent residential properties to the south and southeast, subject to approval by MPC staff before certification of plans submitted to the Knoxville Department of Engineering for site development permits, excluding grading permits.
7. Obtaining approval by the Knoxville Department of Engineering for the new driveway connection to Beech Street, located between the existing and new building. If this driveway connection is not approved, the alternative driveway design with a turnaround (Option B) can be installed upon approval of the Knoxville Department of Engineering and Knoxville Fire Marshall.
8. Installing all required landscaping within six months of the issuance of occupancy permit for this project.

With the conditions noted above, this request meets the requirements for approval of a senior living community, as presented, in the R-2 zoning district and the other criteria for approval of a use on review.

**COMMENTS:**

The site in question is the former Giffin Elementary School property located on Beech St. in the South Haven neighborhood. The applicant previously received MPC approval (1-H-16-UR) for the same requested uses in the old school building (Building A) only, and this request includes the addition of a new building on the north side of the site. The uses in Building A (old school) will include 43 beds for independent living units and assisted living units (including memory care), adult day care, and primary care clinic. Building B will include 48 beds in 4 group homes consisting of 12 single bedrooms per group home. The group homes are independent living but are still considered as part of the assisted living facility because they do still have those services.

The old school building is not in use and is deteriorating. In an effort to save the building, Knox Heritage purchased the property from Knox County in 2015 with the intent of finding a developer to rehabilitate the structure. The purchase agreement includes a preservation and conservation agreement in the deed. The agreement requires that the property and structure be preserved, rehabilitated, restored, and reconstructed in accordance with the standards approved by the U.S. Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation. The proposed use will have little impact on the surrounding residential area considering the former use of the property as a public elementary school. The new building will also be reviewed by Knox Heritage in regard to how the placement of the building and proposed exterior materials impact the historic school structure. Generally the new building should be of compatible scale, located so as to not block views of the historic structure, and have compatible exterior materials.

The parking lot layout on the southern portion of the property proposes to move the driveway slightly north, away from the adjacent residential house, however, includes new parking spaces that face the adjacent house. Staff is recommending a condition that landscape screening and/or an opaque fencing be installed to screen the views parked vehicles and shield headlights. Landscaping should include a mix of evergreen and deciduous plantings. This screening should be reviewed and approved by MPC staff before certification of plans submitted to the Knoxville Department of Engineering for site development permits, excluding grading permits.

**EFFECT OF THE PROPOSAL ON THE SUBJECT PROPERTY, SURROUNDING PROPERTIES AND THE COMMUNITY AS A WHOLE**

1. The proposal will have no impact on schools.
2. Public water and sewer utilities are available to serve the development.
3. Deterioration of the existing structures will be halted which will result in improved neighborhood appearance.

**CONFORMITY OF THE PROPOSAL TO CRITERIA ESTABLISHED BY THE KNOXVILLE ZONING ORDINANCE**

1. The proposed assisted living facility is consistent with the general standards for uses permitted on review: The proposed development is consistent with the adopted plans and policies of the General Plan and Sector Plan.

The use is in harmony with the general purpose and intent of the Zoning Ordinance. The use is compatible with the character of the neighborhood where it is proposed. The use will not significantly injure the value of adjacent property. The use will not draw additional traffic through residential areas.

2. The proposal meets all relevant requirements of the R-2 zoning district, as well as other criteria for approval

of a use-on-review.

