

SUBDIVISION REPORT -CONCEPT/USE ON REVIEW

► FILE #: AGENDA ITEM #: 20 12-SA-19-C

> **AGENDA DATE:** 12-B-19-UR 12/12/2019

SUBDIVISION: THE HIGHLANDS AT COPELAND (FKA COPELAND HEIGHTS S/D.

PHASE II)

► APPLICANT/DEVELOPER: PRIMOS LAND COMPANY, LLC

Josh Sanderson / Primos Land Company, LLC OWNER(S):

TAX IDENTIFICATION: 37 025 View map on KGIS

JURISDICTION: County Commission District 7

STREET ADDRESS: 1015 E. Copeland Rd.

► LOCATION: East side of E. Copeland Dr., north side of Greenwell Dr., west side of

Pediao Rd.

SECTOR PLAN: North County **GROWTH POLICY PLAN:** Rural Area WATERSHED: **Beaver Creek** ▶ APPROXIMATE ACREAGE: 52.62 acres

ZONING: PR (Planned Residential)

EXISTING LAND USE: Vacant land

PROPOSED USE: **Detached residential lots**

SURROUNDING LAND This area is developed with agricultural and rural to low density residential

uses, under A, RA and PR zoning. **USE AND ZONING:**

▶ NUMBER OF LOTS: 148

SURVEYOR/ENGINEER: SEC. LLC

ACCESSIBILITY: Access is via Pedigo Rd., a major collector street with 19' of payment width

> within 55' of right-of-way; Greenwell Dr., a major collector street with 18' of pavement width within 40' of right-of-way; and E. Copeland Dr., a major collector street with 15' of pavement width within 40' of right-of-way.

SUBDIVISION VARIANCES

REQUIRED:

1) Reduce vertical curve from K=25 to K=24.93 @ STA 4+10 to 8+10 on Road "A".

2) Reduce vertical curve from K=25 to K=22.84 @ STA 3+50 to 4+50 on

Road "C".

3) Reduction of the 25' common area buffer strip for double frontage lots to allow the 15' landscape buffer easement that was approved in

Phase 1 for lots 10-16 and 79-100.

STAFF RECOMMENDATION:

APPROVE variances 1-3 because topographic constraints and site conditions restrict compliance with the Subdivision Regulations, and the proposed variances will not create a traffic hazard.

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APPROVE the concept plan subject to 9 conditions.

- 1. Meeting all applicable requirements of the Knox County Dept. of Engineering and Public Works.
- 2. Connection to sanitary sewer and meeting any other relevant requirements of the utility provider.
- 3. Provision of street names which are consistent with the Uniform Street Naming and Addressing System in Knox County (Ord. 91-1-102).
- 4. Construction of 5' wide sidewalks with a minimum of a 2' wide planting strip, as shown on the concept plan. All sidewalk construction must comply with the requirements of the Americans With Disabilities Act and Knox County Department of Engineering and Public Works.
- 5. Installation of 2 evergreen trees, 2 deciduous trees, and 8 shrubs per 100 feet within the 15' landscape easement on the Pedigo Road, Greenwell Drive, and E. Copeland Drive frontages. A landscaping plan must be provided to Planning staff for review and approval before Design Plan approval. Trees should be selected from the City of Knoxville's Tree List. A final plat application will not be accepted for reviewed by Planning staff until this landscaping is installed or posting a bond with the Knox County Department of Engineering and Public Works to guarentee such installation.
- 6. Installation of private fences shall be prohibited in the 15' landscape easement. This does not prohibit the installation of fencing by the HOA that is a consistent design around the exterior boundary of the subdivision.
- 7. Implementing the recommendations of the Pedigo Road Subdivision Traffic Impact Study (see Exhibit A), as prepared by Cannon & Cannon, Inc., dated April 27, 2018, and as amended and approved by Knoxville-Knox County Planning and Knox County Department of Engineering and Public Works staff.
- 8. Prior to certification of the final plat for the subdivision, establishing a property owners association that will be responsible for maintenance of all common areas, amenities and drainage facilities.
- 9. A final plat application based on this concept plan will not be accepted for review until certification of design plan approval has been submitted to the Planning staff.

