



SUBDIVISION REPORT - CONCEPT/DEVELOPMENT PLAN

▶ **FILE #:** 7-SE-26-C
7-E-26-DP

AGENDA ITEM #: 42
AGENDA DATE: 7/9/2026

▶ **SUBDIVISION:** SHIPE RD SUBDIVISION
▶ **APPLICANT/DEVELOPER:** MESANA INVESTMENTS, LLC
OWNER(S): Scott Davis Mesana Investments LLC

TAX IDENTIFICATION: 40 166 [View map on KGIS](#)

JURISDICTION: County Commission District 8

STREET ADDRESS: 4923 SHIPE RD

▶ **LOCATION:** Southwest side of Shipe Rd, south of Bud Hawkins Rd

GROWTH POLICY PLAN: Planned Growth Area

FIRE DISTRICT: Rural Metro Fire

WATERSHED: Roseberry Creek

▶ **APPROXIMATE ACREAGE:** 34.505 acres

▶ **ZONING:** PR (Planned Residential) up to 2.5 du/ac

PLACE TYPE: RC (Rural Conservation), HP (Hillside Ridgetop Protection)

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

▶ **PROPOSED USE:** Detached residential subdivision

SURROUNDING LAND USE AND ZONING:
North: Single-family residential, agriculture/forestry/vacant land, rural residential - A (Agricultural)
South: Rural residential - A (Agricultural)
East: Rural residential, single-family residential - A (Agricultural)
West: Rural residential, agriculture/forestry/vacant land - A (Agricultural), PR (Planned Residential) up to 2.5 du/ac

▶ **NUMBER OF LOTS:** 86

SURVEYOR/ENGINEER: John Greer LJA Engineering, Inc.

ACCESSIBILITY: Access is via Shipe Road, a major collector street with 20 ft of pavement width within a right-of-way width that varies from 41 ft to 50 ft.

▶ **SUBDIVISION VARIANCES REQUIRED:** None.

STAFF RECOMMENDATION:

▶ Deny the concept plan, which eliminates condition #5 to remove the road connection to the adjacent subdivision (5-SA-25-C/5-E-25-DP). The removal of the connection is not consistent with the Knox County Comprehensive Plan or the Knoxville-Knox County Subdivision Regulations.

▶ Deny the development plan, which eliminates condition #5 to remove the road connection to the

adjacent subdivision (5-SA-25-C/5-E-25-DP). The removal of the connection is not consistent with the Knox County Comprehensive Plan or the Knoxville-Knox County Subdivision Regulations.

COMMENTS:

This request is for a revised concept plan, removing a connection to a stub-out on an adjacent property that would provide a secondary access to the proposed subdivision.

The property is located near the convergence of several thoroughfares (Exhibit B). Shipe Road, a major collector, connects to Bud Hawkins Road, a minor collector, less than 1/4 mile to the north of the subject property, then connects to Washington Pike, a minor arterial, directly to the west (approximately 1,000 ft away). Ellistown Road, another minor arterial, runs south from Washington Pike to the west and is separated from the subject property by the Hickory Pointe Subdivision, currently under construction.

The original concept plan for the proposed subdivision was approved in 2025 (5-SA-25-C/5-E-25-DP) and featured an 86-lot single-family neighborhood on approximately 34.5 acres. Access to the subdivision is off of Shipe Road, but the approved plan proposed a secondary access, providing a connection through Hickory Pointe Subdivision to the west, which had provided a stub-out to the subject property (6-SF-23-C) connecting to Ellistown Road. The streets in that subdivision, including the stub-out connecting to this development, are nearly completed.

The proposed connection provides connectivity between the two subdivisions and diverts their internal traffic from having to venture out of the subdivisions to use Washington Pike.

