

► **FILE #:** 6-B-15-RZ

**AGENDA ITEM #:** 21

**AGENDA DATE:** 6/11/2015

► **APPLICANT:** J. DANIEL SMITH (SMITH VENTURES, LLC)

OWNER(S): Smith Ventures LLC

TAX ID NUMBER: 95 H A 003

[View map on KGIS](#)

JURISDICTION: City Council District 6

STREET ADDRESS: 122 S Central St

► **LOCATION:** East side S. Central St., north side Willow Ave.

► **APPX. SIZE OF TRACT:** 0.14 acres

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via S. Central Street, a minor arterial street with 33' of pavement within 50' of right-of-way, and Willow Avenue, a minor collector with 48' of pavement within 60' of right-of-way. The site is serviced by multiple KAT bus and trolley routes, and is within close proximity to the main KAT station. The sidewalks adjacent to the subject property are approximately 9' along S. Central Street and 7' along Willow Avenue.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: First Creek

► **PRESENT ZONING:** I-2 (Restricted Manuf. and Warehousing) / D-1 (Downtown Design Over.)

► **ZONING REQUESTED:** C-2 (Central Business District) / D-1 (Downtown Design Overlay)

► **EXISTING LAND USE:** Commercial

► **PROPOSED USE:** Mixed use - commercial and residential

EXTENSION OF ZONE: Yes

HISTORY OF ZONING: None noted.

SURROUNDING LAND USE AND ZONING: North: Commercial - Office - Residential / C-2 (Central Business District)

South: Parking / C-3 (General Commercial)

East: Parking / C-2 (Central Business District)

West: Commercial - Office - Residential / C-2 (Central Business District)

NEIGHBORHOOD CONTEXT: This area is developed with a variety of residential, office, retail, and restaurant uses predominantly within the C-2 zoning district.

**STAFF RECOMMENDATION:**

► **RECOMMEND that City Council APPROVE C-2 (Central Business District) / D-1 (Downtown Design Overlay).**

C-2 zoning is consistent with the sector plan and one year plan designations for the area, and is an extension of central business district zoning from the north, east and west.

**COMMENTS:**

REZONING REQUIREMENTS FROM ZONING ORDINANCES (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. The property is located in the South of Magnolia Avenue (SOMAG) Mixed Use District (MU-CC3) which includes the northern edge of downtown, East Summit Hill Drive, portions of the Old City, and the warehouse district south of Magnolia Avenue. The recommended mix of land uses include office, wholesale and retail commercial, warehousing and light manufacturing, and residential development.
2. C-2 (Central Business District) zoning is compatible with the surrounding land uses and zoning. Other properties in the area have been rezoned C-2 in recent years, consistent with approved land use plans for the area including the Central City Sector Plan (2014) and the Magnolia Avenue Corridor Plan (2009).
3. C-2 zoning for the subject property will allow reuse of the existing structure or the redevelopment of the site for the proposed mix of uses.

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

1. The C-2 zoning district, with complementary office, medical, civic, residential, and historical areas, forms the metropolitan center for commercial, financial, professional, governmental, and cultural activities. The intent is to protect and improve the central business district for the performance of its primary functions. In addition, uses are discouraged which do not require a central location or would create friction in the performance of functions that should be centralized.
2. The D-1 (Downtown Design Overlay) zoning district is intended to foster attractive and harmonious development and rehabilitation in Downtown Knoxville that reflects the goals of adopted plans and the principles of the downtown design guidelines.

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 C-2 zoning is compatible with the surrounding land uses and zoning pattern.
2. The C-2 zoning is compatible with the surrounding scale and intensity of development.
3. The proposal will not create any direct or indirect adverse effects in the surrounding area or any other part of the County.

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

1. The SOMAG (MU-CC3) mixed use district allows the consideration of the recommended uses within the Regional Mixed Use Center (MU-RC) land use classification, which states among other things, that the district should be served by sidewalks and transit systems and located on a major arterial, adjacent to an Interstate highway or adjacent to downtown, and the location does not include auto and truck-oriented uses. This proposal is compatible with the general description and location criteria of the MU-RC.
2. The MU-RC land use classification recommends the C-2 zoning district within the downtown area.
3. This proposal does not present any apparent conflicts with any other adopted plans

ESTIMATED TRAFFIC IMPACT: Not required.

