



SUBDIVISION REPORT - CONCEPT/DEVELOPMENT PLAN

► **FILE #:** 8-SA-26-C

AGENDA ITEM #: 25

8-A-26-DP

AGENDA DATE: 8/13/2026

► **SUBDIVISION:** EBENEZER ROAD TOWNHOMES

► **APPLICANT/DEVELOPER:** HOMESTEAD LAND HOLDINGS, LLC

OWNER(S): Mary Rice and Crystal Moser

TAX IDENTIFICATION: 144 095 (PARTIAL), 096, 097

[View map on KGIS](#)

JURISDICTION: County Commission District 4

STREET ADDRESS: 1439 EBENEZER RD (1445, 1447 EBENEZER RD)

► **LOCATION:** West side of Ebenezer Road, across from the western terminus of Gatwick Dr

GROWTH POLICY PLAN: Planned Growth Area

FIRE DISTRICT: Rural Metro Fire

WATERSHED: Tennessee River

► **APPROXIMATE ACREAGE:** 5.97 acres

► **ZONING:** PR(k) (Planned Residential with conditions) up to 10 du/ac

PLACE TYPE: SR (Suburban Residential)

► **EXISTING LAND USE:** Office, Single Family Residential, Rural Residential

► **PROPOSED USE:** Attached houses

SURROUNDING LAND USE AND ZONING:
North: Multifamily - PR (Planned Residential) up to 1-5 du/ac
South: Rural residential - A (Agricultural)
East: Multifamily, commercial, agriculture/forestry/vacant land, single family residential, office - CN (Neighborhood Commercial), RA (Low Density Residential), A (Agricultural)
West: Single family residential - PR (Planned Residential) up to 3 du/ac

► **NUMBER OF LOTS:** 47

SURVEYOR/ENGINEER: Dedrick Jones PE Sterling Engineering Inc

ACCESSIBILITY: Access is via Ebenezer Road, a minor arterial with 65 ft of pavement width within a right-of-way that varies from 83-108 ft in width.

► **SUBDIVISION VARIANCES REQUIRED:**
VARIANCES
1. Terminate Road B a public road serving more than 2 lots on the same side of the street, without a cul-de-sac turnaround.
2. Reduce the tangent length of a reverse curve on Road A from 50 ft to 30 ft.
3. Decrease the intersection separation from 400 ft to 355 ft between Road A and Bexhill Drive.

ALTERNATIVE DESIGN STANDARDS REQUIRING PLANNING COMMISSION APPROVAL
1. None

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

1. Reduce the pavement width from 26 ft to 24 ft.

STAFF RECOMMENDATION:

- **Approve the variance to not provide a cul-de-sac turnaround at the end of Road B.**
- A. A stub-out is required for the future street connection to the adjacent property to the south.
 - B. The stub-out connection is a logical extension of the street system into the surrounding property, is required by staff, and is not created by any person who has an interest in the property.
 - C. The distance between Road A and Road B and the end of the stub-out is less than 150 ft, which is the distance required for a fire truck turnaround per the International Fire Code. Knox County Engineering and Public Works recommends approval of this variance based on the justifications provided by the applicant.

Approve the variance to reduce the tangent length of a reverse curve on Road A from 50 ft to 30 ft.

- A. The property is aligning with Gatwick Drive, the existing road across Ebenezer Road, for safety.
- B. The limited street frontage and the surrounding public roads are unique to the property.
- C. The variance would improve the entrance for the development by aligning with Gatwick Drive and providing right and left turn lanes. Knox County Engineering and Public Works 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 355 ft between Road A and Bexhill Drive.

- A. The property has limited street frontage and cannot obtain 400 ft of intersection separation in any location.
- B. The decreased intersection separation is unique as it is an existing condition between Bexhill Drive and Gatwick Drive.
- C. The applicant has moved the entrance road to align with Gatwick Drive and has provided the maximum distance possible from Bexhill Drive. Knox County Engineering and Public Works recommends approval of this variance based on the justifications provided by the applicant.

Approve the Concept Plan subject to 11 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.
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. Providing a 50-ft wide right-of-way stub-out from Road B to the property to the south. The stub-out shall be provided on the final plat and identified for future connection.
8. Providing a 0.25-acre park with green giants planted 6 ft off center around the perimeter per the zoning condition 5-Q-25-RZ.
9. Providing a Type B landscape screen along the western and southern boundaries (Exhibit B). Existing trees that remain can count toward this requirement.
10. Providing a 6-ft privacy fence at both ends of the street on Road B until a future street connection is made.
11. Providing a sidewalk along Road A, per the requirements of the Knox County Sidewalk Ordinance (Chapter 54, Article IV of the Knox County Code). The details regarding the sidewalk location will be determined during permitting.

