

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

▶ **FILE #:** 4-F-18-RZ
 4-D-18-SP

AGENDA ITEM #: 43
AGENDA DATE: 4/12/2018

▶ **APPLICANT:** WILMA L. TEAGUE
 OWNER(S): Theda Smith Estate

TAX ID NUMBER: 90 081 [View map on KGIS](#)

JURISDICTION: Commission District 6

STREET ADDRESS: 10108 Coward Mill Rd

▶ **LOCATION:** South side Coward Mill Rd., southwest of Chuck Jones Rd.

▶ **TRACT INFORMATION:** 16.36 acres.

SECTOR PLAN: Northwest County

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via Coward Mill Rd., a minor collector street with 17' of pavement width within 50' of right-of-way.

UTILITIES: Water Source: West Knox Utility District

Sewer Source: West Knox Utility District

WATERSHED: Beaver Creek

▶ **PRESENT PLAN DESIGNATION/ZONING:** BP-1 (Business Park Type 1) / I (Industrial)

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

▶ **EXISTING LAND USE:** Vacant land and residence

▶ **PROPOSED USE:** Residential development

DENSITY PROPOSED: 4 du/ac

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

HISTORY OF ZONING REQUESTS: None noted

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING North: House and vacant land / LDR with HP / A (Agricultural)

South: Business / BP-1 / I (Industrial)

East: Ben Atchley State Veterans' Home / BP-1 / I (Industrial)

West: Beaver Creek, railroad / BP-1 / A (Agricultural)

NEIGHBORHOOD CONTEXT: This area is developed with agricultural and low density residential uses, under A and PR zoning. The Westbridge Industrial Park is to the south with separate access not from Coward Mill Rd. On Coward Mill Rd., immediately to the east is a veterans' home, zoned I.

STAFF RECOMMENDATION:

- ▶ **ADOPT RESOLUTION # 4-D-18-SP, amending the Northwest County Sector Plan to LDR (Low Density Residential) and recommend that County Commission also adopt the sector plan amendment. (See attached resolution, Exhibit A.)**

The subject property is adjacent to other properties designated for low density residential uses. LDR is an extension of the plan designation from the north. Several residential developments along Coward Mill Rd. have been developed under PR zoning in the low density range. This site is currently zoned I (Industrial) and is adjacent to the Westbridge Industrial Park, however, it is privately owned, is not listed as part of the Westbridge recorded plat and does not have access to streets serving the industrial park.

- ▶ **RECOMMEND that County Commission APPROVE PR (Planned Residential) zoning at a density of up to 3.5 du/ac. (Applicant requested up to 4 du/ac.)**

PR zoning at the recommended density is consistent with the sector plan recommendation and is compatible with surrounding development and zoning. Under PR zoning, a development plan would have to be reviewed and approved by MPC as a use on review and concept plan. The reduced density of 3.5 du/ac is recommended for better compatibility with surrounding development, and because of the slope characteristics of the site, floodway issues and the limitations of Coward Mill Rd. because of the adjacent narrow railroad and creek crossing to the west.

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 Coward Mill Rd., but it is classified as a minor collector street. The current pavement width is about 17', but with improvements, the road will be 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 Business Park Type 1 uses for the site, consistent with the current I zoning.

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

Several properties along Coward Mill Rd., including two nearby properties to the west, have been approved for low density residential uses and developed with subdivisions. This proposal continues that trend.

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

Several low density residential developments have been approved along Coward Mill Rd. The current sector plan designates most properties along Coward Mill Rd. for low density residential development.

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. Staff is recommending approval of the associated sector plan amendment to LDR, which allows consideration of PR zoning at a density of up to 5 du/ac. The recommended PR zoning and density are compatible with the surrounding development and zoning pattern.
2. Staff is recommending a reduced density from the request for better compatibility with surrounding development, and because of slope and floodway issues and access road limitations. Staff has completed the attached slope analysis, map and calculations for the subject property. Application of the residential density guidelines would recommend limiting the density to no more than 3.91 du/ac. Staff further reduced the recommended density based on compatibility with other residential developments in the area, and because of the floodway limitations along the west side of the site, along with access road limitations on Coward Mill Rd.

The two closest PR-zoned residential subdivisions to the west are zoned at densities of 3 and 3.5 du/ac. Coward Mill Rd. narrows to the west as it crosses Beaver Creek and the railroad tracks, which may present challenges for road widening and other improvements needed to accommodate the proposed development.

