



# SUBDIVISION REPORT - CONCEPT/DEVELOPMENT PLAN

▶ **FILE #:** 3-SC-26-C  
3-G-26-DP

**AGENDA ITEM #:** 30  
**AGENDA DATE:** 3/5/2026

▶ **SUBDIVISION:** BUTTERMILK ROAD

▶ **APPLICANT/DEVELOPER:** BALL HOMES, LLC

**OWNER(S):** John Kirkman

**TAX IDENTIFICATION:** 129 096, 103 (PARTIAL)

[View map on KGIS](#)

**JURISDICTION:** County Commission District 6

**STREET ADDRESS:** 12434 BUTTERMILK RD (12412 BUTTERMILK RD)

▶ **LOCATION:** South side of Buttermilk Rd, north side of Pittman Rd

**GROWTH POLICY PLAN:** Rural Area

**FIRE DISTRICT:** Karns Fire Department

**WATERSHED:** Hickory Creek

▶ **APPROXIMATE ACREAGE:** 47.88 acres

▶ **ZONING:** PR(k) (Planned Residential with conditions) up to 2 du/ac (pending)

**PLACE TYPE:** RL (Rural Living), HP (Hillside Ridgetop Protection)

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

▶ **PROPOSED USE:** Detached residential subdivision adding eight additional lots (95 total) to previously approved development plan (2-SC-26-C/2-D-26-DP)

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

▶ **NUMBER OF LOTS:** 95

**SURVEYOR/ENGINEER:** Christopher H. Gollither Ardurra

**ACCESSIBILITY:** Access is via Buttermilk Road, a minor collector street with 18 ft of pavement width within a 50-ft right-of-way.

▶ **SUBDIVISION VARIANCES REQUIRED:**  
**VARIANCES:**  
1. Reduce the K value from 25 to 20 at the intersection of Road A and Buttermilk Road.  
2. Reduce the K value from 25 to 15 at the intersection of Road B and Hickory Meadows Drive.

**ALTERNATIVE DESIGN STANDARDS REQUIRING KNOXVILLE-KNOX COUNTY PLANNING COMMISSION APPROVAL**

1. Reduce the pavement width from 26 ft to 20 ft on Road B from STA 0+00.00 to 1+63.29.

2. Reduce the right-of-way from 50 ft to 40 ft on Road B from STA 0+00.00 to 1+63.29.
3. Increase the road grade from 12% to 15% on Road A.

**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 Road A and Buttermilk Rd.

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**STAFF RECOMMENDATION:**

- **Approve the variance to reduce the K value from 25 to 20 at the intersection of Road A and Buttermilk Road.**

**A. Due to the existing steeper topography along Road A coming from the intersection with Buttermilk Rd and the shape of the property, a reduction of the vertical curve length is needed to keep site grading balanced.**

**B. This property has a narrow frontage, so the entrance must be located here.**

**C. This is a road with low traffic volumes, and the variation is not great enough to cause detriment to public safety, health, or welfare, nor would it be injurious to other properties in the neighborhood. Knox County EPW recommends approval of this variance based on the justifications provided by the applicant.**

**Approve the variance to reduce the K value from 25 to 15 at the intersection of Road B and Hickory Meadows Drive.**

**A. The proposed reduction to the k value on Road B is required because of the topography and existing roadway geometry.**

**B. The zoning condition requires the new street Road B to connect at this specific location with the existing Hickory Meadows Drive. This location has some topography challenges.**

**C. This is a road with low traffic volumes, and the variation is not great enough to cause detriment to public safety, health, or welfare, nor would it be injurious to other properties in the neighborhood. Knox County EPW recommends approval of this variance based on the justifications provided by the applicant.**

**Approve the alternative design standards 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. Meeting all applicable requirements of the Knox County Department of Engineering and Public Works.
5. Meeting all applicable requirements of the Knox County Zoning Ordinance, including the condition of the rezoning case 2-B-26-RZ.
6. 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.
7. Implementing the recommendations of the Buttermilk Road Subdivision Traffic Impact Study (Ardurra, 12/2025) as required by 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.
8. Submitting a geotechnical report for review and approval by Knox County Engineering and Public Works during the design plan phase to determine if any areas shown as closed contour sinkholes on the concept plan are required to be shown on the final plat as a closed contour sinkhole with a 50-ft buffer as required by Section 3.06.B. If any building construction is proposed within the 50-ft buffer area around the designated sinkholes/depressions (including the depressions), a geotechnical report must be prepared by a registered engineer to determine soil stability, and that report must be submitted to the Knox County Department of Engineering and Public Works for consideration. Any construction in these areas is subject to approval by the

