

# **USE ON REVIEW REPORT**

► FILE #: 7-D-22-UR	AGENDA ITEM #: 37
	AGENDA DATE: 7/14/2022
APPLICANT:	DANIEL LEVY (ARCHITECT)
OWNER(S):	Walker Springs Company
TAX ID NUMBER:	119 L A 00119 View map on KGIS
JURISDICTION:	County 3rd
STREET ADDRESS:	0 Walker Springs Rd.
LOCATION:	East side of Walker Springs Rd, southwest side of N Gallaher View Rd
APPX. SIZE OF TRACT:	18.15 acres
SECTOR PLAN:	Northwest County
GROWTH POLICY PLAN:	Urban Growth Area
ACCESSIBILITY:	Access is via Walker Spring Road, a minor arterial street with a center turn lane and a 75-ft pavement width within a 112-ft right-of-way; and via N. Gallaher View Road, a minor arterial street with a turn lane and a 67-ft width within a 100-ft right-of-way.
UTILITIES:	Water Source: Knoxville Utilities Board
	Sewer Source: Knoxville Utilities Board
WATERSHED:	Ten Mile Creek
ZONING:	PR (Planned Residential) & F (Floodway)
EXISTING LAND USE:	AgForVac
PROPOSED USE:	Multi-dwelling development
DENSITY PROPOSED:	23 du/ac
HISTORY OF ZONING:	The property was rezoned from CA to PR up to 23 du/ac in May 2022 (4-K-22-RZ)
SURROUNDING LAND USE AND ZONING:	North: Agricultural/forestry/vacant CA (General Business) & RN-6 (Multi- Family Residential Neighborhood)
	South: Agricultural/forestry/vacant, public-quasi public land & commercial C-R-2 (Regional Commercial) & CA (General Business)
	East: Multi-family residential, hotel (under construction) & office RN-6 (Multi-Family Residential Neighborhood) & OP (Office Park)
	West: Agricultural/forestry/vacant CA (General Business)
NEIGHBORHOOD CONTEXT:	The area has multiple access points to nearby Interstate 40/75 and approximately a 1/4 mile away from the KAT "superstop" on Walbrook Drive. The parcel is adjacent to a Walmart Supercenter and Sam's Club, and it neighbors several multi-family developments. The Ten Mile Creek Greenway runs through the subject property.

### **STAFF RECOMMENDATION:**

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## Approve the development plan for a multi-dwelling development with up to 318 dwelling units and a peripheral setback reduction to 25 ft along the Gallaher View Road frontage, subject to 7 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 and City of Knoxville Department of Engineering.

3) Meeting all applicable requirements of the City of Knoxville Department of Engineering.

4) Provide a detailed landscaping plan for review and approval by Planning staff during permitting. The landscaping shall be consistent with the proposed landscape plan on sheet L1.

5) Providing a concrete pad for a bus stop shelter on the Gallaher View Road and Walker Springs Road frontages in coordination and compliance with the requirements of Knoxville Area Transit.

6) Implementing the recommendations of The Rowan Transportation Impact Study (AJAX Engineering, 6/13/2022), as revised and approved by Planning and Knox County Engineering and Public Works staff (see Exhibit B).

7) Verifying during permitting that the subject lot has a minimum of 13.82 acres zoned PR (Planned Residential) up to 23 du/ac to support the requested 318 dwelling units.

### COMMENTS:

#### SUMMARY

This proposal is for a 318-unit apartment complex on a proposed 14.579-acre lot (see Final Plat 7-SB-22-F – Agenda item # 44). The entire parcel is 18.661 acres and was rezoned from CA (General Business) to PR (Planned Residential) up to 23 du/ac in May 2022 (4-K-22-RZ). Only 13.82 acres of the subject site is zoned PR. The remaining .76 acres of the site are zoned F (Floodway) and cannot be counted toward the acreage when calculating the maximum density allowed. The amenities for the development include shared work/meeting spaces, a pool, fitness center, pickleball court, and dog park. KAT has requested a concrete pad for a bus stop on each frontage, with the details to be worked out during permitting.

DEVELOPMENT PLAN ANALYSIS PER ARTICLE 6, SECTION 6.50.06 (APPROVAL OR DENIAL) In the exercise of its administrative judgment, the Planning Commission shall determine if the proposed plan is in harmony with the general purpose and intent of the zoning ordinance and adopted plans.

#### 1) ZONING ORDINANCE

PR (Planned Residential) up to 23 du/ac:

a) The PR zone allows multi-dwelling development (apartments) as a permitted use. The administrative procedures for the PR zone require the Planning Commission to approve the development plan before permits can be issued (Article 5, Section 5.13.15).

b) This PR zone district is approved for a maximum of 23 du/ac. The subject site has 13.82 acres zoned PR, which is 23 du/ac. If it is determined during permitting that the subject lot has less than 13.82 acres zoned PR, then additional PR zoned acreage must be added to the subject lot, or the number of dwelling units must be reduced to conform with the maximum density. An additional 4.082 acres zoned PR up to 23 du/ac on the southeast side of the Ten Mile Creek is available for future development. A portion of that property is zoned F (Floodway), so not all of the acreage can be used for density.

c) The maximum height is determined by the Planning Commission for any use other than houses and duplexes. The proposed maximum height is 4-stories and 48 feet to the roof line. This does not include the parapet wall and stair/elevator towers. See the attached plan for more details.

d) The peripheral setback applies to all lot lines except the southeast lot line adjacent to the remaining portion of the PR district. The applicant requests a 25 ft peripheral setback along the Gallaher View Road frontage. All other peripheral setbacks will be 35 ft. The requested 25 ft setback along Gallaher View Road is for only a small portion of a building. It will not adversely impact the sense of open space between the development and the public realm.

