



# PLANNED DEVELOPMENT PRELIMINARY PLAN

▶ **FILE #:** 4-A-20-PD **AGENDA ITEM #:** 43  
 POSTPONEMENT(S): 4/9/2020 **AGENDA DATE:** 5/14/2020  
 ▶ **APPLICANT:** VOLUNTEER MINISTRY CENTER, INC.  
 OWNER(S): Positively Living

TAX ID NUMBER: 82 P K 039 [View map on KGIS](#)  
 JURISDICTION: City Council District 6  
 STREET ADDRESS: 1501 E. Fifth Ave.

▶ **LOCATION:** Northeast corner of E. Fifth Ave. and Winona St.  
 ▶ **APPX. SIZE OF TRACT:** 1.02 acres  
 SECTOR PLAN: Central City  
 GROWTH POLICY PLAN: Within City Limits  
 ACCESSIBILITY: E. Fifth Avenue is a local road with a pavement width of approximately 21 ft. and a right-of-way width of approximately 58.5 ft.  
 UTILITIES: Water Source: Knoxville Utilities Board  
 Sewer Source: Knoxville Utilities Board  
 WATERSHED: First Creek

▶ **ZONING:** O (Office)  
 ▶ **EXISTING LAND USE:** Public - quasi public land; Supportive Housing  
 ▶ **PROPOSED USE:** Supportive Housing

HISTORY OF ZONING: None noted for this property  
 SURROUNDING LAND USE AND ZONING: North: Public parks - OS (Parks and Open Space) District  
 South: Office - O (Office) District  
 East: Public parks - OS (Parks and Open Space) District  
 West: Office, commercial - O (Office) District

NEIGHBORHOOD CONTEXT: This area is a mix of uses including Caswell Park (ballfields), small-lot single-family dwelling units, small apartment buildings, office, and commercial uses in the near vicinity. East Magnolia Avenue is two blocks to the south.

### STAFF RECOMMENDATION:

▶ **APPROVE the preliminary plan for the VMC supportive housing development at 1501 East 5th Avenue, including approval of the three requested exceptions to the underlying zoning’s dimensional and use standards, subject to the following conditions:**

1. Upon approval of the preliminary plan by City Council, a final plan shall be submitted for review and approval by the Commission. The final plan shall be in substantial compliance with the approved preliminary plan.
2. The final plan shall provide site engineering details as requested by the City of Knoxville Engineering

Department.

3. The final plan shall include a final landscape plan.

## COMMENTS:

### Project Description

Volunteer Ministry Center (VMC) is proposing the construction of a 48 dwelling unit residential development that will provide supportive housing for formerly homeless individuals. The proposed development will consist of two residential buildings, each three stories and containing 24 residential units, and a community building that will contain a meeting area, laundry room, and staff offices. The buildings will be connected by a screened breezeway. Twenty-two (22) surface vehicular parking spaces and bicycle parking are proposed. The site is located on a transit route and a transit stop is located at the site. Open space and landscaping are proposed as part of the development. Supportive services will be available for the residents and staff will be on-site 24 hours a day.

The applicant has held a meeting with the community at which overviews of the development plans and the program management were provided. An initial preliminary plan was submitted for staff comment. The applicant responded to all staff comments, revising the plans as appropriate to respond to staff comments.

### Zoning Exception Requests

Exceptions to the underlying zoning's dimensional and use standards may be recommended by the Planning Commissions and approved by the City Council as part of the Planned Development approval process. The applicant is requesting the following exceptions from the City of Knoxville Zoning Code:

1. An increase in the permitted density to allow 48 dwelling units
2. A reduction in the required number of off-street parking spaces from 58 spaces to 22 spaces
3. A reduction in the ground floor transparency requirements from 30% to 20%

The community benefits identified by the applicant to justify the requested exceptions from the City's Zoning Code are:

1. The development serves a vulnerable and underserved population.
2. The development provides permanent supportive housing, thus diminishing the burden and expense of community resources for emergency provisions for people who would otherwise remain on the streets.
3. The development addresses the highest priority need (affordable permanent supportive housing) as identified by the City's Consolidated Plan for 2020 – 2024.

The applicant describes the community benefit, provision of affordable housing, in the project narrative. Agreements and commitments are in place to guarantee the affordability of the housing for 30 years. There is a need for affordable housing of the type proposed and the project has been endorsed by the City Administration. A number of energy efficiency features are proposed to be incorporated in the design and construction of the project.

Based on the characteristics of residents of similar projects, the potential residents of the proposed project typically will not own vehicles. The property is in close proximity to transit stops and is within walking distance of many daily needs (services, employment, recreation). The applicant has provided a letter requesting the reduction in the required number of parking spaces, detailing the justification for the requested reduction.

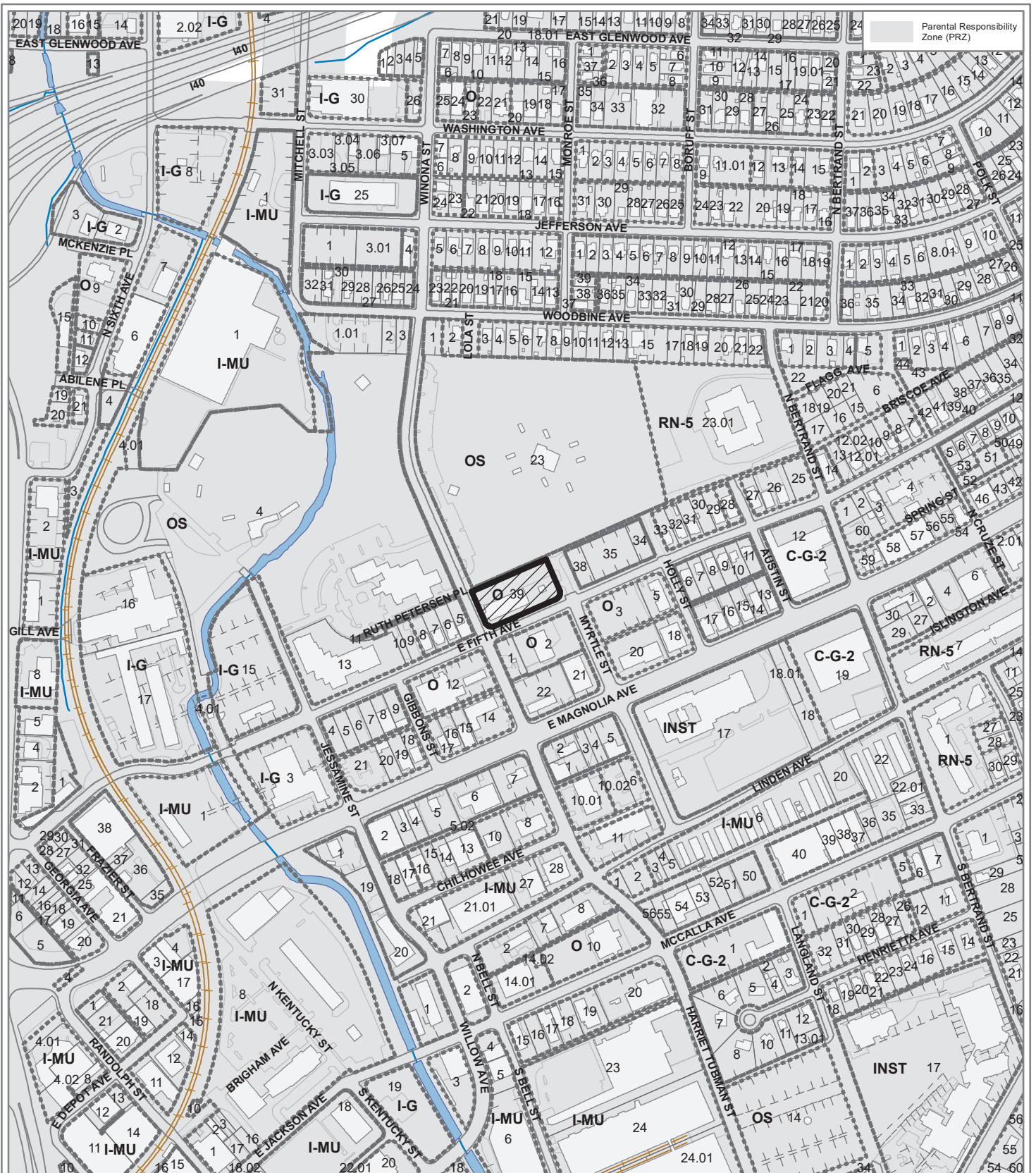
The requirement of minimum ground floor transparency of 30% established for the Office district is intended for non-residential buildings. A minimum transparency of 20% for street facing facades is required by Sec 9.3.1.3 of the zoning code. Based on the information provided on sheet SD-2.0 of the submitted plans, the design appears to comply with this transparency requirement.