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 may be required on at least one side of each street within the development, and possibly along the Coward Mill Rd. frontage.
3. 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.
4. The proposed PR zoning at a density of up to 4 du/ac would allow for a maximum of 65 dwelling units to be proposed for the site. That number of detached units would add approximately 697 vehicle trips per day to the street system and would add approximately 27 children under the age of 18 to the school system. At the staff recommended density of up to 3.5 du/ac, a maximum of 57 dwelling units may be proposed for the site. That number of detached units would add approximately 618 vehicle trips per day to the street system and would add approximately 23 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 Northwest County Sector Plan map to LDR, which allows consideration of PR zoning at a density of up to 5 du/ac.
2. Approval of this request could lead to future requests for PR zoning in this area.
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: 697 (average daily vehicle trips)

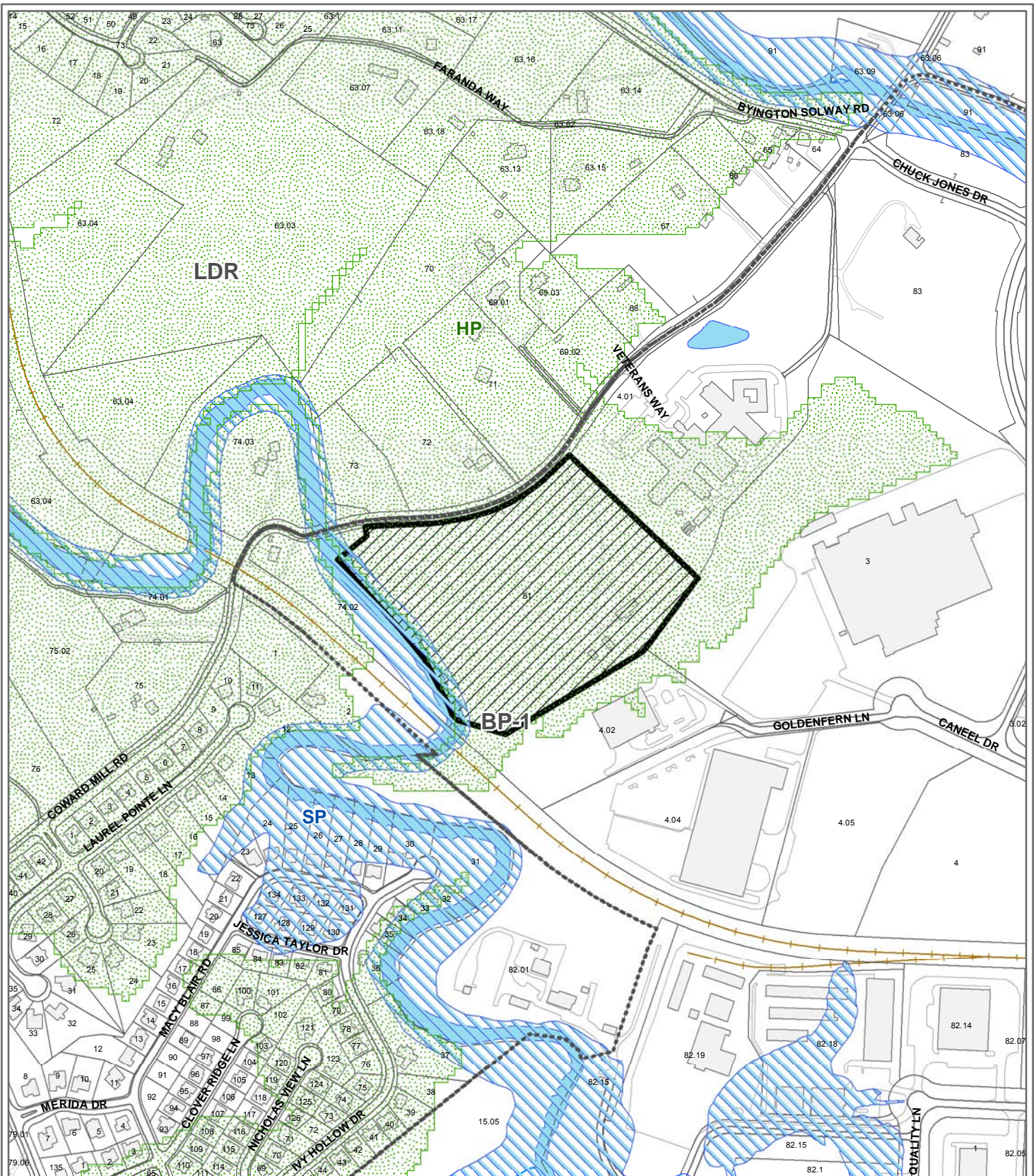
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: 27 (public school children, ages 5-18 years)

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

- School-age population (ages 5–18) is estimated by MPC using data from a variety of sources.
- 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.