#### F (Floodway):

a) The F zone does not allow residential uses, so this acreage cannot be used toward the allowed density for this site.

b) Approximately .76 acres of the subject site is zoned F (Floodway).

### 2) GENERAL PLAN – DEVELOPMENT POLICIES

a) Protect the natural drainage systems associated with floodways and floodplains (Policy 7.5) – The development is within the 100- and 500-year FEMA floodplain, however, the property owner was previously permitted to fill a portion of the floodplain (see Exhibit A, Flood Study Map. The proposed development does not increase the area of fill.

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b) Provide trees and minimize impervious surfaces when developing parking lots (Policy 7.7) – The development includes trees in the parking lot and around the foundation of the buildings.
c) Develop land use patterns and infrastructure that encourage trip reduction (Policy 7.12) – The subject

property is located along a transit route and near the Walbrook "Superstop".

d) Ensure that the context of new development, including scale and compatibility, does not impact existing neighborhoods and communities (Policy 9.3) – The proposed height will not adversely impact existing neighborhoods because it is surrounded by commercial properties and 5-lane roads.

#### 3) NORTHWEST COUNTY SECTOR PLAN

a) The property is classified MDR (Medium Density Residential), which allows consideration of up to 24 du/ac in the County if the property is located within ½ mile of transit service with sidewalk connections to the transit service. The property has transit service on both road frontages and has sidewalk connections to the nearby KAT "superstop" adjacent to the Walmart property.

b) The property is partially within the SP (Stream Protection) land use classification. The property owner developed a floor study to permit filling the site, which is already complete.

4) Knoxville – Farragut – Knox County Growth Policy Plan

a) The property is within the Urban Growth Boundary. The purposes of the Urban Growth Boundary designation are to encourage a reasonably compact pattern of development, promote the expansion of the Knoxville-Knox County economy, offer a wide range of housing choices, and coordinate the actions of the public and private sectors, particularly with regard to the provision of adequate roads, utilities, schools, drainage and other public facilities and services.

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: 27 (public school children, grades K-12)

Schools affected by this proposal: Cedar Bluff Elementary, Bearden Middle, and Bearden High.

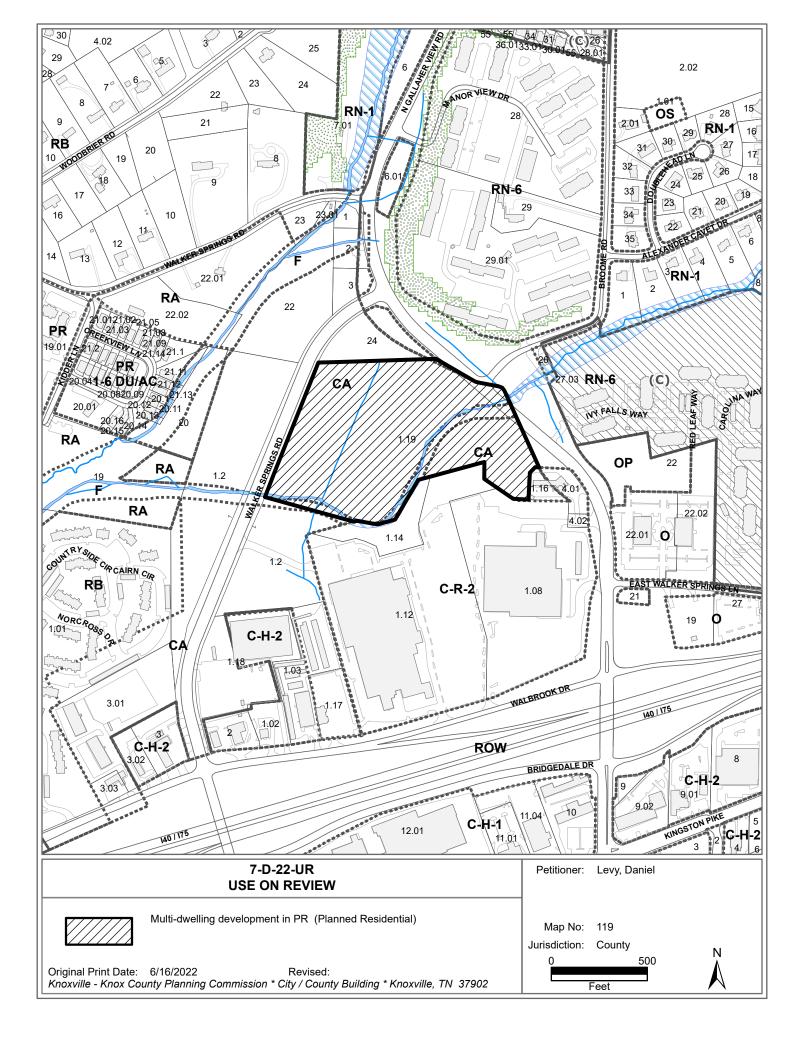
• Potential new school population is estimated using locally-derived data on public school student yield generated by new housing.

