



## MEMORANDUM

**TO:** Knoxville-Knox County Planning  
**FROM:** Jessie Hillman, AICP, Principal Planner  
**DATE:** February 5, 2026  
**FILE:** 2-A-26-HPA  
**SUBJECT:** Level II Certificate of Appropriateness for property located in the Hillside Protection Overlay District

### STAFF RECOMMENDATION

Deny the Level II Certificate of Appropriateness (COA) request because there are no special circumstances or conditions on the site that make compliance a challenge, and the proposal is inconsistent with the intent of the Hillside and Ridgetop Protection Plan, as well as other City ordinances and adopted plans.

### BACKGROUND:

The subject property comprises 37.5 acres and is located at 3725 W Governor John Sevier Highway (parcel 147 04101). The request is to exceed the property's Hillside Protection (HP) disturbance budget by approximately 5.21 acres for a total of 22.08 acres of clearing on the parcel. Per the Zoning Ordinance, a Level II COA to exceed permitted disturbance must be heard by the Planning Commission.

### HILLSIDE PROTECTION OVERLAY DISTRICT

The Hillside and Ridgetop Protection Plan was adopted by the City of Knoxville in 2011 to provide the vision and means for protecting hillsides and hillside development while minimizing offsite environmental damage. The basis for the plan stems from a recognition that forested ridges and hillsides are a defining characteristic of the region's natural heritage, and a primary contributor to maintaining long term property values, clean air and water, and wildlife protection.

The plan is codified in Articles **8.9** and **16.8** of the Zoning Ordinance, which provide the regulatory framework and enforcement procedures for maintaining the HP Overlay District. Article 8.9 provides applicability standards and delineates disturbance limitations based on the



severity of slopes. Disturbance is defined in the code as, “any activity that changes the physical conditions of land form, vegetation and hydrology, creates bare soil, or otherwise may cause erosion or sedimentation.” Article 16.8 describes how disturbance limitations are enforced via a COA, which is administered by Planning staff. However, if a COA request requires a deviation from the applicability and/or disturbance standards, such as a request to exceed permitted disturbance, the Planning Commission will evaluate whether the request is to be approved, approved with conditions, or denied.

## **CONFORMANCY WITH ADOPTED PLANS**

Enforcement of the Hillside and Ridgetop Protection Plan is supported by many adopted plans including the City’s long range General Plan, which has the following development policies:

- Policy 3.5: Conserve the natural assets that make this region attractive and enhance quality of life.
- Policy 6.2: Compliment natural landforms when grading and minimize grading on steep slopes and within floodways.
- Policy 6.3: Encourage development in areas with the fewest environmental constraints.
- Policy 6.10: Develop a metropolitan forestry program to conserve and reestablish trees and woodlands.
- Policy 7.2: Protect water resources by reducing pollution and retaining trees and ground cover on ridges and near streams, rivers, lakes and sinkholes.
- Policy 9.2: Encourage development practices that respect and fit the natural landscape, minimizing the loss of trees, woodlands and wildlife habitat.

The City’s recently adopted **Knoxville Urban Forest Master Plan**, emphasizes protection and preservation of mature trees by improving City code and management policies (Action 3.1). Hillside Protection also supports the maintenance of Governor John Sevier Highway’s state **Scenic Roadway** designation, and more specifically the adopted 2019 **Governor John Sevier Scenic Highway Corridor Study**, which recommends overlay standards to address tree preservation.

## **PROJECT HISTORY:**

In 2019, the applicant received a permit (DSD19-0467/R19-1228) to clear and grade 9.28 acres of the subject parcel for the purpose of transporting soil off-site for fill material, also known as a borrow-pit. A condition for the permit was the implementation of a reforestation plan provided by the applicant (Exhibit B). The reforestation plan showed that most of the disturbed area would be permanently stabilized with at least 15 City-approved tree species and a minimum of 303 seedlings per acre, in accordance with the City Tree Protection Ordinance.

On January 18, 2026, the applicant scheduled a pre-submittal meeting with the City to discuss



their intent is to utilize the subject property as a fill site for soil and rock from a highway expansion project, as well as a laydown yard, which is a storage area for staging materials, tools, equipment and vehicles.

In preparation for this meeting, City and Planning staff discovered that the 2024 aerial map showed approximately 15.4 acres of disturbance on the site, which exceeded the 2019 permit by 6.12 acres. Additionally, the review showed that reforestation had not occurred, as was required by that permit. A Notice of Violation (NOV) was subsequently issued, and the applicant is working with the City on a revised reforestation plan to address the NOV. Preliminary plans for reforestation (Exhibit C) show a much smaller area of replanting with reduced species variation than what was proposed in 2019.

At the pre-submittal meeting on January 18th, the applicant was informed that the maximum disturbance area that can be considered on this site per the HP Overlay regulations is 15.3 acres (see Slope Analysis). The applicant is requesting to exceed that disturbance budget by approximately 5.21 acres for a total of 22.08 acres of clearing on the parcel. The applicant's intent is to fill a valley on the northern side of the lot, which appears to contain a blue line stream. The Tennessee Department of Environment and Conservation conducted a hydrologic study and determined that the valley is a wet weather conveyance and not subject to the same protections as a stream (Exhibit D).

It is important to note that the HP Overlay functions separately from the **Tree Protection Ordinance** (TPO), which prohibits clearing more than 25% of trees on a parcel in this case. The applicant has already violated the TPO by clearing more than 9.38 acres (25%) of the parcel. The applicant's request to clear a total of 22.08 acres encompasses almost 60% of the site. The City's Urban Forester, who administers the TPO, has provided a letter regarding this COA request (Exhibit E).

#### **STAFF ANALYSIS:**

Staff understand the urgent nature of managing a dynamic highway expansion project, but there are other avenues for disposal that would comply with City code and reduce conflict with adopted land use plans. There are no extenuating circumstances on the parcel that make compliance with the HP Overlay regulations a challenge. Staff recommend denying this request to exceed the Hillside Protection disturbance limits for the purposes of a fill site.





**MEMORANDUM**

**TO:** Knoxville-Knox County Planning  
**FROM:** Jessie Hillman, AICP, Principal Planner  
**DATE:** February 5, 2026  
**FILE:** 2-C-26-OB  
**SUBJECT:** Proposed administrative map error correction and modification to the Official Zoning Map to remove the previously approved planned district (C) designation for the property located at 3275 W Governor John Sevier Highway

**STAFF RECOMMENDATION**

Approve the request to remove the (C) designation from 3275 W Governor John Sevier Highway because there is no previously approved development plan for the parcel.

