



SUBDIVISION REPORT - CONCEPT/DEVELOPMENT PLAN

▶ **FILE #:** 3-SA-26-C **AGENDA ITEM #:** 28
3-D-26-DP **AGENDA DATE:** 3/5/2026

▶ **SUBDIVISION:** LEONARD DEVELOPMENT ON WINKLE RD

▶ **APPLICANT/DEVELOPER:** LEONARD DEVELOPMENT

OWNER(S): Sanford B Goddard LLC

TAX IDENTIFICATION: 137 04804 [View map on KGIS](#)

JURISDICTION: County Commission District 9

STREET ADDRESS: 0 WINKLE LN

▶ **LOCATION:** **South side of W Governor John Sevier Hwy, west side of Winkle Ln, north of Tipton Station Rd**

GROWTH POLICY PLAN: Planned Growth Area

FIRE DISTRICT: Seymour Volunteer Fire Department

WATERSHED: Stock Creek

▶ **APPROXIMATE ACREAGE:** 7.31 acres

▶ **ZONING:** **PR(k) (Planned Residential with conditions) up to 5 duac**

PLACE TYPE: CMU (Corridor Mixed-use), TN (Traditional Neighborhood)

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

▶ **PROPOSED USE:** **Townhouse subdivision**

SURROUNDING LAND USE AND ZONING: North: Multifamily residential - PR (Planned Residential) up to 8 du/ac
South: Single family residential, rural residential - A (Agricultural)
East: Single family residential, agriculture/forestry/vacant land - A (Agricultural)
West: Agriculture/forestry/vacant land - PR(k) (Planned Residential with conditions) up to 5 du/ac

▶ **NUMBER OF LOTS:** 36

SURVEYOR/ENGINEER: David Harbin Batson, Himes, Norvell & Poe

ACCESSIBILITY: Access is via W Governor John Sevier Highway, a state-owned major arterial with a center turn lane within a right-of-way width that varies from 162-225 ft.

▶ **SUBDIVISION VARIANCES REQUIRED:** **VARIANCES**
1. Decrease the intersection spacing between Road A and Marashi Road from 400 ft to 200 ft.
2. Decrease the intersection spacing between Road A and Winkle Road from 400 ft to 300 ft.
3. Decrease the transition radius of the property line at the cul-de-sac from 75 ft to 50 ft.
4. Decrease the transition radius of the curblines at the cul-de-sac from 75 ft to 70 ft.

ALTERNATIVE DESIGN STANDARDS REQUIRING KNOXVILLE-KNOX COUNTY PLANNING COMMISSION APPROVAL

1. Less than 25 ft of road frontage in the PR zone for Lot 16.

ALTERNATIVE DESIGN STANDARDS REQUIRING KNOX COUNTY ENGINEERING AND PUBLIC WORKS APPROVAL (PLANNING COMMISSION APPROVAL NOT REQUIRED)

1. Increase the intersection grade from 1% to 2% at John Sevier and Road A.
2. Increase the intersection grade from 1% to 2% at Road A and Road B.
3. Increase the intersection grade from 1% to 2% at Road B and Tipton Station S/D public road.

STAFF RECOMMENDATION:

- **Approve the variance to decrease the intersection separation from 400 ft to 200 ft between Road A and Marashi Road.**

A. The property only has 444 feet of road frontage on W Governor John Sevier Hwy, is bookended by Marashi Rd and Winkle Rd and has no access to Winkle Road.

B. The restricted access to W Governor John Sevier Hwy is a condition of the zoning, which is unique to this property, as it was added during the rezoning (10-O-25-RZ).

C. The entrance on W Governor John Sevier Hwy has been placed to maximize sight distance. Knox County EPW recommends approval of this variance based on the justifications provided by the applicant.

Approve the variance to decrease the intersection separation from 400 ft to 300 ft between Road A and Winkle Road.

