



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

▶ **FILE #:** 5-C-17-RZ  
5-C-17-SP

**AGENDA ITEM #:** 41  
**AGENDA DATE:** 5/11/2017

▶ **APPLICANT:** BILLY EVANS  
OWNER(S): Billy Evans

TAX ID NUMBER: 26 044, 049 & 050 PARCEL 44 ONLY FOR SP [View map on KGIS](#)

JURISDICTION: Commission District 7

STREET ADDRESS: 702 E Raccoon Valley Dr

▶ **LOCATION:** Southeast side E. Raccoon Valley Dr., southwest of Raccoon Woods Rd.

▶ **TRACT INFORMATION:** 37.29 acres.

SECTOR PLAN: North County

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via E. Raccoon Valley Dr., a major arterial street with 22' of pavement width within 50' of right-of-way.

UTILITIES: Water Source: Hallsdale-Powell Utility District  
Sewer Source: Hallsdale-Powell Utility District

WATERSHED: Bullrun Creek

▶ **PRESENT PLAN DESIGNATION/ZONING:** AG (Agricultural) / A (Agricultural)

▶ **PROPOSED PLAN DESIGNATION/ZONING:** LDR (Low Density Residential) / PR (Planned Residential)

▶ **EXISTING LAND USE:** Vacant land

▶ **PROPOSED USE:** Detached residential development

**DENSITY PROPOSED:** 5 du/ac

EXTENSION OF PLAN DESIGNATION/ZONING: Yes, extension of LDR plan designation from the northeast

HISTORY OF ZONING REQUESTS: None noted

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING North: E. Raccoon Valley Dr., houses and vacant land / LDR with HP / A (Agricultural)

South: Vacant land / LDR with HP / A (Agricultural)

East: Residential subdivision / LDR / RA (Low Density Residential)

West: Houses and vacant land / LDR with HP / A (Agricultural)

NEIGHBORHOOD CONTEXT: This area is developed with agricultural and rural to low density residential uses under A and RA zoning.

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**STAFF RECOMMENDATION:**

- ▶ **ADOPT RESOLUTION #5-C-17-SP, amending the North County Sector Plan to LDR (Low Density Residential) and recommend that Knox County Commission also adopt the sector plan amendment. (See attached resolution, Exhibit A.)**

The requested plan amendment is for just 5 acres of the 37 acre tract (parcel 44 only). The remainder of the tract is already designated for LDR. The request is a minor extension of the LDR designation from the northeast.

- ▶ **RECOMMEND that County Commission APPROVE PR (Planned Residential) zoning at a density of up to 3.5 du/ac (Applicant requested 5 du/ac), subject to one condition.**

1. The rear, southernmost portion of the site must remain undisturbed, consistent with the area depicted on the attached map.

PR zoning at the recommended density, with the condition, will allow reasonable development of the site, consistent with the sector plan and surrounding development. The reduced density and condition are recommended in order keep the development more compatible with surrounding development and zoning and to preserve the steeper slopes on the property.

**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 improvements have been made recently to this section of E, Raccoon Valley Dr., but it has about 22' of pavement width and is classified as a major arterial street. The street is sufficient to handle the additional traffic that would be generated by low density residential development of the site. Utilities are available in the area, but may need to be extended to serve the site.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

The current sector plan appropriately proposes agricultural uses for the site, consistent with the current A zoning. This property is adjacent to other low density residential development, so is appropriate to be extended to this smaller tract.

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

Several properties in the area that have frontage on E. Raccoon Valley Dr., including the adjacent site to the northeast, have been developed with low density residential uses under various zoning districts. This proposal continues that trend.

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

The North County Sector Plan proposes low density residential development from I-75 to the subject property on all sites that have frontage on E. Raccoon Valley Dr. Several properties have been developed with residential uses. This proposal is consistent with the development trends in the area.

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 recommended zoning and density for the subject property are appropriate to allow reasonable use of the site, while remaining relatively compatible with surrounding development and zoning.
2. With application of the residential density and land disturbance guidelines from the Hillside and Ridgetop Protection Plan (HRPP), the maximum density should be about 3.5 du/ac. Almost 10 acres of the site is comprised of slopes of greater than 25%. The recommended condition to maintain an undisturbed area will preserve the steepest slopes on the property from any clearing or grading. The slope map, slope analysis and

slope calculations from the HRPP guidelines are all attached.

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

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSE OF THE APPLICABLE 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. Staff maintains that PR 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. With the recommended sector plan amendment to LDR, the recommended PR zoning and density are consistent with the sector plan.

2. Sidewalks will be required on at least one side of each street within the development, and possibly along the E. Raccoon Valley Dr. frontage.

3. To the north, east and west are developed or developing subdivisions at similar densities to the requested zoning and density.

4. The PR zoning district has provisions for preservation of open space and providing recreational amenities as part of the development plan. The applicant will be expected to demonstrate how these provisions are met as part of the required development plan review.

