FORM-BASED ZONING REPORT

FILE #: 7-A-25-OB **AGENDA ITEM #: 28**

AGENDA DATE: 7/10/2025

APPLICANT:	**BRENT LONG**
OWNER(S):	1013 Phillips Ave, LLC
TAX ID NUMBER:	95 O B 020 **View map on KGIS**
JURISDICTION:	City Council District 1
STREET ADDRESS:	1013 PHILLIPS AVE
LOCATION:	**North side of Phillips Ave, west side of Foggy Bottom St**
APPX. SIZE OF TRACT:	**7,963 square feet**
SECTOR PLAN:	South City
GROWTH POLICY PLAN:	N/A (Within City Limits)
ACCESSIBILITY:	Access is via Phillips Avenue, a local street with a 19.5-ft pavement width within a 30-ft right-of-way.
UTILITIES:	Water Source: Knoxville Utilities Board
	Sewer Source: Knoxville Utilities Board
FIRE DISTRICT:	Knoxville Fire Department
WATERSHED:	Tennessee River
ZONING:	**SW-2 (South Waterfront)**
EXISTING LAND USE:	**Single Family Residential**
PROPOSED USE:	**Level III ARC Review - request driveway entrance on principal frontage**
HISTORY OF ZONING:	None noted.
SURROUNDING LAND USE AND ZONING:	North: Public/Quasi public land - SW-2 (South Waterfront)
	South: Multi-family residential - SW-2 (South Waterfront)
	East: Public/Quasi public land - SW-2 (South Waterfront)
	West: Public/Quasi public land - SW-2 (South Waterfront)
NEIGHBORHOOD CONTEXT	The surrounding area features a mix of residential and commercial uses. The Tennessee River is to the north.

STAFF RECOMMENDATION:

Per Article 7.0.2.G.6.c, the Zoning Administrator recommends denial of this request.

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

Zoning Administrator Report for Level III: Alternative Compliance Review

---

1013 Phillips Avenue

Peter Ahrens, Director
City of Knoxville, Plans Review and Building Inspections

I. Background

The parcel at 1013 Phillips Avenue is located in the South Waterfront Form Based Code and SW-2 district (*River Rd, Goose Creek Row and Island Home Ave*). The vision and intent for this district is to have new, predominantly residential developments along the waterfront that will create a contemporary identity for the Knoxville South Waterfront. *Suggested building types include duplex houses, townhouses, rowhouses and multiple unit housing. With a newly landscaped shoreline experience and a continuous riverfront setback along the river's edge, these developments provide residents spectacular vistas of the river but minimize obstructed views perpendicular to the river. While these neighborhoods are primarily residential, they are located adjacent to highly-accessed public parks that boast many visitors on a daily basis and during city-wide events. Public access to the river is created along axes following the north-south streets, while on-street parking accommodates visitors to the parks and various recreational facilities.*

The property had been developed as a single-family dwelling until a demolition permit was issued by the city in May of 2025, at which point the former structure located on the parcel was razed. The current property owner for 1013 Phillips Avenue has submitted plans proposing to construct a six-unit townhouse development.

The proposed townhouse development will be sited across Phillips Avenue from a fourteen-unit townhouse development, Foggy Bottom Flats, that has a similar ground level garage design with the majority of living space located on floors two and three. The driveway for this development is located on Foggy Bottom Street. The subject property is also located next to one of the prominent entryways to Suttree Landing Park. Addressed as 1095 Waterfront Drive, this portion of Foggy Bottom Street is owned by the City of Knoxville and is considered part of the park. This parcel inhibits direct access to Foggy Bottom Street to the subject property, resulting in only one street frontage. The developer has requested access to the development through this City of Knoxville parcel, but was denied by the Department of Engineering resulting in a driveway on Phillips Avenue that does not meet the allowed locations per Article 7.1.3.C.7.g.i.

II. Process

In the Form Based Code Districts, Article 7.0.2.G.1 states that, *"Alternative Compliance Review is intended to allow developments and nonprohibited uses that would not otherwise be allowed under a strict interpretation of the Form District regulations but nevertheless comply with the intent of the applicable Form District and Plan"*

The SW-2 form-based code does not allow driveways to be located on the principal frontage. Being that the property only fronts one street, a driveway to the development cannot be constructed to serve as vehicular access to this property. This has been determined to not be a variable item by the Zoning Administrator through the Board of Zoning Appeals; however, the proposed use of a townhouse development qualifies the application as a Level III Alternative Compliance Review.

III. Administrative Review Committee

The application was provided to members of the Administrative Review Committee on April 9, 2025. The following comments were identified and provided to the applicant on April 22, 2025:

- Article 7.1.3.C.7.g.i – Driveways- Not permitted on principal frontage and shall be 15-foot maximum for one way traffic and 26-foot maximum for two-way traffic. Cannot be varied by BZA and must be a Level III approval by Planning Commission.
- Article 7.1.3.C.4 – Verify the structure does not exceed the 40' & 3 Stories plus 10' and 1 Story max at Setback + 10' maximum building height by providing a measurement on A102, diagram #2.
- Article 7.1.3.C.4 – Provide a floor area ratio for the proposed improvements.
- Article 7.1.3.C.8.d – Minimum of 8 trees with a 2-inch minimum caliper) per acre of open space.

- Based on KGIS storm mapping, there appears to be an existing through water drainage system that is located within the property. Please show this storm and any new routing on the plans. Provide the easement width, as determined by page 3 the COK Stormwater Easement policy.

