

HISTORIC GIFFIN SQUARE

Planned Development - Preliminary Plan - #4-A-22-PD
February 28, 2022 (rev. June 1, 2022)

4-A-22-PD
Revised: 7/7/2022



Knoxville-Knox County Planning Commission
400 Main Street, Suite 403
Knoxville, TN 37902
865.215.2500 | contact@knoxplanning.org

February 28, 2022 rev. June 1, 2022

HISTORIC GIFFIN SQUARE

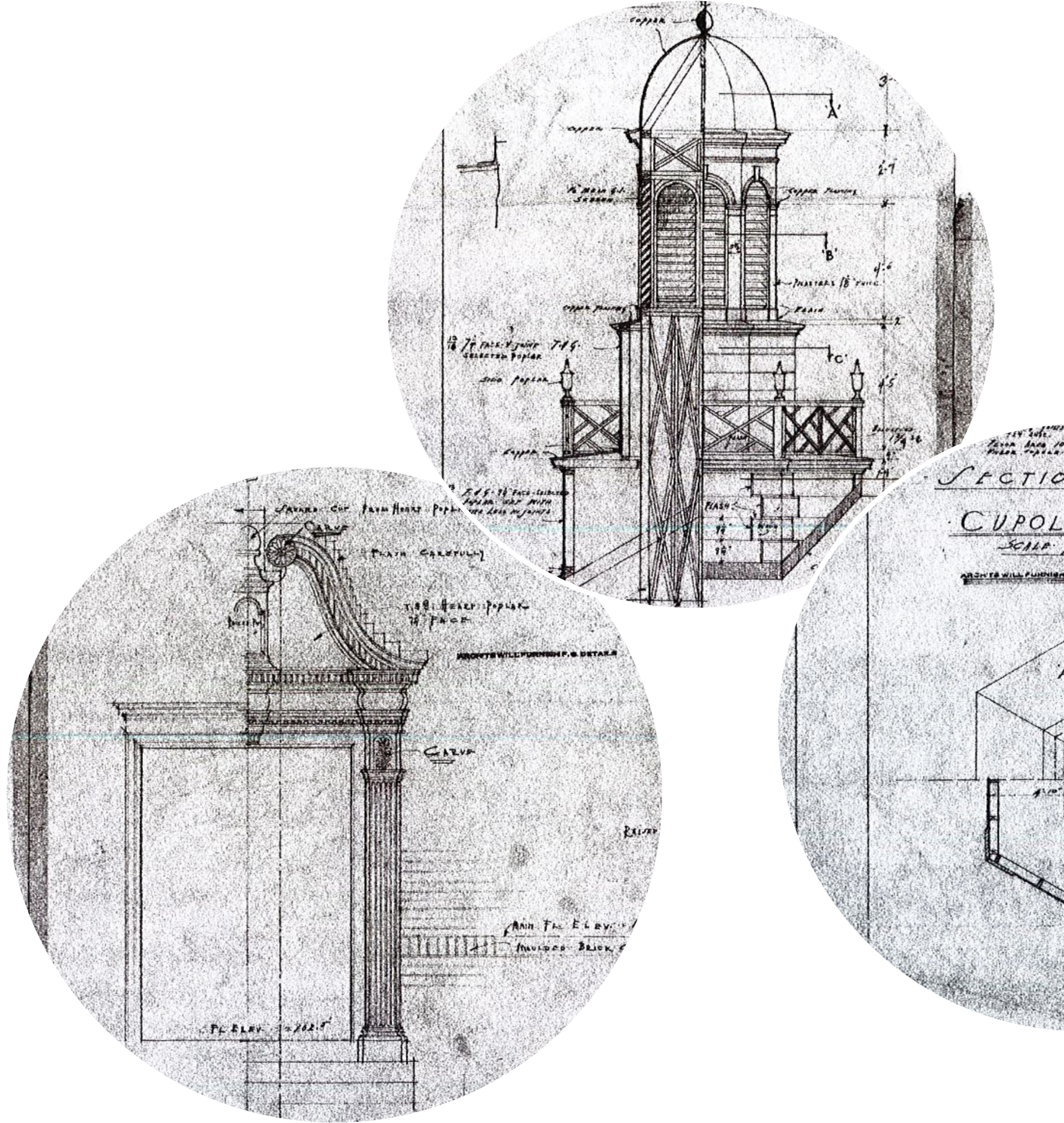
Planned Development - Preliminary Plan - #4-A-22-PD

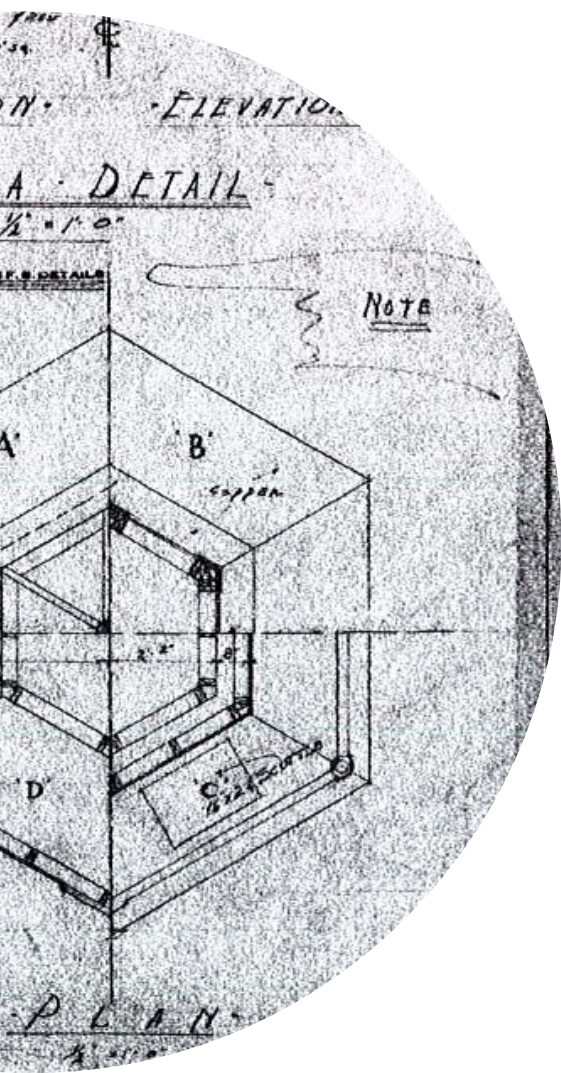
Submitters:

David Cockrill, Giffin Senior Community, LLC
2015 Oakwood Drive
Maryville, TN 37803
865.385.3186 | dcockrill@gmail.com

David Case, Case Enterprises Development Corp.
54 Bartlett Street
Asheville, NC 28801
520.907.7704 | david@caseenterprises.net

Deaver Shattuck, Giffin Senior Community, LLC
702 Lee Street
Maryville, TN 37804
865.640.4511 | dtshattuck@gmail.com





CONTENTS

01	Proposed Use	.....	06
02	Community Benefits	.....	07
03	RN-2 District Exceptions	.....	10
04	Development Concept	.....	16
05	Exhibits	.....	17
	<ul style="list-style-type: none">• Location Map: 10,000'• Location Map: 1,000'• Location Map: 100'• Site Survey• Giffin School Elevations + Photos• Concept Site Plan - "Historic Giffin Square"• Site Sections• Architectural Massing + Image Study• Dwelling Unit Study		



NO TRESPASSING
ON THIS
HISTORIC PROPERTY
TRESPASSERS WILL BE
PROSECUTED ACCORDING TO
STATE AND FEDERAL LAWS

Proposed Use

“**Historic Giffin Square**” is anchored by and builds upon the community legacy of Giffin School, circa 1928 / 50.

