REZONING REPORT

▶ **FILE #:**	**5-N-26-RZ (REVISED)**	**AGENDA ITEM #:**	**17**
POSTPONEMENT(S):	5/14/2026	**AGENDA DATE:**	**6/11/2026**
▶ **APPLICANT:**	**JAMES JENKINS**		
OWNER(S):	James Jenkins		

TAX ID NUMBER:	84 C A 02001, 02103 **View map on KGIS**
JURISDICTION:	County Commission District 8
STREET ADDRESS:	0 PINE GROVE RD
▶ **LOCATION:**	**South side of Pine Grove Rd, south of Amber Vista Ln**
▶ **APPX. SIZE OF TRACT:**	**7.24 acres**
GROWTH POLICY PLAN:	Urban Growth Area (Outside City Limits)
ACCESSIBILITY:	Access is via Pine Grove Road, an unstriped local street with 15-17 ft of pavement width within a right-of-way width that varies from 40-43 ft.
UTILITIES:	Water Source: Knoxville Utilities Board
	Sewer Source: Knoxville Utilities Board
FIRE DISTRICT:	Rural Metro Fire
WATERSHED:	Swanpond Creek

▶ **CURRENT ZONING:**	**A (Agricultural)**
▶ **REQUESTED ZONING:**	**PR (Planned Residential)**
▶ **EXISTING LAND USE:**	**Agriculture/Forestry/Vacant Land**
▶ **DENSITY PROPOSED:**	**up to 9 du/ac**
EXTENSION OF ZONING:	No, it is not an extension.
HISTORY OF ZONING:	None noted.
SURROUNDING LAND USE AND ZONING:	North: Single family residential, public/quasi public land (church) - A (Agricultural), PR (Planned Residential) up to 5 du/ac
	South: Rural residential, agriculture/forestry/vacant land - A (Agricultural)
	East: Single family residential - A (Agricultural)
	West: Agriculture/forestry/vacant land, single family residential - A (Agricultural)
NEIGHBORHOOD CONTEXT:	The subject property is in an area that features single family houses on large, rural lots and in small subdivisions interspersed with small farms. It lies 0.9 miles to the southeast of the Strawberry Plains Pike and I-40 interchange, which is surrounded by a commercial and office node.

STAFF RECOMMENDATION:

▶ **Approve PR (Planned Residential) up to 4 du/ac because it is consistent with the Comprehensive Plan, subject to 2 conditions:**

1. Existing healthy trees be retained within the 35-ft peripheral setback.
2. Pine Grove Road will be improved from the access point of a future development to Strawberry Plains Pike,

as determined by Knox County Engineering and Public Works.

COMMENTS:

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 ZONES AFFECTED, OR IN THE COUNTY GENERALLY.
1. The section of Pine Grove Road to the west of the subject property has remained very stable since the 1960s, featuring single family houses on large lots and agricultural uses. The subject property has been used as a horse farm since at least the early 2000s.
2. Two single-family subdivisions have been completed along Pine Grove Road to the east of the subject property since the 2010s, including the 73-unit Pine Grove subdivision (3.04 du/ac) completed in 2012 and the 27-unit Ambercrest subdivision (3.91 du/ac) completed in 2023 across the street from the subject property.
3. There has been an increase in commercial and office development near the intersection of Pine Grove Road and Strawberry Plains Pike since the mid-2000s.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSES OF THE APPLICABLE ZONING ORDINANCE.
1. The PR (Planned Residential) zone is intended to provide optional methods of land development which encourage more imaginative solutions to environmental design problems. Each planned development shall be compatible with the surrounding or adjacent zones.
2. At the requested density of 9 du/ac, this property could have up to 65 dwelling units. This density would not be compatible with the A (Agricultural) zoning on all abutting parcels, and it is more intense than the zoning along this section of Pine Grove Road, which includes properties zoned A, RA (Low Density Residential), PR up 5 du/ac, and RN-1 (Single-Family Residential Neighborhood) in the City. The recommended density of 4 du/ac could yield up to 29 dwelling units and would be compatible with the zoning and development pattern of surrounding and adjacent properties.
3. Rezonings should be based on the entire range of uses allowed within a zone to ensure that any development brought forth at a future time would be compatible with the surrounding land uses.