A. The property only has 444 feet of road frontage on W Governor John Sevier Hwy, is bookended by Marashi Rd and Winkle Rd and has no access to Winkle Road.

B. The restricted access to W Governor John Sevier Hwy is a condition of the zoning, which is unique to this property, as it was added during the rezoning (10-O-25-RZ).

C. The entrance on John Sevier has been placed to maximize sight distance. Knox County EPW recommends approval of this variance based on the justifications provided by the applicant.

Approve the variance to decrease the transition radius of the property line at the cul-de-sac from 75 ft to 50 ft.

A. The shape of the property with the creek limits the size of the cul-de-sac.

B. The creek buffer and steep topography are unique to the property.

C. No hazards will be created. There is still right-of-way available for utilities. Knox County EPW recommends approval of this variance based on the justifications provided by the applicant.

Approve the variance to decrease the transition radius of the curblines at the cul-de-sac from 75 ft to 70 ft.

A. The shape of the property with the creek limits the size of the cul-de-sac.

B. The creek buffer and steep topography are unique to the property.

C. No traffic hazards will be created. Knox County EPW recommends approval of this variance based on the justifications provided by the applicant.

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 8 conditions.

1. Connection 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. Before certification of 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.

4. Maintaining a non-disturbance tree buffer with 50 ft of depth along John Sevier Hwy and installing high-visibility tree protection fencing before clearing and grading activities begin, to be maintained until site and

building construction are complete, per the zoning condition (10-O-25-RZ).

5. Grading within the 50-ft non-disturbance buffer shall be only for the road, and no more grading than what is shown on this plan can occur within the buffer. No grading for the pond shall be within the buffer.
6. Meeting all applicable requirements of the Knox County Department of Engineering and Public Works.
7. Meeting all applicable requirements of the Knox County Zoning Ordinance, including the condition of the rezoning case 10-O-25-RZ.
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 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[W.

► **Approve the Development Plan for up to 36 townhomes on individual lots, and a reduction of the peripheral boundary as shown on the development plan, subject to 2 conditions.**

1. Meeting all applicable requirements of the Knox County Zoning Ordinance, including the condition of the rezoning case, 10-O-25-RZ.
2. The maximum height of the attached dwellings shall be 35 feet.

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:

This proposal is a 36-lot townhome subdivision on this 7.31-acre property at a density of 4.92 du/ac. The property was rezoned from A (Agricultural) to PR(k) (Planned Residential) up to 5 du/ac, subject to 3 conditions.

- 1) Maintain a 50-ft tree protection buffer along the W Governor John Sevier Highway, as recommended by the Governor John Sevier Highway Scenic Highway Corridor Study. High visibility and tree protection fencing shall be installed before clearing and grading activities begin and maintained until site and building construction are complete.
- 2) Ensuring building height within 1,000 ft of the W Governor John Sevier Highway shall not exceed 35 ft, as required by TN Code § 54-17-115.
- 3) Providing street connectivity to the abutting western property and allowing only access to Governor John Sevier Highway, subject to review and approval by the Knox County Engineering & Public Works Department during the Development Plan application phase.

With the conditions noted above, the zoning conditions have been met.

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

- A. The PR zone allows townhomes 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 applicant is requesting a reduction in the peripheral boundary along all boundary lines except for John Sevier Highway. The Planning Commission may reduce the setback to 15 ft along all property lines when a development is adjacent to A (Agricultural) or PR zones, which is the case here.

2) KNOX COUNTY COMPREHENSIVE PLAN – FUTURE LAND USE MAP

- A. The property is designated as the CMU (Corridor Mixed Use) and TN (Traditional Neighborhood) place types on the Future Land Use Map. Townhomes are considered a primary use in the TN place type and a secondary use in the CMU place type. The townhome lots are similar to the townhomes in the subdivision directly to the west. The CMU place type requires connectivity to nearby neighborhoods. Road B will provide a road connection to the subdivision to the west.