► APPROVE the request for up to 148 detached dwellings on individual lots and a reduction of the peripheral setback to 25' for lots 79-100, subject to 1 condition.

1. Meeting all applicable requirements of the Knox County Zoning Ordinance.

With the conditions noted, this plan meets the requirements for approval in the PR zone and the other criteria for approval of a concept plan and use-on-review.

COMMENTS:

This proposal is for a 148 lot subdivision on Pedigo Rd, which is phase 2 of a 240 lot subdivision. The Planning Commission approved phase 1 development in 2018 (7-SG-18-C & 10-SA-18-C) with 92 lots and an amenity area that is shared with phase 1 and phase 2. The property was rezoned to PR up to 3 du/ac (4-G-18-RZ) and the total density for both phases will be 2.99 du/ac. The applicant is requesting a 25' peripheral setback for lots 79-100 along E. Copeland Drive and Greenwell Drive. There will be a sidewalk on one side of all interior roads. The two phases of the subdivision will have different names because they are not connected by an internal street.

The subdivision regulations require 150' lot depth for double frontage lots along classified roads, which all of the surrounding streets are. Lots that have a common area buffer with a minimum depth of 25' along the external road do not have to meet the minimum lot depth standard. The applicant is proposing a 15' landscape easement that will be maintained by the HOA and will be planted with the vegetation recommended in condition #5. Staff is recommending approval of a variance to replace the 25' deep common area buffer with the 15' deep easement because this is consistent with the approval in phase 1. For lots 10-16, there is a stream along the Pedigo Road frontage where existing vegetation cannot be disturbed. In addition, private fences will not be allowed within the 15' easement to help protect the landscaping and provide a consistent streetscape along the external roads.

In previous cases involving double frontage lots less than 150 feet, Planning staff has recommended a fee simple common area that is not part of the lots. Because the proposed 15' landscape easement maintained by the HOA was approved in phase 1 instead of a 25' common area, staff is recommending approval for consistency but will not consider this as a preferred alternative for future developments. The subdivision regulations have been amended since phase 1 was approved to specifically identify that a 25' common area buffer strip is an alternative to creating double frontage lots which is why phase 2 has a variance request to allow the 15' easement as a substitute for the 25' common area buffer.

The access to the subdivision will be from Pedigo Road with the exception of lots 69 and 70 that will utilize the existing driveway on E. Copeland Drive. This driveway currently provides access to the existing house that is located on lot 49, however, the driveway must be disconnected from the lot 49 so there are not three lots with

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legal access to the driveway which would require it to be a private right-of-way. The existing house must have access to Road "C" and the address will have to change.

The traffic impact study (TIS) that was submitted with phase 1 of the development has several recommendations to improve sight distance which are applicable to phase 2. At the Pedigo Road and E. Copeland Drive access points, the TIS recommends removal and trimming of vegetation to improve sight distance. At the two Knox County intersections that lie adjacent to the development, the TIS recommends adjusting two existing features on the subject property to help with sight distance. The adjustments include cutting back a small embankment on the northeast corner of the E. Copeland Drive and Greenwell Drive/Bishop Road intersection, and the removal of a fence on the northwest corner of the Pedigo Road and Greenwell Drive intersection.

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

- 1. The proposed subdivision will have minimal impact on local services since utilities are available to serve this site.
- 2. The traffic impact study that was submitted with phase 1 of the development has several recommendations to improve sight distance at the proposed access points and the two Knox County intersections in the southwest and southeast corners of the development. The improvements at the existing intersections will be an improvement for the area that is needed with or without this development.
- 3. The proposed detached residential subdivision at a density of 2.81 du/ac for phase 2, and 2.99 du/ac for phase 1 and 2 combined, is consistent in use and density (up to 3 du/ac) with the approved zoning. There are several developments in the area that are zoned and developed at similar densities.

