



PLAN AMENDMENT/ REZONING REPORT

► **FILE #:** 2-C-23-RZ

AGENDA ITEM #: 17

2-A-23-SP

AGENDA DATE: 2/9/2023

► **APPLICANT:** GRAHAM CORPORATION

OWNER(S): Tim Graham Graham Corporation

TAX ID NUMBER: 67 L B 00903, 00902, 26103, 015

[View map on KGIS](#)

JURISDICTION: Commission District 7

STREET ADDRESS: 0 CALLAHAN DR (2430 CALLAHAN DR; 6580, 6600 CLINTON HWY; 1829 CHERRYBROOK DR)

► **LOCATION:** Southeast of Callahan Drive, northside of Clinton Highway

► **TRACT INFORMATION:** 33.47 acres.

SECTOR PLAN: Northwest City

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

ACCESSIBILITY: Access is via Clinton Highway, a 4-lane major arterial with a pavement width of 85-ft within right-of-way of 100-ft. Access is also via Callahan Drive, a 4-lane divided minor arterial with a pavement width of 74-ft within a right-of-way width of 112-ft.

UTILITIES: Water Source: Hallsdale-Powell Utility District, Knoxville

Sewer Source: Knoxville Utilities Board, Hallsdale-Powell U

WATERSHED: Knob Fork Creek

► **PRESENT PLAN DESIGNATION/ZONING:** MDR/O (Medium Density Residential/Office), CC (Community Commercial), LDR (Low Density Residential) / PC (Planned Commercial), C-H-2 (Highway Commercial), PR (Planned Residential), RB (General Residential), CA (General Business)

► **PROPOSED PLAN DESIGNATION/ZONING:** CC (Community Commercial) / CA (General Business)

► **EXISTING LAND USE:** Agriculture/Forestry/Vacant Land, Commercial

► **EXTENSION OF PLAN DESIGNATION/ZONING:** Yes, CC is adjacent. Yes, a small portion of CA is adjacent.

HISTORY OF ZONING REQUESTS: 7-K-88-RZ: 12-O-88-RZ: A to PC, 12-A-95-RZ: A to PC, 11-S-97-RZ: A to CA (Approved PC)

SURROUNDING LAND USE, PLAN DESIGNATION, North: Agriculture/forestry/vacant, rural residential, office - MDR/O (Medium Density Residential/Office), LDR (Low Density Residential) - C-H-2 (Highway Commercial), CA (General Business)

ZONING South: Commercial, office, single family residential, agriculture/forestry/vacant - CC (Community Commercial), LDR (Low Density Residential) - RB (General Residential), C-R-2

(Regional Commercial), C-H-2 (Highway Commercial)

East: Agricultural/forestry/vacant, single family residential - LDR (Low Density Residential), MDR/O (Medium Density Residential/Office) - RB (General Residential), A (Agricultural)

West: Commercial - CC (Community Commercial) - C-H-2 (Highway Commercial), C-R-2 (Regional Commercial)

NEIGHBORHOOD CONTEXT: This is a large commercial node at the intersection with Clinton Highway and Callahan Drive, adjacent to a single family residential subdivision.

STAFF RECOMMENDATION:

- ▶ **Approve the sector plan amendment to CC (Community Commercial) because it is a logical extension of the development pattern.**

- ▶ **Approve the PC (Planned Commercial) zone because it is an extension of the zone district and requires development plan review to ensure the highest quality site design.**

COMMENTS:

SECTOR PLAN AMENDMENT REQUIREMENTS FROM GENERAL PLAN (May meet any one of these):

CHANGES OF CONDITIONS WARRANTING AMENDMENT OF THE LAND USE PLAN:

1. This area is designated as a CC (Community Commercial) node at the intersection of a minor and major arterial. It is also adjacent to a single family residential properties on two sides. The CC district is intended for retail and service-oriented development, including shops, restaurants, and what has come to be known as "big box" retail stores; typical service area includes 20,000 to 30,000 residents.
2. This area is already has several "big box" type retail stores located within the Community Commercial node and is served by transit.
3. The location criteria for CC is also met by this extension and planned zones are recommended for these areas because of the potential impacts to the adjacent residential neighborhood and to accommodate pedestrian connectivity between different components of the CC district

INTRODUCTION OF SIGNIFICANT NEW ROADS OR UTILITIES THAT WERE NOT ANTICIPATED IN THE PLAN AND MAKE DEVELOPMENT MORE FEASIBLE:

1. The subject property is located along a major and minor arterial street that is served by transit with sidewalks and crosswalks within the district.
2. This district has remained a commercial node since the mid-1990s.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. There is not an obvious or significant error or omission in the plan, this area is designated Community Commercial adjacent to a transitional land use classification of Medium Density Residential/Office that buffers the Low Density Residential area.

