



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 068 075 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:

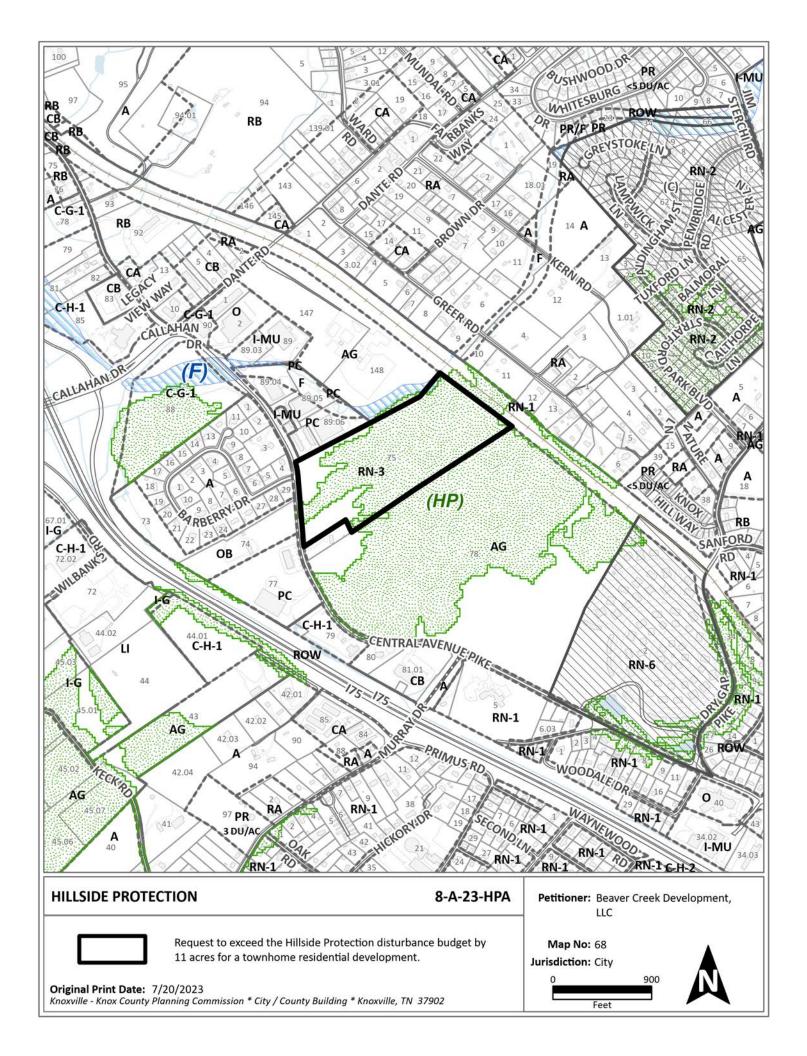
The applicant submitted a concept plan and special use request (7-SB-23-C / 8-A-23-SU) to develop 103 townhouses on the subject property, as shown on the site plan in Exhibit A. Approximately 80% of the property is within the HP Overlay and most of the steepest portions have not been previously disturbed.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

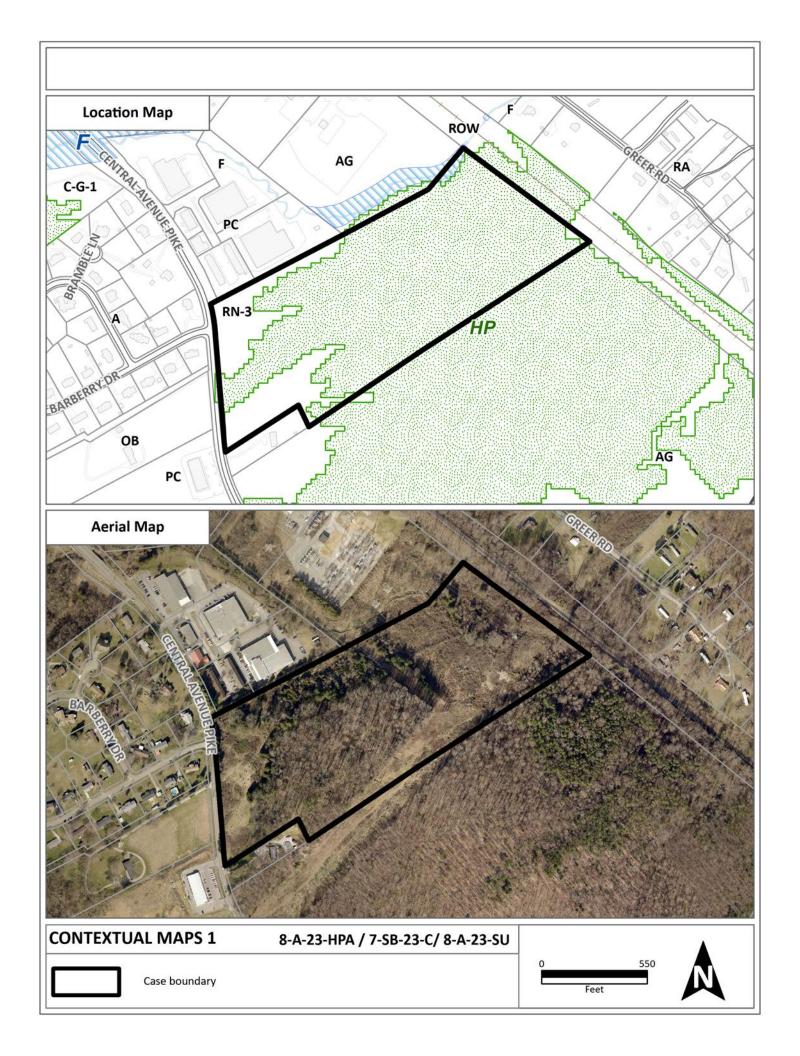
Approximately 14 acres of the parcel have been previously cleared and are unbuildable due to a TVA utility easement. The original slope analysis conducted for the entire parcel as part of the concept plan review provides a disturbance budget of no more than 14.17 acres within the HP Overlay, as shown 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.