5. The proposed PR zoning at a density of up to 5 du/ac would allow for a maximum of 186 dwelling units to be proposed for the site. That number of detached units, as proposed, would add approximately 1835 vehicle trips per day to the street system and would add approximately 92 children under the age of 18 to the school system. The recommended PR zoning at a density of up to 3.5 du/ac would allow for a maximum of 111 dwelling units to be proposed for the site. That number of detached units would add approximately 1141 vehicle trips per day to the street system and would add approximately 55 children under the age of 18 to the school system.

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. Staff is recommending approval of an amendment to the North County Sector Plan map to LDR, within which the recommended zoning and density are compatible. The applicant's requested density of up to 5 du/ac is not consistent with the policies of the HRPP and would not be less compatible with surrounding development and zoning.

2. Approval of this request could lead to future requests for PR zoning in this area, consistent with the sector plan proposal between this site and I-75 to the northeast.

3. This proposal does not present any apparent conflicts with any other adopted plans.

Upon final approval of the rezoning, the developer will be required to submit a development plan for MPC consideration of use on review approval prior to the property's development. The plan will show the property's proposed development, landscaping and street network and will also identify the types of residential units that may be constructed. Grading and drainage plans may also be required at this stage, if deemed necessary by Knox County Engineering and MPC staff.

State law regarding amendments of the general plan (which include Sector Plan amendments) was changed with passage of Public Chapter 1150 by the Tennessee Legislature in 2008. The law provides for two methods to amend the plan at TCA 13-3-304:

1. The Planning Commission may initiate an amendment by adopting a resolution and certifying the

amendment to the Legislative Body. Once approved by majority vote of the Legislative Body, the amendment is operative.

2. The Legislative Body may also initiate an amendment and transmit the amendment to the Planning Commission. Once the Planning Commission has considered the proposed amendment and approved, not approved, or taken no action, the Legislative Body may approve the amendment by majority vote and the amendment is operative.

ESTIMATED TRAFFIC IMPACT: 1835 (average daily vehicle trips)

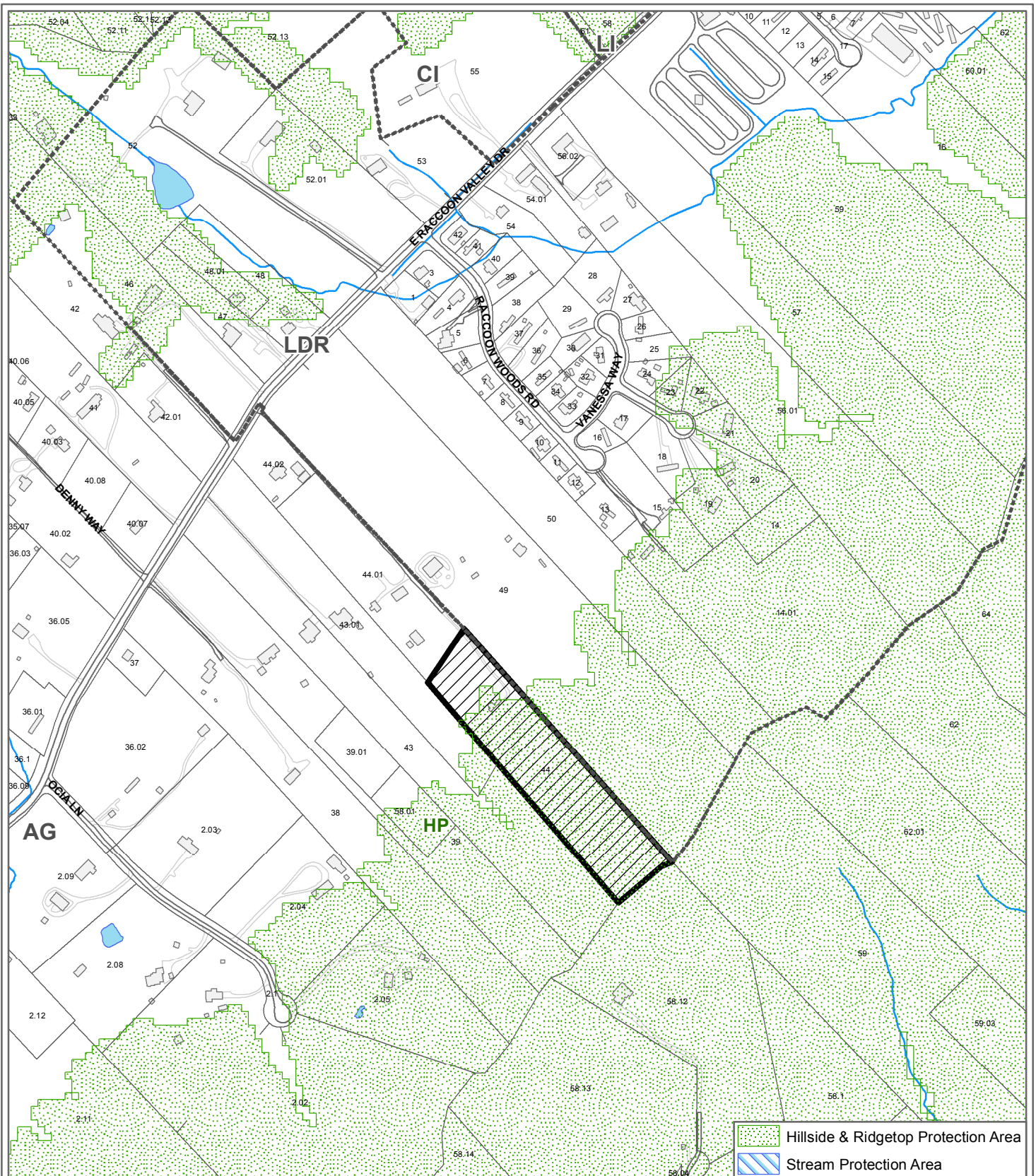
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: 92 (public and private school children, ages 5-18 years)