County following a review of the report. Engineered footings must be designed for these areas. For those lots that do not have a building site outside of the 50-ft buffer, approval by Knox County will be required prior to final plat approval. The sinkholes/depressions and 50- ft buffer shall be designated on the final plat even if they are approved to be filled.

► **Approve the development plan for up to 95 single family houses on individual lots and reduction of the peripheral boundary as shown on the development plan, subject to 1 condition.**

1. Meeting all applicable requirements of the Knox County Zoning Ordinance, including the condition of the rezoning case 2-B-25-RZ.

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 is a request for a 95-lot single family subdivision that will be accessed off Buttermilk Road. Last month, a plan for 87 lots was approved (2-SC-26-C/2-D-26-DP). This revision adds approximately 4.04 acres from an adjacent parcel, pending a rezoning to PR up to 2 du/ac (2-B-26-RZ). The larger lots along Road B from (2-SC-26-C/2-D-26-DP) will be further subdivided to create the 8 new lots. This plan increases the depths of Lots 88-82 and provides an additional approximately 3.3 acres of open space. The road design has not changed.

**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 property is pending a rezoning to PR(k) (Planned Residential) with a density of up to 2 du/ac, subject to 1 condition: 1) Development shall provide street connectivity to Centerview Road, subject to review and approval by the Knox County Engineering & Public Works Department during the development plan phase. The street connection is shown on the plan.

B. The applicant is proposing to subdivide this 47.88-acre tract into 95 lots with single family houses. The development will yield a density of 1.98 du/ac. The PR zone allows single family houses as a permitted use. The administrative procedures for the PR zone require the Planning Commission to approve the development plan before permits can be issued (Knox County Zoning Ordinance Article 5, Section 5.13.15).

C. The applicant is requesting a reduction in the peripheral boundary along Lots 1 and 94 to 20 ft from 35 ft and 15 ft for Lot 95, as shown on the plan. 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's place type is RL (Rural Living) and it is in the HP (Hillside Protection) area on the Future Land Use Map. Single family houses are considered a primary use in the SR place type. The single family lots are similar to the single family lots to the west. There are steep slopes along the northern portion of the property. Since the entire property was previously cleared for farming, it is considered exempt from the land disturbance recommendations from the slope analysis.

**3) KNOX COMPREHENSIVE PLAN - IMPLEMENTATION POLICIES**

A. Implementation Policy 11, promote connectivity with new development. This subdivision is required to have a road connection with the subdivision next door.

B. Implementation Policy 2, ensure that development is sensitive to existing community character. The single family lots are similar to the single family lots they are connecting with to the west. Despite the subdivision next door, much of the area remains large agricultural tracts. The houses will be minimally visible from Buttermilk Road. There are approximately 0.5 acre lots lining Buttermilk Road with an additional, approximately 8-acre open space area behind those homes situated toward the front of the property.

**4) KNOXVILLE - FARRAGUT - KNOX COUNTY GROWTH POLICY PLAN**

A. The subject property is within the Rural Area of the Growth Policy Plan. Residential development in the Rural Area is limited to areas where utilities and infrastructure are currently available or can be expanded, and residential development is required to meet all of the following conditions: (a) no more than 2 dwelling units per acre, (b) sanitary sewer and public water must be available, and (c) must be on a collector road with a minimum pavement width of 18 ft. The proposed development meets all three criteria and supports the intent of the Rural Area.

