

## MEMORANDUM

| TO: | Knoxville-Knox County Planning Commission |
| :--- | :--- |
| FROM: | Jessie Hillman, AICP \| Principal Planner |
| DATE: | August 8, 2023 |
| SUBJECT: | 8-A-23-HPA Agenda Item \#6 |
|  | Level II Certificate of Appropriateness for 11 additional acres of disturbance in the Hillside |
|  | Protection Overlay at 0 Central Avenue Pike, Parcel ID 068075 |
|  | Article 8.9: HP Hillside Protection Overlay Zoning District |
|  | Article 16.8.A.4 \& B.4: Overlay Districts - Certificates of Appropriateness, Purpose and |
|  | Applicability \& Process for the HP Overlay Zoning District |

## STAFF RECOMMENDATION:

Approve the applicant's Level II Certificate of Appropriateness (COA) request to develop within the HP (Hillside Protection) Overlay zoning district, on the condition that disturbance within the HP Overlay not exceed 5.23 acres outside of the Tennessee Valley Authority (TVA) utility easement on the site.

## BACKGROUND:

The Hillside and Ridgetop Protection Plan was adopted by the City of Knoxville in 2011 to provide the vision and means for protecting hillsides and hillside development while minimizing offsite environmental damage. The basis for the plan stems from a recognition that forested ridges and hillsides are a defining characteristic of the region's natural heritage and a primary contributor to maintaining long term property values, clean air and water, and wildlife protection.

The plan is codified in Knoxville's Zoning Ordinance through Articles 8.9 and 16.8, which provide the regulatory framework and enforcement procedures for maintaining the HP Overlay District. Article 8.9 describes standards for how the overlay is to be applied, and it delineates disturbance and density limitations based on the severity of slopes. Disturbance is defined in the Hillside and Ridgetop Protection Plan as, "any activity that results in a change in existing soil, topography, or vegetation."

Article 16.8 describes how disturbance limitations are enforced via a COA, which is administered by Planning staff. However, if a COA request requires a deviation from the applicability and/or disturbance standards of Article 8.9, the Planning Commission will evaluate whether the request is to be approved, approved with conditions, or denied (Article 16.8.B.4.d).

## SUBJECT PROPERTY:

The applicant submitted a concept plan and special use request (7-SB-23-C / 8-A-23-SU) to develop 103 townhouses on the subject property, as shown on the site plan in Exhibit A. Approximately $80 \%$ of the property is within the HP Overlay and most of the steepest portions have not been previously disturbed. The Knob Fork River, which is the property's watershed, runs across the northernmost corner of the parcel and along its northern border.

Approximately 14 acres of the parcel have been previously cleared and are unbuildable due to a TVA utility easement. The original slope analysis conducted for the entire parcel as part of the concept plan review provides a disturbance budget of no more than 14.17 acres within the HP Overlay, as shown in Exhibit B. Since the TVA easement is equivalent in area to the disturbance budget, this limitation is a significant impediment to potential development of the site.

The applicant's COA request for 11 additional acres would clear almost the entirety of the remaining HP area. This request is based on an interpretation of Article 8.9.B, which enumerates scenarios where a property may be exempted from HP Overlay regulations. Exemption \#4 reads, "Lots that have been previously legally disturbed or developed would also be excepted provided that any new/additional disturbance does not exceed the previously disturbed area or the maximum land disturbance permitted by Table 8.6 below, whichever is greater." From the applicant's perspective, since the proposed new/ additional 11 acres of disturbance is within the disturbance budget and does not exceed the numeric value of the previous disturbance ( 11 acres new vs 14 acres previous), then it should be permitted.

This interpretation is not consistent with that of Planning staff or the City Plans Review and Inspections Department (PR\&I), as reflected in the attached letter from PR\&I (Exhibit D). The previously legally disturbed area within an HP Overlay is considered as part of the maximum land disturbance budget, not separate from it.