The school building is on the National Register of Historic Places and the National Park Service has approved Part 1 & 2 of our Historic Tax Credit application (Part 3 : construction / renovation)

The proposed development will provide well-appointed multi-family housing units for working class families and individuals. The formularized rents will address a critical housing need for those in the South Haven Neighborhood and larger Knoxville Community at 60-80% of the median income range.

The development will provide a maximum of 77 dwelling units composed of Efficiencies, One-, Two-, and Three-Bedroom residences. The historic structure and two new residential buildings incorporating a commons space will be utilized.



Community Benefits

The proposed Planned Development presents a flexible and creative design preserving historic architecture through an innovative site and facility design of affordable multi-family housing posing a number of benefits to the City and South Haven Neighborhood.

The Planned Development application was originally submitted February 28, 2022. Upon acquiring the property in 2015, we established a relationship with the South Haven Neighborhood Association (SHNA). Prior to submitting our application, we engaged the SHNA in dialogue and discussion about our proposed development resulting in a series of Neighborhood forums:

February 19.....met at Hillcrest United Methodist Church to present / discuss a preliminary plan and receive input. (attendance aprx 20-25)

March 26.....met at owner / developer office to present/discuss 2-28-22 application and receive input. (attendance aprx 25+)

April 16.....SHNA met at Hillcrest United Methodist Church to discuss/collect definitive input as requested by owner/developer. (attendance aprx. 25)

April 22.....video conference to clarify 4-16-22 SHNA input.

May 7.....met at owner / developer office to present/discuss revised concept and receive input. (attendance 6)

May 21.....met at Hillcrest United Methodist Church to again present / discuss revised concept for those unable to attend the 5-7-22 meeting and receive additional input. (15 attendance)



Additionally the owner / developer offered open office hours for “drop by” discussion of the development. Neighborhood input was cataloged in four main categories:

- Infrastructure
- Massing & Number of Buildings
- Forest, Views & Baker Creek
- Management & Safety

In consideration of this process, significant revisions were made resulting in the reduction of scope and density. Salient community benefits and the results of the neighborhood’s involvement are as follows:

- **Restores a vacant derelict “historic property” to meaningful use.** The property has been on Knox Heritage’s “Fragile Fifteen“ for a number of years. The existing building cannot readily be demolished, and the site utilized otherwise due to an easement and deed restriction held by Knox Heritage. The property is on the National Historic Register.
- Development and occupancy of the property will add **vitality, increased security, activity** and a welcome addition to the neighborhood.
- **Housing** in the development’s **price range** is sorely needed in Knoxville. “Workforce Housing” is not public housing, far from it. This type housing will be very beneficial to Knoxvilleians in that it lowers the cost of good family housing through tax credits and / or Community Investment Tax Credit funding.

The people who would be able to live and benefit from our development are teachers, police and firemen, service workers (servers, cooks, bartenders), coaches, church staff, mechanics, construction workers, virtual workers, etc....paralleling the vocations and incomes of current-day South Haven / South Knoxvilleians. It is fair to say that our development will offer quality housing opportunities to the very families and friends of those currently living in the South Haven Neighborhood.

The project **brings working families and individuals**.... contributing to the community and strengthening the neighborhood economy.

- **New buildings:**
 - **have been reduced from 5 to 2.** The original application contained four new dwelling unit buildings and one freestanding Commons building.
 - are required to be **compatible and complimentary** of the **1928 Colonial Revival** (Barber & McMurray) and the **1950 Modernist** (Bruce McCarty) styles of the school. The exteriors of the school will be rehabilitated per the **Secretary of the Interiors Standards for the Treatment of Historic Properties** and as per a **Knox Heritage**

easement / deed restriction recorded at the Knox County register of Deeds.

- will attain a **high level of sustainability and environmental innovation.**
- New construction has a **low impact on street frontage.** One building aligned with the existing building setback, has only a nominal 128’ front elevation. The second building is located due east of and aligns with the first. Elevations of the new buildings at the ambient Beech Street topography are of an allowed three-story residential height of 35’; shorter than the roof ridge line of the existing historic school building.
- **new construction is essentially limited to the existing playground area** and intrudes only approximately 2,200 SF into existing tree line at each dwelling unit building.
- **“Commons”** space will be:
 - available for **meetings and activities** and including computers / internet service, warming / catering kitchen, mailboxes, community restrooms and laundry facility.
 - **focal point and access directly from Beech Street** to the Commons which will be located on the ground floor of the western-most dwelling unit.
- **Density:**
 - Through the collaboration with the neighborhood, **dwelling units have been reduced from 99 to 77** generating 135 bedrooms, a reduction of 64 bedrooms from the original submittal.
 - In contrast and comparison to what is currently allowed by zoning, an alternative **development concept** would be to subdivide the property into the maximum number of single-family lots. Preliminarily, we believe 22 lots are possible resulting in a primary and accessory dwelling unit per lot; 44 new residential buildings (stand-alone, attached, or duplexes) generating approximately 149 to 171 bedrooms. With these structures come individual driveways, mailboxes, street

parking and the loss of the existing woods outside the flood plain and maybe more (approximately 50+% of existing).

- **Parking:**

- Although 75 spaces would be required of the development, the neighborhood expressed a concern regarding street parking and requested that we provide one parking space per bedroom. Our site plan will accommodate as many as 175 spaces. We **agreed to work with the SHNA in locating the nominal 135 spaces needed.** Our revised application requests approval for a range of spaces from 125 to 143. The maximum allowable by code is 143, increasing 20% to 171 through the use of pervious paving.

- **Sight Line:**

- concerns regarding the new development to adjoining residences was addressed. We illustrated that the distance from the western-most new building to the closest residence on Beech Street is 120' with other adjacent residential structures along South Haven and Lenland being 350' to 550' away; at a minimum the distance from end zone to end zone of Neyland Stadium. Considering many residences in the immediate area of the Giffin property are separated by as few as 15'; **sight lines are not a problem.**

- **Storm Drainage:**

- **concerns were eliminated** by communicating the City's requirement that the new development requires that pre-development rates of storm water discharge be maintained

- Developers are strongly incentivized to maintain the development and to keep occupancy rates high through a **minimum 30-year commitment to the property** or they risk elimination from future tax credit deals in addition to the loss of their substantial financial guarantees. The development will have an **on-site property manager and maintenance foreman.** A template lease to be utilized for the property has been shared with the SHNA that strongly addresses the concerns of the neighborhood regarding **safety and management.** Our development team has shared many successful project examples with the SHNA.

- The development is poised to **begin immediately** upon approval of the Planned Development.

- Nearly **\$1,000,000** has been spent to date in **stabilization of the property:**

- Abatement of hazardous materials: lead paint, asbestos, batteries, mercury, refrigerants, PCBs.

- Structural stabilization due to water, termite and member deflection

- Interim roof repairs

- Parts 1 & 2 for the **Historic Tax Credit** are already approved subject to minor adjustments resulting from the interior floor plan changes.

- The existing project will **benefit from completed design documents** requiring only modest modifications for multi-family housing (originally approved Jan 2016 by the Planning Commission and building permit in May 2017).