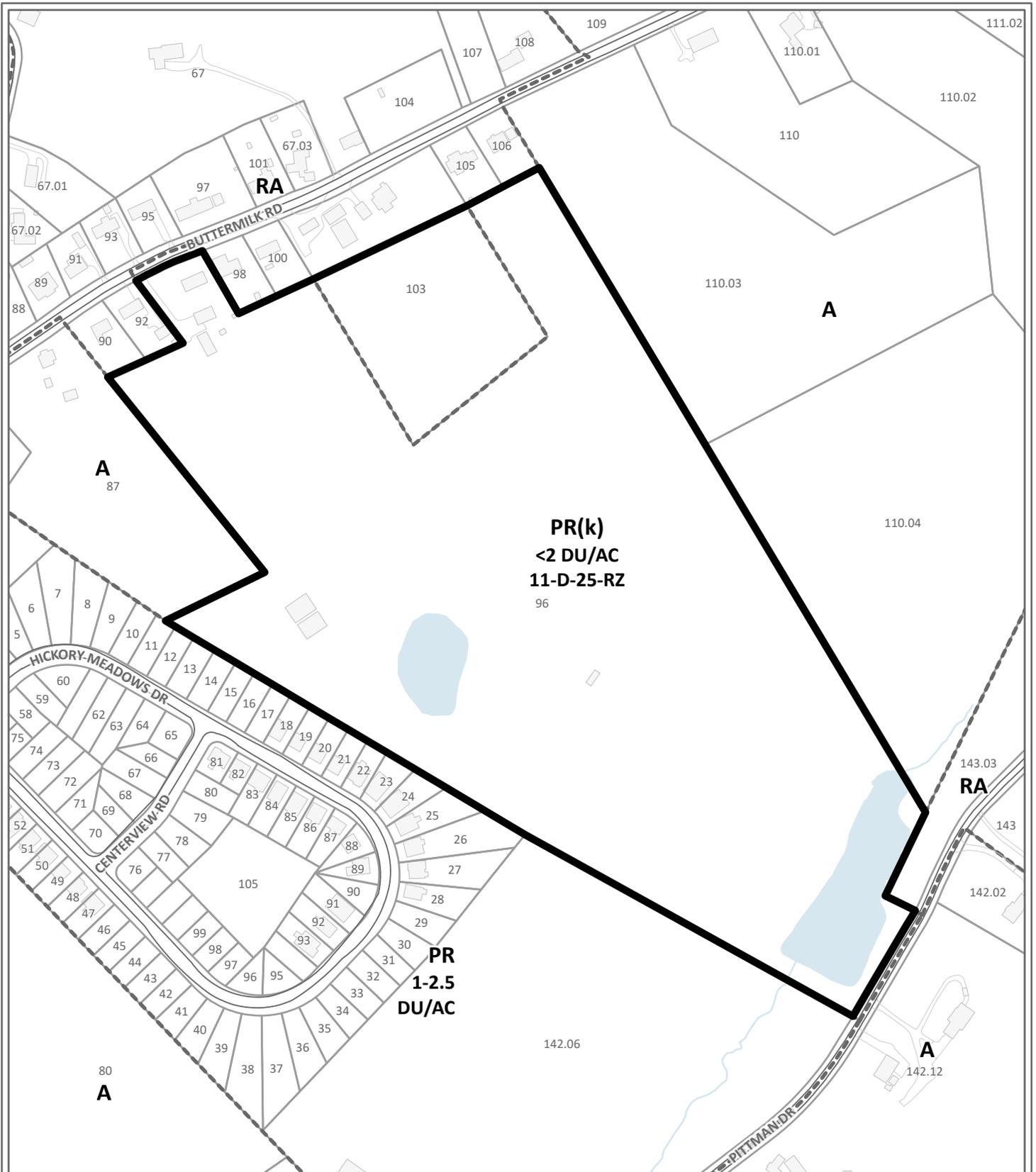
ESTIMATED TRAFFIC IMPACT: A traffic impact study was prepared by the applicant. The findings of that study were used in formulating the recommendations of this staff report.

ESTIMATED STUDENT YIELD: 39 (public school children, grades K-12)

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

- Potential new school population is estimated using locally-derived data on public school student yield generated by new housing.
- Students are assigned to schools based on current attendance zones as determined by Knox County Schools. Students may request transfers to different zones, and zone boundaries are subject to change.
- Estimates presume full build-out of the proposed development. Build-out is subject to market forces, and timing varies widely from proposal to proposal.
- Student yields from new development do not reflect a net addition of children in schools. Additions occur incrementally over the build-out period. New students may replace current population that ages through the system or moves from the attendance zone.

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.