- Based on Utility mapping, there appears to be an existing Major Gas Line that may be within the property, and running parallel to Phillips. Show the location of the Major Gas Line, show any associated easements, if they exist. Ensure no encroachments occur. This line is believed to be a pipeline under Colonial's ownership. A potential Colonial contact may be Jason Fenech (Jfenech@colpipe.com, 865-360-5259). Development must adhere to all easement and construction restrictions. CC or forward external communications to aboswell@knoxvilletn.gov as part of review.

- Supply Philips Ave streetscape improvements for the full width of the frontage. Guidelines of streetscape standard should follow the intent of St-42-24-PL from Article 7.1.5.D. If the curbing / sidewalk, or other features change drainage patterns or create new discharge points, then ensure that drainage is addressed.

    - Please note that it is recognized that inadequate space exists in the existing ROW to supply all streetscape improvements per code. The reviewer has sent an email to Administration requesting feedback on what improvements will be required. A response has not yet been received but the reviewer will inform the applicant of any determinations as soon as they are received.

- An existing utility pole appears to be located in ROW and will conflict with the proposed driveway and sidewalk widths. Show utility pole and proposed relocation on the plans.

- Clarify how trash will be managed for the development. Please note that the proposed development does not qualify for City Waste and Resource Management services.

- The structure appears to be in the floodplain. The minimum floor elevation for proposed structures and mechanical / utility equipment is 3' over the 100-yr floodplain, 825.0'. Please provide the FFE on the plans.

- Please clarify how site distance is intended to be met for pedestrians and vehicles at the ROW.

- Provide a stamped drawing showing the appropriate sight distance triangles to the proposed driveway. Ensure all obstructions are accounted for (e.g., plants, walls, columns, etc.).
- Typical entrances to parking garages with building walls abutting or near the ROW require a physical stop control (i.e., a gate, etc.) to slow / stop vehicles as they approach the sidewalk.

- Portions of building are very near the ROW property line. Please add a note to the plans that no portion of the building, including footers, shall encroach into the ROW. Additional detail may be required during design review.

The applicant provided a revised plan to the Administrative Review Committee on May 2, 2025 and has provided revisions showing near compliance with all of the items that were identified by the Administrative Review Committee.

IV. Administrator Action

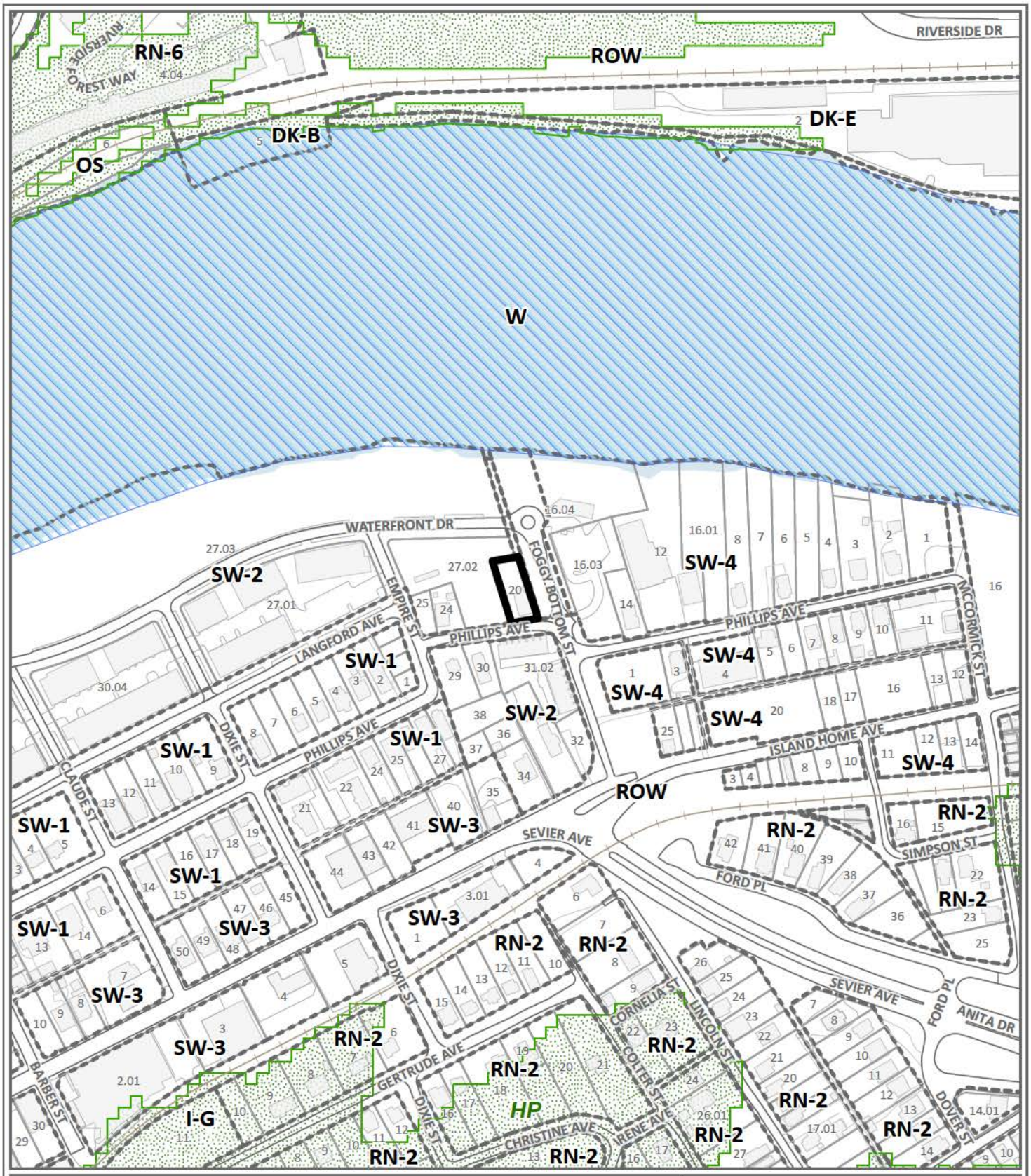
In Article 7.0.2.G.6.c, "*the Administrator must prepare a report that reviews the application in light of comments provided by the Administrative Review Committee, and in light of the applicable Form District and Plan. The report recommendations, and any related application materials must be forwarded to the Knoxville-Knox County Planning Commission.*"

