

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

▶ **FILE #:** 10-C-15-SP

**AGENDA ITEM #:** 40

**AGENDA DATE:** 10/8/2015

▶ **APPLICANT:** YORK ACQUISITIONS, LLC

OWNER(S): York Acquisitions, LLC

TAX ID NUMBER: 108 B B 010

[View map on KGIS](#)

JURISDICTION: Council District 6

STREET ADDRESS: 124 S Concord St

▶ **LOCATION:** East side N. Concord St., south of Sutherland Ave.

▶ **APPX. SIZE OF TRACT:** 7.5 acres

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via S. Concord St., a minor arterial street with 4 lanes and 45' of pavement width within 70' of right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: Third Creek

▶ **PRESENT PLAN AND ZONING DESIGNATION:** MDR/O (Medium Density Residential and Office) and Stream Protection / I-2 (Restricted Manufacturing and Warehousing)

▶ **PROPOSED PLAN DESIGNATION:** HDR (High Density Residential) and Stream Protection

▶ **EXISTING LAND USE:** Vacant truck terminal

▶ **PROPOSED USE:** Apartments

EXTENSION OF PLAN DESIGNATION: No

HISTORY OF REQUESTS: None noted

SURROUNDING LAND USE AND PLAN DESIGNATION: North: Railroad R-O-W, concrete plant / HI

South: Tyson Park / PP

East: Tyson Park / PP

West: S. Concord St., Safety City / PP

NEIGHBORHOOD CONTEXT This area is developed with a mix of uses, including residential, office, commercial, industrial and a public park.

**STAFF RECOMMENDATION:**

▶ **ADOPT RESOLUTION #10-C-15-SP, amending the Central City Sector Plan to HDR (High Density Residential) and recommend that Knoxville City Council also approve the sector plan amendment, to make it operative. (See resolution, Exhibit A.)**

A high density residential sector plan designation is appropriate for the subject property. HDR is consistent with the surrounding development and zoning pattern. A mix of uses are established in this area, many of

which would be considered high intensity uses.

**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:

No known road or utility improvements have been made recently in the area, but the existing roads are adequate to handle the additional traffic that would be generated by this project.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

The plan currently calls for medium density residential or office (MDR/O) development at this location, which is not consistent with the current I-2 zoning on the property. The plan obviously supports redevelopment of the site with a different use. The requested high density residential (HDR) designation is more intense than the proposed MDR/O. However, because of the site's close proximity to the University of Tennessee campus, on-site access to Third Creek Greenway leading to the UT campus, as well as sufficient road access and reasonable proximity to existing bus transit lines, staff supports the higher intensity HDR designation for this site.

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

With the wide range of uses and zoning in the area, including R-2 and R-3 zoning in the immediate area of Concord St., and with student housing being developed in the HDR density range about 1200 feet to the east in the northwest corner of the Ft. Sanders Neighborhood, it has been established that a mix of high intensity uses are acceptable in this area. The site directly north of the subject parcel is zoned I-4, which is the heavy industrial zoning district.

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

With the mix of established and developing high-intensity uses in the area and the variety of transportation options available to serve the site, high density residential uses are appropriate to be considered for the site. The site is also located in close proximity to the University of Tennessee campus.

ESTIMATED TRAFFIC IMPACT: 2268 (average daily vehicle trips)