**CONCEPT PLAN / DEVELOPMENT PLAN**

**3-SC-26-C / 3-G-26-DP**

**Petitioner:** Ball Homes, LLC



Detached residential subdivision. Eight additional lots (95 total) to previously approved development plan (2-D-26-DP) in PR(k) (Planned Residential), <2 DU/AC

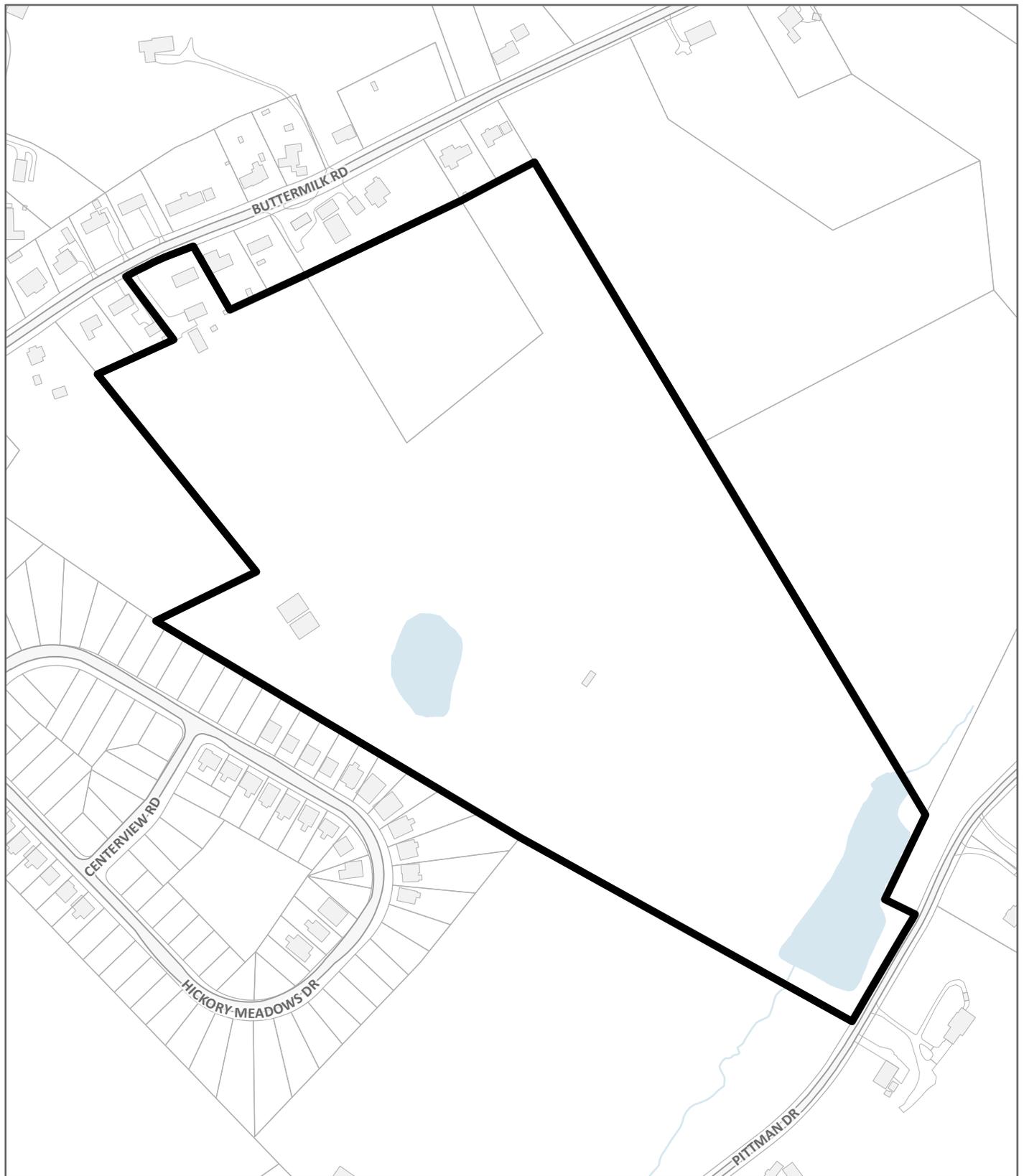
**Original Print Date:** 1/27/2026

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