THE PROPOSED AMENDMENT SHALL NOT ADVERSELY AFFECT ANY OTHER PART OF THE COUNTY NOR SHALL ANY DIRECT OR INDIRECT ADVERSE EFFECTS RESULT FROM SUCH AN AMENDMENT.
1. The proposed PR density of 9 du/ac would be a visual outlier and out of character with the rural development pattern and agricultural uses in the area. While the recently completed subdivision across the street is zoned PR up to 5 du/ac (4-E-21-RZ), it was rezoned prior to the adoption of the Comprehensive Plan, was developed at a density of 3.91 du/ac, and is the only PR zoning on Pine Grove Road. The recommended density of 4 du/ac reflects the density of the two subdivisions and smaller lots along Pine Grove Road.
2. The rear section of the subject property is forested with mature trees, which serve as a buffer from the agricultural uses on the abutting property to the southwest and the houses along Callie Oglesby Lane to the south. The recommended condition for this rezoning that existing healthy trees be retained within the 35-ft peripheral setback would preserve some of the property's rural character, provide privacy to neighboring property owners, and is consistent with the intent of the PR zone.
3. As previously mentioned, the 7.24 acre property could yield up to 65 dwelling units at the requested 9 du/ac and 29 dwelling units at the recommended 4 du/ac, which could produce an estimated addition of 679 or 323 vehicle trips per day, respectively. Access is only available via Pine Grove Road, an unstriped local street with a pavement width that varies from 15 to 17 feet along the subject property. Per the recommendation of Knox County Engineering and Public Works, any development on the property at a higher density than what is currently permitted under it's A zoning would require widening Pine Grove Road from the development entrance to its intersection with Strawberry Plains Pike to the east. The recommended condition to improve Pine Grove Road in accordance with requirements of Knox County Engineering and Public Works during the development plan review phase would address transportation capacity concerns commensurate with future residential development.
4. Development under the PR zone is evaluated by the Planning Commission for consistency with zoning intent, the Comprehensive Plan, and the Growth Policy Plan. This review process provides public notice and a forum for community response to future proposed development to address concerns about potential adverse impact to surrounding properties.

PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE COMPREHENSIVE PLAN OF KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS:
1. The PR zone at the requested density of 9 du/ac and the recommended 4 du/ac is partially related to the subject property's SR (Suburban Residential) place type designation in the Comprehensive Plan. Per Appendix H of the Comprehensive Plan, partially related zones must meet additional criteria to be approved. The recommended PR up to 4 du/ac zoning with the recommended conditions and required development plan

review by the Planning Commission is compatible with the current zoning of adjacent sites.
2. The PR zone up to 4 du/ac, with the noted conditions to improve Pine Grove Road and to retain existing healthy trees within the 35-ft peripheral setback, is consistent with the Comprehensive Plan's Implementation Policies 2 and 9. Policy 2 is to ensure that development is consistent with existing community character, and Policy 9 is to coordinate infrastructure improvement with development.
3. The subject property is within the Urban Growth Boundary of the Growth Policy Plan, which aims to encourage a reasonably compact pattern of development, promote expansion of the Knoxville-Knox County economy, and offer a wide range of housing choices. The proposed rezoning aligns with the intent of the Urban Growth Boundary.

ESTIMATED TRAFFIC IMPACT: 679 (average daily vehicle trips)