**BACKGROUND:**

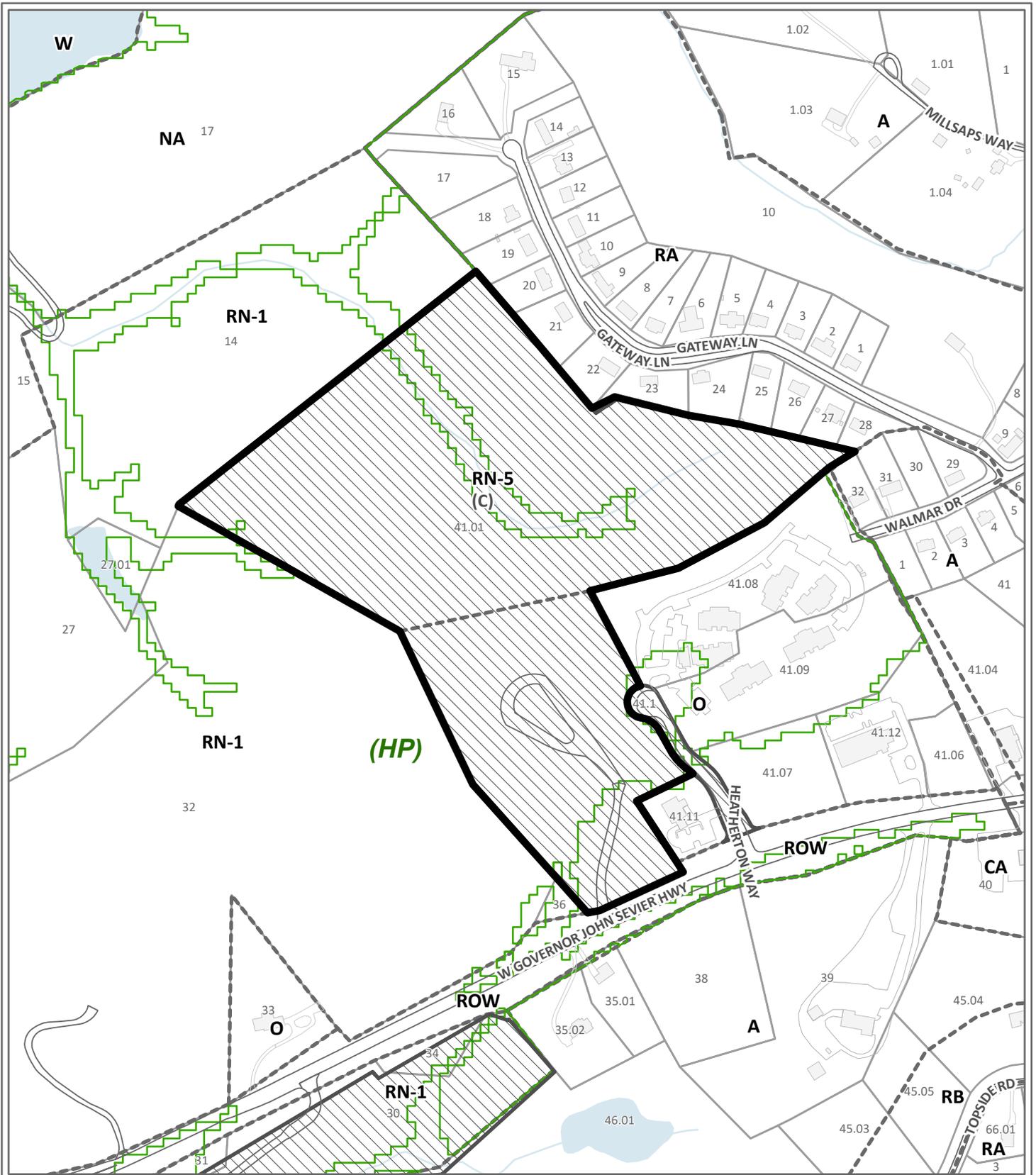
The (C) designation on the zoning map indicates the presence of a previously approved planned district per Article 1.4.G. This designation was applied upon the effective date of the current zoning ordinance on January 1, 2020. The purpose of this designation is to provide a visual cue that plans may have been approved for the parcel with this designation before adopting the current code.

Under Transition Rules, Article 1.4.G, all previously approved planned districts were to remain in effect, subject to all plans, regulations, and conditions of their approval after the current zoning code became effective. The code further states that changes to a previously approved planned district, or a request to remove a planned district, shall be made through the special use process. In some instances, the (C) designation has been applied, but no plans were ever submitted or approved for the property, meaning there are no previous plans or conditions placed on those properties. In these instances, the City has determined that the planned district designation can be removed per Article 3.2.C, and the property can be developed according to the standards of the current zoning district. This determination is reflected in the attached memo from the Zoning Administrator (Exhibit F).

**SUBJECT PARCEL:**

Under the previous code, the rear half of the subject parcel was zoned RP-1 (Planned Residential) with a density of up to 12 dwelling units per acre, and the front half was zoned O-1 (Office, Medical, and Related Services). This dual zoning corresponds to the location of the current zoning districts of RN-5 (General Residential Neighborhood) and O (Office) on the parcel. There is no record of development plans ever being reviewed by the Planning Commission for this parcel under the prior code, so the (C) designation can be administratively removed to enable contemporary base zoning districts to prevail as the regulatory land use framework.





**2-A-26-HPA/2-C-26-OB**

**Petitioner: Charles Blalock**



Case Boundary

**Map No: 147**

**Jurisdiction: City and County**

0 430



Feet



**Original Print Date: 1/12/2026**

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

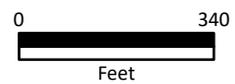
# Exhibit A. Contextual Images



## AERIAL MAP



Case boundary



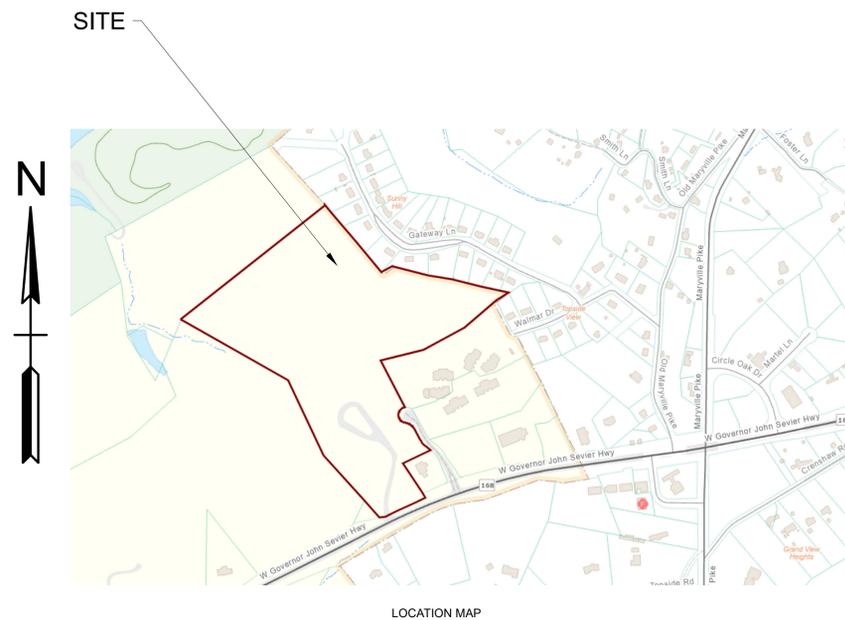
**2-A-26-HPA:  
Proposed Development**

# BLALOCK FILL SITE

## 3275 W. GOV. JOHN SEVIER HWY. KNOX COUNTY, TENNESSEE

SHEET INDEX

- 1) SITE MAP / EXISTING CONDITIONS
- 2) MASS GRADING PLAN SITE DRAINAGE PLAN
- 3) HAUL ROAD DETAILS
- 4) BYPASS STORM DRAIN PROFILES AND DETAILS



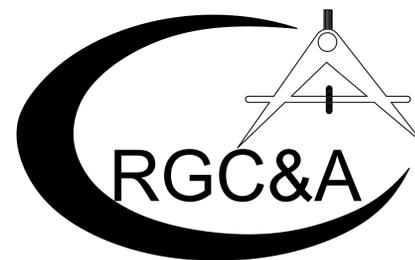
LOCATION MAP

OWNER / DEVELOPER: B S AND J ENTERPRISES, LP  
P.O. BOX 4750  
SEVIERVILLE, TN 37864  
(865) 661-7965

ENGINEER: ROBERT G. CAMPBELL & ASSOCIATES, L.P.  
7523 TAGGART LN.  
KNOXVILLE, TN. 37938  
(865) 947-5996  
621 WALL STREET  
SEVIERVILLE, TN 37862  
(865) 429-4683

Certification of Concept Plan.  
I hereby certify that I am a registered engineer, licensed to practice engineering under the laws of the State of Tennessee. I further certify that the plan and accompanying drawings, documents and statements conform to all applicable provisions of the Knoxville-Knox County Subdivision Regulations except as has been itemized and described in a report filed with the Metropolitan Planning Commission.  
Registered Engineer Robert G. Campbell  
Tennessee Certificate No. 105841

NOT  
FOR  
CONSTRUCTION



ROBERT G. CAMPBELL & ASSOCIATES, L.P.  
CONSULTING ENGINEERS  
KNOXVILLE · SEVIERVILLE

CLT MAP: 147  
PARCEL(S): 41.01  
DEED REFERENCE: 20180713002916  
ZONING: RN-5, O  
TOTAL ACREAGE: 37.50 AC  
PLANNING FILE NUMBER:

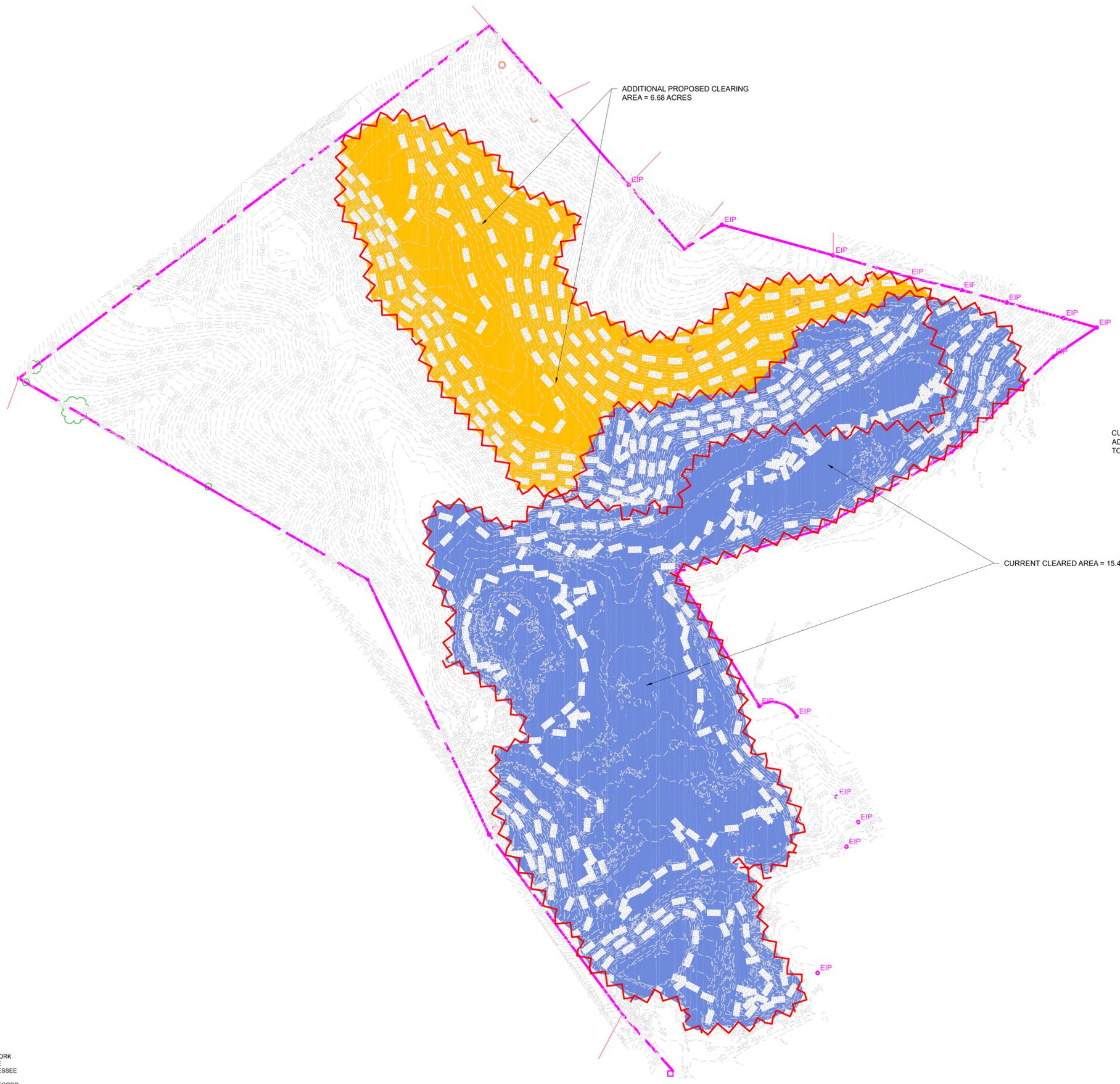
TN  
 GRID CONVERGENCE N 01°12'12" W

**LEGEND**

-  ADDITIONAL PROPOSED CLEARING AREA
-  CURRENT CLEARING AREA
-  LIMITS OF DISTURBANCE

**NOTE:**

1. EXISTING CONTOURS BASED ON RGC&A SURVEY AND DRONE.
2. THIS PROPERTY LIES WITHIN THE HILLSIDE PROTECTION AREA AND IS ZONED RN-5 AND O.
3. THE (C) ZONING DESIGNATION IS TO BE REMOVED.



CURRENT DISTURBED AREA = 15.4 +/- ACRES  
 ADDITIONAL PROPOSED DISTURBED AREA = 6.68 +/- ACRES  
 TOTAL DISTURBED AREA = 22.08 ACRES

CURRENT CLEARED AREA = 15.4 ACRES

DEVELOPER: CHARLES BLALOCK AND SONS  
 P.O. BOX 4750  
 SEVIERVILLE, TN 37864  
 (865) 453-2808

ENGINEER: ROBERT G. CAMPBELL & ASSOCIATES, L.P.  
 7523 TAGGART LN.  
 KNOXVILLE, TN. 37938  
 (865) 947-5996  
 621 WALL STREET  
 SEVIERVILLE, TN 37862  
 (865) 429-4683

**NOT FOR CONSTRUCTION**



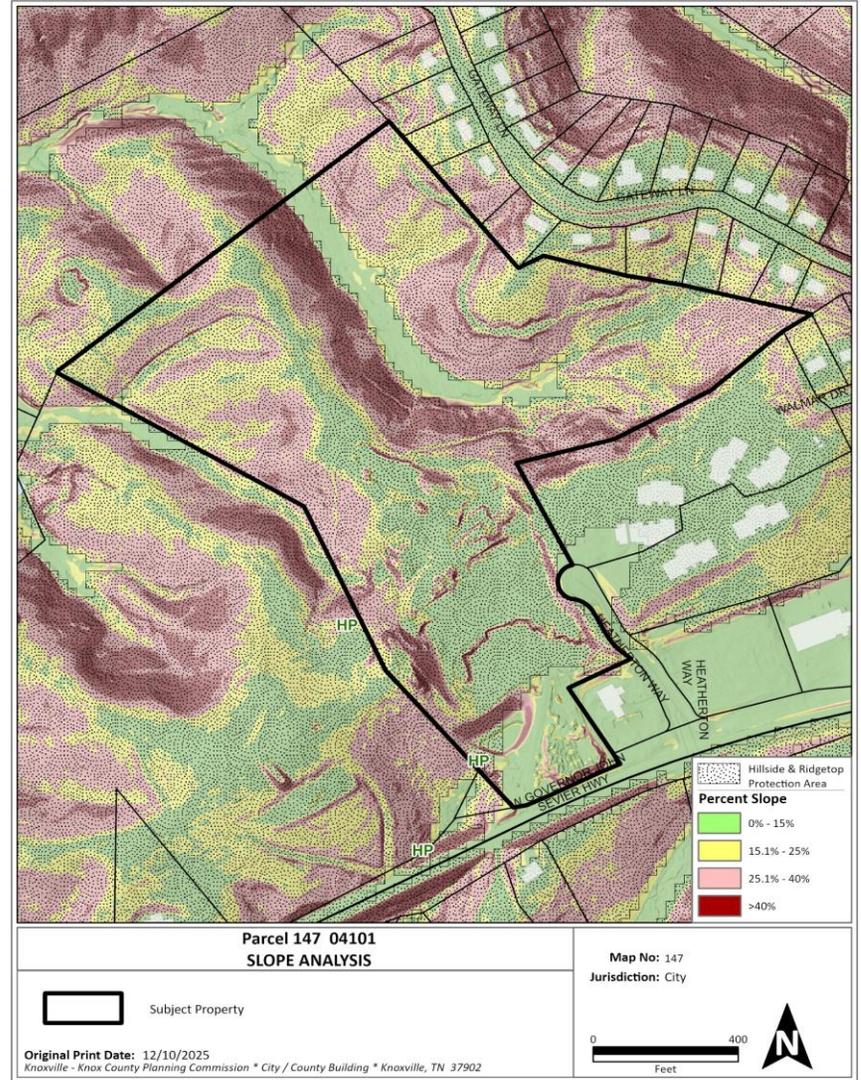
NOTE:  
 THREE DAYS PRIOR TO ANY EARTHWORK DEMOLITION OR CONSTRUCTION, THE CONTRACTOR MUST CONTACT TENNESSEE ONE-CALL AT 1-800-351-1111. CONTRACTOR IS RESPONSIBLE TO RECORD AND SAVE CONFIRMATION NUMBER.