CONFORMITY OF THE PROPOSAL TO CRITERIA ESTABLISHED BY THE KNOX COUNTY ZONING ORDINANCE

- 1. The proposed detached residential subdivision meets the standards for development within a PR (Planned Residential) Zone and all other requirements of the Zoning Ordinance.
- 2. The proposed subdivision is consistent with the general standards for uses permitted on review: The proposed development 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 significantly injure the value of adjacent property. The use will not draw additional traffic through residential areas since the development has access to a minor collector street.

CONFORMITY OF THE PROPOSAL TO ADOPTED PLANS

- 1. The North County Sector Plan designates this property for low density residential use with a maximum density of 5 du/ac. At a proposed density of 2.99 du/ac, the proposed subdivision is consistent with the Sector Plan.
- 2. The site is located within the Rural Area on the Knoxville-Knox County-Farragut Growth Policy Plan map.
- 3. The northwestern portion of the property is within the Hillside Protection area and the majority of the steep slopes are proposed as large lots which will help reduce the amount of grading. Because the site has been used for agricultural purposes, the site had been cleared of trees a long time ago.

ESTIMATED TRAFFIC IMPACT: A traffic impact study was prepared by the applicant. The findings of that study were used in formulating the recommendations of this staff report.

ESTIMATED STUDENT YIELD: 61 (public school children, grades K-12)

Schools affected by this proposal: Brickey-McCloud Elementary, Powell Middle, and Powell High.