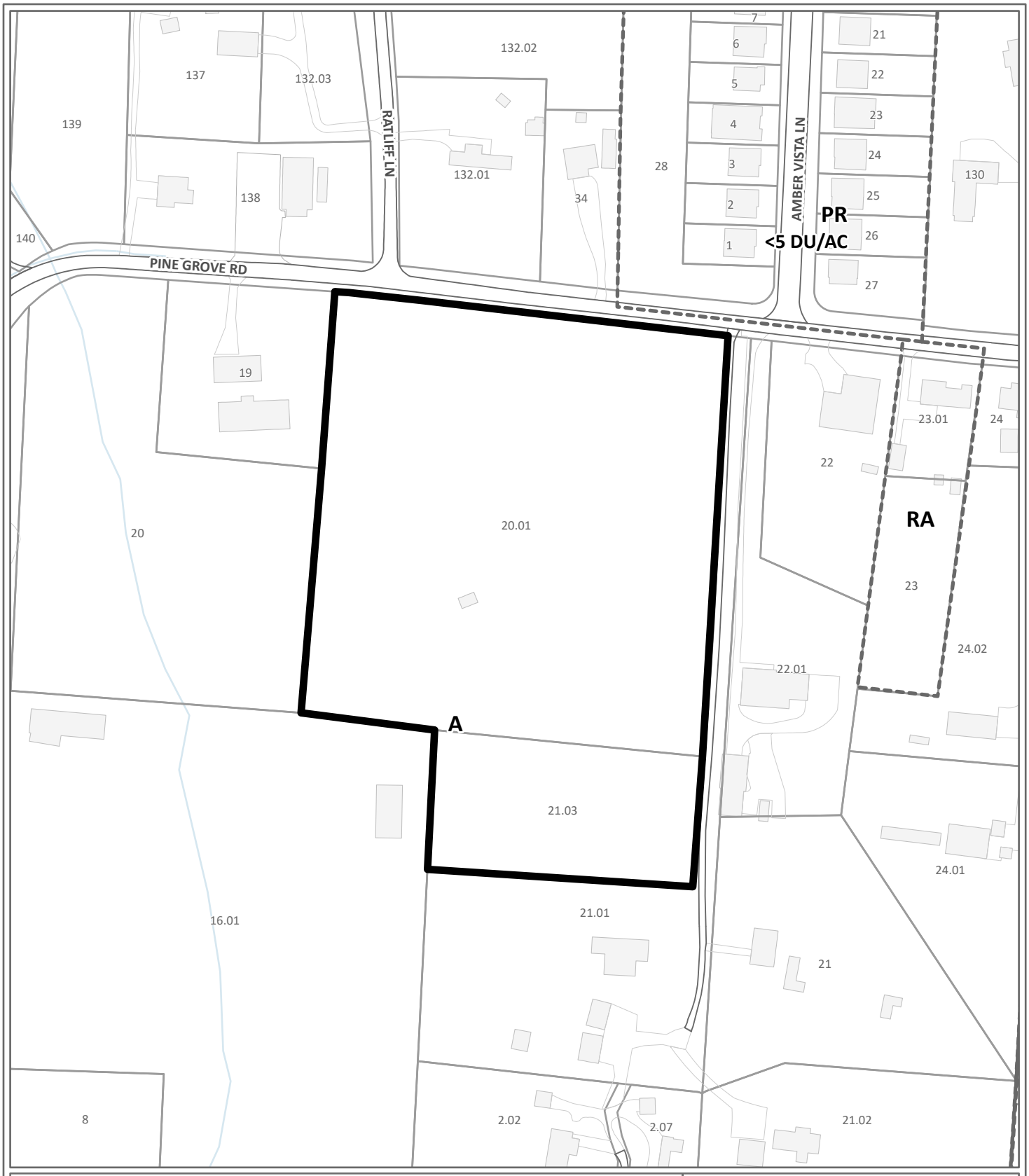
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: Sunnyview Pr/Chilhowee Int, Carter Middle, and Carter 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 7/20/2026. 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 **5-N-26-RZ**

Petitioner: James Jenkins

From: A (Agricultural)