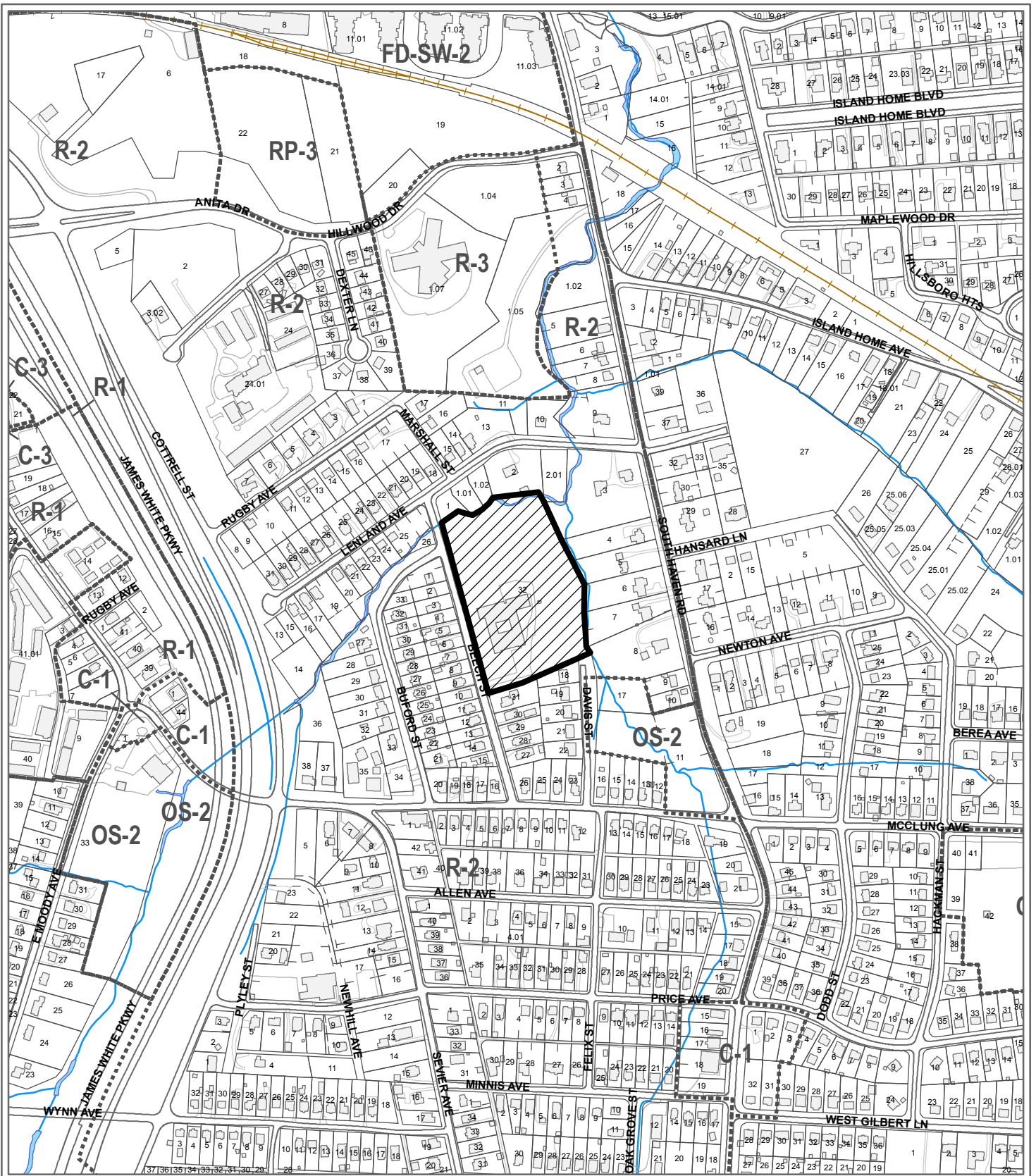
CONFORMITY OF THE PROPOSAL TO ADOPTED MPC PLANS

1. The use is in conformity with the Sector Plan and One Year plan for the area which proposes LDR (Low Density Residential).

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

MPC's approval or denial of this request is final, unless the action is appealed to the Knoxville City Council. The date of the Knoxville City Council hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal an MPC decision in the City.