3) KNOX COMPREHENSIVE PLAN - IMPLEMENTATION POLICIES

- A. Per the zoning conditions and state scenic highway requirements, a maximum 35-ft building height is required for the 2-story townhomes. A 50-ft non-disturbance tree buffer is shown along W Governor John Sevier Highway, per the John Sevier Highway Corridor Study recommendations. These conditions are consistent with Policy 2, to ensure that development is sensitive to existing community character.

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 the 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 the provision of adequate roads, utilities, schools, drainage and other public facilities and services. This development is in alignment with these goals.

ESTIMATED TRAFFIC IMPACT: 381 (average daily vehicle trips)

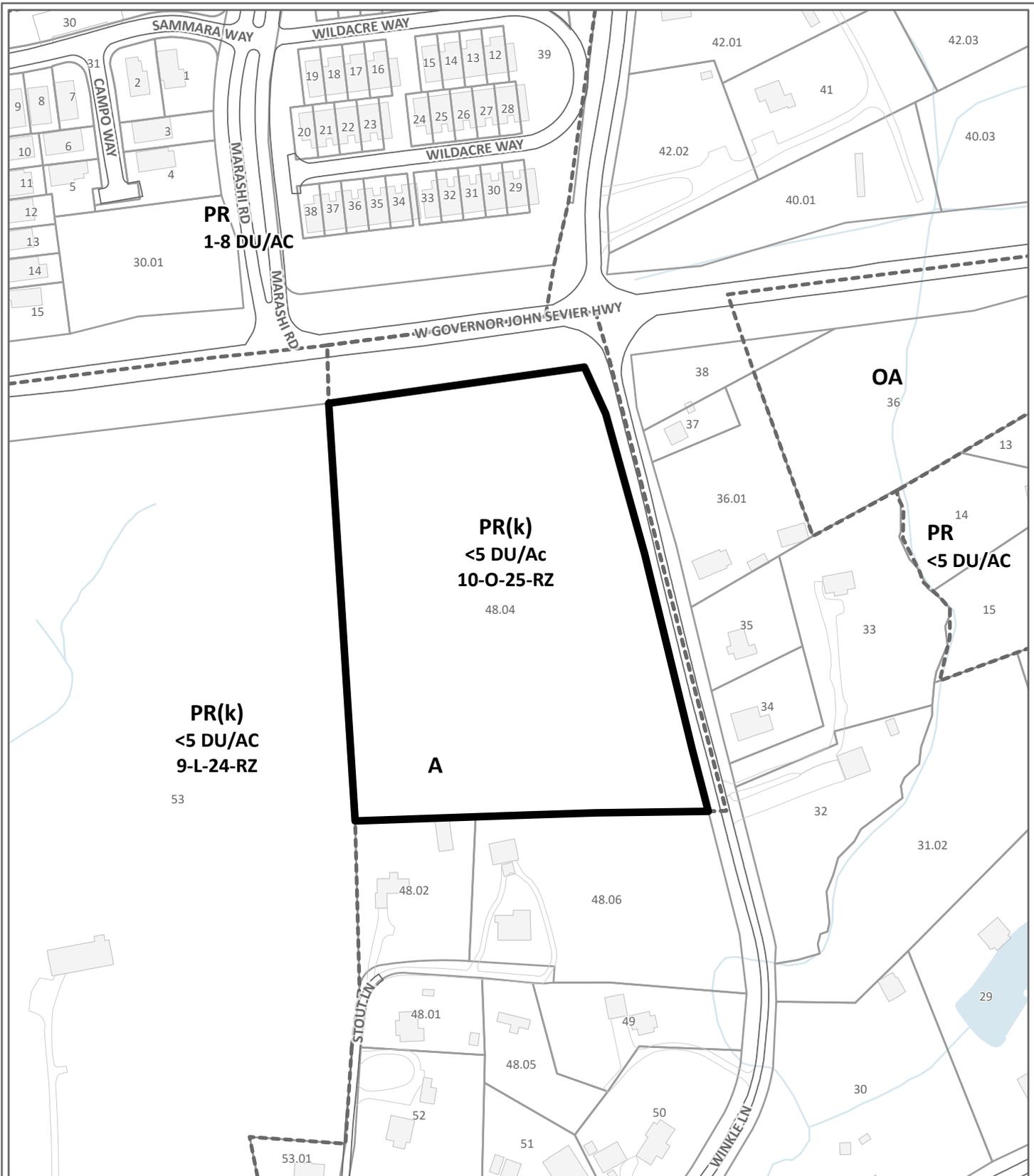
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate during a 24-hour day (Monday through Friday), with a "trip" counted each time a vehicle enters or exits a proposed development.