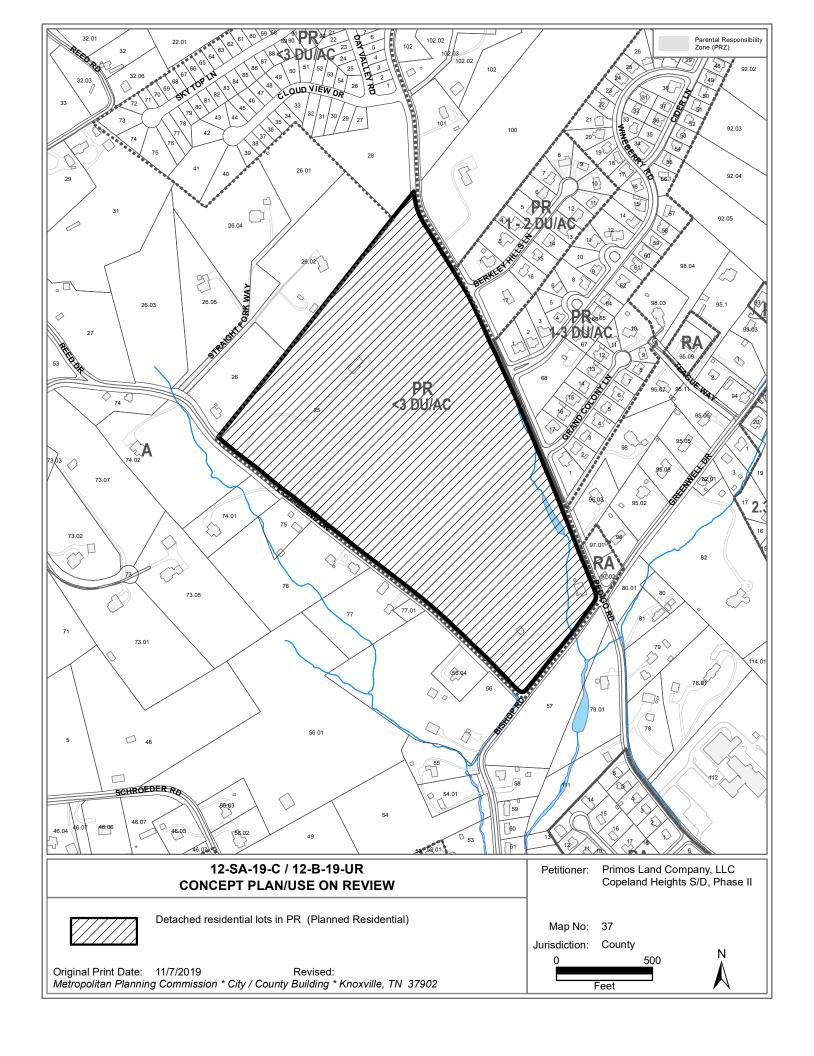
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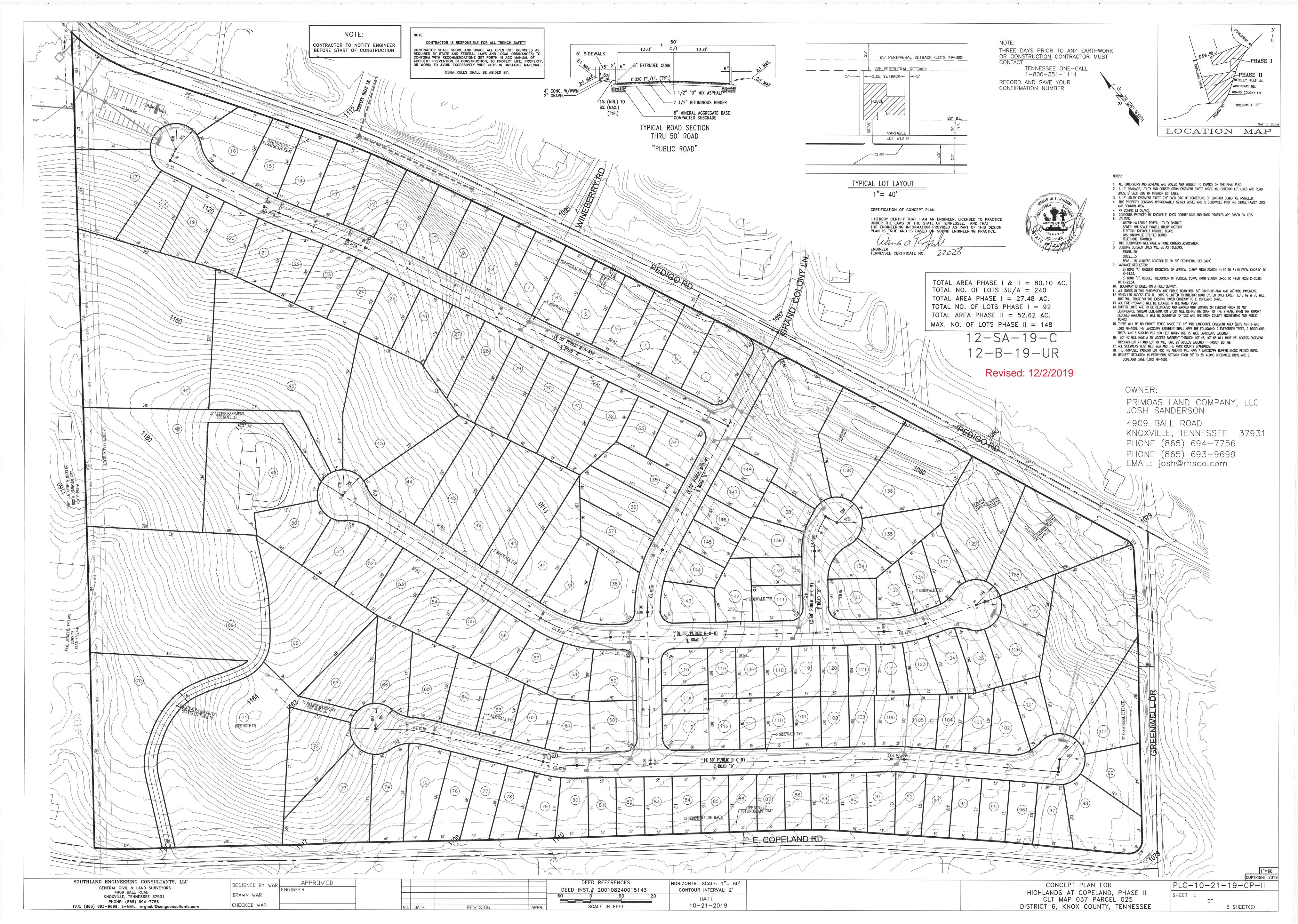
- Potential new school population is estimated using locally-derived data on public school student yield generated by new housing.
- Students are assigned to schools based on current attendance zones as determined by Knox County Schools. Students may request transfers to different zones, and zone boundaries 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.

