



**KNOXVILLE/KNOX COUNTY METROPOLITAN PLANNING COMMISSION  
SUBDIVISION REPORT - CONCEPT**

▶ **FILE #:** 3-SC-13-C

**AGENDA ITEM #:** 10

**AGENDA DATE:** 3/14/2013

▶ **SUBDIVISION:** KINGSTON CORNER

▶ **APPLICANT/DEVELOPER:** HORNE PROPERTIES, INC.

**OWNER(S):** Horne Properties, Inc.

**TAX IDENTIFICATION:** 132 028

**JURISDICTION:** City Council District 2

▶ **LOCATION:** North side of Kingston Pike, east side of N. Cedar Bluff Rd.

**SECTOR PLAN:** Southwest County

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

**WATERSHED:** Ten Mile Creek

▶ **APPROXIMATE ACREAGE:** 24.245 acres

▶ **ZONING:** PC-1 (Retail and Office Park)

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

▶ **PROPOSED USE:** Commercial

**SURROUNDING LAND USE AND ZONING:**  
North: Mixed commercial / PC-2 (Retail and Distribution Park) & C-6 (General Commercial Park)  
South: Church and mixed commercial / O-1 (Office, Medical, and Related Services) & C-3 (General Commercial)  
East: Mixed commercial / C-3 (General Commercial) & PC-2 (Retail and Distribution Park)  
West: Mixed commercial / PC-1 (Retail and Office Park)

▶ **NUMBER OF LOTS:** 10

**SURVEYOR/ENGINEER:** John R. Anderson

**ACCESSIBILITY:** The primary access to the site will be via N. Cedar Bluff Rd. and Kingston Pike, both of which are 6 lane median divided arterial streets at this location.

▶ **SUBDIVISION VARIANCES REQUIRED:** 1. Variance from the access requirements for lots to allow cross access easements as a legal access for the subdivision.

**STAFF RECOMMENDATION:**

▶ **APPROVE the variance. With the recommended access restrictions, the proposed variance should not create any traffic hazards.**

**APPROVE the Concept Plan subject to 13 conditions:**

1. Connection to sanitary sewer and meeting any other relevant requirements of the Knox County Health Department.
2. Provision of street names which are consistent with the Uniform Street Naming and Addressing System within Knoxville (City Ord. 0-280-90) if required.
3. Revising the concept plan to comply with the recommendations from the Tennessee Department of Transportation (TDOT), as identified in the attached letter dated March 6, 2013, for the proposed access on Kingston Pike. This includes the elimination of the right-in/right-out driveway between Lots 1 and 10, and

removal of the left turn movement exiting the site between Lots 8 and 9. The revised concept plan shall be submitted to the Planning Commission staff for approval within 30 days from the concept plan approval by the Planning Commission.

4. Obtaining a street connection permit from TDOT.
5. Working with the Knoxville Department of Engineering on the final design of the lane configurations and access restrictions at the proposed full access driveway at the existing traffic signal on N. Cedar Bluff Rd.
6. Installation of the street improvements recommended in the Traffic Impact Study prepared by CDM Smith as may be approved by the Knoxville Department of Engineering and TDOT. At the design plan stage of the subdivision, the applicant shall work with the Knoxville Department of Engineering on the design, timing and implementation of the approved street improvements.
7. Access to all lots shall be from the internal driveway system for the subdivision with the only access to N. Cedar Bluff Rd. and Kingston Pike being from the approved access drives. A note shall be included on the final plat regarding the access restrictions.
8. Installation of the sidewalks as designated on the concept plan and in compliance with the requirements of the City of Knoxville. All sidewalk construction must be ADA compliant.
9. Meeting all applicable requirements of the Knoxville Department of Engineering.
10. Any changes to the concept plan approved access drives onto N. Cedar Bluff Rd. and Kingston Pike, as may be approved by the Knoxville Department of Engineering and TDOT, are subject to Planning Commission staff approval.
11. Meeting all applicable requirements of the Knoxville Zoning Ordinance.
12. Recording protective covenants (meeting the requirements of the PC-1 (Planned Commercial) zoning district) for the subdivision along with the initial final plat based on this concept.
13. Use on review approval is required for any proposed development within this subdivision.

With the recommended conditions noted above, this concept plan meets all requirements for approval.

#### **COMMENTS:**

The applicant is proposing to subdivide this 24.245 acre tract into 10 lots for commercial development under the PC-1 (Retail and Office Park) zoning district. The property was rezoned from A-1 (General Agricultural) to PC-1 by Knoxville City Council on November 17, 2009.