25171\_CFD.dwg SITE MAP 12/28/2025 10:34:52 1:1

<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th>NO.</th> <th>DATE</th> <th>DESCRIPTION</th> <th>BY</th> <th>CKD.</th> </tr> </thead> <tbody> <tr> <td colspan="5" style="text-align: center;">REVISIONS</td> </tr> </tbody> </table>		NO.	DATE	DESCRIPTION	BY	CKD.	REVISIONS					 <b>ROBERT G. CAMPBELL &amp; ASSOC., L.P.</b> CONSULTING ENGINEERS KNOXVILLE · SEVIERVILLE	<b>BLALOCK FILL SITE</b> 3275 W. GOV. JOHN SEVIER HWY. CITY OF KNOXVILLE	SITE MAP / EXISTING CONDITIONS	DESIGNED BY	CHECKED BY	SCALE	SHEET
		NO.	DATE	DESCRIPTION	BY	CKD.												
REVISIONS																		
RGC&A	RGC	1"=100'	NO. <b>1</b>															
		DRAWN BY	DATE	FILE NO.	OF <b>4</b> SHEETS													
		CLD	12/29/2025	25171														



CATEGORY	SQFT	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Sqft)	DISTURBANCE AREA (Acres)
<b>Total Area of Site</b>	<b>1,612,930.3</b>	<b>37.0</b>			
Non-Hillside	171,298.9	3.9	N/A		
0-15% Slope	352,636.0	8.1	100%	352,636.0	8.1
15-25% Slope	391,317.3	9.0	50%	195,658.7	4.5
25-40% Slope	502,956.8	11.5	20%	100,591.4	2.3
Greater than 40% Slope	194,721.4	4.5	10%	19,472.1	0.4
Ridgetops					
<b>Hillside Protection (HP) Area</b>	<b>1,441,631.4</b>	<b>33.1</b>	Recommended disturbance budget within HP Area	<b>668,358.1</b>	<b>15.3</b>
			Percent of HP Area	<b>46.4%</b>	





PROPOSED LIMITS OF DISTURBANCE = 9.28 ACRES.

PERMANENT STABILIZATION BY PLANTING TREES (TYP.)

**REFORESTATION TREE PLANTING NOTES:**

CONTRACTOR IS TO COORDINATE WITH OWNER AND HORTICULTURIST IN REGARDS TO THE SELECTION AND PLANTING OF A MINIMUM OF 15 DIFFERENT CITY OF KNOXVILLE APPROVED TREE SPECIES AT A MINIMUM OF 303 SEEDLINGS PER ACRE (SPA) OR ON A 12' BY 12' GRID. PLANTING SHALL BE PERFORMED IN ACCORDANCE WITH CITY OF KNOXVILLE TREE ORDINANCES AND BEST MANAGEMENT PRACTICES.

**LEGEND:**

CB	CATCH BASIN (TYPE)
MH	SANITARY MANHOLE
WM	WATER METER
PP	POWER POLE
*	LIGHT STANDARD
▭	PULL BOX (FLUSH WITH GRADE)
---	PROPERTY BOUNDARY
-870-	EXISTING CONTOUR
-880-	PROPOSED CONTOUR INDEX
-887-	PROPOSED CONTOUR INTERMEDIATE
---	PROPOSED STORM SEWER
○	EXISTING FENCE
SAN	EXISTING SANITARY SEWER LINE
ST	EXISTING STORM SEWER LINE
G	EXISTING GAS LINE
W	EXISTING WATER LINE
UG-E	EXISTING UNDERGROUND ELEC. LINE
OH-E	EXISTING OVERHEAD ELECTRIC
- - -	PROPOSED LIMITS OF DISTURBANCE
PS	PROPOSED PERMANENT STABILIZATION WITH TREES

# Exhibit B: 2019 Reforestation Plan

**NOTES**

1. SEE SHEET C800 FOR GENERAL NOTES AND C904 FOR EPSC NOTES.
2. CONTRACTOR SHALL REFER TO OTHER PLANS WITHIN THIS CONSTRUCTION SET FOR OTHER PERTINENT INFORMATION. IT IS NOT THE ENGINEER'S INTENT THAT ANY SINGLE PLAN SHEET IN THIS SET OF DOCUMENTS FULLY DEPICT ALL WORK ASSOCIATED WITH THE PROJECT.
3. ALL GRAVEL USED SHOULD BE CLEANED OF ALL FINES PRIOR TO INSTALLATION.
4. PROJECT LIMITS OF DISTURBANCE= 9.28 ACRES

**SURVEY NOTES**

1. THE EXISTING INFORMATION SHOWN IS KGIS DATA PROVIDED TO CIVIL & ENVIRONMENTAL CONSULTANTS, INC. IN FEBRUARY 2019. THE CONTOURS SHOWN ARE AT 2' AND 10' INTERVALS FOR CLARITY.
2. COORDINATE REFERENCE: TENNESSEE STATE PLANE NAVD88

CITY OF KNOXVILLE  
DEPARTMENT OF ENGINEERING  
**APPROVED 467**

PERMIT # \_\_\_\_\_ DATE: FEB 28 2020

BY: \_\_\_\_\_ DATE: \_\_\_\_\_

GRADING  ROUGH GRADING  
 DRAINAGE  PARKING & ACCESS  
 EROSION & SEDIMENT  FLOODPLAIN  
 OTHER: \_\_\_\_\_

Adequate erosion and sediment controls must be used and maintained by the contractor during construction until final site stabilization has been achieved. Additional measures may be required by the Field Inspector. Refer to the City of Knoxville BMP Manual and the Tennessee Erosion and Sediment Control Handbook as needed for additional information regarding controls and maintenance.



SCALE IN FEET  
0 60 120

**REVISION RECORD**

NO.	DATE	DESCRIPTION
1	02/27/2019	RESPONSE TO CITY OF KNOXVILLE COMMENTS
2	11/11/19	RESPONSE TO CITY OF KNOXVILLE COMMENTS
3	02/02/20	RESPONSE TO CITY OF KNOXVILLE COMMENTS

**Civil & Environmental Consultants, Inc.**  
2704 Cherokee Farm Way · Suite 101 · Knoxville, TN 37920  
Ph: 865.977.9997 · Fax: 865.977.9919  
www.cedinc.com

**CHARLES BLALOCK & SONS, INC.**  
BORROW AREA SITE  
3275 W. GOV. JOHN SEVIER HIGHWAY  
KNOXVILLE, TN 37920

**FINAL EROSION AND SEDIMENT CONTROL PLAN**

DATE: 09/27/2019 DRAWN BY: JMB  
 DATE: 02/28/2020 CHECKED BY: JMB  
 PROJECT NO: 154-366  
 APPROVED BY: MMS

**C902**

P:\2019\154-366\0401\0401 Task 0001\John Sevier Hwy\154-366-001-002.dwg(2/28/2020 1:52:20 PM) - IP: 2707/2020 447 PM

## PLANTING SPECIFICATIONS

**SCOPE OF WORK**  
PROVIDE ALL LABOR AND EQUIPMENT NECESSARY FOR A COMPLETE AND QUALITY LANDSCAPE AS PER PLANS AND SPECIFICATIONS.

**REFERENCES AND STANDARDS**  
PERFORM ALL WORK IN ACCORDANCE WITH ALL APPLICABLE NATIONAL, STATE AND LOCAL CODES, AND ORDINANCES.