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

1. This area continues to see outparcel development for new commercial uses within the Community Commercial node. This expansion of the CC area, would allow for an extension of that commercial development into the adjacent vacant land. The CC land use classification recommends the PC zone district, which would require review of a development plan for expansion into this area adjacent to the single family residential neighborhood to the south and possible future medium density residential development that could occur to the north.

PURSUANT TO THE KNOX COUNTY ZONING ORDINANCE, ARTICLE 6:30.01, THE FOLLOWING CONDITIONS MUST BE MET FOR ALL REZONINGS (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. This area has continued to grow as a commercial node since Callahan Drive was constructed connecting

this area directly to an interstate interchange with I-75, and as the Northwest Connector and improvements to Schaad Road have occurred linking residential area west of this area to the community commercial node.

2. Outparcel development has also continued since the original development of the large retail commercial development under the PC zone district.

3. The adjacent single family residential neighborhood along Cherrybrook Drive began being built out in the late 1960s and remains a residential neighborhood today. Additional buffers and landscaping could be conditioned as part of the development plan review by the Planning Commission to ensure the protection of the adjacent residential area. The required development plan review may also provide an opportunity for staff to review and ensure that pedestrian and vehicle connectivity between the existing commercial node and the proposed expansion of the commercial area are well coordinated and connected to the existing transit line along Clinton Highway.

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

1. The PC (Planned Commercial) zone is intended for a unified grouping of commercial buildings which do not require or desire a central business district location. It is the objective of this zone to achieve the highest quality site design, building arrangement, landscaping and traffic circulation patterns possible.

2. This is a large commercial site and the applicant is requesting to expand the commercial zoning to approximately 33 acres adjacent to an established single family residential neighborhood. A development plan will be required to be reviewed by the Planning Commission and the PC zone district requires a periphery setback of 50-ft, while the CA zone does not require a periphery setback.

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. There are concerns related to the expansion of the commercial uses adjacent to the single family residential area, however, the required development plan review and periphery boundary setback of 50-ft within the PC zone district provide the Planning Commission with an opportunity to support site design that would protect the adjacent neighborhood as additional commercial outparcel development is proposed.

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:

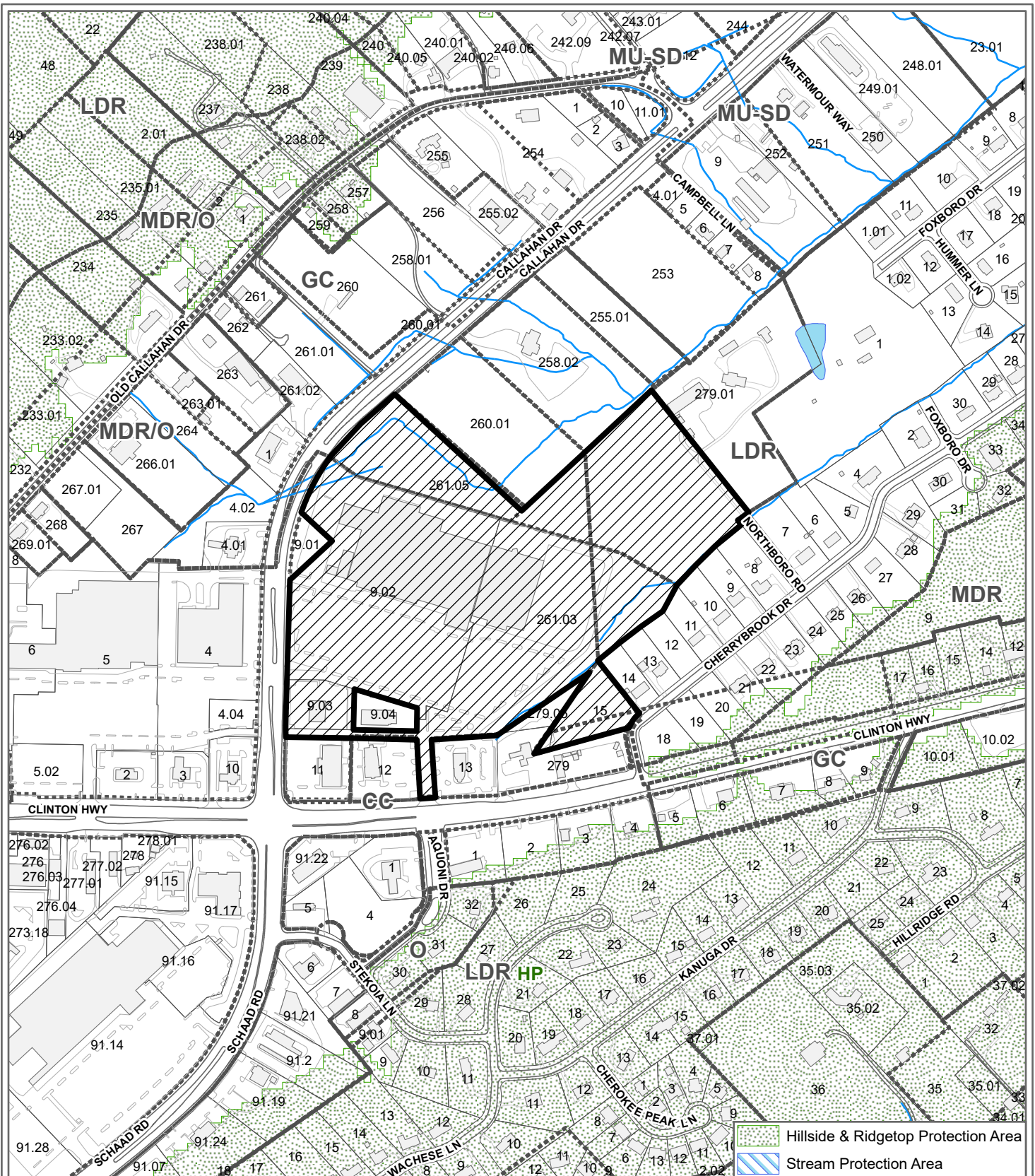
1. The proposed rezoning is consistent with the recommended amendment expanding the CC land use classification of the sector plan.

2. The PC zone at this location is not in conflict with the General Plan or any other adopted plans.

ESTIMATED TRAFFIC IMPACT: Not required.

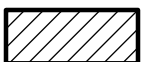
ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knox County Commission for action on 3/27/2023. If denied, Knoxville-Knox County Planning Commission'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 a Planning Commission decision in the County.



**2-A-23-SP / 2-C-23-RZ
NORTHWEST CITY SECTOR PLAN AMENDMENT**

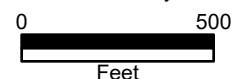
From: MDR/O (Medium Density Residential/Office), CC (Community Commercial), LDR (Low Density Residential)
To: CC (Community Commercial)

