

# REZONING REPORT

**▶ FILE #:** 4-B-26-RZ **AGENDA ITEM #:** 25  
 POSTPONEMENT(S): 4/9/2026 **AGENDA DATE:** 5/14/2026  
**▶ APPLICANT:** HOMESTEAD LAND HOLDINGS, LLC  
 OWNER(S): David M Johnson

**TAX ID NUMBER:** 62 L B 017 [View map on KGIS](#)  
**JURISDICTION:** County Commission District 8  
**STREET ADDRESS:** 8934 PLEASANT HILL RD  
**▶ LOCATION:** Southwest side of Pleasant Hill Rd, east side of Kitts Rd, north of Asheville Hwy  
**▶ APPX. SIZE OF TRACT:** 16.24 acres  
**GROWTH POLICY PLAN:** Planned Growth Area  
**ACCESSIBILITY:** Access is via Pleasant Hill Road, an unstriped local street with 16.5-21 ft of pavement width within a right-of-way width that varies from 32-41 ft. Access is also via Kitts Road, a local street with 25 ft of pavement width within a right-of-way width that varies from 68-71 ft.  
**UTILITIES:** Water Source: Knoxville Utilities Board  
 Sewer Source: Knoxville Utilities Board  
**FIRE DISTRICT:** Rural Metro Fire  
**WATERSHED:** Lyon Creek

**▶ CURRENT ZONING:** A (Agricultural)  
**▶ REQUESTED ZONING:** PR (Planned Residential)  
**▶ EXISTING LAND USE:** Agriculture/Forestry/Vacant Land  
  
**▶ DENSITY PROPOSED:** up to 12 du/ac  
**EXTENSION OF ZONING:** No, it is not an extension.  
**HISTORY OF ZONING:** None noted.  
**SURROUNDING LAND USE AND ZONING:** North: Office, commercial - CA (General Business), A (Agricultural)  
 South: Rural residential, agriculture/forestry/vacant land - A (Agricultural)  
 East: Single family residential - RA (Low Density Residential)  
 West: Single family residential, office, multifamily - A (Agricultural), CA (General Business)  
**NEIGHBORHOOD CONTEXT:** The subject property is in an area that primarily features a mix of residential, office, and commercial uses, interspersed with undeveloped forested tracts and agricultural fields. Carter Middle and High Schools and Carter Park lie within 0.5 miles to the southeast, and Carter Elementary School lies 0.8 miles to the southwest.

**STAFF RECOMMENDATION:**

**▶ Deny the PR (Planned Residential) zone with up to 12 du/ac due to concerns with existing roadway**

**infrastructure and the subject property's lack of direct access to any of the nearby classified roads.**

**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. Since the early 2000s, development in the surrounding area has remained largely unchanged, with very few exceptions – the neighboring property to the west was developed as a recycling/waste center in 2020, and the townhouse development to the southeast was built between 2003 and 2007. The area has otherwise remained stable with mostly single-family homes on large lots. The area is primarily residential in nature, though there is a commercial node at the intersection of Asheville Highway, Andrew Johnson Highway, and Strawberry Plains Pike.

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 that encourage more imaginative solutions to environmental design problems and establish residential areas that are characterized by a unified building and site development program. A stream and wet weather conveyance run through the southeastern portion of the site connecting to Lyon Creek to the south. The PR zone would allow development to be clustered away from environmentally sensitive areas.

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. Planning and Engineering staff have concerns regarding the subject property's access on Kitts Road, which appears to have limited sight distance to the south due to a vertical curve in the road. A sight-distance verification analysis would be required to determine the feasibility of this access point for future development.
2. Though the subject property is near major roads such as Asheville Highway, Andrew Johnson Highway, and Strawberry Plains Pike, it only has direct access to two local streets, Pleasant Hill Road and Kitts Road. Both roads function similarly to collector streets by connecting two classified roads. However, Pleasant Hill Road is unstriped with pavement width varying from 16.5 to 19 ft. At the proposed density, roadway improvements to Pleasant Hill Road would likely be needed to accommodate increased vehicular traffic associated with any potential development, and this would be determined during the design plan phase. Kitts Road is striped and wider than Pleasant Hill Road, but as previously mentioned, it appears to have limited sight distance at this location.
3. The PR zone ensures that site plans undergo a public review process and obtain Planning Commission approval of any proposed developments. The plan will be reviewed to determine whether the proposed development is compatible with the surrounding community.

