

KNOXVILLE/KNOX COUNTY METROPOLITAN PLANNING COMMISSION PLAN AMENDMENT REPORT

► FILE #: 4-B-18-SP AGENDA ITEM #: 40

AGENDA DATE: 4/12/2018

► APPLICANT: JOHN L. SANDERS, AIA C/O PARKRIDGE GROUP LLC

OWNER(S): Parkridge Group, LLC

TAX ID NUMBER: 82 P F 00301 & 00302 View map on KGIS

JURISDICTION: Council District 6

STREET ADDRESS: 1504 Washington Ave

► LOCATION: South side Washington Ave., east side Mitchell St

► APPX. SIZE OF TRACT: 0.98 acres

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via Washington Ave., a minor collector street with 20' of pavement

width within 60' of right-of-way, or Mitchell St., a local street with 28' of

pavement width within 50' of right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: First Creek

► PRESENT PLAN AND MU-SD (Mixed Use Special District) (MU-CC4) / C-3 (General

ZONING DESIGNATION: Commercial)

► PROPOSED PLAN MU-UC (Mixed Use Urban Corridor)

DESIGNATION:

EXISTING LAND USE: Business/manufacturing

► PROPOSED USE: Mixed uses - retail/office/residential/restaurant

EXTENSION OF PLAN

DESIGNATION:

No

HISTORY OF REQUESTS: None noted

SURROUNDING LAND USE North: Washington Ave., offices - MU-SD (MU-CC4)

AND PLAN DESIGNATION: South: Contractor business - MU-SD (MU-CC4)

East: Business - MU-SD (MU-CC4)

West: Mitchell St. - vacant land - MU-SD (MU-CC4)

NEIGHBORHOOD CONTEXT This area is developed with a mix of uses within various zoning districts,

including C-1, C-2, C-3, C-6, I-3, O-1 and R-1A.

STAFF RECOMMENDATION:

► ADOPT RESOLUTION #4-B-18-SP, amending the Central City Sector Plan map to MU-UC (Mixed Use Urban Corridor) sector plan designation, and recommend the Knoxville City Council also approve the sector plan amendment, to make it operative.

The surrounding area has a mix of uses and development, which would be compatible with MU-UC uses. The

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MU-UC plan designation allows consideration of the requested C-2 zoning.

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 recently made in the area. Washington Ave. is a minor collector street that is adequate to serve the recommended commercial uses. Public water and sewer utilities are available to serve the site.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

There are no apparent errors in the plan. The current plan designates this site as a mixed use special district (MU-CC-4). The plan amendment is necessary because C-2 zoning is not permitted within the district, as currently written. (See attached excerpt of the MU-CC4 special mixed use district from the Central City Sector Plan.) Staff is of the opinion that this site is situated properly for consideration of MU-UC uses.

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

No new information or change in government policy has emerged to reveal the need for a plan amendment. The current zoning pattern of similar or greater intensity uses has long been established in this area, making this site appropriate for MU-UC uses.

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

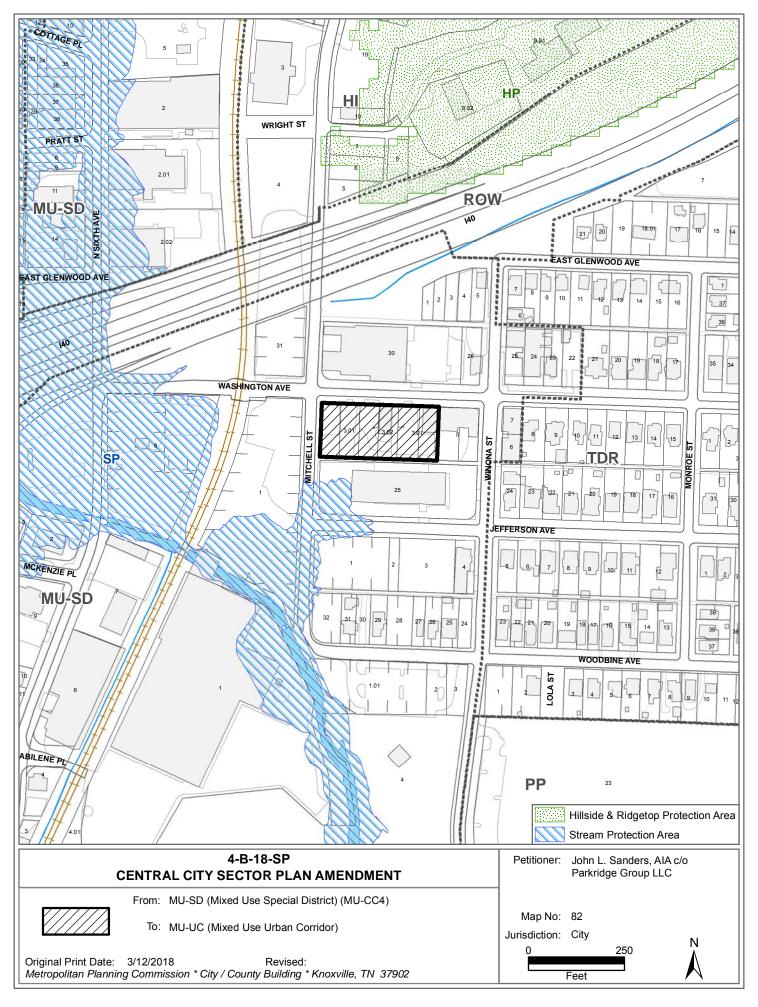
With the established mixed zoning pattern surrounding the site, MU-UC uses are appropriate for this location.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 5/8/2018 and 5/22/2018. 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.