The project appears to provide community benefits warranting the requested exceptions to the development standards of the underlying zoning. Staff recommends approval of the requested exceptions.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on June 16, 2020 and June 30, 2020. If denied, Knoxville-Knox County Planning Commission's action is final, unless the action to deny is appealed to Knoxville City Council. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal a Planning Commission decision in the City.



**4-A-20-PD  
DEVELOPMENT PLAN**



Supportive Housing in O (Office)

Original Print Date: 3/16/2020  
 Revised:  
 Knoxville - Knox County Planning Commission \* City / County Building \* Knoxville, TN 37902

Petitioner: Volunteer Ministry Center, Inc.

Map No: 82  
 Jurisdiction: City







**CONCEPTUAL RENDERINGS**

4-A-20-PD  
Revised: 5/4/2020



**VOLUNTEER MINISTRY CENTER**  
1501 EAST 5TH STREET  
KNOXVILLE, TN

**ALLAN ASSOCIATES ARCHITECTS, PLLC**  
5518 WALLWOOD ROAD  
KNOXVILLE, TENNESSEE 37912  
865 / 689-1302

May 4, 2020

DRWN BY: XXX
CHKD BY: XXX
APPR BY: XXX
DATE: 6-04-2020
REVISIONS
XX XXXXXXXX
XX XXXXXXXX

Volunteer Ministry Center  
1801 EAST 5TH STREET  
KNOXVILLE, TN

SITE PLAN  
ALLAN ASSOCIATES ARCHITECTS, PLLC

KNOXVILLE, TENNESSEE 37912

865 / 889-1802

658 WALLWOOD ROAD

SHEET NUMBER

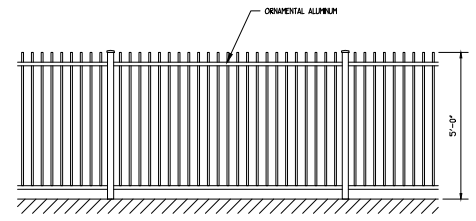
SD-1.0



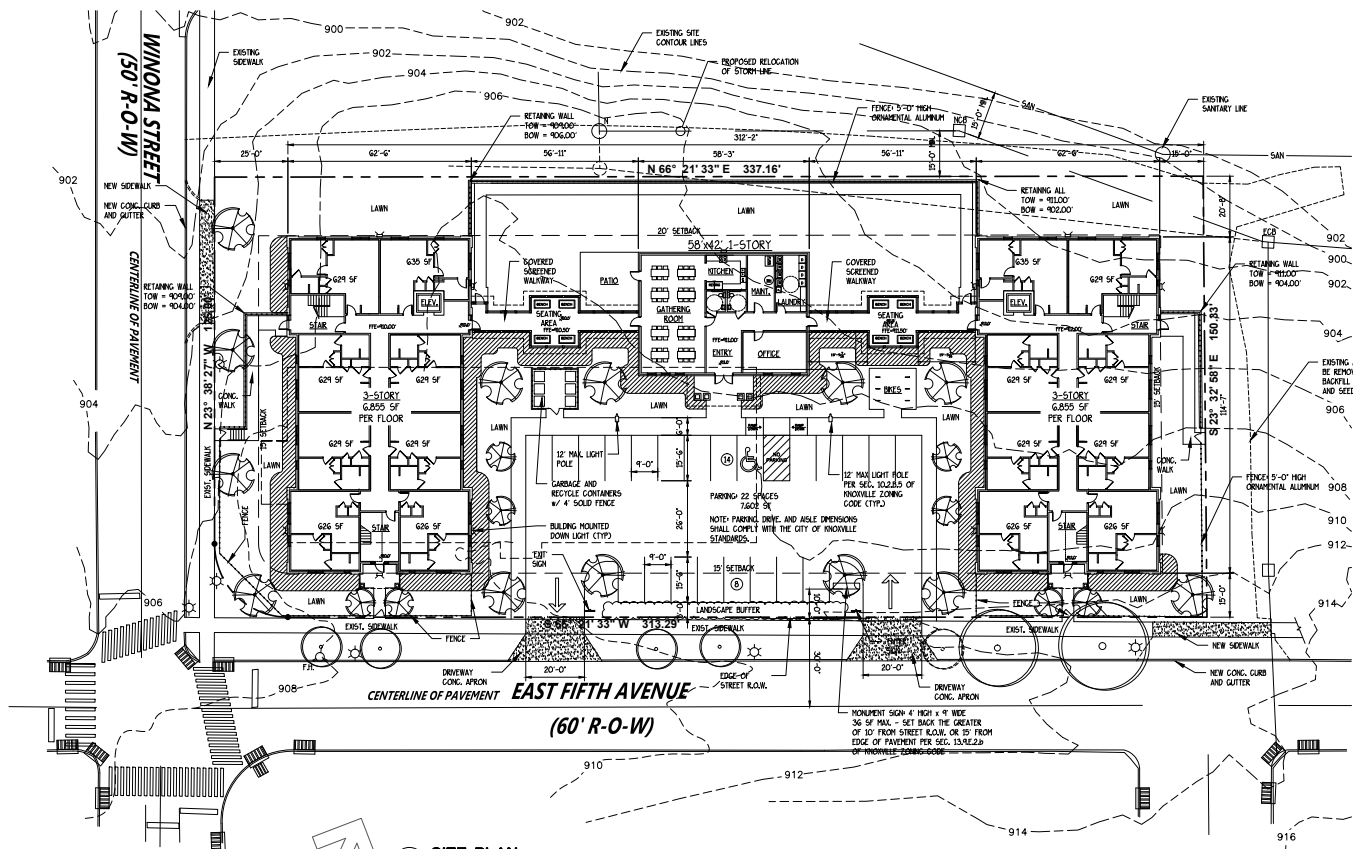
↑ 4  
SD-1.0  
AERIAL PHOTO OF EXISTING SITE  
NO SCALE



3  
SD-1.0  
SITE LIGHT FIXTURES  
NO SCALE

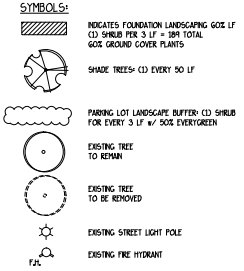


2  
SD-1.0  
SITE FENCE  
SCALE: 1/4" = 1'-0"

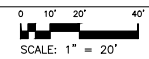


BUILDING AREAS	GSF	NRSF
APARTMENT BUILDING		
1ST FLOOR	6,855	5,155
2ND FLOOR	6,630	5,155
3RD FLOOR	6,630	5,155
TOTAL BUILDING	20,115	15,465
TOTAL (2) BUILDINGS	40,230	30,930
COMMUNITY BUILDING	2,453	
COVERED WALKWAYS	1,234	
TOTAL	43,917	30,930

ZONING	10' ZONE
MIN LOT AREA	14' x 14' TO 6' DIA 2,000 SF (20)
MIN LOT WIDTH	60'
MAX BUILDING HEIGHT	45'
FRONT SETBACK	15'
INTERIOR SPD	15'
COVER SETBACK	15'
REAR SETBACK	20'
PARKING	20%
(48) 1 BORN = 48x10 = 48	48x125 = 60
GUESTS = 48x10 = 30	48x125 = 32
BI-CYCLE = 48x10 = 12	32