PROVIDE LICENSES AND NECESSARY PERMITS PRIOR TO BEGINNING WORK.  
CARRY GENERAL LIABILITY AND WORKMAN'S COMPENSATION INSURANCE IN AMOUNTS REQUIRED BY THE STATE.  
QUALITY OF ALL MATERIALS SHALL MEET OR EXCEED THE STANDARDS OF THE 'AMERICAN STANDARD FOR NURSERY STOCK' LATEST EDITION AS PUBLISHED BY THE AMERICAN ASSOCIATION OF NURSERMEN.

**PROJECT CONDITIONS**  
VERIFY AND BECOME FAMILIAR WITH SITE CONDITIONS AND CONSTRUCTION DOCUMENTS. PROTECT ALL UTILITIES AND EXISTING FACILITIES. FIELD VERIFY ROW / PROPERTY LINE WITH OWNER.  
IF CONDITIONS DETRIMENTAL TO PLANT GROWTH AND INSTALLATION ARE ENCOUNTERED, (I.E. ADVERSE DRAINAGE CONDITIONS AND OBSTRUCTIONS) CONTACT THE LANDSCAPE ARCHITECT FOR INSTRUCTIONS.

**LAYOUT**  
LAYOUT AND STAKE ALL PLANTING AREAS.  
CONTACT LANDSCAPE ARCHITECT FOR LAYOUT APPROVAL PRIOR TO START OF WORK.  
ALLOW THREE DAYS AFTER NOTIFICATION OF STAKING FOR APPROVAL.

THE LANDSCAPE ARCHITECT RESERVES THE RIGHT TO ADJUST PLANTINGS, LOCATIONS, ETC. TO ACCOMMODATE LOCAL CONDITIONS. SUCH ADJUSTMENTS, IF MADE, WILL BE DEEMED CLARIFICATIONS AND NOT CHANGE ORDERS.

**EROSION CONTROL AND SITE CLEANUP**  
PROVIDE EROSION CONTROL AS NECESSARY. MAINTAIN SITE CLEANUP THROUGHOUT WORK AND PROVIDE A FINAL JOB CLEANUP.

**SOIL**

**PREPARATION**  
SCARIFY FILLED AND COMPACTED SUBSURFACE SOILS PRIOR TO 3" (NGH) TOPSOIL LAYER FOR SEEDING / SEEDLING AREAS.  
ADD ADDITIONAL SOIL FOR AREAS WITH EXCESS SURFACE DEBRIS TO ALLOW PLANTINGS.  
ENSURE SEEDLINGS ARE INSTALLED IN 8-10" DEPTH PLANTING PIT AND BACKFILLED WITH TOPSOIL.

CONTRACTOR SHALL BE RESPONSIBLE TO VERIFY EXISTING SOIL CONDITION FOR DRAINAGE AND NUTRIENT CONTENT.  
REPORT ANY PROBLEMS TO LANDSCAPE ARCHITECT PRIOR TO BEGINNING PLANT INSTALLATION.  
PROVIDE SOIL TEST RESULTS WITH RECOMMENDATIONS FOR ADDITIVES.

**SOIL AMENDMENTS**  
EXISTING TOPSOIL VERIFICATION:

1. FERTILE, FRIABLE, NATURAL LOAM, TYPICAL FOR LOCALITY.
2. AGRICULTURAL SOIL, CAPABLE OF SUSTAINING VIGOROUS PLANT GROWTH.
3. TAKEN FROM WELL-DRAINED SITE.
4. FREE OF SUBSOIL, CLAY LUMPS OR STONES LARGER THAN ONE INCH IN DIAMETER, PLANTS, WEEDS, AND ROOTS.
5. HAVING PH VALUE OF 5.4 MINIMUM AND 7.0 MAXIMUM.
6. CONTAINING 3 PERCENT MINIMUM ORGANIC MATTER.
7. TEST TOPSOIL TO INSURE PROPER PERCENTAGE OF NITROGEN, PHOSPHORUS, AND POTASH, ORGANIC MATTER AND PH VALUE.

FERTILIZER, COMMERCIAL GRADE, 10-6-4 FORMULA CONFORMING TO U.S. DEPARTMENT OF AGRICULTURAL STANDARDS DELIVERED IN ORIGINAL UNOPENED CONTAINERS BEARING MANUFACTURER'S GUARANTEED ANALYSIS AND MIXTURE.

**TREE PLANTING**

**PLANT MATERIAL**  
NURSERY GROWN, SOUND, HEALTHY AND VIGOROUS, WELL BRANCHED AND DENSELY FOLIATED WHEN IN LEAF AND HAVE HEALTHY ROOT SYSTEM.  
GROWN UNDER CLIMATIC CONDITIONS SIMILAR TO THOSE IN LOCALITY OF PROJECT (PREFERABLY WITHIN A 200-MILE RADIUS OF THE PROJECT SITE).

**SUBMITTALS**  
PROVIDE VERIFICATION OF PLANT INSPECTION CERTIFICATES, GENUS, SPECIES AND VARIETY, PROPOSED SCHEDULE OF WORK, SOIL TEST RESULTS, PROPOSED RATES OF APPLICATION OF FERTILIZERS AND SOIL CONDITIONERS PRIOR TO INSTALLATION.

**PLANT INSPECTION**  
THE LANDSCAPE ARCHITECT MAY INSPECT PLANT MATERIALS AT THE SITE BEFORE PLANTING. DEFECTIVE OR UNSATISFACTORY MATERIAL MAY BE REJECTED AT ANY TIME DURING PROGRESS OF WORK.

**PLANTING - SEEDLINGS**  
USE PROPER SEEDLING CARE AND TREE PLANTING TECHNIQUES. KEEP SEEDLINGS COOL AND NOT ALLOW FREEZING. PROTECT FROM DIRECT SUNLIGHT / HIGH TEMPERATURES. PLANT IN LATE WINTER TO EARLY SPRING AND AT PROPER DEPTH TO ENSURE SURVIVAL. WATER REGULARLY UNTIL ESTABLISHED.  
INSTALL SEEDLINGS IN MINIMUM 8-10 INCH DEPTH TOPSOIL PLANTING PIT EXCAVATED BY HAND OR AUGER.

**MULCH - SEEDLINGS**  
GROUND FINE BARK MULCH SHALL BE FREE FROM MATURED SEED, NOXIOUS WEEDS, EGG CASES, OR HARMFUL INSECTS, OR OTHER DETRIMENTAL TO THE DEVELOPMENT OF PLANTS AND HUMANS. CONTRACTOR SHALL ASSURE FULL PROVIDE 2" MULCH COVERING OVER SEEDLING PLANTED AREA (APPROX. 8 INCH DIAMETER).

**PLANTING PROTECTION**  
PROTECT WORK FROM EROSION, FLOODING, WINDS AND RAIN. REPAIR OR REPLACE ANY DAMAGED AREAS.  
PROVIDE ANIMAL PROTECTION AS NECESSARY (DEER AND TURKEY EATING PLANTS) BY APPROVED ANIMAL DETERRENT SPRAY FOR SEEDLINGS.

**INSPECTION AND ACCEPTANCE**  
UPON COMPLETION OF PLANTING, REQUEST AN INSPECTION FOR PROJECT ACCEPTANCE. ONLY PLANTING SHOWING SIGNS OF HEALTHY GROWTH AND SATISFACTORY CONDITION OF FOLIAGE WILL BE ACCEPTED. MAINTAIN THE PROJECT UNTIL ALL INSPECTION PUNCH LIST ITEMS (EXCLUSIVE OF SEASON REPLACEMENT PLANTING) HAVE BEEN CORRECTED TO THE SATISFACTORY OF THE LANDSCAPE ARCHITECT.

**MAINTENANCE**  
MAINTAIN PLANTINGS (WATERING, WEEDING, FERTILIZING, CULTIVATION, DISEASE AND INSECT CONTROL, ETC.) UNTIL FINAL INSPECTION AND ACCEPTANCE.  
SUBMIT WRITTEN MAINTENANCE INSTRUCTIONS TO LANDSCAPE ARCHITECT.