- **First-class site design and development**, handsomely landscaped, maintained and with real possibilities to create public amenities in a partnership with the City and neighborhood. The developer will consider, collaborate, coordinate, and contribute in a meaningful way on these possibilities as desired by the City and South Haven Community. We are poised to provide reasonable and proportional funding of these amenities. At the very least we will develop our property in an effort to anticipate these developments going forward, incorporating these elements in our initial development and construction of the project.

- Whereas our original application included development of a walking trail and linear park, "**Giffin Trail**", along Baker Creek **connecting** to the existing **Mary James Park**, neighbors participating in our design forums are not yet in consensus on this item. The owner / developer has taken the position that we will participate with use of our land and finances should the City and neighborhood reach agreement on the development of such a trail or other similar public amenity.

- "**Giffin Dog Park**" could be incorporated on the northwestern-most corner of the Giffin property and adjoining undeveloped property along Lenland. The next closest dog park is 4 miles away (Doyle Park). The owner / developer has taken the position that we will participate with use of our land and finances should the City and neighborhood reach agreement on the development of such a public amenity.

- Utilizes a **single vehicle circulation pattern** affording a **large percentage of the site to be maintained in a natural state** and as a neighborhood amenity.

- All elements of the project are **outside the flood plains.**

- Mature **plant material** on sloped areas will be **sensitively maintained** and cleared of underbrush, providing a pleasing canopy for passive use and exploration. Diseased and damaged trees will be professionally pruned or removed. We are committed to the **reforestation** of the flood plain in compliance and cooperation with jurisdictional authorities.



- **The development will offer additional benefits in the form of:**
 - gathering spaces and amenities such as plazas, gardens, pedestrian walks, and landscaped areas.
 - sustainable design and architecture will address elements such as green / white roofs, other energy efficient design concepts, new building technologies, established standards such as Energy Star (etc.), electric vehicle charging stations, and consider use of photovoltaic or other sustainable energy sources.
 - Preservation of existing environmental features, protections for steep slopes, provision of additional trees and plant material through our landscaping / reforestation effort for the slopes and flood plain.
- welcome the opportunity to work with the City to incorporate on / or tangent to our property, the development of recreational open space, including parks and playgrounds, natural water features (Baker Creek) and conservation areas, jogging trails and fitness courses (Giffin Trail), dog parks, and similar features.
- Affordable housing set-asides are a key characteristic and motivation for our proposed project.
- While not establishing senior housing set-asides based on Section 8 housing, we will rent to seniors, accepting vouchers, etc. Our Efficiency Units are a good fit for seniors.



RN-2 District Exceptions

Giffin Historic Square will require exceptions to the underlying RN-2 zoning requirements as follows:

Exception #1: Article 9-2, Table 9-1: Add Dwelling – Multi-Family as a permitted use in the RN-2 district.

TABLE 9-1: USE MATRIX																								
P = Permitted Use S = Special Use T = Temporary Use																								
PRINCIPAL USE	EN	RN-1	RN-2	RN-3	RN-4	RN-5	RN-6	RN-7	C-N	C-G	C-H	C-R	DK	O	OP	I-MU	I-RD	I-G	I-H	AG	INST	OS	NA	USE STANDARD (Section)
Dwelling—Multi-Family			P		P,S	P	P	P	P	P	P	P	P	P		P								9.3.1



Exception #2: Allow 1 dwelling unit per 3,500 sq. ft. of land area (MF: 3,500 SF/DU)

- Article 4.3, Table 4-1 : Residential Districts Dimensional Standards requires a **Minimum Lot Area** of 5,000 SF per single family and 10,000 SF per two family dwellings. Assuming the concept’s maximum of 77 residential dwelling units; there will be approximately 3,513+ SF per unit, not quite twice the RN-2 density.
- The property is a total of **6.21 acres**.

Table 4-1: Residential Districts Dimensional Standards					
	EN	RN-1	RN-2	RN-3	RN-4
Bulk					
Minimum Lot Area	22,000 sf	SF: 10,000 sf 2F: 15,000 sf Nonresidential: 20,000 sf	SF: 5,000 sf 2F: 10,000 sf Nonresidential: 10,000 sf MF: 3,500 sf per DU	SF: 5,000 sf 2F: 7,500 sf TH: 12,000 sf for 3 du, 3,000 sf each additional du Nonresidential: 10,000 sf	SF: 5,000 sf 2F: 7,000 sf TH: 3,000 sf/du MF: 2,000 sf/du Nonresidential: 10,000 sf
Maximum Lot Area	N/A	N/A	N/A	N/A	MF: 40,000 sf
Minimum Lot Width	SF: 100' Nonresidential: 100'	75'	50' Nonresidential: 75'	SF, 2F: 50' TH: 20'/du Nonresidential: 75'	SF, 2F: 50' TH: 20'/du MF: 60' Nonresidential: 75'
Maximum Building Height	35'	35'	35'	35'	SF, 2F, TH: 35' MF: 45', unless adjacent to a single-family dwelling, then 35'

Table 4-1: Residential Districts Dimensional Standards					
	EN	RN-1	RN-2	RN-3	RN-4
Maximum Building Coverage	25%	30%	30%	35% TH & Nonresidential: 50%	35% TH, MF, Nonresidential: 50%
Maximum Impervious Surface	35%	40%	40% Nonresidential: 50%	45% TH & Nonresidential: 60%	45% TH, MF, Nonresidential: 60%
Setbacks					
Minimum Front Setback	+/- 10' of the average of blockface; in no case less than 40'	+/- 10' of the average of blockface; in no case less than 25'	20', or the average of blockface, whichever is less; in no case less than 10'	10' or the average of blockface, whichever is less	10' or the average of blockface, whichever is less
Minimum Interior Side Setback	10% of lot width Nonresidential: 20% of lot width	8' or 15% of lot width, whichever is less; in no case less than 20' combined Nonresidential: 20% of lot width	5' or 15% of lot width, whichever is less; in no case less than 15' combined Nonresidential: 20% of lot width	5' or 15% of lot width, whichever is less; in no case less than 15' combined Nonresidential: 20% of lot width	SF, 2F, TH: 5' or 15% of lot width, whichever is less; in no case less than 15' combined MF: 12' or 15% of lot width, whichever is greater Nonresidential: 20% of lot width
Minimum Corner Side Setback	15% of lot width Nonresidential: 20% of lot width	15' Nonresidential: 25'	12' Nonresidential: 20'	12' Nonresidential: 15'	12' Nonresidential: 15'
Minimum Rear Setback	25'	25'	25'	25'	25'

Table 4-1: Residential Districts Dimensional Standards			
	RN-5	RN-6	RN-7
Bulk			
Minimum Lot Area	SF & 2F: 5,000 sf TH: 2,000 sf/du MF: 5,000 sf for 2 du + 1,450 sf per additional du Nonresidential: 10,000 sf	SF & 2F: 5,000 sf TH: 2,000 sf/du MF: 5,000 sf + 950 sf per additional du Nonresidential: 10,000 sf	TH: 2,000 sf/du MF: 700 sf/du Nonresidential: 10,000 sf