CONSISTENCY WITH SUBDIVISION REGULATIONS

Subdivision Regulations (3.04.C.2.c.) When street connections are made between subdivisions, the future traffic patterns should be evaluated to identify any impact from the connections. Cut-through traffic and speeding on local residential streets should be discouraged through proper design measures. With both Shipe Rd and Ellistown Rd connecting nearby to Washington Pike to the north, cut-through traffic between Shipe Road and Ellistown Road isn't expected. Additionally, the traffic study recommends, and the applicant has shown on the plan, speed bumps on the long and straight sections of the internal roads, which will deter cut-through traffic and speeding. The proposed roads can accommodate on-street parking where space is available between driveways. On-street parking narrows the street and provides a second traffic-calming measure, slowing traffic by creating friction for moving vehicles.

Subdivision Regulations (3.04.C.2.a.) The proposed street system of a subdivision shall provide for the continuance of existing or dedicated right-of-way or streets in adjoining or nearby tracts when it is determined by the Planning Commission to be feasible. Because the stub-out has been provided by the adjacent property, the connection is feasible. The applicant has stated that challenging topography makes the connection unworkable. The proposed plan shows grading for a pad and backyard in the same spot where the road connection was on the previous plan. The stub-out has not been provided in an unworkable location on this property.

The request for separate neighborhoods is not consistent with the Knox County Comprehensive Plan that promotes connectivity, network efficiency, and neighborhoods with a variety of housing types and amenities in close proximity.

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 2.5 du/ac.

A. The PR zone allows detached 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 PR zoning allows consideration of up to 2.5 du/ac. The proposed subdivision has a density of 2.49 du/ac.

2) COMPREHENSIVE PLAN - FUTURE LAND USE MAP

A. The subject property is located in the RC (Rural Conservation) place type and HP (Hillside Protection) area. The RC place type is intended to conserve forested areas, ridges, wetlands, and other significant natural areas by clustering development and minimizing land disturbance. RC recommends single-family residential in a conservation pattern as a "primary use."

B. Single family residential subdivisions shall be clustered in a pattern that preserves 50 percent or more open space on the site. This development has designated 50 percent of the site in open space.

C. The site has 2.57 acres in the HP (Hillside Protection) area. The slope analysis recommends a disturbance budget of 1.15 acres in the HP area, and this proposal disturbs approximately .39 acres.

3) COMPREHENSIVE PLAN - IMPLEMENTATION POLICIES

A. Disconnecting Road 'A' to the previously approved (currently under construction) subdivision to the west is not consistent with Policies 11, 12, 13, and 14, which promote connectivity with new development, improve safety for all users, provide alternative transportation options, and improve network efficiency.

4) KNOXVILLE - FARRAGUT - KNOX COUNTY GROWTH POLICY PLAN

A. The property is within the Planned Growth Area. The purposes of the Planned Growth Area designation are to encourage a reasonably compact pattern of development, promote expansion of the Knox County economy, offer a wide range of housing choices, and coordinate the actions of the public and private sectors, particularly with regard to provision of adequate roads, utilities, schools, drainage and other public facilities and services. – The proposed development is consistent with the growth plan.