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

Knoxville-Knox County Planning Commission's approval or denial of this use on review request is final, unless the action is appealed to the Knox County Board of Zoning Appeals. The date of the Knox County Board of Zoning Appeals hearing will depend on when the appeal application is filed.

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INTRODUCTION & PURPOSE OF STUDY

Revised: 7/9/2018

EXECUTIVE SUMMARY

The purpose of this Executive Summary is to provide a concise overview of a traffic impact study that was performed for a proposed single family residential subdivision to be located on Pedigo Road in north Knox County. The project site is located on the west side of Pedigo Road, approximately one mile northwest of the intersection of Pedigo Road with W. Emory Road. The conceptual development plan for this project proposes a maximum of 272 residential lots. The project is to have two access roads onto Pedigo Road: one located directly across from Grand Colony Lane and the other across from an existing driveway approximately 1800 feet further north.

The purpose of this study was the evaluation of the traffic operational and safety impacts of the proposed single family subdivision development upon roadways in the vicinity of the site. Of particular interest are the proposed site access intersections, which include the intersection of Pedigo Road with Grand Colony Lane and Pedigo Road with the proposed North Site Access roadway. Appropriate intersection evaluations were conducted at these two locations with traffic volumes generated from the proposed development in order to determine the anticipated impacts and to establish recommended measures to mitigate these impacts. These evaluations included intersection capacity analyses, corner sight distance reviews, and turn lane assessments.

The primary conclusion of this study is that the traffic generated from the proposed subdivision will significantly increase traffic on Pedigo Road, but it will not result in major traffic operational impacts. Intersection delays and levels-of-service will be in acceptable ranges (LOS C or better), and neither of the two study intersections will exhibit traffic conditions justifying left or right turn traffic lanes. The following listing is a summary of the improvements and recommendations that resulted from this study:

- 1. Install minimum 30 inch STOP signs on both the South Site Access and the North Site Access roadway approaches to Pedigo Road.
- 2. Provide and maintain the required intersection corner sight distances at the proposed South Site Access and North Site Access intersections. This will require removal of some existing brush and trees, especially along the east side of the project site immediately adjacent to Pedigo Road. In addition, two existing features on project site property should be adjusted to help with corner sight distances at two Knox County intersections that lie adjacent to the project site. These include the cutting back of a small embankment on the northeast corner of the intersection of East Copeland Drive at Greenwell Drive/Bishop Road, and the removal of a fence on the northwest corner of Pedigo Road and Greenwell Drive. Further, trimming of some brush and trees along the east side of East Copeland Drive, adjacent to the site access driveway and easement for a few lots on East Copeland Drive, should also be undertaken. This vegetation is also on the roadway ROW or project site property.
- 3. New site landscaping or site signage that is to be installed for this project is to be properly placed such that sight distances are not obstructed.
- 4. Have a surveyor certify that final sight distances exceed minimum requirements once the proposed South Site Access and North Site Access roadways are complete and ready to open to traffic.



Revised: 7/9/2018

EVALUATIONS

INTERSECTION CAPACITY ANALYSES

As discussed in the preceding sections of this report, capacity analyses employing the methods of the Highway Capacity Manual (HCM) were conducted for the study intersections for existing, background, and combined traffic conditions. All of these analyses employed the existing roadway conditions. A summary of the capacity analyses results is shown in TABLE 3.