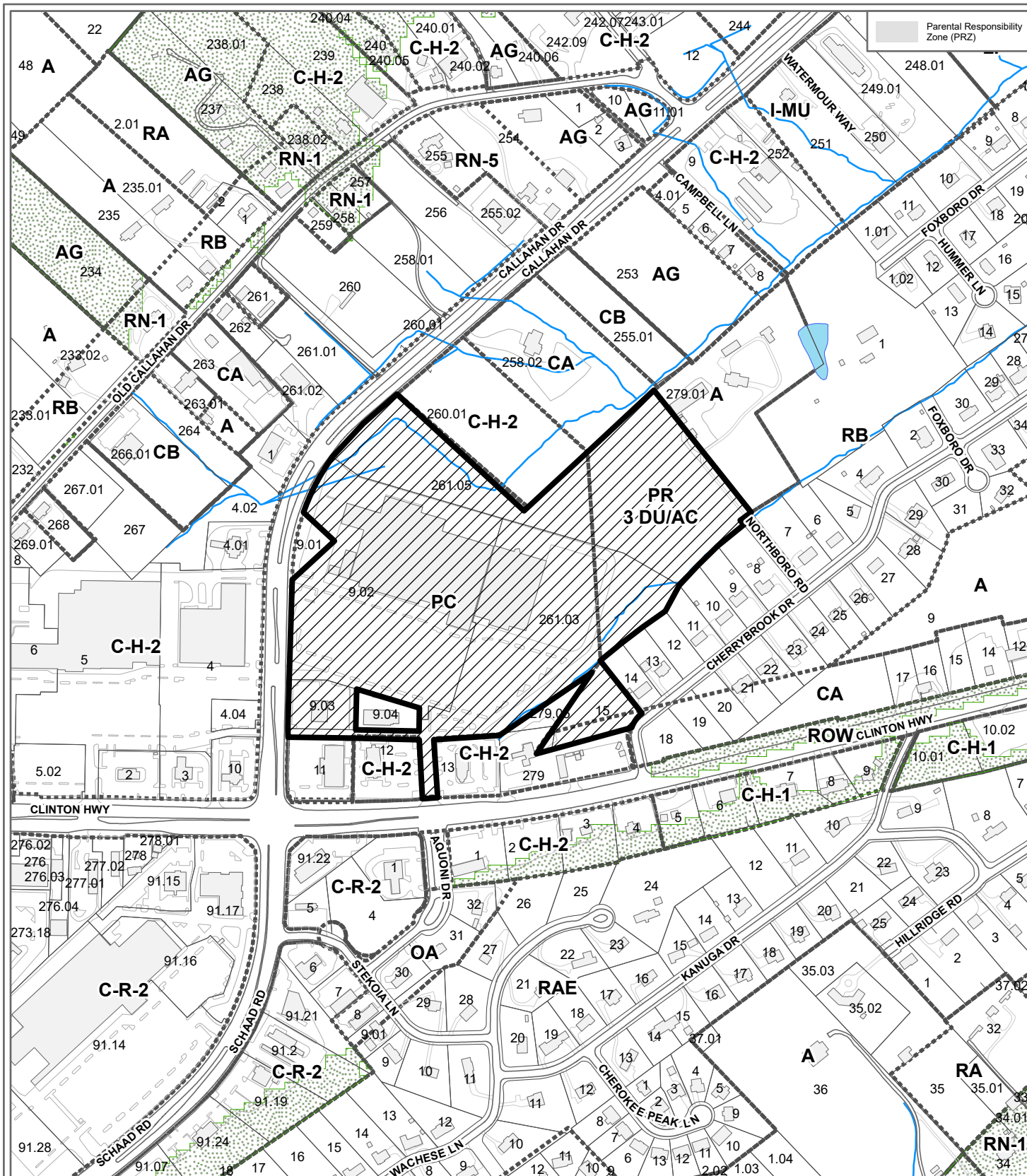


Original Print Date: 1/18/2023 Revised:
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

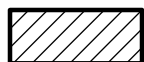
Petitioner: Graham Corporation

Map No: 67
Jurisdiction: County





2-C-23-RZ REZONING



From: PC (Planned Commercial), C-H-2 (Highway Commercial), PR (Planned Residential), RB (General Residential), CA (General Business)

To: CA (General Business)

Original Print Date: 1/18/2023

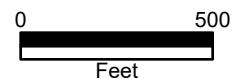
Revised:

Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

Petitioner: Graham Corporation

Map No: 67

Jurisdiction: County



***KNOXVILLE-KNOX COUNTY PLANNING COMMISSION
A RESOLUTION AMENDING THE NORTHWEST CITY SECTOR PLAN***

WHEREAS, the Knoxville-Knox County 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 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 Planning Commission has prepared the Knox County Future Land Use Map, a portion of which is contained within the Northwest 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, Graham Corporation has submitted an application for an amendment to the Northwest City Sector Plan for property described in the application; and

WHEREAS, the Planning Commission recommends approval of an amendment to the Sector Plan from Medium Density Residential/Office and Low Density Residential to Community Commercial 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 Planning Commission, at its regularly scheduled public hearing on February 9, 2023, 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 PLANNING COMMISSION:

SECTION 1: The Planning Commission hereby adopts the revised amendment to the Northwest City Sector Plan, with its accompanying staff report and map, file #2-A-23-SP.