Table 4-1: Residential Districts Dimensional Standards			
	RN-5	RN-6	RN-7
Minimum Lot Width	SF & 2F: 50' TH: 20'/du MF: 60'	SF & 2F: 50' TH: 20'/du MF: 60'	TH: 15'/du MF: 80'
Maximum Building Height	35'	SF, 2F, & TH: 35' MF: 65'	TH: 35' MF: 65'
Maximum Building Footprint	N/A	N/A	MF: 30,000 sf for individual structures where multiple structures are built on a lot, there must be a 35' minimum separation between structures
Maximum Building Length	N/A	N/A	200'
Maximum Building Coverage	35% TH, MF, Nonresidential: 50%	40% TH, MF, Nonresidential: 50%	50%
Maximum Impervious Surface	45% TH, MF, Nonresidential: 60%	50% TH, MF, Nonresidential: 70%	70%
Setbacks			
Minimum Front Setback	25' or the average of blockface, whichever is less MF: 25'	Structures 35' or less in height: 25' or the average of blockface, whichever is less Structures over 35' in height: 35' However, when a lot is within 1 mile of the DK District, as measured from the lot line to the closest edge of the DK District, and no parking is located in the front setback, the setback may be reduced to 12 feet	TH: 25' or the average of blockface, whichever is less MF: 35'; if no surface parking is located in the front setback, may be reduced to 25'
Minimum Interior Side Setback	5' or 15% of lot width, whichever is less; in no case less than 15' combined MF & Nonresidential: 10'	Structures 35' or less in height: 5' or 15% of lot width, whichever is less; in no case less than 15' combined Structures over 35' in height: 12', plus 1' additional setback for each 2 feet of building height over 35'	TH: 5' or 15% of lot width, whichever is less; in no case less than 15' combined MF: 12', plus 1' additional setback for each 2 feet of building height over 35'
Minimum Corner Side Setback	12' MF & Nonresidential: 15'	12' MF & Nonresidential: 15'	15'
Minimum Rear Setback	25'	Structures 35' or less in height: 25' Structures over 35' in height: 30'	30'



Exception #3: Remove/delete RN-2 from Article 10.1.A General Development Requirements EN, RN-1, and RN-2 Districts allows no more than one principal building per lot. In all other districts, more than one principal building is permitted on a lot.

- The concept utilizes 3 buildings: existing historic structure and two new residential buildings; more than two acres per building.
- Article 10 Site Development Standards; 10.1 - General Development Requirements

Number of Structures on a Lot

There must be no more than one principal building per lot in the EN and RN-1 Districts. This does not include permitted accessory structures or permitted accessory dwelling units. In all other districts, more than one principal building is permitted on a lot, provided that all structures comply with the dimensional standards of the district.



Development Concept

The Development concept for Giffin Historic Square is sensitively designed to fit the context, pattern, and history of an established neighborhood. The holistic design features and coordinates the many characteristics of the property: historic school’s multiple architectural vernaculars, park-like setting bordered by a natural creek, dramatic slopes, mature trees, and the scale of a traditional neighborhood.

In addition to the many benefits listed above, specific characteristics and elements of the development concept are summarized as follows:

Minimum Required Off-street parking / loading plan

- EXISTING bldg.
 - 27 Efficiencies x 1.2 [1 per DU + 0.2 guest].....33
 - 12 ONE Bedrooms x 1.2 [1 per DU + 0.2 guest].....15

- NEW construction
 - 12 TWO Bedrooms x 1.45 [1.25 per DU + 0.2 guest].....17.4
 - 24 THREE Bedrooms x 1.70 [1.5 per DU + 0.2 guest].....40.8

- Loading spaces.....1
 - Total calculated spaces.....107
 - (Zoning Exemption 3).....x 70%
 - Total required spaces.....75
 - Proposed Parking (range).....125-143; range of proposed spaces per DU = 1.62 - 1.85
 - Bicycle parking.....20

Circulation will utilize the existing curb cut to the south of the property at Beech Street and a “loop” drive to a second new curb cut aligning with Buford Street

Landscape Plan as required by zoning code will meet or exceed requirements. Existing healthy plant material and trees will be preserved to the greatest degree possible. The site, as is, provides for a park-like setting for our new residents.

Landscape screens, planting beds, ground cover, shrubbery and flowering plants will be used strategically at building foundations, dumpsters, along adjacent residential property and to direct views and vistas into and from the new residences. Existing landscaping and lawn areas will be enhanced and maintained in good condition.

The project’s landscaping will constitute a key amenity for residents and the neighborhood at large.

Building Footprints utilize the existing building pad established by the original school and constituted by the former school building, school’s ball fields, service areas and drives. New buildings are located on this established building pad to maximize “at grade” entrances.

Architectural Elevations of the historic building shell will be rehabilitated per the Secretary of the Interior’s Standards for the Treatment of Historic Properties and as established by Instrument No. 201505220063596 in the Knox County Register of Deeds Office (easement / deed restriction held by Knox Heritage) . This protocol requires interior elements to be preserved and incorporated into the interior buildout and modifications.



New buildings will borrow from the existing structure's Colonial Revival and Modernist architectural vernacular. Design of the new is subject to review per historic criteria and must be compatible and complimentary to the historic structure. Tasteful, timeless modern-day aesthetics are the outcome goal and commitment of the design process and development team.

Project Signage will be located as compliant with the Knoxville Zoning Ordinance and as allowed in the RN-2 District. Owner will apply for a City of Knoxville Sign Permit as design progresses and the name of the development is confirmed.

Building Setbacks will be compliant with the Knoxville Zoning Ordinance and as allowed in the RN-2 District. No exceptions to building setbacks are being requested.

Storm Drainage infrastructure will be brought into good working condition and improvements implemented to comply with City Engineering Department's requirements. Storm water will be retained per City requirements.

U.S. Mail will be delivered to the Commons mailroom. Residents will access individual address mailboxes by key / code. No exterior mailboxes will be provided for this project.

Amenities will include passive elements such as gardens, walking trail, benches / site seating, playground equipment, community activity space, site art / sculpture. No large-scale amenities for sports / recreation, athletic fields / courts, swimming pools, sports lighting, bleachers / grandstands, outdoor events, etc. are planned for this project.

Garbage Dumpster locations will be strategically placed for optimum function, management, control, and aesthetics. Enclosures will be of durable construction using the same design concept and material as that of the buildings.

Transportation Impact Letter is required and addresses an abbreviated analysis primarily associated with trip generation and the new access point (curb cut) proposed. This analysis has been prepared by a qualified transportation engineer.