TABLE 3: CAPACITY ANALYSES SUMMARY

INTERSECTION	TIME PERIOD	YEAR 2018 EXISTING (LOS/DELAY)	YEAR 2023 BACKGROUND (LOS/DELAY)	YEAR 2023 COMBINED (LOS/DELAY)
Pedigo Road and Grand Colony Lane / Proposed South Site Access WESTBOUND APPROACH (SIDE-STREET STOP CONTROLLED) ¹	A.M. P.M.	B 10.2 s. B 10.0 s.	B 10.5 s. B 10.3 s.	B 14.6 s. C 16.7 s.
Pedigo Road and Grand Colony Lane / Proposed South Site Access EASTBOUND APPROACH (SITE) (SIDE-STREET STOP CONTROLLED) ¹	A.M. P.M.	N/A N/A	N/A N/A	B 11.1 s. A 9.5 s.
Pedigo Road / Proposed North Site Access EASTBOUND APPROACH (SITE) (SIDE-STREET STOP CONTROLLED) ¹	A.M. P.M.	N/A N/A	N/A N/A	A 9.6 s. A 8.9 s.

¹SIDE-STREET STOP CONTROLLED — Level-of-service and Average Vehicular Delay (seconds) for movement or approach utilizing HCM methodology.

SIGHT DISTANCE ASSESSMENT

Intersection corner sight distances were field evaluated at the proposed site access locations as well as two other intersections through which site generated traffic will regularly traverse. These evaluations are summarized below:

1) North Site Access on Pedigo Road - Looking north along Pedigo Road from the proposed stop position on the North Site Access roadway, the sight distance is estimated to be at least 315 feet before the sight line crosses across a private property. Looking south, some brush and small trees on the ROW and project site need to be removed. Once these are removed the sight distance will be well in excess of 300 feet. The posted speed limit along Pedigo Road is 30 mph, so the minimum required sight distance to oncoming traffic is 300 feet, per Knox County regulations.



See Appendix C for detailed computer print-out summaries and discussion of Capacity and Level-of-Service concepts.

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SECTION 6 Revised: 7/9/2018 **EVALUATIONS**

2) South Site Access on Pedigo Road - Looking north and south along Pedigo Road from the proposed stop position on the South Site Access roadway, the sight distance assessment found that sight distances well in excess of 300 feet are achievable. Similar to the North Site Access, existing trees and brush on the west side of Pedigo Road will need to be removed, and these are on the roadway ROW and project site. The posted speed limit along Pedigo Road is 30 mph, so the minimum required sight distance to oncoming traffic is 300 feet, per Knox County regulations.

- 3) Site Access (Access Easement) for a few lots on East Copeland Drive Looking north and south along East Copeland Drive from the proposed stop position at the access driveway, sight distances in excess of 250 feet are achievable. Similar to the North Site Access on Pedigo Road, existing trees and brush on the east side of East Copeland Drive will need to be removed, and these are on the ROW and project site. The posted speed limit along East Copeland Drive is 25 mph, so the minimum required sight distance to oncoming traffic is 250 feet, per Knox County regulations.
- 4) East Copeland Drive at Greenwell Drive/Bishop Road Looking west along Bishop Road from the proposed stop position on East Copeland Drive, the sight distance exceeds 300. Looking west the sight distance is approximately 275 feet due to a property side-slope and sag in the roadway. If viewed from a point 10 feet from the edge of pavement, 300 feet of sight distance is achieved. The embankment is on the project site property and could also be cut back to increase the sight distance. The posted speed limit along East Copeland Drive is 30 mph, so the minimum required sight distance to oncoming traffic is 300 feet, per Knox County regulations. Please note that these are existing conditions at the intersection of two Knox County roadways and the anticipated traffic increase due to site traffic will be very small.
- 5) Pedigo Road at Greenwell Drive Intersection corner sight distances of at least 300 feet were measured looking north and south from stop positions on both east and west approaches. Some brush on the ROW in the southwest corner, within the ROW, needs to be regularly trimmed or removed. In addition, the removal of a fence on the developer's property on the northwest corner needs to be removed. These measures will ensure adequate sight distance in all directions at the intersection. The posted speed limits along both Pedigo Road and Greenwell Drive are 30 mph, so the minimum required sight distance to oncoming traffic is 300 feet, per Knox County regulations. Please note that these are existing conditions at the intersection of two Knox County roadways.

