



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

▶ **FILE #:** 10-G-10-RZ **AGENDA ITEM #** 31  
 10-F-10-PA **AGENDA DATE:** 10/14/2010

▶ **APPLICANT:** NORTHSHORE MARKET INVESTORS, LLC / MPC  
**OWNER(S):** NORTHSHORE MARKET INVESTOR LLC

**TAX ID NUMBER:** 154 PORTION OF 098 MAP ON FILE AT MPC  
**JURISDICTION:** Council District 2

▶ **LOCATION:** North side S. Northshore Dr., southwest side I-140

▶ **TRACT INFORMATION:** 35.31 acres.

**SECTOR PLAN:** Southwest County

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

**ACCESSIBILITY:** Access to the site is via S. Northshore Dr., a major arterial street with 2 lanes expanding to 4 lanes within 200-335' of right-of-way.

**UTILITIES:** Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

**WATERSHED:** Tennessee River

▶ **PRESENT PLAN DESIGNATION/ZONING:** MU (Mixed Use) (TND-1 - Traditional Neighborhood Development) / TC-1 (Town Center)

▶ **PROPOSED PLAN DESIGNATION/ZONING:** GC (General Commercial) / PC-1 (Retail and Office Park)

▶ **EXISTING LAND USE:** Vacant land

▶ **PROPOSED USE:** Commercial shopping center

**EXTENSION OF PLAN DESIGNATION/ZONING:** No

**HISTORY OF ZONING REQUESTS:** Property was rezoned TC-1 in 2001 (4-Q-01-RZ).

**SURROUNDING LAND USE, PLAN DESIGNATION, ZONING**

North: Residences / MU / TC-1 (Town Center)  
 South: S. Northshore Dr. - Indoor storage facility / LDR and County / A (Agricultural), A-1 (General Agricultural) and OB (Office, Medical & Related Services)  
 East: I-140 right-of-way / ROW / OB (Office, Medical & Related Services)  
 West: Town center development and future school / MU / TC-1 (Town Center)

**NEIGHBORHOOD CONTEXT:** The surrounding area to the north and west of the site is being developed into a mix of uses under the TC-1 zoning district. This includes a future school. To the north and west are residential subdivisions, zoned RA and PR in the County. To the south is vacant land, floodway and an indoor storage facility, zoned A and OB. To the east is I-140 right-of-way, which includes the interchange with S. Northshore Dr.

**STAFF RECOMMENDATION:**

► **RECOMMEND that City Council APPROVE MU (Mixed Uses) (Commercial, Office, Residential, and Civic, using planned development zone districts) One Year Plan classification**

Staff supports the One Year Plan change on this portion of the site. A regional commercial center is appropriate along the I-140 corridor adjacent to the S. Northshore interchange. The current Mixed Use designation, limited to TND-1 zoning may have been a mapping error that occurred at the time the site was rezoned to TC-1. The sector plan calls for mixed uses, which allows for consideration of TC-1, TND-1 or other planned zones. Approval of this request would bring the One Year Plan into consistency with the Southwest County Sector Plan.

► **RECOMMEND that City Council APPROVE PC-1 zoning for the portion of the tract described in the attached map, subject to the following conditions:**

1. Development plans shall provide a street and pedestrian circulation network that is consistent with the principles and features established in the Development Plan and Standards for Northshore, i.e. it is highly connected internally and to the street and pedestrian circulation network of the adjacent development and adequately provides for pedestrian safety and comfort.
2. Development plans shall provide a system of dedicated open space that is consistent with the Development Plan and Standards for Northshore, i.e. it provides adequate connection to the open space system of the adjacent development and is integrated with the lake and its adjacent development.
3. Development plans shall provide on-street parking to the maximum extent possible along the street circulation network, recognizing the constraints imposed by the proposed slip ramp from Pellissippi Parkway and established street design and safety principles.
4. Development plans shall provide off-street parking areas designed so as to minimize the visual impact from the street circulation network through location of buildings and landscaping that recognizes the principles in the Development Plan and Standards for Northshore.
5. Development plans shall incorporate design, intensity and mix of land uses for the harmonious integration of development that serves regional, community and neighborhood markets and provide design elements and features that are complementary to development within the adjacent TC-1 zone district.

PC-1 zoning is consistent with the current sector plan, which calls for a mix of uses within the site, and proposed amended one-year plan and can assure that development, with the required development plan approval, is planned in a manner that is compatible with the development plan and standards previously approved with the TC-1 zoning and integrated into a consistent overall design theme for the development.