ESTIMATED STUDENT YIELD: 2 (public school children, grades K-12)

Schools affected by this proposal: Bonny Kate Elementary, South Doyle Middle, and South Doyle 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

3-D-26-DP

Petitioner: Leonard Development



Attached residential subdivision in PR(k) (Planned Residential) up to 5 du/ac

Original Print Date: 1/26/2026

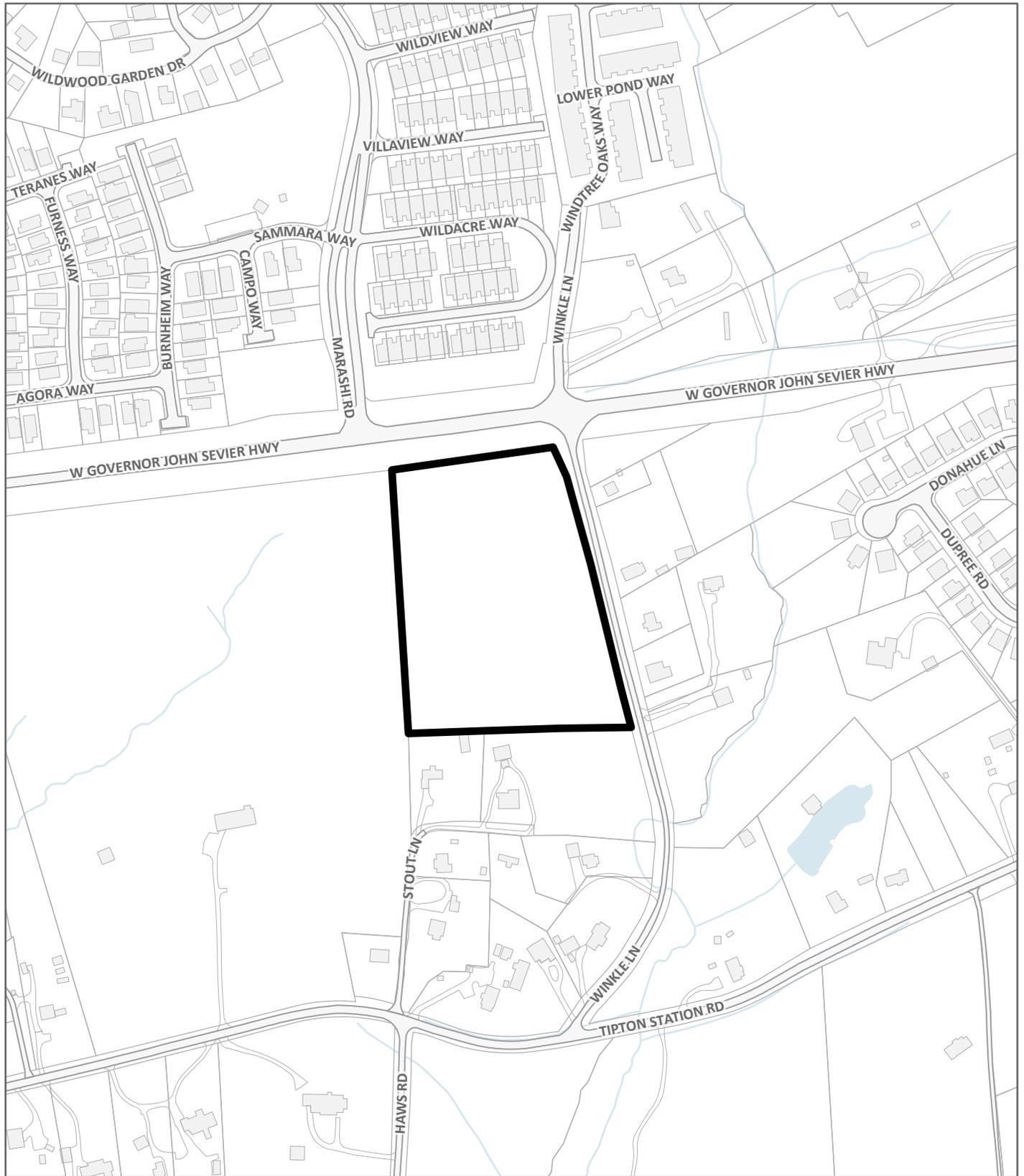
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