The applicant is continuously working with the Administrative Review Committee to address unresolved comments. The location of the driveway is not in an approved location; however, the majority of the properties developed on this block of Phillips Avenue are residential in nature with various types of off-street parking provided. Due to the nature of only having one street frontage, the applicant has suggested they cannot locate the driveway in any other locations. The developer also suggests that the garages will provide adequate parking for the residents, thereby limiting the impact of on-street parking for this neighborhood.

It is the Administrators recommendation that the driveway does not meet the requirements of the SW-2 district and because off-street parking is not required for residential developments, the request should not be approved as proposed.

Respectfully,

Peter M. Ahrens
Director of Plans Review and Inspections



OTHER BUSINESS **7-A-25-OB**

Petitioner: Brent Long

Purpose of Request: Level III ARC Review - request driveway entrance on principal frontage

Map No: 95

Jurisdiction: City

0 300

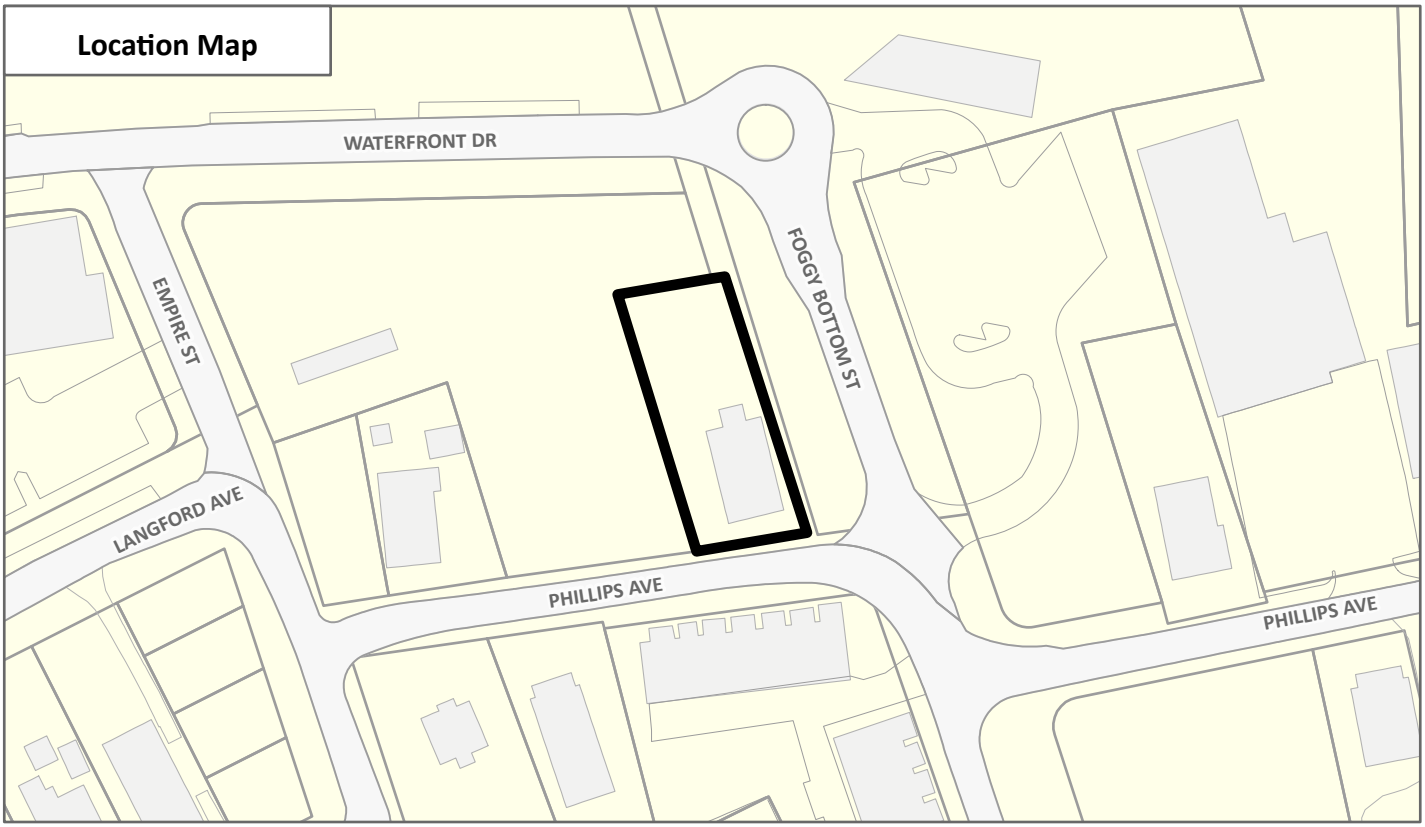
Feet

Original Print Date: 6/10/2025

*Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902*

Exhibit A. Contextual Images

Location Map



Aerial Map

CONTEXTUAL MAPS 1 **7-A-25-OB**

Case boundary

0 110

Feet

N

GROUND LEVEL / SITE PLAN
1"=10'

