



# SUBDIVISION REPORT - CONCEPT/USE ON REVIEW

▶ **FILE #:** 6-SA-20-C **AGENDA ITEM #:** 16  
6-A-20-UR **AGENDA DATE:** 6/11/2020

▶ **SUBDIVISION:** WOODBURY CROSSING  
▶ **APPLICANT/DEVELOPER:** WC WOODBURY CROSSING LIMITED PARTNERSHIP  
**OWNER(S):** Peoples Bank of the South

**TAX IDENTIFICATION:** 21 00203 [View map on KGIS](#)

**JURISDICTION:** County Commission District 8

**STREET ADDRESS:** 7605 Twin Oak Ln.

▶ **LOCATION:** Southeast terminus of Edwards Place Blvd., southeast of Thompson School Rd.

**SECTOR PLAN:** Northeast County

**GROWTH POLICY PLAN:** Planned Growth Area

**WATERSHED:** Beaver Creek

▶ **APPROXIMATE ACREAGE:** 30.748 acres

▶ **ZONING:** PR (Planned Residential)

▶ **EXISTING LAND USE:** Vacant land & Single family residential

▶ **PROPOSED USE:** Multi-dwelling development

**SURROUNDING LAND USE AND ZONING:** The subject site is located within the Edwards Place subdivision and general area has been transitioning from a rural area to a residential area with small, single-family lots. Rezoning to PR began in the mid-1990s, with PR developments being built through the early 2000s. Gibbs Elementary, Middle, and High Schools are nearby to the south off of Tazewell Pike.

▶ **NUMBER OF LOTS:** 1

**SURVEYOR/ENGINEER:** Charles Garvick / Chadan Engineering, Inc.

**ACCESSIBILITY:** Access is via Edwards Place Blvd, a local street with 26' of pavement width within 50' of right-of-way, and via Lawgiver Circle, a local street with 26' of pavement width within 50' of right-of-way.

▶ **SUBDIVISION VARIANCES REQUIRED:** **VARIANCES REQUIRING PLANNING COMMISSION APPROVAL:**  
1) Reduction of vertical curve K value from 25 to 12, Edwards Place Blvd at STA 0+49.  
2) Reduction of vertical curve K value from 25 to 12, Edwards Place Blvd at STA 1+48.3.

**ALTERNATIVE DESIGN STANDARDS REQUIRING PLANNING COMMISSION APPROVAL:**

1) Reduction of horizontal curve radius on Lawgiver Circle from 250 feet to 100 feet at STA 0+26.

**STAFF RECOMMENDATION:**

- ▶ **APPROVE** variances 1-2 because topographic constraints and site conditions restrict compliance with the Subdivision Regulations and will not create a traffic hazard.

**APPROVE** the alternate design standard based on the recommendations of the Knox County Department of Engineering and Public Works.

**APPROVE** the Concept Plan subject to 4 conditions.

- 1) Connection to sanitary sewer and meeting any other relevant requirements of the utility provider.
- 2) Meeting all applicable requirements of Knox County Engineering and Public Works.
- 3) Installation of sidewalks into the cul-de-sacs as identified on the development plan.
- 4) 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 Planning staff.

- ▶ **APPROVE** the development plan for up to 80 multi-dwelling (apartment) units as shown, subject to 6 conditions.

- 1) Meeting all applicable requirements of the Knox County Zoning Ordinance.
- 2) Meeting all applicable requirements of the Knox County Department of Engineering and Public Works
- 3) Installation of sidewalks for the multi-dwelling development as identified on the development plan. Sidewalks shall meet all applicable requirements of the Americans with Disabilities Act (ADA).
- 4) Installing all landscaping for the apartment development, as shown on the landscape plan, within six months of issuance of occupancy permits for the project, or posting a bond with the Knox County Department of Engineering and Public Works, to guarantee such installation.
- 5) Providing a 60-foot greenway easement along the southeastern side of Beaver Creek, as shown, or as otherwise required by Knox County Parks and Recreation.
- 6) Providing a 40' sidewalk easement from the Lawgiver Circle cul-de-sac to the property boundary to the east, along the southern boundary of Lot 30, Edwards Place Unit 4. This easement may be reduced in width with the approval of Knox County Engineering and Public Works once the final alignment of the sidewalk is determined. If this sidewalk easement is approved, the proposed sidewalk easement shown on the Concept Plan that extends south from Lawgiver Circle to Beaver Creek can be eliminated.