If approved, this item will be forwarded to Knox County Commission for action on 5/29/2018. 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.



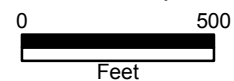
**4-D-18-SP / 4-F-18-RZ
NORTHWEST COUNTY SECTOR PLAN AMENDMENT**

From: BP-1 (Business Park Type 1)
To: LDR (Low Density Residential)

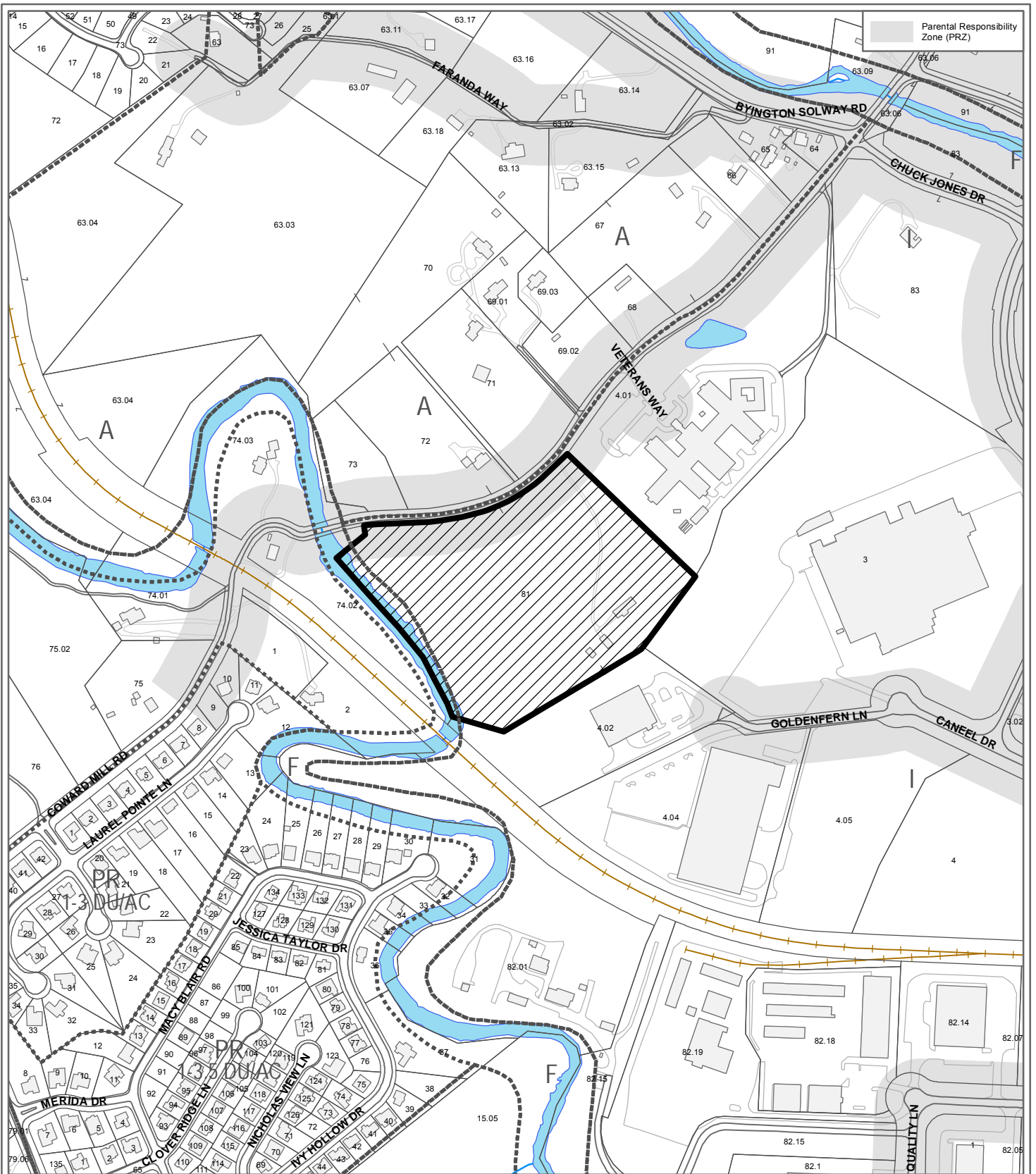


Petitioner: Teague, Wilma L.

