

CASE SUMMARY

APPLICATION TYPE: SUBDIVISION
CONCEPT PLAN



File Number: 3-SB-21-C Related File Number:
Application Filed: 1/21/2021 Date of Revision:
Applicant: RC RUGGLES, LLC

PROPERTY INFORMATION

General Location: North side of Ruggles Ferry Pk., west & north of Blake Ln., east of Graves Rd.
Other Parcel Info.:
Tax ID Number: 52 02601, 026, 027, 032, 034 OTHER: 052NB001 **Jurisdiction:** County
Size of Tract: 201.06 acres
Accessibility: Access is via N. Ruggles Ferry Pike, a major collector street with 24-FT of pavement width within 50-60-FT of right-of-way, and Blake Lane, a local street with a 13' pavement width within 50-FT of right-of-way.

GENERAL LAND USE INFORMATION

Existing Land Use: Agricultural/Forested/Vacant
Surrounding Land Use: This area is predominantly developed with single family and rural residential uses in the A (Agricultural) and RA (Low Density Residential) zones. The Ruggle Ferry Golf Club is located on the south side of N. Ruggles Ferry Pike and is developed in the RA zone.
Proposed Use: Detached residential lots **Density:** 2.4 du/ac
Sector Plan: East County **Sector Plan Designation:**
Growth Policy Plan: Planned Growth Area
Neighborhood Context:

ADDRESS/RIGHT-OF-WAY INFORMATION (where applicable)

Street: 0 & 908 Blake Ln.
Location:
Proposed Street Name:
Department-Utility Report:
Reason:

ZONING INFORMATION (where applicable)

Current Zoning: A (Agricultural) & RA (Low Density Residential)
Former Zoning:
Requested Zoning:
Previous Requests:
Extension of Zone:
History of Zoning:

PLAN INFORMATION (where applicable)

Current Plan Category:

Requested Plan Category:

SUBDIVISION INFORMATION (where applicable)

Subdivision Name: Innsbruck Farms

No. of Lots Proposed: 475 **No. of Lots Approved:** 0

Variations Requested: VARIANCES REQUIRING PLANNING COMMISSION APPROVAL:
1) REDUCE THE VERTICAL CURVE LENGTH FROM 123-FT TO 75-FT (FROM K=25.0 TO 15.3), STA. 4+75, ROAD "A".
2) REDUCE THE VERTICAL CURVE LENGTH FROM 225-FT TO 135-FT (FROM K=25.0 TO 15.0), STA. 10+75, ROAD "I".
3) REDUCE THE VERTICAL CURVE LENGTH FROM 58.5-FT TO 45-FT (FROM K=25.0 TO 19.2), STA. 12+00, ROAD "I".
4) REDUCE THE VERTICAL CURVE LENGTH FROM 75-FT TO 50-FT (FROM K=25.0 TO 16.7), STA. 14+00, ROAD "K".

ALTERNATIVE DESIGN STANDARDS REQUIRING PLANNING COMMISSION APPROVAL:
1) REDUCE THE MINIMUM HORIZONTAL CURVE RADIUS FROM 250-FT TO 200-FT AT STA 16+10, ROAD "A"
2) REDUCE THE MINIMUM HORIZONTAL CURVE RADIUS FROM 250-FT TO 150-FT AT STA 0+75, ROAD "C"
3) REDUCE THE MINIMUM HORIZONTAL CURVE RADIUS FROM 250-FT TO 240-FT AT STA 13+00, ROAD "C"
4) REDUCE THE MINIMUM HORIZONTAL CURVE RADIUS FROM 250-FT TO 150-FT AT STA 0+85, ROAD "G"
5) REDUCE THE MINIMUM HORIZONTAL CURVE RADIUS FROM 250-FT TO 145-FT AT STA 9+25, ROAD "G"
6) REDUCE THE MINIMUM HORIZONTAL CURVE RADIUS FROM 250-FT TO 150-FT AT STA 6+00, ROAD "I"
7) REDUCE THE MINIMUM HORIZONTAL CURVE RADIUS FROM 250-FT TO 200-FT AT STA 16+50, ROAD "K"
8) REDUCE THE MINIMUM HORIZONTAL CURVE RADIUS FROM 250-FT TO 150-FT AT STA 14+50, ROAD "M"