Schools affected by this proposal: Copper Ridge 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 6/26/2017. 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.



**5-C-17-SP  
NORTH COUNTY SECTOR PLAN AMENDMENT**

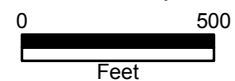
From: AG (Agricultural)  
To: LDR (Low Density Residential)



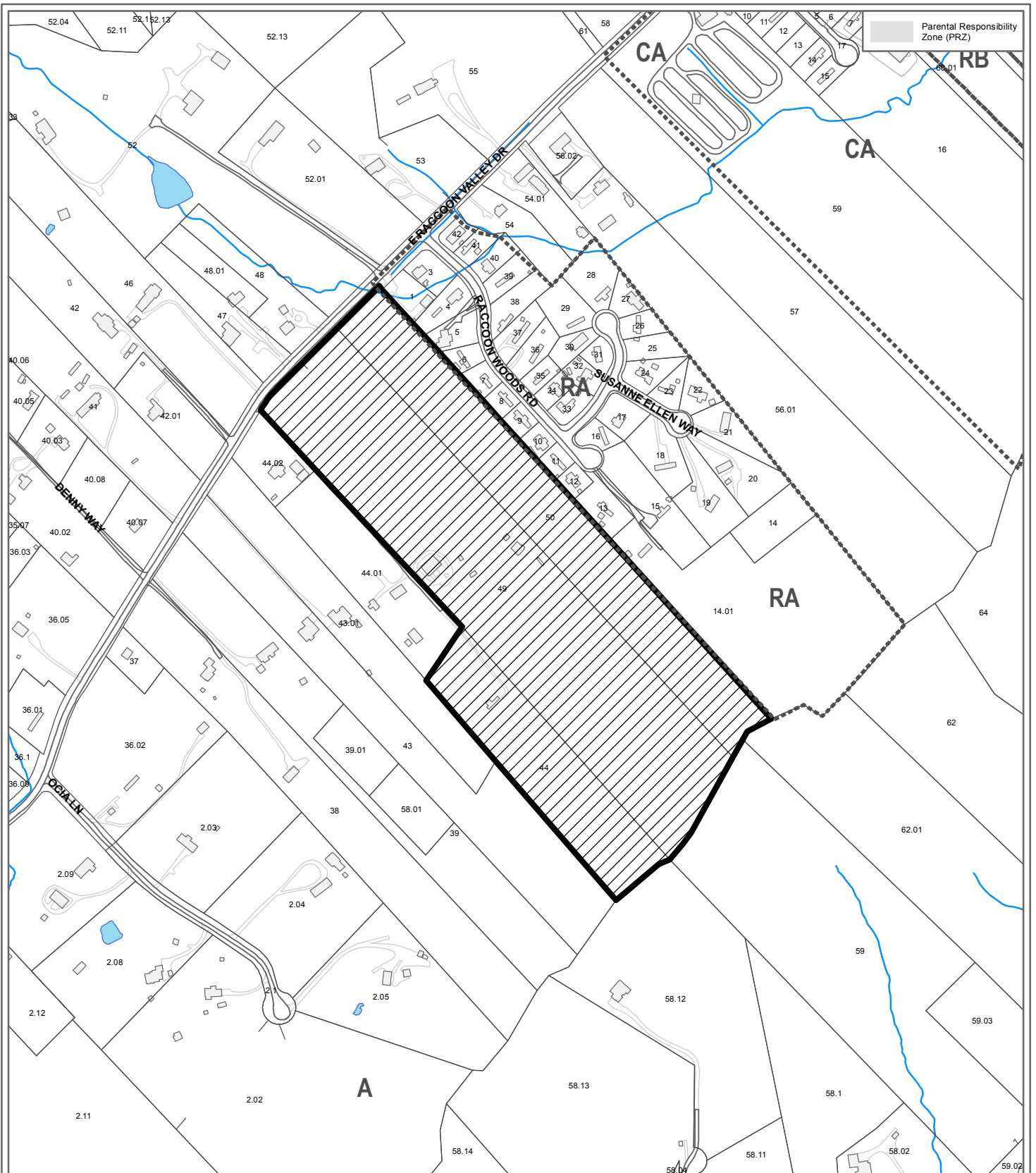
Petitioner: Evans, Billy

Map No: 26

Jurisdiction: County



Original Print Date: 4/18/2017      Revised:  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902