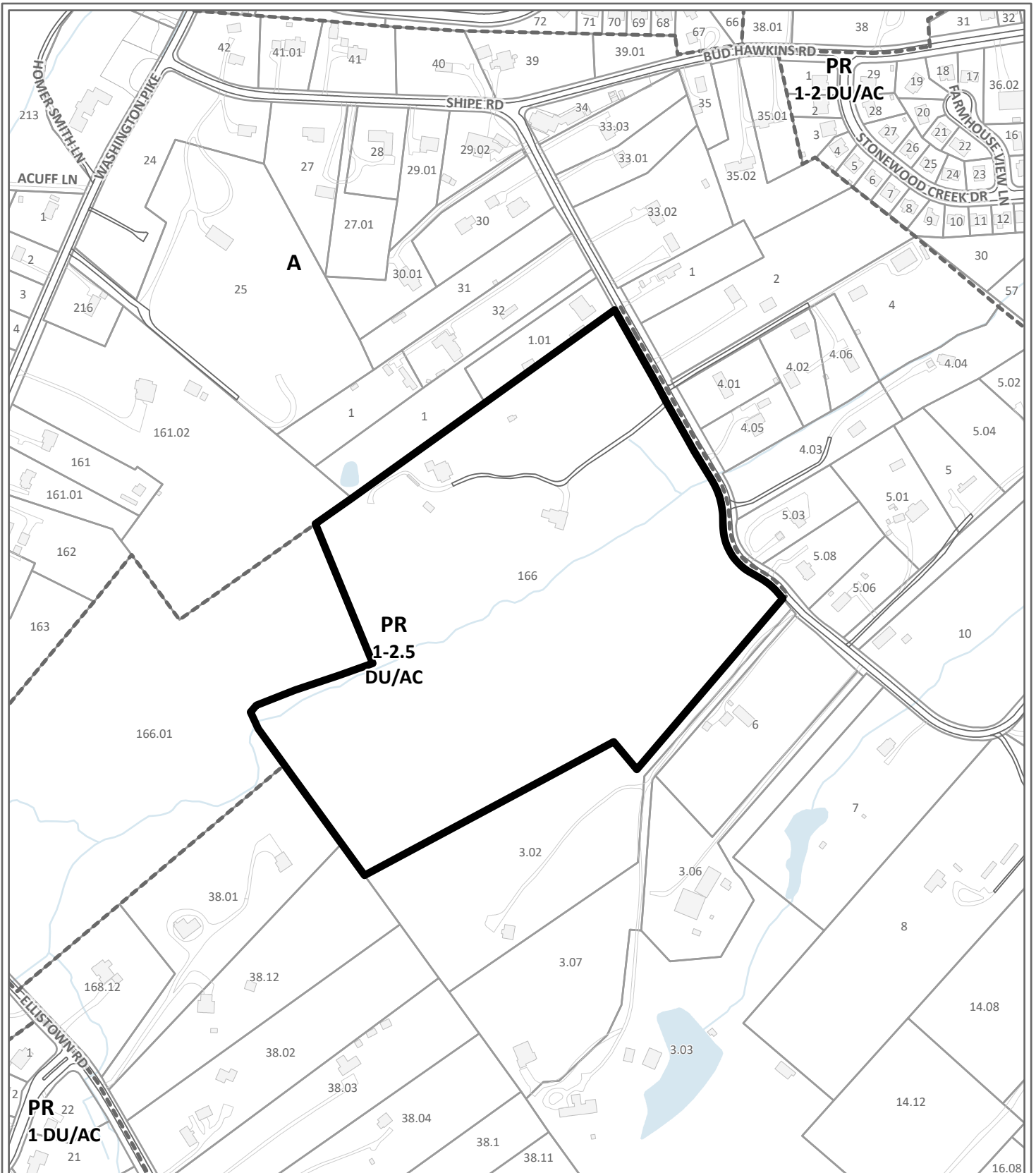
ESTIMATED TRAFFIC IMPACT: A traffic impact study was prepared by the applicant. The findings of that study were used in formulating the recommendations of this staff report.

ESTIMATED STUDENT YIELD: 32 (public school children, grades K-12)

Schools affected by this proposal: Ritta Elementary, Holston 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.

The Planning Commission's approval or denial of this request is final, unless the action is appealed. For more information on the appeal process, contact Knoxville-Knox County Planning.