Map No: 137

Jurisdiction: County



Exhibit A. Contextual Images



LOCATION MAP

3-D-26-DP / 3-SA-26-C



Case boundary

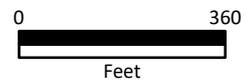


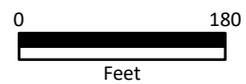
Exhibit A. Contextual Images



AERIAL MAP



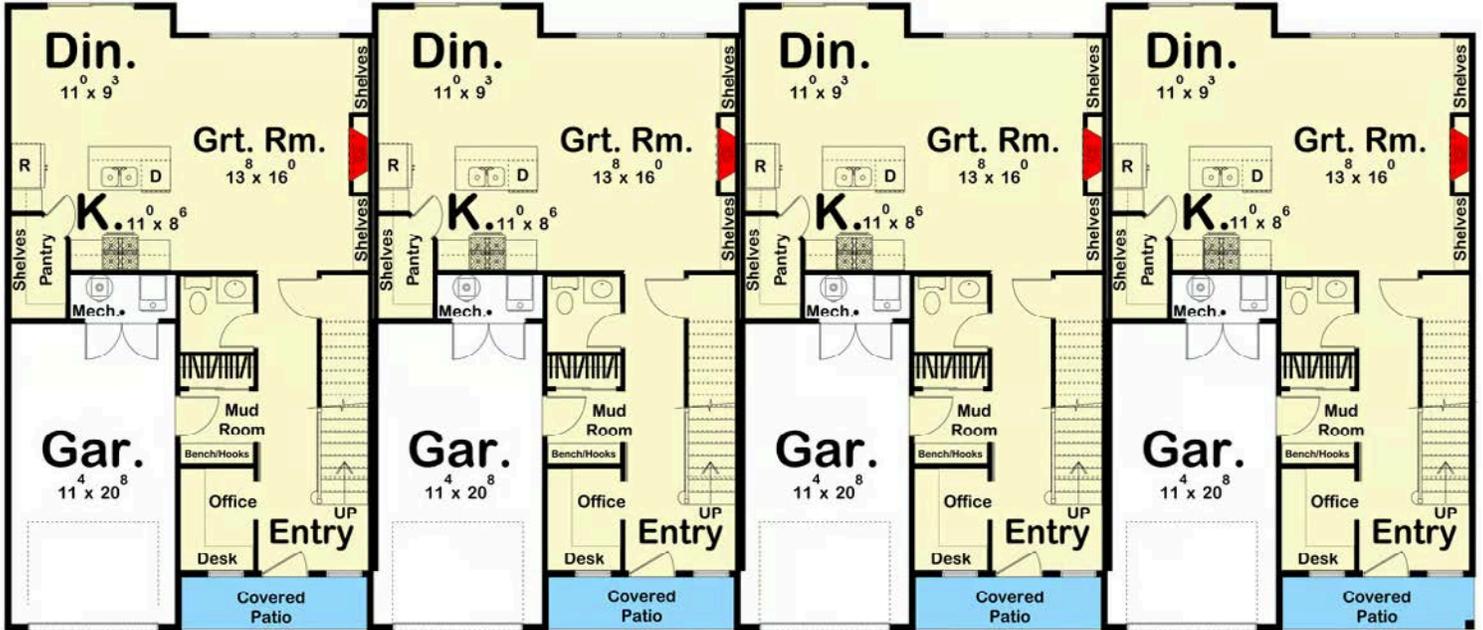
Case boundary



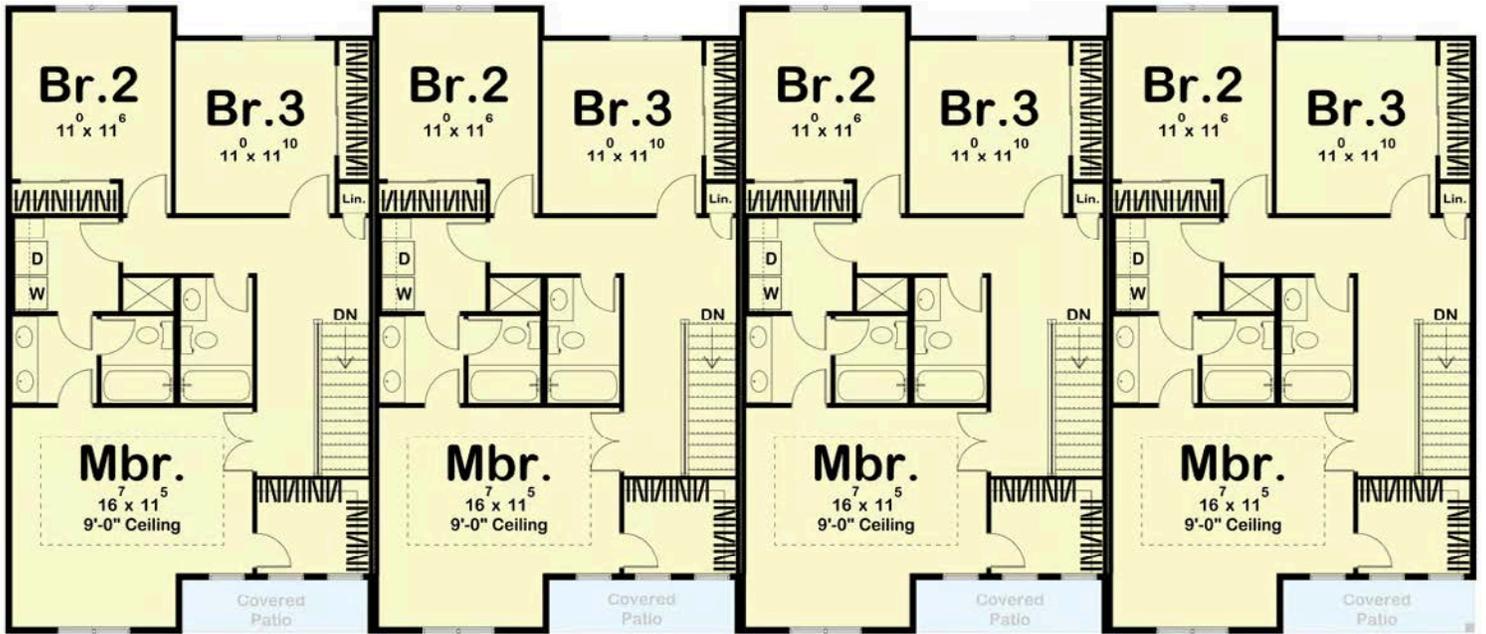




Main Level



2nd Floor



Plan 623211DJ
<https://www.architecturaldesigns.com>



M-F 9am-5pm EST | 1-203-761-8500

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.