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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, John L. Sanders, AIA c/o Parkridge Group LLC has submitted an application to amend the Sector Plan from MU-SD-Mixed Use Special District (MU-CC4) to MU-UC (Mixed Use Urban Corridor), 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 April 12, 2018, 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 #4-B-18-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	<u> </u>	
Chairman		Secretary	



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

► FILE #: 4-C-18-RZ AGENDA ITEM #: 40

4-B-18-PA AGENDA DATE: 4/12/2018

► APPLICANT: JOHN L. SANDERS, AIA C/O PARKRIDGE GROUP LLC

OWNER(S): Parkridge Group, LLC

TAX ID NUMBER: 82 P F 00301 & 00302 View map on KGIS

JURISDICTION: Council District 6

STREET ADDRESS: 1504 Washington Ave

► LOCATION: South side Washington Ave, east side Mitchell St.

► TRACT INFORMATION: 0.98 acres.

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via Washington Ave., a minor collector street with 20' of pavement

width within 60' of right-of-way, or Mitchell St., a local street with 28' of

MU-UC (Mixed Use - Urban Corridor) / C-2 (Central Business District)

pavement width within 50' of right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: First Creek

► PRESENT PLAN MU-SD (Mixed Use Special District) (MU-CC4) / C-3 (General

Business/manufacturing

DESIGNATION/ZONING: Commercial)

DESIGNATION/ZONING:

► PROPOSED USE: Mixed uses (retail, office, residential, restaurant)

EXTENSION OF PLAN No

DESIGNATION/ZONING:

HISTORY OF ZONING None noted

REQUESTS:

PROPOSED PLAN

EXISTING LAND USE:

SURROUNDING LAND USE,

PLAN DESIGNATION,

North: Washington Ave., offices - MU-SD (MU-CC4) - I-3 (General

Industrial)

ZONING South: Contractor business - MU-SD (MU-CC4) - I-3 (General Industrial)

East: Business - MU-SD (MU-CC4) - C-1 (Neighborhood Commercial)

West: Mitchell St. - vacant land - MU-SD (MU-CC4) - C-3 (General

Commercial)

NEIGHBORHOOD CONTEXT: This area is developed with a mix of uses within various zoning districts,

including C-1, C-2, C-3, C-6, I-3, O-1 and R-1A.

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STAFF RECOMMENDATION:

► RECOMMEND that City Council APPROVE MU-UC (Mixed Use - Urban Corridor) One Year Plan designation.

The surrounding area has a mix of uses and development, which would be compatible with MU-UC uses. The MU-UC plan designation allows consideration of the requested C-2 zoning.

- ▶ RECOMMEND that City Council APPROVE C-2 (Central Business) zoning, subject to one condition.
 - 1. If a new building is proposed, either in the location of an existing building or surface parking lot, use on review approval by MPC shall be required before issuance of any building permits.

With the recommended condition, C-2 zoning will allow the redevelopment of this unused site with compatible mixed uses, similar to the mix of uses in the surrounding area. There is a nearby C-2 zoned site to the southwest between Sixth Ave and the railroad right-of-way. There is less opportunity for neighborhood unfriendly uses with C-2 uses, compared to C-3. This rezoning will create a small node anchoring the residential district providing a mixed use of services for the neighborhood.