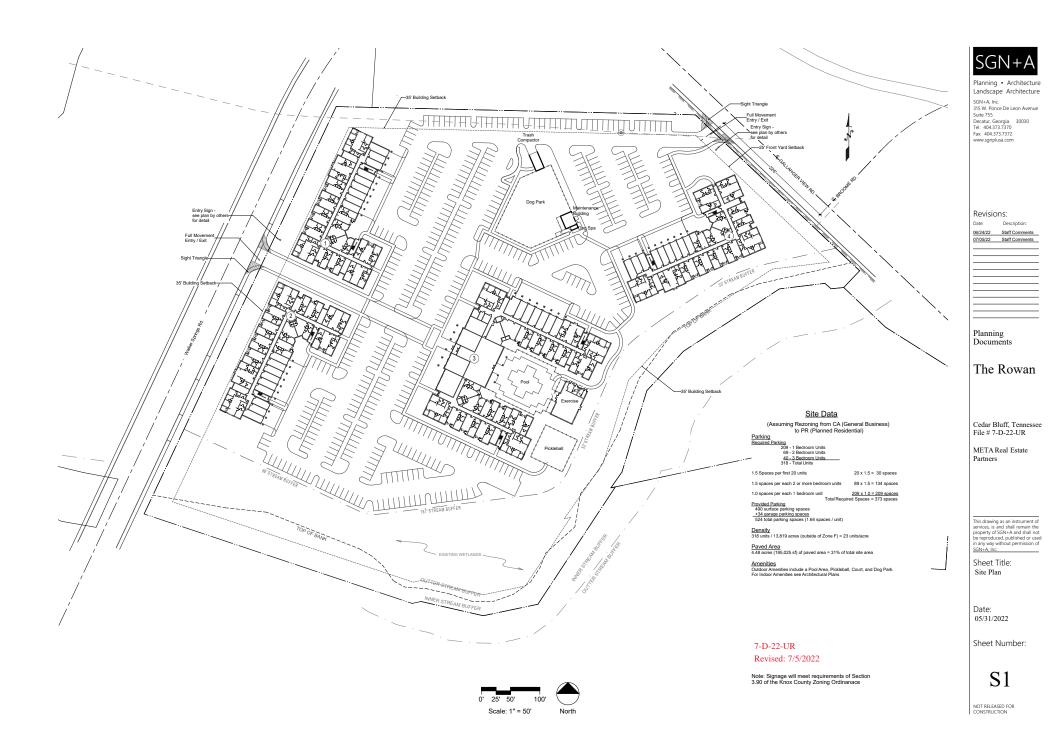
• Students are assigned to schools based on current attendance zones as determined by Knox County Schools. Students may request transfers to different zones, and zone boundaries are subject to change.

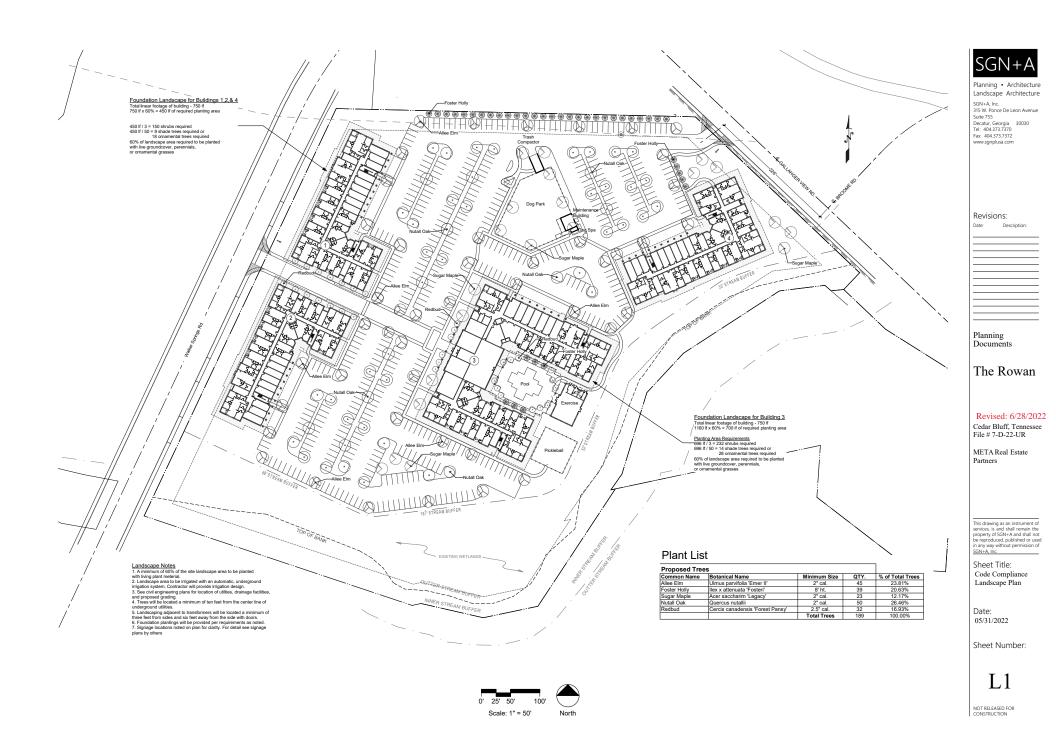
• Estimates presume full build-out of the proposed development. Build-out is subject to market forces, and timing varies widely from proposal to proposal.