DEVELOPMENT PLAN

7-E-26-DP

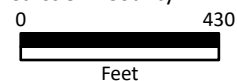
Petitioner: Mesana Investments, LLC



Detached residential subdivision in PR (Planned Residential), 1-2.5 DU/AC

Map No: 40

Jurisdiction: County



Original Print Date: 5/29/2026

Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

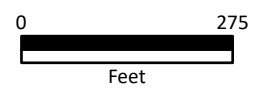
Exhibit A. Contextual Images



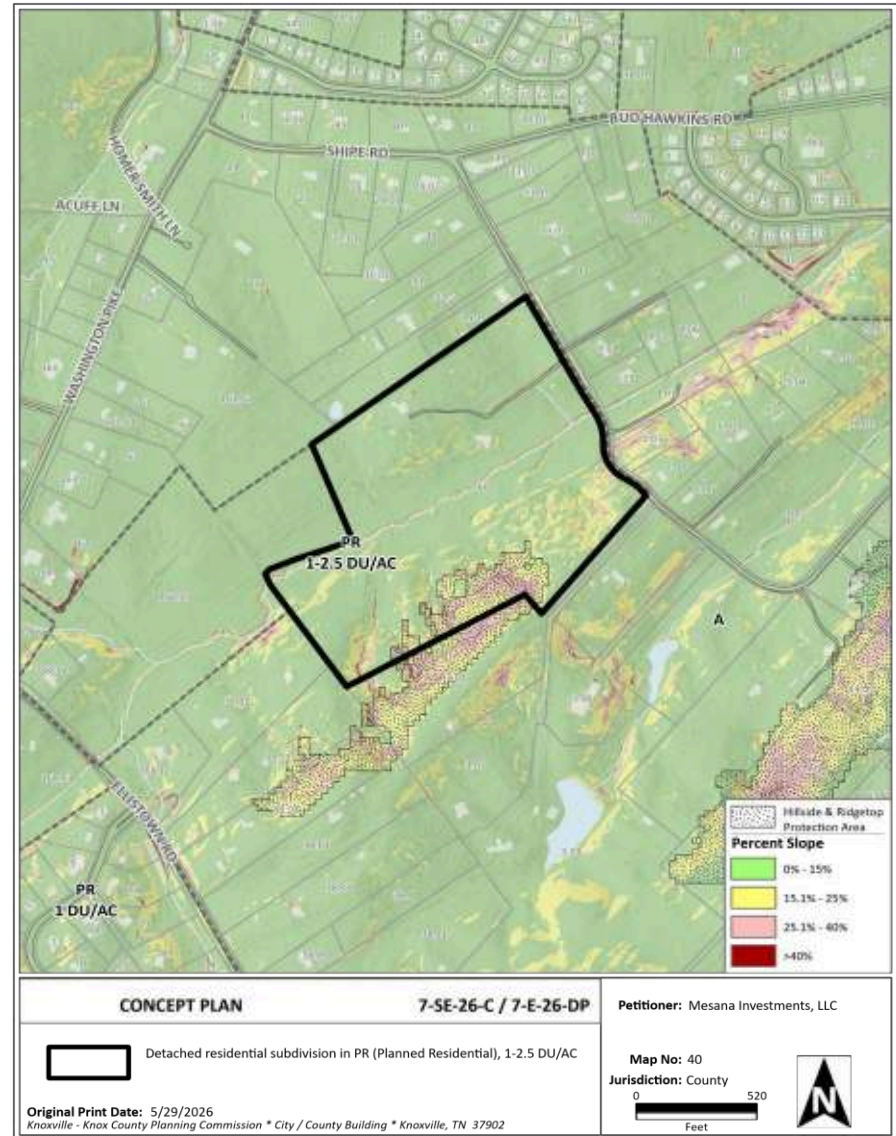
AERIAL MAP



Case boundary



CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	34.10		
Non-Hillside	31.53	N/A	
0-15% Slope	0.28	100%	0.3
15-25% Slope	1.38	50%	0.7
25-40% Slope	0.85	20%	0.2
Greater than 40% Slope	0.06	10%	0.0
Ridgetops			
Hillside Protection (HP) Area	2.57	Recommended disturbance budget within HP Area (acres)	1.1
		Percent of HP Area	44.6%