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 There are no apparent errors in the plan. The current plan designates this site as a mixed use special district (MU-CC-4). The plan amendment is necessary because C-2 zoning is not permitted within the district, as currently written. (See attached excerpt of the MU-CC4 special mixed use district from the Central City Sector Plan.) Staff is of the opinion that this site is situated properly for consideration of MU-UC uses.
- 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 improvements have been recently made in the area. Washington Ave. is a minor collector street that is adequate to serve the recommended commercial uses. Public water and sewer utilities are available to serve the site.
- C. A CHANGE IN PUBLIC POLICY, UNANTICIPATED BY THE PLAN With the established mixed zoning pattern surrounding the site, MU-UC uses are appropriate for this location.
- D. NEW INFORMATION (INCLUDING NEW PLANS AND STUDIES PRODUCED BY MPC) BECOMING AVAILABLE, WHICH REVEALS THE NEED FOR A PLAN AMENDMENT No new information has become available to reveal the need for a plan amendment. The current zoning pattern of similar or greater intensity uses has long been established in this area, making this site appropriate for MU-UC uses.

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. C-2 zoning for this site will allow the existing building to be used for a mix of uses, including residential.
- 2. C-2 uses are compatible with the surrounding land use and zoning pattern.
- 3. C-2 zoning is appropriate for this site, which is adjacent to other more intense uses and zoning, and has access to a minor collector street.

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, commercial, financial, professional, governmental, and cultural activities. Uses are discouraged which do not require a central location or would create friction in the performance of functions that should be centralized.
- 2. Based on the above general intent, this site is appropriate to be rezoned to C-2.

THE PROPOSED AMENDMENT SHALL NOT ADVERSELY AFFECT ANY OTHER PART OF THE COUNTY,

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NOR SHALL ANY DIRECT OR INDIRECT ADVERSE EFFECTS RESULT FROM SUCH AMENDMENT:

- 1. The recommended C-2 zoning is compatible with the surrounding land uses and zoning pattern.
- 2. C-2 zoning will not create any direct or indirect adverse effects in the surrounding area or any other part of the County.
- 3. The existing minor collector street is adequate to handle any additional traffic generated by allowing C-2 uses on the site.

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:

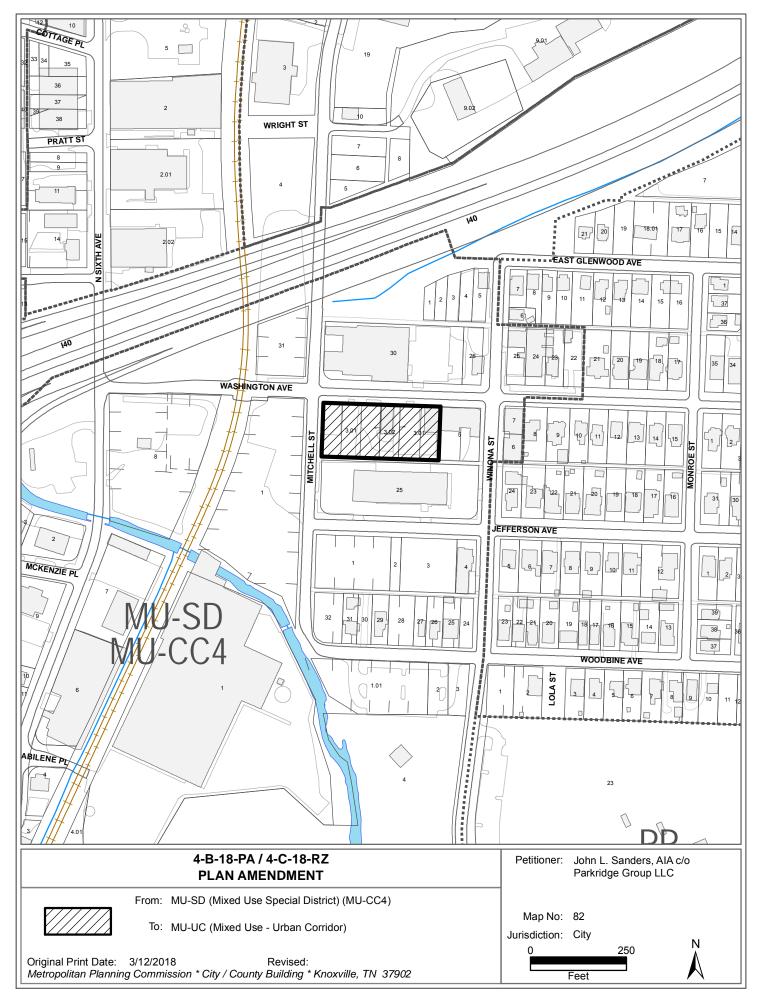
- 1. With the recommended amendment to the City of Knoxville One Year Plan to MU-UC on the accompanying application (4-B-18-PA), C-2 zoning would be consistent with the plan.
- 2. With the recommended amendment to the Central City Sector Plan to MU-UC on the accompanying application (4-B-18-SP), C-2 zoning would be consistent with the plan.
- 3. The site is located within the City Limits of Knoxville on the Knoxville-Knox County-Farragut Growth Policy Plan map.
- 4. This recommended C-2 zoning does not present any apparent conflicts with any other adopted plans.