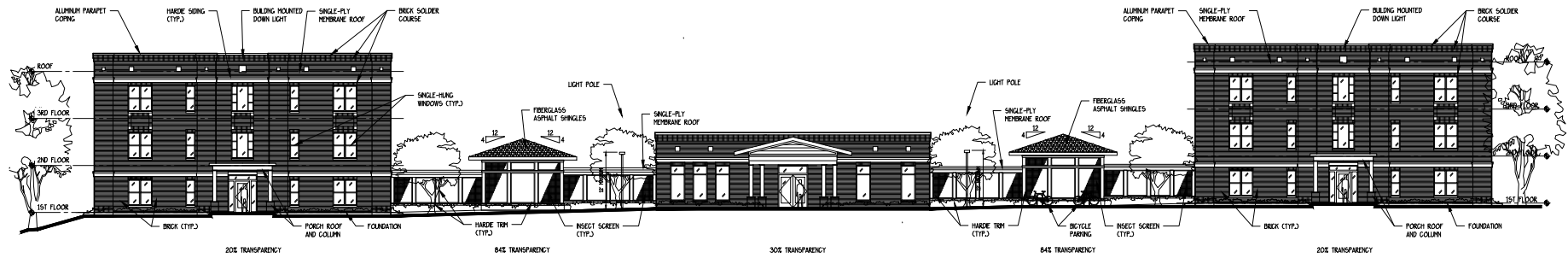


4-A-20-PD  
Revised: 5/4/2020

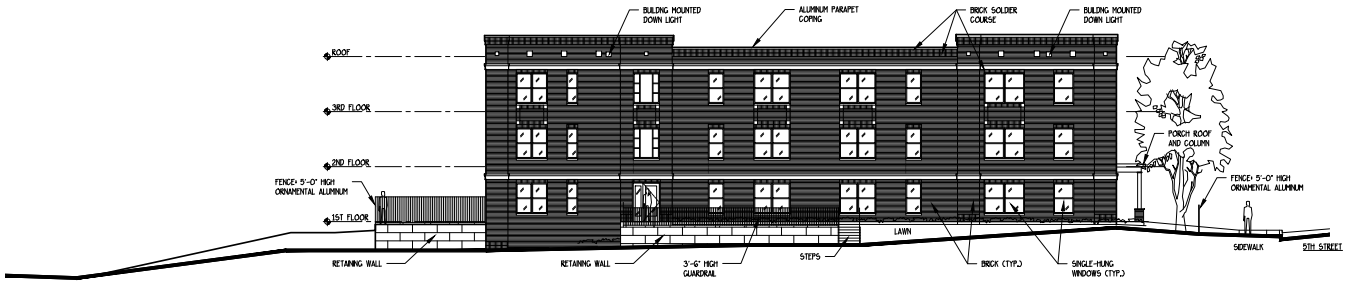


1  
SD-1.0  
SITE PLAN

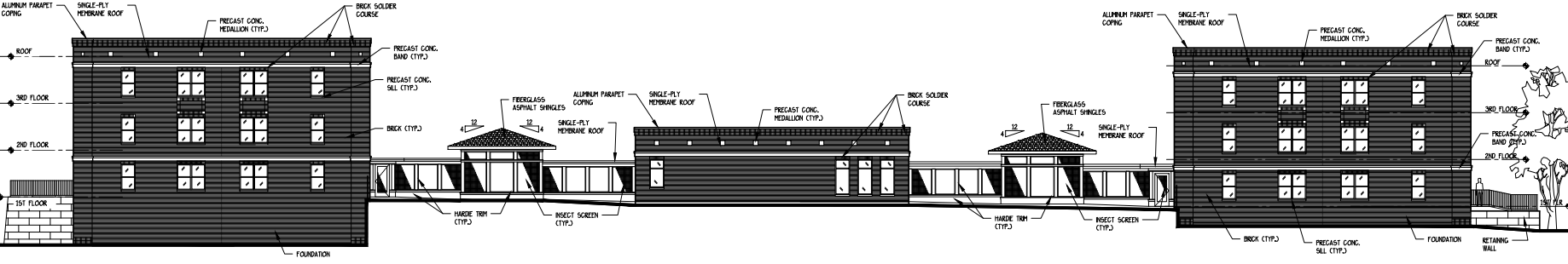
DRWN. BY: XXX
CHKD. BY: XXX
APPR. BY: XXX
DATE: 6-04-2020
REVISIONS
XX XXXXXXXX
XX XXXXXXXX



**FIFTH STREET ELEVATION**  
SCALE: 3/8" = 1'-0"  
SHORT



**WINONA STREET ELEVATION**  
SCALE: 3/8" = 1'-0"  
SHORT



**REAR ELEVATION**  
SCALE: 3/8" = 1'-0"  
SHORT

4-A-20-PD  
Revised: 5/4/2020

BUILDING ELEVATIONS

Volunteer Ministry Center  
Knoxville, TN  
1801 EAST 6TH STREET

ALLAN ASSOCIATES ARCHITECTS, PLLC

KNOXVILLE, TENNESSEE 37912

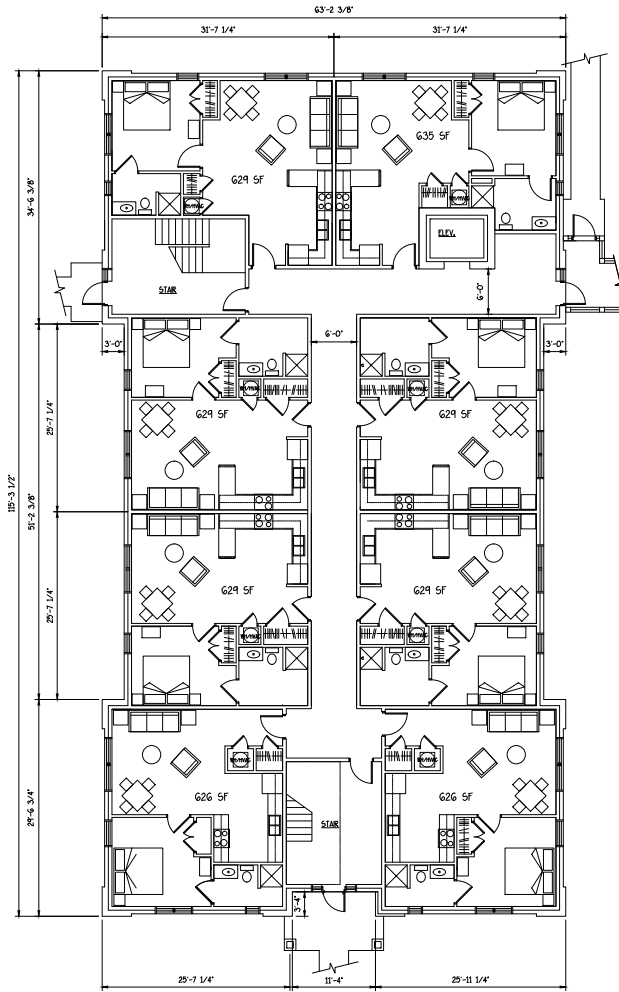
865 / 889-1802

668 WALLWOOD ROAD




SHEET NUMBER

SD-2.0



**TYPICAL RESIDENTIAL FLOOR PLAN**  
SCALE 1/8" = 1'-0"

4-A-20-PD  
Revised: 5/4/2020

		Volunteer Ministry Center 1801 EAST 5TH STREET Knoxville, TN		TYPICAL RESIDENTIAL FLOOR PLAN		CAD FILE: VMC-A10.DWG	
				ALLAN ASSOCIATES ARCHITECTS, PLLC 658 WALLWOOD ROAD KNOXVILLE, TENNESSEE 37912		DRWN. BY: XXX CHKD. BY: XXX APPR. BY: XXX DATE: 6-04-2020 REVISIONS XX XXXXXXXX	
SHEET NUMBER		SD-3.0					





Amy Brooks <amy.brooks@knoxplanning.org>

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## FW: Submission to Knoxville/Knox County Planning

1 message

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**Steve Jenkins** <steve@positively-living.org>  
To: "amy.brooks@knoxplanning.org" <amy.brooks@knoxplanning.org>  
Cc: Bruce Spangler <bspangler@vmcinc.org>

Mon, Mar 16, 2020 at 11:02 AM

Amy,

This email is intended to serve as approval of Bruce's attached submission.

Please let me know if you need further action on my end.

Steve

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**From:** Bruce Spangler <bspangler@vmcinc.org>  
**Sent:** Monday, March 16, 2020 10:23 AM  
**To:** Steve Jenkins <steve@positively-living.org>  
**Subject:** Submission to Knoxville/Knox County Planning

Steve,

As owner of [1501 E. Fifth Avenue, Knoxville-Knox County](#) Planning requires your approval of our submission and desire for the development.

Would you email Amy Brooks ([amy.brooks@knoxplanning.org](mailto:amy.brooks@knoxplanning.org)) stating the approval?

Please note/reference 4-A-20 PD in your email.

Please let me know if you have any questions.