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

**COMMENTS:**

Summary

Construction of an 80-unit multi-dwelling (apartment) development located at the terminus of Edwards Place Boulevard on an unbuilt portion of the Edwards Place subdivision (approximately 30.75 acres). The proposal also includes the installation of cul-de-sacs, with sidewalk extensions, at the terminus of Edwards Place Boulevard and Lawgiver Circle. There are three, 3-story apartment buildings clad with brick foundations and vinyl siding for the majority of the facades. There are shutters on the elevations facing the internal parking lot and the north elevations of the two buildings closest to the houses. A dense evergreen landscape screening is proposed along the north property boundary to buffer the development to the adjacent houses. A sidewalk will be extended from the apartment development to the public sidewalk on Edwards Place Boulevard. A greenway easement is provided on the south side of Beaver Creek and a 40' sidewalk easement is recommended from the Lawgiver Circle cul-de-sac east to the property boundary, on the south side of Lot 30. The property to the east had a Concept Plan approved in 2017 (Twin Oak Landing – 4-SA-17-C) with a 10' sidewalk easement that extended to the Edwards Place boundary just south of the recommended 40' easement. The 2017 Concept Plan is now expired so the easement on the adjacent property will need to be reestablished when that property is developed sometime in the future. The recommended 40' easement on the subject property is recommended so there is some room to adjust the sidewalk to and meet ADA standards once the layout and grades of the adjacent property are known. If the subject property proposes lots around the Lawgiver Circle cul-de-sac, the width of the sidewalk easement can be reduced with the approval of Knox County Engineering and Public Works so that a sidewalk connection to the adjacent property is still feasible.

Background

The Edwards Place subdivision was originally approved in 2007 (2-SI-07-C / 2-K-07-UR) with 187 single family residential lots. The unbuilt portion of the subdivision was reapproved in 2013 (11-SA-13-C) with the same layout and number of lots. Lawgiver Circle was intended to wrap around Forest Willow Lane and connect to the southern portion of Edwards Place Boulevard, and there was to be a street that extended to the south side of Beaver Creek with lots in the hillside area adjacent to the Gibbs school property. This forested hillside area is now intended to remain undisturbed.

Sidewalks were required throughout the subdivision and there was a requirement to make a pedestrian connection to the school property, if desired by Knox County Schools. Because the number of lots within the subdivision, the planning commission also required an amenity area that was to be located on the south side of Beaver Creek, near the terminus of Twin Oak Lane. The amenity was never constructed and the location is now part of the subject property. The 2007 Use on Review approval also had a requirement to connect to the terminus of Twin Oak Lane.

The installation of the required sidewalks began with the construction of houses sometime between 2016 and 2018. Most of the sidewalks were installed in areas with the least amount of vehicle traffic. Edwards Place Boulevard will be the most heavily traveled road in the neighborhood and it is currently without a sidewalk for the majority of its length.

The 2007 and 2013 Concept Plan approvals had a condition that allowed Knox County Engineering and Public Works to require traffic calming to be installed. This could still be an option going forward to help slow down traffic, particularly on Edwards Place Boulevard.

#### Density

The PR (Planned Residential) zoning allows up to 4 dwelling units per acre (du/ac). The apartment development will have a density of 2.6 du/ac. The existing neighborhood consists of 95 lots on approximately 22.5 acres (4.22 du/ac). The combined density for the Edwards Place subdivision and the Woodbury Crossing apartments is approximately 3.3 du/ac (175 units on 53.25 acres). An additional 38 dwelling units could be constructed based on the current zoning of PR up to 4 du/ac. The Traffic Impact Study (TIS) states that if Lawgiver Circle is extended further toward Beaver Creek and the eastern end of the apartment development, an additional 22 lots could be created. If additional lots were proposed, a new Concept Plan and Use on Review approval would be required. The TIS took these additional lots into consideration to ensure the maximum amount of potential traffic was considered.

#### Proposal -- Concept Plan (Cul-de-sacs)

The Concept Plan is for the dedication of right-of-way and the installation of the cul-de-sacs at the end of Edwards Place Boulevard and Lawgiver Circle. The cul-de-sacs are necessary to provide the turnaround at the end of a public road required by the subdivision regulations. The sidewalks in the neighborhood will be extended into the cul-de-sacs.

The two vertical curve (K value) variances are for the crest curves on both ends of the proposed Edwards Place Boulevard cul-de-sac. The reduced K values at the end of the existing Edwards Place Boulevard roadway will allow less of the existing road to be regraded and have less impact on the adjacent properties. The other K value reduction is for the transition from the cul-de-sac to the apartment parking lot. The horizontal curve reduction is for cul-de-sac at the end of Lawgiver Circle and is a requested alternative design standard. The Knox County Department of Engineering and Public Works supports these requests. The requested K value of 12 meets AASHTO standards for streets with a 25 mph design speed and the 100' horizontal curve would be allowed if Lawgiver Circle was less than 1000' long (the existing road is approximately 1050' long before the cul-de-sac is added).