- **Approve the Development Plan for up to 47 attached houses and a peripheral setback reduction, as shown on the development plan, subject to 3 conditions.**

1. Meeting all applicable requirements of the Knox County Zoning Ordinance.
2. Meeting all applicable requirements of the Knox County Department of Engineering and Public Works.
3. The height of the attached houses shall be 35 ft.

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:

The property is zoned PR (Planned Residential) with a density of up to 10 du/ac, subject to 2 conditions: 1) provide a pocket park/green space with a 0.25-acre minimum; 2) green giants shall be planted 6-ft off center as a landscape screen on each side of the park.

This 47-lot attached development is on approximately 5.974 acres, which will yield a density of 7.87 du/ac. The 0.28-acre park at the end of the Road B cul-de-sac has green giants with 6-ft centers around the perimeter. Sidewalks are required along the entrance road and a stub-out is provided to the property to the south for future development.

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 zoned PR (Planned Residential) with a density of up to 10 du/ac, subject to 2 conditions. The density and conditions have been met as stated above.
- B. The PR zone allows attached homes 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 height of attached houses shall be determined by the Planning Commission. The elevations provided show the units are 2 stories, which is consistent with the maximum height allowed in the adjacent zone districts.
- D. The Planning Commission has the authority to reduce the peripheral setback from 35 ft to 15 ft adjacent to residential and agricultural zones. The applicant has requested a reduced peripheral to 25 ft and 15 ft. Along the western and southern boundaries, a 12-ft Type B landscape screen has been provided adjacent to single family developments mitigating the reduced setback request.

2) KNOX COUNTY COMPREHENSIVE PLAN – FUTURE LAND USE MAP

- A. The property's place type is SR (Suburban Residential) on the Future Land Use Map. The housing mix consists of attached residential uses such as duplexes, multiplexes, and townhomes that have the scale of a single family home. The 2-story townhomes are on a similar scale to the 2-story single family homes in the area.

3) KNOX COMPREHENSIVE PLAN - IMPLEMENTATION POLICIES

- A. A Type B landscape buffer 12 ft in width is conditioned along the western and southern lot lines adjacent to single family residential homes. Privacy fencing is required at the ends of Road B until future street connections are made. The screening is consistent with Policy 2, to ensure that development is sensitive to the existing community character.
- B. The development has provided a stub-out to the south, which is consistent with Policy 11, promote connectivity with new development.
- C. The 0.28-acre park is consistent with Policy 5, create neighborhoods with a variety of housing types and amenities in close proximity.

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: 310 (average daily vehicle trips)