THE 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 TCMU (Town Center Mixed-Use) place type on the Future Land Use Map. The TCMU place type is intended to promote large and compact walkable developments with employment, commercial, residential, civic, and supporting uses integrated horizontally and vertically with connectivity to surrounding neighborhoods. The place type places an emphasis on a mix of commercial, office, and multifamily residential as primary uses integrated either horizontally or vertically.
2. The PR zone with up to 12 du/ac is partially related to the TCMU place types. Partially related zones must meet additional criteria. The proposed rezoning meets the second criterion, as the allowable uses in the PR zone with up to 12 du/ac are consistent with the secondary uses of the TCMU place type.
3. The TCMU place type recommends a housing mix of multifamily buildings, attached residential such as duplexes, multiplexes, and townhomes. The allowable housing types in the PR zone align with the recommended housing mix, though PR does not allow commercial uses unless the development is over 20 acres.
4. The TCMU place type recommends providing connectivity to surrounding neighborhoods and promoting a walkable setting with short block lengths and wide sidewalks. Any future development should include internal and external pedestrian and roadway connections, as well as opportunities for street connectivity to meet the intent of this place type.
5. The East County Community Plan has identified the surrounding area as a Rural Crossroad, and Asheville Highway, Andrew Johnson Highway, and Strawberry Plains Pike as Development Corridors (pg 48-49). Rural Crossroads are development areas designed to create centers of community activity with housing, shopping opportunities, service businesses, and other amenities. Development Corridors are roadways appropriate for a more intense development pattern. As stated previously, the PR zone does not allow mixed-use developments

with commercial activities for planned districts under 20 acres. The subject property is approximately 16.24 acres and, though within the rural crossroads buffer, it does not have direct access to any of the identified Development Corridors.

6. The subject property's lack of direct access to any of the nearby classified roads does not support the intent of the TCMU place type or East County Community Plan, which emphasizes mixed-use development in this area largely due to the proximity to the triangle of classified streets.

7. The subject property is within the Planned Growth Area 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 Planned Growth Area.

ESTIMATED TRAFFIC IMPACT: 1270 (average daily vehicle trips)