**5-C-17-RZ  
REZONING**

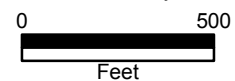
From: A (Agricultural)  
To: PR (Planned Residential)



Petitioner: Evans, Billy

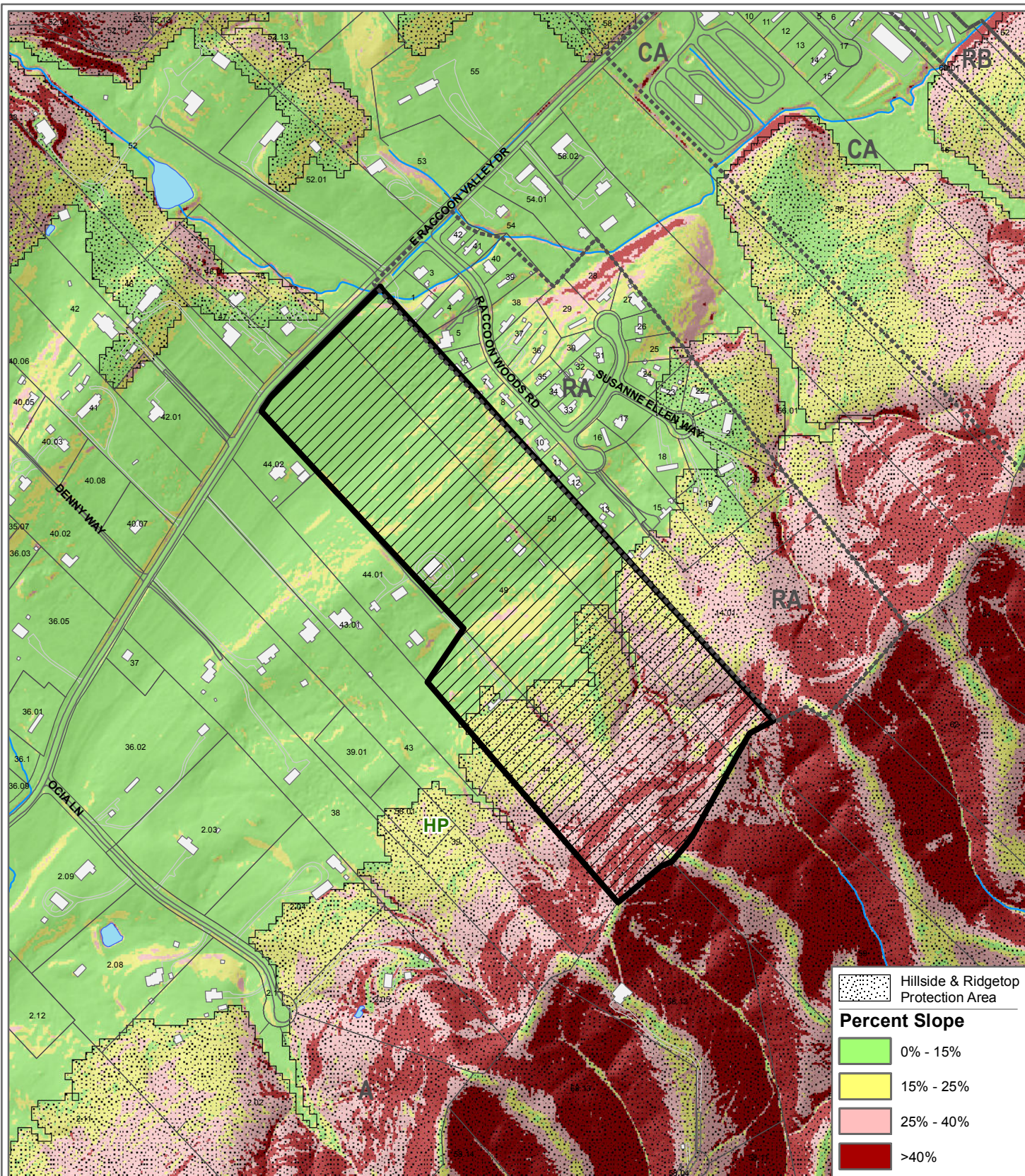
Map No: 26

Jurisdiction: County



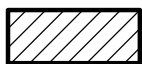
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**5-C-17-RZ  
REZONING - SLOPE ANALYSIS**

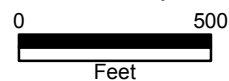
From: A (Agricultural)  
To: PR (Planned Residential)



Petitioner: Evans, Billy

Map No: 26  
Jurisdiction: County

Original Print Date: 5/2/2017      Revised:  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902