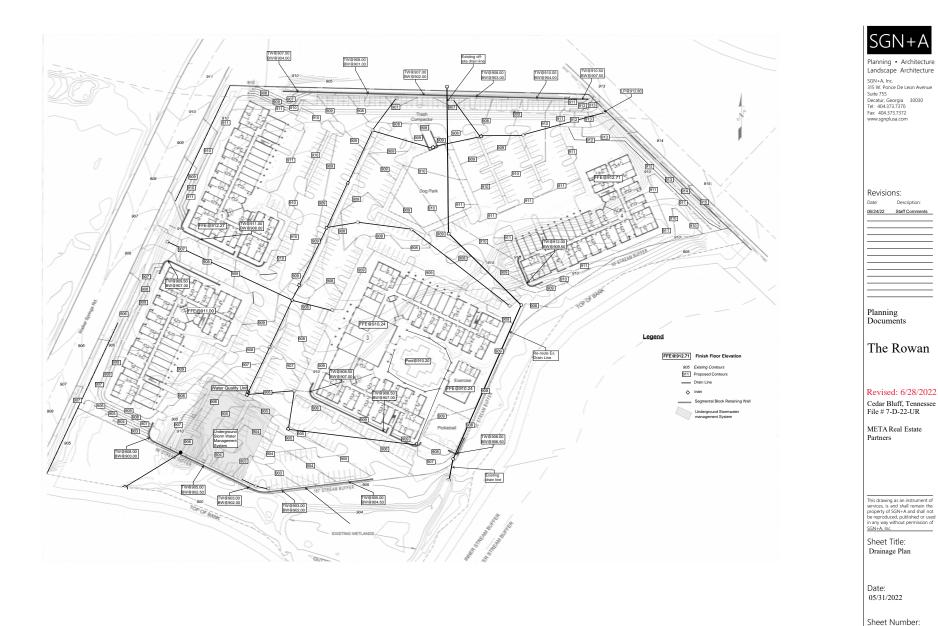
• Student yields from new development do not reflect a net addition of children in schools. Additions occur incrementally over the build-out period. New students may replace current population that ages through the system or moves from the attendance zone.