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

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

Date

Chairman

Secretary

Zoning Map

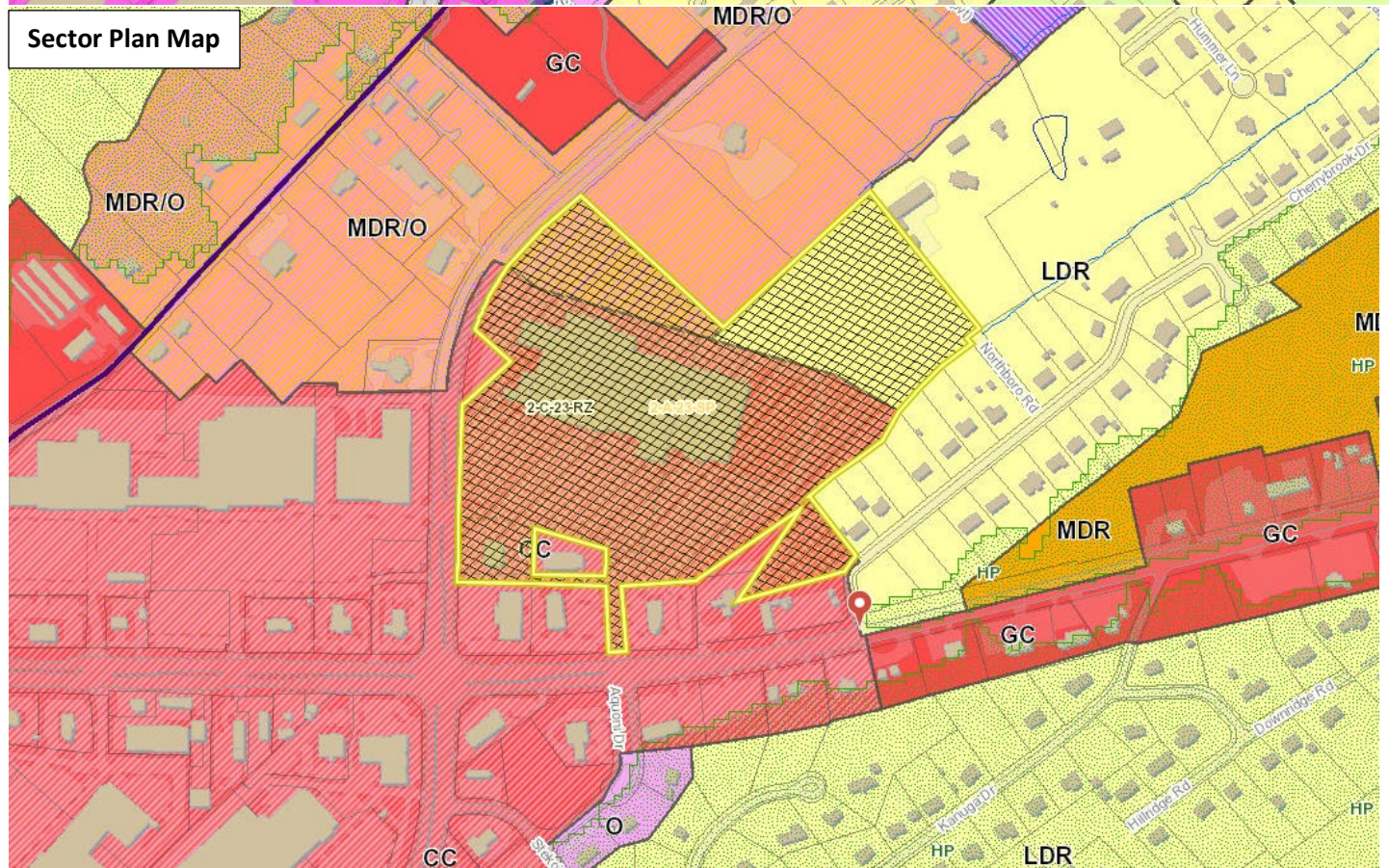
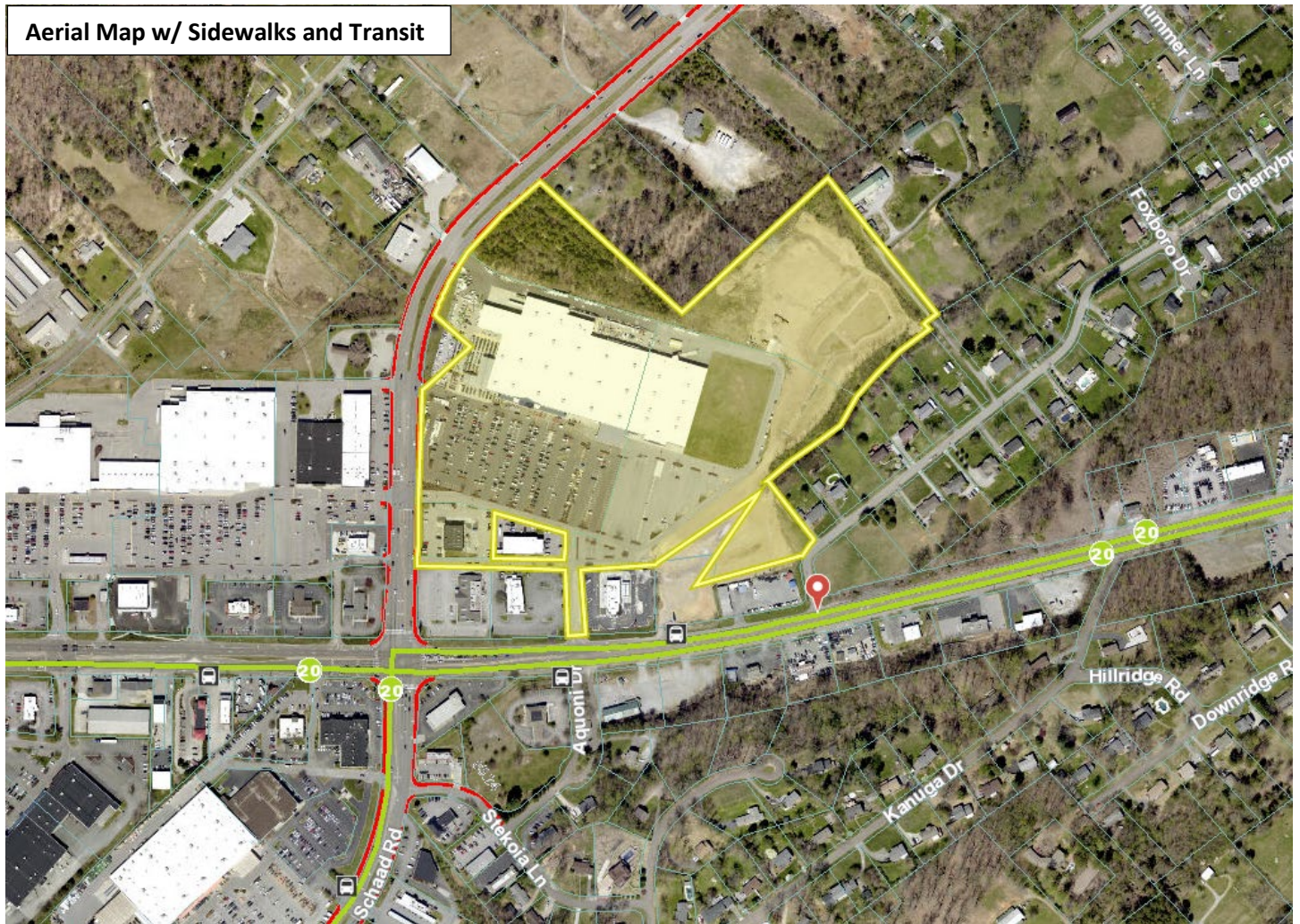