**5-C-17-RZ Slope Analysis**

			<b>Acreage</b>
<b>Non-Hillside Portions</b>			21.97
<b>Hillside and Ridgetop Protection Area</b>			
<b>Value</b>	<b>Percent Slope</b>	<b>Count</b>	<b>Acres</b>
1	0%-15%	1383	0.79
2	15%-25%	8719	5.00
3	25%-40%	12329	7.08
4	>40%	4711	2.70
			<b>15.58</b>
<b>Ridgetop Area</b>			<b>0</b>
<b>Site Total</b>			<b>37.55</b>



## MPC STAFF - SLOPE / DENSITY ANALYSIS

### 5-C-17-RZ - Billy Evans - A to PR

CATEGORY	ACRES	RECOMMENDED DENSITY (Dwelling Units / Acre)	NUMBER OF UNITS
Non-Hillside	21.97	5.00	109.9
0-15% Slope	0.79	5.00	4.0
15-25% Slope	5	2.00	10.0
25-40% Slope	7.08	0.50	3.5
Greater than 40% Slope	2.7	0.20	0.5
Ridgetops	0	5.00	0.0
Subtotal: Sloped Land	15.57		18.0
<b>Maximum Density Guideline</b> (Hillside & Ridgetop Protection Plan)	<b>37.54</b>	<b>3.41</b>	<b>127.9</b>
<b>Proposed Density (Applicant)</b>	<b>5</b>	<b>5.00</b>	<b>70.0</b>

### From Hillside & Ridgetop Protection Plan, page 33

#### LOW DENSITY AND RURAL RESIDENTIAL USES

##### Density and Land Disturbance Guidelines

As proposals for changes to the zoning map and development plans/concept plans are considered, the following factors are recommended to determine the overall allowable density for residential rezonings and the overall land disturbance allowable in new development or subdivisions for those portions of parcels that are within the Hillside and Ridgetop Protection Area. These factors should be codified as regulations in the future. The areas of the Growth Policy Plan referenced below are presented on page 18.

**Table 3: Residential Density and Land Disturbance Guidelines**  
for Recommendations on Changes to the Zoning Map and Development Plan/  
Concept Plan Review within the Hillside and Ridgetop Protection Area  
that is within the Urban Growth and the Planned Growth Area

<i>Percent of Slope</i>	<i>Recommended Maximum Density Factor*</i>	<i>Recommended Maximum Land Disturbance Factor**</i>
0 - 15	Knox County: 5 dua City of Knoxville: 6 dua	100%
15 - 25	2 dua	50%
25 - 40	0.5 dua	20%
40 or more	0.2 dua	10%
Ridgetops***	***	***

*dua: dwelling units per acre*

\* These factors should be considered guidelines to determine an overall recommended residential density for requests for changes to the zoning map to planned residential (RP-1 in the city and PR in the county) zone districts that are considered by the Metropolitan Planning Commission prior to being considered by the appropriate legislative body. The resulting zone district development right would be considered a budget for dwelling units to be applied over the entire proposed development.

\*\* Until such time as regulations are codified by the appropriate legislative body, these factors should be considered guidelines to determine an overall recommended land disturbance area for development plans and concept plans that are considered for approval by the Metropolitan Planning Commission. The overall land disturbance area would be considered a budget for land disturbance to be applied over the entire proposed development.

\*\*\* Ridgetops are generally the more level areas on the highest elevations of a ridge. Because the shapes of Knox County ridges are so varied (see pages 8 – 9), the ridgetop area should be determined on a case-by-case basis with each rezoning and related development proposal.

**KNOXVILLE-KNOX COUNTY  
METROPOLITAN PLANNING COMMISSION  
A RESOLUTION AMENDING THE NORTH COUNTY 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 North County 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**, Billy Evans, has submitted an application to amend the Sector Plan from Agricultural to Low Density Residential, for property described in the application; and

**WHEREAS**, the Metropolitan Planning Commission staff recommends approval of a revised amendment to the North County 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 May 11, 2017, 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 North County Sector Plan, with its accompanying staff report and map, file #5-C-17-SP.*