Thanks,

Bruce

Dr. Bruce W. Spangler, CEO

Volunteer Ministry Center

3/16/2020

Knoxville - Knox County Planning Mail - FW: Submission to Knoxville/Knox County Planning

511 N Broadway

Knoxville, TN 37914


865-524-3926, ext 225 (office)

865-257-1549 (cell)

[bspangler@vmcinc.org](mailto:bspangler@vmcinc.org)

*“No moral code or ethical principle, no piece of scripture or holy teaching can be summoned to defend what we have allowed our country to become.”* Matthew Desmond on America’s Housing Crisis

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 **PD Submission 1501 E Fifth Avenue.pdf**  
265K

VOLUNTEER MINISTRY CENTER



Opening Doors for a Better Tomorrow

511 North Broadway  
Knoxville, TN 37917-7408

P O Box 27406  
Knoxville, TN 37927

(865) 524-3926

www.vmcinc.org

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Bruce W. Spangler  
Chief Executive Officer



Community Partner

April 30, 2020

Gerald Green AICP  
Executive Director  
Knoxville-Knox County Planning  
400 Main Street, Suite 403  
Knoxville, TN 37902

Re: Parking Study, 1501 E. Fifth Avenue  
Planned Development Application 4-A-20-PD

Dear Mr. Green,

Volunteer Ministry Center, Inc. (VMC) proposes a planned development of 48 units on the property located at 1501 E. Fifth Avenue and requests an exception to the parking requirements in the underlying Office zoning district. Specifically, VMC requests a reduction in required parking from 58 spaces to +/-22 spaces (pending design and approval of the final development plan by Planning Commission).

The development will provide much-needed affordable permanent supportive housing for former chronically homeless single men and women who need "in-house" case management services to retain the housing, while improving health and financial outcomes that maximize the ability to live and, when possible, work in the community.

A chronically homeless individual is a protected class as the definition includes a disability "...with one or more of the following conditions: Substance use disorder, serious mental illness, developmental disability (as defined in section 102 of the Developmental Disabilities Assistance Bill of Rights Act of 2000 (42 U.S.C. 15002)), post-traumatic stress disorder, cognitive impairments resulting from brain injury, or chronic physical illness or disability," see, <https://www.govinfo.gov/content/pkg/FR-2015-12-04/pdf/2015-30473.pdf> and [https://www.hud.gov/program\\_offices/fair\\_housing\\_equal\\_opp/fair\\_housing\\_act\\_0verview#\\_Who\\_Is\\_Protected](https://www.hud.gov/program_offices/fair_housing_equal_opp/fair_housing_act_0verview#_Who_Is_Protected).

The vast majority of residents in a permanent supportive housing environment do not own vehicles due to their disability and/or lack of financial resources. As an example, VMC's existing permanent supportive housing, Minvilla Manor, located at 447 N. Broadway, has 57 apartments and ten (10) parking spaces. Presently, only three (3) of its residents own vehicles. Since opening in 2010, the maximum number of residents with vehicles at any one time has been only four (4). The limited parking at Minvilla Manor has been more than adequate to accommodate residents, staff, service providers and volunteers.

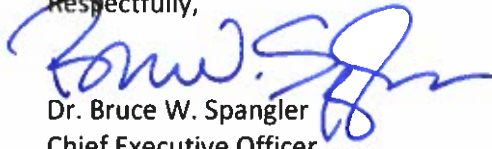
By comparison, the proposed planned development at 1501 E. Fifth Avenue will have approximately 22 parking spaces for only 48 apartments – a significantly higher ratio of parking to housing units that will be more than sufficient to serve the needs of residents and support personnel. Additionally, like Minvilla, 1501 E. Fifth Avenue enjoys easy access to public transportation, including a bus stop in front of the property.

Dedicated to Ending and Preventing Homelessness

*Therefore, in accordance with the City's Zoning Code, we respectfully request an exception to the district regulations and a reduction of required parking spaces at the proposed planned development from 58 to +/-22.*

If you have further questions, I will address them promptly and timely.

Respectfully,



Dr. Bruce W. Spangler  
Chief Executive Officer



**VMC Planned Development**  
**1501 East 5<sup>th</sup> Avenue**  
**File # 04-A-20-PD**  
**April 20, 2020**

**PLANNING STAFF COMMENTS**

**Contact: Gerald Green (gerald.green@knoxplanning.org)**

**Landscaping**

- Please provide a landscape buffer (shrubs) between the parking area and the sidewalk along East 5<sup>th</sup> Avenue
- What is the material/surface for the area around the proposed buildings? Will this be a lawn area? Does note #3 of the Site Landscaping notes address this area?
- What does the hatched area adjacent to the buildings represent? Is this the area proposed for foundation plantings?
- The final plan(s) must include a detailed landscape plan that includes:
  - A planting list identifying the type (species) of all planting proposed
  - Identification and location of proposed shade trees and ornamental trees (some of the tree locations noted on the preliminary plan are not appropriate for larger shade trees)
  - Location of any utilities (overhead and underground) and utility easements
- There is no indication of what will happen to the existing landscaping on the site. Will all existing landscaping, including the large trees in the planting strip between the sidewalk and East 5<sup>th</sup> Avenue, be removed? The trees in the planting strip appear to be in the City right-of-way and removal of these trees must be approved by the City. Preservation of those trees in good health is encouraged.

**Site Features**

- What is the height of the retaining walls and what is the material proposed?
- A marked pedestrian crosswalk should be provided at the parking area access and egress points
- Can lower (12') pedestrian scale light fixtures be substituted for the proposed 20' fixtures?
- No garbage/recycling containers or area for them are indicated on the site plan. How will garbage and recycling be accommodated?

**Miscellaneous Site Comments**

- There appears to be a small unopened alley at the rear of the property Closure of this alley could provide additional land area for the project.
- Stormwater management plans must be provided with the final plans. Coordinate with Knoxville Engineering Department on these plans.

**Building Design**

**General Comment:** The narrative provided for the project includes as a requested exception to the underlying zoning standards a reduction in the ground floor transparency from the required 30% transparency to 15%. The building elevations on sheet SD-2.0 indicate a transparency of 20% for the residential buildings and a transparency of 30% for the community building. Please clarify whether the reduction is to allow a reduced transparency of 20% for the residential buildings or if a reduced ground floor transparency of 15% is desired for the residential buildings.

### **Specific Design Comments**

**Contact:** Lindsay Crockett ([lindsaycrockett@knoxplanning.org](mailto:lindsaycrockett@knoxplanning.org))

**Guidelines used:** the narrative for the proposed Planned Development references "the architecture and form [of] other multifamily structures in the Parkridge neighborhood and Magnolia Corridor." The application was reviewed for compliance with both the existing Edgewood-Park City Historic design guidelines, and the updated guidelines that accompanied the proposed expansion of the Historic overlay. While the updated guidelines were not adopted, they were prepared with extensive neighborhood input in 2016-2017 and represent the most current design preferences of the Parkridge neighborhood. The proposed development also was reviewed with respect to existing historic multi-family structures on Magnolia Avenue.

- Applicant should provide a **drawing of the rear elevation**, as the property will be visible from Caswell Park, Park City National Register Historic District, and portions of the Edgewood-Park City neighborhood.
- Useful references for historic context: apartment buildings on Magnolia Ave, including 1701 and 1703, **2724, 2730, and 2736 Magnolia.**
- **Placement** is compatible with precedents of existing patterns within district. The buildings are appropriately sited, parallel to the existing lot lines, and centered on the lot. Front entrances are oriented towards the main street.
- **Height, scale, and massing:** Three-story building is compatible with height of similar multi-family or commercial buildings in the area. Building form lacks "similar complexity to those in area," especially the historic multifamily structures on Magnolia Ave. Additional horizontal articulation on the apartment buildings, especially on Winona Ave elevation, would help "break up large, flat massings."
- **Proportions:** Ratio of solid wall spaces to openings is slightly smaller than those on comparable properties – large swaths of brick veneer on apartment buildings. Additional design details or transparency would improve overall proportions.
- **Roof:** Flat roof is appropriate for context. Historic multifamily buildings incorporate parapet details or cornice elements.
- **Design details:** overall, the building is a simple contemporary design. Additional articulation on the apartment buildings' side elevations and rear elevations would help to avoid "oversimplified, bland designs that stand in stark contrast to the rich architectural variety within the district" (2017 guidelines).
- Entry **portico** on center building and porch buildings employ Craftsman-style tapered columns on piers as supports. The columns are disproportionate for the style

referenced, especially on the center building – use taller piers so the columns aren't disproportionately wide.