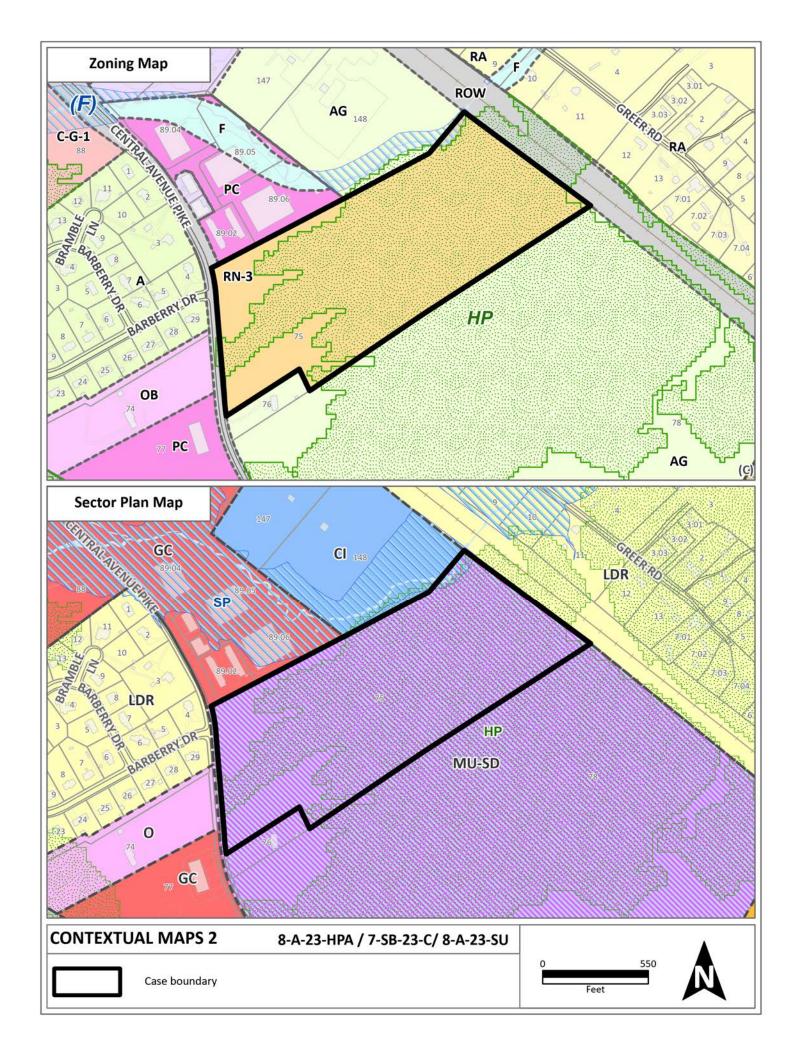
The applicant's COA request for 11 additional acres would clear almost the entirety of the remaining HP area. This request is based on an interpretation of Article 8.9.B, which enumerates scenarios where a property may be exempted from HP Overlay regulations. Exemption #4 reads, "Lots that have been 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,

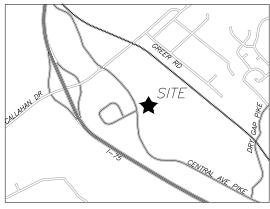
Urban Engineering, Inc.

Chris Sharp, P.E.