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

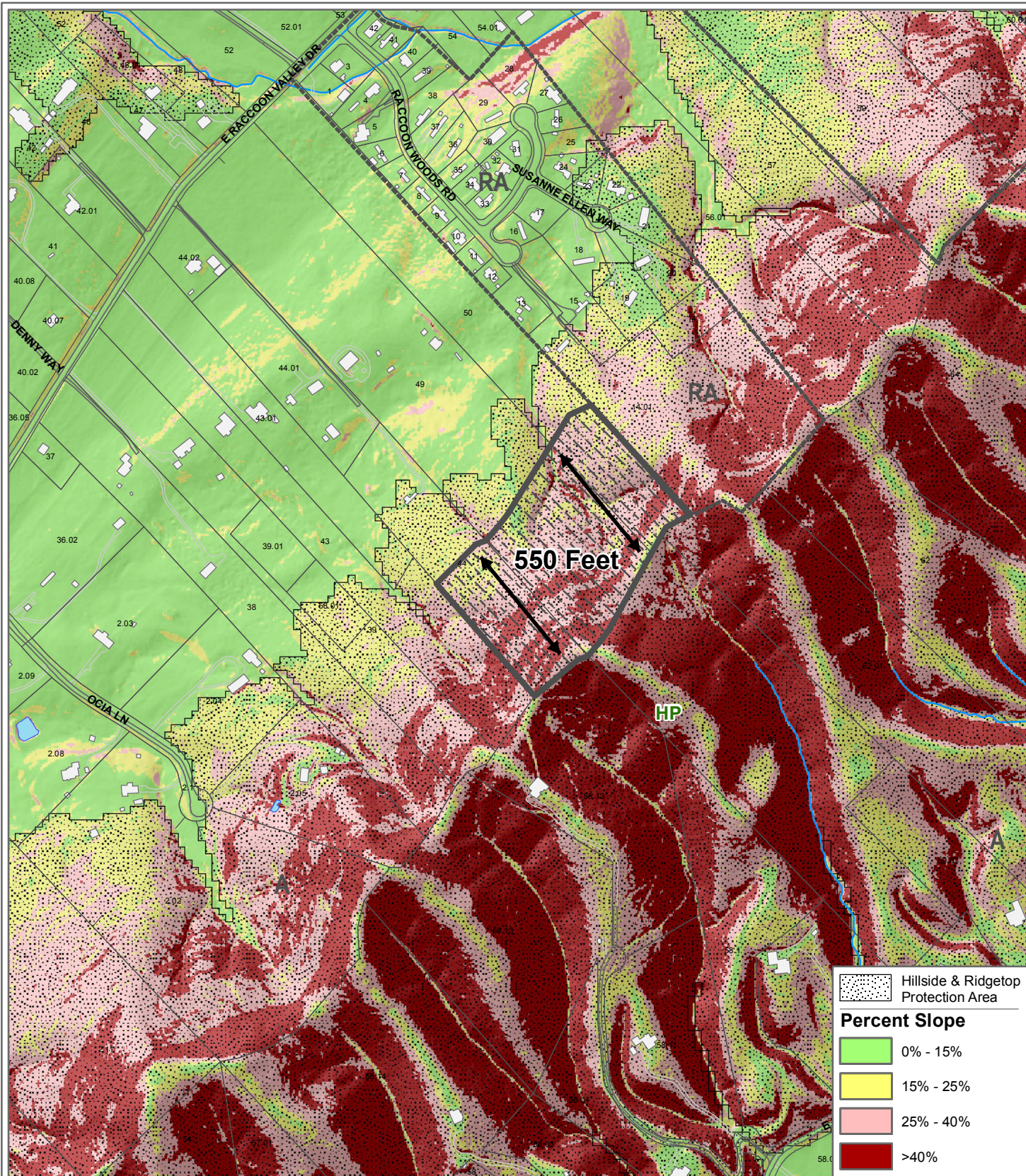
*SECTION 3: The Planning Commission further recommends that The Knox County Commission likewise consider this revised amendment to the General Plan 2033.*






\_\_\_\_\_  
Date

\_\_\_\_\_  
Chairman

\_\_\_\_\_  
Secretary





 Hillside & Ridgetop Protection Area  
**Percent Slope**  
 0% - 15%  
 15% - 25%  
 25% - 40%  
 >40%

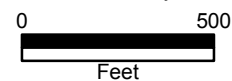
**5-C-17-RZ  
Non-Disturbance Area**

From: A (Agricultural)  
To: PR (Planned Residential)



Petitioner: Evans, Billy

Map No: 26  
Jurisdiction: County



Original Print Date: 5/2/2017      Revised:  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902



North County

KNOXVILLE-KNOX COUNTY  
**M P C**  
METROPOLITAN  
P L A N N I N G  
C O M M I S S I O N  
T E N N E S S E E  
Suite 403 • City County Building  
400 Main Street  
Knoxville, Tennessee 37902  
865 • 215 • 2500  
FAX • 215 • 2068  
www.knoxmpc.org

**REZONING**

**PLAN AMENDMENT**

Name of Applicant: BILLY EVANS

Date Filed: 3/24/17

Meeting Date: May 11, 2017

Application Accepted by: Brusseau

Fee Amount: \$2464.50

File Number: Rezoning 5-C-17-RZ

Fee Amount: \$600.00  
\$3064.50

File Number: Plan Amendment 5-C-17-SP



**PROPERTY INFORMATION**

Address: 634, 716, 702 E. RACCOON VALLEY ROAD

General Location: SF side E. Raccoon Valley Dr. SW of Raccoon Woods Rd.