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











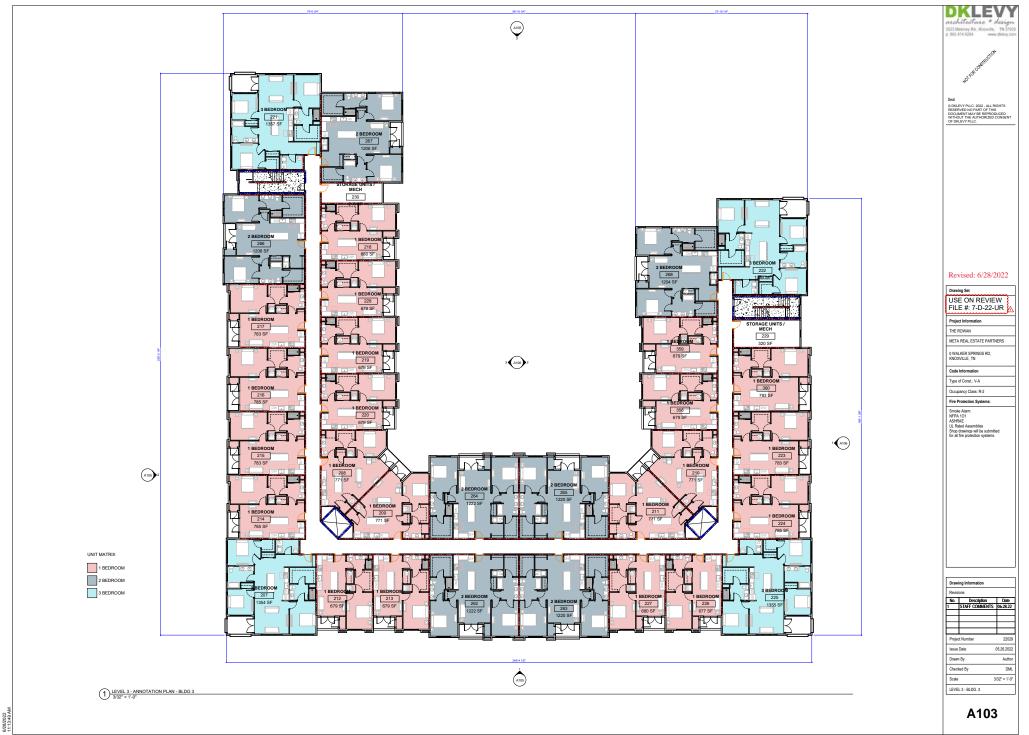
NOT RELEASED FOR CONSTRUCTION

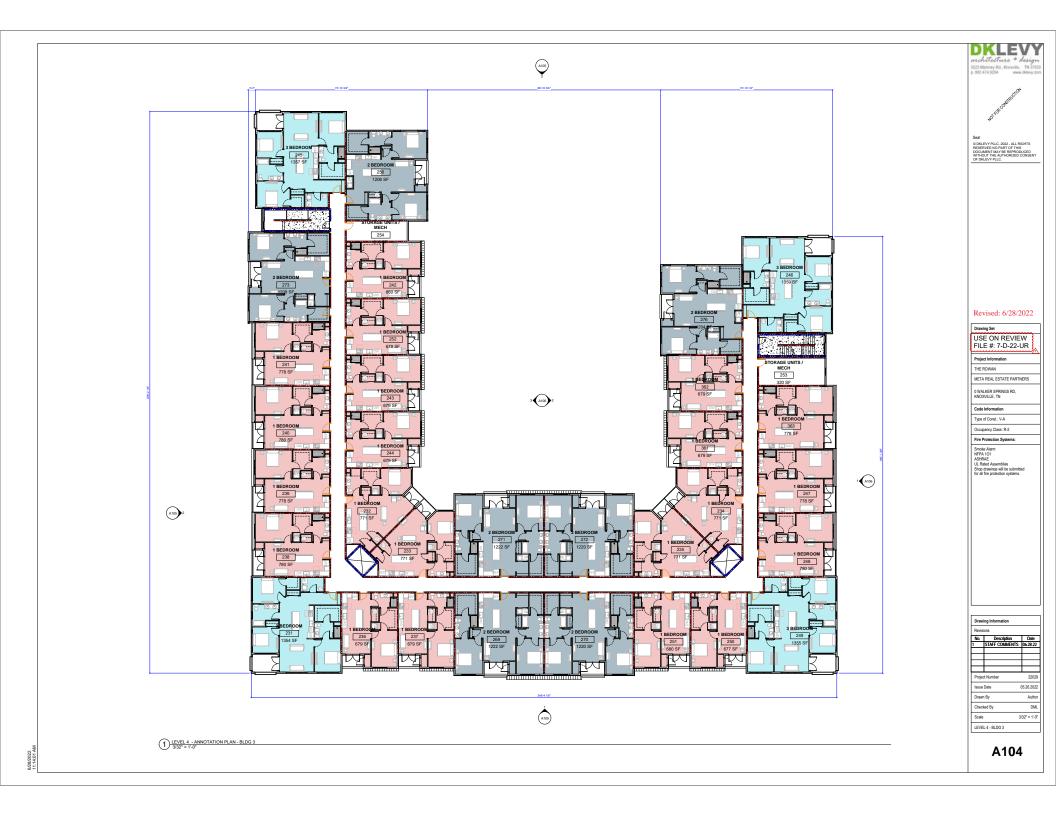
D1

Description:















3D REPRESENTATIONS ARE ARTISTIC IN NATURE AND ARE ONLY USED FOR GENERAL DESIGN INTENT, REFER TO ELEVATIONS, SECTIONS, AND DETAILS FOR MATERIAL LOCATIONS, TYPES, AND EXTENTS. SEE CIVIL DRAWINGS FOR ACCURATE GRADING.

6/28/2022 11:14:44 AM Scale 3D PERSPECTIVES

DKLEVY architecture + design





6/28/2022 11:15:05 AM







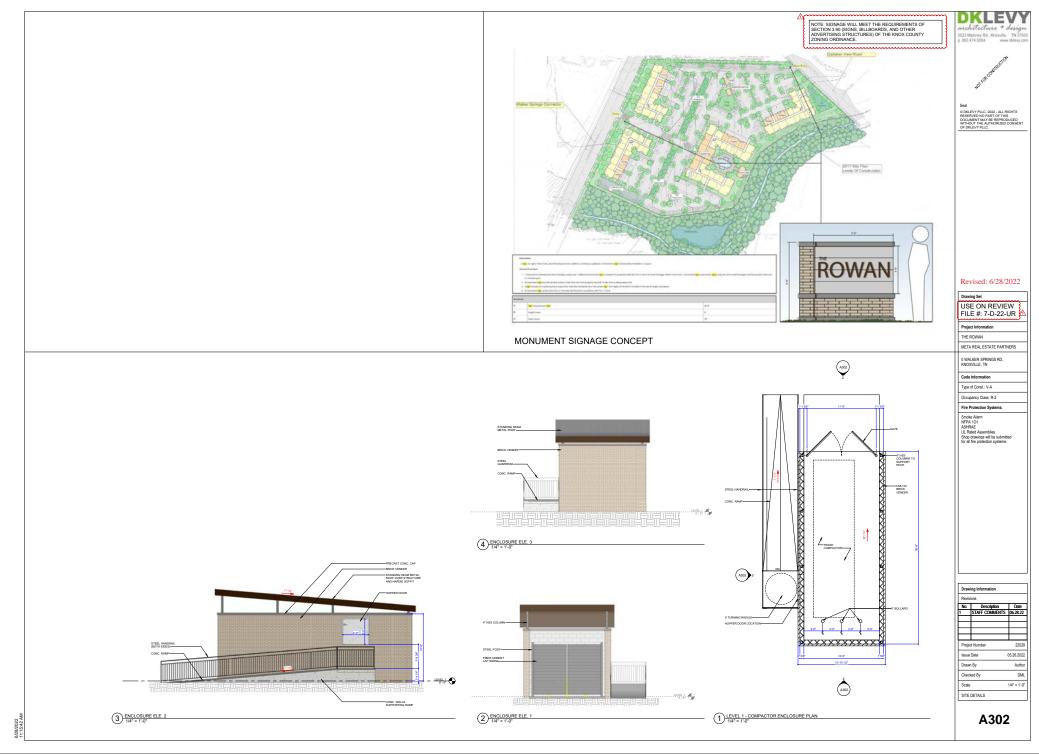
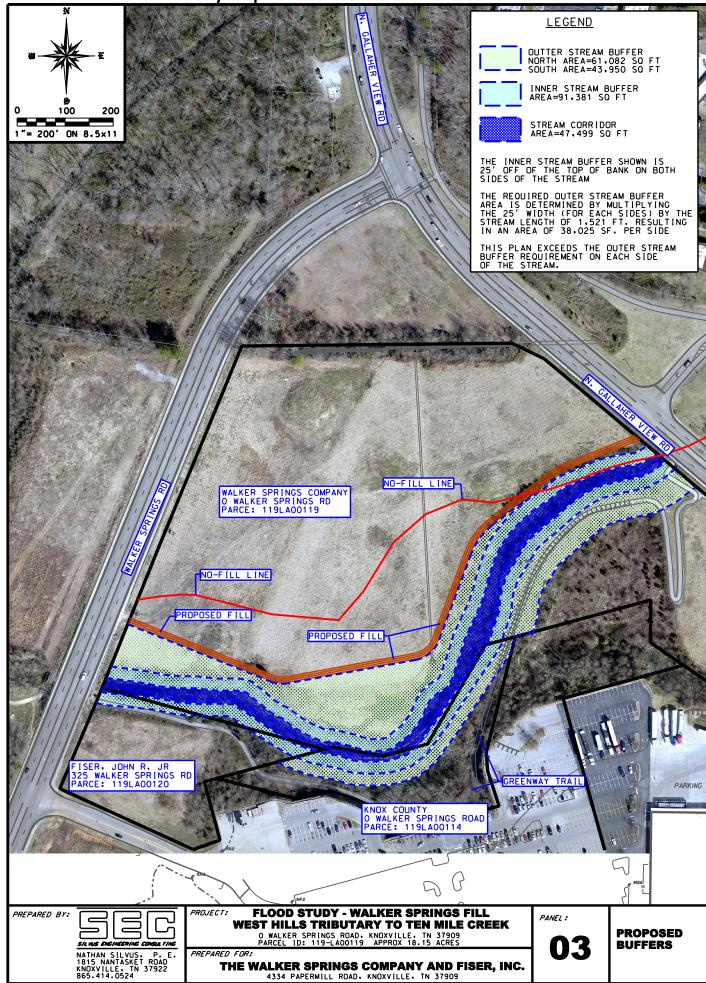


