USE ON REVIEW REPORT

FILE #: 11-A-26-UR **AGENDA ITEM #: 49**

AGENDA DATE: 11/12/2026

APPLICANT:	**JENKINS BUILDERS**
OWNER(S):	Jenkins Builders Inc
TAX ID NUMBER:	67 191 **View map on KGIS**
JURISDICTION:	County Commission District 6
STREET ADDRESS:	7388 GLENWOOD LANDING WAY
LOCATION:	**South side of Old Clinton Pike, west side of Paddock Ln**
APPX. SIZE OF TRACT:	**10 acres**
GROWTH POLICY PLAN:	Planned Growth Area
ACCESSIBILITY:	Access is via Old Clinton Pike, a minor collector with 18 ft of pavement width within a 50-ft right-of-way.
UTILITIES:	Water Source: Hallsdale-Powell Utility District
	Sewer Source: Hallsdale-Powell Utility District
FIRE DISTRICT:	Rural Metro Fire
WATERSHED:	Beaver Creek
ZONING:	**RB (General Residential)**
PLACE TYPE:	SMR (Suburban Mixed Residential), RC (Rural Conservation), HP (Hillside Ridgetop Protection)
EXISTING LAND USE:	**Rural Residential**
PROPOSED USE:	**Front setback reduction from 35 ft to 25 ft on Old Clinton Pike and Paddock Ln**
HISTORY OF ZONING:	In 2021, a request to rezone from RB (General Residential) to PR (Planned Residential) up to 5 du/ac was withdrawn prior to County Commission (4-B-21-RZ).
SURROUNDING LAND USE AND ZONING:	North: Office - A (Agricultural), CB (Business and Manufacturing), CA (General Business)
	South: Single family residential - PR (Planned Residential) up to 6 du/ac
	East: Single family residential, rural residential - A (Agricultural)
	West: Rural residential, single family residential - A (Agricultural)
NEIGHBORHOOD CONTEXT:	The subject property is surrounded by single family and mulitfamily residential uses and undisturbed forest. Clinton Highway lies 250 feet to the north and is comprised of commercial and office uses. Powell Levi Park is 0.46 miles to the west. Powell Middle and Powell High Schools are both nearby to the north.

STAFF RECOMMENDATION:

Deny the requested front setback reduction from 35 feet to 25 feet because the reduction would be inconsistent with the established development pattern along Old Clinton Pike and would not be compatible with the character of the surrounding area.

BACKGROUND:
1. The need for a reduction in the front setback was discovered during the permitting process. The subdivision roads were constructed with a 25-foot setback rather than the required 35-foot setback. The applicant is seeking a setback reduction to avoid redesigning the subdivision.
2. A request to reduce the setback was initially brought to the Board of Zoning Appeals. During the discussion, Board members discussed the lack of hardship. Article 5.12.05.A of the Knox County Zoning Ordinance has a provision specific to the front setback that allows the planning commission to approve a reduction of the front yard if it finds such reduction consistent with section 6.50, "Procedures for authorizing uses permitted on review," and the administrative standards for approval.

DEVELOPMENT STANDARDS FOR USES PERMITTED ON REVIEW (ARTICLE 4.10 – SECTION 2).
The Planning Commission, in the exercise of its administrative judgment, shall be guided by adopted plans and policies, including the general plan and the following general standards:

1) THE USE IS CONSISTENT WITH ADOPTED PLANS AND POLICIES, INCLUDING THE COMPREHENSIVE PLAN OF KNOX COUNTY.
A. The property is designated SMR (Suburban Mixed Residential), which supports single-family residential development.
B. Although the Comprehensive Plan discusses typical residential setbacks of 20 to 30 feet, it also emphasizes compatible development patterns, quality site design, and context-sensitive development. The proposed setback reduction would result in homes being located substantially closer to Clinton Pike than anticipated by the zoning district and is inconsistent with the character of surrounding development.
C. As mentioned previously, the requested reduction is necessitated by the design decisions that created the subdivision layout and street design. The request represents a deviation from the development standards established for the district and does not advance Comprehensive Plan policies, which encourage compatible and efficiently designed neighborhoods.