TN STATE PLANE
NAD 83 (2011)/GEOID 18
NAVD 88

0 10 20
SCALE: 1" = 10'

LEGEND

- ASPHALT PVMT (COVERED)
- ASPHALT PVMT (NOT COVERED)
- CONCRETE SIDEWALK
- OPEN SPACE
- USABLE PRIVATE OPEN SPACE
- LEVELS 2 & 3 EXTENTS

AREA CALCULATIONS:

PARCEL AREA = 7845.9 SF

OPEN AREA COVERAGE = 2377.33 SF
OPEN AREA COVERAGE % = (2377.33/7845.9)*100 = 30.3%

BUILDING COVERAGE = 5468.58 SF
BUILDING COVERAGE % = (5468.58/7845.9)*100 = 69.7%

FLOOR AREA RATIO = 18,723 SF/7,845.9 SF = 2.39

TREE CALCULATIONS:

OPEN AREA = 2377.33 SF (0.06 ACRES)

REQUIREMENT = 8 (2" CALIPER) TREES/ACRE OF OPEN SPACE
= 8 TREES*(0.06 ACRES)
= 0.48 TREES
(AT LEAST ONE 2"–CALIPER TREE WILL BE PROVIDED)

SUMMARY:

GROUND FLOOR TOTAL AREA:	2,498 SF
GROUND FLOOR RESIDENTIAL AREA:	345 SF
LEVEL 2 AREA:	5,474 SF
LEVEL 3 AREA:	5,534 SF
ROOF TOTAL AREA:	5,217 SF
ROOF ENCLOSED AREA:	1,533 FT
TOTAL SQUARE FOOTAGE:	18,723 SF
# OF UNITS:	6 UNITS
PARKING PROVIDED:	
STANDARD:	10 SPACES (GARAGE)
COMPACT:	00 SPACES
	10 SPACES
PARKING REQUIREMENTS:	
MAXIMUM (3 SPACES/1,000 SF):	57 SPACES
MAXIMUM (2 SPACES/UNIT):	12 SPACES
BIKE PARKING:	
PROVIDED:	GARAGE SPACE
REQUIRED:	N/A SPACES

NOTES:

1. NO PORTION OF THE BUILDING, INCLUDING FOOTERS, SHALL ENCROACH INTO THE ROW.
2. WASTE IS TO BE SERVICED PRIVATELY. CONTAINERS SHALL BE STORED IN INDIVIDUAL UNIT GARAGES.

NO.	DATE:	ISSUE DESCRIPTION
1	05/02/2025	REVISED PER CITY OF KNOXVILLE COMMENTS

PRELIMINARY FOR REVIEW ONLY

IF THIS DOCUMENT IS NOT SIGNED, SEALED, AND DATED, IT MAY NOT BE USED FOR CONSTRUCTION.

PROJECT:

PHILLIPS AVENUE
1013 PHILLIPS AVE
KNOXVILLE, TENNESSEE

CANNON & CANNON INC
10025 Investment Drive, Suite 120
Knoxville, TN 37932
865.670.8555
www.cci-corp.com

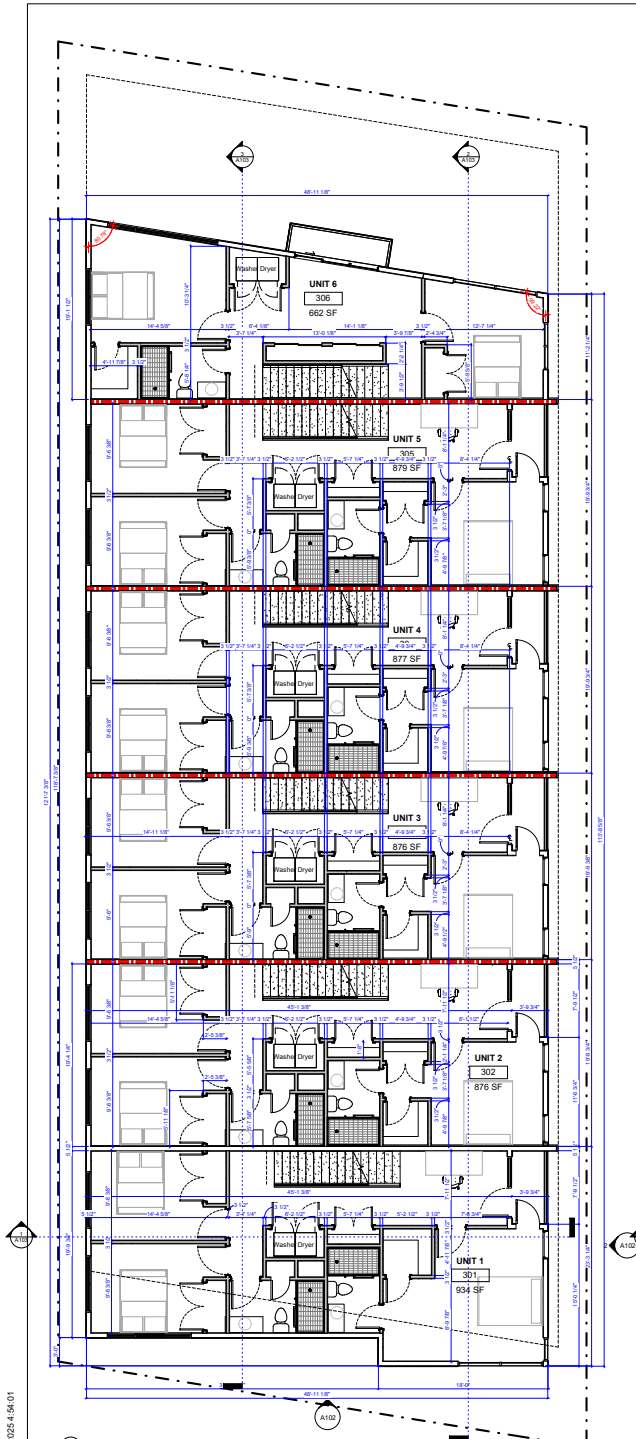
CLIENT:

CCI PROJ. NO.	01778-0004
DATE:	03/31/2025
PM/PC:	BCW
DRAWN BY:	BCW

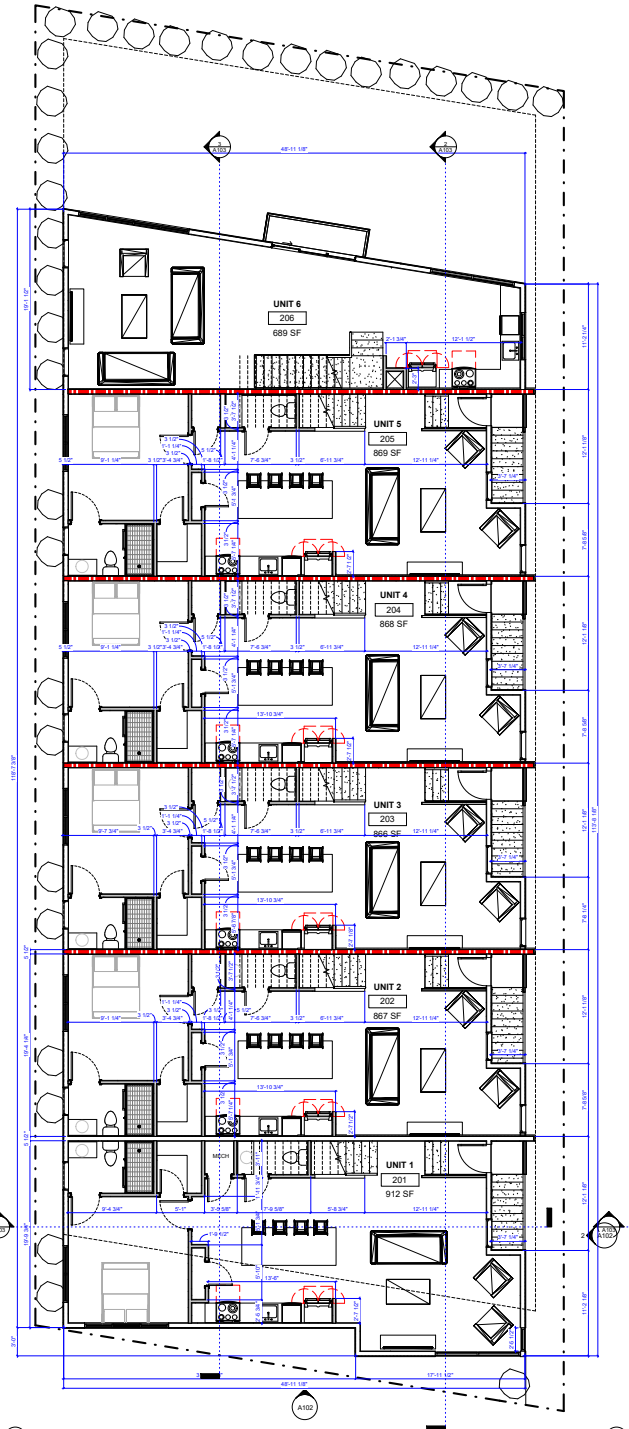
SITE LAYOUT PLAN

C101

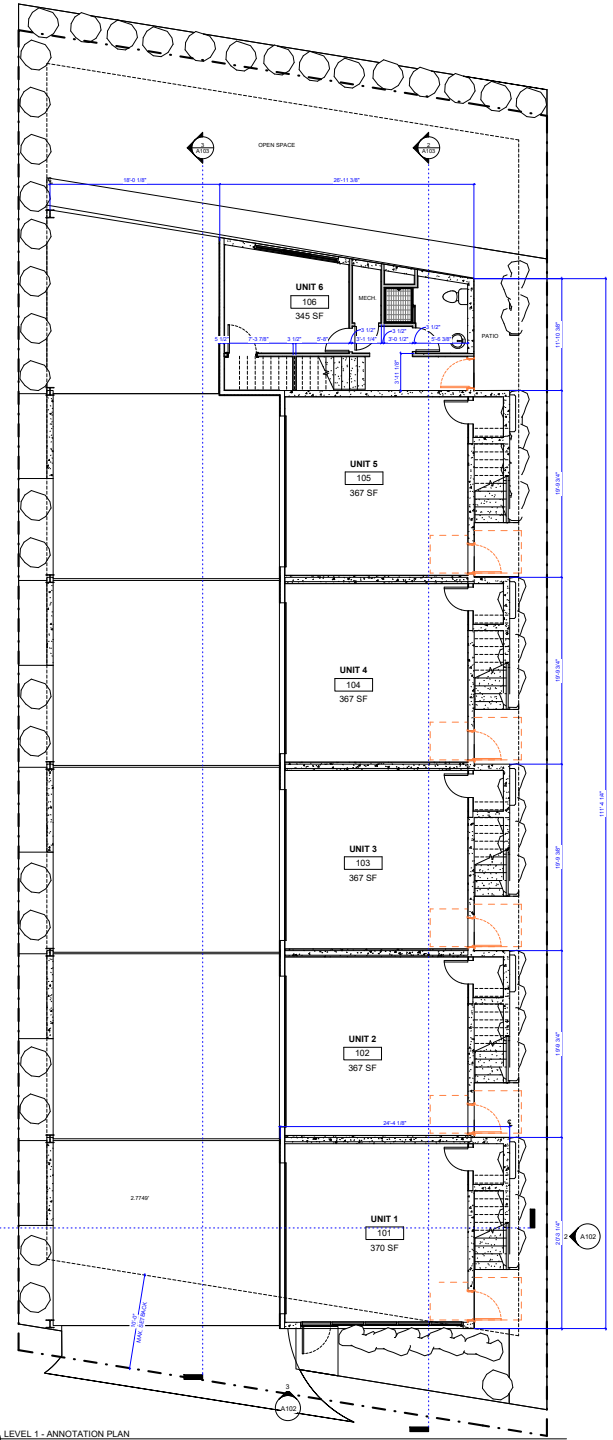
811
Know what's below
Call before you dig



3 LEVEL 3
3/16" = 1'-0"



2 LEVEL 2 - ANNOTATION PLAN
3/16" = 1'-0"



1 LEVEL 1 - ANNOTATION PLAN
3/16" = 1'-0"

5/1/2025 4:54:01 PM

DK LEVY
architecture + design
3523 Maloney Rd., Knoxville, TN 37920
o) 865.474 9264 www.dklevy.com

Seal

© DKLEVY PLLC. 2023 - ALL RIGHTS RESERVED NO PART OF THIS DOCUMENT MAY BE REPRODUCED WITHOUT THE AUTHORIZED CONSENT OF DKLEVY PLLC.