- Contemporary interpretation of Craftsman elements is appropriate, considering the Craftsman styles employed in historic Magnolia Ave buildings (especially on the 1700 block). Additional Craftsman elements to compliment the column supports would add interest to the building.
- Use of brick veneer is appropriate as a parallel to traditional masonry materials on multi-family buildings on Magnolia Ave.

### **Zoning Exception Requests**

The applicant is requesting the following exceptions from the City of Knoxville Zoning Code:

1. An increase in the permitted density to allow 48 dwelling units
2. A reduction in the required number of off-street parking spaces from 58 spaces to 22 spaces
3. A reduction in the ground floor transparency requirements from 30% to 15% (see note above)

The community benefits identified by the applicant to justify the requested exceptions from the City's Zoning Code are:

1. The development serves a vulnerable and underserved population.
2. The development provides permanent supportive housing, thus diminishing the burden and expense of community resources for emergency provisions for people who would otherwise remain on the streets.
3. The development addresses the highest priority need (affordable permanent supportive housing) as identified by the City's Consolidated Plan for 2020 – 2024.

The applicant describes the community benefit, provision of affordable housing, in the project narrative. Agreements and commitments are in place to guarantee the affordability of the housing for 30 years. There is a need for affordable housing of the type proposed and the project has been endorsed by the City Administration. A number of energy efficiency features are proposed to be incorporated in the design and construction of the project.

Based on the characteristics of residents of similar projects, the potential residents of the proposed project typically will not own vehicles. The property is in close proximity to transit stops and is within walking distance of many daily needs (services, employment, recreation).

The requirement of minimum ground floor transparency of 30% established for the Office district is intended for non-residential buildings. A minimum transparency of 20% for street facing facades is required by Sec 9.3.1.3 of the zoning code. Based on the information provided on sheet SD-2.0 of the submitted plans, the design appears to comply with this transparency requirement.

The project appears to provide community benefits warranting the requested exceptions to the development standards of the underlying zoning.

## **ENGINEERING DEPARTMENT COMMENTS**

**Contact: Curtis Williams ([cmwilliams@knoxvilletn.gov](mailto:cmwilliams@knoxvilletn.gov))**

**Adam Kohntopp ([akohntopp@knoxvilletn.gov](mailto:akohntopp@knoxvilletn.gov))**

**General Engineering Comments – (Can typically be handled on permit review)**

- 1. Most engineering elements will be reviewed in detail during the permit review.**
2. Please note that CGP coverage, bonds, covenants, plats, SPAP, Water Quality (FF), downstream study, etc. may be required as part of the permitting for this site. Additionally, it appears detention will be required.
3. Additional items may be covered under plat review. The site will need to be platted to match the proposed site layout.
4. Most landscaping elements will be addressed in permitting.
5. Please provide a detailed signage and striping plan. Also, signage may be necessary for the exit driveway to prevent entry at that location.
6. Access aisles for ADA spaces need to be labeled with “No Parking”.
7. Retaining walls appear to be located in the drainage and utility easement. This may need to be closed when the property is replatted.
8. Retaining walls appear to be critical walls. These will be addressed at permitting.
9. Please make sure the City Tree Ord. is met.
10. Work along ROW may impact existing street signage. This needs to be addressed during permitting and coordinated with City Traffic Division of Engineering.
11. The remaining asphalt in the former Myrtle St. ROW will need to be removed since a fence is proposed down the centerline of the former ROW.
12. Existing sidewalks/curbs may need to be repaired as part of the permitting.
13. How will stormwater be routed from the upper portion of the site to the lower? Pipes under building structures is typically prohibited.

## **Engineering Planning Review Comments**

14. Please provide min. and max. parking counts.
15. The site appears to be lacking min. parking. A variance may be necessary.
16. The proposed driveways may interfere with ROW trees. Please contact Kasey Krouse regarding mitigation for these trees.
17. Please use TDOT style driveway aprons.
18. Please show existing stormwater facilities and utilities. It appears there may be several conflicts on the site:
  - a. NE corner of the site/building may be over a stormwater system. This is also a possibility on the SW corner of the site.
  - b. The through water pipe may be located where the pond is proposed. This would be problematic.
  - c. The proposed driveways may conflict with utility poles. These need to be shown and validated. If conflicts exist, mitigation may be necessary.
19. When the site is platted, easements need to be provided for the through water systems,



utilities, etc.... this may impact site layout.

20. Please correctly show the property boundaries. The corner at E. 5<sup>th</sup> Ave and Winona St. should have a radius. The drawing shows a radius and a square corner.
21. The sidewalk/curb in ROW needs to be extended along E 5<sup>th</sup> Ave across the former Myrtle St. ROW. Also, the sidewalk/curb need to be extended north along Winona.
22. Please provide a comment response document.

**VMC Planned Development**  
**1501 East 5<sup>th</sup> Avenue**  
**File # 04-A-20-PD**  
**April 20, 2020**

**PLANNING STAFF COMMENTS**

**Contact: Gerald Green (gerald.green@knoxplanning.org)**

**Landscaping**

- Please provide a landscape buffer (shrubs) between the parking area and the sidewalk along East 5<sup>th</sup> Avenue  
**Response – Shrub buffer added to site plan.**
- What is the material/surface for the area around the proposed buildings? Will this be a lawn area? Does note #3 of the Site Landscaping notes address this area?  
**Response – Yes lawn, notes added to site plan. No #3 does not address.**
- What does the hatched area adjacent to the buildings represent? Is this the area proposed for foundation plantings?  
**Response – Correct foundation planting area.**
- The final plan(s) must include a detailed landscape plan that includes:
  - A planting list identifying the type (species) of all planting proposed
  - Identification and location of proposed shade trees and ornamental trees (some of the tree locations noted on the preliminary plan are not appropriate for larger shade trees)
  - Location of any utilities (overhead and underground) and utility easements**Response – Understood and will provide with final plans.**
- There is no indication of what will happen to the existing landscaping on the site. Will all existing landscaping, including the large trees in the planting strip between the sidewalk and East 5<sup>th</sup> Avenue, be removed? The trees in the planting strip appear to be in the City right-of-way and removal of these trees must be approved by the City. Preservation of those trees in good health is encouraged.  
**Response – Onsite landscaping will be removed. Only one City tree along East 5<sup>th</sup> appears to be close to the entry drive and may need to be removed.**

**Site Features**

- What is the height of the retaining walls and what is the material proposed?  
**Response – Added heights to site plan.**
- A marked pedestrian crosswalk should be provided at the parking area access and egress points  
**Response – Per engineering comments changed entry and exit drives to TDOT concrete aprons.**
- Can lower (12') pedestrian scale light fixtures be substituted for the proposed 20' fixtures?  
**Response – Yes changed on site plan.**

- No garbage/recycling containers or area for them are indicated on the site plan. How will garbage and recycling be accommodated?

**Response – Area added to site plan for containers w/ opaque enclosure 48”h.**

### **Miscellaneous Site Comments**

- There appears to be a small unopened alley at the rear of the property. Closure of this alley could provide additional land area for the project.
- Stormwater management plans must be provided with the final plans. Coordinate with Knoxville Engineering Department on these plans.

**Response – That would be great.**

**Response – Understood.**

### **Building Design**

**General Comment:** The narrative provided for the project includes as a requested exception to the underlying zoning standards a reduction in the ground floor transparency from the required 30% transparency to 15%. The building elevations on sheet SD-2.0 indicate a transparency of 20% for the residential buildings and a transparency of 30% for the community building. Please clarify whether the reduction is to allow a reduced transparency of 20% for the residential buildings or if a reduced ground floor transparency of 15% is desired for the residential buildings.

**Response – Thank you for the clarification, yes if 20% is acceptable for the residential buildings we are good with that.**

### **Specific Design Comments**

**Contact: Lindsay Crockett (lindsaycrockett@knoxplanning.org)**

**Guidelines used:** the narrative for the proposed Planned Development references "the architecture and form [of] other multifamily structures in the Parkridge neighborhood and Magnolia Corridor." The application was reviewed for compliance with both the existing Edgewood-Park City Historic design guidelines, and the updated guidelines that accompanied the proposed expansion of the Historic overlay. While the updated guidelines were not adopted, they were prepared with extensive neighborhood input in 2016-2017 and represent the most current design preferences of the Parkridge neighborhood. The proposed development also was reviewed with respect to existing historic multi-family structures on Magnolia Avenue.