Map No: 90
Jurisdiction: County



Original Print Date: 3/19/2018 Revised:
Metropolitan Planning Commission * City / County Building * Knoxville, TN 37902



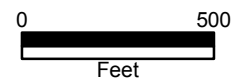
**4-F-18-RZ
REZONING**

From: I (Industrial)
To: PR (Planned Residential)

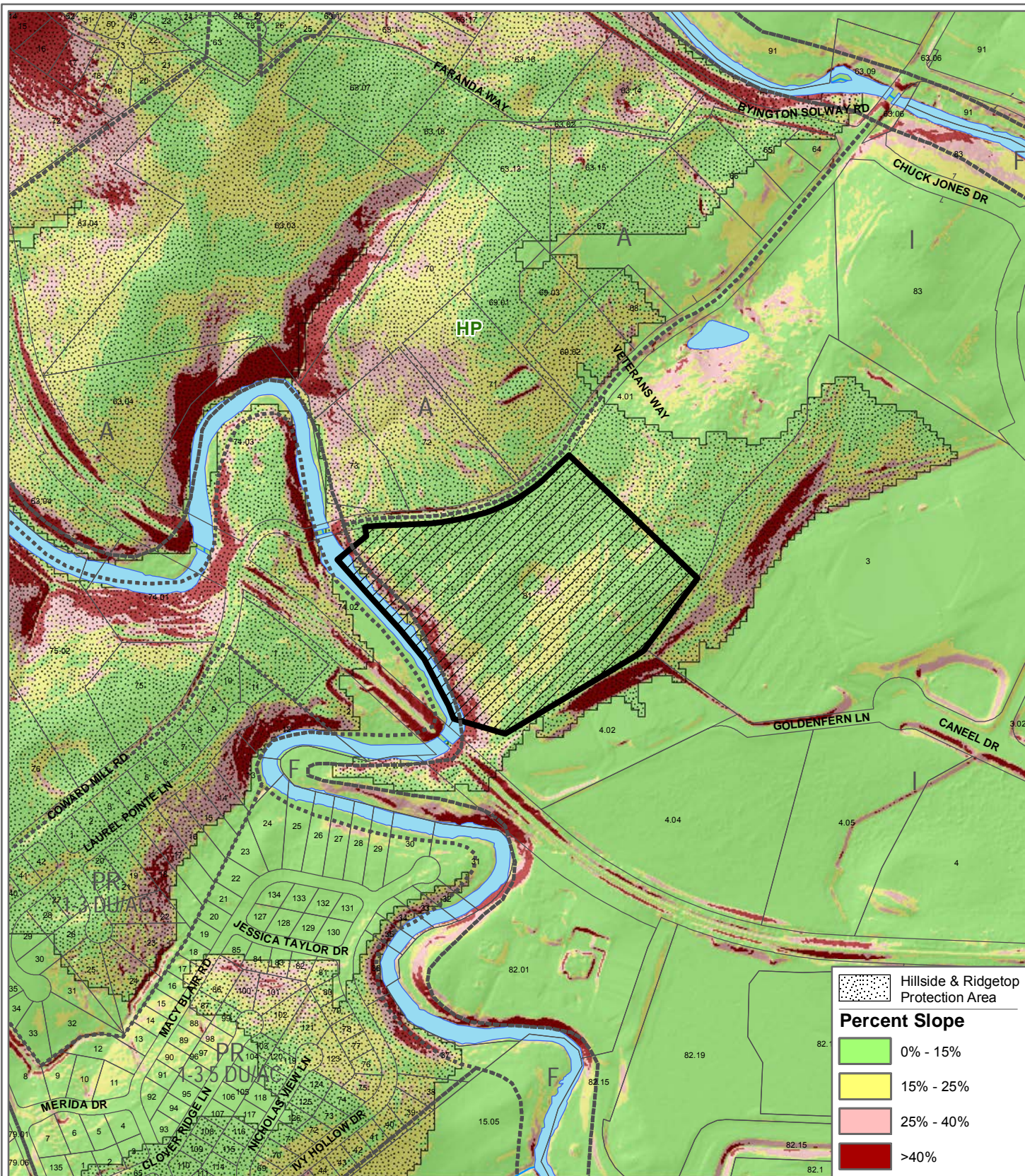


Petitioner: Teague, Wilma L.

Map No: 90
Jurisdiction: County



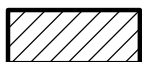
Original Print Date: 3/19/2018 Revised:
Metropolitan Planning Commission * City / County Building * Knoxville, TN 37902



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

**4-F-18-RZ
REZONING - SLOPE ANALYSIS**

From: I (Industrial)
To: PR (Planned Residential)



Original Print Date: 3/13/2018 Revised:
Metropolitan Planning Commission * City / County Building * Knoxville, TN 37902

Petitioner: Teague, Wilma L.