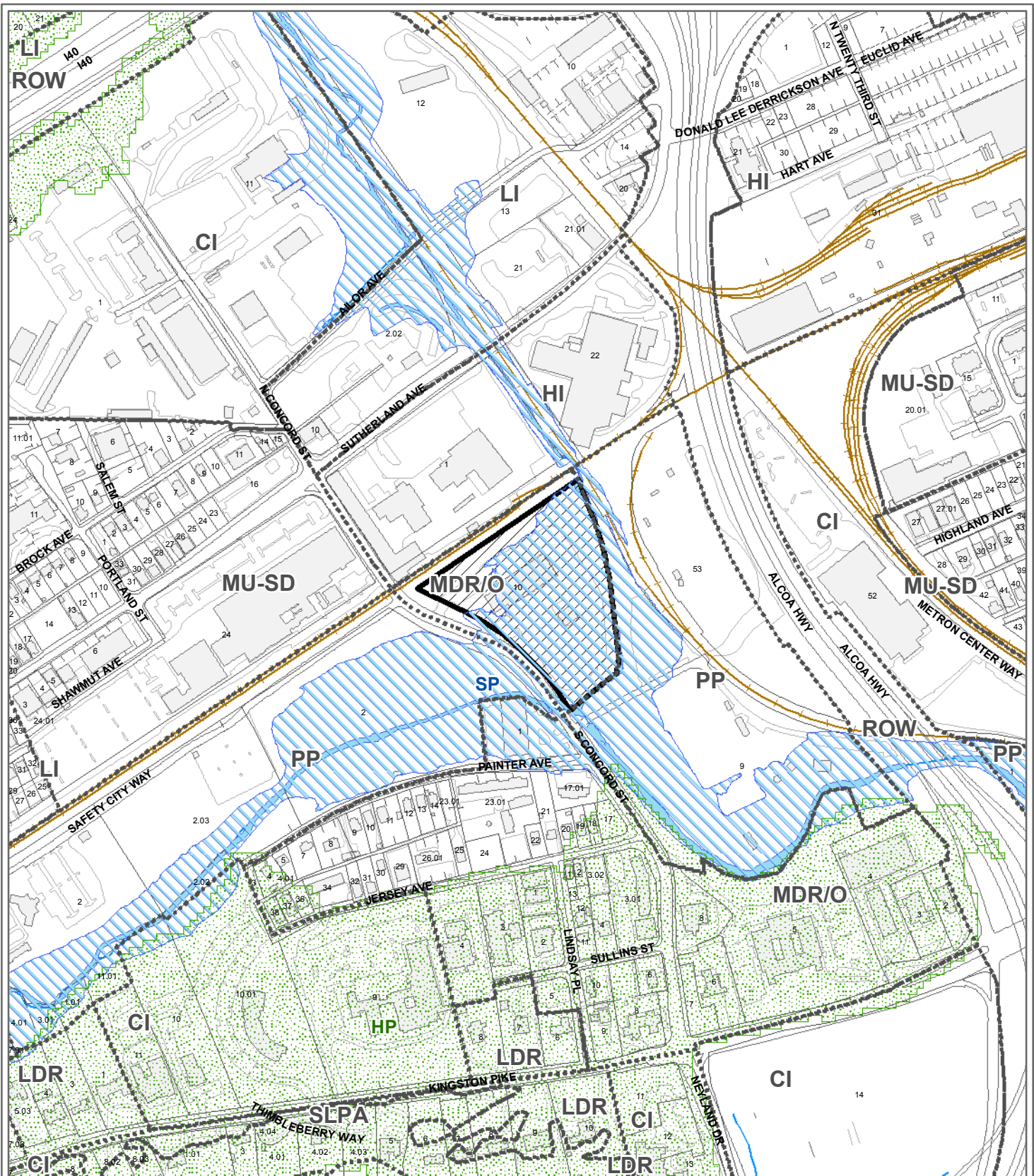
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: 104 (public and private school children, ages 5-18 years)

Schools affected by this proposal: Sequoyah Elementary, Bearden Middle, and West 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 11/10/2015 and 11/24/2015. 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.



**10-C-15-SP  
CENTRAL CITY SECTOR PLAN AMENDMENT**

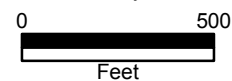
From: MDR/O (Medium Density Residential and Office) and Stream Protection  
 To: HDR (High Density Residential) and Stream Protection



Petitioner: York Acquisitions, LLC

Map No: 108

Jurisdiction: City



Original Print Date: 9/21/2015      Revised:  
 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**, York Acquisitions, LLC, has submitted an application to amend the Sector Plan from MDR/O (Medium Density Residential/Office) and Stream Protection to HDR (High Density Residential) and Stream Protection, for property described in the application; and

**WHEREAS**, the Metropolitan Planning Commission staff recommends approval of a revised 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 October 8 2015, 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 #10-C-15-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 #:** 10-F-15-RZ  
10-B-15-PA

**AGENDA ITEM #:** 40  
**AGENDA DATE:** 10/8/2015

▶ **APPLICANT:** YORK ACQUISITIONS, LLC  
**OWNER(S):** York Acquisitions, LLC

**TAX ID NUMBER:** 108 B B 010 [View map on KGIS](#)

**JURISDICTION:** Council District 6

**STREET ADDRESS:** 124 S Concord St

▶ **LOCATION:** East side N. Concord St., south of Sutherland Ave.

▶ **TRACT INFORMATION:** 7.5 acres.

**SECTOR PLAN:** Central City

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

**ACCESSIBILITY:** Access is via S. Concord St., a minor arterial street with 4 lanes and 45' of pavement width within 70' of right-of-way.