PROJECT LOCATION: 4923 SHIPE RD., CORYTON, TN 37721

DATE: MAY 2026



- EXISTING PROPERTY BOUNDARY
- EXISTING ADJACENT PROPERTY BOUNDARY
- EXISTING BUILDING STRUCTURES
- EXISTING FENCE
- 900 EXISTING TOPO INDEX CONTOUR
- 901 EXISTING TOPO INTERMEDIATE CONTOUR
- EXISTING ROAD CENTERLINE
- EXISTING EDGE OF PAVEMENT
- EXISTING ROAD CURB
- EXISTING ROAD MARKINGS
- EXISTING SIDEWALK
- EXISTING GRAVEL ROAD
- EXISTING SWAL
- EXISTING ROAD QUADRANT
- EXISTING OVERHEAD UTILITY LINE
- EXISTING UTILITY POLE
- EXISTING UNDERGROUND POWERLINE
- EXISTING UTILITY EASEMENT
- EXISTING STORM LINE
- EXISTING SANITARY SEWER LINE
- EXISTING SANITARY SEWER FORCE MAIN
- EXISTING WATER LINE
- EXISTING WATER VALVE
- EXISTING WATER HYDRANT
- EXISTING WATER FIRE LINE
- EXISTING FIBER OPTIC LINE
- EXISTING GAS LINE
- EXISTING TELECOM LINE
- EXISTING BLUELINE STREAM
- EXISTING BLUELINE STREAM BUFFER
- EXISTING 100 YR FLOODLINE
- EXISTING 500 YR FLOODLINE
- EXISTING FEMA FLOODWAY LINE
- EXISTING FEMA ZONE AE (1% CHANCE FLOOD)
- EXISTING FEMA ZONE X (0.2% CHANCE FLOOD)
- EXISTING VEGETATION
- EXISTING HILLSIDE PROTECTION (HP) AREA
- PROPOSED LOT LINE
- PROPOSED ROAD CENTERLINE
- PROPOSED EDGE OF PAVEMENT
- PROPOSED ROAD CURB
- PROPOSED ROAD RIGHT OF WAY
- PROPOSED ROAD MARKINGS
- PROPOSED BUILDING STRUCTURES
- PROPOSED LIGHT DUTY ASPHALT PAVEMENT
- 900 PROPOSED TOPO INDEX CONTOUR
- 901 PROPOSED TOPO INTERMEDIATE CONTOUR
- PROPOSED PERMANENT GRADED SWALE
- FC FINISHED GRADE
- TC TOP OF CURB
- TS TOP OF STAIRS
- BS BOTTOM OF STAIRS
- HP HIGH POINT
- LP LOW POINT
- PROPOSED GRADED PAD
- PROPOSED GRADED BACKYARD

REVISION	NO.	DATE	DESCRIPTION



FOR REVIEW ONLY
NOT FOR CONSTRUCTION

ENGINEERING

1111 N. Northshore Dr., Ste. N-800
Knoxville, Tennessee 37919
Phone: 865.328.3138
www.lja.com

CLIENT/DEVELOPER:

MESANA INVESTMENTS LLC

PROJECT:

PROJECT NAME
SHIPE RD. SUBDIVISION

PROJECT ADDRESS
4923 SHIPE RD
CORYTON, TN 37721
KNOX COUNTY

PROJECT PARCEL ID
040 166

KNOX COUNTY PROJECT NO.
5-SA-25-C/5-E-25-DP



DATE
MAY - 2026

LJA PROJECT NO.
TN8361-2601

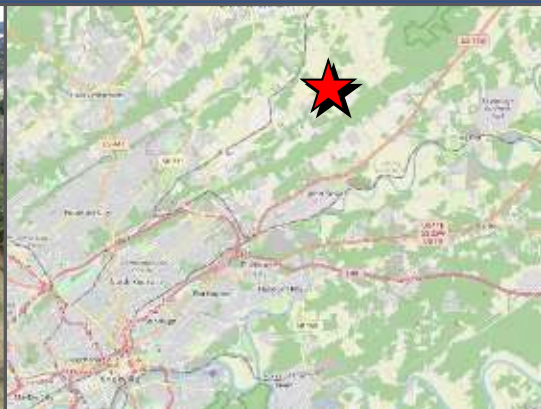
SHEET TITLE

SHEET NUMBER



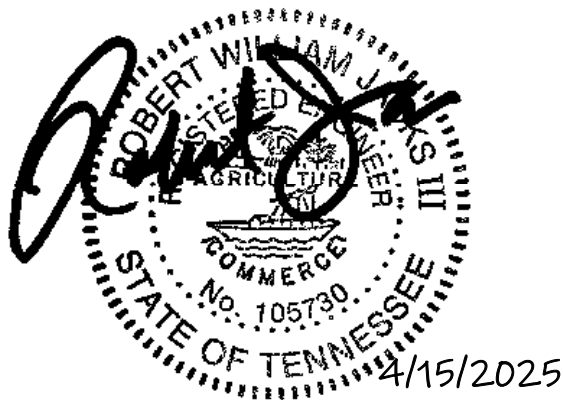
Exhibit B

Transportation Impact Study 4923 Shipe Road Subdivision Knox County, Tennessee



Revised April 15, 2025

Prepared for:
LJA Engineering, Inc.
265 Brookview Centre Way
Suite 201
Knoxville, TN 37919



EXECUTIVE SUMMARY

Preface:

Brightside Development, LLC proposes a residential development adjacent to Shipe Road in Northeast Knox County, TN. The proposed development will include constructing 86 single-family detached houses on 34.5 +/- acres. The development is named and referenced in this study as “4923 Shipe Road Subdivision” since a formal name has not yet been chosen. The development proposes one entrance to Shipe Road to the east. However, a second road entrance is expected to be provided to Ellistown Road to the west via an internal road connection to another proposed residential development named the “KV Construction Subdivision”. The proposed 4923 Shipe Road Subdivision and this adjacent subdivision are both anticipated to be fully built and occupied by 2028.

The primary purpose of this study is to determine and evaluate the potential impacts of the 4923 Shipe Road Subdivision on the adjacent transportation system, and it includes the impacts from the KV Construction Subdivision since the two are expected to be internally connected, which will allow travel to and from each other’s proposed entrances. The study also considers the impact if the adjacent KV Construction Subdivision is not built. This report is a Level 1 study established by Knoxville/Knox County Planning. Recommendations and mitigation measures are offered if transportation operations are projected to be below recognized engineering standards.

Study Results:

The significant findings of this study include the following:

- The 4923 Shipe Road Subdivision, with 86 single-family detached houses, is estimated to generate 878 vehicle trips at full build-out and occupancy on an average weekday. Of these daily trips, 65 are estimated to occur during the AM peak hour and 86 in the PM peak hour in 2028.
- If built, the proposed residential subdivision adjacent to the west, the KV Construction Subdivision, will provide access to Ellistown Road for the 4923 Shipe Road Subdivision residents. The KV Construction Subdivision proposes 47 single-family detached houses. With an internal road connection between the two subdivisions, the proposed Shipe Road and Ellistown Road entrances are calculated to operate with minimal vehicle delays and queues.

- With both subdivisions constructed, the calculated entering volumes from Shipe Road and Ellistown Road into the new residential subdivisions are not projected to meet warrants for separate turn lanes on Shipe Road or Ellistown Road.
- If the KV Construction Subdivision is not built, resulting in a single entrance to Shipe Road, the trips generated by the 4923 Shipe Road Subdivision are calculated to operate with minimal vehicle delays and queues. With a single entrance at Shipe Road, the entering trips for the 4923 Shipe Road Subdivision will not meet warrants for separate entering turn lanes on Shipe Road.
- The existing pavement section width of Shipe Road between Bud Hawkins Road and the proposed entrance for the 4923 Shipe Road Subdivision is relatively narrow, with a few spots just below 18 feet in width.