SITE ADDRESS: O CENTRAL AVENUE PIKE, KNOXVILLE, TENNESSEE 37912 WARD NO. 39, CITY BLOCK NO. 39280 CLT MAP 68, PARCEL 75



LOCATION MAP

DEVELOPER: BEAVER CREEK DEVELOPMENT, LLC

3712 CUNNINGHAM ROAD KNOXVILLE, TN 37918 (865) 318-2629



SITE ENGINEER: URBAN ENGINEERING, INC. CHRIS SHARP 10330 HARDIN VALLEY RD, #201 KNOXVILLE, TENNESSEE 37932 (865) 966–1924

SPECIFICATIONS

EXCEPT WHERE DIRECTED OTHERWISE BY THE PLANS, WORKMANSHIP AND MATERIAL (BUT NOT MEASUREMENT AND PAYMENT) FOR THIS PROJECT SHALL BE IN ACCORDANCE WITH THE FOLLOWING SPECIFICATIONS AND STANDARDS.

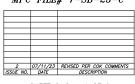
 AS DIRECTED BY KUB
 AS DIRECTED BY KUB ELECTRICAL GAS WATER - AS DIRECTED BY KUB WALER - AS DIRECTED BY COMCAST
TELEPHONE - AS DIRECTED BY COMCAST
TELEPHONE - AS DIRECTED BY AT&T
CITY OF KNOXVILLE - AS PER CITY OF KNOXVILLE
STANDARDS AND SPECIFICATIONS

SHEET INDEX

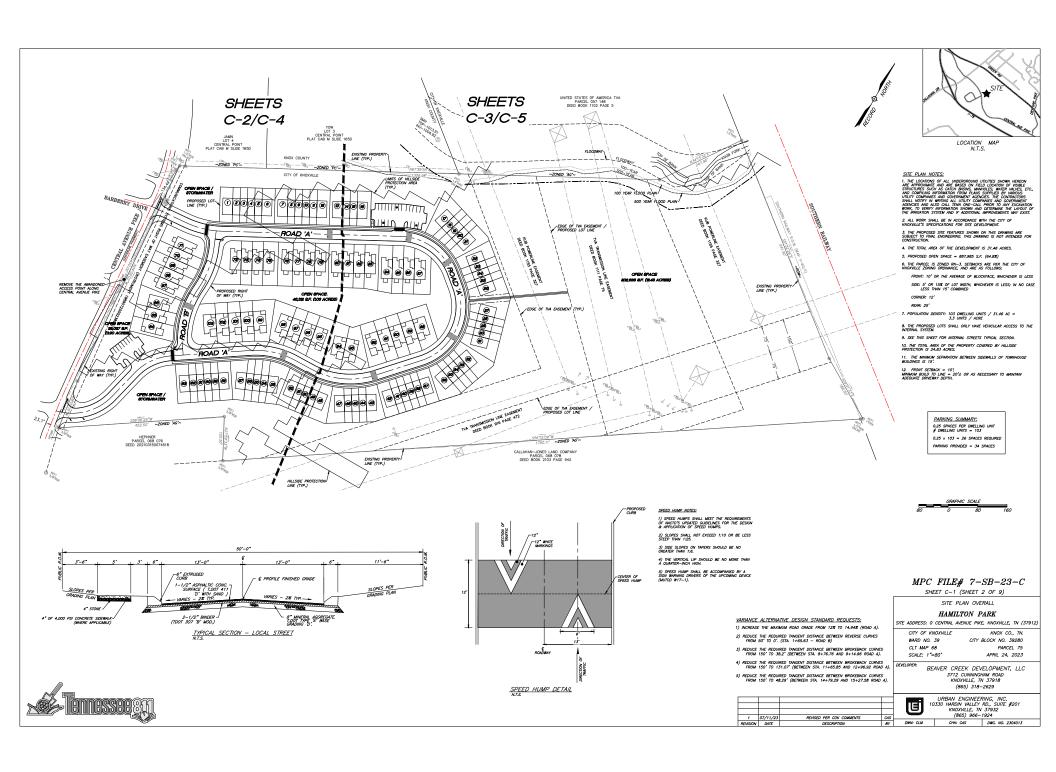
<u>TITLE</u>	_SHEET_
TITLE SHEET	C-0
SITE PLAN OVERALL / TYPICAL	C-1
SITE PLAN	C-2 & C-3
GRADING PLAN	C-4 & C-5
ROADWAY PROFILES	C-6 & C-7
ARCHITECTURAL ELEVATIONS & TYPICAL LOT DETAIL	A-1