ALTERNATIVE DESIGN STANDARDS REQUIRING KNOX COUNTY ENGINEERING AND PUBLIC WORKS APPROVAL:
1) INCREASING THE MAXIMUM ROAD GRADE AT INTERSECTIONS FROM 1% TO A MAXIMUM OF 3%
2) REDUCE THE MINIMUM PROPERTY LINE RADIUS FROM 25-T TO 0-FT ON THE EAST SIDE OF ROAD "A" AT ITS INTERSECTION WITH N. RUGGLES FERRY PIKE

S/D Name Change:

OTHER INFORMATION (where applicable)

Other Bus./Ord. Amend.:

PLANNING COMMISSION ACTION AND DISPOSITION

Planner In Charge: Mike Reynolds

Staff Recomm. (Abbr.): APPROVE variances 1-4, and alternative design standards 1-8 on the recommendations of the Knox County Department of Engineering and Public Works, and because the site conditions restrict compliance with the Subdivision Regulations and the proposed variances will not create a traffic hazard.

APPROVE the Concept Plan subject to 17 conditions.

Staff Recomm. (Full):
1. Connection to sanitary sewer and meeting any other relevant requirements of the utility provider.
2. Provision of street names which are consistent with the Uniform Street Naming and Addressing System within Knox County (County Ord. 91-1-102).
3. Implementation of any street and intersection improvements and recommendations outlined in the Transportation Impact Study prepared by AJAX Engineering, as last revised on February 26, 2021, and approved by the Knox County Department of Engineering and Public Works, City of Knoxville Department of Engineering, Tennessee Department of Transportation (TDOT), and Planning Commission staff. Any recommended improvements to be made by the developer will be determined by the agency with jurisdiction. The design details and timing of the installation of the improvements shall be worked out with the Knox County Department of Engineering and Public Works, City of

- Knoxville Department of Engineering, and TDOT during the design plan stage for the subdivision.
4. The second entrance for the development shall be constructed and approved for use prior to the 150th lot for the subdivision being approved through the final plat process.
 5. Widening Blake Lane to a minimum width of 20 feet from N. Ruggles Ferry Pike to the Road 'Q' intersection with the final design to be approved by Knox County Engineering and Public Works during the design plan phase.
 6. Installing notification of future street connection at the west end of Road 'B' and the east end of Road 'R' as required by Section 3.04.C.2.d. of the Knoxville-Knox County Subdivision Regulations.
 7. Providing a note on the plat that the lots along the Holston River must have a minimum finished floor elevation one-foot above the 500-year flood plain as required by Knox County Engineering and Public Works during the design plan phase.
 8. Providing a 25' common area on the final plat between Blake Lane and any double frontage lots that have an average depth less than 135 feet.
 9. Providing a 25' common area on the final plat between Burriss Road and any double frontage lots that have an average depth less than 135 feet.
 10. Providing a temporary turnaround at the northern terminus of Blake Lane per the requirements of Knox County Engineering and Public Works and the Knox County Fire Prevention Bureau.
 11. Providing the required right-of-way corner radius on the common area lot at the Road 'Q' and Blake Lane intersection unless otherwise approved as an alternative design standard by Knox County Engineering and Public Works during the design plan phase.
 12. Prior to certification of the final plat for the subdivision, establishing a property owners association that will be responsible for the maintenance of the common areas, recreational amenities, and drainage system.
 13. Sidewalks to be installed as required by the Knox County sidewalk ordinance. Sidewalk placement will be determined prior to permitting with Knox County EPW.
 14. Meeting all applicable requirements of the Knox County Department of Engineering and Public Works.
 15. Provide either of the following around the external boundary of the development when adjacent to a platted subdivision or parcels currently used for residential purposes (see the diagram in Exhibit A).
 - a) Maintain all trees with a minimum 4-inch diameter within 10-FT of the external boundary of the development referenced above. All applicable trees shall be clearly marked and protected to identify the limits of disturbance. Selective removal of trees is permitted that are dead or dying, an invasive species, or must be removed for safety reasons, such as a falling hazard. The tree's diameter shall be measured 4.5-FT above the ground;
 - OR
 - b) All lots within 100-FT of the external boundary of the development referenced above shall have an average lot size of 1-acre, with no lot being less than 30,000 square feet.
 16. Provide a minimum of 1.5 acres of publicly accessible land for open space with direct access to the Holston River in consultation with Knox County, per Section 3.12 of the Subdivision Regulations. Any donation to the County is subject to final review and approval by Knox County Parks and Recreation and Knox County EPW prior to approval of the final plat for the first phase of the subdivision. Knox County can decline to accept any donation of land to be managed as part of their park system. If an agreement for publicly accessible land cannot be reached, staff recommends providing an accessible access point to the Holston River for all residents of the development as part of an amenity package managed by the property owner's association, per condition 12.
 17. The revised Concept Plan shall be reviewed and approved by Planning Commission staff prior to the issuance of grading permits.