**12-C-16-UR  
USE ON REVIEW**



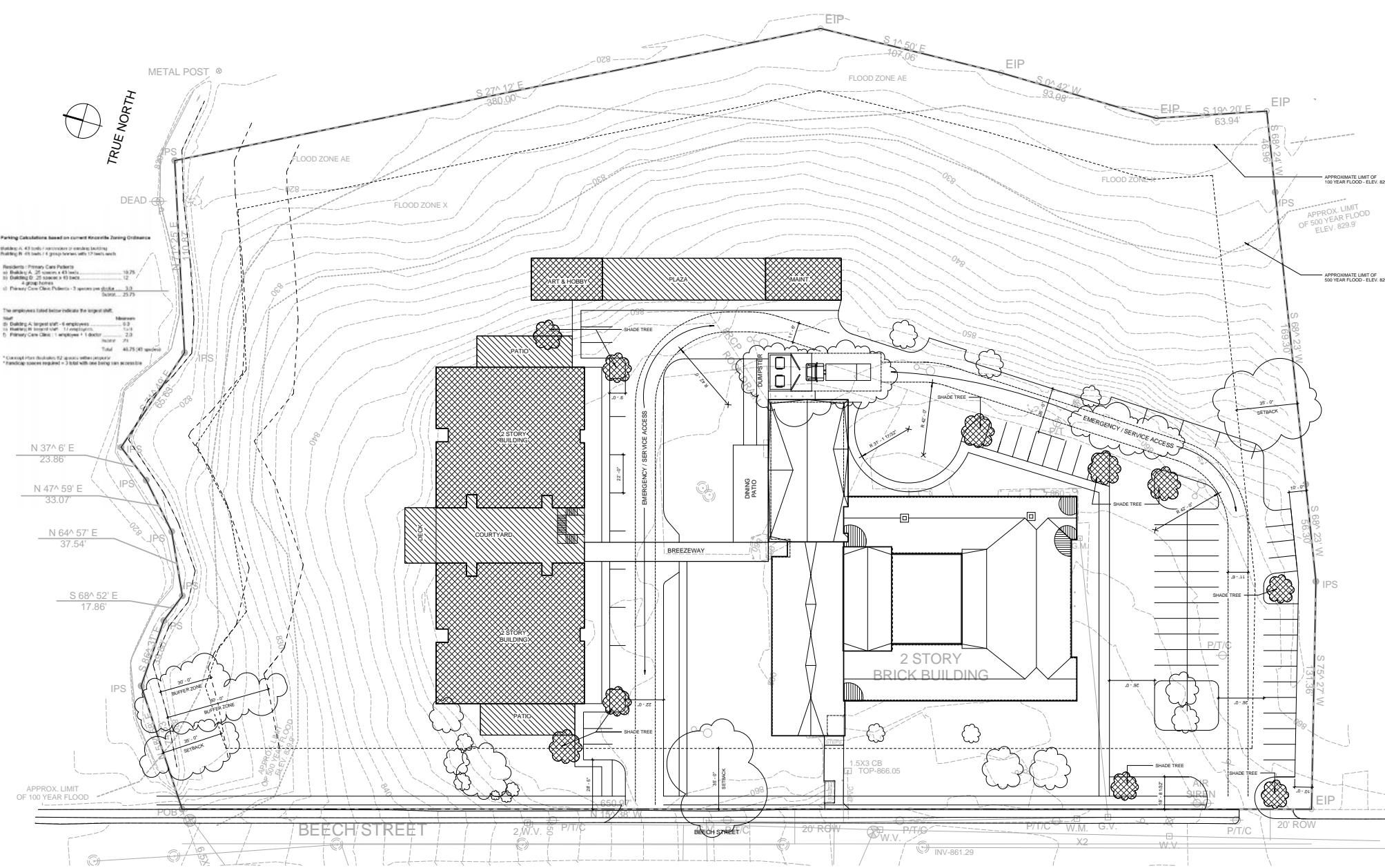
Senior Residential Community in R-2 (General Residential)

Petitioner: GIFFIN SENIOR COMMUNITY PARTNERS LLC DAVID COCKRILL

Map No: 109  
Jurisdiction: City



Original Print Date: 11/17/2016 Revised:  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902