The original concept plan submitted by the applicant included 11 lots with access being provided by public streets. Following a meeting between the applicant and City Engineering and Planning Commission staff, the applicant revised the concept plan eliminating the proposed public streets and replacing the streets with a driveway system utilizing cross access easements as the legal access to the proposed lots. This change requires approval of a variance from the Subdivision Regulations access requirements for lots.

Access management and traffic safety are primary concerns for the proposed subdivision of this commercial property. When staff met with the applicant to review the concept plan, we had discussed changes that would be needed to the proposed access points onto Kingston Pike and N. Cedar Bluff Rd. We had relayed to the applicant the concerns raised by the Tennessee Department of Transportation (TDOT) regarding the two proposed access points on Kingston Pike. The applicant is proposing a right-in/right-out driveway between Lots 1 and 10, and a full access driveway between Lots 8 and 9. The revised concept plan submitted by the applicant after our meeting made no changes to the Kingston Pike access driveways even after we had relayed TDOT's comments. A letter from TDOT dated March 6, 2013, has been attached identifying their concerns with the proposed access driveways and recommending that the right-in/right-out driveway between Lots 1 and 10 be eliminated, and the egress left turn movement be eliminated from the driveway between Lots 8 and 9. A street connection permit is required from TDOT for access onto Kingston Pike.

There are three access driveways proposed onto N. Cedar Bluff Rd. The primary access to the site will be a full access driveway between Lots 2 and 3 at the existing signal that serves the Kroger development located on the west side of N. Cedar Bluff Rd. Two right-in/right-out driveways are also proposed. Street connection permits are required from the City of Knoxville for the access driveways onto N. Cedar Bluff Rd.

Any proposed development on the lots within this PC-1 subdivision will require a use on review approval from the Planning Commission.

#### **EFFECT OF THE PROPOSAL ON THE SUBJECT PROPERTY, SURROUNDING PROPERTIES AND THE COMMUNITY AS A WHOLE**

1. Public water and sewer utilities are in place to serve this development.
2. With the conditions regarding access management, the traffic impact of this development will be minimized

3. The proposed commercial subdivision is compatible with the scale and intensity with the surrounding development and zoning pattern.

#### CONFORMITY OF THE PROPOSAL TO CRITERIA ESTABLISHED BY THE KNOXVILLE ZONING ORDINANCE

1. With the recommended conditions, the proposal is consistent with all requirements of the PC-1 zoning district.
2. The proposed subdivision is consistent with the adopted plans and policies of the General Plan and Sector Plan. The use is in harmony with the general purpose and intent of the Zoning Ordinance. The use is compatible with the character of the neighborhood where it is proposed. The use will not draw substantial additional traffic through residential areas.

#### CONFORMITY OF THE PROPOSAL TO ADOPTED MPC PLANS

1. The Knoxville One Year Plan the Southwest County Sector Plan propose commercial use for this site.
2. The site is located within the Urban Growth Area on the Knoxville-Knox County-Farragut Growth Policy Plan map.

ESTIMATED TRAFFIC IMPACT: Not calculated.

ESTIMATED STUDENT YIELD: Not applicable.

MPC's approval or denial of this request is final, unless the action is appealed to Knox County Chancery Court. The date of the Knox County Chancery Court appeal hearing will depend on when the appeal application is filed.



**3-SC-13-C  
CONCEPT PLAN**

Subdivision: Kingston Corner



Approval of Concept Plan

Original Print Date: 2/26/2013  
 Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902

Revised:

Map No: 132  
 Jurisdiction: City

0 500  
Feet



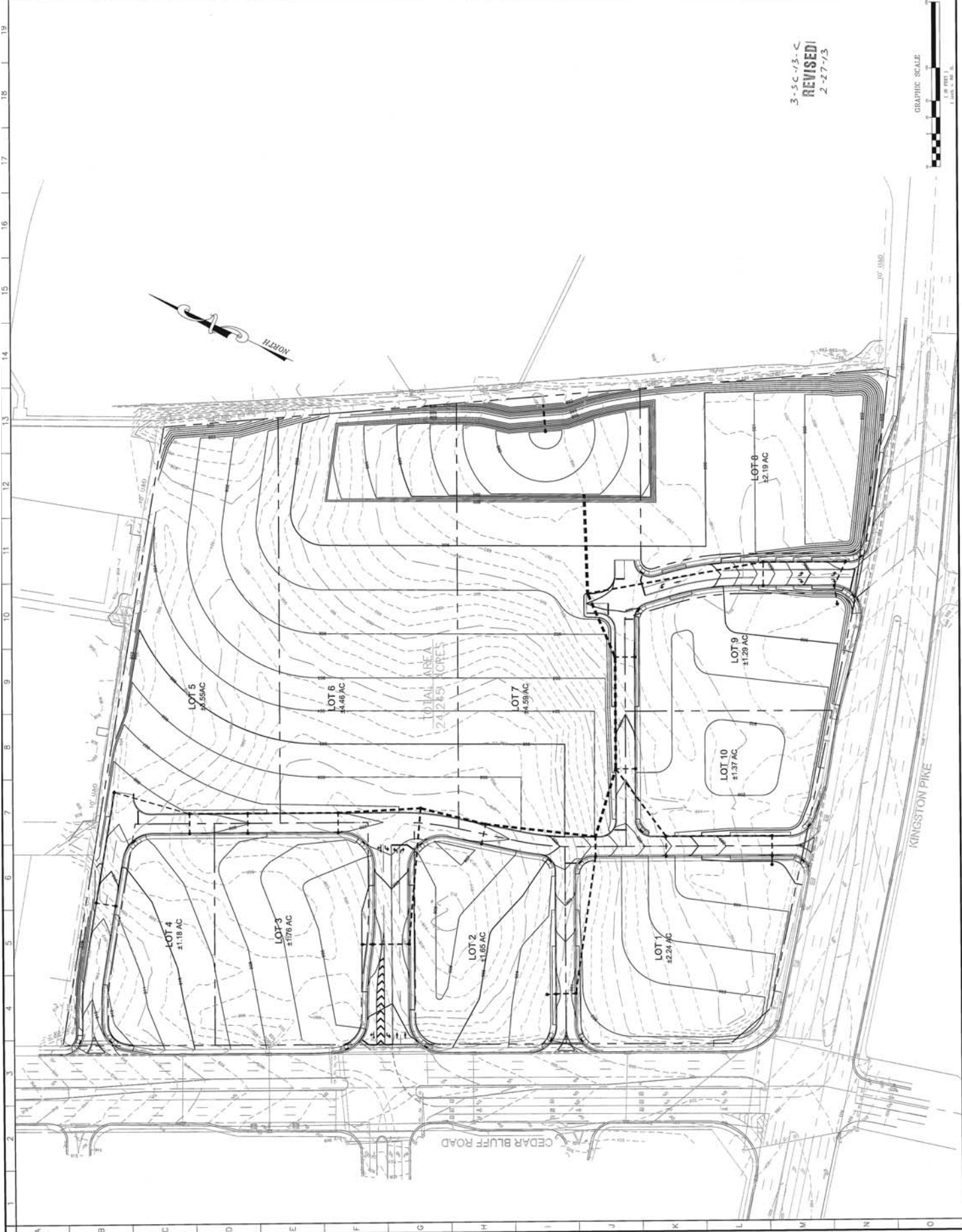


10215 Parkside Drive, Suite 207  
Knoxville, TN 37922  
Phone: (865) 773-1400  
Fax: (865) 773-1189

Site Grading Plan  
**Kingston Corner**  
 Kingston Pike & N Cedar Bluff Road  
 Knoxville, Tennessee  
 Developer: Home Properties, Inc.

NO.	DATE	DESCRIPTION
1	02/20/13	ISSUED FOR PERMITS
2	02/20/13	ISSUED FOR PERMITS
3	02/20/13	ISSUED FOR PERMITS
4	02/20/13	ISSUED FOR PERMITS
5	02/20/13	ISSUED FOR PERMITS
6	02/20/13	ISSUED FOR PERMITS
7	02/20/13	ISSUED FOR PERMITS
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18	02/20/13	ISSUED FOR PERMITS
19	02/20/13	ISSUED FOR PERMITS

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3-SC-13-C

STATE OF TENNESSEE  
DEPARTMENT OF TRANSPORTATION

REGION 1 TRAFFIC OFFICE  
P. O. BOX 58  
7238 REGION LANE  
KNOXVILLE, TENNESSEE 37901  
(865) 594-2456

JOHN C. SCHROER  
COMMISSIONER

BILL HASLAM  
GOVERNOR

March 6, 2013

Mr. Tom Brechko, Principal Planner  
Knoxville/Knox County MPC  
400 Main St, Suite 403  
Knoxville, TN 37902

**RE: Kingston Corner, SR-1 with Cedar Bluff Road  
Knox County**

Dear Mr. Brechko:

The Department of Transportation has reviewed the site plan dated 2-27-2013 for the Kingston Corner development. The proposed subdivision plan consists of 10 lots that would share a total of five (5) access points. There are two (2) access points proposed along Kingston Pike and three (3) access points along Cedar Bluff Road. When considering access to larger tracts of land a review encompassing the entire site plan is needed in determining the safest allowable access to the development site while maintaining the integrity of the adjacent roadways. As in this case, multijurisdictional reviews are necessary due to overlapping areas of responsibility. Below is a summary of our findings and concerns regarding this plan in its current state.

