



SUBDIVISION REPORT - CONCEPT/DEVELOPMENT PLAN

▶ **FILE #:** 12-SB-24-C
12-C-24-DP

AGENDA ITEM #: 38
AGENDA DATE: 12/12/2024

▶ **SUBDIVISION:** ROWLAND MANOR
▶ **APPLICANT/DEVELOPER:** JOSH SANDERSON
OWNER(S): Primos Land Company, LLC

TAX IDENTIFICATION: 103 073 (PART OF) [View map on KGIS](#)

JURISDICTION: County Commission District 6

STREET ADDRESS: 3324 SWAFFORD RD

▶ **LOCATION:** East side of Swafford Rd, south of Guinn Rd

GROWTH POLICY PLAN: Rural Area

FIRE DISTRICT: Karns Fire Department

WATERSHED: Beaver Creek

▶ **APPROXIMATE ACREAGE:** 50.54 acres

▶ **ZONING:** PR (Planned Residential) up to 3 du/ac, F (Floodway)

▶ **EXISTING LAND USE:** Agriculture/Forestry/Vacant Land, Water

▶ **PROPOSED USE:** Detached residential subdivision

SURROUNDING LAND USE AND ZONING:
North: Agriculture/forestry/vacant land, rural residential, single family residential, public/quasi-public land (church and cemetery) - A (Agricultural)
South: Agriculture/forestry/vacant land - PR (Planned Residential) up to 3 du/ac
East: Agriculture/forestry/vacant land, Beaver Creek - A (Agricultural), PR (Planned Residential) up to 3 du/ac, F (Floodway), TO (Technology Overlay)
West: Rural residential, agriculture/forestry/vacant land, single family residential - A (Agricultural), PR (Planned Residential) up to 3 du/ac

▶ **NUMBER OF LOTS:** 70

SURVEYOR/ENGINEER: Wanis A. Rghebi, PE Southland Engineering Consultants, LLC

ACCESSIBILITY: Access is via Swafford Road, a local street with a pavement width that varies from 17-19 ft within a 50 ft right-of-way.

▶ **SUBDIVISION VARIANCES REQUIRED:** VARIANCES
None.

ALTERNATIVE DESIGN STANDARD REQUIRING PLANNING COMMISSION APPROVAL

1) Reduce the minimum horizontal curve on Road 'A' from 250 ft to 200 ft at STA 10+35 to 12+37

ALTERNATIVE DESIGN STANDARD REQUIRING KNOX COUNTY

ENGINEERING AND PUBLIC WORKS APPROVAL (PLANNING COMMISSION APPROVAL NOT REQUIRED)

- 1) Increase the maximum intersection grade at the intersection of Road 'A' at Swafford Road from 1.00 percent to 2.13 percent at STA 0+50.00
- 2) Increase the maximum intersection grade at the intersection of Road 'A' at Road 'B' from 1.00 percent to 3.00 percent at STA 0+50.0
- 3) Increase the maximum intersection grade at the intersection of Road 'B' at Road 'C' from 1.00 percent to 3.00 percent at STA 0+58.0
- 4) Increase the maximum intersection grade at the intersection of Road 'D' at Road 'A' from 1.00 percent to 2.00 percent at STA 5+33.67
- 5) Increase the maximum intersection grade at the intersection of Road 'E' at Road 'A' from 1 percent to 3.00 percent at STA 6+00.98
- 6) Increase the maximum intersection grade at the intersection of Road 'F' at Road 'A' from 1 percent to 1.90 percent at STA 6+75.00

STAFF RECOMMENDATION:

- **Approve the alternative design standard based on the justification provided by the applicant and recommendations of the Knox County Department of Engineering and Public Works.**

Approve the Concept Plan subject to 17 conditions.

1. Connection to sanitary sewer and meeting other relevant utility provider requirements.
2. Provision of street names consistent with the Uniform Street Naming and Addressing System within Knox County (County Ord. 91-1-102).
3. Implement the recommendations of the Rowland Manor (aka Rowland Farm) Traffic Impact Study (TIS) (Cannon and Cannon, 11/25/2024) as required by Knox County Engineering and Public Works during the design plan phase (see Exhibit B). If the TIS is further revised, it must be submitted to the Planning staff for review and approval by all applicable agencies.
4. Any request for additional residential lots (dwellings) shall require an update to the full TIS, including all identified intersections and road segments to be submitted with the applicable application. The traffic counts must be updated if the existing counts are older than one year.
5. No more than 150 lots may be platted before a second access point is available for public use that is adequate to handle the proposed development.
6. Certifying that the required sight distance has been obtained in both directions along Swafford Road at the Road 'A' intersection, with documentation provided to Knox County Engineering and Public Works for review and approval during the design plan phase.
7. Entering into an MOU with Knox County Engineering and Public Works for completing off-site improvements per Chapter 54, Article V of the Knox County Code (Ord. O-23-4-102). The cost of these improvements is the responsibility of the property owner.
8. If during design plan approval or construction of the development, it is discovered that unforeseen off-site improvements within the right-of-way are necessary, the developer will either enter into an MOU with the County for these improvements or reimburse the County for their direct expenses (if completed by County crews) to make corrections deemed necessary.
9. Providing the acreage zoned PR (Planned Residential) and F (Floodway) separately on the final plat.
10. All detention ponds must be located on a common area lot.
11. Providing a sight distance easement through the horizontal curve radius less than 250 ft and through lots 66 and 67 to maintain 250 ft of intersection sight distance looking west on Road 'A' at the Road 'C' intersection, per the requirements of Knox County Engineering and Public Works during the design plan phase. Any driveways that cannot be located outside the sight distance easement must have a 20 ft depth outside the sight distance easement.
12. Install sidewalks on all internal road segments projected to have 1,000 average daily trips (ADT) or more based on the property's full buildout potential. Knox County Engineering and Public Works will determine the location of the sidewalks during the design plan phase. Any sidewalks installed that are not required by Knox County Engineering and Public Works must be maintained by the homeowners association.
13. The driveway on lot 63 must meet the intersection spacing requirements of Article 3, Section 3.51.02.C. of the Knox County Zoning Ordinance.
14. Meeting all applicable requirements of the Knox County Department of Engineering and Public Works.
15. Meeting all applicable requirements of the Knox County Zoning Ordinance.
16. Before certification of the final plat for the subdivision, establish a property owners association or other legal entity responsible for maintaining common facilities, such as common areas, amenities, private roads, and/or stormwater drainage systems.

17. [ADDED 12/10/2024] Widening Swafford Road to a minimum pavement width of 18 ft between the Road 'A' and Guinn Road intersections, per the requirements of Knox County Engineering and Public Works during the design plan phase.

► **Approve the development plan for up to 70 detached residential lots, 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 criteria for approval of a development plan.

COMMENTS:

REVISION (12/10/2024) -- Condition #17 was added to ensure the pavement width of Swafford Road is a minimum of 18 ft between Road 'A' and Guinn Road.

This proposal is phase 1 of the Rowland Farm Subdivision, which includes 70 detached residential house lots on 50.54 acres of this 250-acre site. The existing house is part of the neighborhood amenity that includes 5 acres surrounding it and 7 acres across the street with several hundred feet of frontage along Beaver Creek and a large, flat floodplain. Approximately 3.75 acres of Phase 1 are in the F (Floodway) zone district, leaving approximately 46.8 acres zoned PR up to 3 du/ac.

Access is via Swafford Road, approximately 350 ft south of Guinn Road. Staff is recommending a condition that no more than 150 lots be platted before a second access point is available for public use that is adequate to handle the proposed development.

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 3 du/ac

A. The PR zone allows single-family houses 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 (Knox County Zoning Ordinance Article 5, Section 5.13.15).

B. The property was rezoned from A (Agricultural) to PR up to 3 du/ac in June 2020 (5-J-20-RZ). The proposed subdivision has a density of 1.5 du/ac based on the acreage of Phase 1, zoned PR (Planned Residential) up to 3 du/ac.

2) COMPREHENSIVE PLAN - IMPLEMENTATION POLICIES

A. Encourage development practices that conserve and connect natural features and habitat (Policy 7). – The northern 25.8 acres of the site are within the HP (Hillside Protection) area, with the steepest slopes along the banks of Beaver Creek and the tributary on the northeast boundary of the site. Sixty-four (64) percent (16.5 acres) of the HP area has slopes between 0-15 percent, which accounts for most of the 19 acres of HP area that was previously pasture. The slope analysis recommends a disturbance budget of 19.8 acres within the HP area. A disturbance limitation was not provided; however, large lots and a significant stream buffer line the site's exterior, and approximately 110 acres of HP area on the overall parcel remain.

3) COMPREHENSIVE PLAN - FUTURE LAND USE MAP

A. The property is classified as the RL (Rural Living) place type on the Future Land Use Map. Rural Living areas are primarily made up of single family residential within a rural setting. These areas may include agriculture, open space, and some limited commercial that supports agriculture and civic uses.

B. Single family residential on a wide range of lot sizes is a primary use in the RL place type. Primary uses are intended to be the predominant focus of the place. – The proposed single family development with varying lot sizes is consistent with the RL place type.

C. The proposal conforms to the Form Attributes of the RL place type, which recommends building heights of 1-2 stories. – The maximum height is 35 ft for houses in the PR zone.

D. The RL place type allows consideration of PR (Planned Residential) up to 2 du/ac as a partially related zone per the Place Type and Zoning Correspondence Matrix (Appendix H of the Comprehensive Plan). Phase 1 of the subdivision has a density of 1.5 du/ac.

4) KNOXVILLE - FARRAGUT - KNOX COUNTY GROWTH POLICY PLAN

A. The property is located within the Rural Area on the Growth Plan Map. The Knox County Zoning Ordinance and Zoning Map shall determine land uses permitted in the Rural Area. The rural designation shall not impede the right of a property owner to use or develop the property for a purpose permitted by that property's zoning.

B. Residential development in the rural area shall be limited to all of the following conditions: (a) no more than 2 dwelling units per acre; and (b) sanitary sewer, or a sewage system approved and maintained by a public utility company and public water must be available; and (c) must be on a collector road with a minimum pavement width of 18 ft. – The proposed density is 1.5 du/ac, will be serviced by sanitary sewer, and will be located on a road with a minimum pavement width of 18 ft going to the north to Guinn Rd, which is a minor collector. Since the property was zoned PR up to 3 du/ac before the Growth Policy Plan was amended in 2024, the requirement that the property be located on a collector road is not applicable. However, a pavement width of 18 ft is typically considered the minimum acceptable.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: 29 (public school children, grades K-12)

Schools affected by this proposal: Mill Creek Elementary, Hardin Valley Middle, and Hardin Valley Academy.

- 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.

The Planning Commission's approval or denial of this development plan request is final, unless the action is appealed either to the Board of Zoning Appeals or to a court of competent jurisdiction within thirty (30) days of the decision being appealed (Knox County, Tennessee Code of Ordinances, Appendix A, Zoning, 6.50.08).