**GUARANTEE AND REPLACEMENT**  
GUARANTEE ALL PLANT MATERIAL FOR A PERIOD OF ONE YEAR AFTER DATE OF PROJECT ACCEPTANCE. GUARANTEE AGAINST DEFECTS, INCLUDING DEATH AND UNSATISFACTORY GROWTH, EXCEPT FOR DEFECTS RESULTING FROM NEGLIGENCE BY OWNER, ABUSE OR DAMAGE BY OTHERS, OR UNUSUAL PHENOMENA OR INCIDENTS WHICH ARE BEYOND CONTRACTOR'S CONTROL. IMMEDIATELY REMOVE AND REPLACE PLANTINGS FOUND TO BE UNSATISFACTORY DURING GUARANTEE PERIOD.

**GRASSES**  
**QUALITY ASSURANCE**  
PROVIDE FRESH, CLEAN, NEW-CROP SEED COMPLYING WITH TOLERANCE FOR PURITY AND GERMINATION ESTABLISHED BY OFFICIAL SEED ANALYSIS OF NORTH AMERICA. SUBMIT SEED VENDOR'S CERTIFIED STATEMENT FOR EACH GRASS SEED MIXTURE.

**PROJECT CONDITIONS**  
PROCEED WITH AND COMPLETE LAWS AND GRASSES AS RAPIDLY AS PORTIONS OF SITE BECOME AVAILABLE, WORKING WITHIN SEASONAL LIMITATIONS.

FERTILIZER AND LIME IN PLANTING AREAS  
FERTILIZER WITH COMMERCIAL FERTILIZER. PERCENTAGE TO BE DETERMINED WITH ANALYSIS AND REGION OF INSTALLATION.  
LIME TO BE NATURAL DOLOMITIC LIMESTONE CONTAINING NOT LESS THAN 85% CARBONATES, MINIMUM OF 30% MAGNESIUM CARBONATES.

**SEED**  
SEED MIXTURE AND RATE OF APPLICATION SHALL BE AS SPECIFIED.

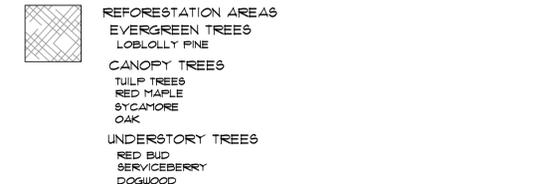
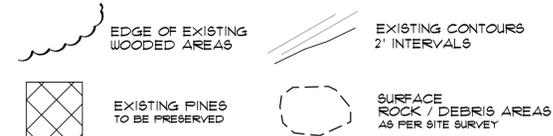
**SEED SOIL PREPARATION**

1. LOOSEN AREA TO ACCEPT THE SEED MIX.
2. ELIMINATE UNEVEN AREAS AND LOW SPOTS. MAKE CHANGES IN GRADE GRADUAL.
3. TILL SOIL TO A HOMOGENOUS MIXTURE OF FINE TEXTURE, FREE OF CLODS.
4. REMOVE STONES LARGER THAN ONE INCH AND OTHER EXTRANEIOUS MATERIAL.
5. APPLY 3 INCH TOPSOIL LAYER AS SPECIFIED IN SOIL PREPARATION.
6. APPLY LIME AT RATE REQUIRED TO ACHIEVE PH RANGE BETWEEN 6.0 AND 6.5.
7. APPLY FERTILIZER AT RATE REQUIRED BY ANALYSIS.
8. MIX THOROUGHLY IN UPPER TWO INCHES OF TOPSOIL.

**SEEDING AND MULCHING**  
APPLY SEED AT RATE SPECIFIED OR AS NECESSARY TO INSURE A UNIFORM AND FULL STAND OF GRASS, EVENLY, BY SOLING EQUAL QUANTITY IN 2 DIRECTIONS AT RIGHT ANGLES TO EACH OTHER.  
RAKE SEED LIGHTLY INTO TOP 1/4 INCH OF SOIL AND ROLL SEEDED AREA WITH ROLLER NOT EXCEEDING 12 LBS. IMMEDIATELY FOLLOWING ROLLING, APPLY MULCH BROADLY UNIFORMLY TO FORM A CONTINUOUS BLANKET NOT LESS THAN 1-1/2 INCH LOOSE MEASURE.  
ON SEEDED SLOPES, WHERE GRADE IS 3:1 OR GREATER, COVER WITH EROSION FABRIC.

**LAWN MAINTENANCE**  
MAINTAIN SEEDING UNTIL GRASS MIX IS WELL ESTABLISHED AND EXHIBITS A VIGOROUS GROWING CONDITION.  
IF SEEDING IN FALL AND IF NOT CONSIDERED ACCEPTABLE AT THAT TIME, CONTINUE MAINTENANCE THE FOLLOWING SPRING UNTIL ACCEPTABLE LAWN IS ESTABLISHED.  
MAINTAIN LAWS BY WATERING, FERTILIZING, WEEDING, AND OTHER OPERATIONS SUCH AS ROLLING, RE-GRAVING, AND REPLANTING AS REQUIRED TO ESTABLISH A FULL STAND OF VEGETATION.

## SYMBOL LEGEND



- SEEDLING SPACING IS BASED ON 12' X 12' GRID.
- SEED BELOW ALL NEWLY PLANTED TREES WITH 'TDOT' MIX. ALL SLOPES 3:1 OR GREATER TO HAVE EROSION MATTING.



## SEED MIX -TDOT MIX

1. BRUSH HOG AND REMOVE DEBRIS IN SEEDING / SEEDLING REFORESTATION AREAS.
2. LOOSEN THE SOIL TO ACCEPT THE SEED MIX.
3. LAYOUT SEEDING AND TREE SEEDLING AREAS. GET LANDSCAPE ARCHITECT APPROVAL PRIOR TO TREE AND SEED PLANTINGS.
4. APPLY SOIL AMENDMENTS AS PER SOIL TEST.
5. ALL SEED MIX TO BE BROADCAST PRIOR TO INSTALLATION OF NECESSARY EROSION MATTING AND WHEAT STRAW. INSTALL AMERICAN EXCELISOR 'CURLER' BIODEGRADABLE BLANKET ON SLOPES 3:1 AND GREATER. INSTALLATION AS PER MANUFACTURER'S SPECIFICATIONS.
6. APPLY THE FOLLOWING 'TDOT' SEED MIX:  
KENTUCKY 31 FESCUE (25 LBS. / 1000 SQFT.)  
KOREAN LESPEDEZA (25 LBS. / 1000 SQFT.)  
ANNUAL RYEGRASS (25 LBS. / 1000 SQFT.)  
SEEDING DATE: FEBRUARY TO JULY.  
3:1 SLOPES OR GREATER OVERSEED WITH THE FOLLOWING:  
WEEPING LOVE GRASS (2 LBS. PER ACRE)  
SCARIFIED LESPEDEZA (15 LBS. PER ACRE)
7. MAINTAIN WATERING UNTIL ESTABLISHED.
8. DEFINE MAINTENANCE ZONES FOR RESTORATION AREAS AND MAINTAINED TURF GRASS.

## CITY OF KNOXVILLE REQUIREMENTS

ITEM	REQUIRED	PROPOSED
REFORESTATION SEEDLING PLANTINGS 303 SEEDLINGS PER ACRE PLANTED IN A 12' X 12' GRID (61 ACRES) AS PER 7-20-2020 APPROVED CIVIL PLANS SHEET C302	1848 SEEDLINGS	1848 SEEDLINGS SEE QUANTITIES BELOW

## PLANT SCHEDULE

EVERGREEN TREES	COMMON / BOTANICAL NAME	SEEDLING SIZE
924	LOBLOLLY PINE / <i>Pinus taeda</i>	12-18" ht. min.
CANOPY TREES	COMMON / BOTANICAL NAME	SEEDLING SIZE
230	RED MAPLE / <i>Acer rubrum</i>	12-18" ht. min.
208	TULIP TREE / <i>Liriodendron tulipifera</i>	12-18" ht. min.
181	SYCAMORE / <i>Platanus occidentalis</i>	12-18" ht. min.
99	OAK / <i>Quercus rubra</i>	12-18" ht. min.
UNDERSTORY TREES	COMMON / BOTANICAL NAME	SEEDLING SIZE
88	RED BUD / <i>Cercis canadensis</i>	12-18" ht. min.
61	SERVICEBERRY / <i>Amelanchier sp.</i>	12-18" ht. min.
51	DOGWOOD / <i>Cornus florida</i>	12-18" ht. min.