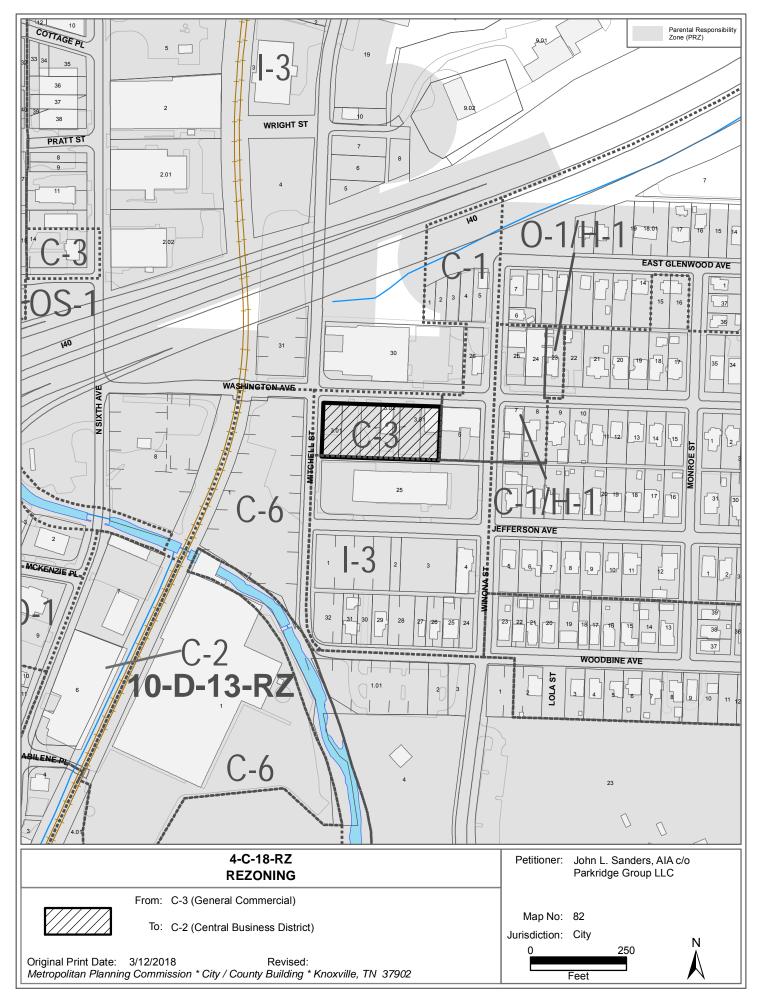
ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 5/8/2018 and 5/22/2018. 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.

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An artist's depiction of the 'complete street' improvements for Magnolia Avenue and potential mixed-use development along the corridor.

MU-CC4: Magnolia Gateways Mixed Use District

Both Hall of Fame Drive and the first portion of Magnolia Avenue are significant gateways to Downtown Knoxville. The *Magnolia Avenue Corridor Plan* (MPC, 2009) recommends enhancing these gateways by implementing a 'complete street' design for Magnolia Avenue and developing new zoning to allow mixed-use development. Implementation of these plan recommendations are underway; MPC drafted a form-based zoning code for the area in 2009 and the *Magnolia Avenue Streetscape Plan* draft report was released by the City in May 2014.