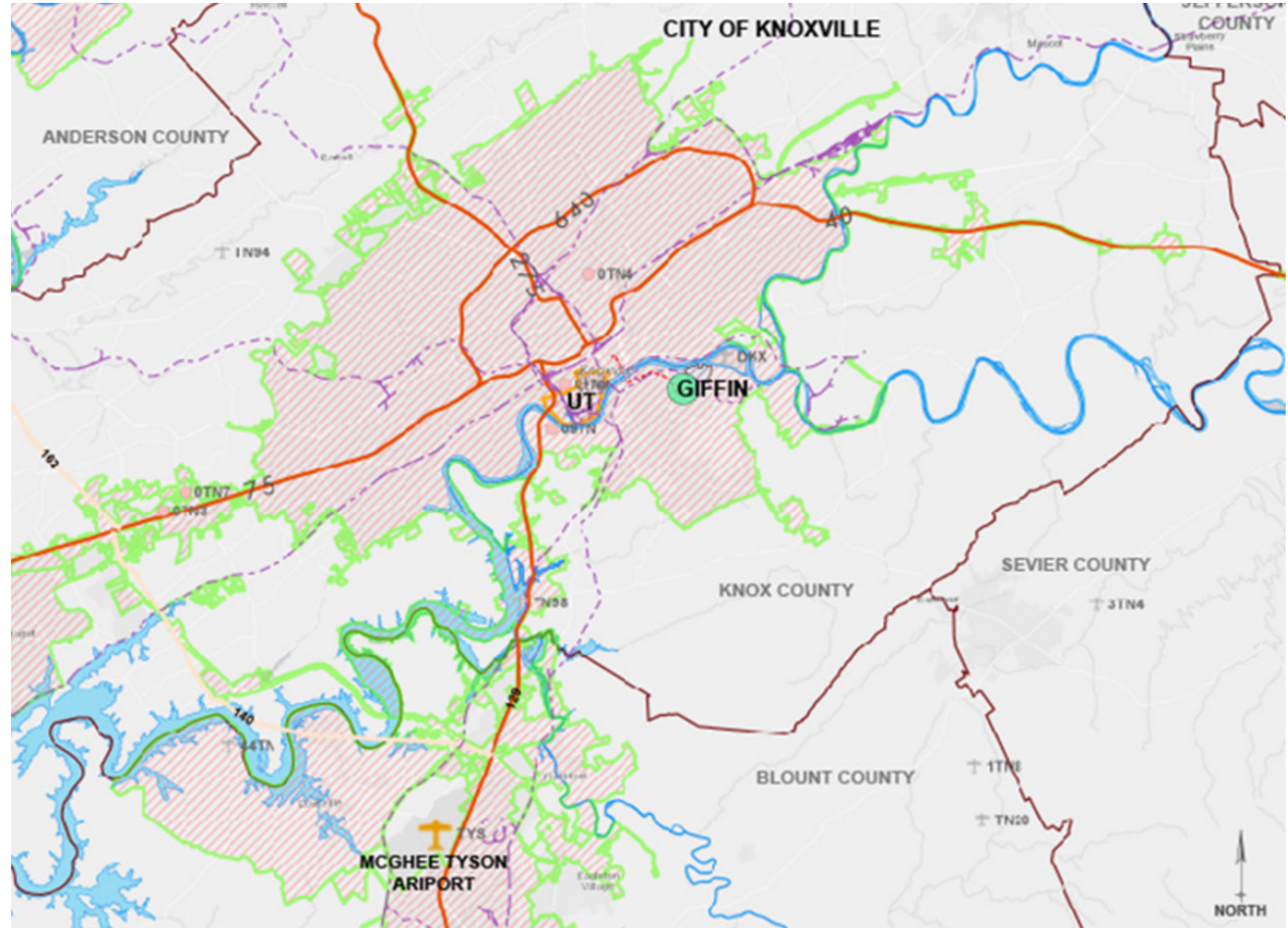
Exhibits

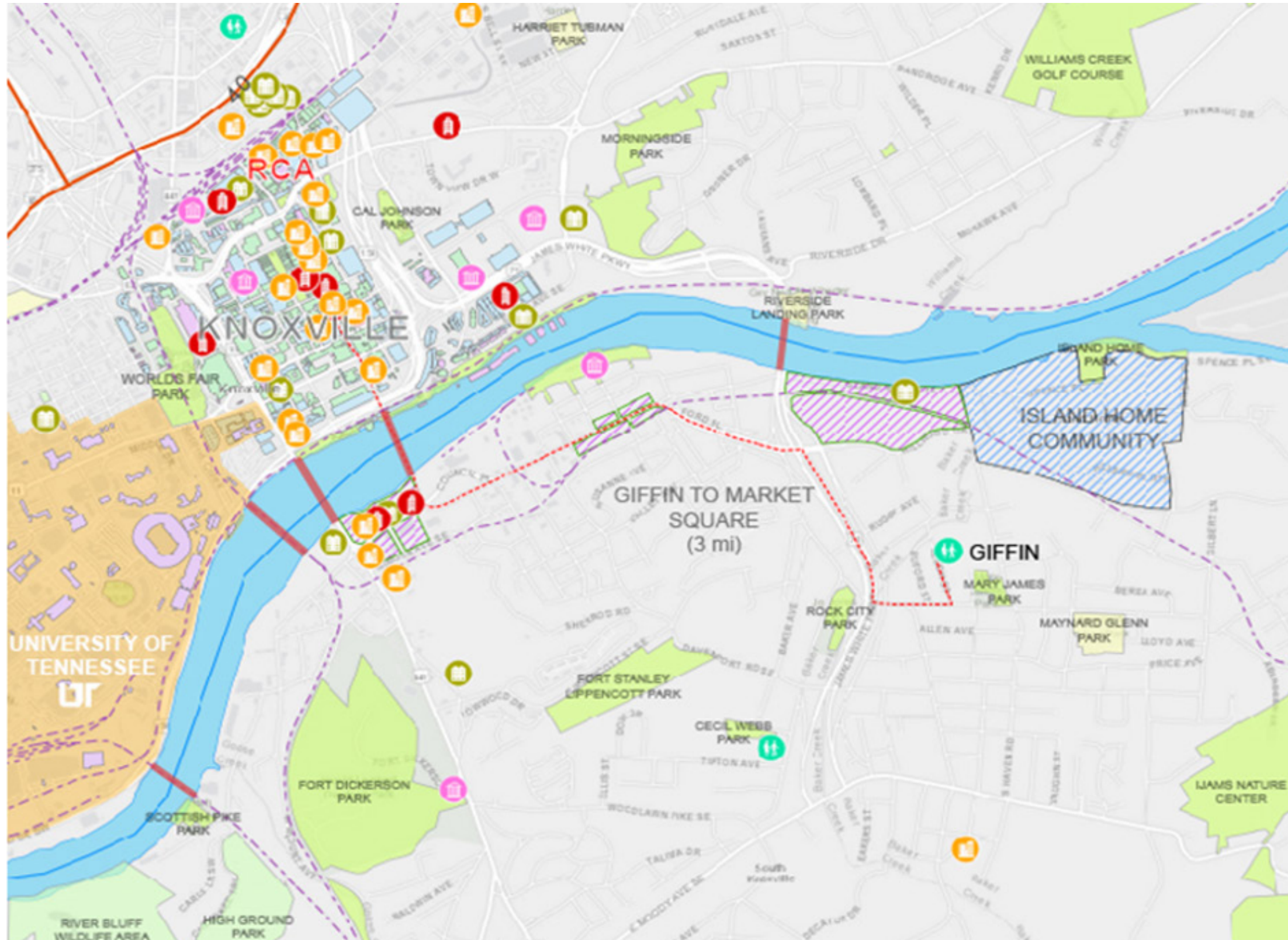
1. Location Map 10,000'
2. Location Map 1,000'
3. Location Map 100'
4. Site Survey
5. Giffin School Elevations + Photos
6. Concept Site Plan - "Historic Giffin Square" - *revised*
7. Site Sections - *revised*
8. Architectural Massing + Image study - *revised*
9. Dwelling Units Study - *revised*

1. Location Map: 10,000'

Key Locations

- I-40 / 129 / I-75 / 640
- Giffin Development
- University of Tennessee Campus
- McGhee Tyson
- Surrounding Counties
- Tennessee River