Comments:

PROPOSED DEVELOPMENT SUMMARY

The applicant is proposing to subdivide 201.06 acres into 475 detached residential lots at a density of 2.36 du/ac, and will include approximately 5.2 miles of new streets. The subdivision will have two entrances. The Road 'A' entrance will connect directly to N. Ruggles Ferry Pike and is considered the main entrance to the subdivision. It will have a 12-foot raised median flanked by 18-foot road lanes on each side. The second subdivision entrance will be at the intersection of Blake Lane at N. Ruggles Ferry Pike. Road 'Q' in the subdivision will incorporate a portion of Blake Lane, which will be improved and widened to 20 feet back to N. Ruggles Ferry Pike (approximately 1,000 feet). Blake Lane is currently only 13 feet wide. The property does have frontage on Burriss Road, however, no access is proposed to Burriss Road.

There are eleven common areas totalling approximately 11.5 acres, with many used for stormwater facilities. Adjacent to the intersection of Road 'G' at Road 'J', the development will have a centralized area with ten parking spaces for mail delivery and pickup for residents and a small area dedicated to a dog park. Adjacent to Road J at Road M, a play area has been identified.

ZONING BACKGROUND

The property was rezoned from A (Agricultural) to RA (Low Density Residential) in January 1988 (1-L-88-RZ). The stated purpose of the rezoning was for residential development and a golf course. The subject site was rezoned at the same time as the Ruggles Ferry Golf Club property (1-M-88-RZ) on the south side of N. Ruggles Ferry Pike. The golf course and 18 house lots were subsequently approved

by the Planning Commission in August 1999 (8-SA-99-C / 8-P-99-UR).

The general description of the RA (Low Density Residential) zone is that it "provides for residential areas with low population densities. These areas are intended to be defined and protected from encroachment of uses not performing a function necessary to the residential environment." The RA zone has a minimum lot size of 10,000 sqft and standard setbacks that cannot be modified by the Planning Commission. The Planning Commission can require modifications to the subdivision plan or other improvements that are in keeping with the standards in the subdivision regulations.