Parking Calculations based on current Knoxville Zoning Ordinance

|  |                          |
|--|--------------------------|
| Building A: 43 units / 1000 sq ft of existing building | 19.75                    |
| Building B: 40 units / 1 garage for every 10 units     | 12                       |
| Residential - Primary Care Patients                    | 3.8                      |
| Office - Primary Care Clinic                           | 23.75                    |
| <b>Total</b>   | <b>40.25 (41) spaces</b> |

The employees listed below indicate the largest staff:

|   |             |
|---|-------------|
| Staff   | Maximum     |
| (a) Building A: largest staff - 6 employees     | 0.5         |
| (b) Building B: largest staff - 1 employee      | 0.25        |
| (c) Primary Care Clinic - 1 employee + 1 doctor | 2.5         |
| <b>Total</b>                                    | <b>3.25</b> |

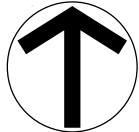
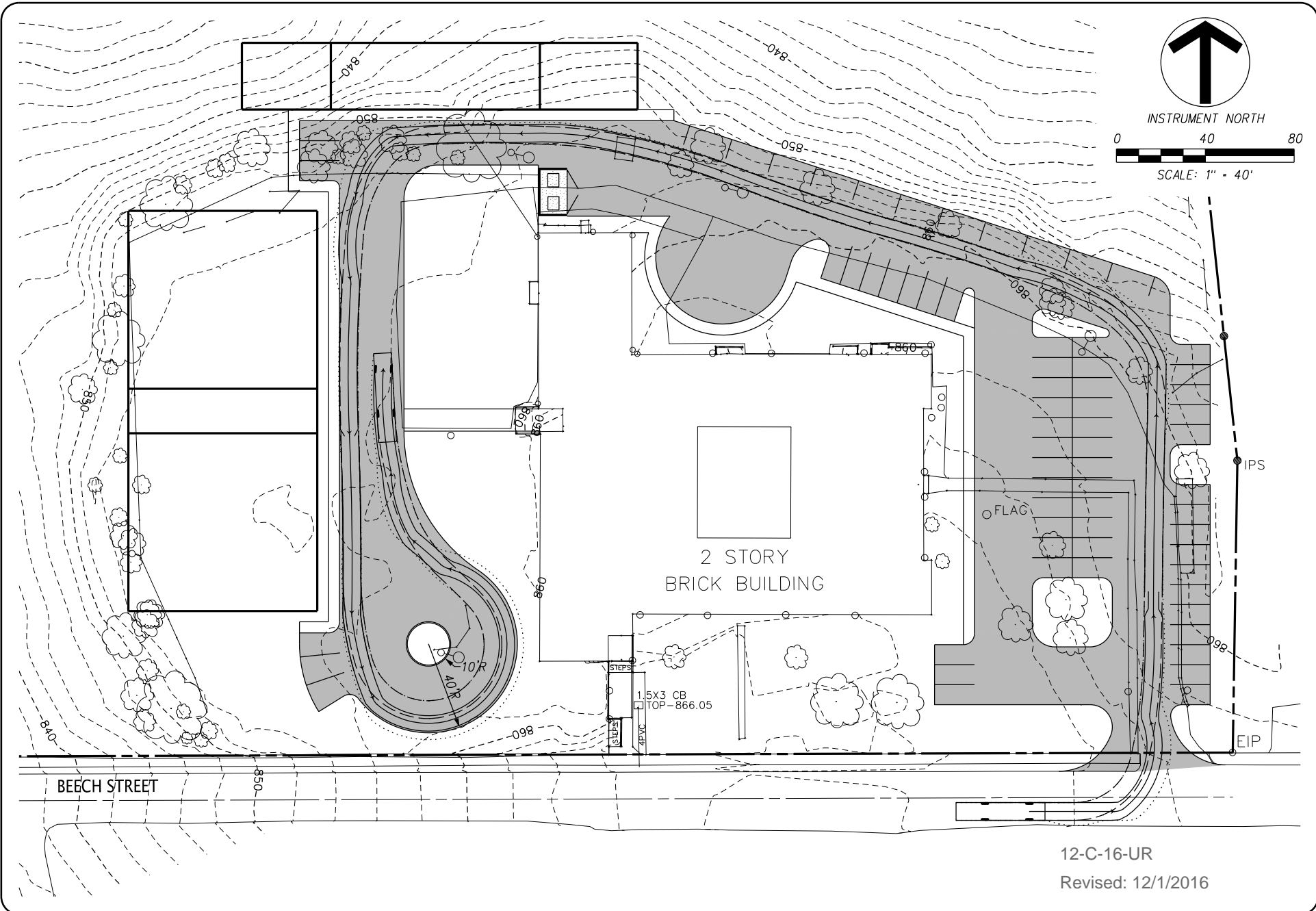
\* Covered Plaza includes 62 spaces within parking lot  
 \* Handicap spaces required = 3 total with one being van accessible