- Applicant should provide a **drawing of the rear elevation**, as the property will be visible from Caswell Park, Park City National Register Historic District, and portions of the Edgewood-Park City neighborhood.

**Response – Rear elevation added.**

- Useful references for historic context: apartment buildings on Magnolia Ave, including 1701 and 1703, **2724, 2730, and 2736 Magnolia.**

- **Placement** is compatible with precedents of existing patterns within district. The buildings are appropriately sited, parallel to the existing lot lines, and centered on the lot. Front entrances are oriented towards the main street.
- **Height, scale, and massing:** Three-story building is compatible with height of similar multi-family or commercial buildings in the area. Building form lacks “similar complexity to those in area,” especially the historic multifamily structures on Magnolia Ave. Additional horizontal articulation on the apartment buildings, especially on Winona Ave elevation, would help “break up large, flat massings.”  
**Response – Elevations revised.**
- **Proportions:** Ratio of solid wall spaces to openings is slightly smaller than those on comparable properties – large swaths of brick veneer on apartment buildings. Additional design details or transparency would improve overall proportions.  
**Response – Elevations revised.**
- **Roof:** Flat roof is appropriate for context. Historic multifamily buildings incorporate parapet details or cornice elements.
- **Design details:** overall, the building is a simple contemporary design. Additional articulation on the apartment buildings’ side elevations and rear elevations would help to avoid “oversimplified, bland designs that stand in stark contrast to the rich architectural variety within the district” (2017 guidelines).  
**Response – Elevations revised.**
- Entry **portico** on center building and porch buildings employ Craftsman-style tapered columns on piers as supports. The columns are disproportionate for the style referenced, especially on the center building – use taller piers so the columns aren’t disproportionately wide.  
**Response – Elevations and column design revised.**
- Contemporary interpretation of Craftsman elements is appropriate, considering the Craftsman styles employed in historic Magnolia Ave buildings (especially on the 1700 block). Additional Craftsman elements to compliment the column supports would add interest to the building.  
**Response – Elevations and column design revised.**
- Use of brick veneer is appropriate as a parallel to traditional masonry materials on multi-family buildings on Magnolia Ave.

### Zoning Exception Requests

The applicant is requesting the following exceptions from the City of Knoxville Zoning Code:

1. An increase in the permitted density to allow 48 dwelling units
2. A reduction in the required number of off-street parking spaces from 58 spaces to 22 spaces
3. A reduction in the ground floor transparency requirements from 30% to 15% (see note above)

**Response – Residential ground floor building transparency from 30% to 20%.**



The community benefits identified by the applicant to justify the requested exceptions from the City's Zoning Code are:

1. The development serves a vulnerable and underserved population.
2. The development provides permanent supportive housing, thus diminishing the burden and expense of community resources for emergency provisions for people who would otherwise remain on the streets.
3. The development addresses the highest priority need (affordable permanent supportive housing) as identified by the City's Consolidated Plan for 2020 – 2024.

The applicant describes the community benefit, provision of affordable housing, in the project narrative. Agreements and commitments are in place to guarantee the affordability of the housing for 30 years. There is a need for affordable housing of the type proposed and the project has been endorsed by the City Administration. A number of energy efficiency features are proposed to be incorporated in the design and construction of the project.

Based on the characteristics of residents of similar projects, the potential residents of the proposed project typically will not own vehicles. The property is in close proximity to transit stops and is within walking distance of many daily needs (services, employment, recreation).

The requirement of minimum ground floor transparency of 30% established for the Office district is intended for non-residential buildings. A minimum transparency of 20% for street facing facades is required by Sec 9.3.1.3 of the zoning code. Based on the information provided on sheet SD-2.0 of the submitted plans, the design appears to comply with this transparency requirement.

The project appears to provide community benefits warranting the requested exceptions to the development standards of the underlying zoning.

#### **ENGINEERING DEPARTMENT COMMENTS**

**Contact: Curtis Williams ([cmwilliams@knoxvilletn.gov](mailto:cmwilliams@knoxvilletn.gov))**

**Adam Kohntopp ([akohntopp@knoxvilletn.gov](mailto:akohntopp@knoxvilletn.gov))**

**General Engineering Comments – (Can typically be handled on permit review)**

**1. Most engineering elements will be reviewed in detail during the permit review.**

**Response – Understood.**

2. Please note that CGP coverage, bonds, covenants, plats, SPAP, Water Quality (FF), downstream study, etc. may be required as part of the permitting for this site. Additionally, it appears detention will be required.

**Response – Existing impervious 34,899 SF, proposed impervious 29,820 SF, 15% reduction.**

**Civil Engineer will address as part of final plans. Retention area removed from site plan.**

3. Additional items may be covered under plat review. The site will need to be platted to match the proposed site layout.

**Response – Understood.**

4. Most landscaping elements will be addressed in permitting.

**Response – Understood.**

5. Please provide a detailed signage and striping plan. Also, signage may be necessary for the exit driveway to prevent entry at that location.

**Response – Added to revised site plan.**

6. Access aisles for ADA spaces need to be labeled with “No Parking”.

**Response – Added to revised site plan.**

7. Retaining walls appear to be located in the drainage and utility easement. This may need to be closed when the property is replatted.

**Response – We plan to propose that existing storm drainage lines and associated easements be relocated onto adjacent City property as part of our work.**

8. Retaining walls appear to be critical walls. These will be addressed at permitting.

**Response – Understood.**

9. Please make sure the City Tree Ord. is met.

**Response – We believe our count exceeds, tree species will be determined as part of final plans.**

10. Work along ROW may impact existing street signage. This needs to be addressed during permitting and coordinated with City Traffic Division of Engineering.

**Response – Understood.**

11. The remaining asphalt in the former Myrtle St. ROW will need to be removed since a fence is proposed down the centerline of the former ROW.

**Response – Added note to revised site plan.**

12. Existing sidewalks/curbs may need to be repaired as part of the permitting.

**Response - Understood**

13. How will stormwater be routed from the upper portion of the site to the lower? Pipes under building structures is typically prohibited.

**Response – Per #2 above we have a reduction in impervious, this will be addressed by Civil Engineer in final plans.**

#### **Engineering Planning Review Comments**

14. Please provide min. and max. parking counts.

**Response – Added to site plan.**

15. The site appears to be lacking min. parking. A variance may be necessary.

**Response – Justification letter provided to Planning Commission.**

16. The proposed driveways may interfere with ROW trees. Please contact Kasey Krouse regarding mitigation for these trees.

**Response – ROW tree approx. locations shown on revised site plan, appears one dogwood may be too close to entry drive. Will confirm with surveyor prior to final plans.**

17. Please use TDOT style driveway aprons.

**Response – Concrete aprons shown on revised site plan.**

18. Please show existing stormwater facilities and utilities. It appears there may be several conflicts on the site:
- a. NE corner of the site/building may be over a stormwater system. This is also a possibility on the SW corner of the site.
  - b. The through water pipe may be located where the pond is proposed. This would be problematic.
  - c. The proposed driveways may conflict with utility poles. These need to be shown and validated. If conflicts exist, mitigation may be necessary.

**Response – Stormwater and utilities information from survey added to site plan.**

19. When the site is platted, easements need to be provided for the through water systems, utilities, etc.... this may impact site layout.

**Response – Understood.**

20. Please correctly show the property boundaries. The corner at E. 5<sup>th</sup> Ave and Winona St. should have a radius. The drawing shows a radius and a square corner.

**Response – Corrected on revised site plan.**

21. The sidewalk/curb in ROW needs to be extended along E 5<sup>th</sup> Ave across the former Myrtle St. ROW. Also, the sidewalk/curb need to be extended north along Winona.

**Response – Added to revised site plan.**

22. Please provide a comment response document.

1) Download and fill out this form at your convenience.  
 2) Print the completed form and bring it to the Knoxville-Knox County Planning office during business hours.