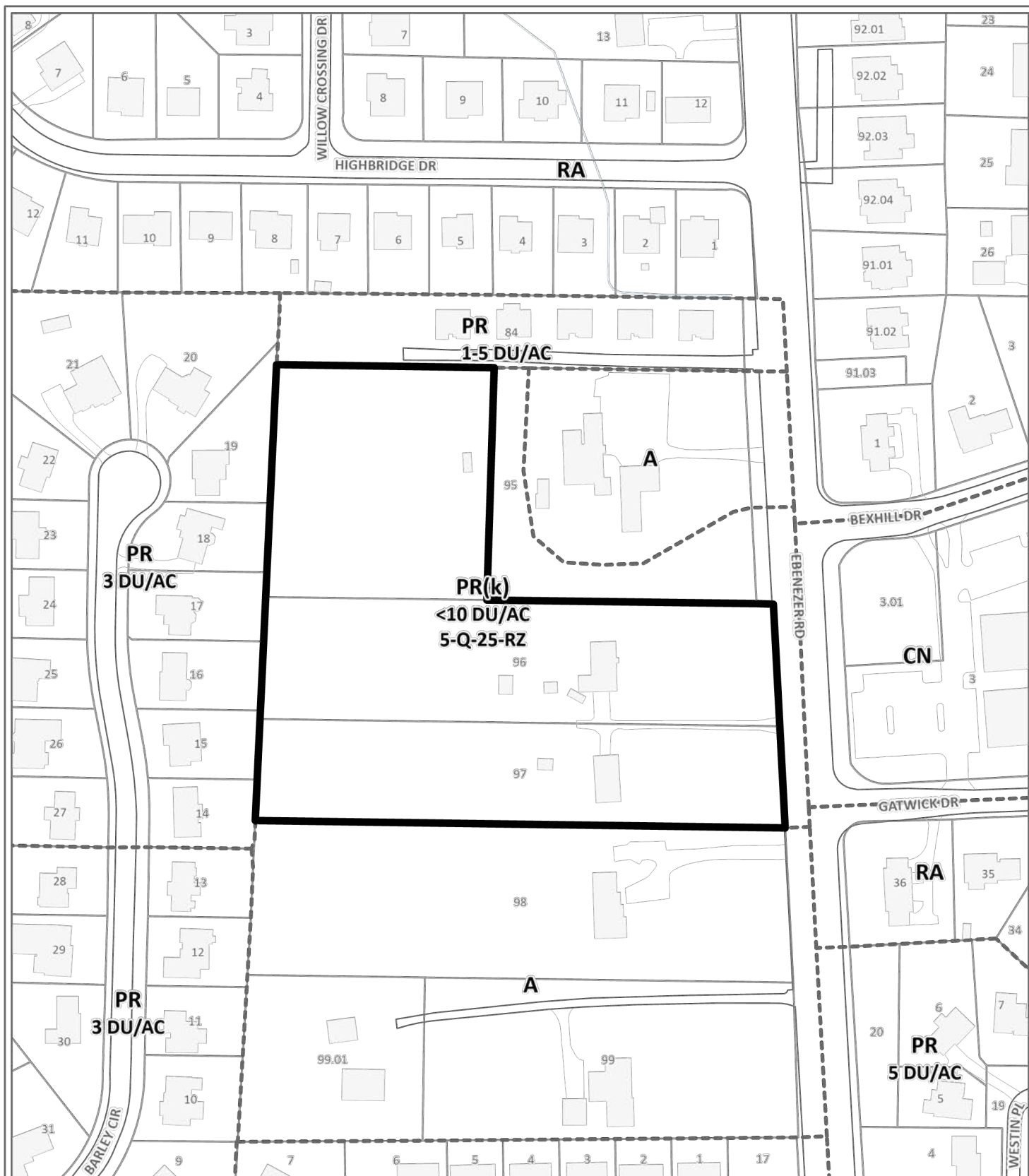
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: 3 (public school children, grades K-12)

Schools affected by this proposal: Blue Grass Elementary, West Valley Middle, and Bearden 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.



CONCEPT PLAN / DEVELOPMENT PLAN

8-SA-26-C / 8-A-26-DP

Petitioner: Homestead Land Holdings, LLC



48-lot townhouse subdivision in PR(k) (Planned Residential with conditions) up to 10 du/ac