Map No: 90
Jurisdiction: County



Slope Analysis

Parcel: 090 081

Address: 10108 Coward Mill Rd.

	Acres
Non-Hillside Portions	0

Hillside and Ridgetop Protection Area

Value	Percent Slope	Count	Acres
1	0%-15%	19,448	11.16
2	15%-25%	6,642	3.81
3	25%-40%	1,614	0.93
4	>40%	803	0.46
			16.36

	Acres	
Ridgetop Area		0

Site Total	16.36
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**MPC STAFF - SLOPE / DENSITY ANALYSIS
4-F-18-RZ - Wilma L. Teague - I to PR**

CATEGORY	ACRES	RECOMMENDED DENSITY (Dwelling Units / Acre)	NUMBER OF UNITS
Non-Hillside	0	5.00	0.0
0-15% Slope	11.16	5.00	55.8
15-25% Slope	3.81	2.00	7.6
25-40% Slope	0.93	0.50	0.5
Greater than 40% Slope	0.46	0.20	0.1
Ridgetops	0	5.00	0.0
Subtotal: Sloped Land	16.36		64.0
Maximum Density Guideline (Hillside & Ridgetop Protection Plan)	16.36	3.91	64.0
Proposed Density (Applicant)	16.36	4.00	65.4

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.

The Knoxville Knox County Hillside and Ridgetop Protection Plan — 33

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 Northwest 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, Wilma L. Teague, has submitted an application to amend the Sector Plan from Business Park Type 1 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 Northwest 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 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 Northwest County Sector Plan, with its accompanying staff report and map, file #4-D-18-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

APR 15 2018

Northwest County

REZONING **PLAN AMENDMENT**

Name of Applicant: Wilma L. Teague
 Date Filed: 2/12/2018 Meeting Date: April 12, 2018
 Application Accepted by: Brusseau
 Fee Amount: ~~\$1448~~ 1363.00 File Number: Rezoning A-F-18 - RZ
 Fee Amount: \$860 File Number: Plan Amendment 4-D-18 SP

PROPERTY INFORMATION
 Address: 10108 Cowart Mill Rd
 General Location: S side
Cowart Mill Rd, SW of
Chuck Jones Rd.
 Parcel ID Number(s): 090-081
 Tract Size: 16.36 acres
 Existing Land Use: Vacant and residence
 Planning Sector: Northwest County
 Growth Policy Plan: Planned Growth
 Census Tract: 59.08
 Traffic Zone: 216
 Jurisdiction: City Council _____ District
 County Commission 6th District

PROPERTY OWNER **OPTION HOLDER**
 PLEASE PRINT Wilma Teague, Mary Carey
 Name: Angela Fenn
 Company: Thea Smith Estate
 Address: 10600 Dunaway Rd
 City: Knox State: TN Zip: 37931
 Telephone: 865-927-5571
 Fax: _____
 E-mail: teague_charles@hotmail.com

Requested Change
REZONING
 FROM: I
 TO: PR
PLAN AMENDMENT
 One Year Plan Northwest County Sector Plan
 FROM: BP-1
 TO: LDR

APPLICATION CORRESPONDENCE
 All correspondence relating to this application should be sent to:
 PLEASE PRINT
 Name: Wilma Teague
 Company: Thea Smith Estate
 Address: 10600 Dunaway Rd
 City: Knoxville State: TN Zip: 37931
 Telephone: 865-927-5571
 Fax: _____
 E-mail: teague_charles@hotmail.com

PROPOSED USE OF PROPERTY
Residential Development
 Density Proposed 4 Units/Acre
 Previous Rezoning Requests: None noted

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: Wilma L. Smith Teague
 PLEASE PRINT
 Name: Wilma L. Smith Teague
 Company: Thea Smith Estate
 Address: 10600 Dunaway Rd
 City: Knoxville State: TN Zip: 37931
 Telephone: 865-927-5571
 E-mail: teague_charles@hotmail.com

NAMES OF ALL PROPERTY OWNERS INVOLVED OR HOLDERS OF OPTION ON SAME MUST BE LISTED BELOW:

Please Print or Type in Black Ink:

(If more space is required attach additional sheet.)

Name Address City State Zip Owner Option

The do Smith Estate

Wilma L Teague 10600 Dunwoody Rd Knoxville TN 37931 owner

Wilma L. Teague

Mary S. Carey 3221 Shady Oak Ln. Knoxville TN. 37931 owner

Mary S. Carey

Angela S. Fann 2720 Roland Lane Knoxville, TN³⁷⁹³¹ owner

Angela S. Fann