Care should also be taken during the site development process to ensure that any newly installed site landscaping and signage does not limit intersection corner sight distances at any of these locations. The developer will be required to have a surveyor certify the final sight distances once the roadway is complete and ready to open to traffic.

TURN LANE ASSESSMENT

Left-turn lane and right-turn lane volume thresholds were evaluated for the proposed South Site Access and North Site Access under anticipated development conditions. These analyses employed Table 4A and 4B from the Knox County Access Control and Driveway Design Policy, which is based on turn lane criteria developed by Harmelink. The results were that neither a right-turn lane nor a left-turn lane on Pedigo Road are anticipated to be justified at either site access location. The turn lane warrant worksheets are located in APPENDIX C.



CONCLUSIONS & RECOMMENDATIONS

Revised: 7/9/2018

CONCLUSIONS & RECOMMENDATIONS

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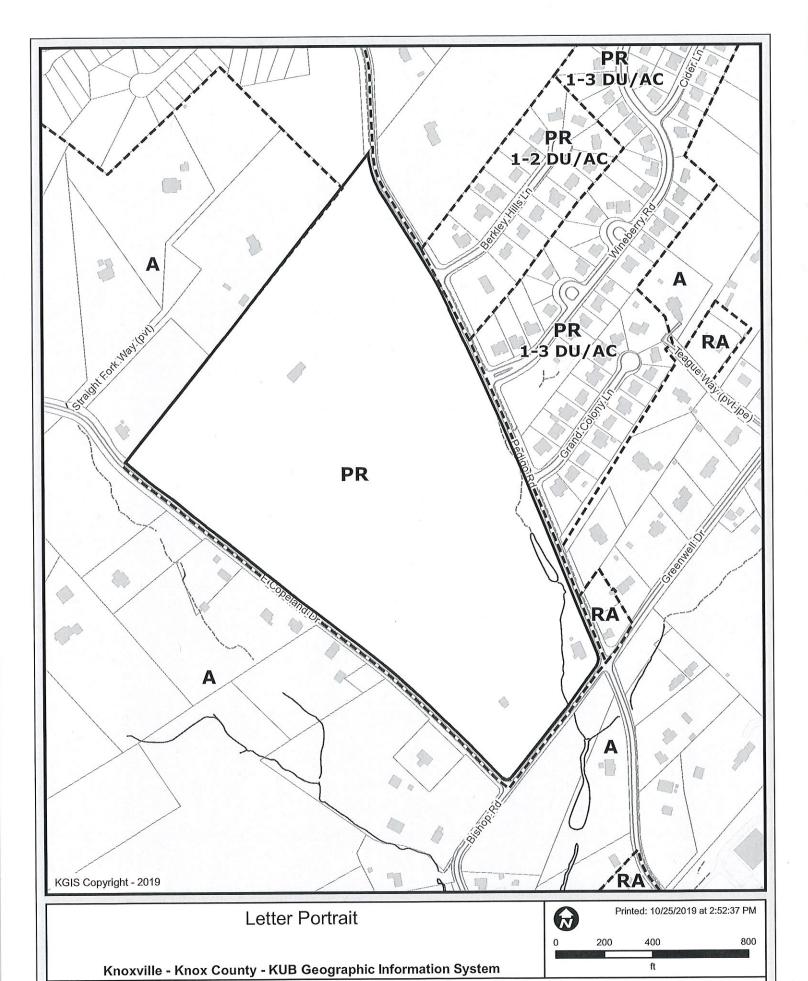