2. Location Map: 1,000'

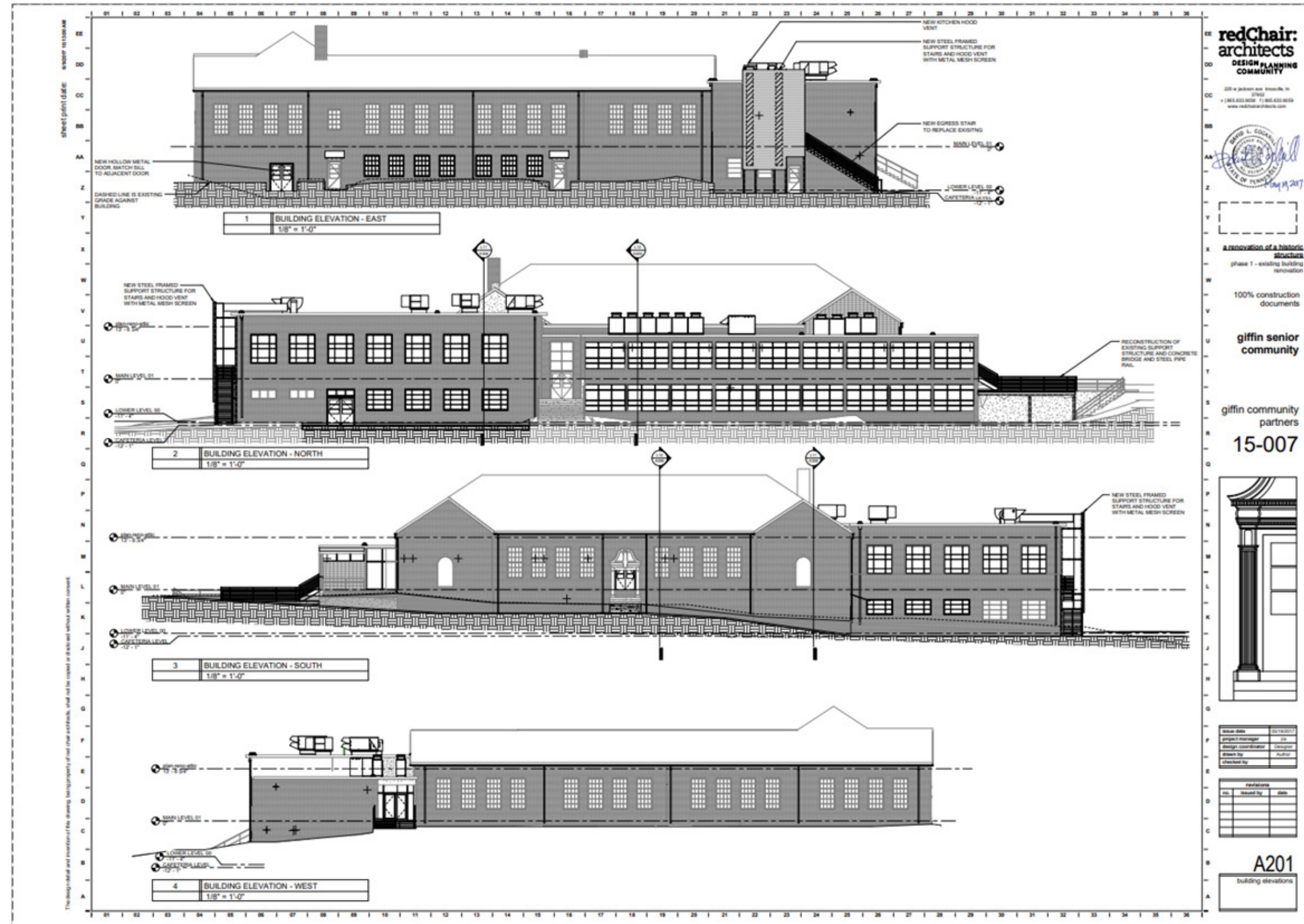
- 3-Miles: Giffin to Downtown Knoxville
- Primary bridge linkages
- University of Tennessee Campus
- Ijams Nature Center
- Island Home Airport
- Island Home Community
- Renewed community residential development
- Tennessee School for the Deaf
- Suttree Landing Park and Waterfront
- Sevier Avenue development
- Fort Dickerson Park
- Baker Creek Preserve
- Urban Wilderness

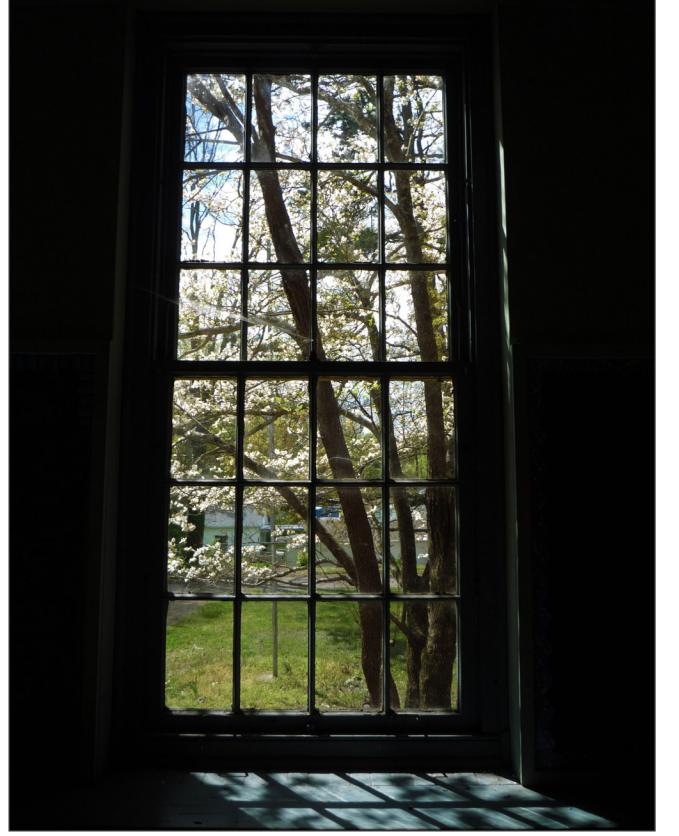
3. Location Map: 100'

- 6.21 Acres
- Park-like setting
- South Haven Neighborhood
- Baker Creek
- Neighborhood Features
 - Eateries
 - Groceries
 - Gas Stations
 - Religious
- 3 Miles to Downtown Knoxville
 - Services
 - Entertainment
 - Retail
 - Eateries
 - Commercial
 - Religious