Drawing Set

CONCEPTUAL

Project Information

1013 PHILLIPS AVE

Project Number 24134

ZONING SW-2

MULTIFAMILY

Sheet Information

Revisions

No.	Description	Date

Issue Date 03.27.2025

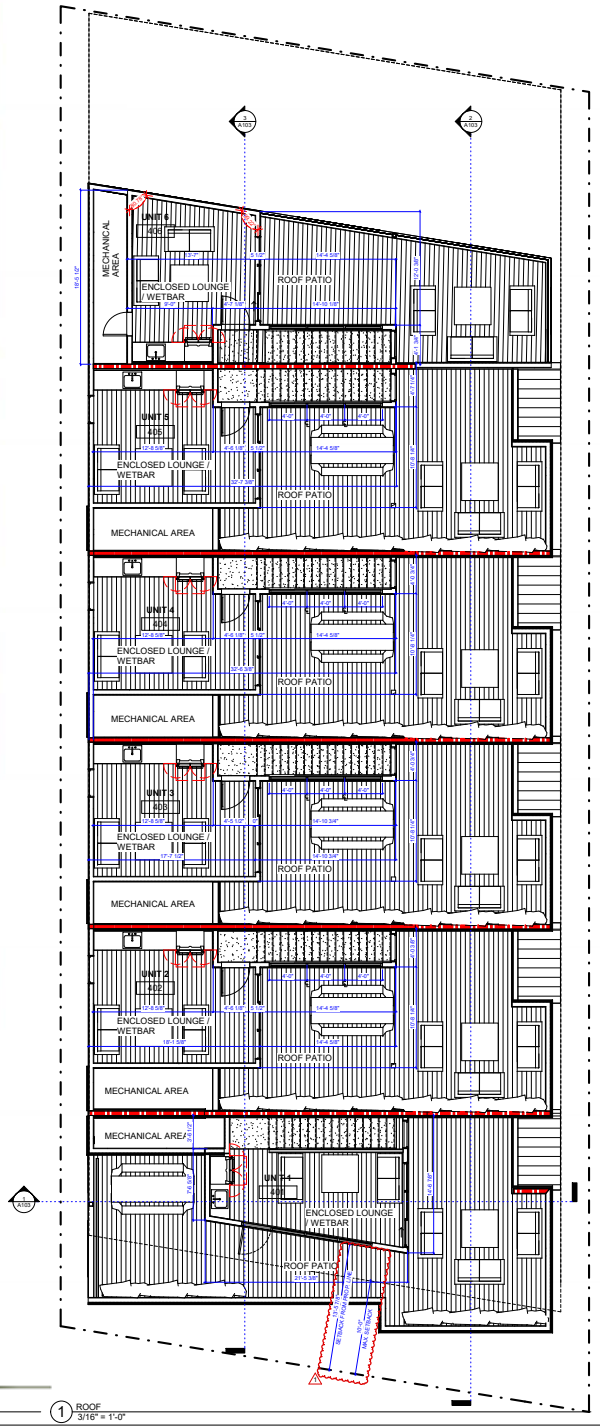
FLOOR PLANS

A101

OPENING RATIO ON PRINCIPLE FRONTAGE
WALL AREA 1536 SF
GLAZING AREA 396 SF
OPENING RATIO 25.7%

3 SOUTH ELEVATION (PHILLIPS AVE.)
1/8" = 1'-0"

2 EAST ELEVATION (FOGGY BOTTOM)
1/8" = 1'-0"



1 ROOF
3/16" = 1'-0"

5/1/2025 4:54:34 PM

DKLEVY
architecture + design
3523 Maloney Rd., Knoxville, TN 37920
p. 865.474.9264 www.dklevy.com

