

**KNOXVILLE/KNOX COUNTY METROPOLITAN PLANNING COMMISSION  
 PLAN AMENDMENT REPORT**

▶ **FILE #:** 4-A-14-SP

**AGENDA ITEM #:** 33

**AGENDA DATE:** 4/10/2014

▶ **APPLICANT:** EMERALD YOUTH FOUNDATION

OWNER(S): David Wells

TAX ID NUMBER: 81 K J 032 & 033

JURISDICTION: Council District 5

STREET ADDRESS: 121 E Emerald Ave

▶ **LOCATION:** Northwest side E. Emerald Ave., northeast of N. Central St.

▶ **APPX. SIZE OF TRACT:** 21900 square feet

SECTOR PLAN: Central City

GROWTH POLICY PLAN: Urban Growth Area (Inside City Limits)

ACCESSIBILITY: Access is via E. Emerald Avenue, a local street, with approximately 28 ft. of pavement width, within 50 ft. of right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: Second Creek

▶ **PRESENT PLAN AND ZONING DESIGNATION:** LDR (Low Density Residential) / R-1 (Low Density Residential) / IH-1 (Infill Housing Overlay) & R-2 (General Residential) / IH-1 (Infill Housing Overlay)

▶ **PROPOSED PLAN DESIGNATION:** C (Commercial)

▶ **EXISTING LAND USE:** Vacant residential

▶ **PROPOSED USE:** Parking for Emerald Youth Foundation

EXTENSION OF PLAN DESIGNATION: Yes, from the southwest

HISTORY OF REQUESTS: None noted for this property.

SURROUNDING LAND USE AND PLAN DESIGNATION: North: Emerald Youth Foundation, two-family dwelling - LDR (Low Density Residential), C (Commercial)

South: Emerald Avenue United Methodist Church and church parking lot - LDR (Low Density Residential), C (Commercial)

East: Single-family attached dwelling - LDR (Low Density Residential)

West: Ledbetter's Auto Body Shop - C (Commercial)

NEIGHBORHOOD CONTEXT The subject property is located at the southwestern edge of the Oakwood/Lincoln Park community. Properties to the northeast are developed primarily with single-family detached uses, while properties to the southwest are developed with commercial and quasi-public uses, including the principal Emerald Youth Foundation building. Surrounding zoning includes C-3, R-1 and R-2, with several properties designated with an IH-1 overlay.

**STAFF RECOMMENDATION:**

► **ADOPT RESOLUTION #4-A-14-SP, amending the Central City Sector Plan to C (Commercial), and recommend that City Council also adopt the amendment. (See attached resolution, Exhibit A.)**

Approval of this plan amendment to C (Commercial) will represent a logical and minor extension of the plan designation from the southwest. With adequate landscaping along the edges of the property abutting residential zoning and access restricted to the existing curb cut on E. Emerald Avenue for the foundation's current parking, the additional parking proposed will be compatible with the scale and intensity of this portion of the Oakwood/Lincoln Park community.

**COMMENTS:**

This is a request for the approval of a sector plan commercial designation which, if approved, would allow consideration of C-3 zoning for a portion of the subject property. The purpose of this application, as well as the companion One Year Plan and rezoning requests (4-A-14-PA and 4-D-14-RZ), will be to allow the creation of additional parking on Parcel 081KJ032. for the Emerald Youth Foundation. The foundation already has parking on Parcel 081KJ033, but both parcels are designated for low density residential uses. Access to the current parking on 081KJ033 is from E. Emerald Avenue. The expanded parking lot will face the parking lot fo Emerald Avenue United Methodist Church on the southeast side of E. Emerald Avenue.

