

CASE SUMMARY

APPLICATION TYPE: USE ON REVIEW

KNOXVILLE-KNOX COUNTY

M P C
METROPOLITAN
P L A N N I N G
C O M M I S S I O N

T E N N E S S E E

Suite 403 • City County Building
400 Main Street
Knoxville, Tennessee 37902
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www.knoxmpc.org

File Number: 3-C-04-UR **Related File Number:**
Application Filed: 2/9/2004 **Date of Revision:**
Applicant: JAMES DORAN COMPANY
Owner:

PROPERTY INFORMATION

General Location: North side of S. Northshore Dr., west side of I-140
Other Parcel Info.:
Tax ID Number: 154 89,95,98,99 **Jurisdiction:** City
Size of Tract: 141 acres
Accessibility: Access is via S. Northshore Drive, a major arterial street with 22 ft. of pavement within a 50 ft. right-of-way at this location.

GENERAL LAND USE INFORMATION

Existing Land Use: Vacant land
Surrounding Land Use:
Proposed Use: Development plan, including maximum heights, build to lines, parking structures and master signage plan **Density:** N/A
Sector Plan: Southwest County **Sector Plan Designation:** Mixed Uses
Growth Policy Plan: Urban Growth Area (Inside City Limits)
Neighborhood Context: The subject property, a large vacant site, is located on the northwest side of the I-140/S. Northshore Dr. interchange, in an area that has been experiencing significant residential, commercial and office development in recent years. Specifically, several office buildings and major retail and highway serving businesses have been developed on the east side of the interstate. Newer residential development has occurred primarily on the west side of the interstate.

ADDRESS/RIGHT-OF-WAY INFORMATION (where applicable)

Street:
Location:
Proposed Street Name:
Department-Utility Report:
Reason:

ZONING INFORMATION (where applicable)

Current Zoning: TC-1 (Town Center)
Former Zoning:
Requested Zoning:
Previous Requests:
Extension of Zone:
History of Zoning: Property was rezoned to TC-1 in 2001 (4-J-01-PA and 4-Q-01-RZ)

PLAN INFORMATION (where applicable)

Current Plan Category:

Requested Plan Category:

SUBDIVISION INFORMATION (where applicable)

Subdivision Name:

Surveyor:

No. of Lots Proposed: No. of Lots Approved: 0

Variances Requested:

S/D Name Change:

OTHER INFORMATION (where applicable)

Other Bus./Ord. Amend.:

MPC ACTION AND DISPOSITION

Planner In Charge: Buz Johnson

Staff Recomm. (Abbr.): APPROVE the use on review request for TC-1 development at this location, subject to the following conditions:

Staff Recomm. (Full): General Conditions:

- 1. Meeting all relevant requirements of Knoxville City Engineering and Knox County Engineering and Public Works, as appropriate.
- 2. Meeting all relevant requirements of the Knoxville Zoning Ordinance.
- 3. Connection to sanitary sewer and meeting other relevant requirements of the Knox County Health Department.

Conditions for the Single-family and Townhouse Residential Area:

- 1. A perimeter open space plan shall be provided for the MPC Executive Director's approval in writing. The plan shall, at minimum, provide information necessary to determine that tress over 10" DBH are protected to the extent reasonably possible, that the blue line stream is protected, and that a walking trail is designed as an integral part of the perimeter greenway.
- 2. Park spaces within the single-family and townhouse residential areas shall be appropriately designed, with appropriate protection of existing landscape features which are incorporated in the design. Small playgrounds/tot lots should be provided within portions of the park areas within a reasonable distance of each house.
- 3. Orientation of housing: as a more detailed housing plan is developed, the orientation of the front doors of townhouses and single-family detached housing should generally be toward the park, squares and boulevards.
- 4. The number of townhouses and single-family detached housing should not exceed the numbers listed in the schedule of accommodations in the development plan.
- 5. A housing plan map showing a more detailed layout of the single-family and townhouse residential areas, including build-to lines, shall be submitted for the MPC Executive Director's approval in writing.
- 6. Documentation of any required approval from the appropriate State or local agency of appropriate protection, use or other treatment of such environmental resources as streams, springs and sink holes.
- 7. Approval of this use on review application does not constitute approval of a subdivision concept plan. A subdivision concept plan will be required. A revised use on review application may be required by the MPC Executive Director if the proposed concept plan varies significantly from the conditions of this approval.

