



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

▶ **FILE #:** 2-B-15-RZ (REVISED) **AGENDA ITEM #:** 30
2-B-15-SP (REVISED) **AGENDA DATE:** 2/12/2015

▶ **APPLICANT:** TDK CONSTRUCTION COMPANY
OWNER(S): TDK Construction Company

TAX ID NUMBER: 57 002,00301&00302 056-125 [View map on KGIS](#)
JURISDICTION: Commission District 7
STREET ADDRESS:

▶ **LOCATION:** Southeast side W. Emory Rd., southwest of Central Avenue Pike
▶ **TRACT INFORMATION:** 14.6 acres.
SECTOR PLAN: North County
GROWTH POLICY PLAN: Planned Growth Area
ACCESSIBILITY: Access is via W Emory Rd., a major arterial with 60' of pavement width within 60' of right-of-way.
UTILITIES: Water Source: Hallsdale-Powell Utility District
Sewer Source: Hallsdale-Powell Utility District
WATERSHED: Beaver Creek

▶ **PRESENT PLAN DESIGNATION/ZONING:** MU-SD (NCO-4) (Mixed Use - Special District - North County) / PC (Planned Commercial)

▶ **PROPOSED PLAN DESIGNATION/ZONING:** HDR (High Density Residential) / PR (Planned Residential)

▶ **EXISTING LAND USE:** House and vacant land

▶ **PROPOSED USE:** Luxury apartments (up to 250 units)

DENSITY PROPOSED: 19 du/ac

EXTENSION OF PLAN DESIGNATION/ZONING:

HISTORY OF ZONING REQUESTS:

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING

North: Rural residential and agricultural / CA (General Business) and A (Agricultural)
South: Vacant / A (Agricultural) and F (Floodway)
East: Rural residential, single family, and office / CA (General Business), A (Agricultural), and F (Floodway)
West: Vacant and public / A (Agricultural) and F (Floodway)

NEIGHBORHOOD CONTEXT: This site is approximately .75 miles west of the Emory Rd./I-75 interchange, .2 miles east of the Powell Branch Library, and Beaver Creek is along the southeast property boundary. The Emory Road interchange area is developing into a regional employment center, in part because of supportive services around the Tennova North hospital and continued expansion of

STAFF RECOMMENDATION:

- ▶ **APPROVE an amendment to the Emory Road/I-75 Mixed Use District (NCO-4) to allow consideration of MDR up to 24 dwelling units per acre for the subject properties in the PR (Planned Residential) zone. (Applicant requested High Density Residential [HDR]).**

The NCO-4 district is an expanding employment center around I-75 interchange that includes the Tennova North hospital and large commercial developments. On the western edge of the district, the boundary extends west of Central Avenue Pike and Heiskell Road so that all four corners of this Emory Road intersection have similar development intensities. The subject properties are uniquely situated in that the Beaver Creek floodplain creates a logical termination for higher intensity uses and natural buffer to the west and south, and MDR uses are considered an appropriate transitional development type between higher and lower intensity development. In addition, the Knoxville city limits are within close proximity being immediately east of Central Avenue Pike, along with the Urban Growth Boundary of the Growth Policy Plan. While the proposed amendments only include the subject properties, the entire NCO-4 district should be studied to determine if additional areas should be allowed consideration of increased residential density – particularly areas in the City and Urban Growth Boundary.

- ▶ **RECOMMEND that County Commission APPROVE PR (Planned Residential) zoning at a density of up to 19 du/ac, as requested.**

The recommended PR zoning is compatible with surrounding development and zoning, is consistent with the NCO-4 mixed used district plan designation (if amended as recommended), and will allow up to 19 dwelling units per acre as proposed for the site. PR zoning is a preferable zone for this site because it allows clustering of units in the less-constrained portions of the site and requires development plan approval by MPC prior to construction.

COMMENTS:

SECTOR PLAN REQUIREMENTS FROM GENERAL PLAN (May meet any one 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:

1) Before the 2012 update to the North County Sector Plan the improvements to Emory Road were complete and the new Powell Drive (which functions as an extension of the improved Emory Road) had started construction. Powell Drive is now complete as of 2015.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