**COMMENTS:**

ONE YEAR PLAN REQUIREMENTS:

CHANGES OF CONDITIONS WARRANTING AMENDMENT OF THE LAND USE PLAN:

NEW ROAD OR UTILITY IMPROVEMENTS:

A new slip ramp will provide direct access from I-140 (Pellissippi Parkway) to the proposed site. Traffic southbound on I-140 will be able to get to the site without going through the I-140/Northshore Drive interchange.

ERROR OR OMISSION IN CURRENT PLAN:

The Southwest County Sector Plan recognizes the overall site as appropriate for mixed uses, including TC-1, TND-1 or other planned zoning districts. The current One Year Plan designation restricts the subject property to TND-1 zoning only, which is an error. Approval of this request will make the two plans consistent in their proposals.

CHANGES IN GOVERNMENT POLICY:

Mixed uses are supported in this area on the sector plan. Staff generally prefers that large sites be developed under planned zoning districts, allowing a plan review by staff and allowing for public opinion on the matter. Approval of this request will insure that when the property is developed, it will be done under a planned zoning district.

CHANGE IN DEVELOPMENT, POPULATION OR TRAFFIC TRENDS:

This site has been designated for town center development for some time now, so the change in these trends has already occurred. Town center development includes allowance for commercial.

**BACKGROUND:**

The Southwest County Sector Plan and zoning was amended in May of 2001 to allow mixed use development and the Northshore Town Center on this 100+ acre site. The site was the Sterchi Farm, an area previously proposed for low density residential uses. Because of concerns by area interests about large scale development on the edge of their neighborhoods and within their community, a meeting was held at a local elementary school with over 100 residents in attendance. After hearing Bob Sterchi's/Ross Fowler's proposal for a traditional neighborhood and mixed use commercial-office-residential core, most interests felt comfortable with the possible changes.

The plans were modified in late 2004 via revised concept and development plans prepared for the second owner, Doran and Company (12-J-04-UR/12-SF-04-C). While the proportion of uses remained the same (residential, open space, mixed uses), the layout was changed and development standards were added; they were approved by MPC on 12/9/2004. These changes were made following two back-to-back community meetings attended by several hundred area residents. Following approval, the first component of the residential development (Beau Monde) was initiated. On 8/11/2005, the southwest quadrant of what is now Northshore Center was added and a development plan was approved (8-H-05-UR/8-SF-05-C). That mixed use development was started in 2008.

In October of 2009, MPC staff examined several sections of the Town Center (TC-1) zoning district and concluded that greater flexibility should be imbedded in the code to allow a greater proportion of small-scale one story buildings, one-story grocery stores, and more flexibility to reduce parking and to provide a means for alternative compliance, allowing greater flexibility in layout and design. The amendments would have also required a phasing plan. The amendments were approved by MPC on October 8, 2009 (5-A-09-OA); City Council ultimately took no action, leaving the original TC-1 zoning in place. A workshop was held near Northshore Town Center regarding the changes; roughly 70 citizens came out to hear about the changes and generally supported them.

**COMMENTS:**

The applicant has requested that a portion of Northshore Town Center site be rezoned from TC-1 to PC-1, leaving the majority of the site as TC-1 and the property closest to I-140 (Pellissippi Parkway) and its interchange with Northshore Drive proposed as PC-1 zoning. The applicant indicates that the economics of today's market dictate that the site provide stores and shops that serve regional, community and neighborhood markets. The applicant proposes to locate a large, single story, regionally-oriented retailer with up to 140,000 square feet of floor area (and its required parking) and a mid-sized, single story, community-oriented grocery store with up to 50,000 square feet of floor area (and its required parking) within the area proposed for PC-1 zoning. The proposed rezoning will maintain TC-1 zoning around the existing lake (which is viewed as the potential heart of the development) and adjacent to existing residential development to the west and the Beau Monde residential neighborhood within the site to the north.

The development of regional and community oriented commercial land uses, with larger buildings and parking areas, within the proposed PC-1 zone district will allow these retailers maximum exposure and easy access from Interstate 140 (Pellissippi Parkway) and easy access from Northshore Drive without going through the remainder of the development, which will remain zoned as TC-1. In addition, this location utilizes the remaining TC-1 zone district as a buffer from adjacent residential development and maintains the opportunity for shoppers using the regional highway system to park and walk to the remainder of the town center development, further strengthening its chance for success. This sort of hybrid model of town center and diverse market commercial activity can provide economic synergy.

The proposed conditions will help assure that many important principles of the approved TC-1 development plan and standards are reflected in any future development approved in the PC-1 zone and help provide integrated overall design elements and features to make the PC-1 area complement the Town Center concept.

With development plan approval, details regarding building design and materials, parking lot layout, vehicular circulation plans, landscaping plans, lighting plans, sign plans and phasing plans will be required.

**ESTIMATED TRAFFIC IMPACT:** Not calculated.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 11/16/2010 and 11/30/2010. 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.