**Map No:** 129  
**Jurisdiction:** County



# Exhibit A. Contextual Images

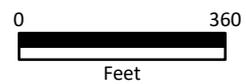


## LOCATION MAP

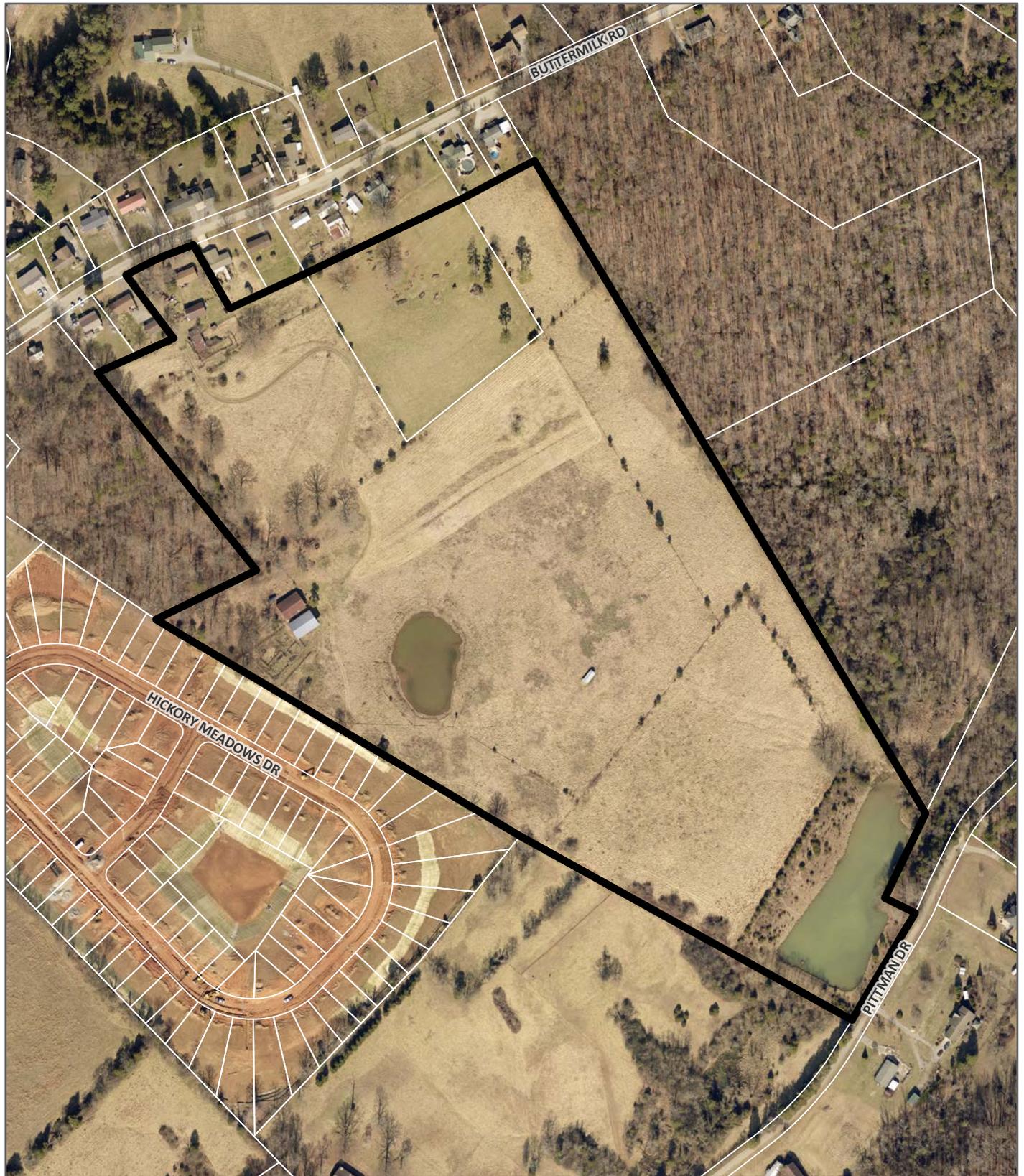
3-SC-26-C / 3-G-26-DP



Case boundary



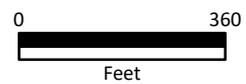
# Exhibit A. Contextual Images



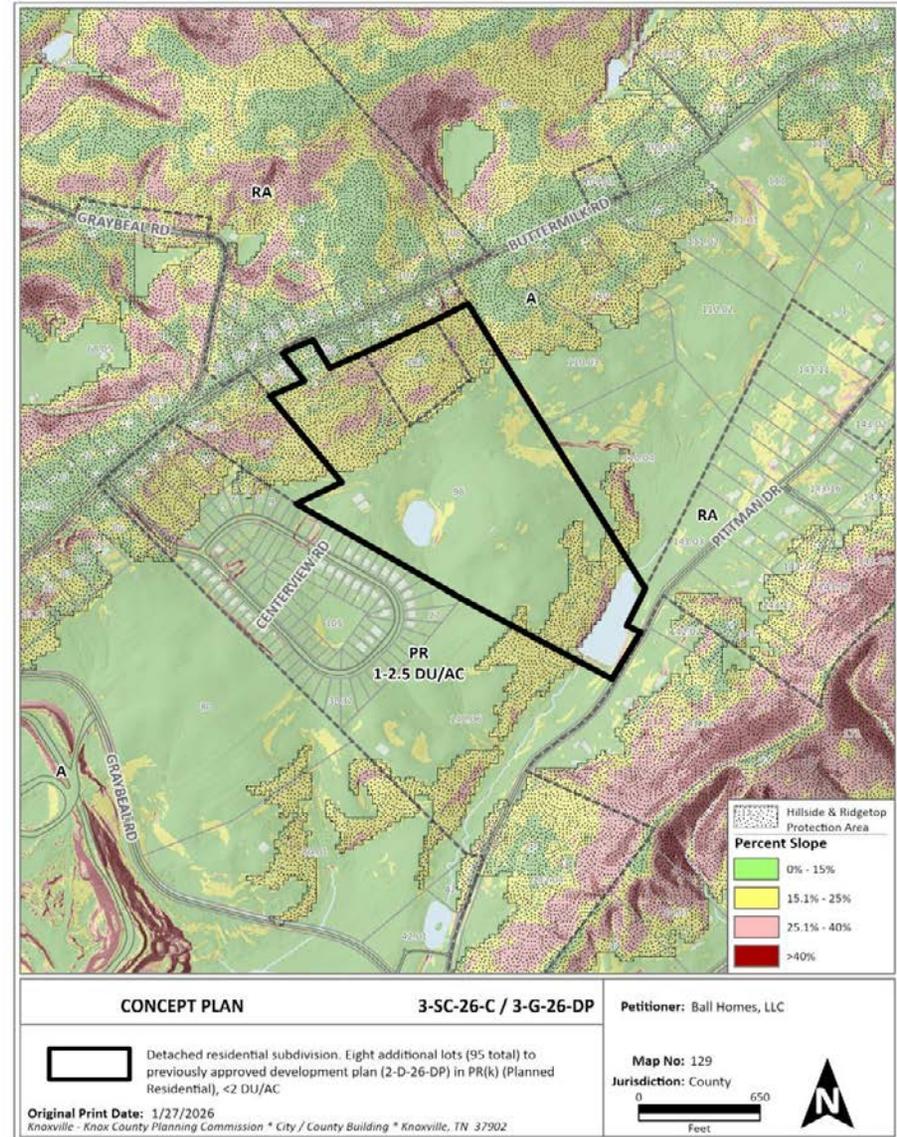
## AERIAL MAP



Case boundary



CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
<b>Total Area of Site</b>	<b>48.04</b>		
Non-Hillside	30.97	N/A	
0-15% Slope	2.41	100%	2.41
15-25% Slope	12.53	50%	6.26
25-40% Slope	2.07	20%	0.41
Greater than 40% Slope	0.06	10%	0.01
Ridgetops			
<b>Hillside Protection (HP) Area</b>	17.06	Recommended disturbance budget within HP Area (acres)	<b>9.09</b>
		Percent of HP Area	<b>53.3%</b>







**HILLSIDE PROTECTION**  
 HILLSIDE PROTECTION AREA = 16.97 AC  
 DISTURBED HILLSIDE PROTECTION AREA = 6.41 AC  
 PERCENT DISTURBED HILLSIDE PROTECTION AREA = 37.77%