Parcel ID Number(s): MAP 26, PARCELS 44, 49, & 50

Tract Size: 37.29 ACRES

Existing Land Use: WOODS AND HAY FILED

Planning Sector: North County

Growth Policy Plan: Planned Growth

Census Tract: 61.02

Traffic Zone: 196

Jurisdiction:  City Council \_\_\_\_\_ District  
 County Commission 7TH District

**Requested Change  
REZONING**

FROM: AGRICULTURE

TO: PLANNED RESIDENTIAL DENSITY 5 DU PER ACRE

**PLAN AMENDMENT**

One Year Plan  North County Sector Plan

FROM: Ag

TO: LDR Parcel (Sec) 44 only

**PROPOSED USE OF PROPERTY**

SINGLE FAMILY RESIDENTIAL

Density Proposed 5 Units/Acre

Previous Rezoning Requests: NONE KNOWN

**PROPERTY OWNER**  **OPTION HOLDER**

PLEASE PRINT

Name: BILLY EVANS

Company: IRON FORGE ASSOCIATES, LLC

Address: P. O. BOX 10

City: KODAK State: TN Zip: 37764

Telephone: 865-660-4227

Fax: 865-932-0035

E-mail: billevans07@comcast.net

**APPLICATION CORRESPONDENCE**

All correspondence relating to this application should be sent to:

PLEASE PRINT

Name: BILLY EVANS

Company: IRON FORGE ASSOCIATES, LLC

Address: P. O. BOX 10

City: KODAK State: TN Zip: 37764

Telephone: 865-660-4227

Fax: 865-932-0035

E-mail: billevans07@comcast.net

**APPLICATION AUTHORIZATION**

I hereby certify that I am the authorized applicant, representing ALL property owners involved in this request or holders of option on same, whose signatures are included on the back of this form.