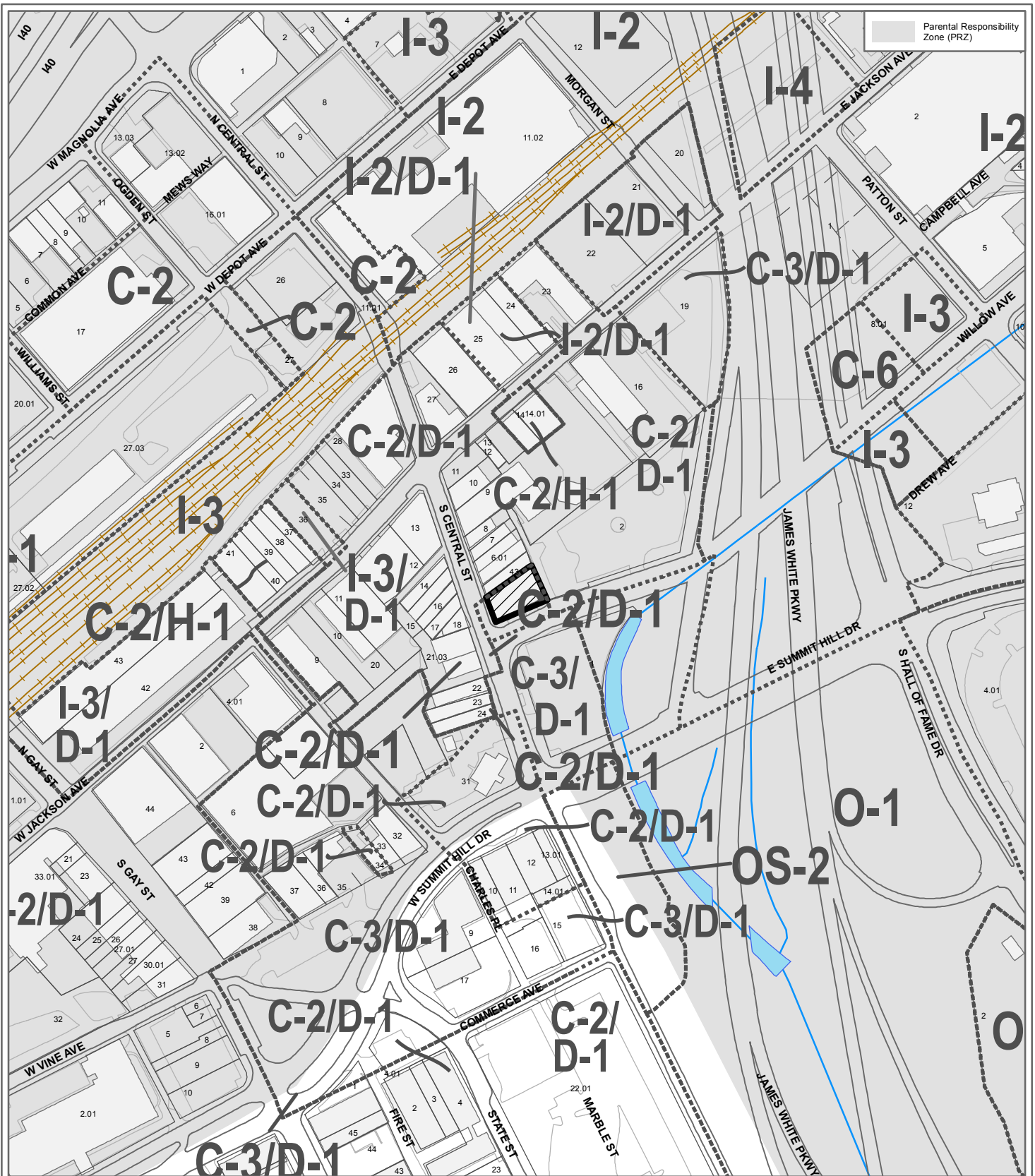
ESTIMATED STUDENT YIELD: 6 (public and private school children, ages 5-18 years)

Schools affected by this proposal: Green Magnet Academy, Vine Middle Magnet, and Austin East 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 Knoxville City Council for action on 7/7/2015 and 7/21/2015. 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.



**6-B-15-RZ  
REZONING**

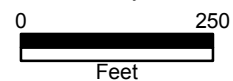
Petitioner: Smith, J. Daniel, (Smith Ventures, LLC)



From: I-2 (Restricted Manufacturing and Warehousing) / D-1 (Downtown Design Overlay)  
To: C-2 (Central Business District) / D-1 (Downtown Design Overlay)

Map No: 95  
Jurisdiction: City

Original Print Date: 5/8/2015  
Revised:  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902



## Magnolia Avenue Corridor

The purpose of the *Magnolia Avenue Corridor Plan* (MPC, 2009) is to create opportunities to enhance development along Magnolia Avenue. It focuses on mixed-use development, encouraging the renovation/reuse of existing structures, developing a ‘complete streets’ improvement strategy for Magnolia Avenue, and improving the parks and greenways within the corridor.

Since the adoption of the corridor plan, the City has hired consultants to study various recommendations in detail to provide a path to implementation, including:

- *Magnolia Avenue Streetscapes Project* (draft 2014)  
The study makes recommendations for implementing the streetscape and ‘complete streets’ concepts on a ‘model block’ for which the rest of the corridor could follow.
- *Greenway Corridor Feasibility Study Project* (underway)  
This is a detailed study for approximately twelve greenway corridors, including extensions of First Creek Greenway north and south from Caswell Park and a connection of First Creek and Second Creek Greenways.
- *Bicycle Facilities Plan* (draft 2014)  
This is a comprehensive plan for bicycle connections with on-street bicycle facilities, such as bike land and shared lanes, as the primary focus. Greenway trails are recommended where on-street facilities are not feasible or generally not recommended.