Recommendations:

The following summary recommendations are offered based on the study analyses to minimize the impacts of the proposed developments on the adjacent transportation system while attempting to achieve an acceptable traffic flow and improved safety. While not explicitly requested to be included in this study, the recommendations provided for the Proposed Shipe Road Entrance and internal subdivision roads should apply to the adjacent proposed KV Construction Subdivision. More details regarding all the recommendations are discussed at the end of the report.

Shipe Road at Proposed Shipe Road Entrance:

- Future landscaping, existing vegetation, or signage must not impact the intersection sight distances from the Proposed Shipe Road Entrance at Shipe Road.
- It is recommended that a Stop Sign (R1-1) be installed and a 24" white stop bar be applied to the Proposed Entrance approach at Shipe Road. The stop bar should be applied a minimum of 4 feet away from the edge of Shipe Road and placed at the desired stopping point that maximizes the sight distance.

4923 Shipe Road Subdivision Internal Roads:

- A 25-mph Speed Limit Sign (R2-1) with additional plaque signage, as shown in the report, is recommended to be posted near the beginning of the Proposed Entrance road off Shipe Road.
- Stop Signs (R1-1) with 24" white stop bars are recommended to be installed at the internal road intersections, as shown in the report.
- Dual end-of-roadway object markers (OM4-1) should be installed at the end of the internal road terminating at the KV Construction Subdivision property to the west.

This sign can be removed once an internal road connection is entirely constructed and open for vehicular traffic between the two subdivisions.

- The proposed lots in the 4923 Shipe Road Subdivision adjacent to Shipe Road should not be allowed direct vehicular access.
- Sight distance at the new internal intersections must not be impacted by new signage, parked cars, or future landscaping. With a proposed speed limit of 25-mph in the development, the required internal intersection sight distance is 250 feet. The civil site designer should ensure this internal sight distance length is met.
- The civil site designer has identified and labeled a centralized mail delivery center location within the development for the subdivision residents. It is recommended that a parking area or paved area outside the internal road accompany this center to dissuade on-street parking that could block traffic flow.
- All drainage grates and covers for the residential development must be pedestrian and bicycle-safe.
- A couple of the internal roads in the proposed subdivision are shown with long, straight road segments. Straight road segments encourage higher vehicle speeds. It is recommended that the civil site designer consider including traffic calming measures on these internal roads, such as speed humps or tables. Specifics regarding this recommendation should be discussed in the design phase with Knox County Engineering. However, speed humps should be limited to no more than two strategically placed on each of the two proposed east-west internal roads.
- All road and intersection elements should be designed to AASHTO and Knox County specifications and guidelines to ensure proper operation.

Shipe Road:

- Shipe Road between Bud Hawkins Road and the proposed entrance location for the 4923 Shipe Road Subdivision was measured to have a few spots less than 18 feet in width. If both subdivisions are constructed with additional road access provided to Ellistown Road for the 4923 Shipe Road Subdivision residents, it is estimated that Shipe Road will experience much less generated traffic than Ellistown Road. Nonetheless, to provide a factor of safety, it is recommended that Shipe Road between the Proposed Shipe Road Entrance and Bud Hawkins Road to the north be provided with a road width greater than or equal to 18 feet the entire distance, approximately 850 feet. However, it is expected that this widening will only need to occur for a few hundred at most, where the pavement is currently less than 18 feet.

Fw: 4923 Shipe Road Concept Plan

From Mike Reynolds <mike.reynolds@knoxplanning.org>
Date Fri 5/29/2026 12:57 PM
To Whitney Warner <whitney.warner@knoxplanning.org>

The justification for removing the road connection is below.