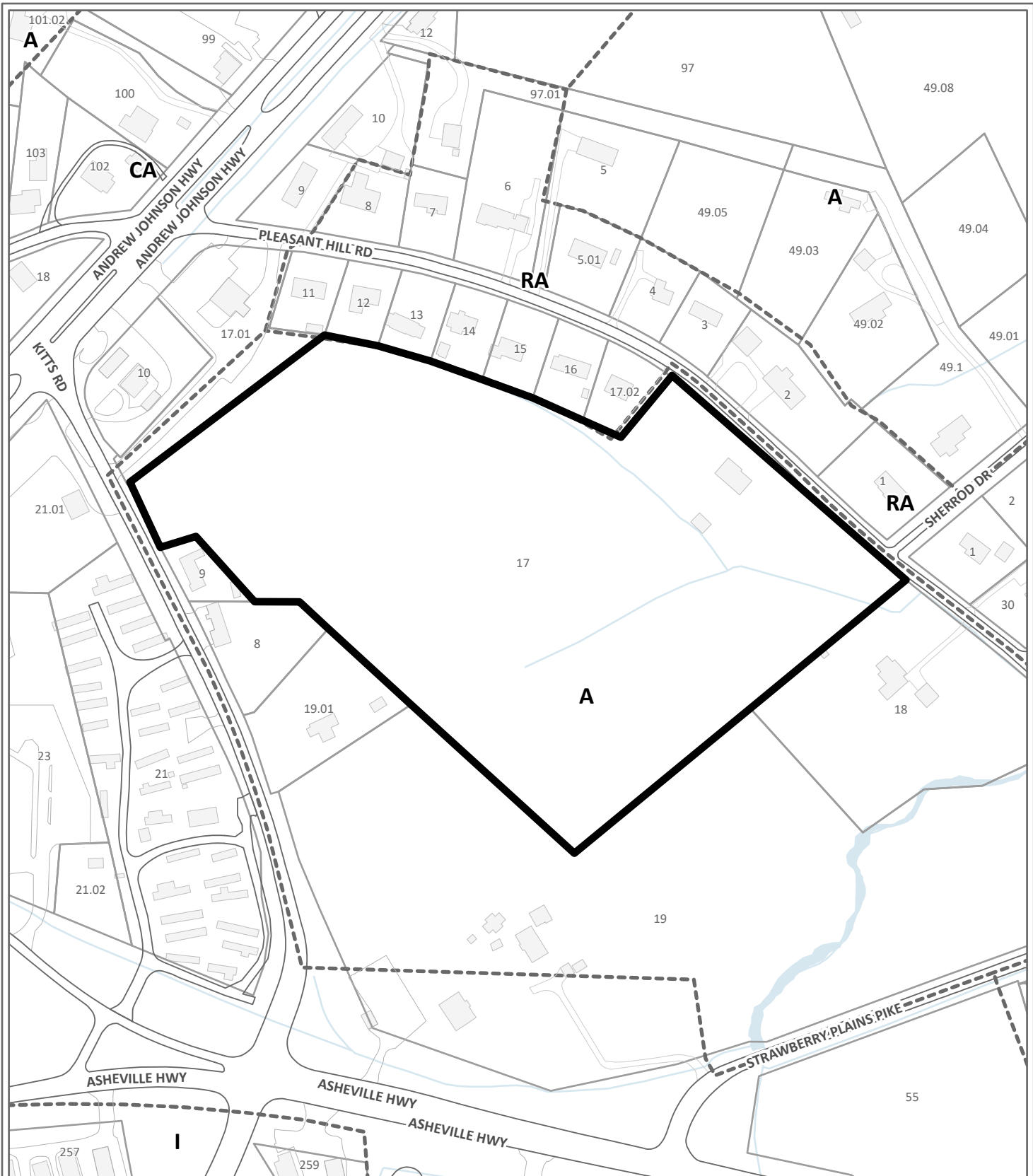
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: 13 (public school children, grades K-12)

Schools affected by this proposal: Carter Elementary, 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 6/15/2026. 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**