SUBDIVISION REGULATIONS

The purpose of the Concept Plan is to provide sufficient information to determine the practicality, suitability, and conformance with regulations of the proposed plan. Article 3 (General Design Standards and Required Improvements) establishes the minimum design and performance standards, including specific standards for lots, access, streets, and sinkholes, and general standards for pedestrian circulation, stormwater management, erosion and sediment control, survey control, guarantee of improvements, utilities, easements, and open space. The specific standards are requirements and must receive a variance or alternative design standard approval to deviate from those standards. Examples include road design standards such as right-of-way widths, horizontal and vertical curves, and intersections separation. The size and shape of lots are largely regulated by the applicable zoning standards but the subdivision regulations do have lot frontage and access standards that have to be met. An example of a general standard is for public open spaces (Section 3.12) that states the Planning Commission may require dedication or reservation of usable open space within a subdivision up to a total of 10 percent of the gross area or water frontage for park, school, or recreation purposes. This provision is rarely used because this is specifically speaking to land for public use, not parks for neighborhood residents that are maintained by a homeowners association.

The subdivision regulations do require road stub-outs for future connections to adjoining undivided property. The proposed development includes a stub-out on Road 'B' to the property to the west and on Road 'R' to the property to the east.

TRANSPORTATION IMPACT STUDY

The Transportation Impact Study for Innsbruck Farms (AJAX Engineering, February 2021) is a level 2 study that includes a review of the primary access roads and intersections. The study focused on N. Ruggles Ferry Pike and the two intersections associated with this development (Road 'A' and Blake Lane) and the intersections at Asheville Hwy and Andrew Johnson Hwy. A summary of the study findings is attached to the staff report as Exhibit A, as well as the detailed conclusions and recommendations of the study.

The general findings of the study are that improvements to N. Ruggles Ferry Pike are not warranted at the two entrances to the subdivision (such as turn lanes), traffic signals are warranted with existing traffic volumes at the Asheville Hwy and Andrew Johnson Hwy intersections, additional turn lanes on N. Ruggles Ferry Pike at the Asheville Hwy and Andrew Johnson Hwy are warranted, and other improvements in the TDOT right-of-way to increase turn lane queuing lengths and generally improve turning movements onto the highways.

Turn signals installed on state routes are installed and maintained by the local government. There may be a cost-sharing arrangement for the installation but TDOT does not maintain traffic signals. Knox County Engineering and Public Works stated they do not want to pursue the installation of a traffic signal at the Andrew Johnson Hwy and N. Ruggles Ferry Pike intersection. The City of Knoxville determined they do want to pursue a traffic signal at the Asheville Hwy and N. Ruggles Ferry Pike intersection. The other recommended improvements to those intersections may be pursued but will require coordination between the applicable jurisdiction and TDOT.

UTILITY AVAILABILITY

KUB recently installed a wastewater pump station in this area and it currently has excess capacity and can accommodate this development. KUB requires additional information from the developer in order to determine if the existing water service can be accommodated. These details will be evaluated in more detail during permitting and will be the responsibility of the developer to extend service to the site as required by KUB. If the subdivision is approved, the number of lots that can be developed could be limited during permitting if adequate utility service is not available.

Action: Approved as Modified

Meeting Date: 7/8/2021

Details of Action:

1. Connection to sanitary sewer and meeting any other relevant requirements of the utility provider.
2. Provision of street names which are consistent with the Uniform Street Naming and Addressing System within Knox County (County Ord. 91-1-102).
3. Implementation of any street and intersection improvements and recommendations outlined in the Transportation Impact Study prepared by AJAX Engineering, as last revised on February 26, 2021, and approved by the Knox County Department of Engineering and Public Works, City of Knoxville Department of Engineering, Tennessee Department of Transportation (TDOT), and Planning