2) THE USE IS IN HARMONY WITH THE GENERAL PURPOSE AND INTENT OF THE ZONING ORDINANCE.
A. The RB zone is intended to provide for medium-density residential development. Principal land uses may range from detached houses to multi-dwelling developments. Single-family uses are consistent with the RB zone intent.
B. However, the proposed reduction in the front building setback is not in harmony with the intent of the zoning ordinance, which establishes a minimum front setback of 35 feet. The reduction is not needed to accommodate the number of lots desired for the development and is not the result of a hardship necessitating the reduction. While staff recognizes it was an error that led to the request, design decisions made during the planning and construction of the subdivision do not, by themselves, justify a deviation from the requirements of the zoning ordinance.
C. The zoning ordinance establishes front setback requirements to provide adequate separation between residential structures and public streets and to promote a consistent development pattern. The requested reduction would diminish that separation and would result in a development pattern that differs from what is anticipated by the district standards.

3) THE USE IS COMPATIBLE WITH THE CHARACTER OF THE NEIGHBORHOOD WHERE IT IS PROPOSED, AND WITH THE SIZE AND LOCATIONS OF BUILDINGS IN THE VICINITY.
A. The request is not compatible with the character of the area because it would allow homes to be located significantly closer to the roadway than is typically anticipated within the zoning district. The reduced setback would alter the relationship between buildings and the street, resulting in a development pattern that is inconsistent with the abutting residential properties on Old Clinton Pike, which have front setbacks of approximately 35 ft, 86 ft, and 131 ft.

4) THE USE WILL NOT SIGNIFICANTLY INJURE THE VALUE OF ADJACENT PROPERTY BY NOISE, LIGHTS, FUMES, ODORS, VIBRATION, TRAFFIC CONGESTION OR OTHER IMPACTS WHICH MAY DETRACT FROM THE IMMEDIATE ENVIRONMENT.
A. The proposed reduction does not maintain the established character of the area because the existing development pattern along Old Clinton Pike includes greater front setbacks. Locating homes closer to the roadway would create a development pattern that is noticeably different from adjacent development.
B. While the setback reduction is not expected to increase traffic, noise, or other operational impacts, the

closer placement of homes to the roadway may negatively affect the visual character of the streetscape.

5) THE USE IS NOT OF A NATURE OR SO LOCATED AS TO DRAW SUBSTANTIAL ADDITIONAL TRAFFIC THROUGH RESIDENTIAL STREETS.
A. The development is accessed off Old Clinton Pike, a minor collector, so this request affects is not expected to generate additional traffic through residential streets.
6) THE NATURE OF DEVELOPMENT IN THE SURROUNDING AREA IS NOT SUCH AS TO POSE A POTENTIAL HAZARD TO THE PROPOSED USE OR TO CREATE AN UNDESIRABLE ENVIRONMENT FOR THE PROPOSED USE.
A. Staff finds that reducing the front setback would place homes closer to Old Clinton Pike than contemplated by the zoning district standards, resulting in a less desirable residential environment than would occur with compliance with the required 35-foot setback.