ADDITIONAL ITEMS	MATERIAL	DESCRIPTION
269,716 (61 AC)	'TDOT' SEED MIX ALL TREE PLANTING AREAS	sq. ft.

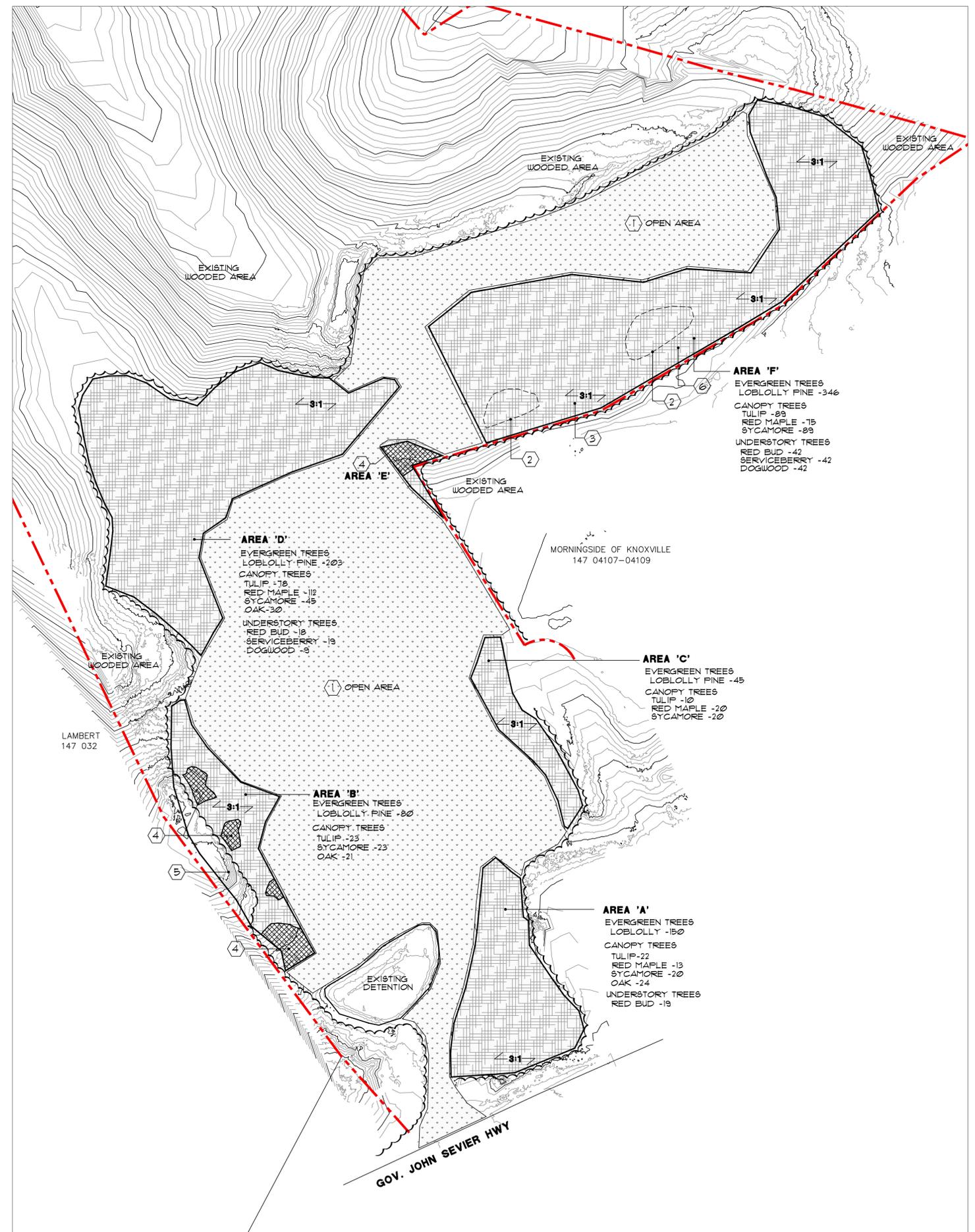
QUANTITIES ARE FOR THE CONTRACTORS CONVENIENCE ONLY.  
CONTRACTORS SHALL BE RESPONSIBLE FOR ALL PLANTINGS ILLUSTRATED ON PLAN.

## KEY NOTES

1. OPEN AREAS - TREATMENT BY OWNER / GENERAL CONTRACTOR.
2. WHERE BURIED ROCK / DEBRIS ARE ENCOUNTERED AT SURFACE, ADJUST PLANTING LOCATIONS AS NECESSARY AND ENSURE PLANTING QUANTITIES ARE INSTALLED IN AREA.
3. EXISTING SLOPES WITH ESTABLISHED TREES AND GROUND COVER TO BE MAINTAINED. INSTALL TREE SEEDLINGS BETWEEN EXISTING TREES.
4. EXISTING PINES - MAINTAIN EXISTING TREES IN AREA AS SHOWN. DO NOT CLEAR AREAS WHERE TREES ARE PRESENT. FILL IN GAPS WITH TREE SEEDLINGS.
5. EXISTING VEGETATION AT TOP OF SLOPE TO BE PRESERVED. ADJUST SEEDLING LOCATIONS WITHIN REFORESTATION AREAS AS NECESSARY.
6. EXISTING KUDZU AREA. MECHANICALLY REMOVE VINES AND ROOT SYSTEMS AND REPLACE WITH TOPSOIL PRIOR TO SEED / TREE INSTALLATION.

## REFORESTATION AREA LAYOUT

SEE LANDSCAPE ARCHITECTS AUTOCAD FILE '226002-L-2 LAYOUT' FOR SURVEYOR'S LAYOUT.



**MICHAEL VERSEN & ASSOCIATES**  
LANDSCAPE ARCHITECTURE... LAND PLANNING  
299 N. WEBB GARDNER RD., SUITE 201, KNOXVILLE, TN 37919  
(605) 568-1931

Reforestation Plan

**BLALOCK FILL SITE**  
3275 W. Gov. John Sevier Hwy Knoxville, Tennessee

JOB NO.	226002
DRAWN BY	MAVRJRM
DATE	JAN. 19, 2026
REVISIONS	NONE



# Exhibit C: Pending Reforestation Plan in Response to NOV

## Exhibit D: TDEC Stream Determination



**STATE OF TENNESSEE  
TENNESSEE DEPARTMENT OF ENVIRONMENT AND CONSERVATION  
KNOXVILLE ENVIRONMENTAL FIELD OFFICE**

3711 MIDDLEBROOK PIKE  
KNOXVILLE, TENNESSEE 37911

November 21, 2025

Mr. Charles Blalock  
409 Robert Henderson Road  
Sevierville, TN 378621

Re: Hydrologic Determination of Water Resources (DWR ID No. 34640)  
3275 West Governor John Sevier Highway  
Fort Loudon Lake Watershed, Knox County, TN

The Tennessee Department of Environment and Conversation, Division of Water Resources (TDEC-DWR) has conducted a jurisdictional hydrologic determination for a specific watercourse in response to a request you submitted to our office on October 27, 2025. These water features are located at 35.8906 / -83.9446 (Lat/Long), at 3275 West Governor John Sevier Highway, Knox County, TN. Please note that all geographic coordinates provided in this letter have a limited precision and should be considered approximate.

Based on all available information, documentation submitted in the report, the Division's rules and guidance regarding hydrologic determinations, the Division accepts the jurisdictional determination of the assessed water features as documented in the submitted report and as portrayed on Figure 2 *Findings Map* of the report. These findings are summarized and displayed in the table below and the attached map (*Attachment 1*).