The land use and zoning recommendations for this district are split into four sub-areas because of the complex patterns of historical development. As part of this plan, the MU-CC4 district is being extended to include the properties of a similar nature that front on both sides of Sixth Avenue, between Hoitt Avenue and Interstate 40; including the blocks between Sixth Avenue and Seventh Avenue. This extension is now part of The Rail Corridor sub-area.

Recommended Uses

The following sub-areas are from the *Magnolia Avenue Corridor Plan* (MPC, 2009). Appendix A of that plan has additional information about these sub-areas.

Hall of Fame Drive Area

A mix of uses should be allowed in this corridor, including office, commercial, institutional and residential development. In the area near Gill Avenue, the scale of the Victorian-era houses is appropriate for future development.

- Neighborhood Mixed Use Center (MU-NC)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)
- Along Hall of Fame Drive, Urban Corridor Mixed Use (MU-UC) can be considered on both sides and Light Industrial (LI) uses can be considered on the east side.

Magnolia Avenue and Washington Avenue Area

A mix of uses should be allowed in this corridor, including office, commercial, institutional and residential development. The pedestrian-friendly, landscaped boulevard should be the setting for higher intensity uses, including commercial, office and apartment development.

- Urban Corridor Mixed Use (MU-UC)
 Note: MU-UC uses should not be used north of Caswell Park.
- Neighborhood Mixed Use Center (MU-NC)
- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)

Caswell Park Residential-Office Area

With the park as a centerpiece, higher intensity residential and office uses should be fostered along East Fifth Avenue and Woodbine Avenue (west of Winona Street), taking advantage of this recreation asset. The design and scale of buildings should be compatible with the surrounding neighborhood.

- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR).

The Rail Corridor (including extension)

A mix of higher density residential, wholesale commercial/ distribution and utility uses should be fostered. The First Creek Greenway can be a catalyst for reuse and redevelopment. Vertical mixed use may be accommodated.

- Community Mixed Use Center (MU-CC)
- Light Industrial (LI)
- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)

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, and adherence to adopted plans.

Transportation Improvements

- Transform Magnolia Avenue into a 'complete street': create better-defined bike lanes, continue street tree planting, define on-street parking and provide more landscaping. The City's *Magnolia Avenue Streetscape* plan, which should be completed in late-2014, should be referenced for the proposed streetscape improvements.
- Add a landscaped median to Hall of Fame Drive, which can also serve as a pedestrian refuge island.

WINONA STREET & CASWELL PARK AREA REVITALIZATION

The improvements to Caswell Park have been significant, including a walking path, a new playground and additions to the O'Conner Center. The First Creek trail will be extended through the area. The land use plan and form code proposals would allow office uses and a variety of residences, such as the infill housing and apartments northwest of the park. Reuse of the Standard Knitting Mills, depicted here to show a residential renovation, is also a foremost concern.

Magnolia Avenue Corridor Plan MPC 2009







NORTHEAST CORNER OF THE MAGNOLIA AVENUE-HALL OF FAME DRIVE INTERSECTION

This is the signature block for redevelopment. This School Board-owned area rises on a knoll above the streets. The views of the site and of the skyline would be dramatic. The changes in topography can be used for more intensive development, particularly with underground parking.

Magnolia Avenue Corridor Plan

Community Facility Improvements

- Create a bike and/or trail connection from the Fourth and Gill neighborhood to Caswell Park.
- Complete the First Creek Greenway with a rails-totrails connection to downtown.
- Install shade trees or canopies in the parks, particularly at playgrounds.

Other Improvements

- The "signature" development concept from the *Magnolia Avenue Corridor Plan* (MPC, 2009).
- Maintain the façade improvement program, using U.S. Secretary of Interior Standards in designing the renovations to ensure that the historic character of the area is not jeopardized.