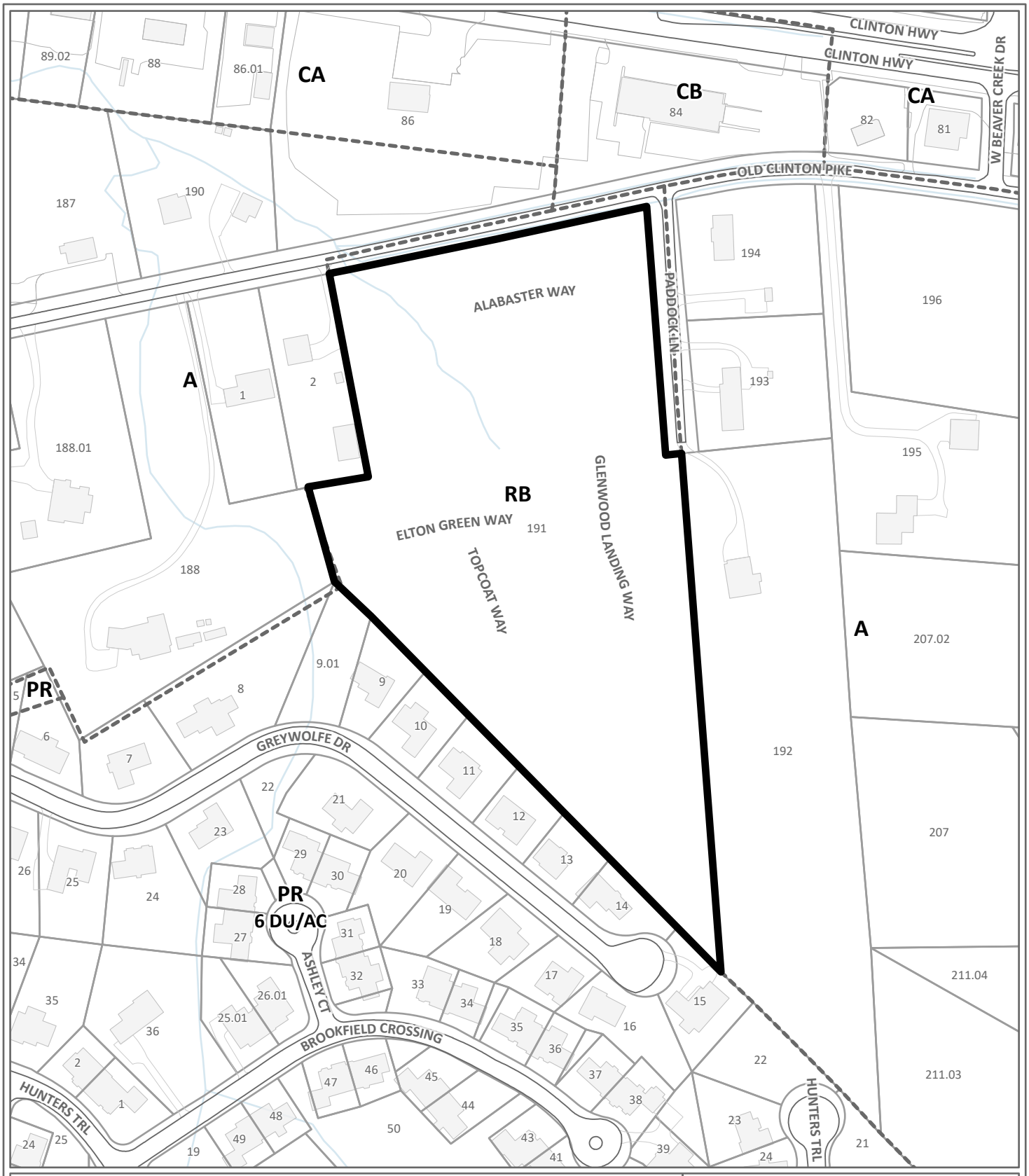
ESTIMATED TRAFFIC IMPACT: 539 (average daily vehicle trips)

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: Not applicable.

Schools affected by this proposal: Powell Elementary, Powell Middle, and Karns High.

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.



USE ON REVIEW **11-A-26-UR**

Petitioner: Jenkins Builders

Reduce front setback from 35 ft to 25 ft on Old Clinton Pike and Paddock Ln in RB (General Residential)

Map No: 67
Jurisdiction: County

0 210
Feet

N

Original Print Date: 10/1/2026
*Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902*