Exhibit A. 7-D-22-UR Flood Study Map







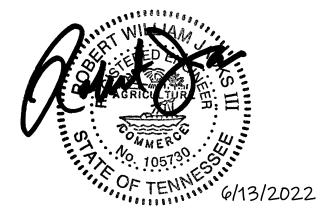
Transportation Impact Study The Rowan Knox County, Tennessee



Revised June 2022

Prepared for: Fiser, Inc. 132 Sherlake Lane Knoxville, TN 37922

7-D-22-UR TIS Version 2 6/13/2022



## **CONCLUSIONS & RECOMMENDATIONS**

The following is an overview of recommendations to minimize the transportation impacts of the proposed The Rowan development on the adjacent transportation system while attempting to achieve an acceptable traffic flow and safety level.

- N Gallaher View Road at Walker Springs Road: The 2026 projected level of service calculations for the signalized intersection of N Gallaher View Road at Walker Springs Road resulted in low to average vehicle delays during the AM and PM peak hours using the existing signal timing. Based on the study analyses and review, no specific recommendations are proposed for this intersection.
- N Gallaher View Road and Walker Springs Road at Proposed East Entrance and West Entrance: The results of the 2026 projected level of service calculations for the Proposed East and West Entrances intersections at N Gallaher View Road at Walker Springs Road were determined to be relatively low with respect to vehicle delays. The construction of right-turn lanes for entering traffic is not warranted at either entrance. A single exiting lane will be sufficient at both proposed entrances. Entering left-turns into the development will be adequately served by the existing two-way left-turn lanes in the center of N Gallaher View Road and Walker Springs Road.
  - 2a) It is recommended that Stop Signs (R1-1) be installed, and 24" white stop bars be applied to the proposed entrance approaches at N Gallaher View Road and Walker Springs Road. The stop bars should be applied a minimum of 4 feet away from the edge of the intersecting roadway and placed at the desired stopping point that maximizes the sight distance.
  - 2b) Sight distances at the proposed entrance approaches must not be impacted by future landscaping, signage, or vegetation. Based on a posted speed limit of 40-mph on N Gallaher View Road and Walker Springs Road, the desirable ISD is 500 feet looking in each direction at each entrance. The required SSD is calculated to be 300 feet looking to the north and 305 feet to the south at the Proposed East Entrance. The required SSD is calculated to be 310 feet looking to the north and 295 feet to the south at the Proposed West Entrance. A visual inspection determined that the intersection and stopping sight distances are available. The site designer must ensure that these sight distances are accounted for and provided in the design plans.



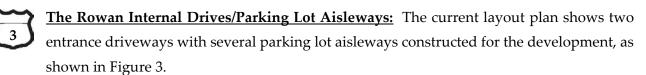
2c) The City of Knoxville requires specific corner clearance distances between intersecting streets. The intersection of N Gallaher View Road at the Proposed East Entrance will be within the City's boundary. The Proposed East Entrance will be a private driveway and located 235 feet away from Broome Road. This distance is greater than the required City of Knoxville spacing requirement of 150 feet.

Furthermore, based on the calculations provided from the Synchro software, the projected 2026 AM and PM peak hour volumes turning left from N Gallaher View Road in the TWLTL at the Proposed East Entrance will have limited vehicle queues and should not interfere with the traffic operations to the southeast at the intersection of N Gallaher View Road at Broome Road. As shown in the reports produced from the Synchro software, the maximum 95<sup>th</sup> percentile queue length for this left-turn movement in the TWLTL occurs in the PM peak hour and is calculated to be 7.5 feet.