SECTOR PLAN REQUIREMENTS FROM GENERAL PLAN (May meet any of these.):

CHANGES OF CONDITIONS WARRANTING AMENDMENT OF THE LAND USE PLAN:

INTRODUCTION OF SIGNIFICANT NEW ROADS OR UTILITIES THAT WERE NOT ANTICIPATED IN THE PLAN AND MAKE DEVELOPMENT MORE FEASIBLE:

No known improvements have been made recently to any of the streets surrounding this site. Public water and sewer utilities are available to the serve this property, although KUB is conducting some underground work in the immediate area.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

The One Year Plan designates the existing Emerald Youth Foundation parking lot on Parcel 081KJ033 for GC (General Commercial) uses, while the parcel's current zoning is C-3, consistent with the requested zoning for Parcel 081KJ032. Although zoned R-2/IH-1, the property to the southeast and across the street from the subject property is also used as a parking lot.

CHANGES IN GOVERNMENT POLICY, SUCH AS A DECISION TO CONCENTRATE DEVELOPMENT IN CERTAIN AREAS:

Approval of the sector plan amendment, as well as the related One Year Plan amendment and C-3 zoning, would enhance the capacity of this community-based facility and strengthen it's value to Oakwood/Lincoln Park and the greater Knoxville area.

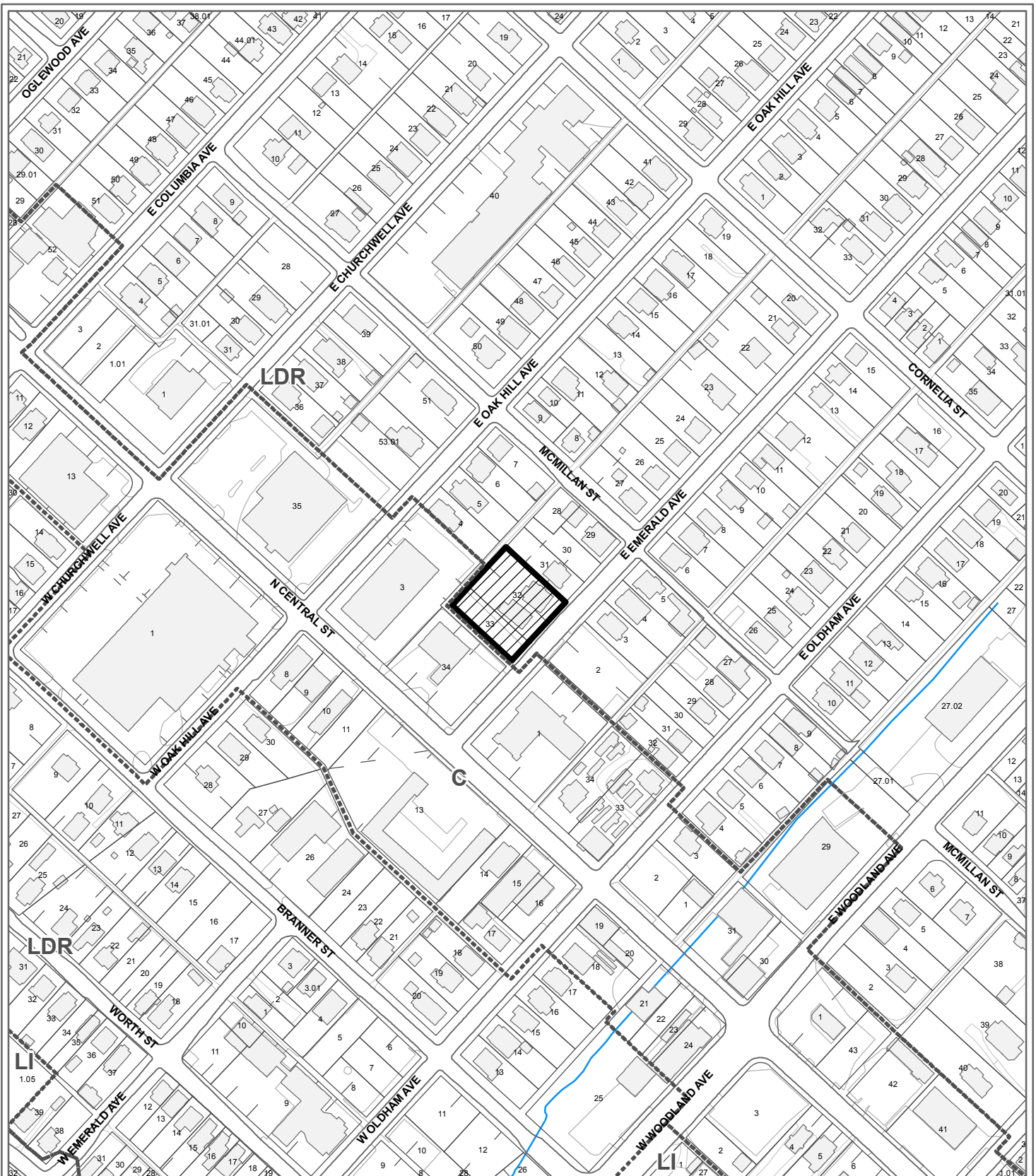
TRENDS IN DEVELOPMENT, POPULATION OR TRAFFIC THAT WARRANT RECONSIDERATION OF THE ORIGINAL PLAN PROPOSAL:

Requiring the use of a landscape buffer on the edges of the subject property abutting residential zoning would establish a suitable transition point between residential and non-residential uses. Restricting access to the expanded parking area through the existing parking lot would help to minimize adverse impacts on residential character of Oakwood/Lincoln Park.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 5/13/2014 and 5/27/2014. If denied, MPC'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 an MPC decision in the City.



**4-A-14-SP  
CENTRAL CITY SECTOR PLAN AMENDMENT**

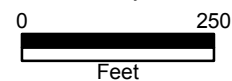
From: LDR (Low Density Residential)  
To: C (Commercial)



Petitioner: Emerald Youth Foundation

Map No: 81

Jurisdiction: City



Original Print Date: 3/25/2014      Revised: 3/28/2014  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902

**KNOXVILLE-KNOX COUNTY  
METROPOLITAN PLANNING COMMISSION**

**A RESOLUTION AMENDING THE CENTRAL CITY SECTOR PLAN**

***WHEREAS**, the Knoxville-Knox County Metropolitan Planning Commission, a regional planning commission established pursuant to state statute, has the duty to make, adopt and amend plans for the physical development of Knoxville and Knox County; and*

***WHEREAS**, the Metropolitan Planning Commission pursuant to state statute has prepared and adopted the Knoxville-Knox County General Plan 2033, as the official comprehensive plan for Knoxville and Knox County; and*

***WHEREAS**, the Council of the City of Knoxville and the Commission of Knox County have adopted the Knoxville Knox County General Plan 2033, as the official comprehensive plan for Knoxville and Knox County; and*

***WHEREAS**, the Metropolitan Planning Commission has prepared the Knox County Future Land Use Map, a portion of which is contained within the Central City Sector Plan, consistent with the requirements of the General Plan; and*

***WHEREAS**, the Knoxville-Knox County General Plan 2033, provides criteria for periodic updates and amendments of the land use maps contained within plans initiated by the Planning Commission or in response to applications from property owners; and*

***WHEREAS**, Emerald Youth Foundation has submitted an application to amend the Sector Plan from LDR (Low Density Residential to C (Commercial), for property described in the application; and*

***WHEREAS**, the Metropolitan Planning Commission staff recommends approval of an amendment to the Central City Sector Plan, consistent with General Plan requirements that such amendment represents either a logical extension of a development pattern, or is warranted because of changing conditions in the sector as enumerated in the Plan; and*

***WHEREAS**, the Metropolitan Planning Commission, at its regularly scheduled public hearing on April 10, 2014, after consideration of the staff recommendation and testimony from those persons in support and opposed to the plan amendment, approved the amendment for the subject property, as requested, and/or amended.*

**NOW, THEREFORE, BE IT RESOLVED BY THE KNOXVILLE-KNOX COUNTY METROPOLITAN PLANNING COMMISSION:**

*SECTION 1: The Planning Commission hereby adopts the revised amendment to the Central City Sector Plan, with its accompanying staff report and map, file #4-A-14-SP.*