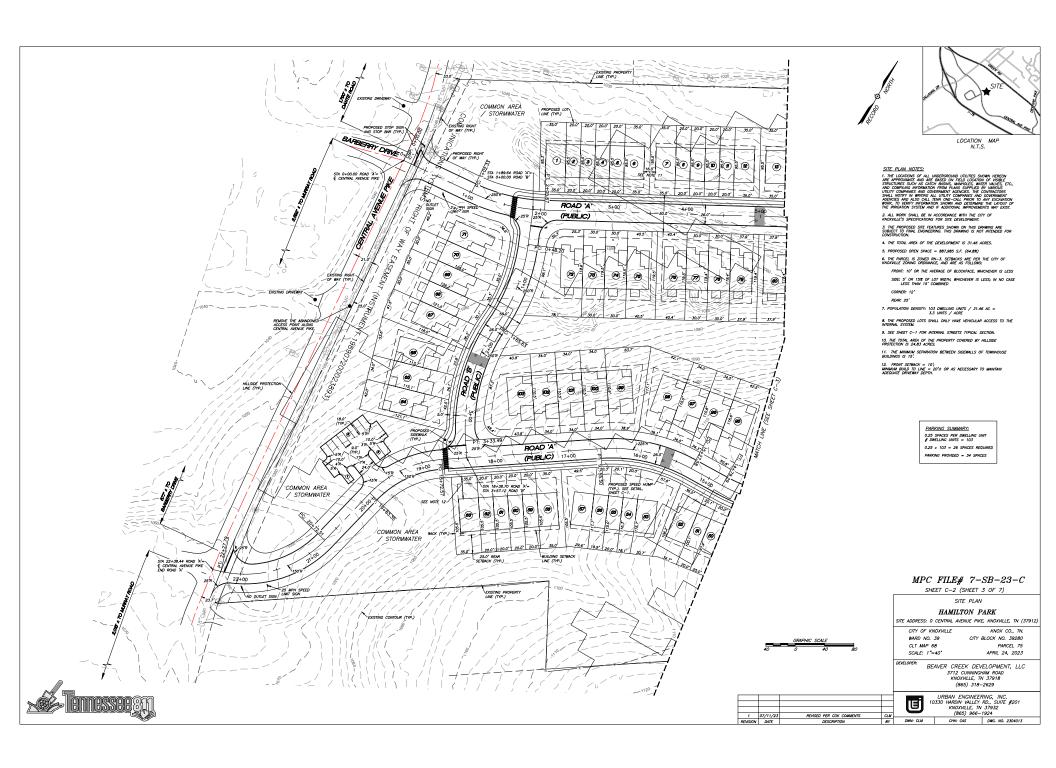
7-SB-23-C/ 8-A-23-SU/ 8-A-23-HPA 7/14/23