To: PR (Planned Residential) up to 9 du/ac

Map No: 84

Jurisdiction: County

0 180

Feet

Original Print Date: 4/24/2026

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

Exhibit A. Contextual Images

AERIAL MAP

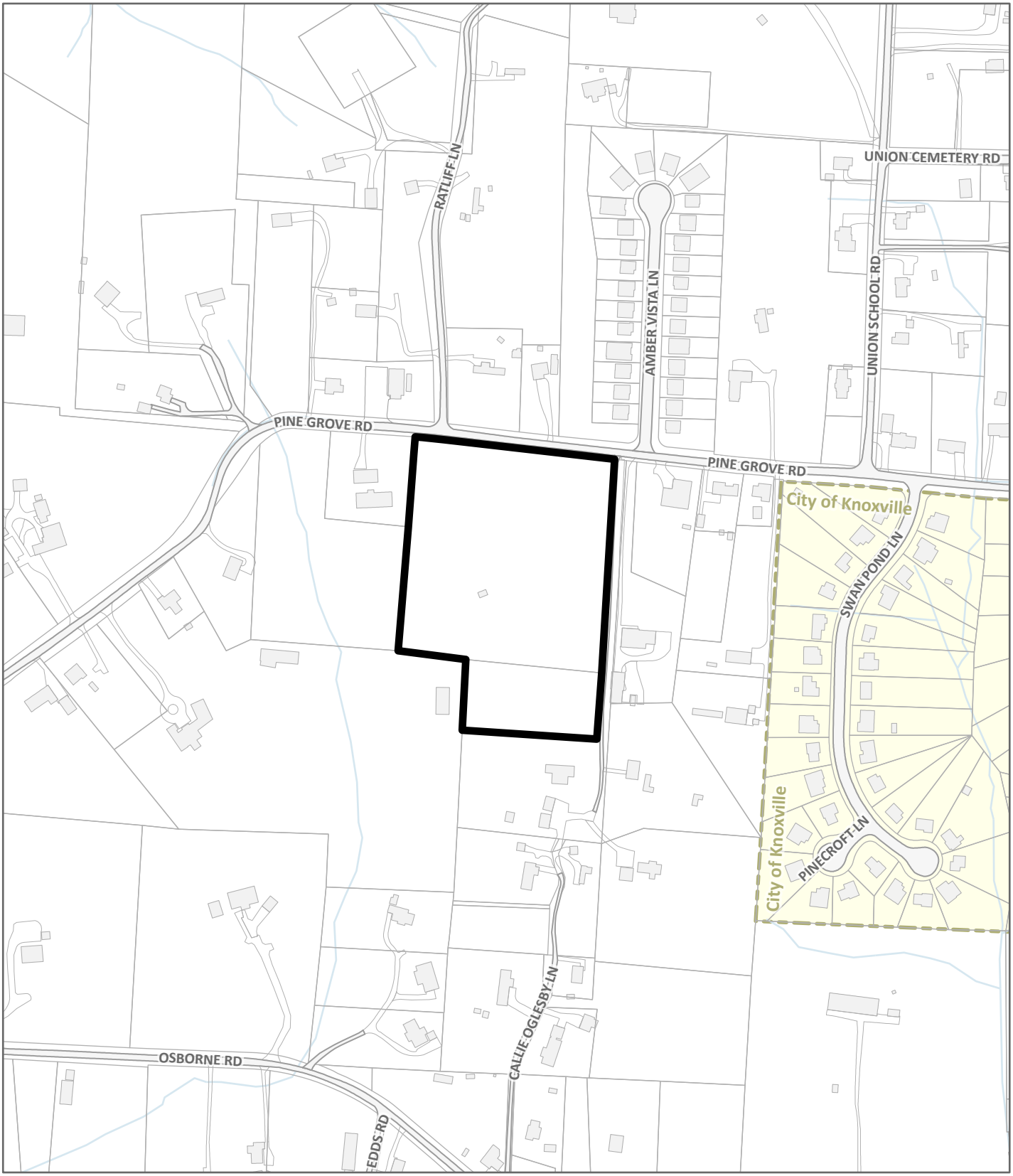
Case boundary

0 180

Feet

N

Exhibit A. Contextual Images



LOCATION MAP **5-N-26-RZ**