NOT FOR CONSTRUCTION

Seal

© DKLEVY PLLC. 2022 - ALL RIGHTS RESERVED NO PART OF THIS DOCUMENT MAY BE REPRODUCED WITHOUT THE AUTHORIZED CONSENT OF DKLEVY PLLC.

Drawing Set

CONCEPTUAL

Project Information

1013 PHILLIPS AVE

MULTIFAMILY

ZONING SW-2

Code Information

Type of Const.: VA

Occupancy Class: R-2

Fire Protection Systems:

Smoke Alarm
NFPA 101
ASHRAE
UL Rated Assemblies
Shop drawings will be submitted for all fire protection systems.

Drawing Information

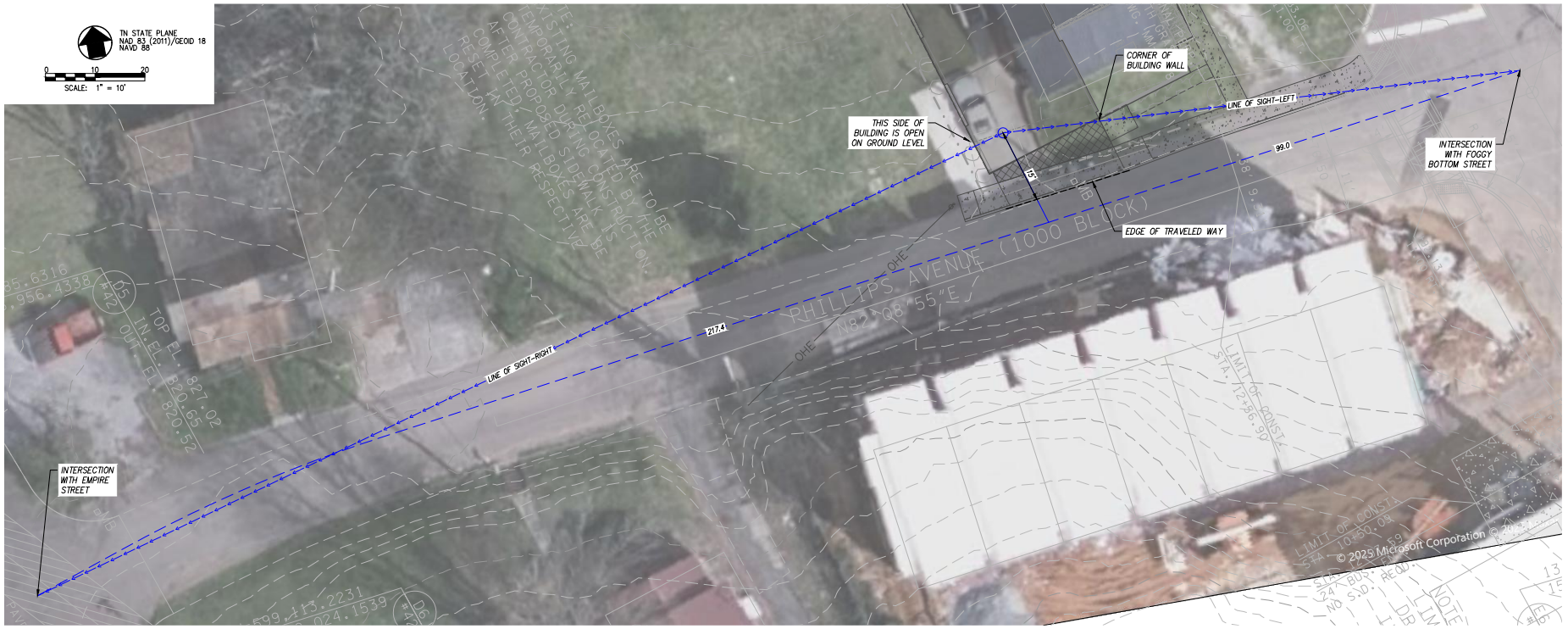
Revisions

No.	Description	Date
1	SWARC COMMENTS	05.01.25

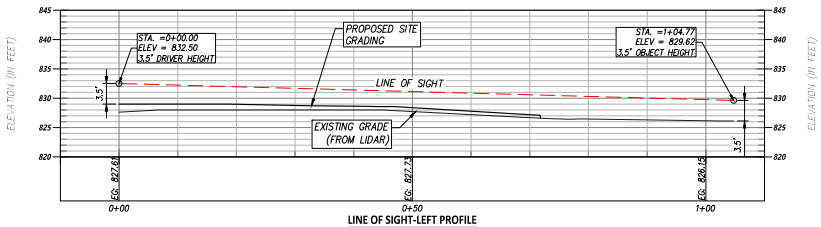
Project Number	24134
Issue Date	03.27.2025
Drawn By	Author
Checked By	DML
Scale	As indicated