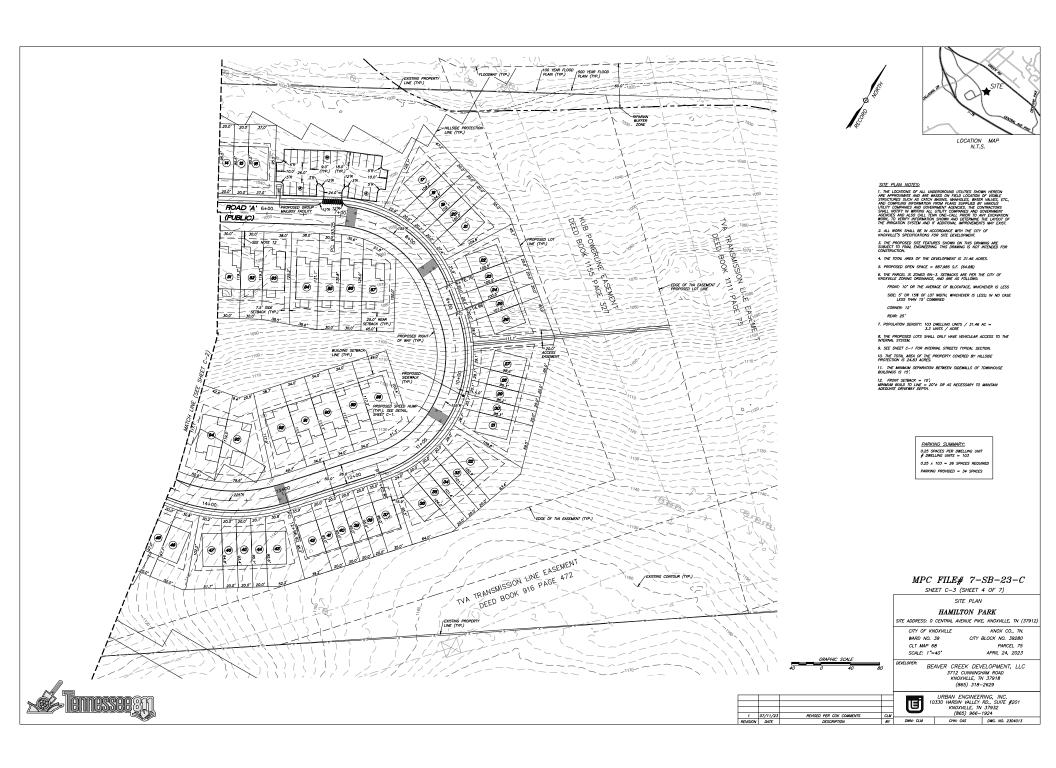
MPC FILE# 7-SB-23-C



SHEET C-0 - 1 OF 9

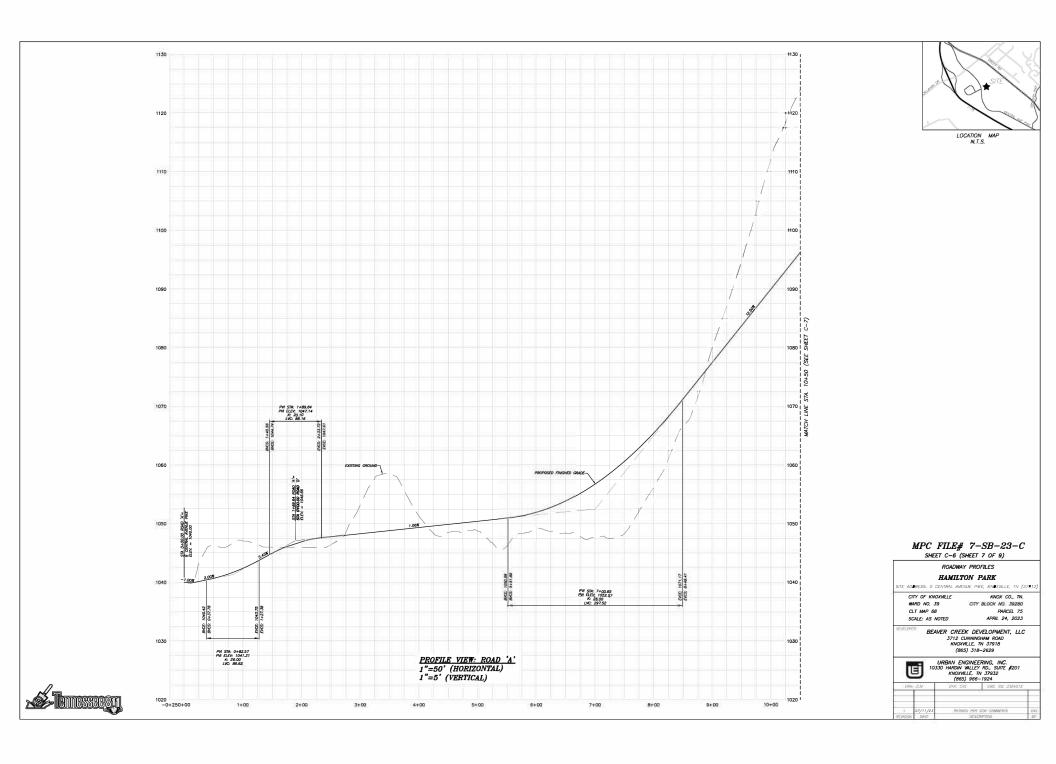


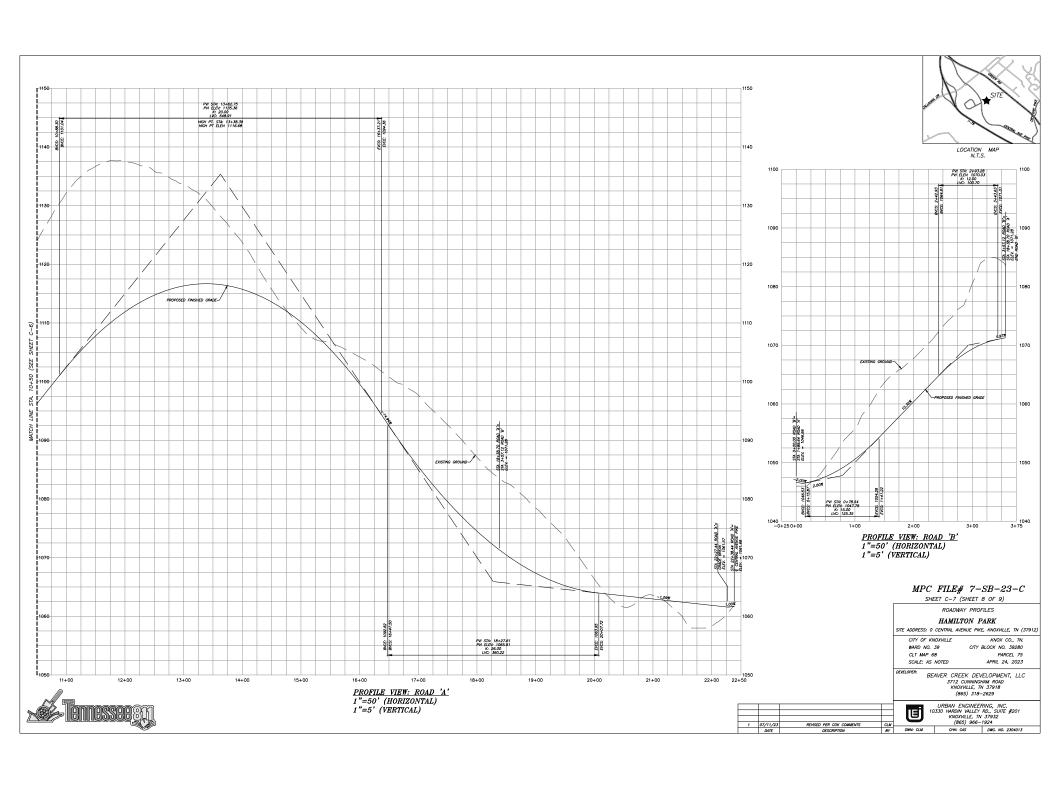














CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	31.32		
Non-Hillside	6.52	N/A	
0-15% Slope	7.64	100%	7.64
15-25% Slope	10.72	50%	5.36
25-40% Slope	5.32	20%	1.06
Greater than 40% Slope	1.13	10%	0.11
Ridgetops			
Hillside Protection (HP) Area	24.80	Recommended disturbance budget within HP Area (acres)	14.17
		Percent of HP Area	0.57

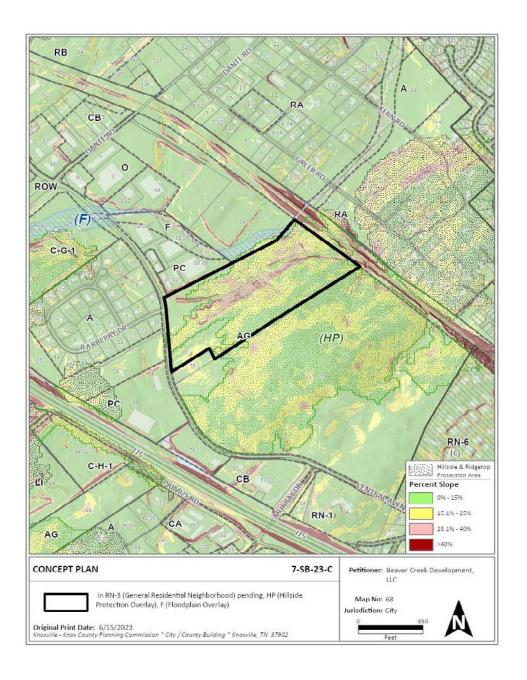
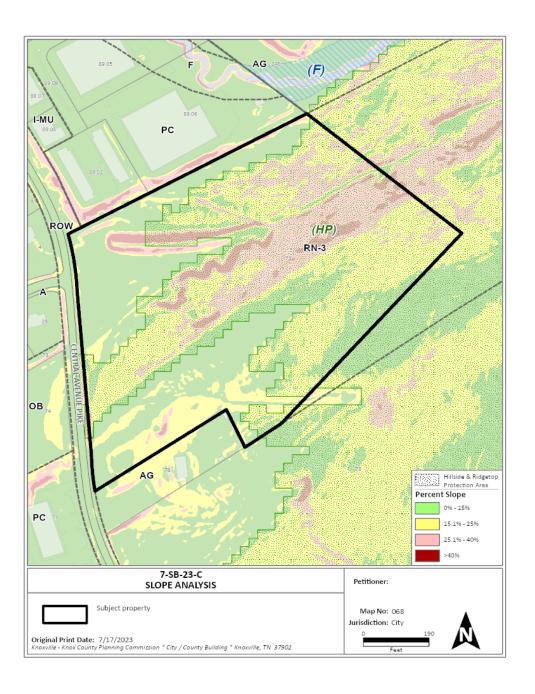


Exhibit C: Alternative Slope Analysis for buildable area

Staff - Slope Analysis Case: 7-SB-23-C

CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	16.52		
Non-Hillside	6.10	N/A	
0-15% Slope	2.20	100%	2.20
15-25% Slope	4.85	50%	2.43
25-40% Slope	2.68	20%	0.54
Greater than 40% Slope	0.69	10%	0.07
Ridgetops			
Hillside Protection (HP) Area	10.42	Recommended disturbance budget within HP Area (acres)	5.23
		Percent of HP Area	0.50



CITY OF KNOXVILLE



Plans Review & Inspections Division

July 21, 2023

Amy Brooks, AICP Executive Director Knoxville-Knox County Planning 400 Main Street, Ste. 403 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