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

Sewer Source: Knoxville Utilities Board

**WATERSHED:** Third Creek

▶ **PRESENT PLAN DESIGNATION/ZONING:** MDR/O (Medium Density Residential/Office) / I-2 (Restricted Manufacturing and Warehousing)

▶ **PROPOSED PLAN DESIGNATION/ZONING:** HDR (High Density Residential) / RP-2 (Planned Residential)

▶ **EXISTING LAND USE:** Vacant truck terminal

▶ **PROPOSED USE:** Apartments

**DENSITY PROPOSED:** 35 du/ac

**EXTENSION OF PLAN DESIGNATION/ZONING:** No

**HISTORY OF ZONING REQUESTS:** None noted

**SURROUNDING LAND USE, PLAN DESIGNATION, ZONING** North: Railroad R-O-W, concrete plant / HI / I-4 (Heavy Industrial)

South: Tyson Park / PP / OS-2 (Parks and Open Space)

East: Tyson Park / PP / OS-2 (Parks and Open Space)

West: S. Concord St., Safety City / PP / I-2 (Restricted Manufacturing & Warehousing)

**NEIGHBORHOOD CONTEXT:** This area is developed with a mix of uses, including residential, office, commercial, industrial and a public park.

**STAFF RECOMMENDATION:**

▶ **RECOMMEND that City Council APPROVE HDR (High Density Residential) One Year Plan designation.**

A high density residential sector plan designation is appropriate for the subject property. HDR is consistent with the surrounding development and zoning pattern. A mix of uses are established in this area, many of which would be considered high intensity uses.

► **RECOMMEND that City Council APPROVE RP-2 (Planned Residential) zoning at a density of up to 35 du/ac, as requested.**

The recommended zoning and density is consistent with surrounding development and zoning in the area, and requires plan approval by MPC prior to development. With the recommended approval of the corresponding plan amendments, the proposed zoning is consistent with the sector plan and One Year Plan proposals for the area.

**COMMENTS:**

**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 plan currently calls for medium density residential or office (MDR/O) development at this location, which is not consistent with the current I-2 zoning on the property. The plan obviously supports redevelopment of the site with a different use. The requested high density residential (HDR) designation is more intense than the proposed MDR/O. However, because of the site's close proximity to the University of Tennessee campus, on-site access to Third Creek Greenway leading to the UT campus, as well as sufficient road access and reasonable proximity to existing bus transit lines, staff supports the higher intensity HDR designation for this site.

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 - No known road or utility improvements have been made recently in the area, but the existing roads are adequate to handle the additional traffic that would be generated by this project.

C. A CHANGE IN PUBLIC POLICY, UNANTICIPATED BY THE PLAN - With the wide range of uses and zoning in the area, including R-2 and R-3 zoning in the immediate area of Concord St., and with student housing being developed in the HDR density range about 1200 feet to the east in the northwest corner of the Ft. Sanders Neighborhood, it has been established that a mix of high intensity uses are acceptable in this area. The site directly north of the subject parcel is zoned I-4, which is the heavy industrial zoning district.

D. NEW INFORMATION (INCLUDING NEW PLANS AND STUDIES PRODUCED BY MPC) BECOMING AVAILABLE, WHICH REVEALS THE NEED FOR A PLAN AMENDMENT -With the mix of established and developing high-intensity uses in the area and the variety of transportation options available to serve the site, high density residential uses are appropriate to be considered for the site. The site is also located in close proximity to the University of Tennessee campus.

**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. RP-2 zoning at up to 35 du/ac will allow the subject property to be redeveloped with high density apartments, consistent with other nearby developments in the area. The proposed density of up to 35 du/ac will allow for up to 246 dwelling units to be considered by MPC on the required use on review development plan.
2. The requested RP-2 zoning is a planned zoning district. This means that use on review approval of a development plan will be required by MPC, which will give the public and others the opportunity to review and comment on the proposed plans for the site. Planning staff will have the opportunity to make recommendations on bike racks, bicycle and pedestrian connections, landscaping, access, lighting, transit accommodations, layout, amenities and other design issues.
3. If developed under RP-2 zoning, the site can be developed in such a way to be compatible and consistent with nearby development in the area.

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

1. RP-2 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. Staff maintains that RP-2 is the most appropriate zone for this development.