Exhibit A. Contextual Images



AERIAL MAP

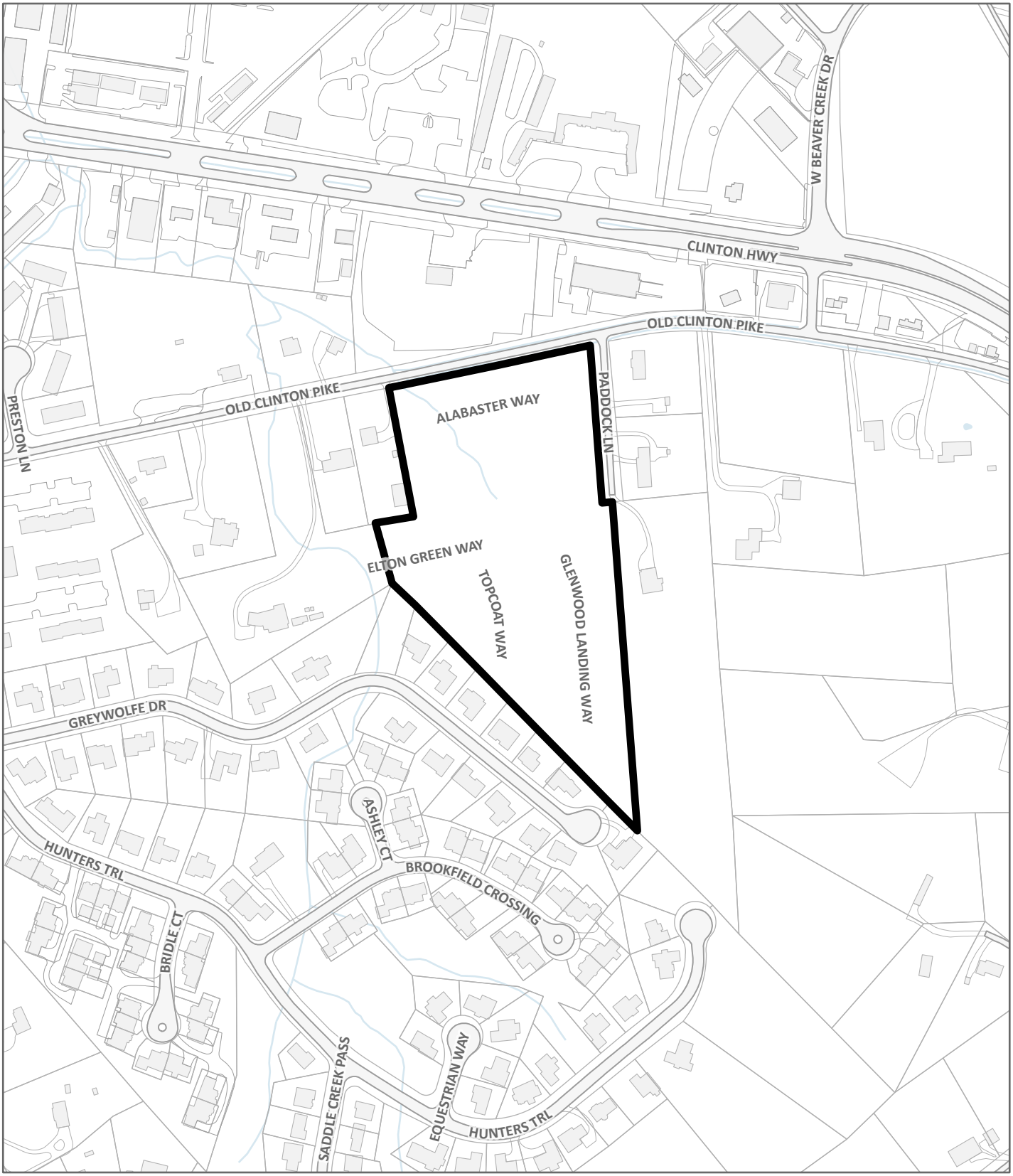
Case boundary

0 180

Feet

N

Exhibit A. Contextual Images



LOCATION MAP **11-A-26-UR**

Case boundary

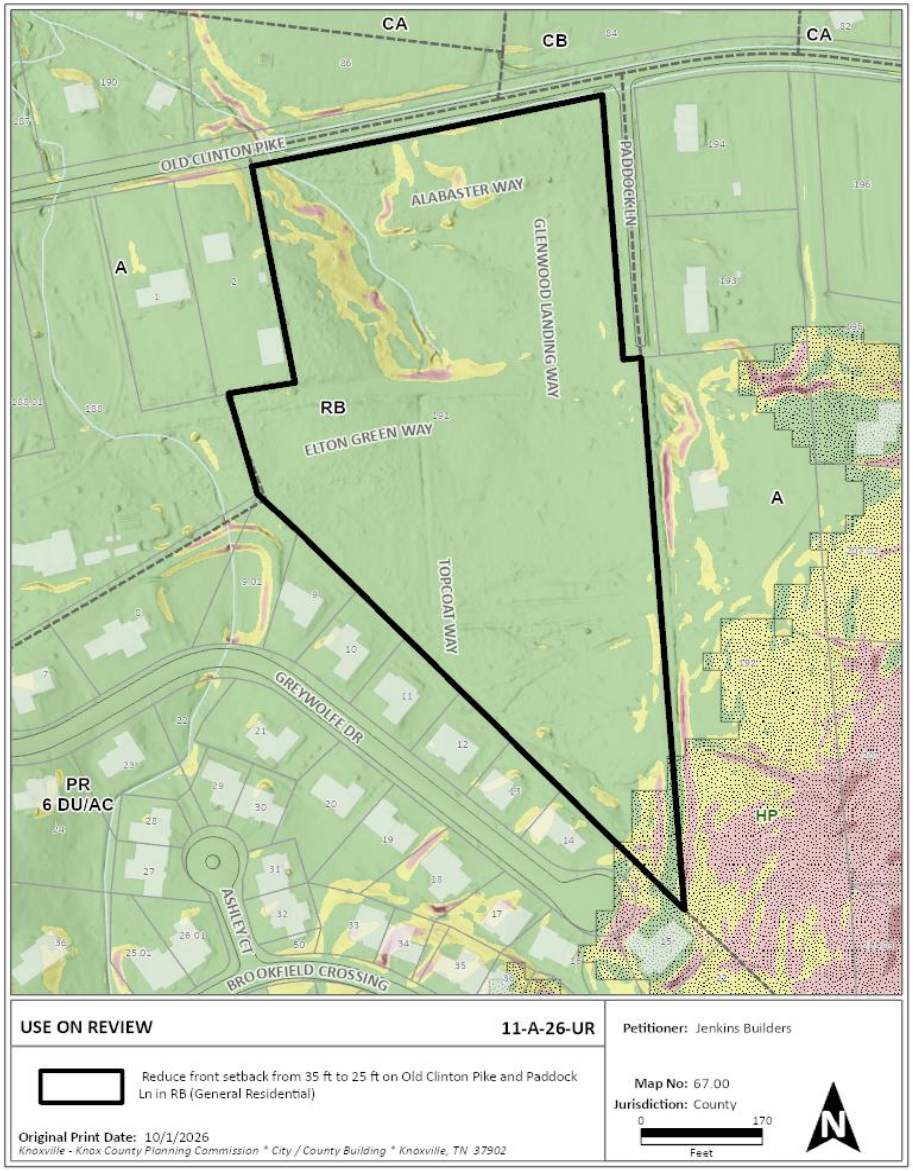
0 360

Feet

N

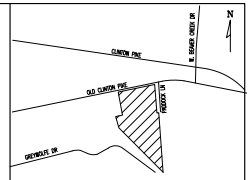
Staff - Slope Analysis
Case: 11-A-26-UR

CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	**9.999**		
Non-Hillside	9.778	N/A	
0-15% Slope	0.098	100%	0.10
15-25% Slope	0.084	50%	0.04
25-40% Slope	0.038	20%	0.01
Greater than 40% Slope	0.001	10%	0.00
Ridgetops			
Hillside Protection (HP) Area	0.221	Recommended disturbance budget within HP Area (acres)	**0.15**
		Percent of HP Area	**66.7%**



Slope Analysis





LOCATION MAP

* USE ON REVIEW REQUEST
REDUCE FRONT BUILDING SETBACK
FROM 35' TO 25' ALONG OLD CLINTON
PIKE & PADDOCK LANE.

DAVID B. HARBIN — REGISTERED LANDSCAPE ARCHITECT — AGRICULTURE — No. 101855 — STATE OF TENNESSEE