- 1) The NCO-4 district (including the subject properties) west of Central Avenue Pike and Heiskell Road, are within the Planned Growth Area (PGA) of the Growth Policy Plan.
- 2) The NCO-4 district, between Central Avenue Pike/Heiskell Road and I-75, are either in the City or the Urban Growth Boundary (UGB).
- 3) The MDR land use classification allows consideration of densities above 12 dwelling units per acre, however, recommends that the property "should be within 1/4 mile of transit service with sidewalk connections to transit service". The subject properties are not within 1/4 mile of transit service.
- 4) The subject properties have sidewalk connections and are less than a 1/4 mile to a public library and a proposed community/regionally-oriented shopping center.
- 5) The greater area around the I-75 and Emory Road interchange is developing into a regional employment center, anchored by the Tennova North hospital and surrounding supportive uses, and the existing/proposed commercial development.
- 6) On the south side of Emory Road, the Beaver Creek floodplain provides a buffer to uses south of the creek which are within the UGB.
- 7) The subject properties are the western most boundary of the NCO-4 district and are currently zoned PC (Planned Commercial). The adjacent property to the west is currently vacant and has a Low Density Residential (LDR) sector plan designation, however, the property has limited capacity for development because the Beaver Creek floodplain covers a majority of the property.
- 8) Emory Road has been improved to 4 travel lanes, 1 continuous turn lane, and sidewalks.
- 9) A greenway along Beaver Creek has been proposed that, if completed, will run along the southern portion of this property and could potentially provide connections to Clinton Highway (west) and Maynardville Highway

(east).

10) With availability of employment, shopping, public services (library), infrastructure, and potential greenway connections, the subject properties can accommodate densities above 12 dwelling units per acre. With the exception of transit not currently being available, the area provides access to levels of service similar to other urban areas.

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

Not applicable.

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

1) The former airport site, west of I-75 and south of Emory Road, is currently proposed to be a large shopping center. If this development materializes and begins to fill out, other properties along Emory Road that are largely underutilized will begin to be redeveloped into more intense uses.

2) MDR development at the edges of this NCO-4 district can provide population intensities to support the commercial/office development in the area and be a transitional use to surrounding LDR areas.

REZONING REQUIRMENTS FROM ZONING ORDINANCE (must meet all of these):

NEED BASED ON SUBSTANTIALLY CHANGED/CHANGING CONDITIONS IN THE AREA OR THE COUNTY GENERALLY:

1) The PR zone requires use on review approval of a development plan by MPC prior to construction. This will provide the opportunity to review the plan and address issues such as traffic circulation, recreational amenities, drainage, types of units and other potential development concerns. It will also give the opportunity for public comment at the MPC meeting.

2) The site is within a mixed use land classification that allows commercial, office, hotel and MDR residential uses.

3) The site has direct access to W. Emory Rd., which is classified as a major arterial street.

4) The site does have flood constraints (floodway and 500-year floodplain) on the southern portion of the property along Beaver Creek. The property covered by the FEMA floodway will not count toward the useable (unconstrained) acreage when calculating allowed density.

CONSISTENCY WITH INTENT AND PURPOSE OF THE ZONING ORDINANCE:

1) PR zoning is intended to provide optional methods of land development which encourage more imaginative solutions to environmental design problems. Residential areas thus established would be characterized by a unified building and site development program, open space for recreation and provision for commercial, religious, educational and cultural facilities which are integrated with the total project by unified architectural and open space treatment.

2) Additionally, the zoning states that each development shall be compatible with the surrounding or adjacent zones. Such compatibility shall be determined by the Planning Commission by review of development plans.

THE EFFECTS OF THIS PROPOSAL

1) Public water and sewer utilities are available in the area.

2) At the recommended density of up to 19 du/ac on the unconstrained 13.2 acres (outside the FEMA floodway), up to 250 dwelling units could be proposed for the site. Developed with the proposed apartment units, this would add approximately 2175 trips to the street system and about 66 children to the school system. The 'gross density' of the proposed development is 14.6 du/ac (assuming 250 dwelling units on 17.1 acres), which includes the acreage zoned F [Floodway] and/or designated as FEMA floodway (3.9 acres).

3) PR zoning at the recommended density is compatible with surrounding development and should have a minimal impact on adjacent properties.

CONFORMITY OF THE PROPOSAL TO ADOPTED PLANS

1) The North County Sector Plan (if amended as recommended) proposes medium density residential uses for this property, consistent with PR zoning at 19 du/ac.

2) The site is located within the Planned Growth Area on the Knoxville-Knox County-Farragut Growth Policy Plan map.