**4-B-26-RZ**

**Petitioner:** Homestead Land Holdings, LLC

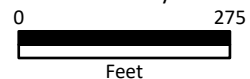


**From:** A (Agricultural)

**To:** PR (Planned Residential) up to 12 du/ac

**Map No:** 62

**Jurisdiction:** County



**Original Print Date:** 3/2/2026

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

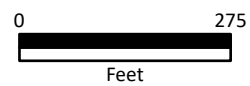
# Exhibit A. Contextual Images



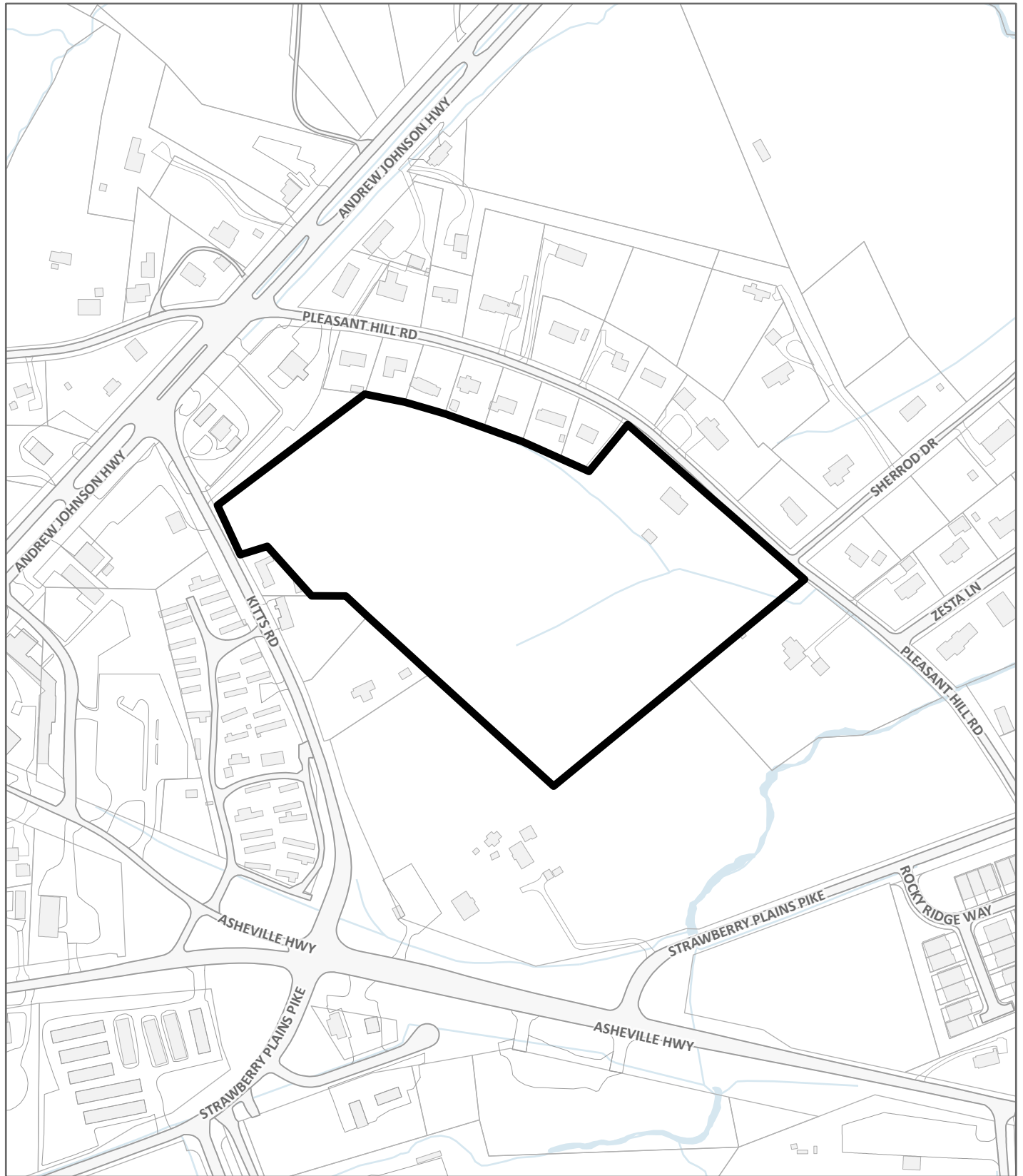
## AERIAL MAP



Case boundary



# Exhibit A. Contextual Images



**LOCATION MAP**

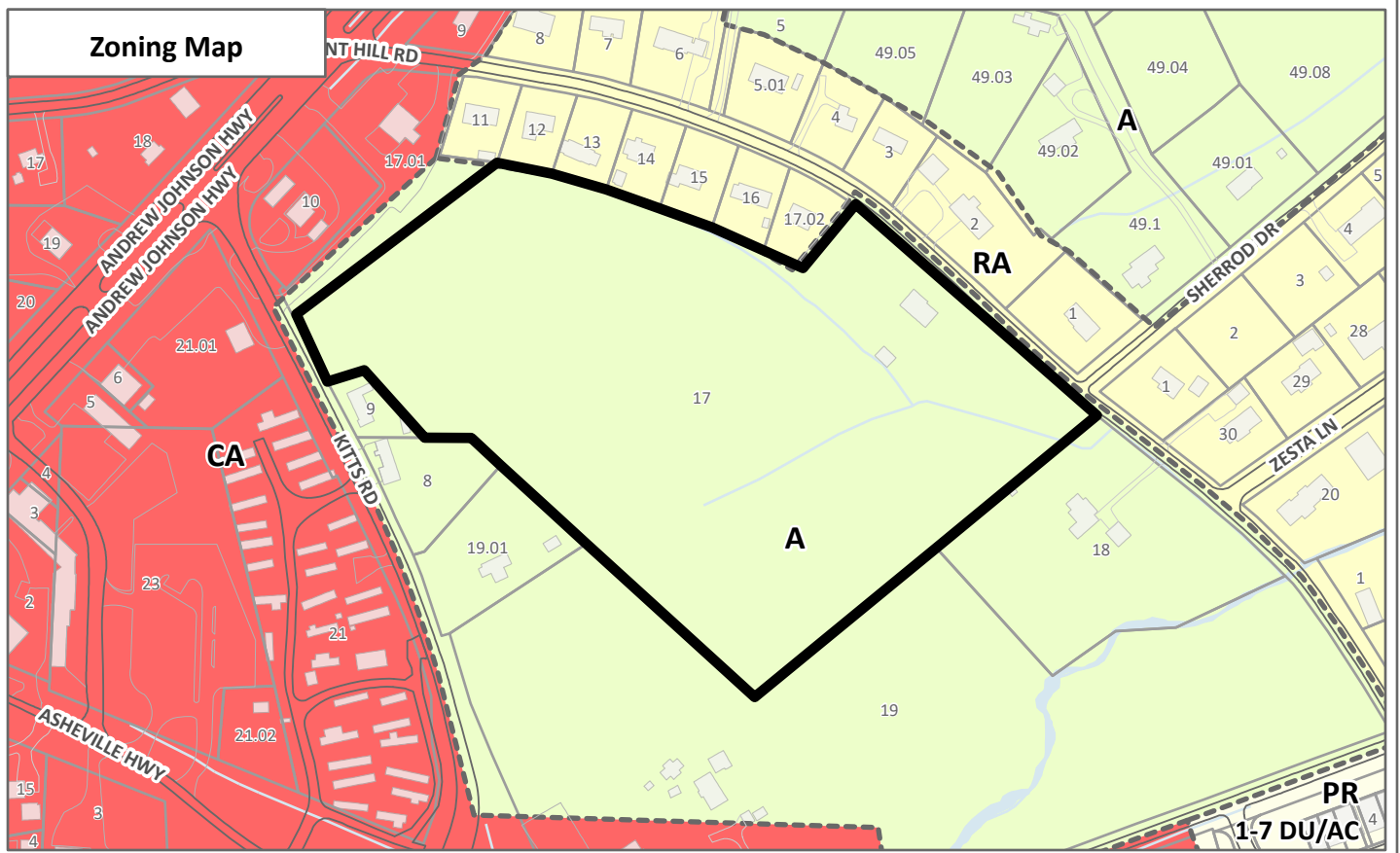