Central City Sector Plan 31

MPC April 12, 2018

Agenda Item # 40

OYP: MU-30 mu-ccf

3P: MU-3D mucch

KNOXVILLE-KNOX COUNTY		☐ PLAN AMENDMENT			
MPC	Name of Applicant. John L. Sanders, AIA c/o Parkridge Group LLC				
METROPOLITAN PLANNING		Meeting Date: March 08, 2018 JAN 2 9 2019			
COMMISSION TENNESSEE		Plannia			
Suite 403 • City County Building 4 0 0 Main Street	Application Accepted by: M. P.				
Knoxville, Tennessee 37902 8 6 5 • 2 1 5 • 2 5 0 0	Fee Amount: 1,000.00 File Nur				
F A X • 2 1 5 • 2 0 6 8 w w w • k n o x m p c • o r g	Fee Amount: File Nur	mber: Plan Amendment			
PROPER	NEW INFORMATION	TO - ID - PA			
Address: 1504-152	RTY INFORMATION 0 Washington Avenue				
General Location: V	Vashington Avenue at Winona	Name: Joe Fox			
Street within the	Edgewood/Parkridge	Company: Parkridge Group LLC			
Neighborhood.	0020500201 0020500202	Address: 109 Northshore Drive			
Parcel ID Number(s)	. 082PF00301, 082PF00302	City: Knoxvillle State: TN Zip: 37919			
Tract Size: .980 Acr	res	Telephone: (865) 621-9493			
Fxisting Land Use:	Business/Manufacturing	Fax: N/A			
Planning Sector: N	IU-SD	E-mail: joe@foxandfogarty.com			
Growth Policy Plan:	N/A				
Census Tract:	67	APPLICATION CORRESPONDENCE			
Traffic Zone:	CIL	All correspondence relating to this application should be sent to: PLEASE PRINT			
Jurisdiction: 🖾 City	Council District unty Commission 1st District	Name: John L. Sanders, AIA			
		Company: Sanders Pace Architecture			
-	uested Change REZONING	Address: 514 W. Jackson Avenue; Suite 102			
FROM: C-3	KEZUNING	City: Knoxville State: TN Zip: 37902			
PROW:		Telephone: <u>(865)</u> 320.0316			
TO: C-2		Fax: N/A			
	AMENDMENT	E-mail: jsanders@sanderspace.com			
One Year Plan	450 to 10 to 10 40 to 10 10 10 10 10 10 10 10 10 10 10 10 10				
	MU-SD MU CC4	APPLICATION AUTHORIZATION I hereby certify that I am the authorized applicant, representing			
	* 2	ALL property owners involved in this request or holders of option			
TO: MU-3D MU C	of delate line to allow probabilis	on same, whose signatures are included on the back of this form.			
MU-UC USE		Signature:			
PROPOSED USE OF PROPERTY Mixed Use - Retail/Office/Residential/Restaurant		Name: John L. Sanders, AIA			
		Company: Sanders Pace Architecture			
		Address: 514 W. Jackson Avenue; Suite 102			
Density Proposed Units/Acre Previous Rezoning Requests: _N/A		City: Knoxville State: TN Zip: 37902			
		Telephone: (865) 329-0316			
•		E-mail: jsanders@sanderspace.com			

REQUIRED SIGN POSTING AGREEMENT FORM

For all rezoning, plan amendment, concept plan, use on review, BZA variance, right-of-way closure, and street name change applications, a sign must be posted on the subject property, consistent with the adopted MPC/BZA Administrative Rules and Procedures. When applicable, MPC staff will provide the sign(s) to post on the subject property at the time of application.

The sign(s) must be posted in a location that is clearly visible from the nearest adjacent street. If the property has more than one street frontage, then the sign(s) should be placed along the higher classified street. MPC staff may recommend a preferred location for the sign(s) to be posted at the time of application.

The sign(s) must be posted no later than two weeks prior to the scheduled MPC/BZA hearing and must remain in place until after the meeting. The applicant is responsible for ensuring that the signs remain posted throughout the two-week period prior to the public hearing. Failure to maintain the signs during this time period may be cause for postponement of the application until the next scheduled meeting. In the case of a postponement, the sign can either remain in place or be removed and reposted no later than two weeks prior to the next MPC/BZA meeting.

MPC staff will provide the first sign(s) for no additional charge as part of the application fees. If the sign(s) are lost or stolen and need to be replaced, then the applicant will be responsible for picking up a new sign from the MPC offices. The applicant will be charged a replacement fee for additional sign(s) consistent with the agency's cost of purchasing each sign.

I hereby agree to post the sign(s) provided on the subject property on or before consistent with the guidelines provided above; and remove the sign(s) within one week after the	Ó
MPC/BZA public hearing.	
Signature:	
Printed name: John L. Sanders	
Date: -29-18	
MPC/BZA File #: 4-C-18-FZ, 4-B-18-PA, 4-B-18-SP	