Development Request

		DEVELOPMENT	SUBDIVI	SION	ZONING
Dian	nina	☐ Development Plan	☐ Conce	ot Plan	☐ Plan Amendment
Plan	ming	☐ Planned Development	☐ Final P	lat	☐ Sector Plan
KNOXVILLE	KNOX COUNTY	☐ Use on Review / Special Use			☐ One Year Plan
		✓ Hillside Protection COA			☐ Rezoning
					<u> </u>
Beaver Creek Dev	elopment, LLC				
Applicant Name				Affiliation	
6/26/2023		8/10/2023	8-A-23-	НРА	
Date Filed		Meeting Date (if applicable)	File Nu	mber(s)	
CORRESPOND	DENCE	ll correspondence related to this application sh	aould he directe	ed to the approx	red contact listed helow
			iodia de directo	u to the approv	ed contact listed below.
Chris Sharp, P.E. U	Jrban Engineering	g, Inc.			
Name / Company					
10330 Hardin Vall	ey Rd. Pk. Suite 2	01 Knoxville TN 37932			
Address					
865-966-1924 / ch	nris@urban-eng.c	om			
Phone / Email					
CURRENT PRO	DEBTY INFO				
CORRENT PRO	DPERTY INFO				
Marilyn Kennedy		1877 Cherokee Bluff Rd Knoxville	TN 37920		
Owner Name (if di	fferent)	Owner Address		Owne	er Phone / Email
0 CENTRAL AVENU	JE PIKE				
Property Address					
68 075		Don't of D) 1 /\//NI\2		acres
Parcel ID		Part of P	Parcel (Y/N)?	Tract	SIZE
Hallsdale-Powell I	Utility District	Hallsdale-Powell U	tility District		
Sewer Provider		Water Provider			Septic (Y/N)
STAFF USE ON	II V				
STATE OSE OF	VL1				
	al Avenue Pike, ea	ast of Barberry Drive			
General Location					
City Council		G (General Agricultural), HP (Hillside Protect (Floodplain Overlay)	ion Overlay),	Agriculture/F	orestry/Vacant Land
County District		oning District		Existing Land	d Use
North City	MI I_CI	D (Mixed Use Special District), HP (Hillsid	e Protectio	Hrhan Grow	th Area (Inside City Limits)
Planning Sector		Plan Land Use Classification	- 110100110		y Plan Designation
J		= * *			, ,

8-A-23-HPA Printed 7/20/2023 8:15:11 AM

Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST	6/26/2023
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVISION REQUEST Proposed Subdivision Name Unit / Phase Number	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Additional Information Attachments / Additional Requirements ZONING REQUEST Zoning Change Proposed Zoning Plan Amendment Proposed Plan Designation(s) Proposed Density (units/acre) Previous Zoning Requests Additional Information STAFF USE ONLY PLAT TYPE Staff Review Planning Commission ATTACHMENTS Property Owners / Option Holders Variance Request ADDITIONAL REQUIREMENTS Site Plan (Development Request) Traffic Impact Study 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 propert all associated materials are being submitted with his/her/its consent. Beaver Creek Development, LLC	Date
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number	6/26/2023
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Total Number of Lots Created Additional Information Attachments / Additional Requirements ZONING REQUEST Zoning Change Proposed Zoning Plan Amendment Proposed Plan Designation(s) Proposed Density (units/acre) Previous Zoning Requests Additional Information STAFF USE ONLY PLAT TYPE Plan Staff Review Planning Commission STAFF User Property Owners / Option Holders Variance Request Proposed Sign Plan Certification (Final Plat) Site Plan (Development Request) Traffic Impact Study Use on Review / Special Use (Concept Plan) AUTHORIZATION	rty, AND 2) the application and
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Total Number of Lots Created Additional Information Attachments / Additional Requirements ZONING REQUEST Zoning Change Proposed Zoning Plan Amendment Proposed Plan Designation(s) Proposed Density (units/acre) Previous Zoning Requests Additional Information STAFF USE ONLY PLAT TYPE Staff Review Planning Commission ATTACHMENTS Property Owners / Option Holders Variance Request ADDITIONAL REQUIREMENTS	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Total Number of Lots Created Additional Information Attachments / Additional Requirements ZONING REQUEST Zoning Change Proposed Zoning Plan Amendment Proposed Plan Designation(s) Proposed Density (units/acre) Previous Zoning Requests Additional Information STAFF USE ONLY PLAT TYPE Staff Review Planning Commission	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Total Number of Lots Created Additional Information Attachments / Additional Requirements ZONING REQUEST Zoning Change Proposed Zoning Plan Amendment Proposed Plan Designation(s) Proposed Density (units/acre) Previous Zoning Requests Additional Information STAFF USE ONLY PLAT TYPE Re	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Additional Information Attachments / Additional Requirements ZONING REQUEST Zoning Change Proposed Zoning Plan Amendment Proposed Plan Designation(s) Proposed Density (units/acre) Previous Zoning Requests Additional Information	Total
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Additional Information Attachments / Additional Requirements ZONING REQUEST Zoning Change Proposed Zoning Plan Amendment Proposed Plan Designation(s) Proposed Density (units/acre) Previous Zoning Requests Additional Information	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Requirements	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Additional Information Attachments / Additional Requirements ZONING REQUEST Total Number of Lots Created Additional Requirements Proposed Zoning Plan Amendment Proposed Plan Designation(s)	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Additional Information Attachments / Additional Requirements ZONING REQUEST Proposed Zoning Plan	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Additional Information Attachments / Additional Requirements ZONING REQUEST Zoning Change	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Additional Information Attachments / Additional Requirements ZONING REQUEST Zoning Change	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Total Number of Lots Created Additional Information Attachments / Additional Requirements	Pending Plat File Number
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Total Number of Lots Created Additional Information Attachments / Additional Requirements	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Total Number of Lots Created Additional Information	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name Unit / Phase Number Total Number of Lots Created	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Proposed Subdivision Name	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST Request to exceed the Hillside Protection disturbance budget by 11 acres for a	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a SUBDIVSION REQUEST	
Other (specify) Request to exceed the Hillside Protection disturbance budget by 11 acres for a	Related Rezoning File Numbe
Home Occupation (specify)	
Bevelopment full Brunned Bevelopment Bose on Neview / Special osc	related city i elillit Nulliber
Bevelopment Ham Sevelopment See on neview / Special osc	Related City Permit Numbe