Exhibit A. 2-C-23-RZ_2-A-23-SP Contextual Images





Development Request

DEVELOPMENT

- ☐ Development Plan
☐ Planned Development
☐ Use on Review / Special Use
☐ Hillside Protection COA

SUBDIVISION

- ☐ Concept Plan
☐ Final Plat

ZONING

- ☒ Plan Amendment
☒ Sector Plan
☐ One Year Plan
☒ Rezoning

Graham Corporation

Applicant Name

Affiliation

12/27/2022

2/9/2023

2-A-23-SP / 2-C-23-RZ

Date Filed

Meeting Date (if applicable)

File Number(s)

CORRESPONDENCE

All correspondence related to this application should be directed to the approved contact listed below.

Tim Graham Graham Corporation

Name / Company

P.O. Box 12489 Knoxville TN 37912

Address

865-693-7000 / tg@grahamcorporation.com

Phone / Email

CURRENT PROPERTY INFO

Tim Graham Graham Corporation

P.O. Box 12489 Knoxville TN 37912

865-693-7000 / tg@grahamcor

Owner Name (if different)

Owner Address

Owner Phone / Email

0 CALLAHAN DR / 2430 CALLAHAN DR; 6580, 6600 CLINTON HWY; 1829 CHERRYBROOK DR

Property Address

67 L B 00903, 00902, 26103, 015

33.47 acres

Parcel ID

Part of Parcel (Y/N)?

