

SUBDIVISION REPORT - CONCEPT

•	FILE #:	6-SE-25-C
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AGENDA ITEM #: 45

AGENDA DATE: 6/12/2025

► SUE	BDIVISION:	CONCEPT PLAN OF SHERRILL BUSINESS PARK RESUBDIVISION OF PARCEL 207 & 215 REGENCY ASSOCIATES II, LLC					
► APF	PLICANT/DEVELOPER:	DOUGLAS HAWK					
OW	NER(S):	Regency Associates II, LLC Robert B Shagan					
TAX	(IDENTIFICATION:	118 207, 215 View map on KGIS					
JUR	RISDICTION:	County Commission District 3					
STR	REET ADDRESS:	437 SELLERS LN (10049 SHERRILL BLVD)					
► LOC	CATION:	East side of Sherrill Road and northern terminus of Sellers Lane.					
GRO	OWTH POLICY PLAN:	Urban Growth Area (Outside City Limits)					
FIRI	E DISTRICT:	Rural Metro Fire					
WA	TERSHED:	Turkey Creek					
	PROXIMATE ACREAGE:	13.91 acres					
► ZON	NING:	CB (Business and Manufacturing), TO (Technology Overlay)					
► EXI	STING LAND USE:	Agriculture/Forestry/Vacant Land					
► PRC	OPOSED USE:	Business park					
	RROUNDING LAND SE AND ZONING:	North: Office, agriculture/forestry/vacant land, water - CB (Business and Manufacturing), TO (Technology Overlay), A (Agricultural) South: Office, single family residential, agriculture/forestry/vacant land - CB (Business and Manufacturing), TO (Technology Overlay), CA (General Business), BP (Business and Technology Park) East: Agriculture/forestry/vacant land - CB (Business and Manufacturing), TO (Technology Overlay) West: Pellissippi Parkway right-of-way - ROW (Right-of-Way)					
► NUM	MBER OF LOTS:	9					
SUF	RVEYOR/ENGINEER:	Douglas Hawk					
ACC	CESSIBILITY:	Access would be via Sherrill Boulevard, a major collector with a 47-ft pavement width within a 1,000-ft right-of-way.					
	BDIVISION VARIANCES EQUIRED:	 ALTERNATIVE DESIGN STANDARD REQUIRING KNOX COUNTY ENGINEERING AND PUBLIC WORKS APPROVAL (PLANNING COMMISSION APPROVAL NOT REQUIRED) 1. Increase the intersection grade from 1% to 1.22% at the entrance and Sherrill Blvd. 2. Reduce the corner pavement radius from 75 ft to 50.59 ft. 3. Reduce the corner pavement radius from 75 ft to 70.86 ft. 					

STAFF RECOMMENDATION:

Approve the concept plan, subject to 8 conditions.

1. Connecting to sanitary sewer and meeting other relevant utility provider requirements.

2. Providing street names consistent with the Uniform Street Naming and Addressing System within Knox County (County Ord. 91-1-102).

3. 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 as caused by the development, the developer will either enter into a memorandum of understanding (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.

4. Before recording the final plat for the subdivision, establishing 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.

5. Meet all applicable requirements of the Knox County Zoning Ordinance.

Meeting all applicable requirements of the Knox County Department of Engineering and Public Works.
 Implementing the recommendations of the Sherrill Boulevard Business Park Traffic Impact Study (TIS) (JMT, 7/24/2024) as required by the City of Knoxville and Knox County Engineering and Public Works during the design plan phase. If the TIS is further revised, it must be submitted to the Planning staff for review and approval by all applicable agencies. All offsite road improvements must be completed prior to recording plats at the expense of the applicant and compliant with Engineering and Public Works' road standards.

8. The cul-de-sac right-of-way radius will be determined by Engineering and Public Works during the design plan phase.

COMMENTS:

(Correction 6/9/2025) – Condition #7 added the sentence, "All offsite road improvements must be completed prior to recording plats at the expense of the applicant and compliant with Engineering and Public Works' road standards."

Access to the development is from Sherrill Boulevard, a four-lane minor collector street. The Concept Plan of Sherrill Business Park was approved in 2003 for 9 lots (10-SA-23-C). The public road was built, but the property was never subdivided or developed.

The 12.38 acre property is zoned CB/TO, and the minimum parcel size is 1 acre in the TO zone. The CB zone has no minimum lot size for nonresidential uses. The proposed lots range in size from 1 acre to 2.94 acres. Development of the lots will require review and approval for compliance with the TTCDA Design Guidelines.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Cedar Bluff Elementary, Cedar Bluff 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 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.





Feet

Case boundary





Sherrill Boulevard Business Park

Traffic Impact Study

Project #: 22-V051006-011

Submitted to: Knoxville/Knox County Planning May 27, 2025

Prepared By: Johnson, Mirmiran & Thompson (JMT)







1 Executive Summary

The objective of this study is to evaluate the impact of the proposed Sherrill Lane Business Park on traffic operation along Sherrill Boulevard and develop any needed improvement recommendation. Sherrill Lane Business Park is a proposed commercial development consisting of five office buildings and four warehouses. The proposed site will be located along Sherrill Boulevard, a service road, at the northeast quadrant of the I-40 at I-440 system interchange in the City of Knoxville, TN. The proposed development is expected to generate 1,021 daily, 215 AM Peak hour, and 237 PM peak hour trips. Access to the site will be provided from Sherrill Boulevard via one full-movement driveway with a single exiting lane. Traffic operations at the proposed site driveway intersection were analyzed based on the year 2031 (build out year plus 5 years) traffic volume condition. Based on the analysis results, it is anticipated that the proposed site driveway intersection would operate at LOS B or better during both AM and PM peak hours. The following improvement measure is recommended at the site driveway:

• Provide a left turn lane with 100 feet minimum storage and appropriate taper by restriping existing pavement.

2 Existing Condition

Sherrill Lane Business Park is a proposed commercial development consisting of office buildings and warehouses and is proposed to be located approximately 386' south of the intersection of Mabry Hood Road at Sherrill Boulevard in the City of Knoxville, Tennessee. The proposed site location is presented in Figure 1 and the site plan of the proposed development is presented in Figure 2. It should be noted that while the proposed site and the site driveway belong to Knox County, the surrounding roadways and interchanges referenced in this report are within the City of Knoxville limit. As can be seen from Figure 2, the proposed development will consist of five office buildings, each having a 10,000 square-feet (sf) floor space. The site will also have four warehouses; two warehouses each with 12,000 sf floor space, while each of the two remainder warehouses will have 14,400 sf floor space. Access to the site will be provided from Sherrill Boulevard via an existing full-movement driveway. This driveway will be stop-controlled. It is anticipated that the proposed development will be constructed in a single phase and completed by 2026.

Sherrill Boulevard is a four-lane undivided frontage road with a posted speed limit of 40 miles per hour (mph). No annual average daily traffic (AADT) data is available on Sherrill Boulevard near the vicinity of the proposed site. Existing roadway geometry at the existing driveway intersection at Sherrill Boulevard is presented in Figure 3. Sherrill Boulevard provides connection to I-40 via N Cedar Bluff Road interchange east of the proposed development, and to State Route 162 (Pellissippi Parkway) via Dutchtown Road interchange north of the proposed development.

Weekday AM and PM peak period turning movement counts (TMCs) were collected at the study area intersection on December 19, 2023, when the Knoxville City public schools were in session. Traffic volumes were collected between 7:00 AM to 9:00 AM and between 4:00 PM to 6:00 PM. Peak hour TMCs are presented in Figure 4, while the detail counts are included in Attachment A. As it is shown in Figure 1, there is no development along the proposed driveway and as a result, no meaningful traffic volume from/to the existing driveway was recorded during the data collection. Currently, the existing site driveway is gated (closed) and has no entering/exiting traffic; therefore, no capacity analysis was performed for the existing peak hours.





3 Growth Rates

Tennessee Department of Transportation (TDOT) publishes historic AADTs of their roadways in Traffic Count Database System (TCDS). As of the time of preparing this report, no published AADT data is available along Sherrill Boulevard in TCDS. The nearest count station is located on Mabry Hood Road (ID 47000553), and historic AADTs (from 2016-2023) for this location were used to calculate the growth rate. Linear and compound growth rates for Mabry Hood Road were calculated and are presented in Figure 5. As it can be seen from Figure 5, linear growth rate is 3.07% and compound growth rate is 1.7%. Most of the traffic along the service road is commuter traffic and a 3% growth rate along a service road is deemed too high. An annual 2% growth rate, which is higher than the compound growth rate, was considered more realistic and was used to calculate the growth of the background traffic.

It is anticipated that the development will be built by 2026. Therefore, per TDOT guidelines, 2031 (build out year plus 5 years) is used as the target analysis year. Existing traffic volume was grown by 2% per year (from 2023 to 2031) and the resulting background volume is presented in Figure 4.

4 Site Traffic

4.1 Trip Generation

ITE Trip Generation Manual, 11th Edition was used to calculate estimated trips for the proposed development. ITE Trip Generation Manual provides equations and average rates that estimate the predicted number of trips that will be generated by a development based on similarly sized developments across the country. Trip generation summary for the proposed development is presented in Table 1. ITE Trip Generation report is presented in Appendix B.

	Land		Weekday Trips						
Land Use	Use	Units	Daily	AM Peak Hour			PM Peak Hour		
	Code		Total	In	Out	Total	In	Out	Total
General Office (Lots 4,5,6,7,9)	710	50,000 SF	785	100	15	115	20	105	125
Warehouse (Lots 1,8) 12K SF	150	24,000 SF	114	38	12	50	16	40	56
Warehouse (Lots 2,3) 14.4K SF	150	28,800 SF	122	40	10	50	16	40	56
Total			1,021	178	37	215	52	185	237

Table 1: Proposed Trip Generation

4.2 Trip Distribution and Assignment

The proposed site is located along Sherrill Boulevard that acts as a service road and connects to Dutchtown Road interchange to north and N Cedar Bluff Road interchange to the east. It is assumed that most of the site traffic from west, north, and south will access the site via Dutchtown Road interchange. Traffic to/from east can access the site via N Cedar Bluff Road interchange. The trip distribution percentage for the proposed site was developed based on this observation and is





presented in Figure 4. The site generated peak hour trips were distributed to the proposed site driveway based on the proposed distribution, and the trip assignment is presented in Figure 4.

5 Future Conditions

Capacity analysis was performed for the 2031 horizon year assuming a single exiting lane with shared left-/right-turn movements. To calculate peak hour traffic volume for the horizon year, existing traffic volume grew by a 2% annual growth rate for seven years and added to the site traffic. Horizon year peak hour volume is presented in Figure 4.

5.1 Capacity Analysis

Level of Service (LOS) at the site driveway was analyzed following the methodologies presented in Highway Capacity Manual (HCM) 6th Edition and utilizing the Synchro capacity analysis software. Traffic operation analysis results for the horizon year (2031) for both AM and PM peak hours are summarized in Table 2. Detail Synchro results are presented in Attachment C.

	Intersection Control	Approach	LOS/Delay (in seconds)				
Intersection			AM Peak Hour		PM Peak Hour		
			Delay ⁽¹⁾	LOS ⁽¹⁾	Delay ⁽¹⁾	LOS ⁽¹⁾	
Sherrill Boulevard	Unsignalized	WB	12.0	В	14.2	В	
at Site Driveway	(TWSC)	SBL	8.1	А	8.5	A	

Table 2: Capacity Analysis Results-2031 Build Conditions

Note: (1) HCM6th Edition TWSC

As can be seen from Table 2, the site driveway will operate at LOS B or better during the AM and PM peak hours of horizon year (2031).

5.2 Turn Lane Analysis

The need for left and right turn lanes were analyzed based on nomograph presented in the Policy on Street and Driveway Access to North Carolina Highways, July 2003 and the analysis results are presented in Figure 6. Based on the analysis, the following turn lane recommendations are made at intersection of Sherill Boulevard at Site Driveway:

- No right turn lane was recommended on the northbound approach of Sherill Boulevard as the maximum peak hour right turn volume is less than 100 vehicles per hour (vph).
- A dedicated left turn with 100 feet of minimum storage and appropriate taper is recommended on the southbound approach of Sherill Boulevard. This left turn will allow a safe refuge for the turning vehicle as they wait to find an acceptable gap in the opposing traffic to cross Sherill Boulevard.

5.3 Sight Distance

Per the AASHTO Greenbook Section 9.5, sight distance tables for Case B – Intersection with stop control on the minor road, were used to determine the needed sight distance. With a posted speed of 40 MPH on Sherrill Boulevard, the design intersection sight distance is 445' for Case B1, Left Turn from Stop, and 385' for Case B2 Right Turn from Stop. Case B3, Crossing Maneuver from Minor Road, is not necessary at this intersection.





Sherrill Boulevard has a relatively flat grade in both directions from this intersection. For a speed limit of 40 MPH, the Stopping Sight Distance is 305'.

Based on Google aerial imagery and street view, the Intersection Sight Distance is approximately 2000+ feet to the north of the intersection and 900+ feet to the south of the intersection. Available sight distance evaluation is presented in Figures 7.

6 Recommendations

- The site driveway at Sherrill Boulevard is expected to operate at LOS B or better. Therefore, it is recommended that the site driveway should continue to operate as stop controlled.
- Provide a left turn lane with 100 feet minimum storage and appropriate taper by restriping existing pavement.





Figures





Figure 1: Project Location







Figure 2: Proposed Site Plan





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Figure 3: Existing Lane Configuration







Figure 4: Existing and Horizon Year Traffic Volumes, Trip Distribution Percentage and Site Trips













Figure 6: Turn Lane Warrant Analysis







Figure 7: Available Sight Distance















ITE Trip Generation Report







Synchro Analysis Results





Alternative Design Standards

The minimum design and performance standards shall apply to all subdivisions unless an alternative design standard is permitted within Article 3 Section 3.01.D, Application of Alternative Design Standards, or Article 4.01.C, Street Standards (within Hillside and Ridgetop Areas).

There are some alternative design standards that require Planning Commission approval, and some that can be approved by the Engineering Departments of the City or County. However, the City or County Engineering Departments, as applicable, will provide review comments on any alternative design proposed. These comments will be provided during the review process.

Alternative Design Standards Requiring Planning Commission Approval

Section 3.03.B.2 - Street frontage in the PR (Planned Residential) zone, Knox County Section 3.03.E.1.e – Maximum grade of private right-of-way Section 3.03.E.3.a – Pavement width reduction, private rights-of-way serving 6 or more lots Section 3.04.H.2 – Maximum grade, public streets Section 3.04.I.1.b.1 – Horizontal curves, local streets in Knox County

Alternative Design Standards Approved by the Engineering Departments of

the City of Knoxville or Knox County Section 3.03.E.3.a – Right-of-way width reduction, private rights-of-way serving 6 or more lots Section 3.04.A.3.c – Right-of-way dedication, new subdivisions Section 3.04.F.1 – Right-of-way reduction, local streets Section 3.04.G.1 – Pavement width reduction, local streets Section 3.04.H.3 – Intersection grade, all streets Section 3.04.J.2 – Corner radius reduction in agricultural, residential, and office zones Section 3.04.J.3 – Corner radius reduction in commercial and industrial zones Section 3.11.A.2 – Standard utility and drainage easement

By signing this form, I certify that the criteria for a variance have been met for each request, and that any and all requests needed to meet the Subdivision Regulations are requested above or are attached. I understand and agree that no additional variances can be acted upon by the legislative body upon appeal and none will be requested.

Douglas E. Hawk

Douglas E. Hawk

5-29-25

Signature

Printed Name

Date

Knoxville-Knox County Planning | KnoxPlanning.org 400 Main Street, Suite 403 | Knoxville, TN 37902 | 865.215.2500 For each alternative design standard requested, identify how the proposed alternative design either meets the intent of the standard in the Subdivision Regulations or meets an alternative, nationally recognized engineering standard such as The American Association of State Highway and Transportation Officials (AASHTO) or Public Right-of-Way Accessibility Guidelines (PROWAG).

1. ALTERNATIVE DESIGN STANDARD REQUESTED:

Increase the intersection grade from 1% to 1.22% at the entrance and Sherrill Park Blvd

Approval required by: Planning Commission Engineering

Engineering supports the alternative design standard requested (to be completed during review process): YES X NO Engineering Comments:

Previously approved SE

2. ALTERNATIVE DESIGN STANDARD REQUESTED:

Reduce the corner pavement radius from 75 ft to 50.59 ft.

Approval required by: Planning Commission Engineering

Engineering supports the alternative design standard requested (to be completed during review process): YES XNO Engineering Comments:

Previously approved SE

3. ALTERNATIVE DESIGN STANDARD REQUESTED:

Reduce the corner pavement radius from 75ft to 70.86 ft.

Approval required by: Planning Commission Engineering

Engineering supports the alternative design standard requested (to be completed during review process): YES X NO Engineering Comments:

Previously approved SE



Development Request ZONING

DEVELOPMENT

Development Plan □ Planned Development

Use on Review / Special Use

□ Hillside Protection COA

Concept Plan □ Final Plat

□ Plan Amendment □ SP □ PA □ Rezoning

Douglas Hawk				Surveyor					
Applicant Name	2			Affiliation)				
4/3/2025		June 12, 2025			File Number(s				
Date Filed		Meeting Date	e (if applicable)		6-SE-25-C				
						×			
CORRESPON	NDENCE All c	orrespondence relate	ed to this application sh	ould be directe	d to the approv	ved contact listed below.			
Applicant	Property Owner	Option Holder	Project Surveyor	Engineer	Architect	/Landscape Architect			
Douglas Haw	v k		JMT						
Name		-	Compan	y -					
1909 Ailor A	ve		Knoxvi	lle	TN	37849			
Address			City		State	ZIP			
865-236-472	21			,					
Phone		Email				Management Annota Service Constantion			
CURRENT P	ROPERTY INFO								
Regency Asso	ociates II, LLC	82	00 Kingston Pike		8	65-973-3000			
Property Owner	r Name (if different)	Pro	perty Owner Address Property Owner			operty Owner Phone			
437 Sellers	s Ln & 10049 SI	nerrill Blvd		207 & 215	(118 207	& 118 215)			

Property Address Parcel ID West Knox Utility District West Knox Utility District n Sewer Provider Water Provider Septic (Y/N)

COMMUNITY ENGAGEMENT

Sign and return the Public Notice & Community Engagement form with this application.

Planning strives to provide community members with information about upcoming cases in a variety of ways. In addition to posting public notice signs, our agency encourages applicants to provide information and offer apportunities for diclogue related to their upcoming case(s). We require applicants to acknowledge their role in this process.

DEVELOPMENT REQUEST

Development Plan Use on Review / Special Use Hillside Residential Home Occupation (specify) Other (specify)		Related City	Permit Number(s)
SUBDIVISION REQUEST			•
		Related Re	zoning File Number
Proposed Subdivision Name Sherrill Business Parl Unit / Phase Number	9 Total Number of Lots Created	1	
Other (specify)		-	A SAME AND A CONTRACT
Attachments / Additional Requirements			
ZONING REQUEST		Pending	Plat File Number
 Zoning Change Proposed Zoning Plan Amendment Change Proposed Plan Designation(s) 			
Proposed Density (units/acre) Previous Rezoning Re Other (specify)			
STAFF USE ONLY			
PLAT TYPE Staff Review Planning Commission	Fee 1		Total
ATTACHMENTS Property Owners / Option Holders Variance Request Amendment Request (Comprehensive Plan)	Fee 2		\$775.00
ADDITIONAL REQUIREMENTS Use on Review / Special Use (Concept Plan) Traffic Impact Study	Fee 3	1999/1000/2009/100/2009/2009/2009/2009/2	
COA Checklist (Hillside Protection)			

AUTHORIZATION

By signing below, I declare under penalty of perjury the foregoing is true and correct: **1)** He/she/it is the owner of the property AND **2)** The application and all associated materials are being submitted with his/her/its consent. If there are additional owners or options holders, each additional individual must sign the Property Owners/Option Holders Form.

Douglas C. Hawk	Douglas E Hawk/JMT	,	4/3/25
Applicant Signature	Print Name / Affiliation		Date
865-236-4721			
Phone Number	Email		n. N. W. 1999, January and a second strain and a second second second second second second second second second
Caput & Sharan	~ Robert B. Shagar	1 Pm	04/28/2025, SG
Property Owner Signature	Please Print	/	Date Paid



Public Notice and Community Engagement

Sign Posting and Removal

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.

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.

Community Engagement

Planning strives to provide community members with information about upcoming cases in a variety of ways. In addition to posting public notice signs, our agency encourages applicants to provide information and offer opportunities for dialogue related to their upcoming case(s).

Acknowledgement		Have you engaged the
posted and visible on the pro and between the dates lister 05/30/2025 4/4/2025	06/13/2025 4/30/2025	surrounding property owners to discuss your request? Yes No No, but I plan to prior to the Planning Commission meeting
Date to be Posted	Date to be Removed	
Douglas Hawk	Digitally signed by Douglas Hawk Date: 2025.04.04 16:04:37 -04'00' Douglas Hawk	4/4/2025
Applicant Signature	Applicant Name	Date 6-SE-25-0

FILE NUMBER