Planning Staff conducted an alternative slope analysis, shown in Exhibit C, which excludes the undevelopable TVA easement, and provides a disturbance budget of 5.23 acres within the HP Overlay of the remaining property. This alternative disturbance calculation is consistent with the intent of the Hillside Protection Plan, which acknowledges in its preface that, "flexibility will be needed in applying these general goals and principles to specific proposals and site conditions on unique parcels of land, and leaves room for approval of sound engineering and creative solutions to meet these objectives." Approving a COA based on a disturbance limit of 5.23 acres rather than the 11 acres requested balances the integrity of the HP Overlay District with practical development considerations.




June 26, 2023

Knoxville / Knox County Planning
Jessie Hillman
Suite 403, City County Building
400 Main Street
Knoxville, TN 37902

## Re: Hamilton Park S/D Certificate of Appropriateness Request (7-SB-23-C)

Dear Jessie:

Attached to this letter you will find an application for a Hillside protection Certificate of Appropriateness. Per the slope analysis, the recommended maximum disturbed area is 14.17-acres. Approximately 14 -acres have already been disturbed to accommodate TVA / KUB electric transmission lines.

We are proposing disturb an additional 11-acres (approximate) in conjunction with the development of Hamilton Park Subdivision. Please do not hesitate to contact me if you have questions or need additional information.

Sincerely,

Urban Engineering, Inc.


Chris Sharp, P.E.


## Exhibit A: Concept Plan



## HAMILTON PARK

WARD NO. 39, CITY BLOCK NO. 39280
CLT MAP 68, PARCEL 75


SHEET INDEX

| TITLE | SHEET |
| :--- | :---: |
| TITLE SHEET | $c-0$ |
| SITE PLAN OVERALL / TYPICAL | $c-1$ |
| SITE PLAN | $C-2 \& C-3$ |
| GRADING PLAN | $C-4 \& C-5$ |
| ROADWAY PROFILES | $C-6 \& C-7$ |
| ARCHITECTURAL ELEVATIONS \& TYPICAL LOT DETAIL | $A-1$ |

SPECIIICATIONS
EXCEPT WHERE DIRECTED OTHERTSE BY THE PLANS, WORKMANSHIP
AND MATERIAL (BUT NOT MEASUREMENT AND PAYMENT) FOR THS AND MATERAL (BUT NOT MEASUREMENT AND PAYMENT) FOR THIS
PROUECT SHALL BE IN ACCORDANCE WIH THE FOLLOWING SPECIFICATONS AND STANDAROS. - AS DIRECTED BY KUB
$\begin{array}{ll}\text { GAS } & - \text { AS DIRECTED } \\ \text { WATER } & -A S \text { KUB } \\ \text { WIRECTED } & \text { BY KUB }\end{array}$



MPC FILE\# 7-SB-23-C
7-SB-23-C/ 8-A-23-SU/ 8-A-23-HPA 7/14/23










| CATEGORY | ACRES | RECOMMENDED <br> DISTURBANCE BUDGET <br> (Percent) | DISTURBANCE <br> AREA <br> (Acres) |
| :--- | :---: | :---: | :---: |
| Total Area of Site | $\mathbf{3 1 . 3 2}$ |  |  |
| Non-Hillside | 6.52 | $\mathrm{~N} / \mathrm{A}$ |  |
| 0-15\% Slope | 7.64 | $100 \%$ | 7.64 |
| 15-25\% Slope | 10.72 | $50 \%$ | 5.36 |
| $25-40 \%$ Slope | 5.32 | $20 \%$ | 1.06 |
| Greater than 40\% Slope | 1.13 | $10 \%$ | 0.11 |
| Ridgetops |  |  |  |
| Hillside Protection (HP) Area | 24.80 | Recommended <br> disturbance budget <br> within HP Area (acres) | $\mathbf{1 4 . 1 7}$ |




Plans Review \& Inspections Division

July 21, 2023

Amy Brooks, AICP<br>Executive Director<br>Knoxville-Knox County Planning<br>400 Main Street, Ste. 403<br>Knoxville, TN 37902

## RE: Planning File 8-A-23-HPA

Dear Ms. Brooks,
Knoxville-Knox County Planning staff asked the Plans Review and Inspections Department Zoning Administrator on a zoning interpretation for file 8-A-23-HPA regarding application of the Hillside Protection Overlay Zoning District.