5. Giffin School Elevations + Photos

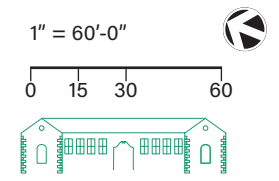
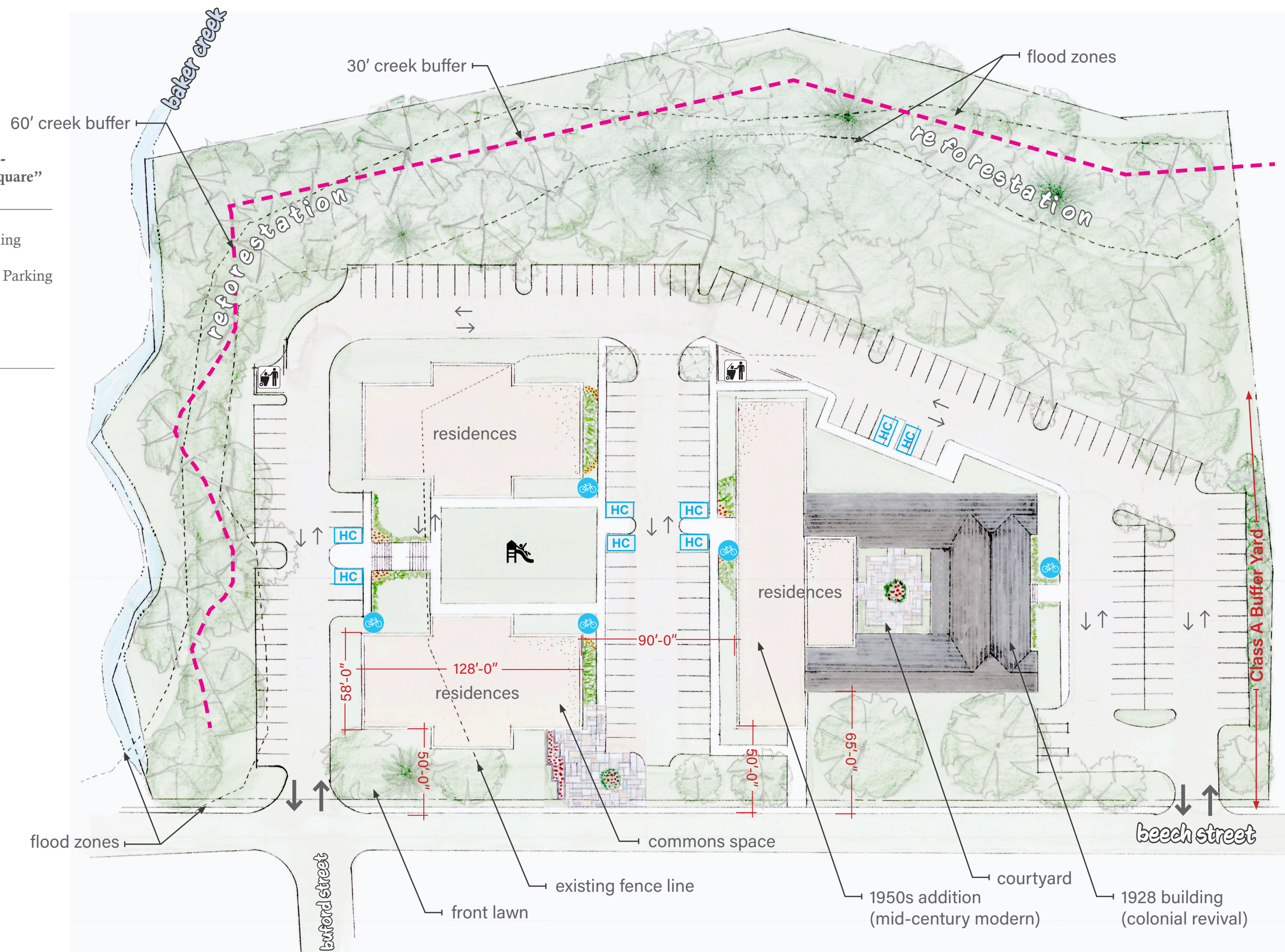




6. Concept Site Plan -
"Historic Giffin Square"

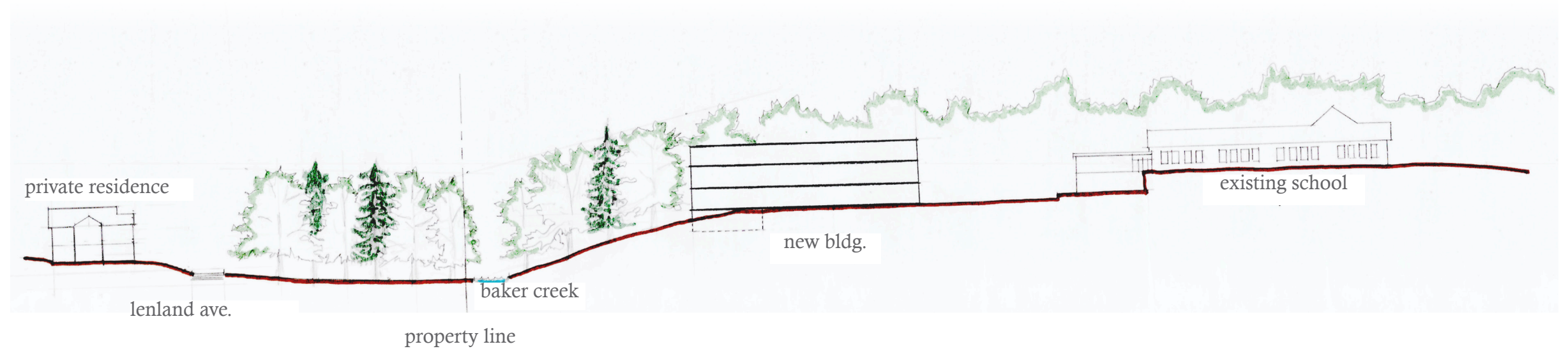
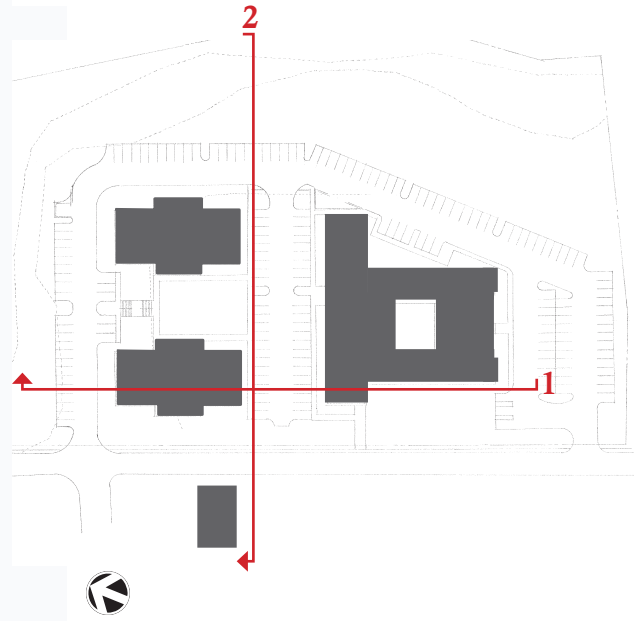
Site Legend