Signature: Billy Evans

PLEASE PRINT  
Name: BILLY EVANS

Company: IRON FORGE ASSOCIATES, LLC

Address: P. O. BOX 10

City: KODAK State: TN Zip: 37764

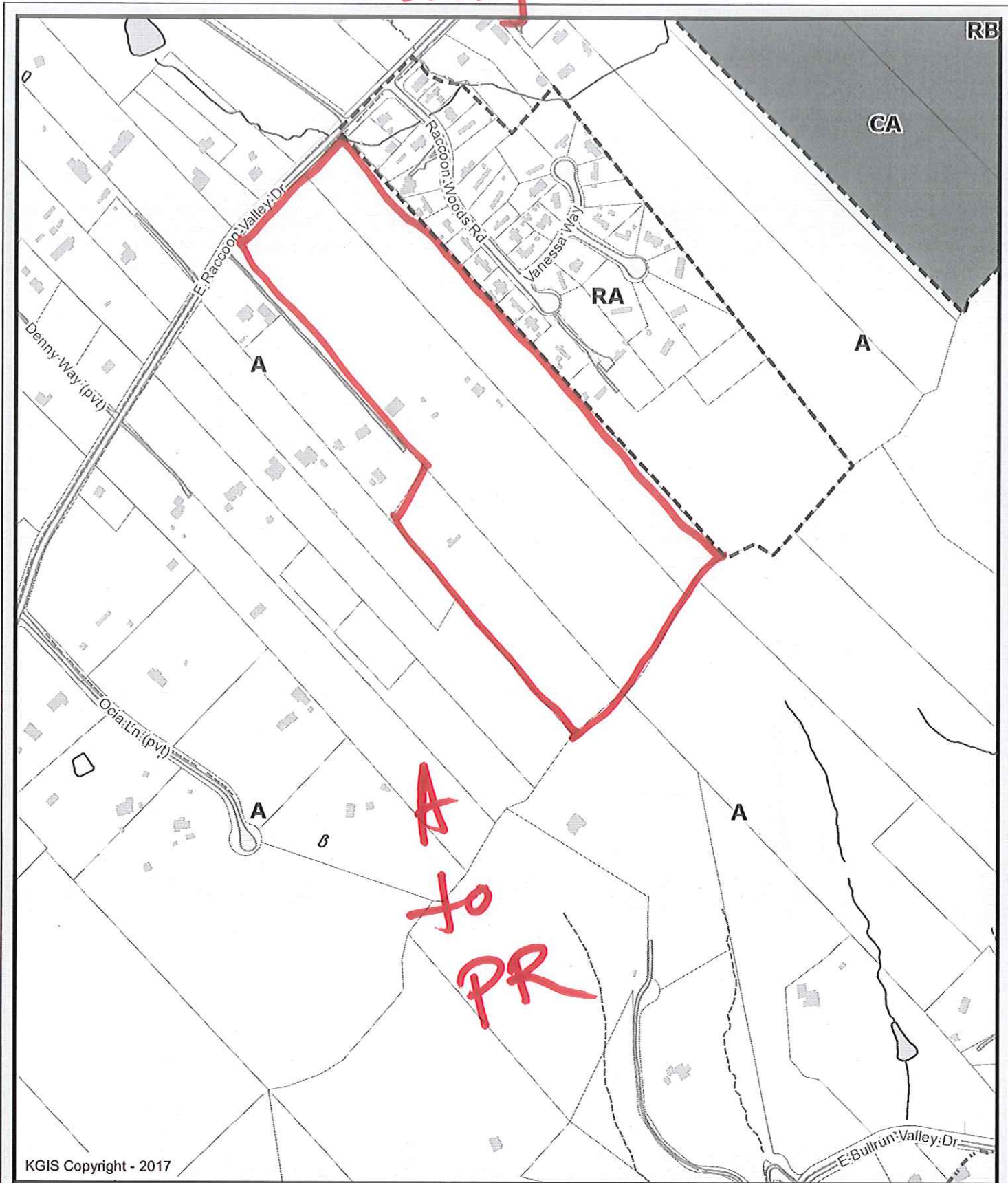
Telephone: 865-660-4227

E-mail: billevans07@comcast.net





Zoning

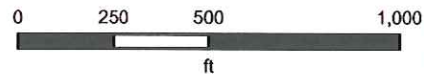


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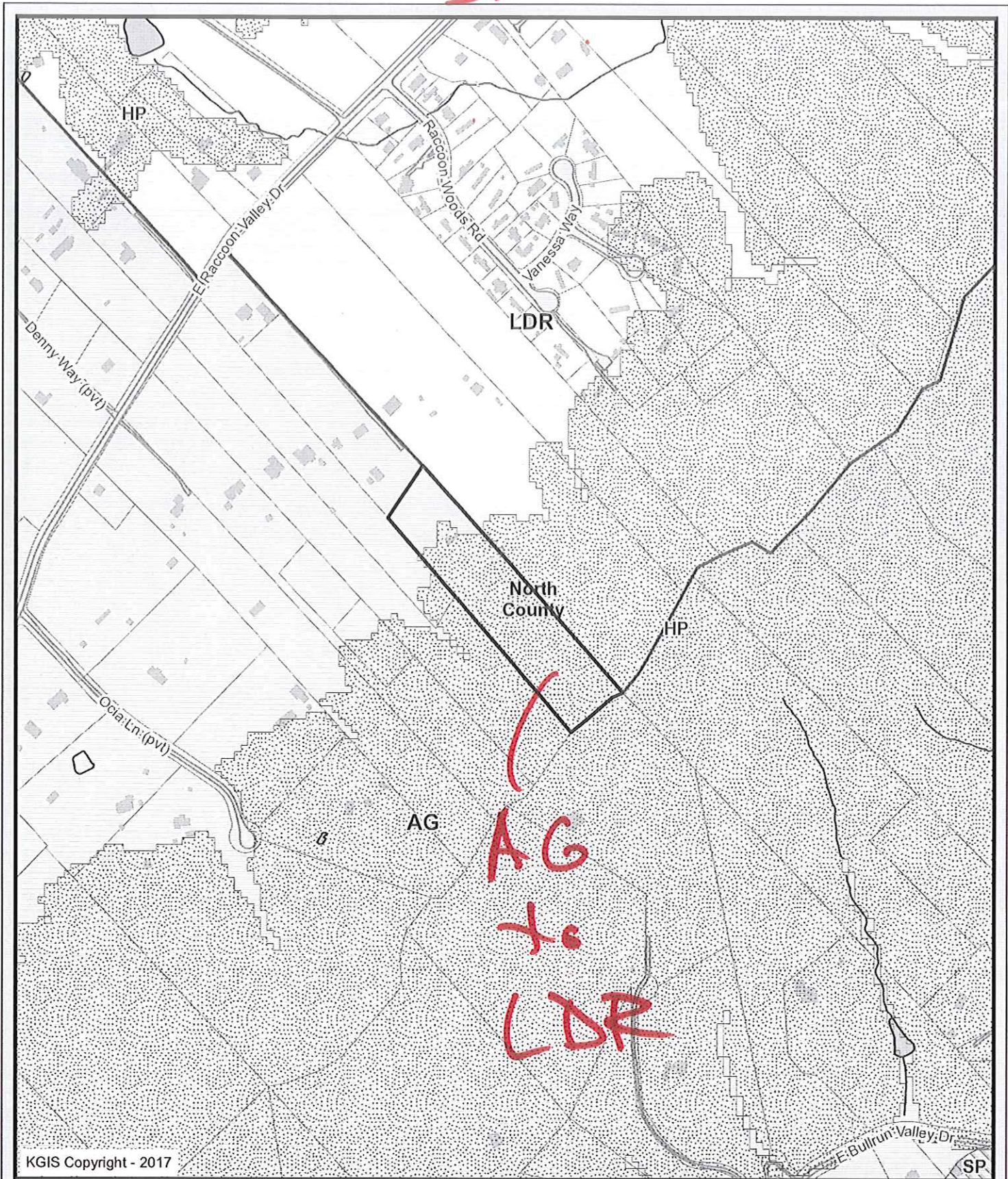
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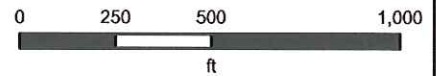
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