Article 8.9.B. 4 of the zoning code reads, "Lots that have been previously legally disturbed or developed would also be excepted provided that any new/additional disturbance does not exceed the previously-disturbed area or the maximum land disturbance permitted by Table 8.6 below, whichever is greater."

Plans Review and Inspections interprets Table 8-6: Density and Land Disturbance Limitations as the starting point in determining the maximum land disturbance on a site. If a lot has been previously legally disturbed that exceeds the maximum land disturbance permitted by Table 8.6, then any subsequent disturbance is limited to the previously disturbed area. If a lot has been previously legally disturbed and the area is under the maximum land disturbance as determined in Table 8-6, then any new/additional disturbance can take place as long as it does not exceed the max land disturbance.

This is consistent with how Planning staff has administered the Hillside Protection Overlay and interpretation of Article 8.9.B.4.

Sincerely,


Bryan Berry, AICP
Deputy Director, Plans Review and Building Inspections

Beaver Creek Development, LLC

| Applicant Name | Affiliation |  |
| :--- | :--- | :--- |
| $\mathbf{6 / 2 6 / 2 0 2 3}$ | $\mathbf{8 / 1 0 / 2 0 2 3}$ | $\mathbf{8 - A - 2 3 - H P A}$ |
| Date Filed | Meeting Date (if applicable) | File Number(s) |

CORRESPONDENCE
All correspondence related to this application should be directed to the approved contact listed below.
Chris Sharp, P.E. Urban Engineering, Inc.
Name / Company

10330 Hardin Valley Rd. Pk. Suite 201 Knoxville TN 37932
Address

865-966-1924 / chris@urban-eng.com
Phone / Email

## CURRENT PROPERTY INFO

| Marilyn Kennedy | $\mathbf{1 8 7 7}$ Cherokee Bluff Rd Knoxville TN $\mathbf{3 7 9 2 0}$ |  |
| :--- | :--- | :--- |
| Owner Name (if different) | Owner Address | Owner Phone / Email |
| $\mathbf{0}$ CENTRAL AVENUE PIKE |  |  |
| Property Address |  |  |
| $\mathbf{6 8} \mathbf{0 7 5}$  Part of Parcel (Y/N)? <br> Parcel ID Hallsdale-Powell Utility District Tract Size <br> Hallsdale-Powell Utility District Water Provider  <br> Sewer Provider   |  |  |

STAFF USE ONLY
East side of Central Avenue Pike, east of Barberry Drive
General Location

| $\checkmark$ City | Council District 5 | AG (General Agricultural), HP (Hillside Protection Overlay), F (Floodplain Overlay) | Agriculture/Forestry/Vacant Land |
| :---: | :---: | :---: | :---: |
| $\square$ County | District | Zoning District | Existing Land Use |
| North City |  | MU-SD (Mixed Use Special District), HP (Hillside Protectio | Urban Growth Area (Inside City Limits) |
| Planning Sectur | ector | Sector Plan Land Use Classification | Growth Policy Plan Designation |


| $\square$ Development Plan $\square$ Planned Development | $\square$ Use on Review / Special Use | Related City Permit Number(s) |  |
| :--- | :--- | :--- | :--- |
| $\square$ Hillside Protection COA | $\square$ Residential $\quad \square$ Non-residential |  |  |
| Home Occupation (specify) |  |  |  |

## Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a

## SUBDIVSION REQUEST

| Proposed Subdivision Name | Related Rezoning File Number |  |
| :--- | :--- | :--- |
|  |  |  |
| Unit / Phase Number | Total Number of Lots Created |  |
| Additional Information |  |  |