Reset Form



DEVELOPMENT REQUEST

DEVELOPMENT

- Development Plan
- Planned Development
- Use on Review / Special Use

SUBDIVISION

- Concept Plan
- Final Plat

ZONING

- Plan Amendment
- Rezoning

Applicant Name: Volunteer Ministry Center, Inc. Affiliation: \_\_\_\_\_  
 Date Filed: MARCH 4, 2020 Meeting Date (if applicable): APRIL 9, 2020 File Number(s): 4-A-20-PD

CORRESPONDENCE

All correspondence related to this application should be directed to the approved contact listed below.

- Applicant
- Owner
- Option Holder
- Project Surveyor
- Engineer
- Architect/Landscape Architect

Name: BRUCE W. SPANGLER Company: VOLUNTEER MINISTRY CENTER, INC  
 Address: 511 N. BROADWAY City: KNOXVILLE State: TN Zip: 37917  
 Phone: 524-3924, x 225 Email: bspangl@vminc.org

CURRENT PROPERTY INFO

Owner Name (if different): Positively Living, Inc Owner Address: 1501 E. FIFTH AVE. Owner Phone: 525-1540  
 Property Address: 1501 E. FIFTH AVENUE Parcel ID: 082PK039  
 General Location: CORNER OF E FIFTH ; W. MONA STREET Tract Size: 1.02 ACRE  
 Jurisdiction (specify district above):  City  County Zoning District: OFFICE (O)  
 Planning Sector: CENTRAL CITY Sector Plan Land Use Classification: MU-SP/MU-CC4 Growth Policy Plan Designation: URBAN AREA  
 Existing Land Use: SUPPORTIVE HOUSING Septic (Y/N): Y Sewer Provider: KVB Water Provider: KVB

# REQUEST

DEVELOPMENT

Development Plan     Use on Review / Special Use

Residential     Non-Residential

Home Occupation (specify): \_\_\_\_\_

Other (specify): \_\_\_\_\_

SUBDIVISION

Proposed Subdivision Name \_\_\_\_\_ Unit / Phase Number \_\_\_\_\_

Parcel Change

Combine Parcels     Divide Parcel    Total Number of Lots Created: \_\_\_\_\_

Other (specify): \_\_\_\_\_

Attachments / Additional Requirements

ZONING

Zoning Change: \_\_\_\_\_  
Proposed Zoning \_\_\_\_\_

Plan Amendment Change: \_\_\_\_\_  
Proposed Plan Designation(s) \_\_\_\_\_

Property Use (specify) \_\_\_\_\_ Proposed Density (units/acre) \_\_\_\_\_ Previous Rezoning Requests \_\_\_\_\_

Other (specify): \_\_\_\_\_

STAFF USE ONLY

**PLAT TYPE**

Staff Review     Planning Commission

**ATTACHMENTS**

Property Owners / Option Holders     Variance Request

**ADDITIONAL REQUIREMENTS**

- Design Plan Certification (*Final Plat only*)
- Use on Review / Special Use (*Concept Plan only*)
- Traffic Impact Study

FEE 1:

1502 | 1500.00

FEE 2:

74

FEE 3:

74

**TOTAL:**

1500.00

**AUTHORIZATION**

By signing below, I certify I am the property owner, applicant or the owners authorized representative.



Applicant Signature

BRUCE W. SPANGLER

Please Print

MARCH 6, 2020

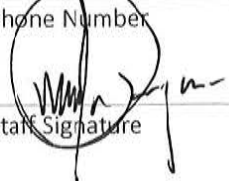
Date

524-3926 x 225

Phone Number

bspanglerv@mcinc.org

Email



Staff Signature

Marc Payne

Please Print

3/6/20

Date







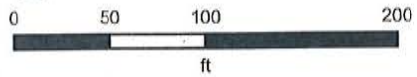


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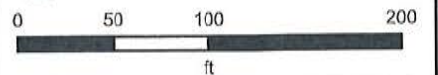


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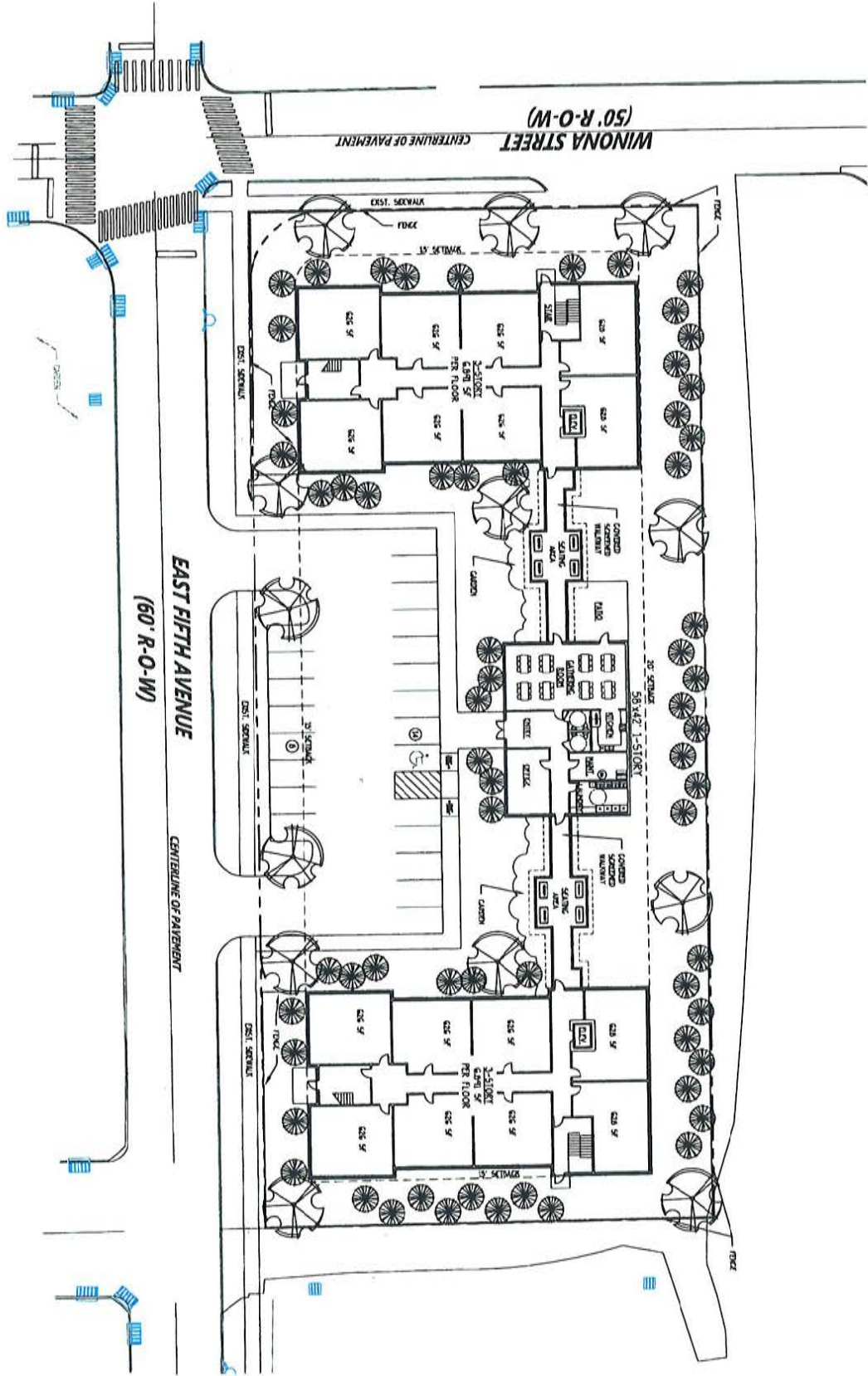
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1 SITE PLAN  
 20-13 06/25/17 7:26



**Volunteer Ministry Center**  
 611 North Broadway  
 Knoxville, TN

**SITE PLAN**

**ALLAN ASSOCIATES ARCHITECTS, PLLC**

6516 WALLWOOD ROAD

866 / 889-1302

KNOXVILLE, TENNESSEE 37912

DRWN. BY:	XXX
CHKD. BY:	XXX
APPR. BY:	XXX
DATE:	XX.XX.XXXX
REVISIONS	
XX	XXXXXXXXXX

CAD FILE: PLS01DWG

## **Public Benefit**

Planned Development for Permanent Supportive Housing  
by Volunteer Ministry Center  
at 1501 E. Fifth Avenue

### **Scope**

Volunteer Ministry Center, Inc. (VMC) proposes a planned development of 48 units on the property located at 1501 E. Fifth Avenue. The development will provide permanent supportive housing for former chronically homeless single men and women by utilizing existing operating subsidies and both preserving and constructing new affordable housing units.