BUILDING B - NEW

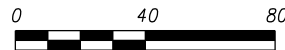
BUILDING A - EXISTING

Supplemental Site Plan  
 scale: 1" = 20'

12-C-16-UR  
 Revised: 12/1/2016



INSTRUMENT NORTH



SCALE: 1" = 40'

2 STORY  
BRICK BUILDING

1.5X3 CB  
TOP-866.05

STEPS  
4" PVC

BEECH STREET

12-C-16-UR  
Revised: 12/1/2016



10330 HARDIN VALLEY ROAD  
SUITE 201  
KNOXVILLE, TN 37932  
OFFICE: 865.690.6419  
FAX: 865.690.6448

GIFFIN SENIOR CENTER

CONCEPT/UR PLAN  
OPTION B

| Project No. | Project Name | Scale       | Sheet No. | Revision/Issue | Date |
|-------------|--------------|-------------|-----------|----------------|------|
| 553.003     |              | 1"=40'      | C1        |                |      |
| Proj. Mgr.  | AMG          | Designed By | AMG       | Drawn By       | RJP  |
| Reference   |              |             |           |                |      |

File Name: J:\553.003\DWG\553003001.dwg  
Plot Date: 11/29/2016

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## Metropolitan Planning Commission: Use on Review Oct. 24, 2016

### Giffin Elementary – Concept Development Plan

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#### 1. Proposed Use

*The Concept Development Plan as presented herein is a revision to a concept approved by MPC on January 14, 2016. Salient revisions to the previously approved plan are involved with 1) utilization of existing building - referred to as Building "A", 2) construction of a new companion building - referred to as Building "B", 3) an increase in sleeping units from fifty to ninety-five. Density and Parking of this revised plan comply with the zoning ordinance. Revisions to the January 14, 2016 approved Concept Development Plan are highlighted to facilitate review of this submission.*

Giffin Senior Community will provide well-appointed housing units for clients 55 years of age and older. It will also provide adult day care services for seniors. A primary care clinic will be located on the ground level. The development will provide a fully integrated program at the most affordable price possible on a monthly basis (without prohibitively expensive "buy ins"), designed to be well within the reach of most middle income seniors.

Facilities will include:

- Independent Living Units
- Assisted Living Units including Memory Units
- Adult Day Care
- Primary Care Clinic
- Food Service: Kitchen and Dining
- Commons / Activity Area
- Administration
- Outdoor Rooms

Services will include:

- 24/7 licensed nursing staff on site, supervised by a RN director of nursing and medical director
- Three nutritious meals and snacks under a diet approved by a dietician and our medical director
- Assistance with activities of daily living for Assisted Living residents and Memory Unit residents
- Program of activities, exercise and wellness, on-site medical visits.
- Laundry service
- Housekeeping service
- Local transportation for residents and pick up for adult day care clients
- Utilities
- Internet and basic cable
- Unit maintenance, repairs and upgrades

Our intent is to maximize function and prevent hospitalization requiring higher levels of care. This is best accomplished by physicians, nurses, therapists, dietitians, personal care aides, other staff and families all working together to increase social interactions as well as activity throughout our community. Careful planning has begun in the early design phase with the architect and medical director focused together on ways to design units, buildings and grounds that accomplish our core goals of innovation, security, vibrancy and engagement. This collaboration so early in the planning stage of an entire senior community is a unique situation.