-  Trash / Recycling
-  Secure Bicycle Parking
-  Playground

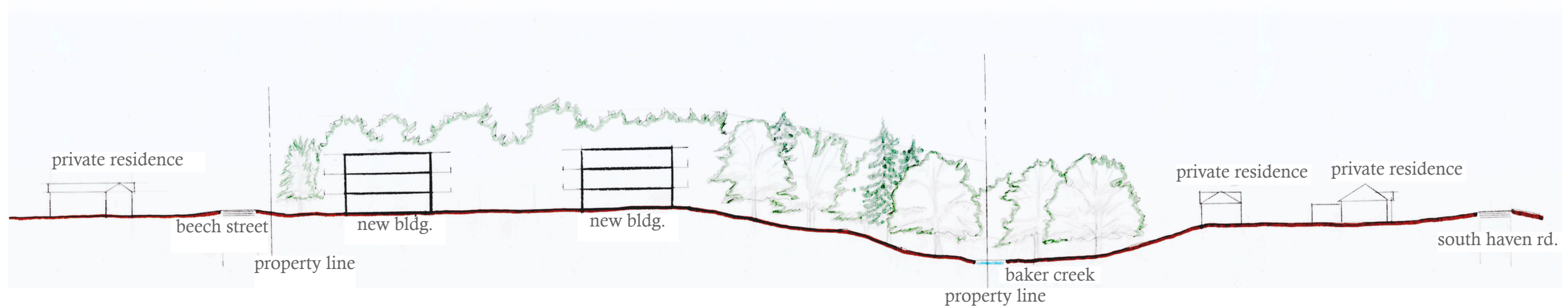


7. Site Sections

Key Plan: Section

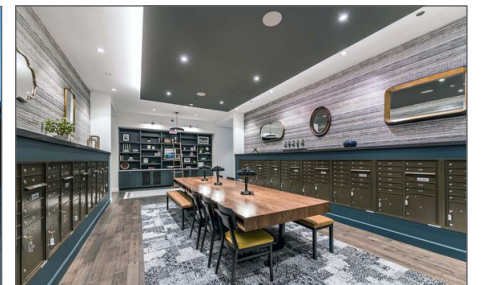
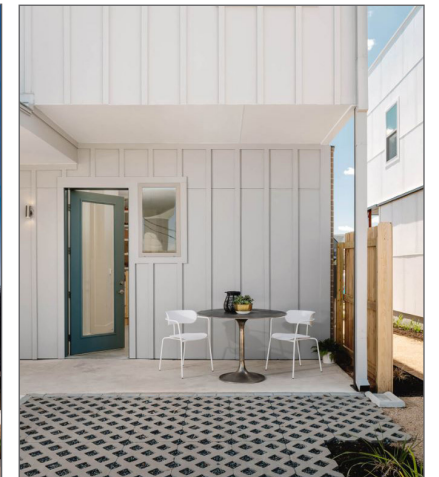
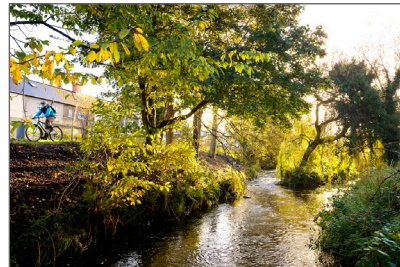
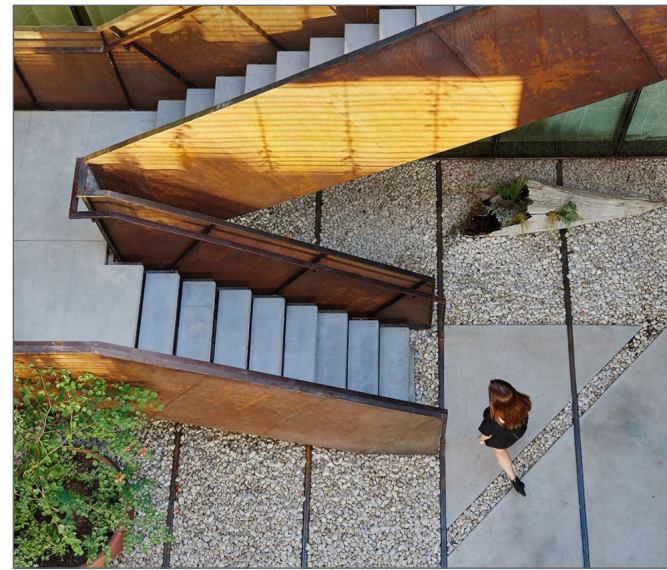


1. north-south site section

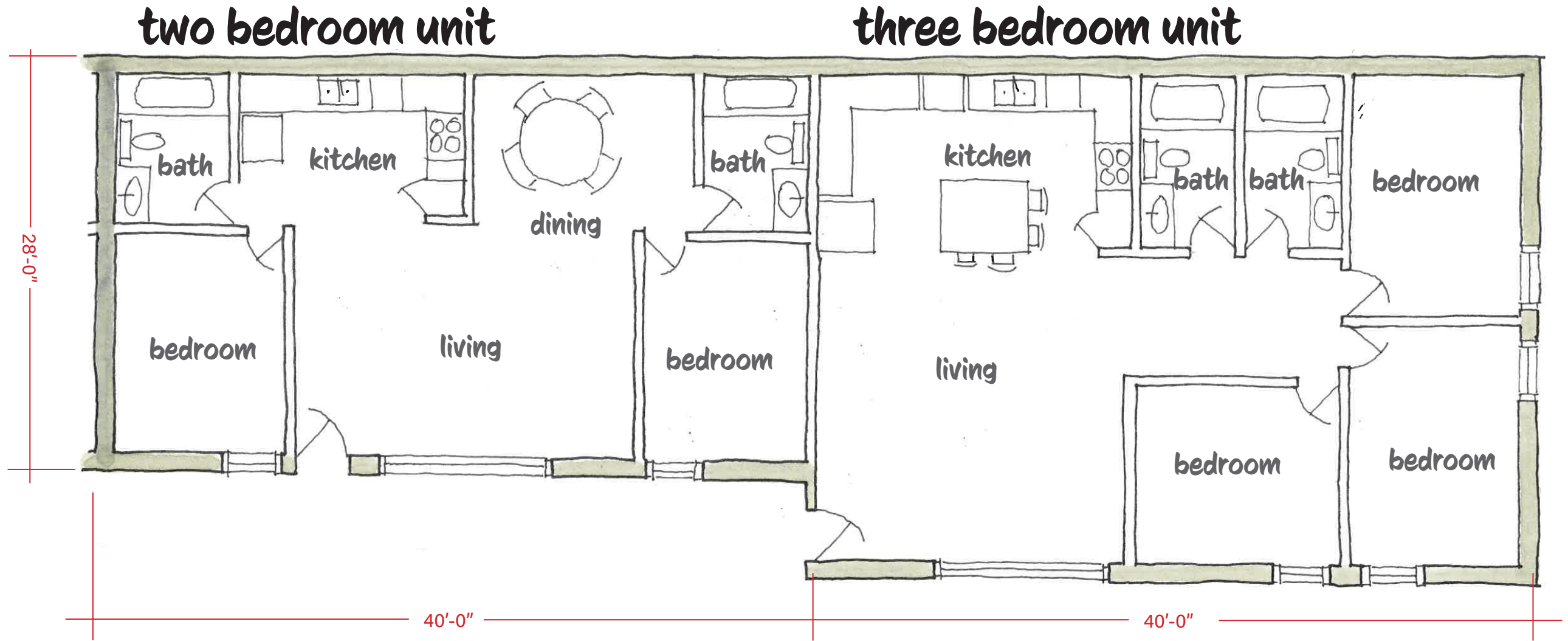


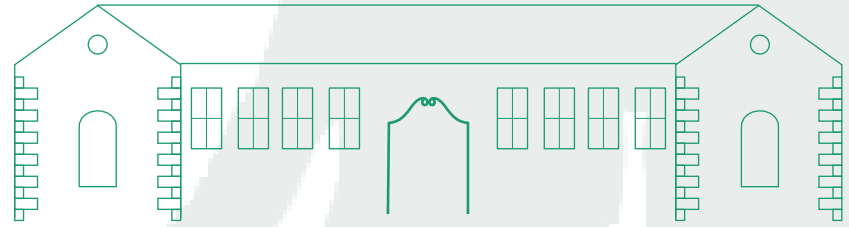
2. east-west site section

8. Architectural Massing + Image Study



9. Dwelling Unit Study





WELCOME HOME