8-A-23-HPA Printed 7/20/2023 8:15:11 AM



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 OWNER / OPTION

Robert Gregory Option Holder

8-A-23-HPA Printed 7/20/2023 8:15:11 AM



Development Request

SUBDIVISION ZO

DEVELOPMENT

Planning	□ Development Plan□ Planned Development□ Use on Review / Special U	☐ Final	cept Plan Plat	☐ Plan Amendment☐ SP☐ OYP☐ Rezoning
KNOXVILLE I KNOX COONIY	■ Hillside Protection COA			
Beaver Creek Development, I	LLC		Optio	on Holder
Applicant Name			Affiliat	tion
6/26/23	8/10/23			File Number(s
Date Filed	Meeting Date (if applicable)		
CORRESPONDENCE All	correspondence related to this applic	ation should be dire	ected to the a	pproved contact listed below.
☐ Applicant ☐ Property Owner	☐ Option Holder ☐ Project S	urveyor 🔳 Engin	eer 🗌 Arch	itect/Landscape Architect
Chris Sharp		Urban Engineer	ing, Inc.	
Name		Company		
10330 Hardin Valley Road, Su	ite 201	Knoxville	TN	37932
Address		City	State	ZIP
(865) 966-1924	chris@urban-eng.com			
Phone	Email			
CURRENT PROPERTY INFO				
Marilyn Kennedy	1877 Cherokee	Bluff Road (379	20)	
Property Owner Name (if different)	Property Owner Ac	ldress		Property Owner Phone
0 Central Avenue Pike		068075		
Property Address		Parcel ID		
KUB	KUB			
Sewer Provider	Water Pro	vider		Septic (Y/N
STAFF USE ONLY				
General Location			Tract Si	ze
☐ City ☐ County ☐ District	Zoning District	Existing L	and Use	
Planning Sector	Sector Plan Land Use Classifi	cation	Growth	Policy Plan Designation

DEVELOPMENT REQUEST		
☐ Development Plan ☐ Use on Revie ☐ Residential ☐ Non-Residen Home Occupation (specify)	Related City Permit Number(s)	
Other (specify)		
SUBDIVISION REQUEST		
		Related Rezoning File Number
Proposed Subdivision Name		
Unit / Phase Number	arcels Divide Parcel Total Number of Lots	Created
☐ Other (specify)		
☐ Attachments / Additional Requiremen	cs	
ZONING REQUEST		
	8	Pending Plat File Number
Zoning Change Proposed Zoning		
☐ Plan Amendment Change		
Proposed	Plan Designation(s)	
Proposed Density (units/acre)	Previous Rezoning Requests	
Other (specify)		
STAFF USE ONLY		
PLAT TYPE	Fee 1	Total
☐ Staff Review ☐ Planning Commis	sion	
ATTACHMENTS ☐ Property Owners / Option Holders ☐	Fee 2	
ADDITIONAL REQUIREMENTS	Variance Request	
☐ Design Plan Certification (Final Plat)		
☐ Use on Review / Special Use (Concept in	Plan) Fee 3	
☐ Traffic Impact Study		
COA Checklist (Hillside Protection)		
AUTHORIZATION		
I declare under penalty of perjury the fore 1) He/she/it is the owner of the property A	going is true and correct: ND 2) The application and all associated materials are b	eina suhmitted with his/her/its cansent
114		
Applicant Signature	Beaver Creek Development, LL Please Print	
(865) 318-2629		Date
Phone Number	rgregory@blackoakcontracting	.com
MAN S	Rob Gregory	
Property Owner Signature	Please Print	Date Paid