We plan a beautiful physical plant that combines the best of the historic and the modern while at an affordable price. Our pricing will be on a lease basis without a hefty buy in fee. It will be all inclusive without excessive add-ons and will be below the community average for the size and quality of our units.

#### 2. Topography

We have included original 1926 spot elevations that pre-date construction as well as topographic information available from KGIS. A complete survey has been performed to facilitate detailed site design and is included herein.

**3. Off-street parking / loading plan**

Illustrated on site concept development plan:

**September 19, 2016 Parking Ordinance Amendments / parking space calculation**

| Residents / Clients                               | Minimum       | Maximum      |
|---|---------------|--------------|
| a) Building A: 0.5 spaces x 47 sleeping units     | 23.5          |              |
| b) Building B: 0.2 spaces x 48 sleeping units     | 9.6           |              |
| c) Adult Day Care 0.125 x 27 ADC clients          | 3.375         |              |
| d) Building A: 0.67 spaces x 47 sleeping units    |               | 31.49        |
| e) Building B: 0.33 spaces x 48 sleeping units    |               | 15.84        |
| f) Adult Day Care 0.167 x 27 ADC clients          |               | 4.509        |
| g) Primary Care Clinic 3 spaces per doctor        | 3.0           | 3.0          |
| <b>Subtot</b>                                     | <b>39.475</b> | <b>54.84</b> |
| Staff   | Minimum       | Maximum      |
| h) Assisted Living Staff: (4 homes x 3) + 3 admin | 15.0          | 15.0         |
| i) Primary Care Clinic : 1 employee = 1 doctor    | 2.0           | 2.0          |
| j) Adult Day Care 0.67 x 3 employees              | 2.01          |              |
| k) Adult Day Care 1.0 x 3 employees               |               | 3.0          |
| l) Maintenance & Food Service:                    | 5.0           | 5.0          |
| <b>Subtot</b>                                     | <b>24.01</b>  | <b>25.0</b>  |
| <b>Total</b>                                      | <b>63.5</b>   | <b>80.0</b>  |

Concept Plan illustrates 69 spaces within property and additional 17 spaces on Beech Street; Totaling : 86 spaces; understanding that on street parking does not count against required on-site parking. Handicap spaces required = 3 total with one being van accessible

**4. Circulation Diagram**

As illustrated on site concept development plan, the project will utilize two curb cuts and a two-way loop driveway. A turn-a-bout and drop off are provided at the rear of Building A.

**5. Landscape Plan**

As illustrated on site concept development plan, we are preserving existing healthy plant material and trees to the greatest degree possible. The site, as is, provides for a park-like setting for our new residential senior community. We will augment existing landscaping with an evergreen screen along the south edge of the existing drive adjacent to a residential property. Existing landscaping and lawn areas will be enhanced and maintained in good condition. Planting beds for ground cover, shrubbery and flowering plants are indicated on the plan. A water feature will be incorporated at the patio adjacent to the Dining Area.

**6. Building footprint / floor plan**

Illustrated on Site Concept Development Plan

**7. Architectural Elevations**

As-built architectural elevations are included for Building A. Owners will rehabilitate the exterior building shell per the Secretary of the Interior's Standards for the Treatment of Historic Properties and as established by Instrument No. 201505220063596 in the Knox County Register of Deeds Office.

Building B elevations will be compatible / complementary to the historic architecture on site and are subject to review by Knox Heritage per deed restrictions. Building B is setback to the same location as the original 1929 facility and its height reflects that of the 1950 addition to the original facility.

**8. Proposed signage**

Project signage will be located as compliant with the Knoxville Zoning Ordinance. Two 16 sq. ft. signs are allowed 10'-0" from street R.O.W. Owner will apply for a City of Knoxville Sign Permit as design progresses and the name of the development is confirmed.