*SECTION 2: This Resolution shall take effect upon its approval.*

*SECTION 3: The Planning Commission further recommends that Knoxville City Council likewise consider this revised amendment to the General Plan 2033.*

\_\_\_\_\_  
Date

\_\_\_\_\_  
Chairman

\_\_\_\_\_  
Secretary



**KNOXVILLE/KNOX COUNTY METROPOLITAN PLANNING COMMISSION  
PLAN AMENDMENT/REZONING REPORT**

**FILE #:** 4-D-14-RZ  
4-A-14-PA

**AGENDA ITEM #:** 33  
**AGENDA DATE:** 4/10/2014

**APPLICANT:** EMERALD YOUTH FOUNDATION  
**OWNER(S):** David Wells

**TAX ID NUMBER:** 81 K J 032  
**JURISDICTION:** Council District 5  
**STREET ADDRESS:** 121 E Emerald Ave

**LOCATION:** Northwest side E. Emerald Ave., northeast of N. Central St.

**TRACT INFORMATION:** 15000 square feet.

**SECTOR PLAN:** Central City

**GROWTH POLICY PLAN:** Urban Growth Area (Inside City Limits)

**ACCESSIBILITY:** Access is via E. Emerald Avenue, a local street, with approximately 28 ft. of pavement width, within 50 ft. of right-of-way.

**UTILITIES:** Water Source: Knoxville Utilities Board  
Sewer Source: Knoxville Utilities Board

**WATERSHED:** Second Creek

**PRESENT PLAN DESIGNATION/ZONING:** MDR (Medium Density Residential) / R-1 (Low Density Residential) / IH-1 (Infill Housing Overlay) & R-2 (General Residential) / IH-1 (Infill Housing Overlay)

**PROPOSED PLAN DESIGNATION/ZONING:** GC (General Commercial) / C-3 (General Commercial)/IH-1 (Infill Housing Overlay)

**EXISTING LAND USE:** Vacant residential

**PROPOSED USE:** Parking for Emerald Youth Foundation

**EXTENSION OF PLAN DESIGNATION/ZONING:** Yes, from the southwest

**HISTORY OF ZONING REQUESTS:** None noted for this property.

**SURROUNDING LAND USE, PLAN DESIGNATION,** North: Emerald Youth Foundation, two-family dwelling - LDR, G - C-3 (General Commercial), R-2 (General Residential), IH-1 (Infill Housing Overlay)

**ZONING** South: Emerald Avenue United Methodist Church - LDR - R-2 (General Residential), IH-1 (Infill Housing Overlay)

East: Single-family attached dwelling - LDR - R-2 (General Residential). IH-1 (Infill Housing Overlay)

West: Emerald Youth Foundation - GC - C-3 (General Commercial), IH-1 (Infill Housing Overlay)

**NEIGHBORHOOD CONTEXT:** The subject property is located at the southwestern edge of the Oakwood/Lincoln Park community. Properties to the northeast are

developed primarily with single-family detached uses, while properties to the southwest are developed with commercial and quasi-public uses, including the principal Emerald Youth Foundation building. Surrounding zoning includes C-3, R-1 and R-2, with several properties designated with an IH-1 overlay.

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**STAFF RECOMMENDATION:**

► **RECOMMEND that City Council APPROVE GC (General Commercial) One Year Plan designation.**

Approval of this plan amendment to GC (General Commercial) will represent a logical and minor extension of the plan designation from the southwest. With adequate landscaping along the edges of the property abutting residential zoning and access restricted to the existing curb cut on E. Emerald Avenue for the foundation's current parking, the additional parking proposed will be compatible with the scale and intensity of this portion of the Oakwood/Lincoln Park community.

► **RECOMMEND that City Council APPROVE C-3 (General Commercial)/IH-1 (Infill Housing Overlay) zoning, subject to two conditions:**

1. Installation of a Type "B" landscape screen along the northwest and northeast property lines abutting or facing residential zoning. This shall include one row of evergreen trees, reaching a mature height of 20 ft., with branches touching the ground and planted on a maximum 10 ft. centers. (See attached Exhibit A.)
2. Designing the layout of the expanded parking area so that access is only provided through the curb cut for the existing parking area on Parcel 081KJ033.

**COMMENTS:**

These requests for the approval of a One Year Plan general commercial designation and C-3 zoning will allow the creation of additional parking for the Emerald Youth Foundation. The foundation already has parking on Parcel 081KJ033, which has access to and from E. Emerald Avenue by means of a curb cut and alley. The expanded parking lot will face the parking lot for Emerald Avenue United Methodist Church on the southeast side of E. Emerald Avenue.

**ONE YEAR PLAN AMENDMENT REQUIREMENTS:**

**CHANGES OF CONDITIONS WARRANTING AMENDMENT OF THE LAND USE PLAN (may meet any one of these):**

- A. AN ERROR IN THE PLAN - The site's current designation for medium density residential uses appears to be an isolated location for medium density development, especially since a portion of the site is zoned for R-1 (Low Density residential) uses. A larger area for medium density development would be more appropriate to preserve relative to the commercial corridor along N. Central Street.
- B. A SIGNIFICANT CHANGE IN THE DEVELOPMENT PATTERN, OR THE COMPLETION OF A PUBLIC IMPROVEMENT (ROAD, PARK, SEWER), WHICH CHANGES THE BASIS ON WHICH THE PLAN WAS DEVELOPED FOR AN AREA - Public water and sewer are in place to serve the subject property. KUB is underway with underground utility improvements to the east of the subject property along McMillan Street.
- C. A CHANGE IN PUBLIC POLICY, UNANTICIPATED BY THE PLAN - No specific change in public policy has occurred to warrant this plan amendment.
- D. NEW INFORMATION (INCLUDING NEW PLANS AND STUDIES PRODUCED BY MPC) BECOMING AVAILABLE, WHICH REVEALS THE NEED FOR A PLAN AMENDMENT - No new information has become available to reveal the need for this plan amendment. However, the request does represent a minor extension of the general commercial designation from the southwest.

**REZONING REQUIREMENTS FROM THE ZONING ORDINANCE (must meet all of these):**

**THE PROPOSED AMENDMENT SHALL BE NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND DISTRICTS AFFECTED, OR IN THE CITY/COUNTY GENERALLY:**

1. With the conditions noted for an adequate landscape buffer and restricted access to E. Emerald Avenue, the proposed use of the property will be compatible with the scale and intensity of the surrounding neighborhood.
2. The edge of the property is within 250 ft. of N. Central Street, located to the southwest, and is adjacent to other commercial property.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSE OF THE APPLICABLE ZONING ORDINANCE:

1. The C-3 zone, as described in the zoning ordinance, is for personal and business services and general retail businesses. This zoning category is intended to include areas where commercial development has displaced or is displacing residential development, or is moving in on vacant land. Further, the regulations are designed to guide future change so as to discourage formation of future commercial slums, to preserve the carrying capacity of the streets, and to provide for off-street parking and loading. It is not the intent of this district to encourage the extension of existing strip commercial areas, but rather to provide concentrations of general commercial activities. As such, the C-3 zone is appropriate for this location.

THE PROPOSED AMENDMENT SHALL NOT ADVERSELY AFFECT ANY OTHER PART OF THE COUNTY, NOR SHALL ANY DIRECT OR INDIRECT ADVERSE EFFECTS RESULT FROM SUCH AMENDMENT:

1. The proposal will have no impact on schools and little to no impact on area traffic volumes or patterns.  
2. C-3 zoning with the conditions noted is compatible with the scale and intensity of surrounding development and should have minimal impact on abutting and nearby properties.