Tract Size

Knoxville Utilities Board, Hallsdale-Powell U

Hallsdale-Powell Utility District, Knoxville

Sewer Provider

Water Provider

Septic (Y/N)

STAFF USE ONLY

Southeast of Callahan Drive, northside of Clinton Highway

General Location

☐ City

Commission District 7

PC (Planned Commercial), C-H-2 (Highway Commercial),
PR (Planned Residential), RB (General Residential), CA
(General Business)

Agriculture/Forestry/Vacant Land,
Commercial

☒ Count

District

Zoning District

Existing Land Use

Northwest City

MDR/O (Medium Density Residential/Office), CC (Comm

Urban Growth Area (Outside City Limit

Planning Sector

Sector Plan Land Use Classification

Growth Policy Plan Designation

DEVELOPMENT REQUEST

<input type="checkbox"/> Development Plan <input type="checkbox"/> Planned Development <input type="checkbox"/> Use on Review / Special Use	Related City Permit Number(s)
<input type="checkbox"/> Hillside Protection COA <input type="checkbox"/> Residential <input type="checkbox"/> Non-residential	
Home Occupation (specify) _____	
Other (specify) _____	

SUBDIVISION REQUEST

Proposed Subdivision Name	Related Rezoning File Number
Unit / Phase Number	
Total Number of Lots Created	
Additional Information	
<input type="checkbox"/> Attachments / Additional Requirements	

ZONING REQUEST

<input checked="" type="checkbox"/> Zoning Change CA (General Business)	Pending Plat File Number
Proposed Zoning	
<input checked="" type="checkbox"/> Plan CC (Community Commercial)	
Amendment Proposed Plan Designation(s)	
Proposed Density (units/acre) Previous Zoning Requests	
Additional Information	

STAFF USE ONLY**PLAT TYPE**☐ Staff Review ☐ Planning Commission**ATTACHMENTS**☐ Property Owners / Option Holders ☐ Variance Request**ADDITIONAL REQUIREMENTS**

- ☐ COA Checklist (Hillside Protection)
☐ Design Plan Certification (Final Plat)
☐ Site Plan (Development Request)
☐ Traffic Impact Study
☐ Use on Review / Special Use (Concept Plan)

Fee 1	Total
\$5,197.00	
Fee 2	
Fee 3	

AUTHORIZATION

Graham Corporation		12/27/2022
Applicant Signature	Please Print	Date
Phone / Email		
Tim Graham Graham Corporation		12/27/2022
Property Owner Signature	Please Print	Date

I declare under penalty of perjury the foregoing (i.e., he/she/they is/are the owner of the property and that the application and all associated materials are being submitted with his/her/their consent) is true and correct.



Development Request

DEVELOPMENT

- ☐ Development Plan
☐ Planned Development
☐ Use on Review / Special Use
☐ Hillside Protection COA

SUBDIVISION

- ☐ Concept Plan
☐ Final Plat

ZONING

- ☒ Plan Amendment
☒ SP ☐ OYP
☒ Rezoning

Graham Corporation

General Partner of Owner(s)

Applicant Name

Affiliation

12-27-2022

2-09-2023

Date Filed

Meeting Date (if applicable)

File Number(s)

2-C-23-RZ/
2-A-23-SP

CORRESPONDENCE

All correspondence related to this application should be directed to the approved contact listed below.

- ☒ Applicant ☒ Property Owner ☐ Option Holder ☐ Project Surveyor ☐ Engineer ☐ Architect/Landscape Architect

Tim Graham

Graham Corporation

Name

Company

PO Box 12489

Knoxville

TN

37912

Address

City

State

ZIP

(865) 693-7000

tg@grahamcorporation.com

Phone

Email

CURRENT PROPERTY INFO

Crown Partners GP & Crown Investors GP PO Box 12489, Knoxville TN 37912

(865) 693-7000

Property Owner Name (if different)

Property Owner Address

Property Owner Phone 20.8320

1829 Cherrybrook, 2430 Callahan Dr

067LB-00901, 00902, 00903;

6600 Clinton Highway, et al, 0 Callahan Dr, 6580 Clementine

067-26103, 26105, 27985; 067LA015 (superior of)

Property Address

Parcel ID

210.1720

Hallsdale-Powell Utility District

Hallsdale-Powell Utility District

N

Sewer Provider

Water Provider

Septic (Y/N)

STAFF USE ONLY

Southeast of Callahan Dr.