#### Proposal -- Use On Review (Multi-Dwelling Development Plan)

The Use on Review request is for an 80-unit multi-dwelling (apartment) development located between the existing single-family subdivision and Beaver Creek which runs through the middle of the subject property. The apartment development will be built approximately 10' lower than the houses to the north and a dense evergreen landscape screen is proposed along the north property line. There are three proposed buildings, with the two buildings closest to the existing houses having smaller footprints. The buildings will be 3 stories tall, with exception of 1/3 of the larger building on the south side of the parking lot being 2 stories tall in the

middle. There will also be a 1 story clubhouse building with a swimming pool south of the entry driveway. The development does not propose a gated entry.

Access will be provided via Edwards Place Boulevard, a local street through the Edwards Place subdivision that connects to Thompson School Road, a major collector street. Edwards Place Boulevard is 26' wide with a short segment of sidewalk on the southern end of the street. The apartment development will extend a sidewalk on their property to the public sidewalk at the cul-de-sac.

A 60' wide greenway easement is being provided on the southeast side of Beaver Creek at the request of Knox County Parks and Recreation. The Knox County Greenway Corridor Study proposes a greenway along Beaver Creek and the preferred route in this area runs through this property (see Exhibit A). The previous approvals for Edwards Place and the adjacent Twin Oak Landing subdivision (approved and not developed) had requirements to make a pedestrian connection to the Gibbs school property. In conversations with the school system, the preferred location for a pedestrian connection is the one approved in the Twin Oak Landing subdivision that was at the end of the Gibbs Elementary School driveway, just as the driveway forks and extends up the hill to Gibbs Middle School. The proposed 40' sidewalk easement from Edwards Place subdivision to the former Twin Oak Landing subdivision will allow a pedestrian connection to be established to the school property as the adjacent properties are developed.

#### Traffic Impact Study

The Woodbury Crossing Traffic Impact Study (CDM Smith, Revised May 2020) was prepared to address the impact of the proposed apartment development on Thompson School Road. The Edwards Place subdivision was previously studied in 2007 for 187 single-family lots. This study only analyzed impact of the development on the Edwards Place Boulevard and Thompson School Road intersection, it did not analyze the impact on the internal neighborhood streets. The conclusion of the TIS was that no improvements are necessary at the Thompson School Road intersection and that the apartment development must connect to the terminus of Edwards Place Boulevard in accordance with the requirements of Knoxville-Knox County Planning and Knox County Engineering and Public Works.

#### Open Space

The 2007 Use on Review approval had a condition of providing both active and passive recreational uses on a 1.63 acre common area. According to the staff report, this is because the subdivision was going to have more than 150 houses. The Edwards Place subdivision currently has 95 houses which is less than the threshold that would have warranted the inclusion of the amenity.

The apartment development does not propose to use the forested hillside area on southeast side of the creek. The applicant or property owner should discuss with Knox County Parks and Recreation about the potential of using this area as a park along the proposed greenway.

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

- 1) The proposed development must work with the utility provider to ensure adequate service can be provided to the site and not adversely impact the Edwards Place subdivision that has experienced problems with their utilities.
- 2) The development will stay out of the Beaver Creek stream buffer and leave the forested hillside area on the southeast side of Beaver Creek undisturbed.
- 3) The development is providing a 60' greenway easement on the southeast side of Beaver Creek for future installation by Knox County and a recommended sidewalk easement for future construction from the Lawgiver Circle cul-de-sac to the adjacent property to the east.
- 4) No improvements to Thompson School Road are required for this development based on the anticipated number of vehicle trips and the existing condition of the road in this location.
- 5) The development will not establish the connected road system that the original Concept Plan approval intended which would have dispersed traffic somewhat. This proposal will concentrate more traffic on Edwards Place Boulevard than the original plan for the subdivision intended, however, improvements to this road are not recommended as a condition of approval.
- 6) Dense evergreen landscape screening is proposed along the north boundary line to provide a buffer for the single-family residential uses.

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

- 1) With the stated conditions, the apartment development meets the standards for development within a PR (Planned Residential) Zone and all other requirements of the Zoning Ordinance.
- 2) The proposed apartment development 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 because the Edwards Place subdivision was intended to have more house lots in this unbuilt portion of the neighborhood than is proposed by the apartment development and on average, single-family houses generate more vehicle trips per day than an apartment unit.

## CONFORMITY OF THE PROPOSAL TO ADOPTED PLANS

- 1) The Northeast County Sector Plan designates this property for low density residential use with a maximum density of 5 du/ac. At a proposed density of 2.6 du/ac for the subject property and 3.3 du/ac for the overall development (including the Edwards Place subdivision), the proposed development is consistent with the Sector Plan.
- 2) The site is located within the Planned Growth Area on the Knoxville-Knox County-Farragut Growth Policy Plan map.

**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:** 7 (public school children, grades K-12)

Schools affected by this proposal: Gibbs Elementary, Gibbs Middle, and Gibbs High.

- 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.