The proposed development will feature superior design and enhanced amenities, including ENERGY STAR appliances and programming and increased accessibility and visitability in both common spaces and private apartments.

Amenities for the development will include a secure facility with 24/7 property attendant presence, furnished one-bedroom apartments with private full-size kitchens and bathrooms, community and activity rooms, common-area kitchen and dining facilities, computer lab with free internet access, management and social services offices, on-site laundry facilities, owner-paid utilities, private mailboxes, public telephone, and outdoor courtyard/picnic areas. Private telephone, internet and cable service will be available but paid by residents.

Additionally, the development will be designed to complement the existing traditional architectural and design patterns of the historic Parkridge neighborhood and Magnolia Avenue corridor. The project will maximize greenspace and outdoor recreational areas and provide access and connectivity to the adjacent Caswell Park and other open spaces. The site is strategically located in the urban core with immediate access to public transportation, job training and health and social service resources.

VMC will provide two on-site housing case managers, Monday through Friday, 8am-5pm. Clinical support will also be available during off-hours by phone and/or on-site. This service is available 24 hours a day, seven days per week. Additionally, the property management staffing plan will include 24/7 on-site presence.

Case management includes the direct provision and/or coordination of services for rental counseling, income management, employment or vocational training, access to medical care, access to dental care, access to mental health care, access to substance abuse treatment, life skills coaching, housekeeping skills instruction, food security, adult education, mobility, field trips, and in-house community events.

A Tenant Council will be formed as well.



## **The Public Need/Objectives of the City**

Potential residents for permanent supportive housing in our community are identified through the Coordinated Entry System known as CHAMP (Coordinated Housing and Assessment Match Plan).

As the entrée to services by local homeless providers, CHAMP is an interagency tool for assessing and prioritizing individuals who are at risk to very poor physical and mental health outcomes and who are chronically homeless, meaning they are literally homeless for at least one continuous twelve (12) month period or four (4) episodes over the past three (3) years adding up to more than twelve (12) months.

A “by-name” master list of these individuals is facilitated by KnoxHMIS (Homeless Management Information System). HMIS is a secured computer data collection system used by social service agencies providing housing and related supportive services. The University of Tennessee Social Work Office of Research and Public Service serves as the administrator (<https://knoxhmis.sworpswebapp.sworps.utk.edu/>).

**As of March 3, 2020, there are 70 individuals identified on the master list who are experiencing chronic homelessness and are in immediate need of permanent supportive housing.**

The need for more affordable housing, and specifically more permanent supportive housing, is further demonstrated through the community comment and input process for the compilation of the City’s Consolidated Plan 2020-2024. As required by HUD for federal funding at the local level, the Consolidated Plan helps “states and local jurisdictions to assess their affordable housing and community development needs and market conditions, and to make data-driven, place-based investment decisions.” ([https://www.hud.gov/program\\_offices/comm\\_planning/conplan](https://www.hud.gov/program_offices/comm_planning/conplan))

**Public input for the City’s Consolidated Plan 2020-2024, identified “Homelessness Needs” as the overall highest ranked priority need category, and the need for “Affordable Permanent Housing” as the highest ranked need within the Homelessness Needs Category.**

**As a result, preservation of existing and development of new of Permanent Supportive Housing is identified as a high-priority objective for promoting the City’s goal of reducing and preventing homelessness in Knoxville.**

([http://knoxvilletn.gov/UserFiles/Servers/Server\\_109478/File/CommunityDevelopment/ConsolidatedPlan/012120-CP-Presentation.pdf](http://knoxvilletn.gov/UserFiles/Servers/Server_109478/File/CommunityDevelopment/ConsolidatedPlan/012120-CP-Presentation.pdf)).

## **The Public Benefit**

Homelessness impacts the well-being of the individual and influences many sectors within a community.

Access to housing for an individual experiencing chronic homelessness is imperative as the physical, emotional and psychological trauma experienced on the streets is improved through stable tenancy, access to physical, behavioral and mental health care as well as case management support.

Homelessness also impacts the community through the excessive use of emergency healthcare resources, emergency responders, and law enforcement and safety divisions. These services are underwritten by and through local benevolence and tax dollars.

Local businesses can feel the impact as well as some may loiter and panhandle customer around the establishment which creates obstacles to commerce and trade.

In 2012, the secretary of HUD, Shaun Donovan, estimated that between shelters and emergency rooms, jails, it costs a community about \$40,000 per year per individual experiencing homelessness, (<https://www.politifact.com/factchecks/2012/mar/12/shaun-donovan/hud-secretary-says-homeless-person-costs-taxpayers/>). With the present number of individuals identified as needing permanent supportive housing (70), the financial impact on our community resources is estimated to be around \$2.8 million dollars.

Permanent Supportive Housing developments such as the one proposed here have a proven track record as high-quality, stable permanent housing assets within their neighborhoods.

Apart from meeting the objective of the City's Consolidated Plan, our planned development reduces the burden on responding emergency services, law enforcement and community health with an estimated reduction in cost to the community by 50%, (<https://endhomelessness.org/wp-content/uploads/2017/06/Cost-Savings-from-PSH.pdf>).

Therefore, the public benefit to the community is three-fold:

- 1. The planned development serves a vulnerable and underserved population.**
- 2. The development provides permanent supportive housing, thus reducing the burden and expense of community resources for emergency provisions for people who would otherwise remain on the streets.**
- 3. The development addresses the highest priority need as identified by the City's Consolidated Plan for 2020-2024.**

## Conclusion

With more than two decades of experience managing permanent supportive housing at Jackson Avenue Apartments (XX units at Jackson Ave.) and Minvilla Manor (57 units at 447 N. Broadway), Volunteer Ministry Center is fully equipped to successfully development and operate the proposed planned development. As of 2019, 50% of the units at Minvilla Manor have been occupied by the same tenant for more than five years, 70% between four to five years and 93% for at least one year (above the national average).

Housing First through Permanent Supportive Housing is an established *Best Practice* model that has consistently demonstrated, both locally and nationally, the positive public benefits described above. **The creation of this proposed planned development will have a significant positive impact on the individuals who will call it home, as well as the surrounding neighborhood, and it will provide a substantial public benefit and cost savings to the entire Knoxville community.**



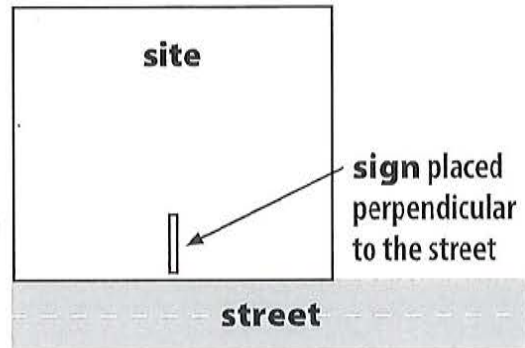
## REQUIRED SIGN POSTING AGREEMENT

For all rezoning, plan amendment, concept plan, use on review, right-of-way closure, and street name change applications, a sign must be posted on the subject property, consistent with the adopted Administrative Rules and Procedures.

At the time of application, staff will provide a sign(s) to post on the property as part of the application process. If the sign(s) go missing for any reason and need to be replaced, then the applicant will be responsible for picking up a new sign(s) from the Planning offices. The applicant will be charged a fee of \$10 for each replacement sign.

### LOCATION AND VISIBILITY

The sign must be posted in a location that is clearly visible from vehicles traveling in either direction on the nearest adjacent/frontage street. If the property has more than one street frontage, then the sign should be placed along the street that carries more traffic. Planning staff may recommend a preferred location for the sign to be posted at the time of application.



### TIMING

The sign(s) must be posted 15 days before the scheduled Planning Commission public hearing and must remain in place until the day after the meeting. In the case of a postponement, the sign can either remain in place or be removed and reposted 15 days before the next Planning Commission meeting.

I hereby agree to post and remove the sign(s) provided on the subject property consistent with the above guidelines and between the dates of:

3/25/20 and 4/10/20  
 (15 days before the Planning Commission meeting) (the day after the Planning Commission meeting)

Signature: *Prince W. Spangler*

Printed Name: PRINCE W. SPANGLER

Phone: 865-524-3926 Email: x225 bspangler@americanc.org

Date: 3/6/2020

File Number: 4-A-20-PD