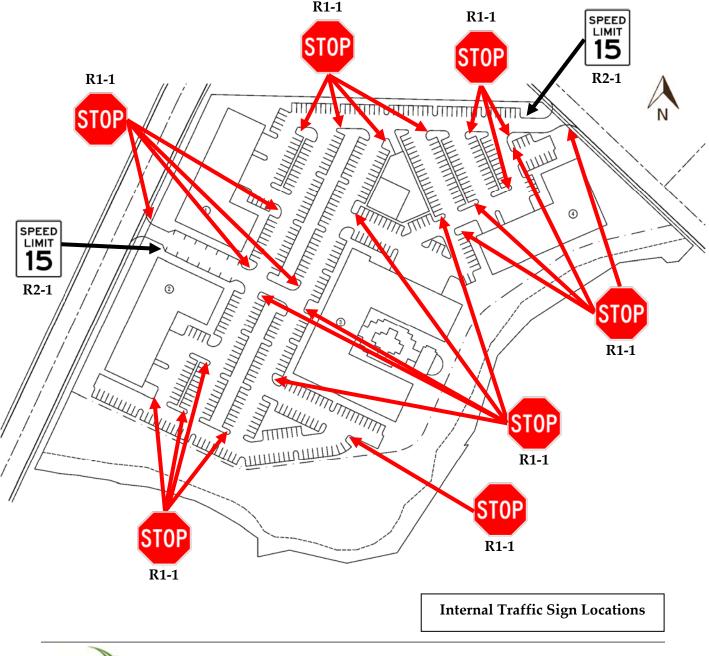


Conclusions & Recommendations

AIAX



- 3a) A 15-mph Speed Limit Sign (R2-1) is recommended to be posted near the beginning of the development entrance driveways off N Gallaher View Road and Walker Springs Road. Since the entrance driveways will not be public roads, a posted speed limit of less than 25-mph is acceptable.
- 3b) Stop Signs (R1-1) with 24" white stop bars and other traffic signage are recommended to be installed at the internal locations, as shown below:



- 3c) Sight distance at the new internal intersections must not be impacted by signage, parked cars, or future landscaping. With a speed limit of 15-mph in the development, the internal intersection sight distance is 170 feet. The required stopping sight distance is 80 feet for a level road grade. The site designer should ensure that internal sight distance lengths are met.
- 3d) With long and straight internal parking lot aisleways, it is recommended that speed humps or tables be considered to reduce internal traffic speeds in the development. Alternatively, parking lot islands could be extended toward the aisleways. Extending the parking lot islands a few feet would narrow the aisleway widths and reduce the available driving surface. A narrower aisleway design would reduce driver comfort and internal vehicle speeds.

It is not expected that the construction of the development will lead to cut-thru traffic between N Gallaher View Road and Walker Springs Road. It is expected that the existing roadways will provide greater access control with fewer potential impediments and will dissuade outside motorists to cut-thru The Rowan development. The travel route required to and from N Gallaher View Road and Walker Springs Road via The Rowan internal aisleways will require longer travel times due to the lack of access control, including residents backing out of their parking spots and pedestrian activity. Other cut-thru traffic impediments include the recommended internal Stop Signs (R1-1) and potential speed humps or tables.

- 3e) All drainage grates and covers for the residential development must be pedestrian and bicycle safe.
- 3f) Internal sidewalks are proposed throughout the development. The internal sidewalk system should connect to the existing external sidewalk system provided on N Gallaher View Road and Walker Springs Road. Sidewalks should have appropriate ADA-compliant ramps at intersection corners, and the internal sidewalks are recommended to be 5 feet minimum in width to meet Knox County regulations. White crosswalks should be marked on the road pavement internally where pedestrians are expected to cross.
- 3g) As shown in Figure 3, twelve parallel parking spaces are proposed adjacent to the Proposed West Entrance, with six on each side of the entrance driveway. The site design

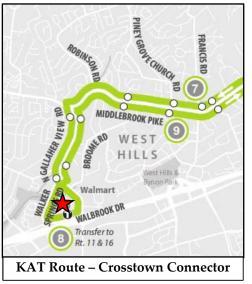


Conclusions & Recommendations

at the Proposed West Entrance also shows approximately 50 feet between the beginning of the parallel parking spaces and Walker Springs Road. The Synchro software capacity calculations in the projected 2026 conditions included 95<sup>th</sup> percentile vehicle queue length results. The 95th percentile vehicle queue is the recognized measurement in the traffic engineering profession as the design standard used when considering queue lengths. A 95th percentile vehicle queue length means 95% certainty that the vehicle queue will not extend beyond that point. At the Proposed West Entrance, the 95<sup>th</sup> percentile queue length in the 2026 projected conditions was calculated to be 0.3 vehicles in the AM peak hour and 0.4 vehicles in the PM peak hour for exiting vehicles. These values are shown in the capacity calculation worksheets in Appendix F. Assuming a standard passenger vehicle length of 25 feet, this would correspond to queue lengths of 7.5 feet in the AM peak hour and 10 feet in the PM peak hour. These lengths indicate that the site design showing approximately 50 feet of separation would be sufficient.

However, to provide a factor of safety to ensure that entering vehicles are not impeded, or backups spill onto Walker Spring Road at the Proposed West Entrance, it is recommended that the first pair of parallel parking spaces off Walker Springs Road be removed from the site design. This removal would result in a spacing of 70 feet between Walker Springs Road and the beginning of the parallel parking spaces along the Proposed West Entrance driveway. This change would result in a total of ten parallel parking spaces at the driveway entrance. It should be recognized that providing this extra spacing would be beneficial due to the greater complexity of parallel parking maneuvers and the associated additional time to park and would allow for at least two passenger vehicles to queue between the parallel parking spaces and Walker Springs Road.

3h) Transit availability is near the development site. The closest bus stop is approximately ¼ mile to the northwest near the N Gallaher View Road at Walker Springs Road intersection. It is unknown if the developer of The Rowan is interested in potentially utilizing this existing transit system for future residents of the complex. According to discussions with KAT, if desired, a new bus stop could be feasible on the west side of the development along Walker





Conclusions & Recommendations

Springs Road, where the KAT route, "Crosstown Connector", currently exists. A new bus stop at this location would carry passengers toward Middlebrook Pike and further destinations to the east on the route.

With a KAT route available nearby, a new bus stop closer to the proposed development could be installed, which would provide more convenient transit access for the residents in the development and reduce vehicle trips. If a bus stop is desired at the development, a request should be submitted to KAT officials.

3i) All road grade and intersection elements should be designed to AASHTO, TDOT, Knoxville, and Knox County specifications and guidelines to ensure proper operation.



Plannin KNOXVILLE I KNOX COUNTY	<ul> <li>Development</li> <li>Development Plan</li> <li>Planned Development</li> <li>Use on Review / Special Use</li> <li>Hillside Protection COA</li> </ul>	<b>It Reque</b> SUBDIVISION Concept Plan Final Plat	<b>ZONING</b> <ul> <li>Plan Amendment</li> <li>SP OYP</li> <li>Rezoning</li> </ul>
Daniel Levy		Arch	nitect of Record
Applicant Name		Affilia	ition
May 31, 2022	July 14, 2022		File Number(s)
Date Filed	Meeting Date (if applicable)	7-C	)-22-UR
CORRESPONDENCE	All correspondence related to this application	should be directed to the o	approved contact listed below.
Applicant D Property	y Owner 🔲 Option Holder 🔲 Project Survey	or 🔲 Engineer 🔳 Arc	hitect/Landscape Architect
Daniel Levy	DKL	EVY Architecture and	Design
Name	Comp	bany	
3523 Maloney Rd.	Kno	xville TN	37920
Address	City	State	ZIP
865.474.9264	dlevy@dklevydesign.com		
Phone	Email		6
CURRENT PROPERTY	INFO		
Walker Springs Compa	any 132 Sherlake Ln, Kr	oxville, TN 37922	865-693-0711
Property Owner Name (if di	ifferent) Property Owner Addres	s	Property Owner Phone
0 Walker Springs Rd		119LA00119	
Property Address		Parcel ID	
KUB	КИВ		Ν
Sewer Provider	Water Provider		Septic (Y/N)
STAFF USE ONLY			
East side of Walker Spri	ngs Rd, southwest side of N Gallaher View F	Rd, north of I-40 18.2	15 ac
General Location		Tract	Size
Srd	PR up to 23 du/ac (pending) &	F Vacant land	
City X County Distric	zt Zoning District	Existing Land Use	
Northwest County	CC/SP	Urb	an Growth Boundary
Planning Sector Sector Plan Land Use Classifi			th Policy Plan Designation

## **DEVELOPMENT REQUEST**

Development Plan	Use on Review / Special Use	Hillside Protection COA	Related City Permit Number(s)
Residential	Non-Residential		
Home Occupation (spe	cify)		-
Other (specify)	family		

## SUBDIVISION REQUEST

			Related Rezoning File Number
Proposed Subdivision Nam	e		
Unit / Dhasa Number	Combine Parcels 🛛 Divide Parce	Total Number of Lots Created	
Unit / Phase Number		Total Number of Lots Created	
Other (specify)			
Attachments / Addition	al Requirements		
ZONING REQUEST			
			Pending Plat File Number
Zoning Change			
Propo	osed Zoning		
Plan Amendment Chan	ge		
	Proposed Plan Designation(s)		
Proposed Density (units/a	cre) Previous Rezoning	Requests	
Other (specify)			

## STAFF USE ONLY

PLAT TYPE	Fee 1		Total
Staff Review Planning Commission	406	\$3,115.00	\$3,115.00
ATTACHMENTS	Fee 2		_
Property Owners / Option Holders  Variance Request	ree 2		
ADDITIONAL REQUIREMENTS		1	
Design Plan Certification (Final Plat)			
Use on Review / Special Use (Concept Plan)	Fee 3		
Traffic Impact Study		î.	
COA Checklist (Hillside Protection)			

### AUTHORIZATION

Dul So	Daniel Levy	05/31/2022
Applicant Signature	Please Print	Date
865-474-9264	dlevy@dklevydesign.com	
Phone Number	Email	-1-1
	John C. Osborne	5/31/2022
Property Owner Signature	Please Print	Date

Accepted by: MMP

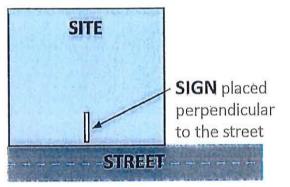
Date CT 5.31



## Sign Posting & **Removal Requirement**

**Revised April 2021** 

The Administrative Rules and Procedures of the Knoxville-Knox County Planning Commission require a sign to be posted on the property for each application subject to consideration by the Planning Commission, including the following applications: rezoning, plan amendment, concept plan, use on review/special use, planned development, right-ofway closure, and name change.



The required public notice sign(s) will be provided by Planning to the applicant when an application is submitted. If an application is submitted electronically, Planning staff will post the required sign. If a replacement sign(s) is needed, the applicant is responsible for picking up the new sign(s) from Planning and will be charged \$10 for each replacement.

## LOCATION AND VISIBILITY

The sign must be posted on the nearest adjacent/frontage street and in a location clearly visible to vehicles traveling in either direction. If the property has more than one street frontage, 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 not less than 12 days prior to 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 not less than 12 days prior to the next Planning Commission meeting. The applicant is responsible for removing the sign after the application has been acted upon by the Planning Commission.

The individual below is responsible for posting and removing the sign(s) provided consistent with the above guidelines and between the dates of:

0	une 29	,2022	and	De	ly	15,200	22
0	(applicant or staff to p	ost sign)	(	)	(applicant	to remove sign)	
Ameliaan	, Name, Dan Levy						

<b>Applicant Name:</b>	Dan	Lev

Date: 5/31/2022

File Number: 7-D-22-UR

Х	Sign posted by Staff
	Sign posted by Appli

ted by Applicant

Knoxville-Knox County Planning | KnoxPlanning.org 400 Main Street, Suite 403 | Knoxville, TN 37902 | 865.215.2500