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. Potential negative impacts will be minimized with RP-2 zoning, as it requires development plan approval by MPC. Staff would expect the applicant to provide pedestrian and bike connections from the development to the Third Creek Greenway, which traverses across the southwest corner of the site.
2. This area has been developed a mix of intense residential and non-residential uses, so the proposed zoning and use of this site is compatible with the scale and intensity of surrounding development and zoning and should have minimal impact.
3. At the requested density of up to 35 du/ac on the 7.5 acres reported, up to 246 dwelling units could be proposed for the site. If developed with the proposed, attached, multi-dwelling residential units, this would add approximately 2268 trips to the street system and about 104 children to the school system. This project is intended to be for college student housing, so it is anticipated that the number of school-aged children will be significantly less than the typical multi-dwelling apartment project.
4. 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 OF KNOXVILLE AND KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS:

1. With the recommended plan amendment to HDR, RP-2 zoning at a density of up to 35 du/ac would be consistent with the Central City Sector Plan.
2. With the recommended plan amendment to HDR, RP-2 zoning at a density of up to 35 du/ac would be consistent with the City of Knoxville One Year Plan.
3. The site is located within the City Limits of Knoxville on the Knoxville-Knox County-Farragut Growth Policy Plan map.
4. This proposal does not present any apparent conflicts with any other adopted plans.

ESTIMATED TRAFFIC IMPACT: 2268 (average daily vehicle trips)

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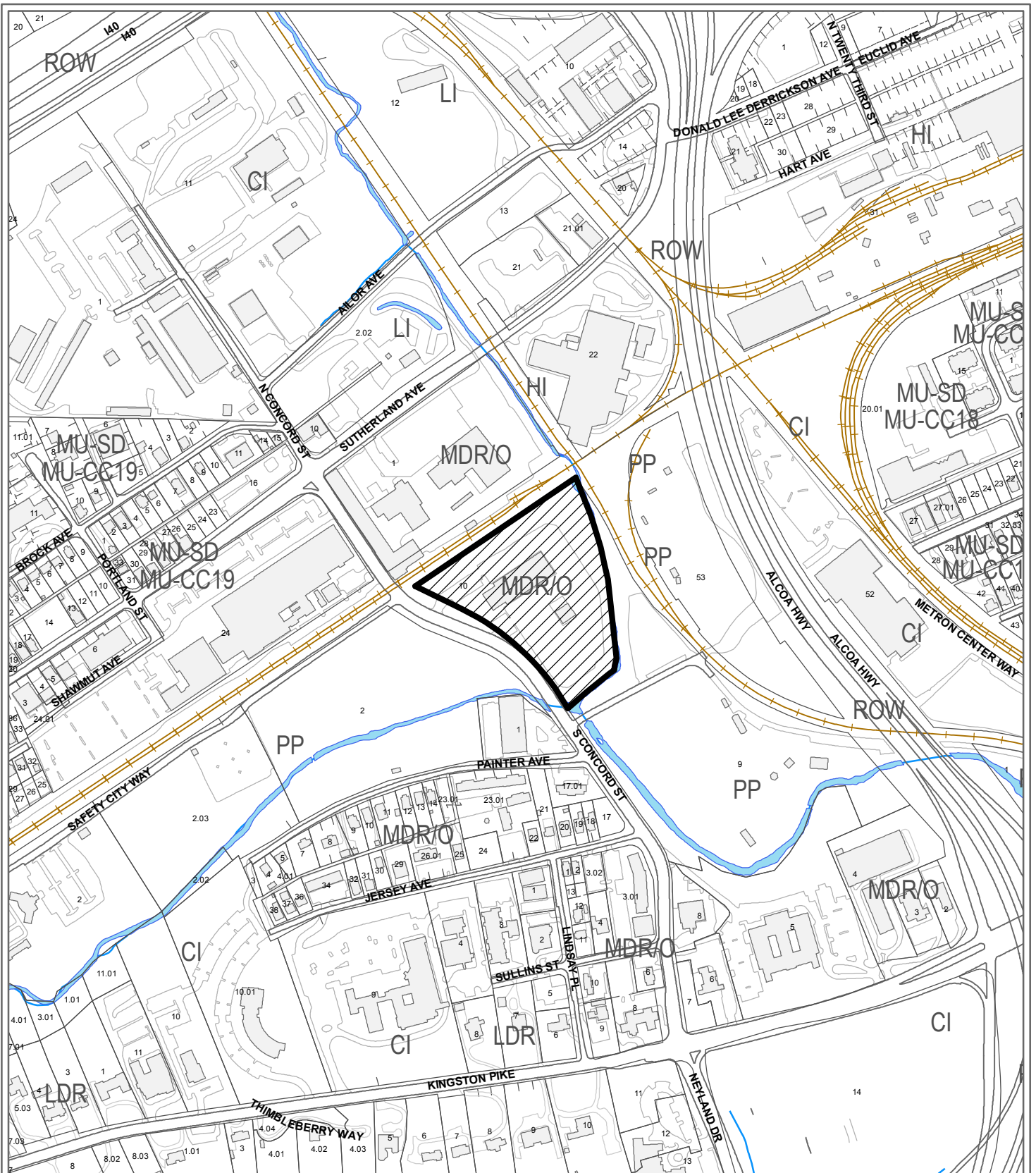
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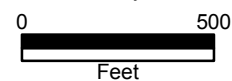
**10-B-15-PA  
KNOXVILLE ONE YEAR PLAN AMENDMENT**