A form-based zoning code has been drafted and the concepts are referenced in the *Magnolia Avenue Corridor Plan* (MPC, 2009). These concepts should be consulted to condition rezoning requests to further the intent of the plan, or as a new form-based and overlay district zoning is developed.

Plans to reference for additional information:

- *Magnolia Avenue Corridor Plan* (MPC, 2009)
- *Magnolia Avenue Warehouse District Redevelopment and Urban Renewal Plan* (KCDC, 2011)

## MU-CC3: SOMAG Mixed Use District

The South of Magnolia Avenue (SOMAG) district includes the northern edge of Downtown, East Summit Hill Drive, portions of the Old City, and the warehouse district south of Magnolia. As part of this plan, the MU-CC3 district is being extended to include the properties of a similar nature that front on both sides of McCalla Avenue and the south side of Linden Avenue, from Winona Street to Bertrand Street.

### Recommended Uses

A mix of land use should be allowed, including office, wholesale and retail commercial, warehousing and light manufacturing, and residential development. Along East Summit Hill Drive, office, medium to high density residential and institutional uses are appropriate. The concept is to allow mixed-use building forms that are more urban-oriented (for example, multiple stories with small or no front yard setbacks) and designed to enhance the pedestrian experience. Vertical mixed use may be accommodated.

- Regional Mixed Use Center (MU-RC)
- Light Industrial (LI)
- Office (O)
- High Density Residential (HDR)
- Medium Density Residential (MDR)

## Recommended Zoning

Form District or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses, for this district can be considered and should be to conditioned with the applicable design concepts in the *Magnolia Avenue Corridor Plan* (MPC, 2009).

Such design concepts/standards may include, but are not limited to:

- Consistent front and side yard landscaping
- Allowances in a reduction in parking
- Consistency in building setbacks/settings
- Buffers between commercial and adjoining residential properties
- Adherence to adopted plans

## Transportation Improvements

- On-street parking should be marked and provided throughout the area. Willow Avenue, for example, is used by employees for on-street parking and could be striped for diagonal parking.
- The Gateway Projects streetscape improvement concepts for Gay, Williams and Central Street from the *Magnolia Avenue Corridor Plan* (MPC, 2009)

### THE GATEWAY PROJECTS

The City has worked with the Tennessee Department of Transportation on improving the Gay, Williams and Central Street gateways to provide security and enhance the aesthetics under I-40. Landscaping, lighting and signs should be part of this program and should be compatible from one block to another. Street trees should be planted in bulb-outs that define and protect on-street parking areas.



*Magnolia Avenue Corridor Plan*  
MPC 2009

*AIA captured the potential for the Williams Street gateway.*



## Community Facility Improvements

- First Creek Greenway rails-to-trails concept from the *Magnolia Avenue Corridor Plan* (MPC, 2009)



Potential greenway and future development at Willow Avenue

### FIRST CREEK GREENWAY

The First Creek Greenway forms the eastern edge of the SOMAG focus area. A significant portion of the greenway will be realized by the SmartFIX40 improvements. The greenway will be a recreational and transportation asset to this gateway and nearby neighborhoods. AIA provided a vision of the greenway and potential redevelopment along the creek.

*Magnolia Avenue Corridor Plan*  
MPC 2009



## Other Improvements

- New Sullivan Street cross-street connection concept from the *Magnolia Avenue Corridor Plan* (MPC, 2009)
- The supplemental zoning regulations should be amended to allow a district parking program with shared parking under I-40, James White Parkway and Hall of Fame Drive viaducts and on-street parking. The intent is that the district parking plan would be recognized by MPC and City Council as the program serving existing and future development in the Downtown North/Old City area, and reduce the need for required off-street parking.
- The City's *Façade Improvement Program* should be used to improve the area's historic buildings. The U.S. Secretary of Interiors Standards for Rehabilitation should be used to ensure that the historic character of the area is not jeopardized.

### NEW SULLIVAN STREET

The concept for the re-creation of Sullivan Street, was proposed a decade ago, when the area's merchants worked with the City to adopt the Old City Master Plan. There would be several advantages in making a street connection between Jackson Avenue and Willow Avenue: foremost would be new development opportunities, which would line the street with a mix of commercial and residential uses. Perhaps equally important is the creation of better pedestrian flow around the Old City, enabling people to walk

along a new block without going through neglected, largely empty spaces. Cooperation with adjacent merchants and the Southern Railroad, which once used the parcel along Willow Avenue as a rail siding, will be key to redevelopment. The new parking under the viaducts can reasonably meet many of the parking demands for new development in this area.



*Magnolia Avenue Corridor Plan*  
MPC 2009



DESIGN CONCEPT FOR NEW SULLIVAN STREET  
 1. Preserved buildings  
 2. Patio to be extended  
 3. New cobble-like street  
 4. Sidewalks and bollards  
 5. New buildings lining the street  
 6. Potential expansion or outdoor eating