Signature _____ DAVID HARBIN _____ 2.12.26
Printed Name Date

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:

ALLOWING ROAD FRONTAGE FOR A LOT IN PR ZONE LESS THAN 25'

Approval required by: Planning Commission Engineering

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

Engineering Comments:

2. ALTERNATIVE DESIGN STANDARD REQUESTED:

Approval required by: Planning Commission Engineering

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

Engineering Comments:

3. ALTERNATIVE DESIGN STANDARD REQUESTED:

Approval required by: Planning Commission Engineering

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

Engineering Comments:

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 Intersection Grade From 1% to 2% on ROAD A at its intersection with John Sevier Highway.

Approval required by: Planning Commission Engineering

Engineering supports the alternative design standard requested

(to be completed during review process): YES NO

Engineering Comments:

2. ALTERNATIVE DESIGN STANDARD REQUESTED:

Increase Intersection Grade From 1% to 2.35% on Road B at its intersection with ROAD A.

Approval required by: Planning Commission Engineering

Engineering supports the alternative design standard requested

(to be completed during review process): YES NO

Engineering Comments:

3. ALTERNATIVE DESIGN STANDARD REQUESTED:

Increase Intersection Grade From 1% to 2% on ROAD B at its intersection with ROAD E. (TIPTON STATION S/O)

Approval required by: Planning Commission Engineering

Engineering supports the alternative design standard requested

(to be completed during review process): YES NO

Engineering Comments:

The Planning Commission may reduce or otherwise vary the requirements of the Subdivision Regulations when it finds the hardship criteria are met. In granting such variances, the Planning Commission may attach and require whatever conditions it feels are necessary to secure the basic objectives of the varied regulations. Any variance granted by the Planning Commission shall be noted in its official minutes along with the justification for granting the variance (Subdivision Regulations, Section 1.05).

HARDSHIP CONDITIONS TO BE MET:

- 1 **Conditions Required:** Where the Planning Commission finds that extraordinary hardships or particular difficulties may result from the strict compliance with these regulations, they may, after written application, grant variations to the regulations, subject to specified conditions, so that substantial justice may be done and the public interest secured, provided that such variations shall not have the effect of nullifying the intent and purpose of these regulations or the comprehensive plan.
- 2 **Evidence of Hardship Required:** The Planning Commission shall not grant variations to these regulations if the purpose of the variation is solely for financial gain. The Planning Commission shall not grant variations to the Subdivision Regulations unless they make findings based upon the evidence presented to them in each specific case that the following hardships are met:
 - a. Because of the particular surroundings, shape, or topographical conditions of the specific property involved, a particular hardship to the owner would result, as distinguished from a mere inconvenience, if the strict letter of the regulations were adhered to.
 - b. The conditions upon which the request for a variation is based is unique to the property for which the variation is sought and is not applicable, generally, to other property, and has not been created by any person having an interest in the property.
 - c. The granting of the variation will not be detrimental to the public safety, health, or welfare, or injurious to other property or improvements in the neighborhood in which the property is located.

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.



Signature

DAVID HARBIN
Printed Name

2-12-26
Date

It is the applicant's responsibility to identify the hardship that would result, as distinguished from a mere inconvenience, if the strict letter of the regulations was adhered to. Each of the variance criteria must be addressed in the comments below with specific facts regarding the unique details of the property and/or project, as applicable.

1. VARIANCE REQUESTED:

Decrease intersection spacing between ROAD A and Mae Shi road
From 400' to 213'

Specify the hardship that would result for each of the variance criteria:

- A. Pertaining to the particular surroundings, shape, or topographical conditions of the subject property:

Creek and the creek buffer limits road connection

- B. Pertaining to conditions unique to the property that are not applicable to other property and has not been created by any person having an interest in the property.