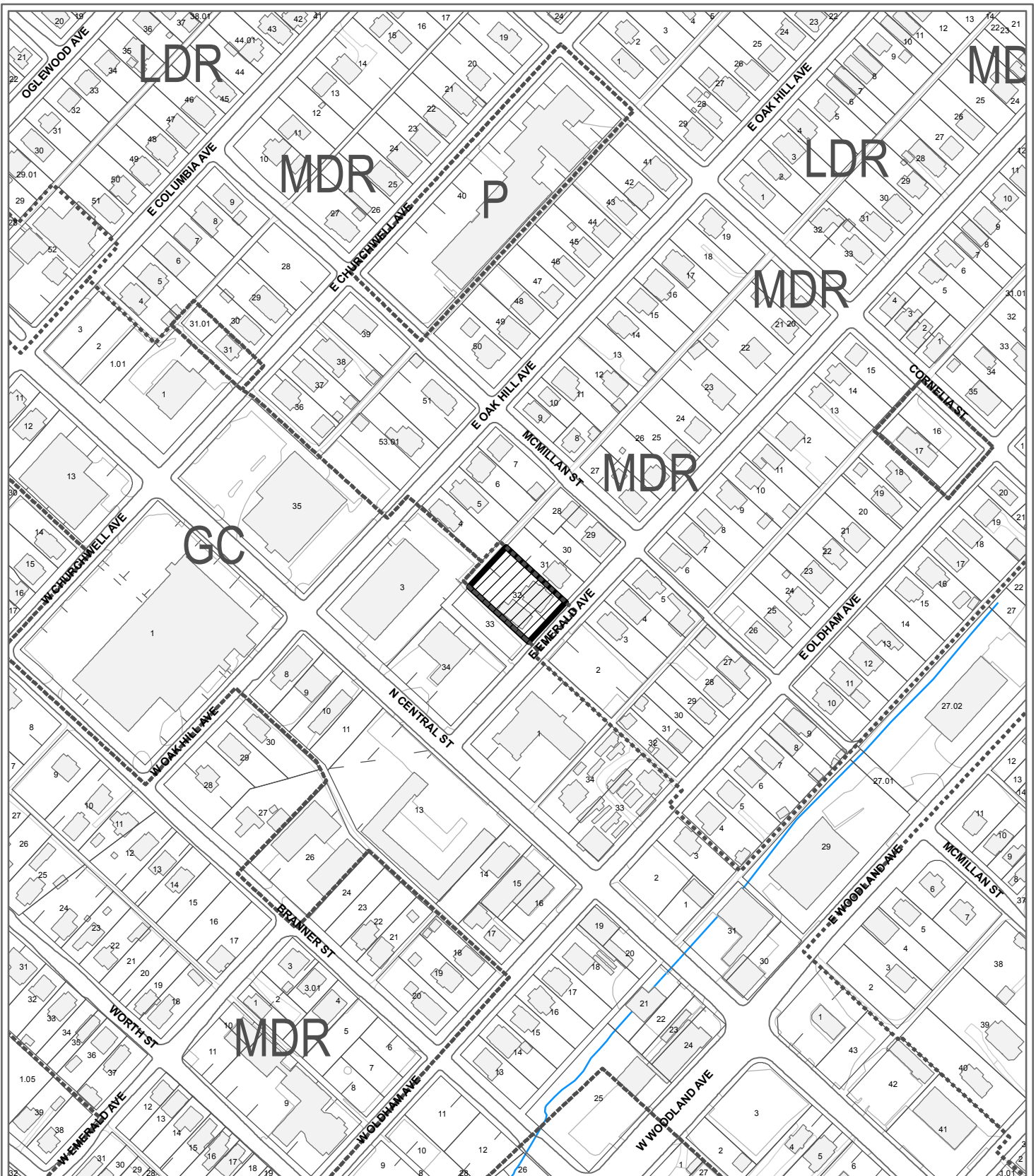
THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE GENERAL PLAN OF KNOXVILLE AND KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS:

1. The One Year Plan shows the adjacent tract, 081KJ033, as being designated for GC uses, while the property's zoning is C-3. This is the location of the existing Emerald Youth Foundation parking lot.  
2. The property is located within the Urban Growth Area (City Limits of Knoxville) on the Knoxville-Knox County-Farragut Growth Policy Plan map.  
3. The proposed amendment does not appear to conflict with any other adopted plans.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 5/13/2014 and 5/27/2014. If denied, MPC'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 an MPC decision in the City.



**4-A-14-PA / 4-D-14-RZ  
ONE YEAR PLAN AMENDMENT**

From: MDR (Medium Density Residential)

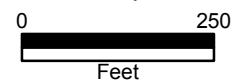
To: GC (General Commercial)



Petitioner: Emerald Youth Foundation

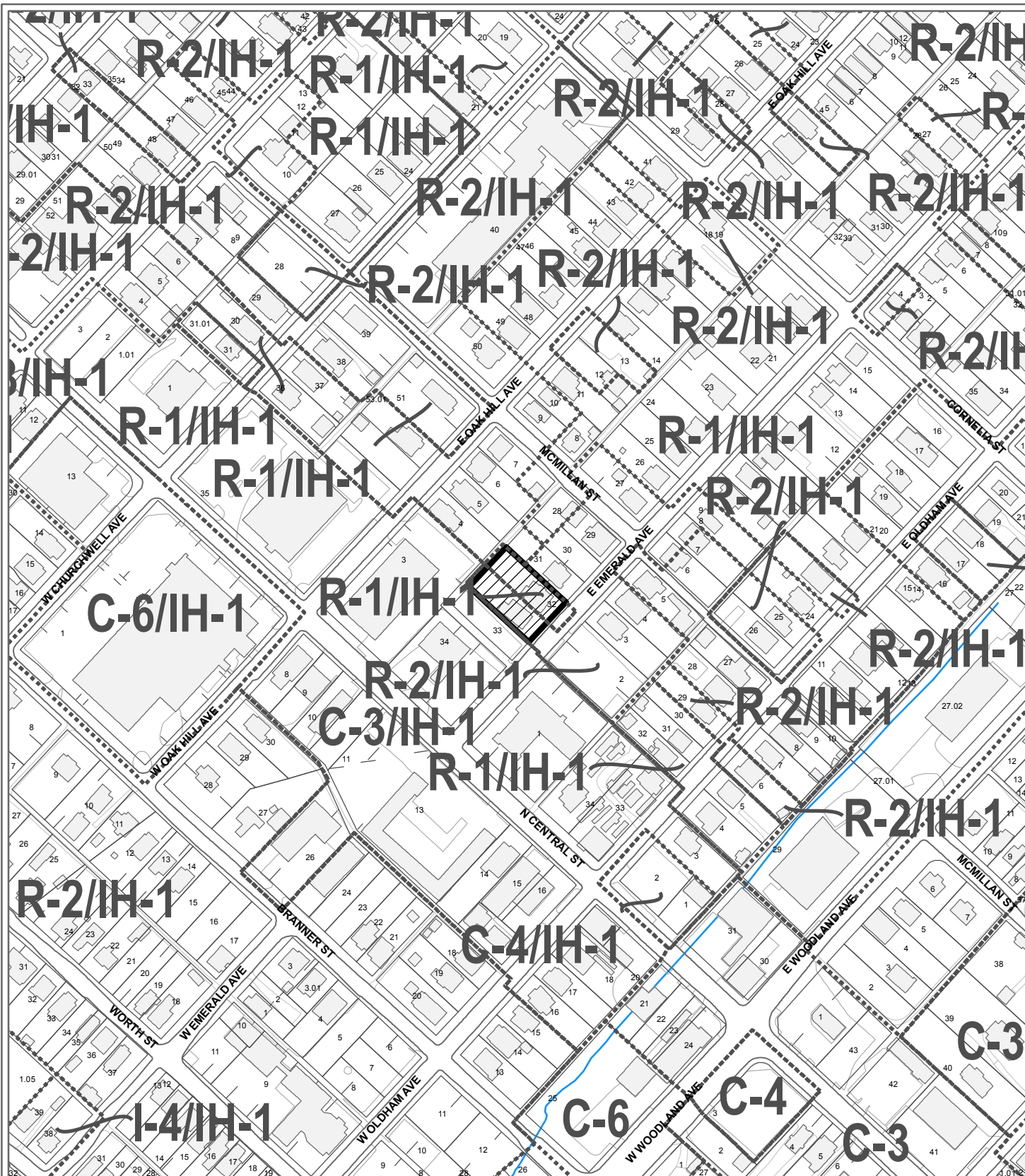
Map No: 81

Jurisdiction: City



Original Print Date: 3/25/2014      Revised: 3/27/2014  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902





**4-D-14-RZ  
REZONING**

From: R-1/IH-1, R-2/IH-1 (Low Density and Medium Density Residential/  
Infill Housing Overlay)

To: C-3/ IH-1 (General Commercial/ Infill Housing Overlay)



Original Print Date: 3/25/2014  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902

Revised:

Petitioner: Emerald Youth Foundation

Map No: 81

Jurisdiction: City



# GUIDELINES LANDSCAPE SCREENING

## DESIGN

### Type "B" Screen: Continuous

**APPROPRIATE LOCATION:** Screening parking and loading areas from adjoining residential and office districts

**NOTE:** Landscape buffer strips should be a minimum of 12 feet in width, and sown with grass or ground cover for their full width, allowing for mulch at the base of plantings.

**INTRODUCTION**

Landscape screening reduces the impact of intense development upon adjacent land uses by providing visual separation, reducing the transmission of glare and air pollution, and limiting access. Screening also promotes the aesthetic appeal of a neighborhood and promotes higher property values.