Original Print Date: 7/24/2026

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

Map No: 144

Jurisdiction: County

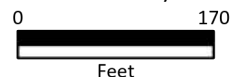


Exhibit A. Contextual Images



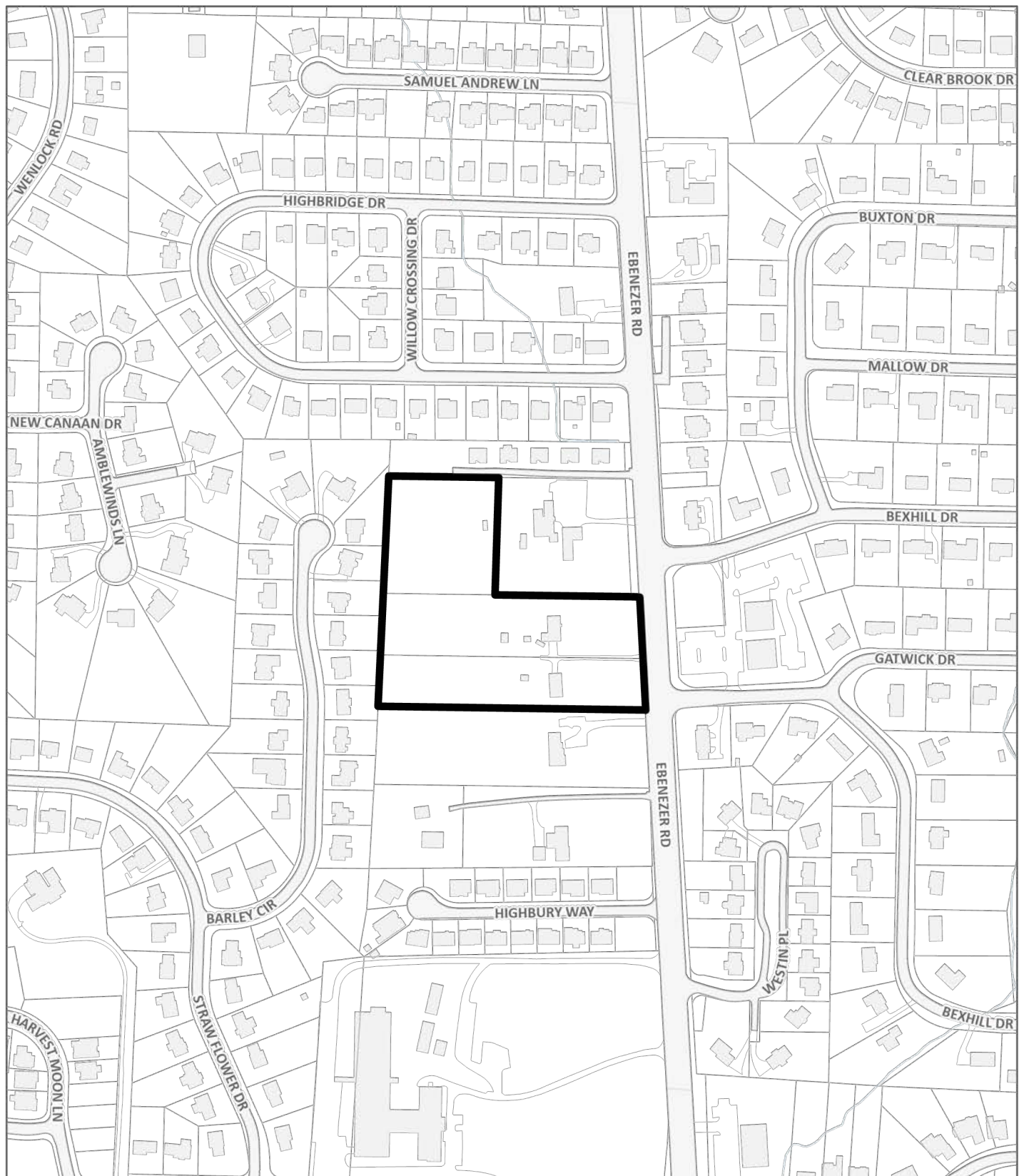
AERIAL MAP



Case boundary



Exhibit A. Contextual Images



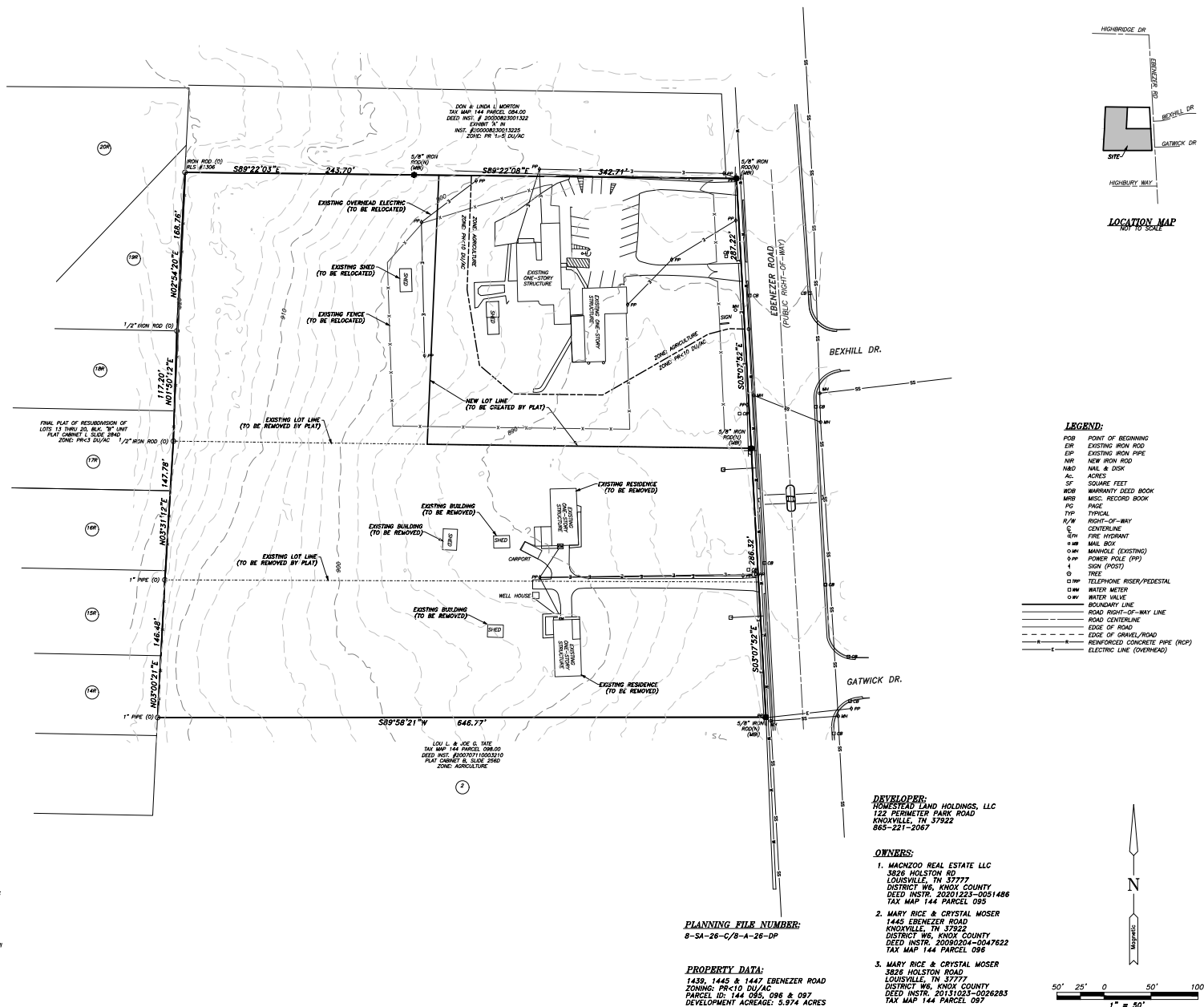
LOCATION MAP

8-SA-26-C / 8-A-26-DP



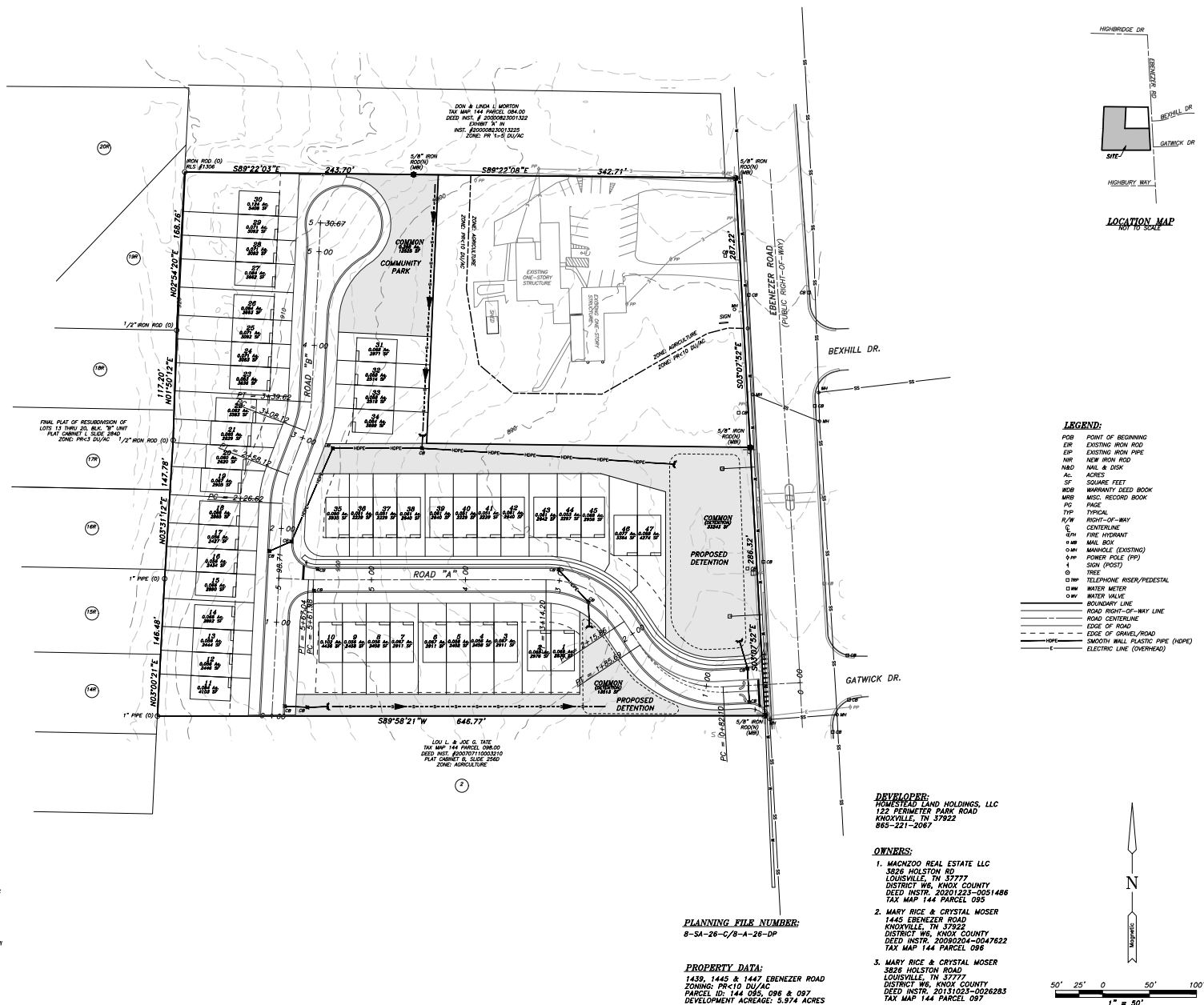
Case boundary





DATE	BY	REVISIONS
7/17/26	SDJ	Revised per Knox County Review
7/17/26	SDJ	Revised per Knox County Review
7/17/26	SDJ	Revised per Knox County Review





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CONSULTING
LAND SURVEYING
LAND PLANNING

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PHONE: 865-984-3905
FAX: 865-981-2615
www.sterling-cs.com

PRELIMINARY DRAINAGE PLAN
EBENEZER ROAD
TOWNHOMES
HOMESTEAD LAND HOLDINGS, LLC
KNOX COUNTY, TN

DATE: 7/16/24
BY: SDJ
REVISION: 1
REVISION: 2
REVISION: 3
REVISION: 4
REVISION: 5
REVISION: 6
REVISION: 7
REVISION: 8
REVISION: 9
REVISION: 10

DATE: 7/16/24
BY: SDJ
REVISION: 1
REVISION: 2
REVISION: 3
REVISION: 4
REVISION: 5
REVISION: 6
REVISION: 7
REVISION: 8
REVISION: 9
REVISION: 10



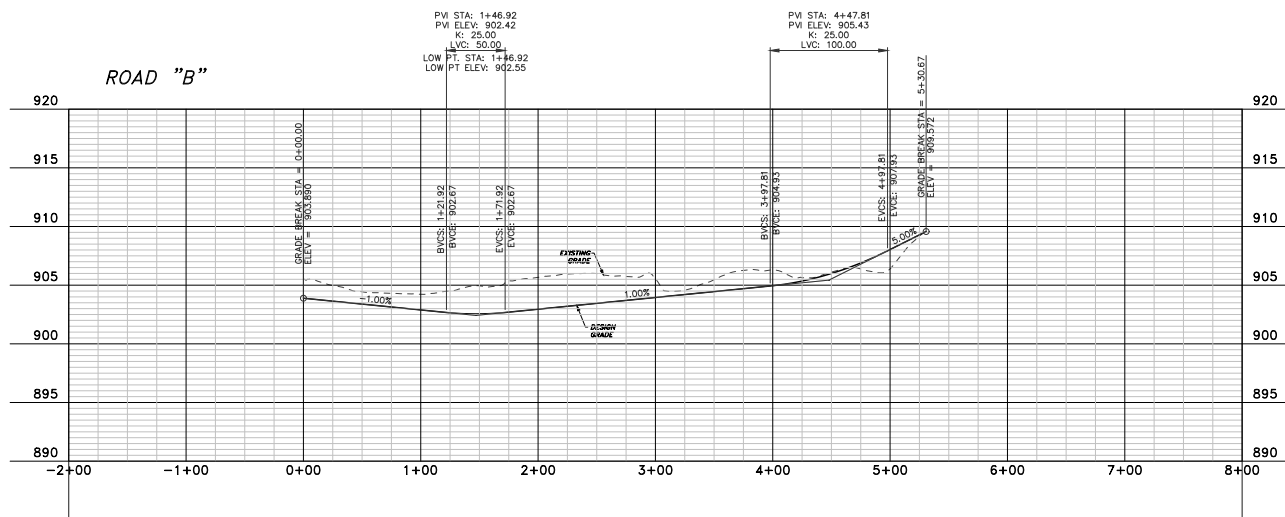
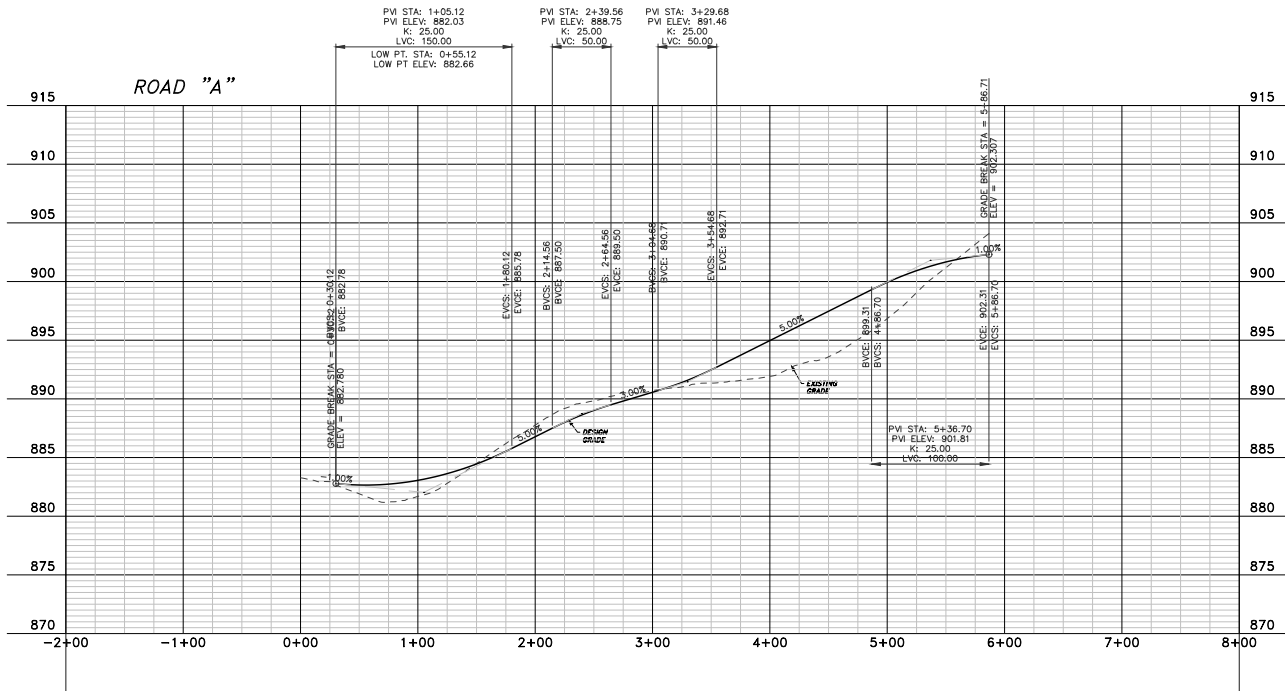
SHEET
CP.3.1

DESIGNED: SDJ
DRAWN: SDJ

CHECKED: SDJ

DATE: 6/17/26
SCALE: 1" = 50'

DRAWING: 8205A-CP.3
PROJECT NO: SEI#8205A



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8-SA-26-C/8-A-26-DP
KNOX COUNTY, TN

**EBENEZER ROAD
TOWNHOMES**
HOMESTEAD LAND HOLDINGS, LLC

DATE	BY	REVISIONS
7/17/26	SDJ	Revised per Knox County Review
7/27/26	SDJ	Revised per Knox County Review



SHEET
CP.3.2
DESIGNED: SDJ
DRAWN: SDJ
CHECKED:
DATE: 6/17/26
SCALE: 1" = 50'
DRAWING: 8205A-CP.3
PROJECT NO: SEI#8205A



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

Printed Name

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 tangent length on Road A to 30 feet from 50 feet at Station 2+00.

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:

This variance is needed to conform to horizontal road design curvature standards while aligning the intersection of Road A with Gatwick Drive/Ebenezer Road intersection.

- 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 property is narrow at the street frontage and the variance in the tangent length provides conformance with all other road design standards, including horizontal curve criteria, alignment of intersections and inclusion of left and right turn lanes out of the subdivision.

- 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.

The variance would improve the design of the roadway while accommodating all of the previously mentioned improvements.

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:

Reduce intersection spacing on an arterial road from 400 feet to 355 feet.

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:

Based on the existing entrances along Ebenezer Road, 400 feet is not attainable. The 355 feet spacing allow for alignment of the proposed entrance with Gatwick Drive on the opposite side of Ebenezer Road.

- 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.

Current location of existing entrances along Ebenezer Road make the 400 foot spacing unattainable. If it were able to be maintained, the entrance would not align with Gatwick Drive and it would create an unsafe intersection.

- 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.

The proposed spacing of 355 feet creates a much safer intersection for both the residents and the public utilizing Ebenezer Road.

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.

1. VARIANCE REQUESTED:

Variance to not provide a cul-de-sac turnaround on a public road that serves two (2) or more lots on the same side of the street.

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 road stub out was requested by Planning to allow for possible future development on the adjacent tract. The current layout provides for continuity of the road and lot layout as it continues to the adjoining property.

- 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 stub out is being provided as requested to allow a direct connection to the adjoining property as requested by the Planning staff.

- 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.

The distance between the intersection of Road A/Road B and the end of the stub out is 146 feet. Based on the IFC (document attached), a cul-de-sac or turnaround is not required for distances less than 150 feet as the intersection will serve as the turnaround.

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:

7. Local Street

A minor street that provides direct access to abutting land.

- a. Cul-de-sac streets are local streets having only one (1) open end providing no access to another street. The closed end provides a turnaround circle for vehicles. No other street intersects between the two (2) ends, and property fronts on both sides of the street.
- b. Dead-end streets are similar to cul-de-sacs except that they provide no turnaround circle at their closed end and are not permitted as streets in any proposed subdivision. Stub streets planned for future continuation are not considered to be dead-end streets.

8. Alleys

Alleys are rights-of-way, dedicated to public use typically for one way traffic flow, which afford a secondary means of vehicular access to the back or side of properties otherwise abutting a street and which may be used for public utility purposes. Alleys generally have two (2) open ends and each end connects with a different street.

C. Street Connectivity

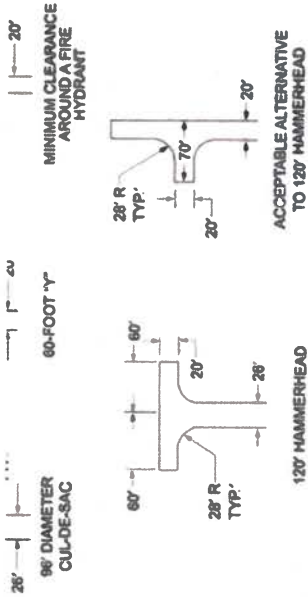
An interconnected street system is an important component of sound neighborhood development.

1. Purpose

An interconnected street system is necessary to:

- a. ensure that streets will function in an interdependent manner;
- b. provide adequate access for emergency and service vehicles;
- c. connect neighborhoods;
- d. promote walking and biking;
- e. reduce miles of travel that result in lower air emissions and wear on the roadway;

Appendix D Fire Apparatus Access Roads



For SI: 1 foot = 304.8 mm

D103.2: Grade.

Fire apparatus access roads shall not exceed 10 percent in grade.

Exception: Grades steeper than 10 percent as approved by the fire code official.

D103.3: Turning radius.

The minimum turning radius shall be determined by the fire code official.

D103.4: Dead ends.

Dead-end fire apparatus access roads in excess of 150 feet (45 720 mm) shall be provided with width and turnaround provisions in accordance with Table D103.4.

TABLE D103.4 REQUIREMENTS FOR DEAD-END FIRE APPARATUS ACCESS ROADS

LENGTH (feet)	WIDTH (feet)	TURNAROUNDS REQUIRED
0-150	20	None required
151-500	20	120-foot Hammerhead, 60-foot "Y" or 96-foot-diameter cul-de-sac in accordance with Figure D103.1
501-750	26	120-foot Hammerhead, 60-foot "Y" or 96-foot-diameter cul-de-sac in accordance with Figure D103.1
Over 750		Special approval required

For SI: 1 foot = 304.8 mm.

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.

June 26, 2026 8/1/26

July 10, 2026 8/14/26

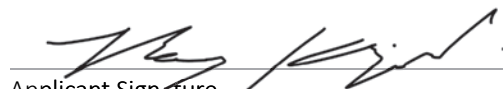
Date to be Posted

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

 Thomas Krajewski

5/26/26

Applicant Signature

Applicant Name

Date