OWNER/DEVELOPER
JENKINS BUILDERS INC.
5328 TURTLE POINT LANE
KNOXVILLE, TN 37919

11-A-26-UR

BATSON, HIMES, NORVELL & POE
REGISTERED ENGINEERS & LAND SURVEYORS
4334 PAPERMILL DRIVE
KNOXVILLE, TENNESSEE 37909
PHONE: (865) 588-6472
FAX: (865) 588-6473
email@bhn-p.com

DESIGNED DBH
DRAWN SEW
CHECKED DBH

NO.	DATE	REVISION	APPR.

NO.	DATE	REVISION	APPR.

SCALE
HORIZONTAL: 1"= 50'
VERTICAL: 2' INTERVAL

DATE
10/19/26

0' 50' 100' 150' 200'
1"=50'

USE ON REVIEW PLAN FOR
GLENWOOD LANDING CONDOMINIUMS
TAX MAP67 PARCEL 191
6TH CIVIL DISTRICT, KNOX COUNTY, TENNESSEE

25555-UOR
SHEET 1 OF 1 SHEET(S)
Q:\25555\FINAL\25555-UORJWG

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.*

10/31/26 — Date to be Posted

11/13/26 — 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

David B Harbin — Applicant Signature

DAVID HARBIN — Applicant Name

11-5-26 — Date