33.4720

General Location

Tract Size

☐ City ☒ County

7th

District

PC, PR@3du/ac,Rb

Zoning District

Commercial, Ag/Exp/Vac

Existing Land Use

NW City

Planning Sector

CC & NDR/O & LDR

Sector Plan Land Use Classification

Urban Growth

Growth Policy Plan Designation

DEVELOPMENT REQUEST

- ☐ Development Plan ☐ Use on Review / Special Use ☐ Hillside Protection COA
☐ Residential ☐ Non-Residential

Home Occupation (specify) _____

Other (specify) _____

Related City Permit Number(s)

SUBDIVISION REQUEST

Proposed Subdivision Name _____

Unit / Phase Number _____

- ☐ Combine Parcels ☐ Divide Parcel

Total Number of Lots Created _____

☐ Other (specify) _____☐ Attachments / Additional Requirements _____

Related Rezoning File Number

ZONING REQUEST☒ Zoning Change

CA

Proposed Zoning

☒ Plan Amendment Change

CC

Proposed Plan Designation(s)

Pending Plat File Number

Proposed Density (units/acre) _____

Previous Rezoning Requests _____

☐ Other (specify) _____**STAFF USE ONLY****PLAT TYPE**

- ☐ Staff Review ☐ Planning Commission

ATTACHMENTS

- ☐ Property Owners / Option Holders ☐ Variance Request

ADDITIONAL REQUIREMENTS

- ☐ Design Plan Certification (Final Plat)
☐ Use on Review / Special Use (Concept Plan)
☐ Traffic Impact Study
☐ COA Checklist (Hillside Protection)

Fee 1

0604 | \$50.00

Fee 2

0804 | \$347.00

Fee 3

Total

\$5,197.00

PAID
12/27/22
mg**AUTHORIZATION**


Applicant Signature

Graham Corporation

Please Print

12-27-2022

Date

(865) 693-7000

Phone Number

tg@grahamcorporation.com

Email

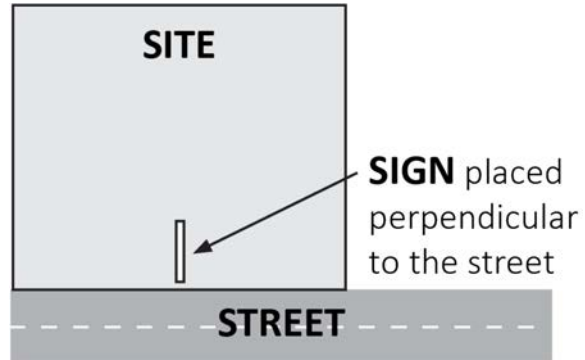
By Graham Corporation, General Partner 
Property Owner Signature

Please Print

12-27-22

Date

The Administrative Rules and Procedures of the Knoxville-Knox County Planning Commission require a sign to be posted on the property for each application subject to consideration by the Planning Commission, including the following applications: rezoning, plan amendment, concept plan, use on review/special use, planned development, right-of-way closure, and name change.



The required public notice sign(s) will be provided by Planning to the applicant when an application is submitted. If an application is submitted electronically, Planning staff will post the required sign. If a replacement sign(s) is needed, the applicant is responsible for picking up the new sign(s) from Planning and will be charged \$10 for each replacement.

LOCATION AND VISIBILITY

The sign must be posted on the nearest adjacent/frontage street and in a location clearly visible to vehicles traveling in either direction. If the property has more than one street frontage, the sign should be placed along the street that carries more traffic. Planning staff may recommend a preferred location for the sign to be posted at the time of application.

TIMING

The sign(s) must be posted **not less than 12 days prior to the scheduled Planning Commission public hearing** and must remain in place until the day after the meeting. In the case of a postponement, the sign can either remain in place or be removed and reposted not less than 12 days prior to the next Planning Commission meeting. The applicant is responsible for removing the sign after the application has been acted upon by the Planning Commission.

The individual below is responsible for posting and removing the sign(s) provided consistent with the above guidelines and between the dates of:

_____ 1/27/2023 _____ and _____ 2/10/2023 _____
 (applicant or staff to post sign) (applicant to remove sign)

Applicant Name: Graham Corporation

Date: 12/27/22

File Number: 2-C-23-RZ_2-A-23-SP

☒

Sign posted by Staff

☐

Sign posted by Applicant