



# PLAN AMENDMENT/ REZONING REPORT

▶ **FILE #:** 9-A-23-RZ  
9-A-23-SP

**AGENDA ITEM #:** 14  
**AGENDA DATE:** 9/14/2023

▶ **APPLICANT:** PATRICK HUNT  
**OWNER(S):** Patrick Hunt

**TAX ID NUMBER:** 110 P D 004

[View map on KGIS](#)

**JURISDICTION:** Commission District 9

**STREET ADDRESS:** 4424 ISLAND HOME PIKE

▶ **LOCATION:** East side of Island Home Pike, west of Mission Rd

▶ **TRACT INFORMATION:** 1.37 acres.

**SECTOR PLAN:** South City

**GROWTH POLICY PLAN:** Urban Growth Area (Outside City Limits)

**ACCESSIBILITY:** Access is via Island Home Pike, a minor collector street with a 20-ft pavement width within a 40-ft right-of-way.

**UTILITIES:** Water Source: Knox-Chapman Utility District

Sewer Source: Knoxville Utilities Board

**WATERSHED:** Toll Creek

▶ **PRESENT PLAN DESIGNATION/ZONING:** AG (Agricultural), HP (Hillside Protection) / A (Agricultural)

▶ **PROPOSED PLAN DESIGNATION/ZONING:** LDR (Low Density Residential), HP (Hillside Protection) / PR (Planned Residential)

▶ **EXISTING LAND USE:** Single Family Residential

▶ **DENSITY PROPOSED:** 5 du/ac

**EXTENSION OF PLAN DESIGNATION/ZONING:** No, this is not an extension.

**HISTORY OF ZONING REQUESTS:** None noted.

**SURROUNDING LAND USE, PLAN DESIGNATION,** North: Agriculture/forestry/vacant, rural residential - AG (Agricultural), HP (Hillside Protection Overlay) - A (Agricultural)

**ZONING** South: Rural residential - AG (Agricultural), HP (Hillside Protection Overlay) - A (Agricultural)

East: Agriculture/forestry/vacant - AG (Agricultural), HP (Hillside Protection Overlay) - A (Agricultural)

West: Agriculture/forestry/vacant - AG (Agricultural), HP (Hillside Protection Overlay) - A (Agricultural)

**NEIGHBORHOOD CONTEXT:** This property is located near the border of the City/County jurisdictional boundary in an area comprised of large-lot single-family residences and

**STAFF RECOMMENDATION:**

- ▶ **Deny the sector plan amendment to the LDR (Low Density Residential) land use classification because it does not meet the land use location criteria.**
  
- ▶ **Deny the PR (Planned Residential) zone because it is inconsistent with surrounding development and the sector plan.**

**COMMENTS:**

SECTOR PLAN AMENDMENT REQUIREMENTS FROM GENERAL PLAN (May meet one of these):

CHANGES OF CONDITIONS WARRANTING AMENDMENT OF THE LAND USE PLAN:

1. The subject property is located in an area that is wooded and hilly, with residential and agricultural development being the prominent land uses. There have been no significant changes to the landscape in terms of development or environmental conditions over the past 20 years.

INTRODUCTION OF SIGNIFICANT NEW ROADS OR UTILITIES THAT WERE NOT ANTICIPATED IN THE PLAN AND MAKE DEVELOPMENT MORE FEASIBLE:

1. The subject property does not have sanitary sewer access and there is no sanitary service shown in the general vicinity.
2. There have been no significant improvements to the road network in this area, and there are no capital improvements planned for this location.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. It is noteworthy that the subject property's land use classification of AG (Agricultural) does not align with its location in the Urban Growth Area of the Growth Policy Plan. The intent of the Urban Growth Boundary designation includes encouraging a reasonably compact pattern of development and offering a wide range of housing options. Furthermore, the AG classification is characterized in the South City Sector Plan as "farmland in the County's Rural Area as designated in the Growth Policy Plan." The sector plan goes on to say that, "agricultural land uses are generally not recommended in the... County's Planned Growth Area," and it is a logical extension that AG is not intended for Urban Growth Areas as well.
2. It is reasonable to infer that the sector plan's AG land use classification for the approximately 220-acre area including the subject property conflicts with the Urban Growth Area because it originated from an expressed land use desire by affected community members. The Growth Policy Plan defers to the sector plan when it comes to future land use decisions, stating that, "rezonings in the Urban Growth Boundaries shall be consistent with the applicable Sector Plan."
3. Although the AG land use classification is inconsistent with the Growth Policy Plan, it is not necessarily tied to an error or omission in the sector plan.

TRENDS IN DEVELOPMENT, POPULATION OR TRAFFIC THAT WARRANT RECONSIDERATION OF THE ORIGINAL PLAN PROPOSAL:

1. The traffic count in this section of Island Home Pike has remained steady over the past twenty years, with identical average daily traffic totals in 2002 and 2022. Similarly, this is not an area where there is a concentration of development activity or significant changes in population that warrant an plan amendment to the LDR (Low Density Residential) land use classification.

OTHER COMMENTS:

1. The sector plan lists two location criteria for the LDR classification, which are not met by the subject property. The first includes sewer utility access and the second criteria is property with slopes of less than 25 percent. As the attached slope analysis shows, approximately one-third of the lot has forested slopes of a 25% grade or greater. The absence of sewer infrastructure and severe slopes on the property further support staff's recommendation to deny the sector plan amendment to LDR.

PURSUANT TO THE KNOX COUNTY ZONING ORDINANCE, ARTICLE 6.30.01, THE FOLLOWING CONDITIONS MUST BE MET FOR ALL REZONINGS (must meet all of these):

THE PROPOSED AMENDMENT SHALL BE NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND DISTRICTS AFFECTED, OR IN THE COUNTY GENERALLY:

1. There have been no significant changes to this area either in terms of private development or public improvements over the past 20 years. The subject property and surrounding lots are rural in character, with residences on large, forested lots and agriculture being the predominant land uses.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSE OF THE APPLICABLE ZONING ORDINANCE:

1. The PR (Planned Residential) zone is intended to provide optional methods of development in response to environmental constraints on a property. Residential development can be clustered in the optimal portions of the property to leave more environmentally sensitive areas undisturbed. The subject property's steep slopes provide environmental challenges that align with this intent. However, the PR zone is generally designed for larger areas than the 1.37 acres featured here. There is a periphery boundary that requires all buildings to be set back not less than 35 ft from the lot, which significantly limits the developable area.

2. The PR zone also prioritizes compatibility with adjacent zones. All surrounding properties are zoned A (Agricultural), and the requested density of 5 du/ac greatly exceeds the general development pattern of this area.

THE PROPOSED AMENDMENT SHALL NOT ADVERSELY AFFECT ANY OTHER PART OF THE COUNTY, NOR SHALL ANY DIRECT OR INDIRECT ADVERSE EFFECTS RESULT FROM SUCH AMENDMENT.

1. The requested PR zone up to 5 du/ac at this location would be incompatible with the surrounding Agricultural zoning and residential density.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE GENERAL PLAN OF KNOXVILLE AND KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS:

1. The proposed PR zoning is in conflict with the South City Sector Plan's AG (Agricultural) land use classification.

2. The proposed rezoning would be an outlier for the area, and is not consistent with the General Plan's development policy 9.3 to ensure that the context of new development, including scale and compatibility, does not impact existing neighborhoods and communities.

3. The proposed rezoning is consistent with the Growth Policy Plan's Urban Growth Boundary.

ESTIMATED TRAFFIC IMPACT: 76 (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: Dogwood 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.

If approved, this item will be forwarded to Knox County Commission for action on 10/23/2023. If denied, Knoxville-Knox County Planning Commission's action is final, unless the action to deny is appealed to Knox County Commission. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 30 days to appeal a Planning Commission decision in the County.