



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

▶ **FILE #:** 5-B-17-RZ
5-B-17-SP

AGENDA ITEM #: 40
AGENDA DATE: 5/11/2017

▶ **APPLICANT:** MARSH-DON, LLC
OWNER(S): Bruce Matzel

TAX ID NUMBER: 117 011 [View map on KGIS](#)

JURISDICTION: Commission District 6

STREET ADDRESS: 1808 N Campbell Station Rd

▶ **LOCATION:** East side N. Campbell Station Rd., south of El Rancho Trl.

▶ **TRACT INFORMATION:** 20 acres.

SECTOR PLAN: Northwest County

GROWTH POLICY PLAN: Rural Area

ACCESSIBILITY: Access is via N. Campbell Station Rd., a minor arterial street with 19' of pavement width within 55' of right-of-way.

UTILITIES: Water Source: West Knox Utility District

Sewer Source: West Knox Utility District

WATERSHED: Hickory Creek

▶ **PRESENT PLAN DESIGNATION/ZONING:** AG (Agricultural) / RA (Low Density Residential)

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

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

▶ **PROPOSED USE:** Residential subdivision

DENSITY PROPOSED: 2 du/ac

EXTENSION OF PLAN DESIGNATION/ZONING: No

HISTORY OF ZONING REQUESTS: None noted

SURROUNDING LAND USE, PLAN DESIGNATION, North: N. Campbell Station Rd., vacant land and houses / AG / RA (Low Density Residential)

ZONING South: Vacant land and houses / AG / RA (Low Density Residential)

East: Vacant land and houses / AG / A (Agricultural)

West: N. Campbell Station Rd., vacant land and houses / AG / RA (Low Density Residential)

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

STAFF RECOMMENDATION:

- **ADOPT RESOLUTION #5-B-17-SP, amending the Northwest 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 subject property is currently zoned RA, along with most of the surrounding area. RA zoning is not approvable under the current Agricultural plan designation. It is appropriate to amend the sector plan map to recognize the RA (Low Density Residential) zoning of the area.

- **RECOMMEND that County Commission APPROVE PR (Planned Residential) zoning at a density of up to 2 du/ac, as requested.**

PR zoning at the recommended density is compatible with the surrounding zoning pattern and is consistent with the policies of the Growth Policy Plan for the Rural Area. The proposed density of 2 du/ac is the maximum that may be permitted under the Rural Area policies of the Growth Policy Plan for this property, which is not contiguous with the Planned Growth Area. The proposed density is just slightly above what would be allowed with strict application of the residential density and land disturbance guidelines of the Hillside and Ridgetop Protection Plan (HRPP).

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 N. Campbell Station Rd., but it has about 19' of pavement width and is classified as a minor 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, which is not consistent with the current RA zoning. This property is one of many tracts in the area that are currently zoned RA. It is appropriate to amend the sector plan to recognize the RA zoning already in place. The current Agricultural plan designation is likely in place because the property is located in the Rural Area on the Growth Policy Plan.

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

Other properties along N. Campbell Station Rd., including a similar site to the north, have been approved for and are being developed with low density residential uses. This proposal continues that trend.

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

Other developments along N. Campbell Station Rd. have been approved for PR zoning in the low density residential density range. This proposal continues that development trend.

EZONING 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. PR zoning at the proposed density is appropriate for the development of the property. PR offers flexibility in lot sizes and subdivision design, as well as requiring use on review approval of development plans by MPC.
2. The density of up to 2 du/ac is compatible with the scale and intensity of the surrounding development and zoning pattern. The closest PR zoned area is to the north and is also in the Rural Area, but closer to the Planned Growth Area, which ends south of Hardin Valley Rd. and west of Steele Rd. That property was proposed for a density of 3 du/ac, but was recommended by staff for 2 du/ac. Final zoning approval of that site was for PR zoning at a density of up to 2.7 du/ac. That site is currently under development.
3. PR zoning at up to 2 du/ac is compatible with the scale and intensity of the surrounding development and zoning pattern. This site has access to N. Campbell Station Rd., a minor arterial street capable of handling the additional traffic, subject to providing an access road with adequate sight distance for safely exiting the subdivision. The property is located on a curved section of N. Campbell Station Rd. where access roads need

to be carefully located to maximize safety.

4. PR zoning will require MPC concept plan and use on review approval of site plans prior to any development of the property. During this review, potential issues such as traffic, drainage, access, topography, lot layout and other development concerns can be addressed. It will also identify the types of residential units that may be constructed.

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. Public water is available at the site. Sewer utilities are available in the area to serve the site, but may need to be extended to serve this property.

2. At the proposed density of up to 2 du/ac, up to 40 dwelling units could be proposed on the subject property. The proposed development of detached dwellings on individual lots would add approximately 446 vehicle trips per day to the street system and about 21 children under the age of 18 to the school system.

3. Because a large portion of the property is designated for slope protection on the sector plan map, staff ran the attached slope analysis and calculations on the property. Almost 12 of the 20 total acres of the site has slopes of greater than 25%. With strict application of the Residential Density and Land Disturbance Guidelines from the HRPP, the recommended density would be up to 1.69 du/ac. This calculation uses the maximum LDR density of 5 du/ac, since the property is recommended for approval of LDR on the sector plan, consistent with its current RA zoning. Staff has rounded up the HRPP strict density recommendation of 1.69 du/ac to the requested 2 du/ac, partially because of the property's current zoning of RA, which could yield a density of between 3 and 4 du/ac with little to no hillside protection because of the minimum lot size requirement of 10,000 sq. ft. per lot. The PR zone permits clustering of development in the less steep portions of the site, which appears more dense, but allows for significant preservation of the steep portions of the site. The difference in the number of possible dwelling units between 1.69 du/ac and 2 du/ac is 6.

3. Sidewalks will be required on at least one side of each street within the development, and possibly along the N. Campbell Station Rd. frontage.

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 recommended zoning and density are compatible with the surrounding zoning, and the impact on adjacent properties will be minimized during the use on review/concept plan process.

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 Northwest County Sector Plan proposes low density residential uses for the site, consistent with PR zoning at up to 2 du/ac.

2. The site is located within the Rural Area on the Knoxville-Knox County-Farragut Growth Policy Plan map. The recommended zoning and density meet all requirements for rezoning within the Rural Area. The recommended density of 2 du/ac is the maximum that may be permitted under the Rural Area policies of the Growth Policy Plan for this property that is non-contiguous to any Planned or Urban Growth Area. If it was contiguous, up to 3 du/ac could be considered.

3. This request may generate similar requests for low density plan designations and PR zoning in this area in the future on properties in this area.

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.

ESTIMATED TRAFFIC IMPACT: 446 (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: 21 (public and private school children, ages 5-18 years)

Schools affected by this proposal: Hardin Valley Elementary, Karns Middle, and Hardin Valley Academy.

- 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.