**9. Building Setbacks**

Illustrated on Site Concept Development Plan



**10. Preliminary Drainage Plans**

Existing storm drainage will not be significantly altered for the project. The footprint of the Building A will not be expanded in this project. The impact of the new Building B is being studied by a professional civil engineer and will be addressed by design documents to adhere to storm water and site development requirements. Storm drainage infrastructure will be brought into good working condition and improvements implemented to comply with City Engineering Department's requirements.

**11. Mail Facility Plan**

U.S. Mail will be delivered to a location inside the renovated facility and distributed to residents and staff by facility personnel. No exterior mail boxes will be provided for this project.

**12. Amenities Plan**

Amenities may include passive elements such as gardens (possibly raised gardens for use by residents), walking trail, benches / site seating, limited pavilion for outdoor activities of residents, fountain / decorative pool, site art / sculpture, activities lawn. No large scale amenities for sports / recreation, athletic fields / courts, swimming pools, sports lighting, bleachers / grandstands, outdoor events, etc. are planned for this project.

**13. Garbage Dumpster location**

Illustrated on Site Concept Development Plan

**14. Traffic Impact Study**

The project will generate fewer than 750 Average Daily Trips and does not require a Traffic Impact Study.

Attachments:

- Site Concept Development Plan
- Dec. 18, 1926 Office of City Engineer Map of Norman School Property ( w / topography )
- Boundary and Topographic Survey, May 25, 2016
- KGIS Topo
- KGIS Aerial
- As-Built Architectural Elevations

**Use on Review**     **Development Plan**

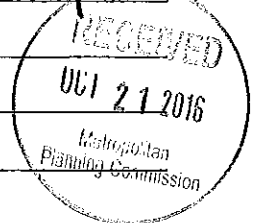
Name of Applicant: David L. Cockrill - Giffin Senior Community Partners

Date Filed: 10.21.16    Meeting Date: 12.8.16

Application Accepted by: Marc Payne

Fee Amount:           File Number: Development Plan

Fee Amount: 1,200.00    File Number: Use on Review 12-C-16-UR



**PROPERTY INFORMATION**

Address: 1834 Beech Street

General Location: South City / Island Home  
1/3 Beech St. due south of Herland Ave

Tract Size: 6.3 acres    No. of Units:       

Zoning District: Z6

Existing Land Use: elementary school

Planning Sector: South City

Sector Plan Proposed Land Use Classification:  
LDR

Growth Policy Plan Designation:       

Census Tract: 22

Traffic Zone: 28

Parcel ID Number(s): 109CD032

Jurisdiction:  City Council 5<sup>th</sup> District  
 County Commission        District

**PROPERTY OWNER/OPTION HOLDER**

PLEASE PRINT  
Name: David Cockrill

Company: Giffin Senior Community Partners

Address: 220 W. Jackson Ave #106

City: Knoxville    State: TN    Zip: 37902

Telephone: 865.633.9058

Fax: 865.633.9059

E-mail: dcockrill@redchairarchitects.com

**APPLICATION CORRESPONDENCE**

All correspondence relating to this application should be sent to:

PLEASE PRINT  
Name: Same as above

Company:       

Address:       

City:           State:           Zip:       

Telephone:       

Fax:       

E-mail:       

**APPROVAL REQUESTED**

Development Plan: Residential  Non-Residential

Home Occupation (Specify Occupation)  
      

Other (Be Specific)  
Senior residential Community

**APPLICATION AUTHORIZATION**

I hereby certify that I am the authorized applicant, representing ALL property owners involved in this request or holders of option on same, whose signatures are included on the back of this form.

Signature:       

PLEASE PRINT  
Name: David L. Cockrill

Company: Giffin Senior Community Partners

Address: 220 W. Jackson Ave #106

City: Knoxville    State: TN    Zip: 37902

Telephone: 865.633.9058

E-mail: dcockrill@redchairarchitects.com