FLOOR PLAN AND ELEVATIONS

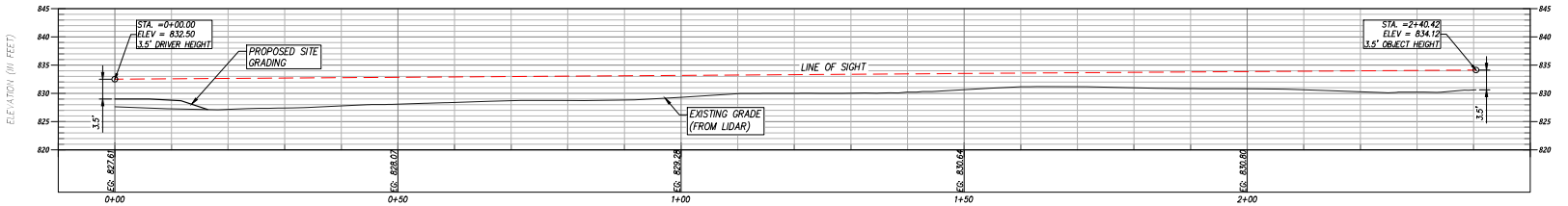
A102



GROUND LEVEL / SITE PLAN
1"=20'



LINE OF SIGHT-LEFT PROFILE



LINE OF SIGHT-RIGHT PROFILE

0 10 20
SCALE: 1" = 10'

811
Know what's below
Call before you dig

NO.	DATE:	ISSUE DESCRIPTION
1	05/02/2025	REVISED PER CITY OF KNOXVILLE COMMENTS

PRELIMINARY FOR REVIEW ONLY

IF THIS DOCUMENT IS NOT SIGNED, SEALED, AND DATED, IT MAY NOT BE USED FOR CONSTRUCTION.

PHILLIPS AVENUE
1013 PHILLIPS AVE
KNOXVILLE, TENNESSEE

PROJECT:

CANNON & CANNON INC.
10025 Investment Drive, Suite 120
Knoxville, TN 37932
865.670.8555
www.cci-corp.com

CLIENT:

CCI PROJ. NO.	01778-0004
DATE:	05/02/2025
PM/PC:	BCW
DRAWN BY:	BCW

SIGHT TRIANGLES

X101

(1) Download and fill out this form at your convenience.
(2) Sign the application digitally (or print, sign, and scan).

(3) Either print the completed form and bring it to the Knoxville-Knox County Planning offices OR email it to applications@knoxplanning.org

Reset Form

Planning
KNOXVILLE | KNOX COUNTY

Development Request

Subdivision ☐ Concept Plan* ☐ Final Plat

Zoning ☐ Rezoning ☐ Plan Amendment*

Development ■ Development Plan* ☐ Planned Development* ☐ Use on Review / Special Use* ☐ Hillside Protection COA*

*These application types require a pre-application consultation with Planning staff.

Brent Long	1013 Phillips Ave LLC
Applicant Name	Affiliation

05/08/2025	July 10, 2025	File Number(s)
Date Filed	Meeting Date (if applicable)	7-A-25-OB

Correspondence

All correspondence will be directed to the approved contact listed below.

☐ Applicant ☐ Property Owner ☐ Option Holder ☐ Project Surveyor ■ Engineer ☐ Architect/Landscape Architect

Brent Wood	Cannon & Cannon, Inc.		
Name	Company		
10025 Investment Drive, Suite 120	Knoxville	TN	37932
Address	City	State	ZIP
865-343-0027	[redacted]		
Phone	Email		

Current Property Info

1013 Phillips Ave LLC	1001 E 9th Ave, Johnson City, TN 37601	423-747-7995
Property Owner Name (if different)	Property Owner Address	Property Owner Phone

1013 Phillips Ave, Knoxville, TN 37920	095OB020	
Property Address	Parcel ID	

KUB	KUB	N
Sewer Provider	Water Provider	Septic (Y/N)

Development Request

■ Residential ☐ Non-Residential

RELATED CITY PERMIT NUMBER
INSP-25-00364

Proposed Use: Level III ARC Review - request driveway entry on principal frontage.

Specify if a traffic impact study is required: ☐ Yes (required to be submitted with application) ■ No

Subdivision Request

RELATED REZONING FILE NUMBER

Proposed Subdivision Name

Unit / Phase Number ☐ Combine Parcels ☐ Divide Parcel Proposed Number of Lots (total)

☐ Other (specify)

Specify if requesting: ☐ Variance ☐ Alternative design standard

Specify if a traffic impact study is required: ☐ Yes (required to be submitted with application) ☐ No

Zoning Request

PENDING PLAT FILE NUMBER

☐ Zoning Change

Proposed Zoning Proposed Density (units/acre, for PR zone only)

☐ Sector Plan ☐ One Year Plan ☐ Comprehensive Plan

☐ Plan Amendment Change

Proposed Plan Designation(s)

☐ If, in Knox county, submit plan amendment request with application

Previous Rezoning Requests

☐ Other (specify)

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*

Applicant Signature

Brent Long / 1013 Phillips Ave LLC — Print Name / Affiliation

05/07/2025 — Date

423-747-7995 — Phone Number

[redacted] — Email

Property Owner Signature

Brent Long / 1013 Phillips Ave LLC — Please Print

05/12/2025, SG — Date Paid

Staff Use Only

☐ Administrative Review

ADDITIONAL REQUIREMENTS ☐ Property Owners / Option Holders

FEE 1	FEE 2	FEE 3	TOTAL
1209			$500.00