**BALL HOMES, LLC**  
 3609 WALDEN DRIVE  
 LEXINGTON, KY 40517  
 MR. BRIAN STEPHENS  
 BSTEPHENS@BALLHOMES.COM  
 609.488.1191

NO.	DATE	REVISIONS

**BUTTERMILK ROAD SUBDIVISION**  
 12434 BUTTERMILK RD KNOXVILLE, TN 37932  
 MPC FILE NUMBER: 3-SC-26-C/3-A-26-DP  
**GRADING PLAN**

PRELIMINARY NOT FOR CONSTRUCTION

JOB NO: 592-021  
 DATE: 01/15/2026

**C2.01**  
 CONCEPT PLAN  
 01/15/26

- LEGEND:**
- PROPERTY/ROW LINE
  - PROPOSED ROAD CENTER LINE
  - 980 PROPOSED CONTOUR
  - 980 EXISTING CONTOUR
  - HILLSIDE PROTECTION











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## **7 CONCLUSIONS & RECOMMENDATIONS**

The primary conclusion of this study is that traffic generated from the proposed residential development will not have major negative impacts on the study intersections. All study intersections and proposed site accesses were found to operate at a LOS “A” and have little to no impact on current delay.

The following list is a summary of the improvements that are recommended to be implemented with the construction of this project:

1. Install STOP sign at unsignalized Site Access at Buttermilk Road.
2. Maintain tree foliage and vegetation within the right-of-way looking both directions in order to provide the required minimum intersection sight distance.

# 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

BRIAN R. STEPHENS

Printed Name

12/18/25

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:

Increase the maximum allowable road slope from 12% to 15% on Road "A" due to topographic constraints.

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:

Reduce the allowable pavement width from 26' to 20' on Road "B" from STA 0+00.00 to STA 1+63.29. to provide ingress and egress from the neighboring Hickory Meadows subdivision.

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:

Reduce the allowable ROW from 50' to 40' along the span of reduced pavement width (STA 0+00.00 to STA 1+63.29) on Road "B" to provide ingress and egress from the neighboring Hickory Meadows subdivision.

Approval required by: Planning Commission  Engineering

Engineering supports the alternative design standard requested

(to be completed during review process): YES  NO

Engineering Comments:

#### 4. ALTERNATIVE DESIGN STANDARD REQUESTED:

Increase the allowable intersection grade from 1% to 2% at the beginning of proposed Road "A" as it intersects Buttermilk Road.

Approval required by: Planning Commission  Engineering

Engineering supports the alternative design standard requested

(to be completed during review process): YES  NO

Engineering Comments:

#### 5. 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:

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

BRIAN D. STEPHENS

Printed Name

1/27/26

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:**

Reduce the K value from 25 to 20 at Road A and Buttermilk Rd.

**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:

The proposed reduction in the K Value requirement for Road "A" is based on the existing topography and the roadway geometry on the site. The requested reduction will allow proposed Road "A" to connect to Buttermilk Road while maintaining a maximum slope of 15%, and will therefore create better connectivity for residents and emergency vehicles.

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.

The existing roadway geometry, topography and shape of the properties are unique and have not been created by any person having interest in the property.

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.

To our knowledge, the variance will not be a detriment to public safety, health, or welfare, or be injurious to other properties and improvements in the neighborhood.

***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:

*Steve Elliott*

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:

Reduce the K value from 25 to 15 at Road B and Hickory Meadows Dr.

### 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:

The proposed reduction in the K Value requirement for Road "B" is based on the existing topography and the roadway geometry on the site. The requested reduction will allow proposed Road "B" to connect to the Hickory Meadows subdivision while maintaining a maximum slope of 12%, and will therefore create better connectivity for residents and emergency vehicles.

- 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.

The existing roadway geometry, topography and shape of the properties are unique and have not been created by any person having interest in the property.

- 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.

To our knowledge, the variance will not be a detriment to public safety, health, or welfare, or be injurious to other properties and improvements in the neighborhood.

### *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:

*Steve Elliott*







# 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

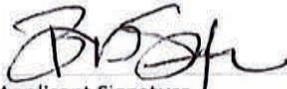
03/06/2026

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

Brian Stephens  
Applicant Name

1/14/26  
Date