Case boundary

0 360

Feet

N

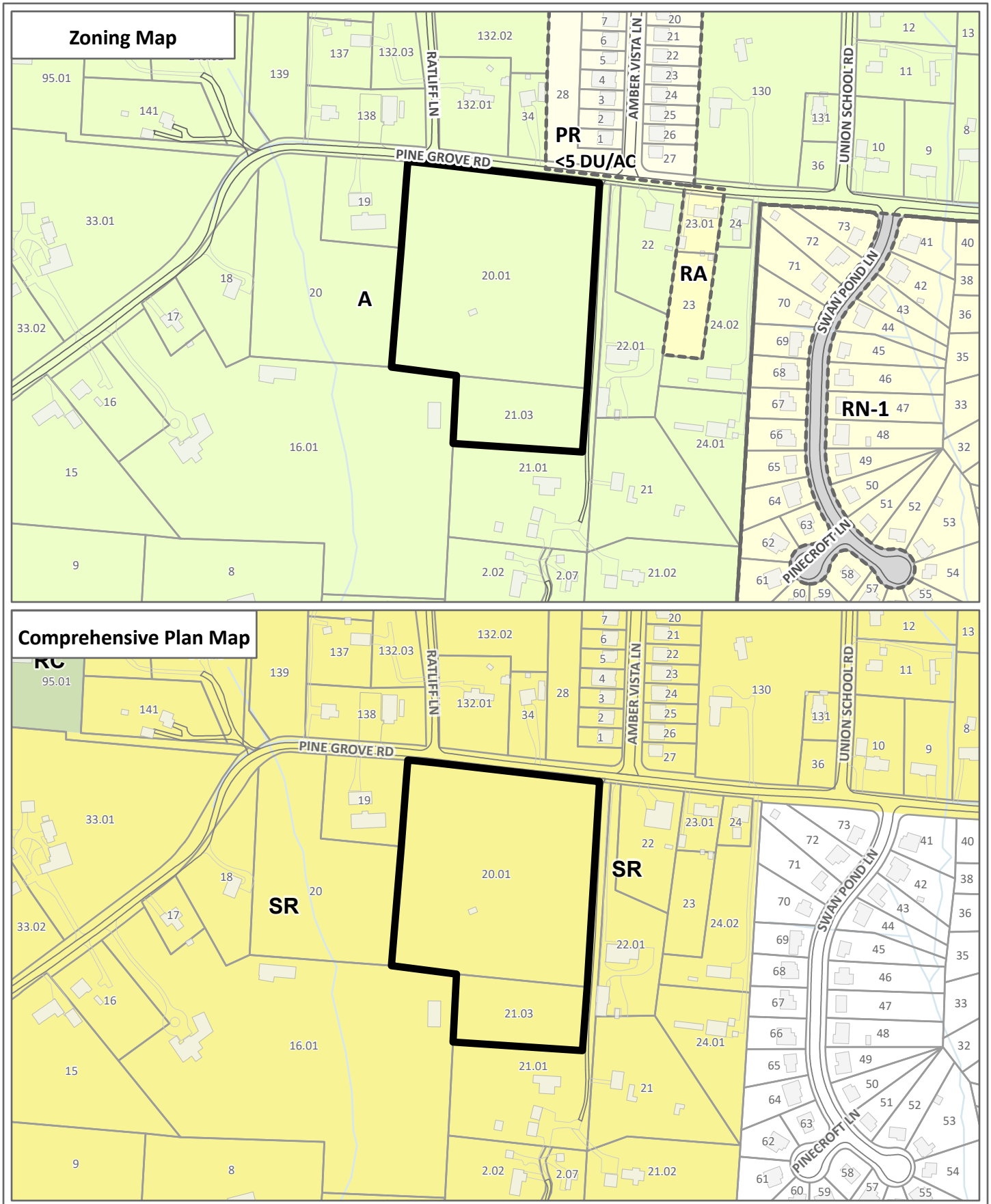


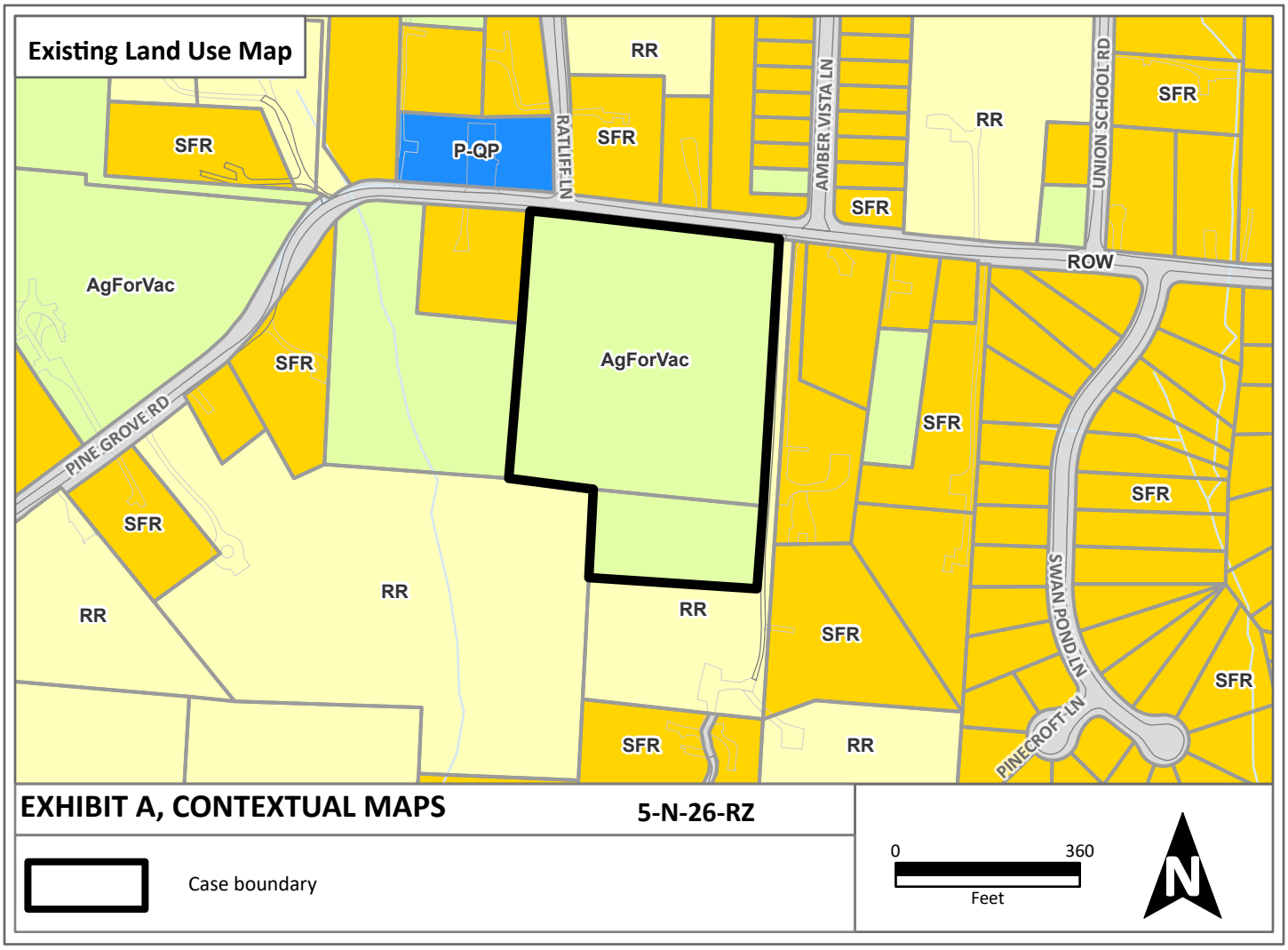
EXHIBIT A, CONTEXTUAL MAPS 5-N-26-RZ

Case boundary

0 360

Feet

N


Existing Land Use Map
SFR
P-QP
RR
SFR
RATLIFF LN
AMBER VISTA LN
SFR
RR
UNION SCHOOL RD
SFR
ROW
AgForVac
SFR
AgForVac
PINE GROVE RD
SFR
SFR
SFR
RR
RR
RR
SFR
SFR
SWAN POND LN
SFR
SFR
RR
PINECROFT LN
EXHIBIT A, CONTEXTUAL MAPS
5-N-26-RZ
Case boundary
0
360
Feet
N

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.*

05/02/2026 — Date to be Posted

05/15/2026 — 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

David Harbin — Applicant Signature

DAVID HARBIN — Applicant Name

3.27.26 — Date