$\square$ Attachments / Additional Requirements

## ZONING REQUEST

| $\square$ Zoning Change |  | Pending Plat File Number |
| :--- | :--- | :--- |
|  | Proposed Zoning |  |
| $\square$ Plan |  |  |
| Amendment | Proposed Plan Designation(s) |  |

Proposed Density (units/acre) Previous Zoning Requests
Additional Information

## STAFF USE ONLY

| PLAT TYPE | Fee 1 | Total |
| :---: | :---: | :---: |
| $\square$ Staff Review $\quad \square$ Planning Commission | \$500.00 |  |
| ATTACHMENTS |  |  |
| $\square$ Property Owners / Option Holders $\square$ Variance Request | Fee 2 |  |
| ADDITIONAL REQUIREMENTS |  |  |
| $\checkmark$ COA Checklist (Hillside Protection) |  |  |
| $\square$ Design Plan Certification (Final Plat) | Fee 3 |  |
| $\checkmark$ Site Plan (Development Request) |  |  |
| $\square$ Traffic Impact Study |  |  |
| $\square$ Use on Review / Special Use (Concept Plan) |  |  |

## AUTHORIZATION

I declare under penalty of perjury the foregoing is true and correct: 1) He/she/it is the owner of the property, AND 2) the application and all associated materials are being submitted with his/her/its consent.

|  | Beaver Creek Development, LLC | 6/26/2023 |
| :--- | :--- | :--- |
| Applicant Signature | Please Print | Date |

Phone / Email

|  | Marilyn Kennedy | 6/26/2023 |
| :--- | :--- | :--- |
| Property Owner Signature | Please Print | Date |

## NAMES OF ALL PROPERTY OWNERS INVOLVED OR HOLDERS OF OPTION ON SAME MUST BE LISTED BELOW:

Please print or type in black ink.

NAME
ADDRESS
Robert Gregory Option Holder


| General Location |  | Tract Size |
| :--- | :--- | :--- |
| $\square$ City $\square$ County |  |  |
|  | District | Zoning District |
| Planning Sector |  | Existing Land Use |

## DEVELOPMENT REQUEST

| $\square$ Development Plan $\quad \square$ Use on Review/ Special Use $\quad \square$ Hillside Protection COA | Related City Permit Number(s) |  |
| :--- | :--- | :--- |
| $\square$ Residential $\quad \square$ Non-Residential |  |  |
| Home Occupation (specify) |  |  |
| Other (specify) |  |  |

## SUBDIVISION REQUEST

|  |  | Related Rezoning File Number |
| :--- | :--- | :--- |
| Proposed Subdivision Name |  |  |
| Unit / Phase Number |  |  |

$\square$ Other (specify)
$\square$ Attachments / Additional Requirements

## ZONING REQUEST

| $\square$ Zoning Change $\quad$ Proposed Zoning | Pending Plat File Number |
| :--- | :--- |
| $\square$ Plan Amendment ChangeProposed Plan Designation(s) |  |

Previous Rezoning Requests
$\square$ Other (specify)

## STAFF USE ONLY

## PLAT TYPE

$\square$ Staff ReviewPlanning Commission

## ATTACHMENTS

Property Owners / Option HoldersVariance Request
## ADDITIONAL REQUIREMENTS

Design Plan Certification (Final Plat)Use on Review / Special Use (Concept Plan)Traffic Impact Study$\square$ COA Checklist (Hillside Protection)

| Fee 1 |  |  |
| :--- | :--- | :--- |
| Fee 2 |  |  |
|  |  |  |
| Fee 3 |  |  |
|  |  |  |

## AUTHORIZATION

I declare under penalty of perjury the foregoing is true and correct:

1) He/she/it is the owner of the property AND 2) The application and all associated materials are being submitted with his/her/its consent