ESTIMATED TRAFFIC IMPACT: 2175 (average daily vehicle trips)

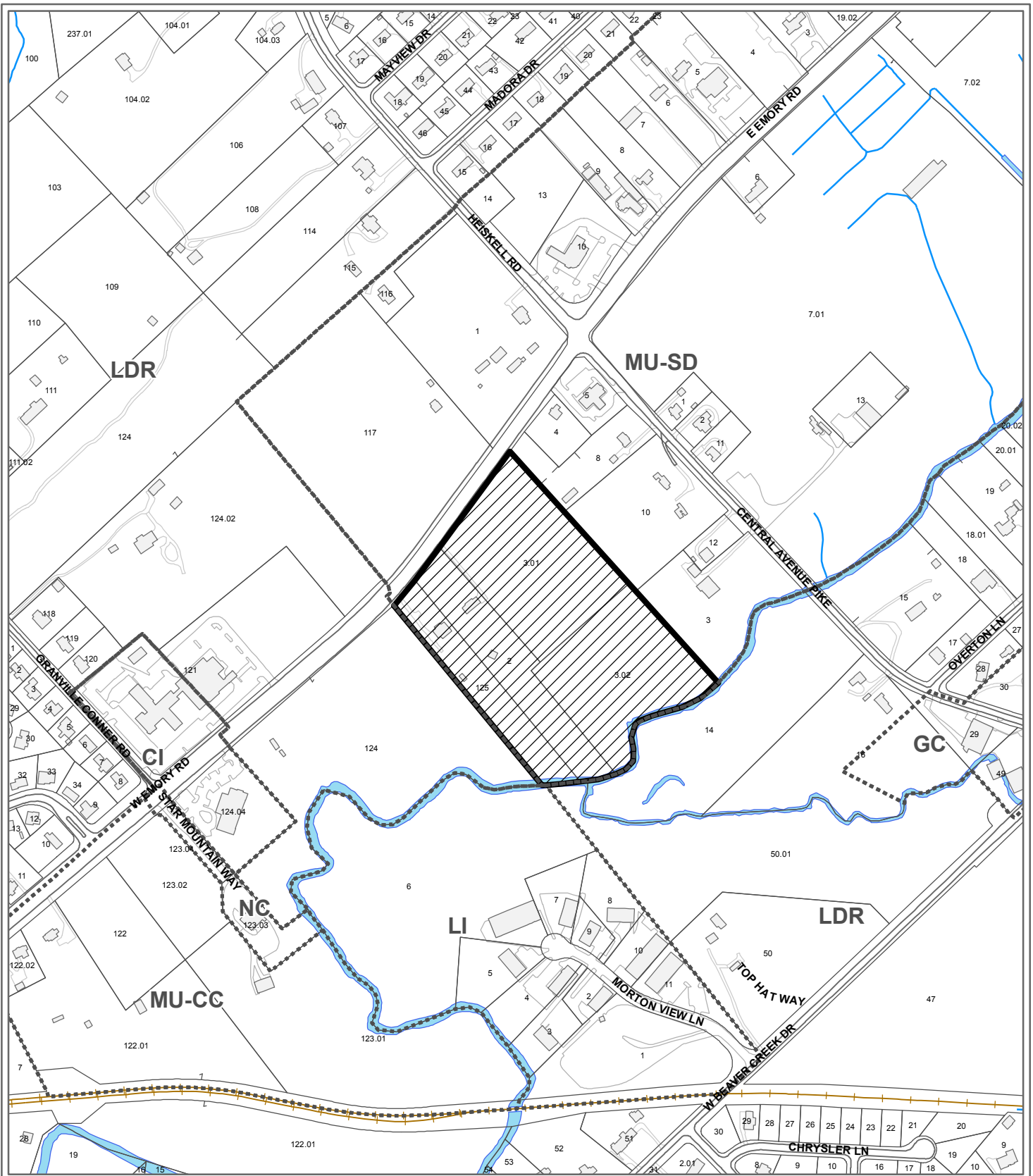
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate during a 24-hour day (Monday through Friday), with a "trip" counted each time a vehicle enters or exits a proposed development.

ESTIMATED STUDENT YIELD: 66 (public and private school children, ages 5-18 years)

Schools affected by this proposal: Powell Elementary, Powell Middle, and Powell High.

- School-age population (ages 5–18) is estimated by MPC using data from a variety of sources.
- While most children will attend public schools, the estimate includes population that may be home-schooled, attend private schools at various stages of enrollment, or drop out of the public system.
- Students are assigned to schools based on current attendance zones as determined by Knox County Schools. Zone boundaries are subject to change.
- Estimates presume full build-out of the proposed development. Build-out is subject to market forces, and timing varies widely from proposal to proposal.
- Student yields from new development do not reflect a net addition of children in schools. Additions occur incrementally over the build-out period. New students may replace current population that ages through the system or moves from the attendance zone.
- School capacities are subject to change by Knox County Schools through building additions, curriculum or scheduling changes, or amendments to attendance zone boundaries.

If approved, this item will be forwarded to Knox County Commission for action on 3/23/2015. If denied, MPC's action is final, unless the action to deny is appealed to Knox County Commission. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 30 days to appeal an MPC decision in the County.