Kingston Pike Accesses

Based upon our review, the overall proposed access to this property may be considered excessive in relations to the size of the development and trip demand. While the design may be attractive for the individual subdivision of parcels, it creates unnecessary conflict points and will likely be problematic due to existing auxiliary lanes and required crossing distances. Due to these issues, the current configuration is not recommended as currently planned.

SR-1, Proposed Full Access

Traffic attempting to make left turns from the site onto Kingston Pike would have a crossing distance of 70 feet to reach the median refuge, which is only 12 to 14 feet wide and would not be sufficient for storing vehicles that attempt this maneuver. This crossing distance and the posted speed on Kingston Pike would require an intersection sight distance of 685 feet to allow for the required time gap, based on AASHTO standards. It is recommended that this traffic utilize the existing signalized access on Cedar Bluff and signal at Kingston Pike instead. Additional factors including queuing and the sheer volume along Kingston Pike would make this movement more difficult and potentially hazardous. Additional lanes should be added to the signalized access on Cedar Bluff so that this access could support this additional traffic load.

Kingston Pike Accesses, cont.

SR-1, Right-in & out Access

The proposed access is located in the middle of an auxiliary lane for westbound Kingston Pike traffic turning right onto northbound Cedar Bluff. TDOT does not recommend access in auxiliary lanes, especially when other accommodations could be made for access. In addition to this issue, exiting traffic potentially would be required to cross five (5) lanes if attempting to turn left onto S. Cedar Bluff Road. Therefore, this access is not recommended at this time. A single point of access should be considered along Kingston Pike so that these concerns are minimized and access is provided. Due to the location of existing traffic signals and their associated queues additional signalization along Kingston Pike is not recommended for this access. Due to all the factors listed above, left turn egress from the site at the access would not be allowed.

Cedar Bluff Accesses

While the Department will not be issuing permits for any driveways along this route, driveway placement and design could directly impact traffic on our adjacent facilities, if not properly designed and located. With this in mind the following observations and considerations should be addressed.

Cedar Bluff, Southern Right-in & out Access

The proposed access is located approximately 280 feet downstream from the intersection of Kingston Pike. NCHRP Report 659, "Guide for the Geometry Design of Driveways" provides the following guidance for the placement of entrances, "*The spacing for a driveway of the departure leg of a signalized location on a major road should be sufficient to minimize the adverse effects... it suggests the downstream corner clearance should be no less than the stopping sight distance*". In our case, SSD at 40 mph = 305 feet or SSD at 45 mph = 360.

If the access is allowed additional consideration should be given to lane utilization on northbound Cedar Bluff and further mitigation should be considered including a deceleration lane. Given that the outside lane serves traffic entering the eastbound and westbound interstate ramps, this lane experiencing more traffic at times when compared to the other lanes through lanes.

Cedar Bluff, Proposed Full Access at existing Signal

As currently designed, the lane configuration would require the signal to operate in split phase operation, which would work very well for the minor street approaches. However, this would result in additional lost time and less green time for the major roadway movements. This would decrease the capacity of Cedar Bluff Road and increase delay for through traffic. Due to these issues, the current configuration is not recommended as currently planned. Additional lanes should be provided and modification to the Kroger access should be made to properly facilitate traffic and thus eliminating the need for split phase operations.

Cedar Bluff, Northern Right-in & out Access

The proposed access is located within the influence area of the signalized intersection of North Peters Road. The northbound queue extends to the proposed location frequently and additional consideration should be given to this issue.

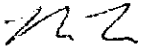


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Kingston Corner

The Department of Transportation is excited about the future development being proposed on Kingston Corner and appreciates the opportunity from the City of Knoxville and MPC to review these plans to ensure the traffic operates as efficiently as possible entering and exiting this site.

Thanks for your assistance with this matter, and if you have any further questions regarding these comments, please contact my office at (865) 594-2456.

Sincerely,



Nathan Vatter, P.E.  
Regional Traffic Office

C: Mike Conger, Knox County MPC  
Steve King, City of Knoxville  
Steve Borden, TDOT Region 1 Director