- Commission staff. Any recommended improvements to be made by the developer will be determined by the agency with jurisdiction. The design details and timing of the installation of the improvements shall be worked out with the Knox County Department of Engineering and Public Works, City of Knoxville Department of Engineering, and TDOT during the design plan stage for the subdivision.
4. The second entrance for the development shall be constructed and approved for use prior to the 150th lot for the subdivision being approved through the final plat process.
 5. Widening Blake Lane to a minimum width of 20 feet from N. Ruggles Ferry Pike to the Road 'Q' intersection with the final design to be approved by Knox County Engineering and Public Works during the design plan phase.
 6. Installing notification of future street connection at the west end of Road 'B' and the east end of Road 'R' as required by Section 3.04.C.2.d. of the Knoxville-Knox County Subdivision Regulations.
 7. Providing a note on the plat that the lots along the Holston River must have a minimum finished floor elevation one-foot above the 500-year flood plain as required by Knox County Engineering and Public Works during the design plan phase.
 8. Providing a 25' common area on the final plat between Blake Lane and any double frontage lots that have an average depth less than 135 feet.
 9. Providing a 25' common area on the final plat between Burriss Road and any double frontage lots that have an average depth less than 135 feet.
 10. Providing a temporary turnaround at the northern terminus of Blake Lane per the requirements of Knox County Engineering and Public Works and the Knox County Fire Prevention Bureau.
 11. Providing the required right-of-way corner radius on the common area lot at the Road 'Q' and Blake Lane intersection unless otherwise approved as an alternative design standard by Knox County Engineering and Public Works during the design plan phase.
 12. Prior to certification of the final plat for the subdivision, establishing a property owners association that will be responsible for the maintenance of the common areas, recreational amenities, and drainage system.
 13. Sidewalks to be installed as required by the Knox County sidewalk ordinance. Sidewalk placement will be determined prior to permitting with Knox County EPW.
 14. Meeting all applicable requirements of the Knox County Department of Engineering and Public Works.
 15. Provide either of the following around the external boundary of the development when adjacent to a platted subdivision or parcels currently used for residential purposes (see the diagram in Exhibit A).
 - a) Maintain all trees with a minimum 4-inch diameter within 10-FT of the external boundary of the development referenced above. All applicable trees shall be clearly marked and protected to identify the limits of disturbance. Selective removal of trees is permitted that are dead or dying, an invasive species, or must be removed for safety reasons, such as a falling hazard. The tree's diameter shall be measured 4.5-FT above the ground;
 - OR
 - b) All lots within 100-FT of the external boundary of the development referenced above shall have an average lot size of 1-acre, with no lot being less than 30,000 square feet.
 16. Provide a minimum of 1.5 acres of publicly accessible land for open space with direct access to the Holston River in consultation with Knox County, per Section 3.12 of the Subdivision Regulations. Any donation to the County is subject to final review and approval by Knox County Parks and Recreation and Knox County EPW prior to approval of the final plat for the first phase of the subdivision. Knox County can decline to accept any donation of land to be managed as part of their park system. If an agreement for publicly accessible land cannot be reached, staff recommends providing an accessible access point to the Holston River for all residents of the development as part of an amenity package managed by the property owner's association, per condition 12.
 17. The revised Concept Plan shall be reviewed and approved by Planning Commission staff prior to the issuance of grading permits.
 18. [ADDED by Planning Commission] The community center will be completed by the end of phase one [roughly the completion of 70 lots] and before the beginning of phase two.

Summary of Action:

APPROVE variances 1-4, and alternative design standards 1-8 on the recommendations of the Knox County Department of Engineering and Public Works, and because the site conditions restrict compliance with the Subdivision Regulations and the proposed variances will not create a traffic hazard.

APPROVE the Concept Plan subject to 18 conditions.

Date of Approval: 7/8/2021 **Date of Denial:** **Postponements:** 3/11/2021-6/10/2021
Date of Withdrawal: **Withdrawn prior to publication?:** **Action Appealed?:** 9/2/2021

LEGISLATIVE ACTION AND DISPOSITION

Legislative Body: Knox County Chancery Court

Date of Legislative Action: **Date of Legislative Action, Second Reading:**

Ordinance Number:

Disposition of Case: Other

If "Other": Overturned

Amendments:

Overturned -- Civil Action No. 203179-3

Date of Legislative Appeal:

Other Ordinance Number References:

Disposition of Case, Second Reading:

If "Other":

Amendments:

Effective Date of Ordinance: