

# REZONING REPORT

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► **FILE #:** 4-N-24-RZ **AGENDA ITEM #:** 10

POSTPONEMENT(S): 4/11/2024 **AGENDA DATE:** 5/9/2024

► **APPLICANT:** MESANA INVESTMENTS LLC

OWNER(S): Ryan Freels

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TAX ID NUMBER: 66 051

[View map on KGIS](#)

JURISDICTION: County Commission District 6

STREET ADDRESS: 7505 BLACKS FERRY RD

► **LOCATION:** West side of Blacks Ferry Rd, northwest of West Emory Rd

► **APPX. SIZE OF TRACT:** 8.1 acres

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via Blacks Ferry Road, a local street with 16-18 ft of pavement width within 50 ft of right-of-way.

UTILITIES: Water Source: West Knox Utility District

Sewer Source: West Knox Utility District

WATERSHED: Beaver Creek

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► **PRESENT ZONING:** A (Agricultural)

► **ZONING REQUESTED:** PR (Planned Residential)

► **EXISTING LAND USE:** Rural Residential

► **DENSITY PROPOSED:** up to 5 du/ac

EXTENSION OF ZONE: No, but PR with up to 4 du/ac abuts this property to the south.

HISTORY OF ZONING: None

SURROUNDING LAND USE AND ZONING: North: Rural residential, single family residential, agriculture/forestry/vacant land - A (Agricultural)

South: Single family residential - PR (Planned Residential) up to 4 du/ac

East: Single family residential, agriculture/forestry/vacant land - A (Agricultural)

West: Agriculture/forestry/vacant land - A (Agricultural)

NEIGHBORHOOD CONTEXT: The area is a mix of large agricultural and rural residential lots, and single family residential neighborhoods.

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## STAFF RECOMMENDATION:

► **Approve the PR (Planned Residential) zone up to 4 du/ac because it is consistent with the sector plan designation.**

## COMMENTS:

This plan was submitted prior to the adoption of the Knox County Comprehensive Land Use and Transportation Plan. The Knox County General Plan, which the sector plans were part of, was the active plan at the time of the application. Therefore, this rezoning request was reviewed under the General Plan.

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. W Emory Road between Karns and Powell continues to see increases in residential development, though much of the outer boundary of the region remains rural, agricultural, and forested. The proposed rezoning to PR (Planned Residential) zone with density up to 4 du/ac is characteristic of these changes to the area.
2. The Belltown Planned Development is approximately 1 mile to the east of the Blacks Ferry Road and W Emory Road intersection.
3. The PR up to 4 du/ac on the adjacent property to the south (Emory Orchard Subdivision) was approved with the condition that the subdivision only have access to W Emory Road. This condition prohibited access to Blacks Ferry Road and Patriot Way in the subdivision to the west. A right-of-way stub out from the Emory Orchard Subdivision to the subject property was not pursued because of the zoning condition prohibiting utilization of the Patriot Way stub out.
4. New residential subdivisions with access to Blacks Ferry Road have been limited to one 6.5-acre subdivision with 18 houses (Blacksferry Pointe). The associated rezoning was approved in 2011 for PR (Planned Residential) up to 3 du/ac (1-B-11-RZ).

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

1. The PR zone is designed to provide optional methods of land development that encourage creative solutions to environmental design problems. Each planned development is intended to be compatible with surrounding or adjacent zones.
2. There are 3.9 acres of hillside protection area comprised almost entirely of slopes less than 25 percent, with more than half being less than 15 percent. The recommended density from the slope analysis is 4.37 du/ac.
3. There are two potential blue line streams that cross the property and converge in the northeast corner near Blacks Ferry Road.
4. These environmental considerations align with the intent of the PR zone to develop in the least constrained portions of the property by allowing clustered/conservation residential development.
5. The applicant requested PR with a density of 5 du/ac. Staff recommends the PR zone because of the environmental constraints on the property, and a density of 4 du/ac because it is consistent with recent rezonings in the area. The current A (Agricultural) zoning has a minimum 1-acre lot size.

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 PR zone up to 4 du/ac could yield up to 32 dwellings. The requested 5 du/ac could yield up to 40 dwellings.
2. Development plans under the PR district are reviewed by the Planning Commission, providing a public forum for review and input on the proposed development. It also enables a cross-departmental review of the plans to evaluate the proposed development's impact on surrounding properties and infrastructure.
3. The Blacks Ferry Road intersection at W Emory Road does not have adequate sight distance and presents a potential safety hazard if additional vehicular traffic is added to this road. The 2016 Northwest County Sector Plan references a project to add a center turn lane to W Emory Road from Oak Ridge Highway to Clinton Highway; however, this project is no longer in the Mobility Plan.
4. Blacks Ferry Road is approximately 16-18 ft wide.

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 up to 5 du/ac zoning is permitted within the Northwest County Sector Plan's LDR (Low Density Residential) land use classification.
2. The PR zone is consistent with the General Plan's development policy 6.3, which encourages development in areas with the fewest environmental constraints.
3. The recommended maximum density of 4 du/ac is consistent with the General Plan's development policy 9.3, which calls to ensure that the context of new development, including scale and compatibility, does not impact existing neighborhoods and communities.
4. The PR zone and recommended density are consistent with the subject property's location in the Planned Growth Area of the Growth Policy Plan.

ADDITIONAL CONSIDERATIONS:

While the Sector Plan was the active plan at the time of the request, the Knox County Comprehensive Plan became effective on April 26th. This property has the RC (Rural Conservation) place type, which allows consideration of the PR zone with a density of up to 5 du/ac.

ESTIMATED TRAFFIC IMPACT: 434 (average daily vehicle trips)

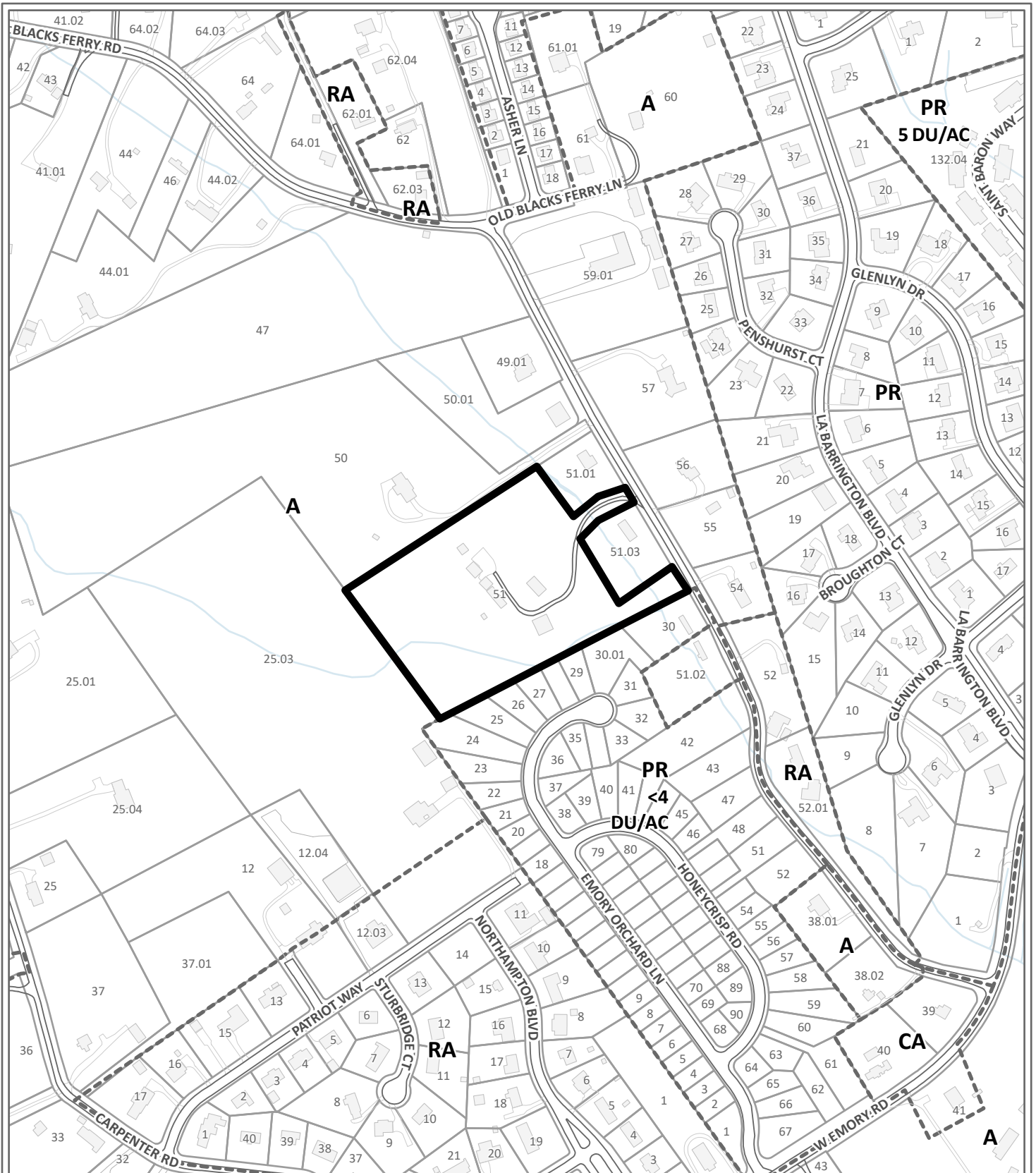
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: 17 (public school children, grades K-12)

Schools affected by this proposal: Karns Elementary, Karns Middle, and Karns 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 6/24/2024. 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.



## REZONING

**4-N-24-RZ**

**Petitioner:** Mesana Investments LLC



**From:** A (Agricultural)

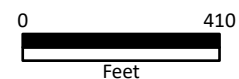
**To:** PR (Planned Residential)

**Original Print Date:** 3/6/2024

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

**Map No:** 66

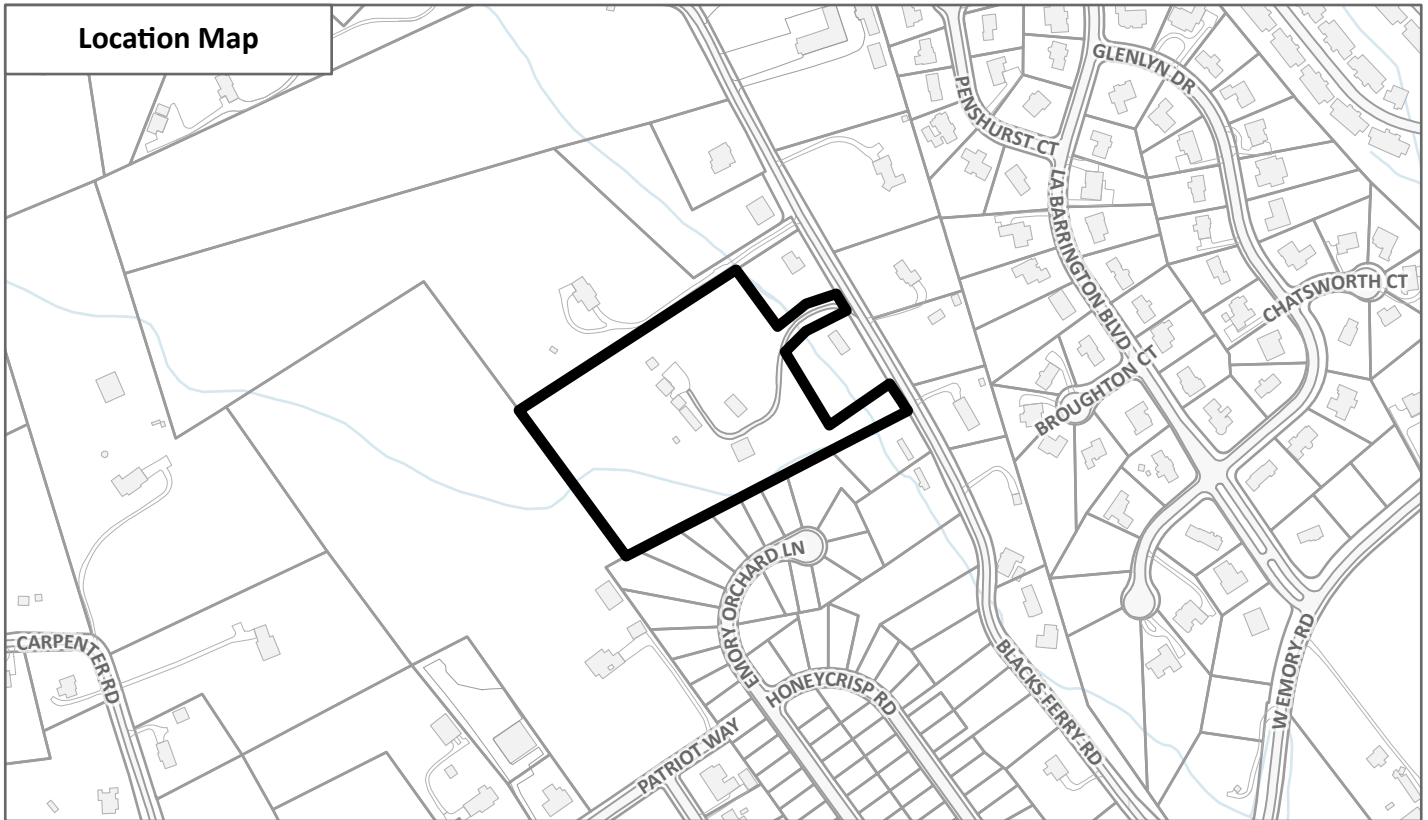
**Jurisdiction:** County



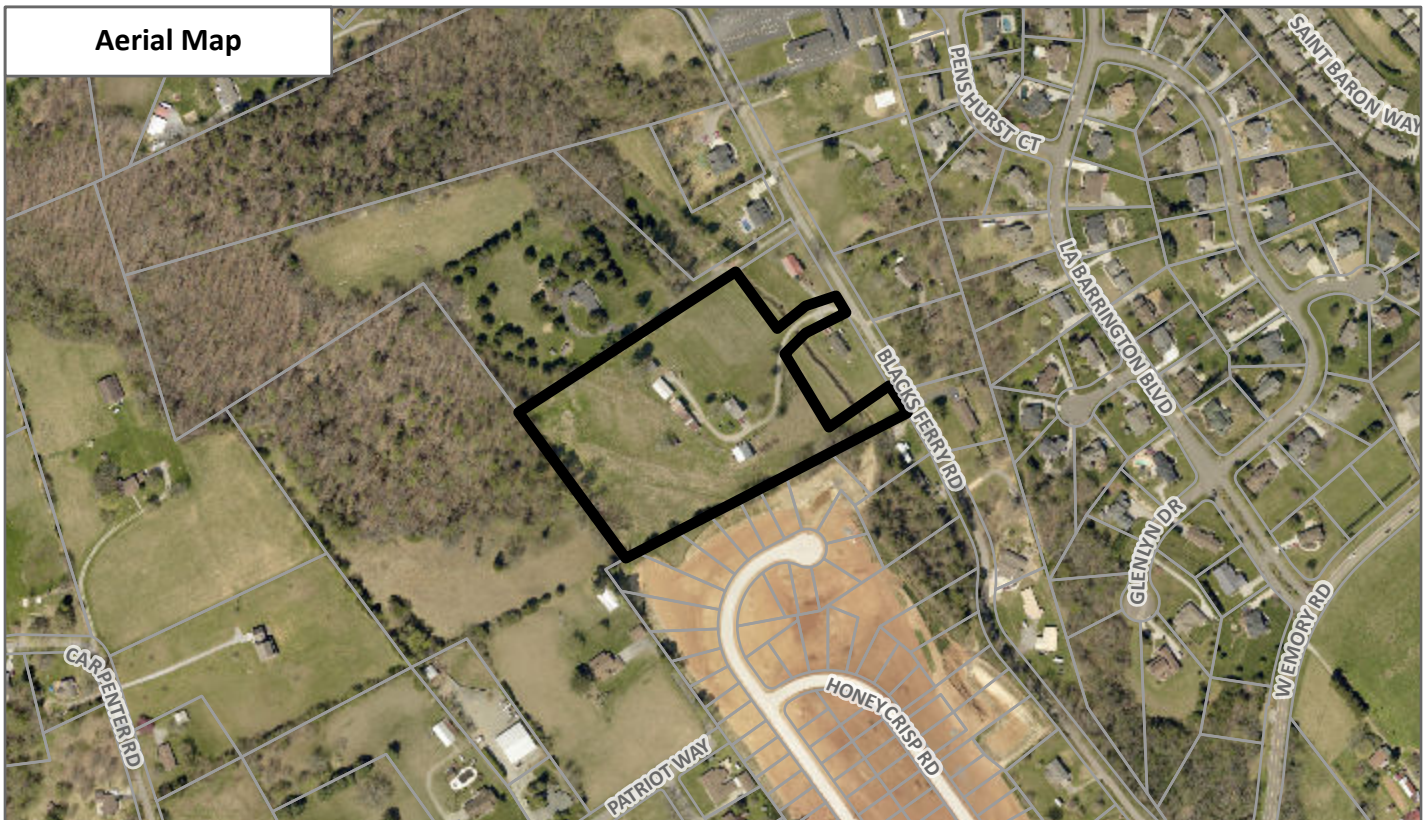


## Exhibit A. Contextual Images

Location Map



Aerial Map



CONTEXTUAL MAPS 1

4-N-24-RZ

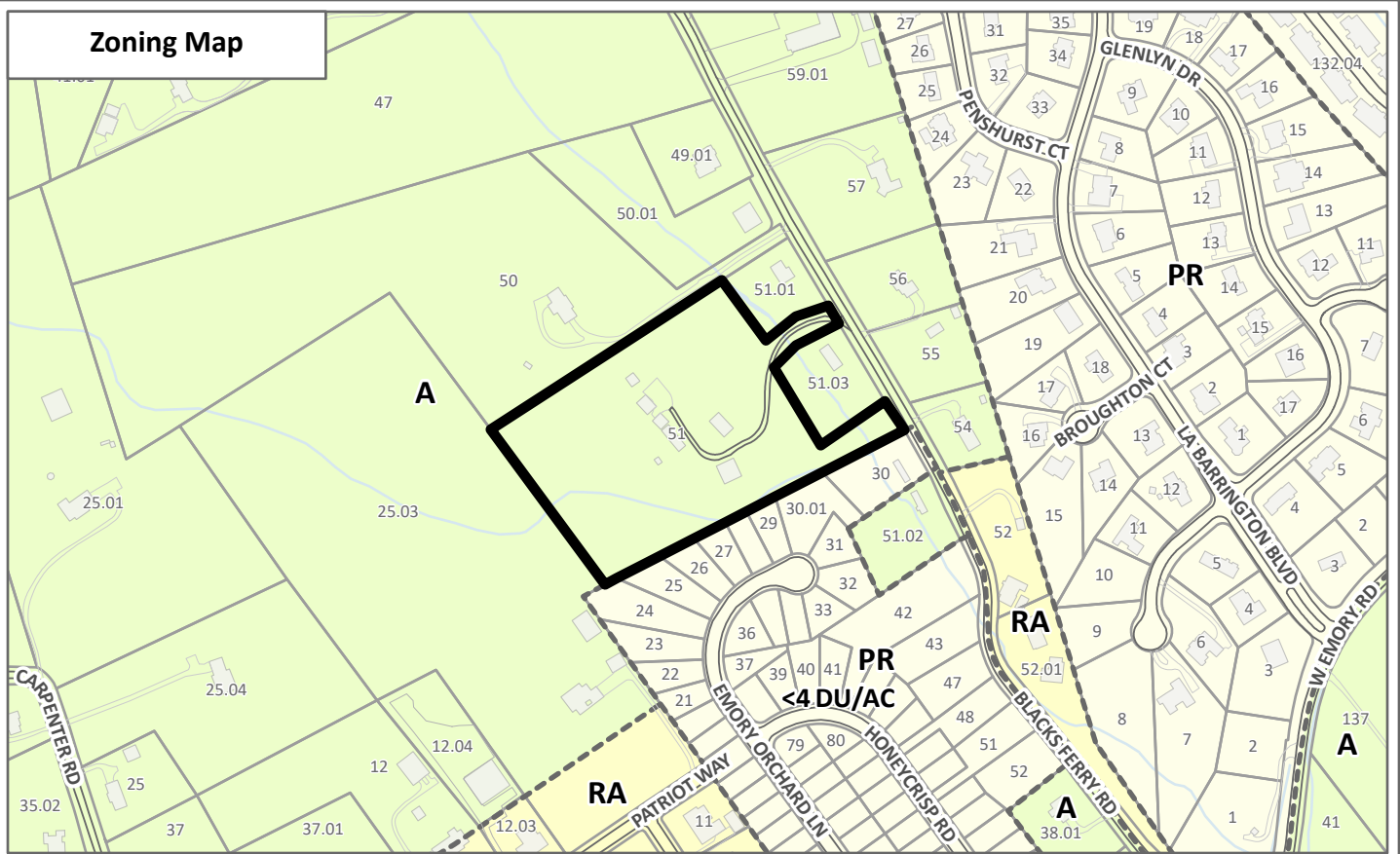


Case boundary

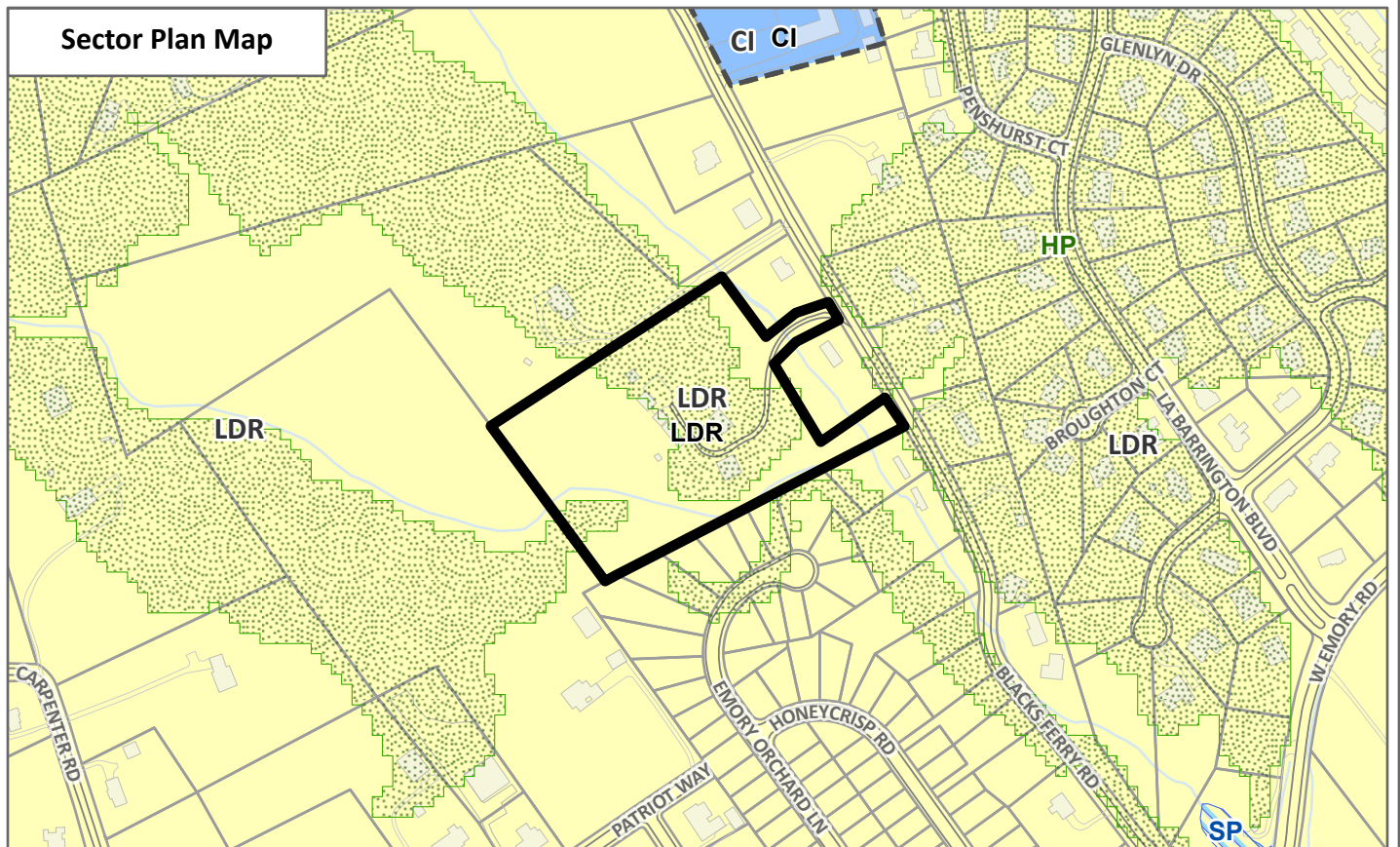
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**Zoning Map**



**Sector Plan Map**

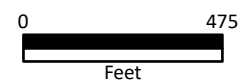


**CONTEXTUAL MAPS 2**

**4-N-24-RZ**

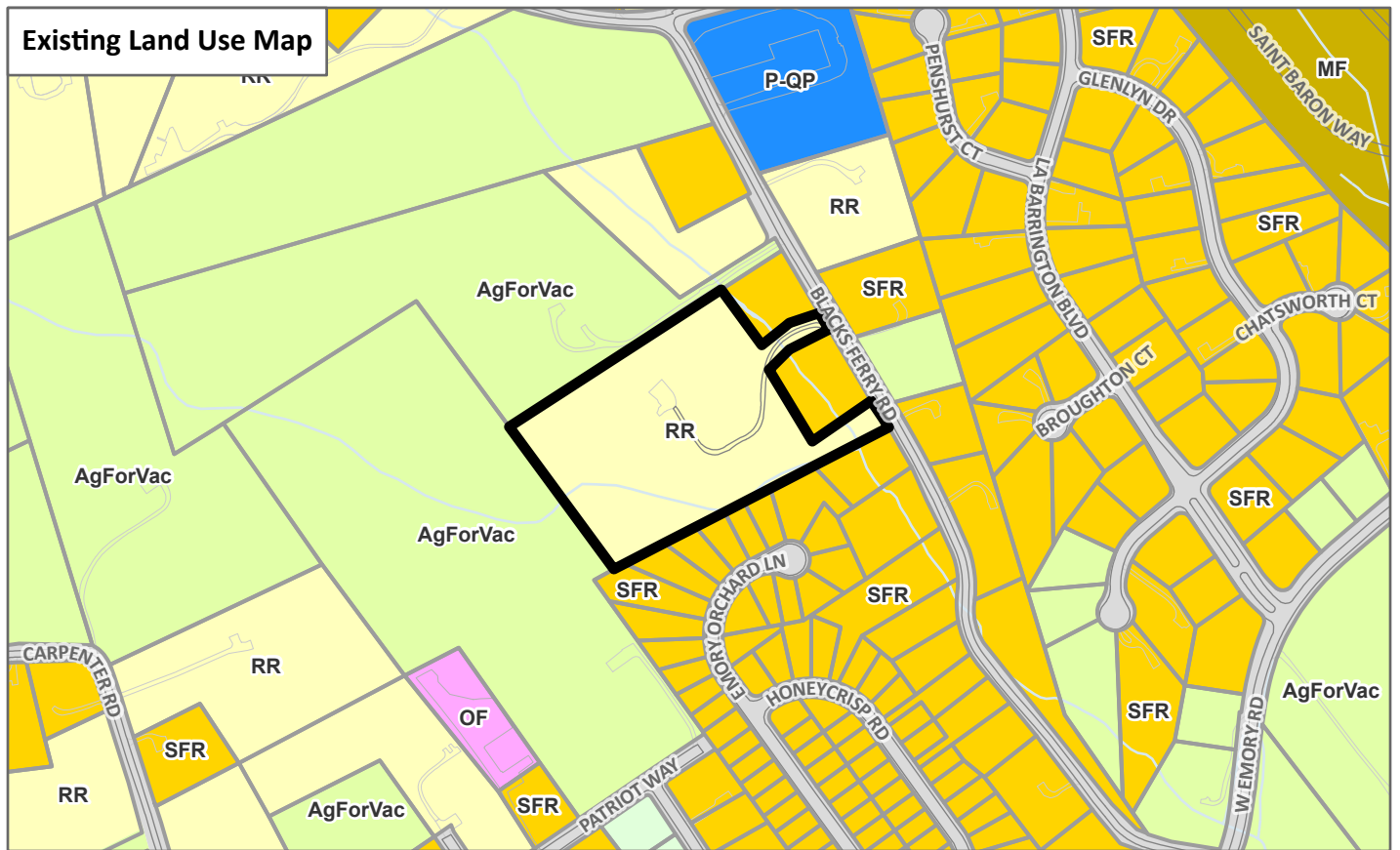


Case boundary





Existing Land Use Map



CONTEXTUAL MAPS 3

4-N-24-RZ

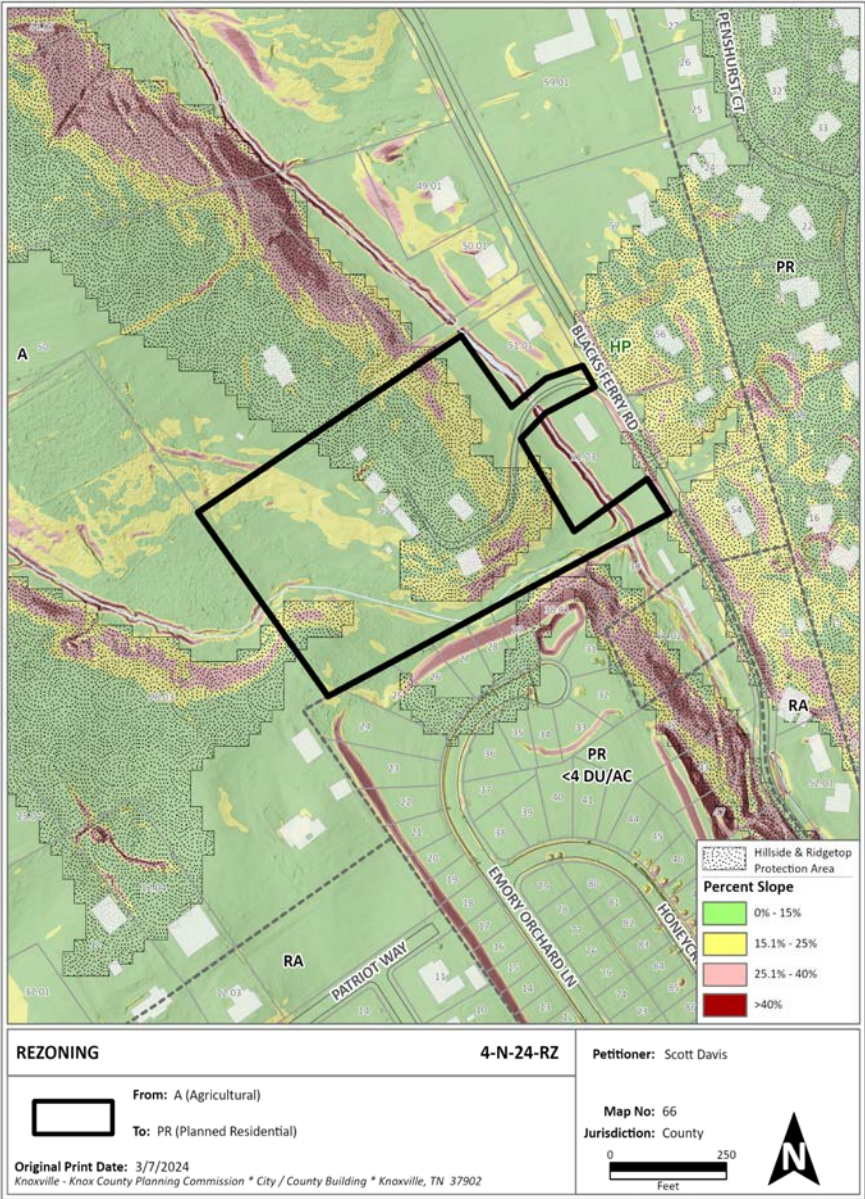


Case boundary



CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	8.1		
Non-Hillside	4.8	N/A	
0-15% Slope	1.8	100%	1.8
15-25% Slope	1.3	50%	0.7
25-40% Slope	0.3	20%	0.1
Greater than 40% Slope	0.0	10%	0.0
Ridgetops			
Hillside Protection (HP) Area	3.3	Recommended disturbance budget within HP Area (acres)	2.5
		Percent of HP Area	74.0%

CATEGORY	ACRES	RECOMMENDED DENSITY (Dwelling Units / Acre)	NUMBER OF UNITS
Non-Hillside	4.8	5.00	23.8
0-15% Slope	1.8	5.00	8.9
15-25% Slope	1.3	2.00	2.6
25-40% Slope	0.3	0.50	0.1
Greater than 40% Slope	0.0	0.20	0.0
Ridgetops	0.0	3.00	0.0
Subtotal: Sloped Land	3.3		11.6
Maximum Density Guideline (Hillside & Ridgetop Protection Plan)	8.1	4.37	35.4
Proposed Density (Applicant)	8.1	5.00	40.5







# Development Request

## DEVELOPMENT

- ☐ Development Plan  
☐ Planned Development  
☐ Use on Review / Special Use  
☐ Hillside Protection COA

## SUBDIVISION

- ☐ Concept Plan  
☐ Final Plat

## ZONING

- ☐ Plan Amendment  
☐ Sector Plan  
☐ One Year Plan  
☒ Rezoning

**Mesana Investments LLC**

Applicant Name

Affiliation

**2/26/2024**

Date Filed

**4/11/2024**

Meeting Date (if applicable)

**4-N-24-RZ**

File Number(s)

## CORRESPONDENCE

*All correspondence related to this application should be directed to the approved contact listed below.*

**Drew Staren Mesana Investments LLC**

Name / Company

**PO Box 11315 Knoxville TN 37939**

Address

**865-806-8008 / swd444@gmail.com**

Phone / Email

## CURRENT PROPERTY INFO

**Ryan Freels**

Owner Name (if different)

**7505 Blacks Ferry Rd Knoxville TN 37931**

Owner Address

**865-806-8008 / swd444@gmail.**

Owner Phone / Email

**7505 BLACKS FERRY RD**

Property Address

**66 051**

Parcel ID

**8.1 acres**

Tract Size

**Hallsdale-Powell Utility District**

Sewer Provider

**Hallsdale-Powell Utility District**

Water Provider

Septic (Y/N)

## STAFF USE ONLY

**West side of Blacks Ferry Road, Northwest of West Emory Road**

General Location

☐ City **Commission District 6 A (Agricultural)**

☒ County District Zoning District

**Rural Residential**

Existing Land Use

**Northwest County**

Planning Sector

**LDR (Low Density Residential), HP (Hillside Protection)**

Sector Plan Land Use Classification

**Planned Growth Area**

Growth Policy Plan Designation

## DEVELOPMENT REQUEST

- ☐ Development Plan   ☐ Planned Development   ☐ Use on Review / Special Use  
☐ Hillside Protection COA   ☐ Residential   ☐ Non-residential

Home Occupation (specify) \_\_\_\_\_

Other (specify) \_\_\_\_\_

Related City Permit Number(s)

## SUBDIVISION REQUEST

Proposed Subdivision Name

Related Rezoning File Number

Unit / Phase Number

Total Number of Lots Created

Additional Information

- ☐ Attachments / Additional Requirements

## ZONING REQUEST

- ☒ Zoning Change   **PR (Planned Residential)**

Proposed Zoning

Pending Plat File Number

- ☐ Plan

Amendment

Proposed Plan Designation(s)

**up to 5 du/ac**

Proposed Density (units/acre)   Previous Zoning Requests

Additional Information

## STAFF USE ONLY

### PLAT TYPE

- ☐ Staff Review   ☐ Planning Commission

### ATTACHMENTS

- ☐ Property Owners / Option Holders   ☐ Variance Request

### ADDITIONAL REQUIREMENTS

- ☐ COA Checklist (Hillside Protection)  
☐ Design Plan Certification (Final Plat)  
☐ Site Plan (Development Request)  
☐ Traffic Impact Study  
☐ Use on Review / Special Use (Concept Plan)

Fee 1

**\$1,055.00**

Total

Fee 2

Fee 3

## AUTHORIZATION

- ☐ I declare under penalty of perjury the foregoing is true and correct: 1) He/she/it is the owner of the property, AND 2) the application and all associated materials are being submitted with his/her/its consent.

**Mesana Investments LLC**

**2/26/2024**

Applicant Signature

Please Print

Date

Phone / Email

**Ryan Freels**

**2/26/2024**

Property Owner Signature

Please Print

Date



# Development Request

## DEVELOPMENT

- ☐ Development Plan  
☐ Planned Development  
☐ Use on Review / Special Use  
☐ Hillside Protection COA

## SUBDIVISION

- ☐ Concept Plan  
☐ Final Plat

## ZONING

- ☐ Plan Amendment  
☐ SP ☐ OYP  
☐ Rezoning

Applicant Name Scott Davis Affiliation Mesana Investments LLC

Date Filed 2/9/24 Meeting Date (if applicable) April 11, 2024 File Number(s)

## CORRESPONDENCE

All correspondence related to this application should be directed to the approved contact listed below.

- ☒ Applicant ☐ Property Owner ☐ Option Holder ☐ Project Surveyor ☐ Engineer ☐ Architect/Landscape Architect

Name Drew Statton Company Mesana Investments LLC

Address PO Box 11315 City Knoxville State TN ZIP 37939

Phone (865) 806-8008 Email sud444@gmail.com

## CURRENT PROPERTY INFO

Property Owner Name (if different) Ryan Freels Property Owner Address 7503 Blacks Ferry Rd Property Owner Phone (865) 755-099

Property Address 7503 Blacks Ferry Road Parcel ID 066 051

Sewer Provider \_\_\_\_\_ Water Provider \_\_\_\_\_ Septic (Y/N) \_\_\_\_\_

## STAFF USE ONLY

General Location \_\_\_\_\_ Tract Size \_\_\_\_\_

☐ City ☐ County District \_\_\_\_\_ Zoning District \_\_\_\_\_ Existing Land Use \_\_\_\_\_

Planning Sector \_\_\_\_\_ Sector Plan Land Use Classification \_\_\_\_\_ Growth Policy Plan Designation \_\_\_\_\_



☐ Development Plan    ☐ Use on Review / Special Use    ☐ Hillside Protection COA  
☒ Residential    ☐ Non-Residential  
Home Occupation (specify) \_\_\_\_\_  
  
Other (specify) \_\_\_\_\_

Related City Permit Number(s)

**SUBDIVISION REQUEST**  
  
Proposed Subdivision Name \_\_\_\_\_  
Unit / Phase Number \_\_\_\_\_  
☒ Combine Parcels    ☐ Divide Parcel    Total Number of Lots Created \_\_\_\_\_  
☐ Other (specify) \_\_\_\_\_  
☐ Attachments / Additional Requirements \_\_\_\_\_

Related Rezoning File Number

**ZONING REQUEST**  
  
☒ Zoning Change    A to PR  
Proposed Zoning \_\_\_\_\_  
☐ Plan Amendment Change    S DU  
Proposed Plan Designation(s) \_\_\_\_\_  
Proposed Density (units/acre) \_\_\_\_\_ Previous Rezoning Requests \_\_\_\_\_  
☐ Other (specify) \_\_\_\_\_

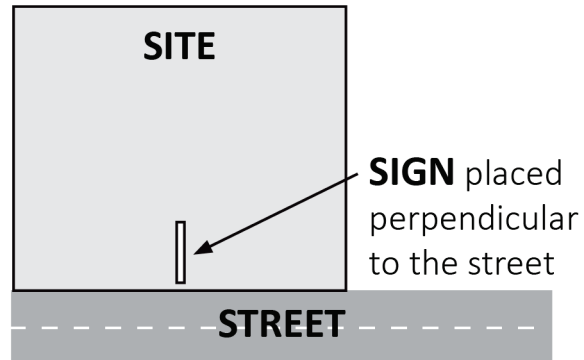
Pending Plat File Number

**STAFF USE ONLY**  
  
**PLAT TYPE**  
☐ Staff Review    ☐ Planning Commission  
**ATTACHMENTS**  
☐ Property Owners / Option Holders    ☐ Variance Request  
**ADDITIONAL REQUIREMENTS**  
☐ Design Plan Certification (Final Plat)  
☐ Use on Review / Special Use (Concept Plan)  
☐ Traffic Impact Study  
☐ COA Checklist (Hillside Protection)

Fee 1	Total
Fee 2	
Fee 3	

**AUTHORIZATION**  
☒ I declare under penalty of perjury the foregoing is true and correct:  
1) He/she/it is the owner of the property AND 2) The application and all associated materials are being submitted with his/her/its consent  
  
Applicant Signature: \_\_\_\_\_ Please Print: Scott Davis Date: 2/9/24  
  
(865) 806-8008    sld444@gmail.com  
  
Phone Number    Email

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, including the following applications: rezoning, plan amendment, concept plan, use on review/special use, planned development, right-of-way closure, and name change.



The required public notice sign(s) will be provided by Planning to the applicant when an application is submitted. If an application is submitted electronically, 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.

*The individual below is responsible for posting and removing the sign(s) provided consistent with the above guidelines and between the dates of:*

\_\_\_\_\_ and \_\_\_\_\_  
 (applicant or staff to post sign) (applicant to remove sign)

Applicant Name: Scott Davis

Date: 02/26/2024

File Number: 4-N-24-RZ



Sign posted by Staff



Sign posted by Applicant