**4-B-26-RZ**



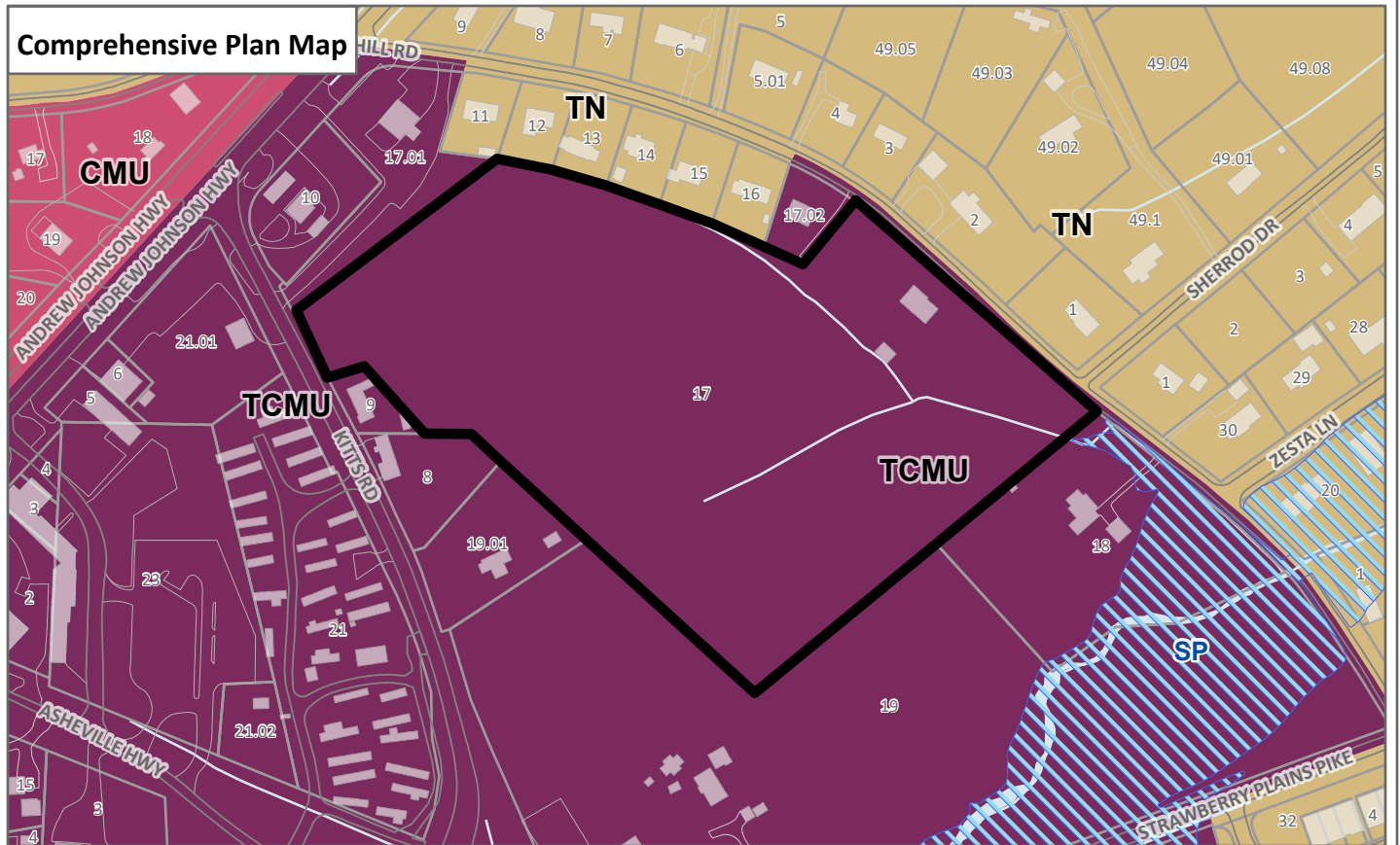
Case boundary



**Zoning Map**



**Comprehensive Plan Map**



**EXHIBIT A, CONTEXTUAL MAPS**

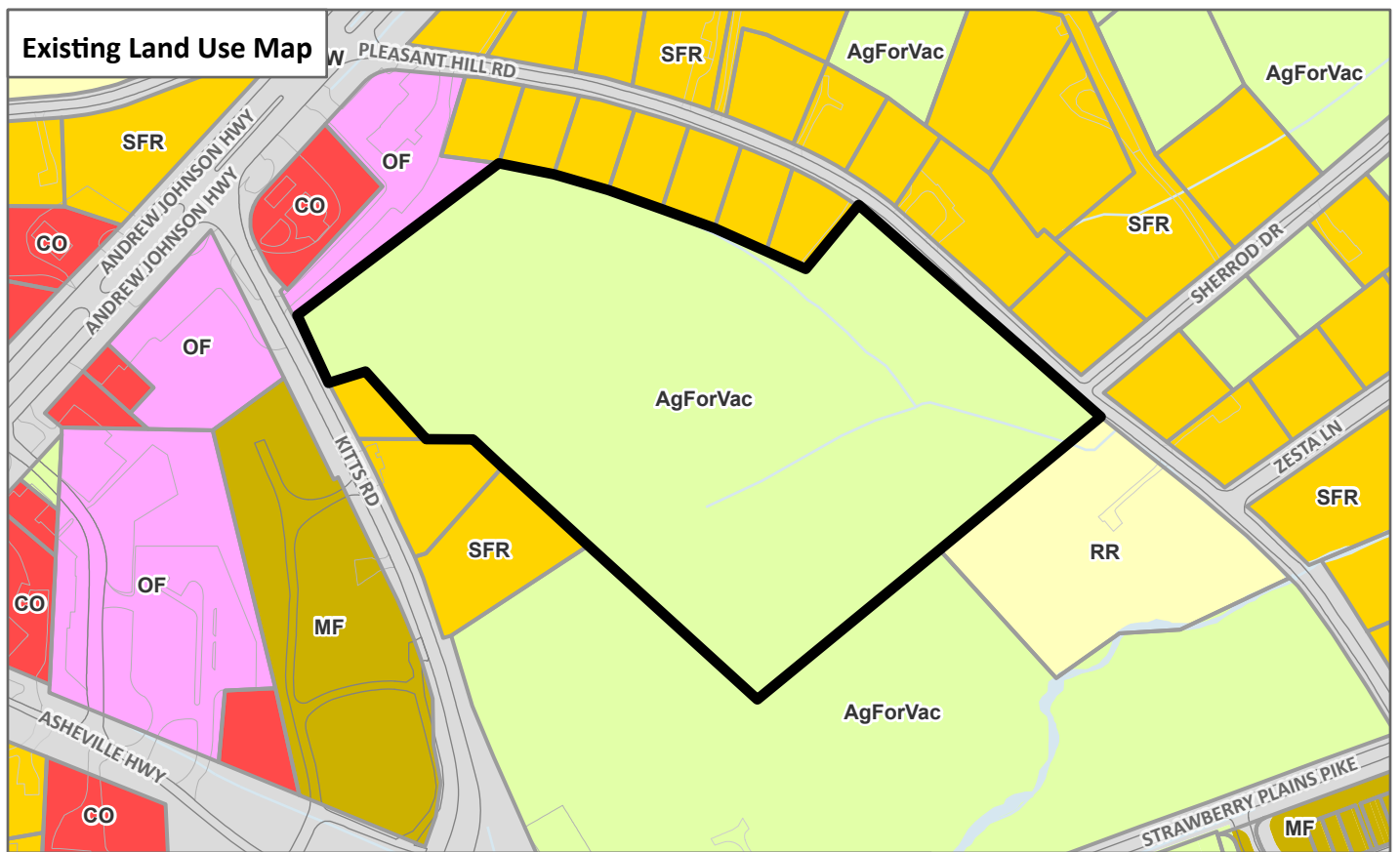
**4-B-26-RZ**



Case boundary



**Existing Land Use Map**

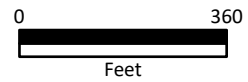


**EXHIBIT A, CONTEXTUAL MAPS**

4-B-26-RZ



Case boundary



# 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.*

03/27/2026

04/10/2026

Date to be Posted

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



Anderson Baker

1/14/26

Applicant Signature

Applicant Name

Date