DEVELOPMENT REQUEST

Planning KNOXVILLE I KNOX COUNTY	DEVELOPMENT Development Plan Use on Review / Specia		ept Plan 🗆	Rezoni 0ff 2
Primos Land Company, LLC				Knoxville-Kn Plann
Applicant		_	12-5A-	19-C
10-25-2019	12-12-19		12-3-1	9-UR
Date Filed	Meeting Date (if applicab	le)	File Numbe	rs(s)
All correspondence related to this appli Applicant		■ Engineer □ Ar		e Architect
Name		Company		
4909 Ball Road		Knoxville	TN	37931
Address		City	State	Zip
865-694-7756	wrghebi@sengcon	sultants.com		
Phone	Email			
CURRENT PROPERTY INF	O			
Primos Land Company, LLC	4909 Ball R	oad	86	65-694-7756
Owner Name (if different)	Owner Address	-	Ov	vner Phone
		Tax Map	037, Parcel 0)25
Property Address W/, D	In Road	Parcel ID		
Property Address 1015 E. Copeland Road N/5 (algo read			+/
General Location		Υ	54.14 Tract Size	/-
Pedigo Road, Greenwell Drive	e & E.Copeland Road	7th, 1 52.62 acr		3
Jurisdiction (specify district above)	City County	Zoning Distri	ct	•
North County	LDR		Ru	
Planning Sector	Sector Plan Land Use Clas			cy Plan Designation
Residential Vacant	N	HPUD	HPU	ID
Existing Land Use	Septic (Y/N)	Sewer Provider	Water	Provider

REQUEST

_				
DEVELOPMENT	☐ Development Plan ☐ Use on Review / Special Use			
OPN	Residential Non-Residential			
VEL	Home Occupation (specify):			
DE	Other (specify):			
	Canaland Haights S/D. Phasa II			
	Copeland Heights S/D, Phase II Proposed Subdivision Name		Unit /	Phase Number
SUBDIVISION				
INIS	Parcel Change	148		
JBD	☐ Combine Parcels ☐ Divide Parcel Total Number	r of Lots Created:		
S	Other (specify):			
	☐ Attachments / Additional Requirements			
	Zoning Change: Proposed Zoning			
NG	Plan Amendment Change: Proposed Plan Designation(s)			
SONING				
7	☐ Proposed Property Use (specify) Proposed De	ensity (units/acre)	Previous Rezor	ning Requests
	Other (specify):			
	PLAT TYPE	FEE 1:		TOTAL:
	Staff Review ☐ Planning Commission			TOTAL.
ONLY	ATTACHMENTS	FFF 2.	4,940.00	
SE C	☐ Property Owners / Option Holders ☐ Variance Request	FEE 2:		
FU	ADDITIONAL REQUIREMENTS		A .	
STAFF USE	□ Design Plan Certification (Final Plat only)□ Use on Review / Special Use (Concept Plan only)	FEE 3:	- r x	
	☐ Traffic Impact Study	7	A	1 gar xx
				4,943.80
	AUTHORIZATION			
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	Steff-Signature M. Yayne Please Print		1923/2 Date	2019
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	Steff Signature Please Print Wanis A. F	Rahebi) Date 10-24	<i>2019</i> 1-2019



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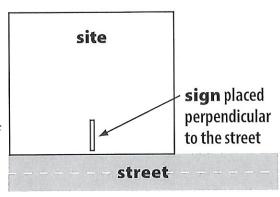
REQUIRED SIGN POSTING AGREEMENT

For all rezoning, plan amendment, concept plan, use on review, right-of-way closure, and street name change applications, a sign must be posted on the subject property, consistent with the adopted Administrative Rules and Procedures.

At the time of application, staff will provide a sign(s) to post on the property as part of the application process. If the sign(s) go missing for any reason and need to be replaced, then the applicant will be responsible for picking up a new sign(s) from the Planning offices. The applicant will be charged a fee of \$10 for each replacement sign.

LOCATION AND VISIBILITY

The sign must be posted in a location that is clearly visible from vehicles traveling in either direction on the nearest adjacent/frontage street. If the property has more than one street frontage, then 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 15 days before 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 15 days before the next Planning Commission meeting.

I hereby agree to post and remove the sign(s) provided on the subject property consistent with the above guidelines and between the dates of:
1 28 19 and 12 13 19 (the day after the Planning Commission meeting)
Signature: Warva Fallyl
Printed Name: WANIS A. Palebi
Phone: 965-694-7756 Email: Wighebicsens consultanti-Con
Date: 10-25-19
File Number: 12-B-19-VR 12-5A-19-C