This series of design guidelines defines several types of landscape screen. Each type is applicable to a certain intensity of conflict between adjacent land uses. Each screen type is illustrated by several planting schemes with an equivalent height, density and opacity of landscaping.

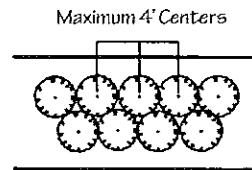
MPC uses these guidelines to illustrate desirable levels of screening appropriate to various site planning situations. Creative alternatives which achieve a comparable effect are encouraged.

**For more information:**  
 MPC  
 Development Services  
 Suite 403  
 City County Building  
 400 Main Street  
 Knoxville, TN 37902  
 Phone: 865 215-2500  
 Fax: 865 215-2068  
 Web: www.knoxmpc.org

The contents of these guidelines are advisory and are intended to supplement, but not replace, the requirements of the Knoxville Zoning Ordinance and the Knox County Zoning Ordinance.

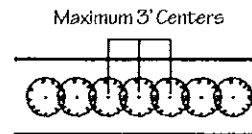
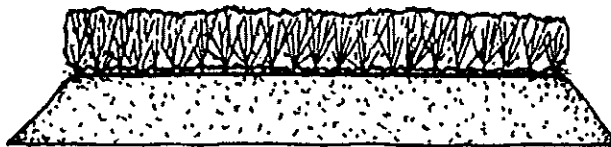
SHRUB HEIGHT  
 Installed: 4 ft.  
 Mature: 6 ft.

- Two offset rows of evergreen shrubs



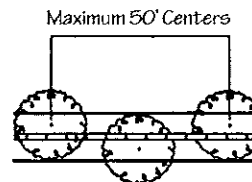
SHRUB HEIGHT  
 Installed: 2 ft.  
 Mature: 3 ft.

- A continuous row of evergreen shrubs on a 3 ft. high earth berm



TREE HEIGHT  
 Installed: 8 ft.  
 Mature: 15 ft.

- A 5 ft. high masonry wall or timber fence with evergreen trees and low shrubs or climbing vines



TREE HEIGHT  
 Installed: 8 ft.  
 Mature: 20 ft.

- One row of evergreen trees with branches touching the ground