From: MDR/O (Medium Density Residential/Office)  
 To: HDR (High Density Residential)

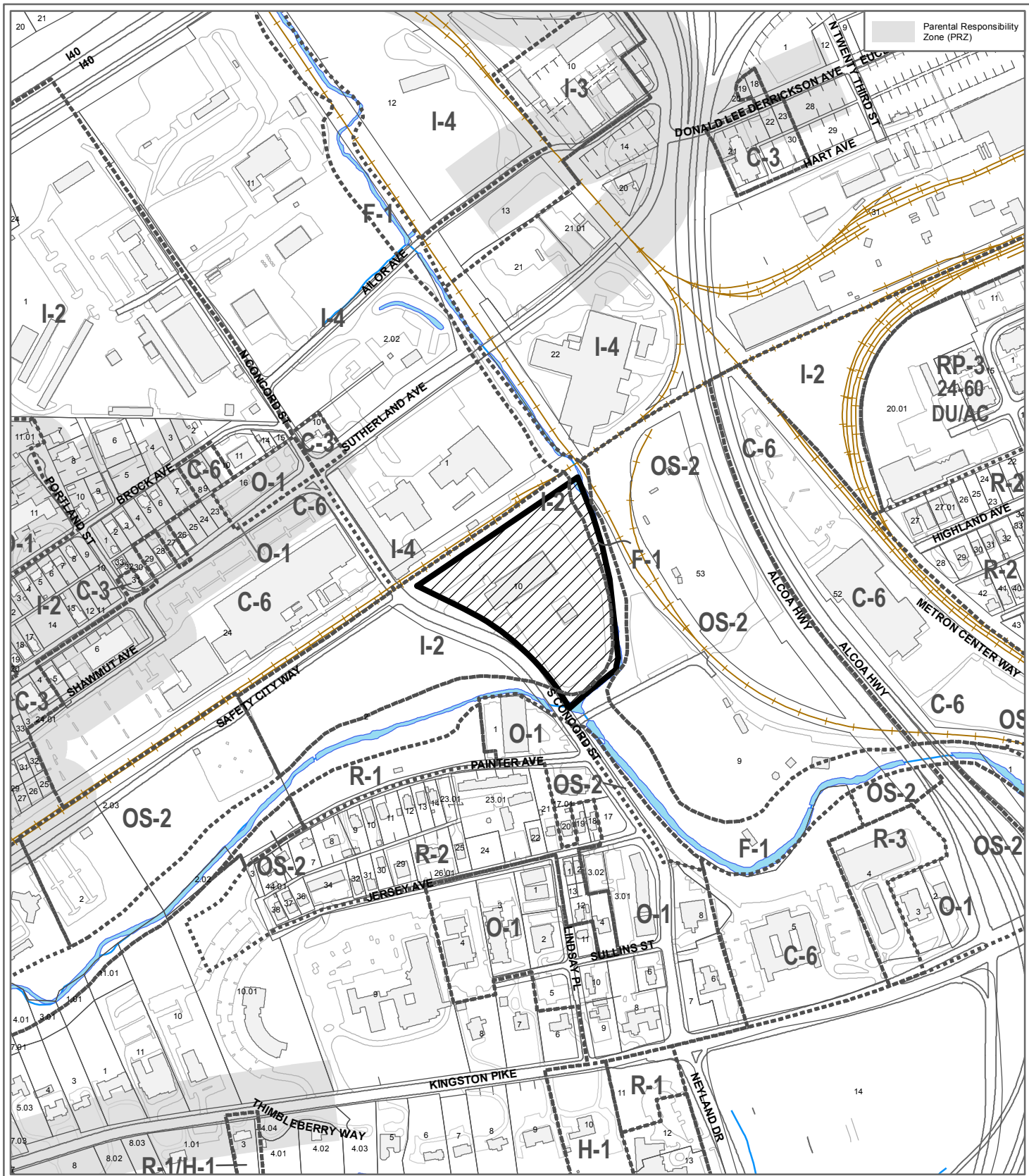


Petitioner: York Acquisitions, LLC

Map No: 108  
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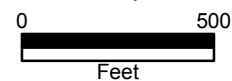
**10-F-15-RZ  
REZONING**

From: I-2 (Restricted Manufacturing and Warehousing)  
To: RP-2 (Planned Residential)



Petitioner: York Acquisitions, LLC

Map No: 108  
Jurisdiction: City



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