**Hydrologic Determination of Assessed Water Features  
3275 West Governor John Sevier Highway Knox County**

<b>Feature</b>	<b>Determination</b>	<b>Begin</b>	<b>End</b>
WWC 1 (Wet Weather Conveyance)	Wet Weather Conveyance	35.8912, -83.9429 (upstream property boundary)	35.8892, -83.9466 (downstream property boundary)

It is important to note that the Division's evaluation and determination is restricted to only the water features requested by you for evaluation, identified within this letter, and as depicted on the attached map. Only the water features listed above were assessed as part of this hydrologic determination, therefore this correspondence is not intended to represent a comprehensive water resource inventory of the entire site. It is the property owner's responsibility to consider and report any additional water features within the property boundaries that may be affected by any construction activities or other physical alterations.

Any alterations to jurisdictional streams, wetlands, or open water features may only be performed under the coverage of, and conformance to, a valid *Aquatic Resource Alteration Permit (ARAP)* issued by the Division. ARAP applications and provisions are available on-line at <https://www.tn.gov/environment/permit-permits/water->

[permits1/aquatic-resource-alteration-permit--arap-.html](#).

Alterations to Wet Weather Conveyances typically may be performed without application or notification to the Division, provided they conform to the provisions found under *Tennessee Code Annotated § 69-3-108 (q)*.

Please note that coverage under the *General NPDES Permit for Stormwater Discharges from Construction Activities (CGP)* will be needed if any proposed land disturbance is one acre or more in size. Information and applications regarding the Division's construction storm water program can be found [online](#). A completed Notice of Intent form, an application fee, and a storm water pollution prevention plan should be submitted to the above address for review and coverage under this permit prior to any land disturbance.

Discharges and alterations to sinkholes may require the submittal of an application and written authorization under the provisions of TDEC Rules. Information and applications regarding the Underground Injection Control program may be seen online at <https://www.tn.gov/environment/permit-permits/water-permits1/underground-injection-control-permit.html>. Physical alterations or re-routing of surface hydrology to a sinkhole may require coverage under the *Class V Injection Control Permit*.

Hydrologic determinations are advised and governed by Tennessee Department of Environment and Conservation (TDEC) rules and regulations, and therefore only apply to the State's permitting process. Because these and other various water features on-site may potentially also be considered jurisdictional Waters of the United States, any alterations to them should only be performed after consultation with the U.S. Army Corps of Engineers.

We appreciate the opportunity to assess the jurisdictional status of these water features prior to any disturbances or initiation of construction activities. Because natural variation and human activities can alter hydrologic conditions, the Division reserves the right to reassess the status of the water features in the future.

Thank you for your interest in water quality in Tennessee. Please contact *Chris Pracheil* at (865)296-2161 or by email at [christopher.pracheil@tn.gov](mailto:christopher.pracheil@tn.gov) if you have any questions.

Respectfully,



*Chris Pracheil*  
*Environmental Consultant, Knoxville Environmental Field Office*  
*TDEC Division of Water Resources*

Enclosures: *Attachment 1 - Hydrologic Determination Map*

USACE District Nashville: [NashvilleRegulatory@usace.army.mil](mailto:NashvilleRegulatory@usace.army.mil)  
Mr. Will Nelson, UES Professional Solutions 19, LLC: [wnelson@teamues.com](mailto:wnelson@teamues.com)

**Exhibit E: Urban Forester Letter on  
Tree Protection Ordinance**



CITY OF KNOXVILLE

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**Public Service Department**  
Rachel Butzler  
Director

January 29, 2026

Amy Brooks, AICP  
Executive Director  
Knoxville-Knox County Planning  
400 Main Street, Ste. 403  
Knoxville, TN 37902

Re: Planning File 2-A-26-HPA

Dear Ms. Brooks:

The purpose and intent of the City of Knoxville's Tree Protection Ordinance, Chapter 14 Article II, is to encourage the preservation and protection of trees and tree canopy within the city because of the unique social, economic, and environmental benefits they provide the community. Per section 14-34(a), "*Where a building permit or subdivision approval has not been issued, the destruction of more than twenty-five (25) percent of the trees on any one (1) parcel of nonexempt land, without the prior approval of the urban forester, shall be prohibited.*"

The request to increase the total allowable disturbance at the subject property to 22.08 acres (58.9% of the forested property) would be prohibited under the Tree Protection Ordinance and would be in opposition to the goals of the Urban Forest Master Plan which include "increasing the tree canopy citywide through preservation, as well as planting."

Although reforestation has been proposed to mitigate the clearing, mature trees provide exponentially higher benefits to the community than younger trees. The 2019 permit was approved with consideration of the current condition of the property at the time with substantial portions of the trees on the property planned to be preserved. Preservation of trees did not occur accordingly to the permit, which is a violation of section 14-34(a) of the tree protection ordinance, and the additional clearing being proposed would be in addition to an already outstanding violation.

Thank You,

A handwritten signature in black ink, appearing to read "Kasey Krouse".

Kasey Krouse  
Urban Forester  
(865) 215-6113  
City of Knoxville Public Service Department

3131 MORRIS AVENUE • KNOXVILLE, TENNESSEE 37909  
OFFICE: 865-215-6015 • FAX: 865-215-6075

[WWW.KNOXVILLETN.GOV](http://WWW.KNOXVILLETN.GOV)



## Code Interpretation

**DATE:** July 11, 2023  
**FROM:** Peter Ahrens, Zoning Code Administrator  
**TO:** Amy Brooks, Executive Director, Knoxville-Knox County Planning  
**RE:** Previously Approved Planned Districts

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Ms. Brooks,

You asked me to make a Zoning Code interpretation regarding the following question: when a property does not have a development plan approved by the Planning Commission on file, how can the property owner remove from the Zoning Map the "(C)" designation for previously approved planned districts?

Our current Zoning Code at Article 1.4.G, Transition Rules, states:

### **G. Previously Approved Planned Districts**

1. As of the effective date of this Code, all previously approved planned districts of RP-1, RP-2, RP-3, PC-1, PC-2, SC-1, SC-2, SC-3, I-1, BP-1, TND-1, and TC-1 remain in effect and are subject to all plans, regulations, and/or conditions of their approval.
2. For the purposes of the Zoning Map, previously approved planned districts will be designated with a "(C)."
3. Any changes to a previously approved planned district, or request to remove the planned district designation from a property shall be made through the special use process in Section 16.2.

The prior Zoning Code at Article IV.3.0, Planned Development Districts – General Provisions, stated as follows:

### **3.0. General Provisions**

Planned development districts allow development of land in a well-planned and coordinated manner, providing opportunities for more efficient utilization of land than would otherwise be permitted by the basic district provisions of this article. As part of the zoning approval process, public review and metropolitan planning commission approval of development plans are required prior to any development. The planned development district may permit a greater mixing of land uses not easily accomplished by the application of basic district boundaries, or a framework for coordinating

the development of land with the provision of an adequate roadway system or essential utilities and public services. In return, the planned development district provisions require a high standard for the protection and preservation of environmentally sensitive lands, well-planned living, working and shopping environments, and an assurance of adequate and timely provision of essential utilities and streets.

Properties that had a previously approved planned district in place under the old Zoning Code were required to have a development plan approved in order for the owner to be able to take advantage of the flexibility a planned district offered. If a property owner did not get a development plan approved by the Planning Commission, the planned district designation on the official Zoning Map should not have been carried over to the new Zoning Map, which went into effect on January 1, 2020. In these cases, the appropriate way to remove the planned district designation on the official Zoning Map is through the administrative mapping error process under Article 3.2.C. of the current Zoning Code. Appeals of this Code interpretation may be initiated under Article 16.9.

Sincerely,

A handwritten signature in black ink, appearing to read 'P. Ahrens', written in a cursive style.

Peter M. Ahrens  
Zoning Administrator

# 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.

1/31/2026

Date to be Posted

2/13/2026

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

Charles Blalock

Applicant Signature

Digitally signed by Charles Blalock  
Date: 2025.12.22 12:27:01 -05'00'

Charles Blalock

Applicant Name

12/22/2025

Date