Most reasonable access point to John Serrin Highway

- C. Pertaining to the granting of a variance will not be detrimental to public safety, health, or welfare, or injurious to other property or improvements in the neighborhood in which the property is located.

Access point ~~has~~ meets sight distance requirements,
and is situated between two existing Roads

To be completed by the City or County Department of Engineering, as applicable:

Engineering supports the variance requested (to be completed during review process): YES NO

Engineering Comments:

It is the applicant's responsibility to identify the hardship that would result, as distinguished from a mere inconvenience, if the strict letter of the regulations was adhered to. Each of the variance criteria must be addressed in the comments below with specific facts regarding the unique details of the property and/or project, as applicable.

2. VARIANCE REQUESTED:

Decrease intersection spacing between ROAD A and Winkle Rd
From 400' to 281'

Specify the hardship that would result for each of the variance criteria:

- A. Pertaining to the particular surroundings, shape, or topographical conditions of the subject property:

Creek and the creek buffer limits road connection?

- B. Pertaining to conditions unique to the property that are not applicable to other property and has not been created by any person having an interest in the property.

Most reasonable access point to John Savior Highway

- C. Pertaining to the granting of a variance will not be detrimental to public safety, health, or welfare, or injurious to other property or improvements in the neighborhood in which the property is located.

Access point meets sight distance requirements and is situated between two existing roads

To be completed by the City or County Department of Engineering, as applicable:

Engineering supports the variance requested (to be completed during review process): YES NO

Engineering Comments:

It is the applicant's responsibility to identify the hardship that would result, as distinguished from a mere inconvenience, if the strict letter of the regulations was adhered to. Each of the variance criteria must be addressed in the comments below with specific facts regarding the unique details of the property and/or project, as applicable.

3. VARIANCE REQUESTED:

Decrease: Transition Radius of the property line at a cul-de-sac from 75' to 50'

Specify the hardship that would result for each of the variance criteria:

- A. Pertaining to the particular surroundings, shape, or topographical conditions of the subject property:

Creek buffer limits size for a full cul-de-sac

- B. Pertaining to conditions unique to the property that are not applicable to other property and has not been created by any person having an interest in the property.

Creek buffer: Property steepness requires decreased cul-de-sac footprint

- C. Pertaining to the granting of a variance will not be detrimental to public safety, health, or welfare, or injurious to other property or improvements in the neighborhood in which the property is located.

Property line decrease will not create a hazard, plenty of right-of-way is provided for utility installation

To be completed by the City or County Department of Engineering, as applicable:

Engineering supports the variance requested (to be completed during review process): YES NO

Engineering Comments:

It is the applicant's responsibility to identify the hardship that would result, as distinguished from a mere inconvenience, if the strict letter of the regulations was adhered to. Each of the variance criteria must be addressed in the comments below with specific facts regarding the unique details of the property and/or project, as applicable.

4. VARIANCE REQUESTED:

Decrease Transition radius of the curbline at a cul-de-sac from 75' to 70'

Specify the hardship that would result for each of the variance criteria:

- A. Pertaining to the particular surroundings, shape, or topographical conditions of the subject property:

Creek buffer limits give for a full cul-de-sac

- B. Pertaining to conditions unique to the property that are not applicable to other property and has not been created by any person having an interest in the property.

Creek buffer $\frac{1}{2}$ property steepness require decreased cul-de-sac footprint

- C. Pertaining to the granting of a variance will not be detrimental to public safety, health, or welfare, or injurious to other property or improvements in the neighborhood in which the property is located.

curb line decrease will not create a traffic hazard,

To be completed by the City or County Department of Engineering, as applicable:

Engineering supports the variance requested (to be completed during review process): YES NO

Engineering Comments:

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.

02/20/2026

Date to be Posted

03/06/2026

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

DAVID HARBIN

Applicant Name

1-20-26

Date