

REZONING REPORT

▶ **FILE #:** 3-F-26-RZ

AGENDA ITEM #: 26

AGENDA DATE: 3/5/2026

▶ **APPLICANT:** TAYLOR D. FORRESTER

OWNER(S): Crosswalk Community Church

TAX ID NUMBER: 111 01602 (PARTIAL)

[View map on KGIS](#)

JURISDICTION: County Commission District 9

STREET ADDRESS: 2131 E GOVERNOR JOHN SEVIER HWY

▶ **LOCATION:** Southwest side of E. Governor John Sevier Hwy, west of Old French Rd

▶ **APPX. SIZE OF TRACT:** 8.6 acres

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via E Governor John Sevier Highway, a major arterial with a pavement width which varies from 23 ft to 38 ft within a right-of-way which varies from 102 ft and 167 ft.

UTILITIES: Water Source: Knox-Chapman Utility District

Sewer Source: Knox-Chapman Utility District

FIRE DISTRICT: Seymour Volunteer Fire Department

WATERSHED: Holston River and French Broad River

▶ **CURRENT ZONING:** A (Agricultural)

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

▶ **EXISTING LAND USE:** Public/Quasi Public Land, Water

▶ **DENSITY PROPOSED:** up to 5 du/ac

EXTENSION OF ZONING: This would not be an extension, but there is PR zoning to the north and south of the property at densities of up to 3 du/ac and 3.9 du/ac, respectively.

HISTORY OF ZONING: None noted.

SURROUNDING LAND USE AND ZONING: North: Public/quasi-public land (cemetery) - PR (Planned Residential) up to 3 du/ac

South: Single family residential (under construction) - PR(k) (Planned Residential with conditions) up to 3.9 du/ac

East: Public/quasi-public land (church) - A (Agricultural)

West: Water - F (Floodway)

NEIGHBORHOOD CONTEXT: This area is comprised of single family dwellings on large rural lots. The French Broad River runs adjacent to the subject property to the northwest and the East Tennessee State Veterans Cemetery is directly north.

STAFF RECOMMENDATION:

▶ **Approve the PR (Planned Residential) zone up to 5 du/ac because it is consistent with the adopted plans and changing conditions in the area, subject to 3 conditions.**

1) Providing street connectivity to the abutting property to the south, subject to review and approval

- by the Knox County Engineering & Public Works Department during the development plan phase.
- 2) Maintaining a 100-ft vegetative buffer on the western side of the property with plantings composed of a mix of native trees and grasses.
 - 3) Providing a 50-ft depth buffer yard for tree and vegetation planting along the Governor John Sevier Highway frontage, except for allowing approved access to Governor John Sevier Highway, as recommended by the Governor John Sevier Scenic Highway Corridor Study. High visibility tree protection fencing shall be installed before clearing and grading activities begin and shall be maintained until site and building construction are complete.

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. In 2022, two rezoning requests were approved adjacent to the subject property from the A (Agricultural) zone to PR(k) (Planned Residential with conditions) with up to 4.5 du/ac (4-E-22-RZ) and PR(k) up to 3.9 du/ac (5-O-22-RZ).
2. Since 2010, this section of E Governor John Sevier Highway, between the French Broad River and Grand Valley Road, has seen a trend in the development of public/quasi-public and residential uses. Public/quasi-public uses include the opening of a new water treatment plant to the south, and the East Tennessee State Veterans Cemetery directly to the north.
3. The Serenity River 47-lot single-family subdivision is nearing completion roughly 0.75 miles south of the subject property, and the construction of a 145-lot single-family subdivision is underway directly abutting the subject property.
4. The French Broad Veterans' Memorial Park opened in May 2025 on the other side of the French Broad River.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSES OF THE APPLICABLE ZONING ORDINANCE.

1. The PR zone is intended to provide optional methods of land development which encourage more imaginative solutions to environmental design problems. The west side of the property bordering the French Broad River is in the 100-year and 500-year floodplains. The PR zone would be appropriate to consider here, as it would allow for development to be clustered away from the flood zone on more optimal sections of the property.

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 PR zone ensures that site plans undergo a public review process and obtain Planning Commission approval before construction begins. The plan will be reviewed to determine whether the proposed development is compatible with the surrounding community.
2. The PR zone with a density of 5 du/ac would yield a maximum of 43 dwelling units.

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 subject property has the RC (Rural Conservation) place type on the Future Land Use Map. The RC place type is intended to conserve significant natural areas by clustering development and minimizing land disturbance. Generally, these areas conserve between 50% to 70% open space, though this place type requires 50% conservation of land for single family developments.
2. The PR zone is partially related to the RC place type. Partially related zones must meet additional criteria. The proposed rezoning meets the second criterion, as the PR zone with up to 5 du/ac is compatible with the surrounding residential zoning, which consists of properties zoned PR with up to 3 to 4.5 du/ac.
3. The subject property is within the French Broad River Corridor Study, which recommends clustering development to preserve natural features and protect environmentally sensitive areas. As previously mentioned, the PR zone allows development to be clustered on more optimal sections of the property away from natural features such as the floodplain and riverbank to the west.
4. The recommended condition to maintain a 100-ft vegetative buffer along the western side of the property adjacent to the river supports the intent of the RC place type to conserve natural areas and minimize land disturbance. This condition is further supported by the Comprehensive Plan's Implementation Policy 7: Encourage development practices that conserve and connect natural features and habitat.
5. The recommended condition to provide street connectivity to the abutting property to the south supports the Comprehensive Plan's Implementation Policy 11: Promote connectivity with new development, and Implementation Policy 14: Promote network efficiency to reduce congestion and improve redundancy. This

condition is further supported by the Knoxville-Knox County Subdivision Regulations, Section 3.04.C, which also recommends street connectivity and an interconnected street system as an important component in sound neighborhood development.

6. The proposed rezoning is consistent with Implementation Policy 9.3: Focus growth in areas already served by adequate infrastructure. The subject property has direct access to E Governor John Sevier Highway, a major arterial road, with connections to public sewer nearby. With the recommended conditions, the PR zone with up to 5 du/ac would allow opportunities for residential development compatible with changing conditions in the area, supported by available amenities, and align with the recommendations of the French Broad River Corridor Study, Governor John Sevier Scenic Highway Corridor Study, and the intent of the RC place type.

7. The subject property is within the Planned Growth Area of the Growth Policy Plan, which encourages a reasonably compact pattern of development and offering a wide range of housing choices. The proposed rezoning aligns with the intent of the Planned Growth Area.

ESTIMATED TRAFFIC IMPACT: 464 (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: 9 (public school children, grades K-12)

Schools affected by this proposal: New Hopewell 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 4/20/2026. 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.