Conditions for the Mixed-use Core and Apartment Area:

- 1. The height restrictions of the Scenic Highway Act shall apply (limiting buildings within 1000 feet of Northshore and Pellissippi Parkway to a 35 ft. elevation above the surface of the elevation of those highways).
- 2. Detailed operational standards shall be approved by the MPC Executive Director in writing for mixed use areas. This shall acknowledge that the parking for the retail, restaurant, office and cinema uses shall be shared with no reserved spaces for those uses.
- 3. Provisions regarding refuse disposal, sound reduction between elevations and walls of buildings

and lighting intensity shall be submitted for approval of appropriate city and the MPC Executive Director in writing.

4. Signs: the design of the monument sign shall be approved by the MPC Executive Director in writing (the provision of a directory sign at the periphery of the property is not recognized in the TC-1 zone). The dimensions of the other signs shall be approved by MPC Executive Director in writing.

5. Parks, plazas and similar spaces: detailed plans, depicting the landscape and improvements, shall be approved by the MPC Executive Director in writing.

6. Parking: the developer shall provide documentation that the shared parking model has been used in comparable situations, demonstrating the efficiency of the proposed system. All residential units within this area will be provided "non-shared parking."

7. Walkways: a connection should be created from the residential road to the theater court. The development should include a continuous walkway encircling the lake/detention basin to the extent reasonably possible.

8. Build-to and yard dimensions shall be outlined and approved by the MPC Executive Director in writing.

9. The total number of square feet of retail, office, restaurant and related commercial uses shall not exceed that listed in the schedule of accommodations in the development plan. The total number of apartment units (including those above commercial use) shall not exceed 450 units.

10. Documentation of any required approval from the appropriate State or local agency of appropriate protection, use or other treatment of such environmental resources as streams, springs and sink holes.

11. Prior to issuance of building permits for the mixed-use core and apartment area, construction plans showing compliance with these conditions shall be submitted to the MPC Executive Director in writing.

Transportation Conditions:

1. Obtaining all applicable permits from the Tennessee Department of Transportation for the proposed entrances and intersection improvements.

2. Obtaining all applicable permits from the Federal Highway Administration for any modifications to the 1-140 interchange ramp system at Northshore Drive.

3. Access to Northshore Drive from this development shall be limited to the two proposed access drives as shown on the current conceptual plan.

4. Providing signalization at the Northshore Drive / 1-140 northbound ramps intersection at such time as warrants are met to the satisfaction of the Tennessee Department of Transportation.

5. Providing signalization at the access drives (eastern and western) to this development at such time as warrants are met to the satisfaction of the Tennessee Department of Transportation.

6. The new traffic signals shall be coordinated with one another and the existing signal at the Northshore Drive /1-140 southbound ramp intersection. The signal design and hardware shall meet all requirements of the City of Knoxville Engineering Department.

7. Constructing a westbound right turn lane and an eastbound left turn lane on Northshore Drive at the development's proposed eastern access prior to opening the development. The turn lanes should be of sufficient length so as not to be blocked by queuing through traffic.

8. Constructing a westbound right turn lane and an eastbound left turn lane on Northshore Drive at the development's proposed western access in conjunction with the construction of the residential phase of the development. The turn lanes should be of sufficient length so as not to be blocked by queuing through traffic.

9. Constructing an additional eastbound left turn lane on Northshore Drive at the 1-140 northbound ramp intersection and widening the northbound on-ramp to accommodate an additional lane prior to completing 50% of the retail portion of the development.

10. The designs of any turn lanes or other modifications to any state routes shall require approval by the Tennessee Department of Transportation.

Please note: Materials submitted to MPC to satisfy the conditions and MPC staff action on those submittals will become part of the development plan, along with the original development materials submitted on February 9, 2004, and the addendum and substitute/additional pages submitted on March 4, 2004.

Comments:

This is a plan to develop Northshore Towne Center at the I-140/S. Northshore Dr. interchange. This is the next phase in the process to develop the first project under the Knoxville Zoning Ordinance's TC-1 zoning requirements. The plan submitted, reviewed and recommended for approval follows the original concept land use plan that was approved as part of the rezoning of the property to TC-1 in 2001.