**2-B-15-SP / 2-B-15-RZ
NORTH COUNTY SECTOR PLAN AMENDMENT**

From: MU-SD (NCO-4) (Mixed Use - Special District - North County) & SP (Stream Protection)

To: HDR (High Density Residential) & SP (Stream Protection)



Original Print Date: 1/23/2015

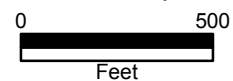
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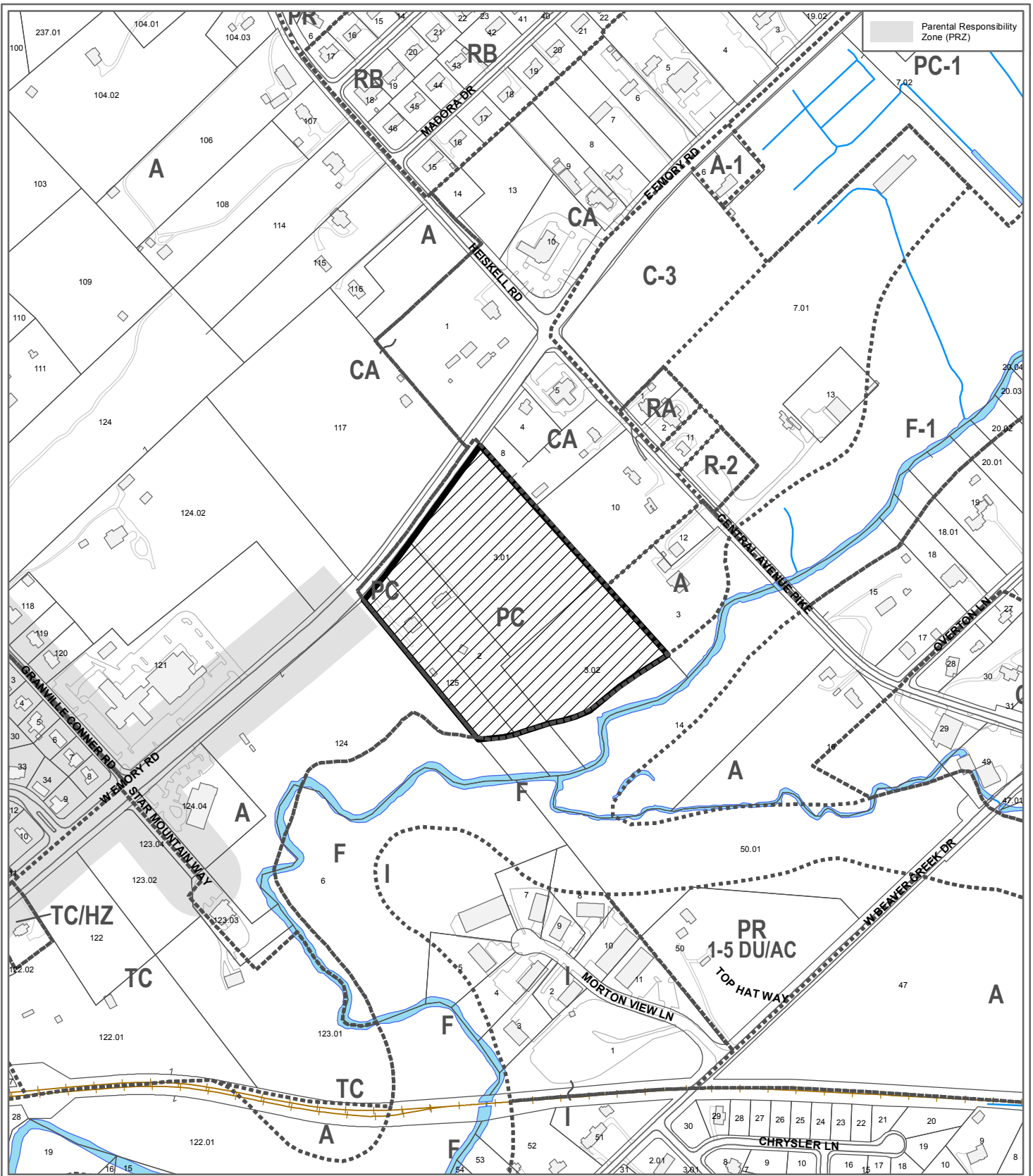
Metropolitan Planning Commission * City / County Building * Knoxville, TN 37902

Petitioner: TDK Construction Company

Map No: 57

Jurisdiction: County





**2-B-15-RZ
REZONING**

From: PC (Planned Commercial)
To: PR (Planned Residential)



Petitioner: TDK Construction Company

Map No: 57
Jurisdiction: County



Original Print Date: 1/23/2015 Revised:
Metropolitan Planning Commission * City / County Building * Knoxville, TN 37902