Mike Reynolds
Principal Planner
Direct: [865-215-3827](tel:865-215-3827)

From: Drew Staten <drew.staten2019@gmail.com>
Sent: Thursday, May 28, 2026 1:11 PM
To: Mike Reynolds <mike.reynolds@knoxplanning.org>
Cc: John Greer <jgreer@lja.com>; Scott Davis <swd444@gmail.com>
Subject: Re: 4923 Shipe Road Concept Plan

Mike,

As you may or may not know, we recently took this project over from an unrelated entity and have been trying to play catch up since. Our preference is to eliminate the condition that reads, " 5. Connecting Road 'A' to the terminus of Road 'B' in the KV Construction, LLC – Ellistown Rd Subdivision concept plan (6-SF-23-C). The details for this connection are to be coordinated with Knox County Engineering and Public Works during the design plan phase." We have outlined our reasoning below.

- In speaking with the adjacent owner, Kris Aliy, and his engineer, David Harbin, we would all prefer the subdivisions be totally separate for HOA, safety, aesthetic, and personal preference purposes.
- While connectivity makes sense in some cases, it does not make sense here in our opinion. The potential road continuation would more than likely only act as vehicular pass-through from Shipe Road to Ellistown Road and is not a logical space for pedestrians. However, in lieu of said connector road, we will agree to put in a walking trail between lots 23 and 24, which will connect to the adjacent subdivision, for connectivity between the two subdivisions.
- The site is already challenging enough with topography, streams, and rock so the connector road only further exacerbates those issues.

We appreciate your time and consideration.

Thank you,

On Fri, May 22, 2026 at 2:47 PM Mike Reynolds <mike.reynolds@knoxplanning.org> wrote:

John,

This cannot be submitted under the residential resubmittal fee. If this request were only to modify or remove a previous condition, then a \$300 fee would apply. The approved concept plan has a condition that Road A connects to the required stub-out in the subdivision to the southwest (now known as Hickory Pointe S/D). While the new subdivision layout remains similar to the original, the changes are too extensive to be accepted as a removal of a previous condition. Ultimately, the entire subdivision must be reviewed and reapproved, so the standard fee will apply.

If you are not aware, the approved final plat for the Hickory Pointe S/D includes a stub-out to this property ([1-SB-26-F](#)). If there is a reason this connection is not feasible, it needs to be provided so that staff and the Planning Commission have a full understanding of the site constraints.

You will receive a separate email with a fee payment link.

Regards,

Mike Reynolds
Principal Planner
Direct: 865-215-3827
Main Office: 865-215-3193



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

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From: John Greer <jgreer@lja.com>
Sent: Friday, May 22, 2026 9:21 AM
To: Applications <applications@knoxplanning.org>
Cc: Scott Davis <swd444@gmail.com>; Drew Staten <drew.staten2019@gmail.com>; Lee Dunlap <eleed66@yahoo.com>
Subject: 4923 Shipe Road Concept Plan

Good Morning,

Attached is a Concept Plan application for 4923 Shipe Road. This is a modification/resubmittal to the originally approved Concept Plan/Development Plan (5-SA-25-C & 5-E-25-DP).

Please confirm that this will fall under a "residential resubmittal" fee of \$200 and we'll get payment to you.

Thank you!

JOHN GREER, P.E. | Project Manager
Land Development
O: 865.328.3138 | D: 865.217.1214 | C: 423.667.9194
1111 N. Northshore Dr. Suite N-800 Knoxville, TN 37919

EMPLOYEE-OWNED. CLIENT FOCUSED.

www.lja.com



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Drew Staten
(865) 659-7311

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Public Notice and 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). The contact information you provide in your application may be used for that purpose. We require applicants to acknowledge their role in this process.

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.

Acknowledgement

By signing below, you acknowledge that public notice signs must be posted and visible on the property consistent with the guidelines above and between the dates listed below.

6/27/26

7/10/26

Date to be Posted

Date to be Removed

Have you engaged the surrounding property owners to discuss your request?

Yes No

No, but I plan to prior to the Planning Commission meeting

Applicant Signature

Applicant Name

Date



Scott Davis

5-22-2026