Land Use Comments:

Proposed under the requirements of the TC-1 zone are a mixed use core area of retail, office and residential uses and a peripheral residential area that includes a mix of low and medium residential uses. Providing a framework for the entire development is an open space network that includes neighborhood parks, public spaces and a trail system. The commercial/office component of the plan includes a 60,000 sq. ft. theater, 225,000 sq. ft. for "big box" retail, 175,000 sq. ft. for small shops,

300,000 sq. ft. for office development, and 40,000 sq. ft of restaurant space. The residential component includes 120 single-family lots, 150 townhouses, and 450 apartments. In addition, the project's open space system includes 28 acres of open space that incorporates an existing lake on the property's southern end . Included with this approval are development standards that will govern the project's specific design elements.

A key point in this review is that the allocation of land uses in the revised land use concept plan is virtually the same as that proposed at the time of rezoning in 2001. In other words, the amount of land in each category is within an acre of that originally proposed. Consequently, it is appropriate that the applicant can move to address the development plan requirements of the TC-1 ordinance.

It is understood that a concept plan for the town house and single-family detached housing subdivision will be brought forward in the future. Because of the site's topography, it is understood that not all units can reasonably be within 1200' of the core area and there might be slight variation to the TND-1 setback requirements. It is also anticipated that most, if not all, of the mixed use core and apartment area will not necessarily be further subdivided. The development plan should state proposed heights of any buildings not within 1000' of a scenic highway (this should be done prior to the upcoming MPC hearing).

Transportation Comments:

The applicant submitted a traffic impact study addressing the proposed Northshore Towne Center development on February 9, 2004, which was reviewed by representatives from MPC, Tennessee Department of Transportation, City of Knoxville Department of Engineering and Knox County Department of Engineering & Public Works. The traffic study was revised and resubmitted on March 1, 2004 based on comments from the reviewing agencies.

The proposed development will generate a significant number of trips on the surrounding roadway system. The study states that the combination of commercial, office and residential uses will generate a total of approximately 28,735 weekday trips although it is estimated that 16% of the afternoon peak hour traffic is captured internally due to the mix of land uses, and 20% of the traffic is already on existing roadways and will simply stop at this development as part of another trip, which is known as "pass-by" traffic.

There are several improvements that will be required in order to mitigate the traffic impact from this development. Of chief concern is the interchange at Northshore Drive and I-140 (Pellissippi Parkway) due to the existing congestion that is already occurring there during peak hours. The required improvements noted in the above conditions are the minimum that will be required to ensure that the development traffic is accommodated; however other improvements have been identified by the traffic impact study as being needed with or without the development. The developer is encouraged to work together with the state and local jurisdictions in identifying common solutions and funding mechanisms to coordinate all of the necessary improvements.

The exact geometric design of improvements to Northshore Drive has not been finalized at this stage of the process, and several constraints will need to be contended with such as the ponds on either side of Northshore Drive and fitting additional lanes underneath the Pellissippi Parkway overpass. The Tennessee Department of Transportation will have final approval for all roadway improvements associated with this development since both Northshore Drive (State Route 332) and Pellissippi Parkway (I-140) are under their jurisdiction. The widening of Northshore Drive from two to four lanes between Pellissippi Parkway and Concord Road has been identified as a needed project in the Knoxville Regional Transportation Planning Organization's Long Range Transportation Plan, although no design work has as yet been initiated.

An additional feature that was identified in the traffic impact study that may have some merit is the provision of a direct access ramp from southbound Pellissippi Parkway into the development. This ramp would enable traffic coming from the north to avoid having to use Northshore Drive to enter the development. This access would require substantial modifications to the existing off-ramp and would need to be reviewed and approved by both the Tennessee Department of Transportation as well as the Federal Highway Administration due to its Interstate designation and to ensure it meets design standards.

Finally, since this Use-On-Review is only the first step in the development process it is likely that further plans will need to come before the MPC for review in the future, at which time the MPC staff would like to reserve the right to request a revised traffic analysis if it is necessitated by changing conditions.

MPC Action:

Approved

MPC Meeting Date: 3/11/2004

Details of MPC action:

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Summary of MPC action: APPROVE the use on review request for TC-1 development at this location, subject to the following conditions:

Date of MPC Approval: 3/11/2004 **Date of Denial:** **Postponements:**

Date of Withdrawal: **Withdrawn prior to publication?:** **Action Appealed?:**

LEGISLATIVE ACTION AND DISPOSITION

Legislative Body:	
Date of Legislative Action:	Date of Legislative Action, Second Reading:
Ordinance Number:	Other Ordinance Number References:
Disposition of Case:	Disposition of Case, Second Reading:
If "Other":	If "Other":
Amendments:	Amendments:
Date of Legislative Appeal:	Effective Date of Ordinance: