

REZONING REPORT

► FILE #:	8-J-26-RZ	(REVISED)	AGENDA ITEM #:	21
	POSTPONEMENT(S):	8/13/26	AGENDA DATE:	9/10/2026
► APPLICANT:	HOMESTEAD LAND HOLDINGS, LLC			
	OWNER(S):	Laura Bailey		
	TAX ID NUMBER:	46 237, 23701, 10402, 10403 056 103	View map on KGIS	
	JURISDICTION:	County Commission District 7		
	STREET ADDRESS:	7741 HEISKELL RD (7753, 7805, 7809 HEISKELL RD, 0 GRANVILLE CONNER RD)		
► LOCATION:	West side of Heiskell Rd, east side of Granville Conner Rd, north of E Emory Rd			
► APPX. SIZE OF TRACT:	29.25 acres			
	GROWTH POLICY PLAN:	Planned Growth Area		
	ACCESSIBILITY:	Access is via Heiskell Road, a minor arterial with 20 ft of pavement width within a right-of-way width that varies from 63-82 ft. Access is also available via Granville Conner Road, a local street with a pavement width which varies between 16-19 ft within a 50-ft right-of-way.		
	UTILITIES:	Water Source: Hallsdale-Powell Utility District Sewer Source: Hallsdale-Powell Utility District		
	FIRE DISTRICT:	Rural Metro Fire		
	WATERSHED:	Beaver Creek		
► CURRENT ZONING:	PR (Planned Residential) up to 5 du/ac, A (Agricultural)			
► REQUESTED ZONING:	PR (Planned Residential)			
► EXISTING LAND USE:	Rural Residential, Single Family Residential			
► DENSITY PROPOSED:	up to 3 du/ac			
	EXTENSION OF ZONING:	No, it is not an extension.		
	HISTORY OF ZONING:	In 2016 part of the property was rezoned from A (Agricultural) to PR (Planned Residential) up to 5 du/ac. (1-E-16-RZ). In 2025 a request to rezone part of the property from A (Agricultural) to PR (Planned Residential) up to 5 du/ac was withdrawn at the Planning Commission meeting (12-I-25-RZ). A request to rezone part of the property from A to PR up to 5 du/ac was withdrawn in July 2026 (7-G-26-RZ).		
	SURROUNDING LAND USE AND ZONING:	North: Single family residential, agriculture/forestry/vacant land - RA (Low Density Residential), A (Agricultural) South: Rural residential, single family residential - A (Agricultural) East: Single family residential - PR (Planned Residential) up to 2.5 du/ac West: Rural residential, single family residential, public/quasi public land (church) - A (Agricultural), RA (Low Density Residential)		
	NEIGHBORHOOD CONTEXT:	This area has a residential character comprised of single-family dwellings on a range of lot sizes and townhouse developments. Commercial, office, and multi-family development is concentrated along E Emory and W Emory		

STAFF RECOMMENDATION:

- **Approve the PR (Planned Residential) zone with up to 3 du/ac because it is consistent with adopted plans, subject to two conditions:**

- 1) Granville Conner Road must be improved to 20 feet from the subject property's frontage to W Emory Road at the expense of the developer.**
- 2) A Traffic Impact Study (TIS) must be included with the submission of a development plan application. The TIS must identify the western segment of Granville Conner Road, spanning to Collier Road. Any roadway improvements to this segment identified in the TIS must be implemented at the expense of the developer, subject to review and approval 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. Since the early 1980s, there has been a gradual transition from A (Agricultural) zoning to RA (Low Density Residential) and PR (Planned Residential) ranging from up to 2.5 to 15 du/ac along Heiskell Road. Zoning along Granville Conner Road has also gradually transitioned from the A (Agricultural) zone to the RA, RAE (Exclusive Residential), and PR zones with densities ranging from 1.22 to up to 3 du/ac.
2. Commercial zoning has been concentrated south of the subject property along W Emory and E Emory Roads, consisting of properties zoned CA (General Business) and SC (Shopping Center) in the County and C-R-2 (Regional Commercial) in the City.
3. In October 2025, the Tennessee Department of Transportation began construction on the I-75 at Emory Road improvement project, which will reconfigure the interchange to move high volumes of traffic more efficiently. The project will also provide a connection between the disjointed sidewalk system between E Emory Road and W Emory Road, allowing pedestrians safe access through the interchange.

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.
2. The northern section of 0 Granville Conner Road (parcel 056 103) contains slopes in the 15-25% and 25%-40% ranges and a blue line stream. The PR zone would be appropriate to consider here, as it would allow development to be clustered away from the stream and slopes on flatter, more optimal sections of the site.
3. A non-disturbance buffer would be required along the blue-line stream, which restricts development and any alteration of the land near the stream.

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. Granville Conner Road is a local street with an uneven pavement width ranging between 16 and 19 ft. The road is wider near its intersection at W Emory Road; however, traveling north it begins to narrow to 16 and 17 feet. A condition of approval is recommended to widen Granville Conner Road to 20 feet between the subject property and W Emory Road in order to address transportation capacity concerns associated with the potential development of this site.
2. The subject property's points of access on Heiskell Road do not meet minimum sight distance standards due to a bend in the road and a vertical curve. Future access to Heiskell Road may be limited or restricted to alleviate safety concerns and would be determined during the design phase.
3. The PR zone ensures that site plans undergo a public review process and obtain Planning Commission approval of any proposed developments. A site plan would be reviewed to determine whether a proposed development is compatible with the surrounding community.

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 is designated SR (Suburban Residential) in the Knox County Comprehensive Plan, which recommends primarily residential uses such as single-family and attached residential.

2. The PR zone is partially related to the SR place type. Partially related zones must meet additional review criteria. The PR zone with up to 3 du/ac meets the first criterion, as the allowable uses in the PR zone align with the secondary uses of the SR place type.
3. The proposed rezoning is consistent with the Comprehensive Plan's Implementation Policy 5: Create neighborhoods with a variety of housing types and amenities in close proximity. The subject property is within 0.4 miles of the Powell Public Library, the Collier Nature Preserve, and the commercial corridor along W and E Emory Roads, which features an array of retail and service-oriented uses and the North Knoxville Medical Center.
4. The recommended conditions to improve Granville Conner Road are consistent with Implementation Policy 9: Coordinate infrastructure improvements with development and Implementation Policy 9.5: Avoid approving isolated developments where infrastructure is inadequate or not yet planned.
5. The subject property is in 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 rezoning supports the intent of the Planned Growth Area.

ESTIMATED TRAFFIC IMPACT: 888 (average daily vehicle trips)

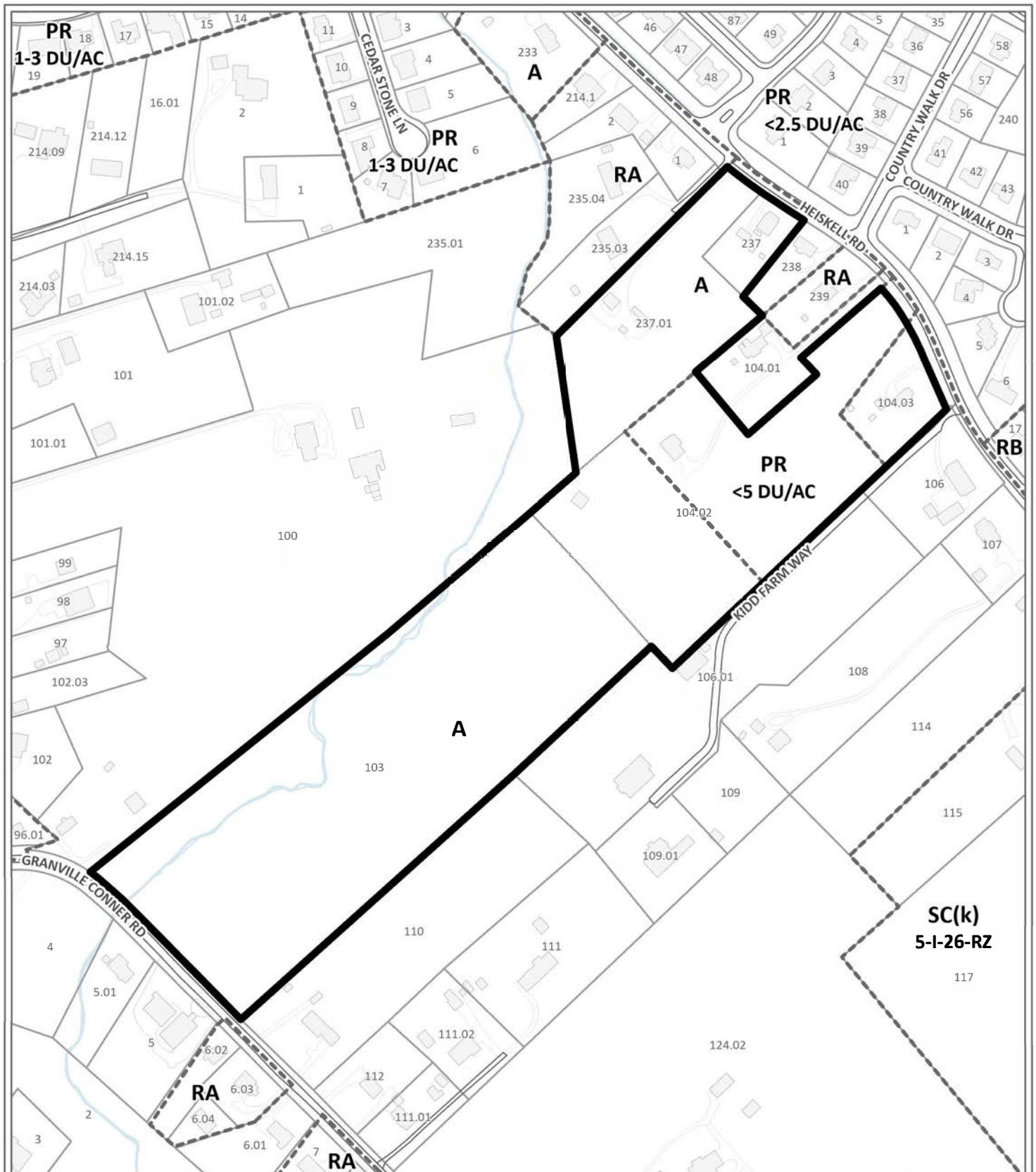
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: 32 (public school children, grades K-12)

Schools affected by this proposal: Brickey-McCloud Elementary, Powell Middle, and Powell 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 10/19/2026. 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

8-J-26-RZ

Petitioner: Homestead Land Holdings, LLC



From: PR (Planned Residential) up to 5 du/ac, A (Agricultural)

To: PR (Planned Residential) up to 3 du/ac

Map No: 46

Jurisdiction: County



Original Print Date: 7/24/2026

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

Exhibit A. Contextual Images



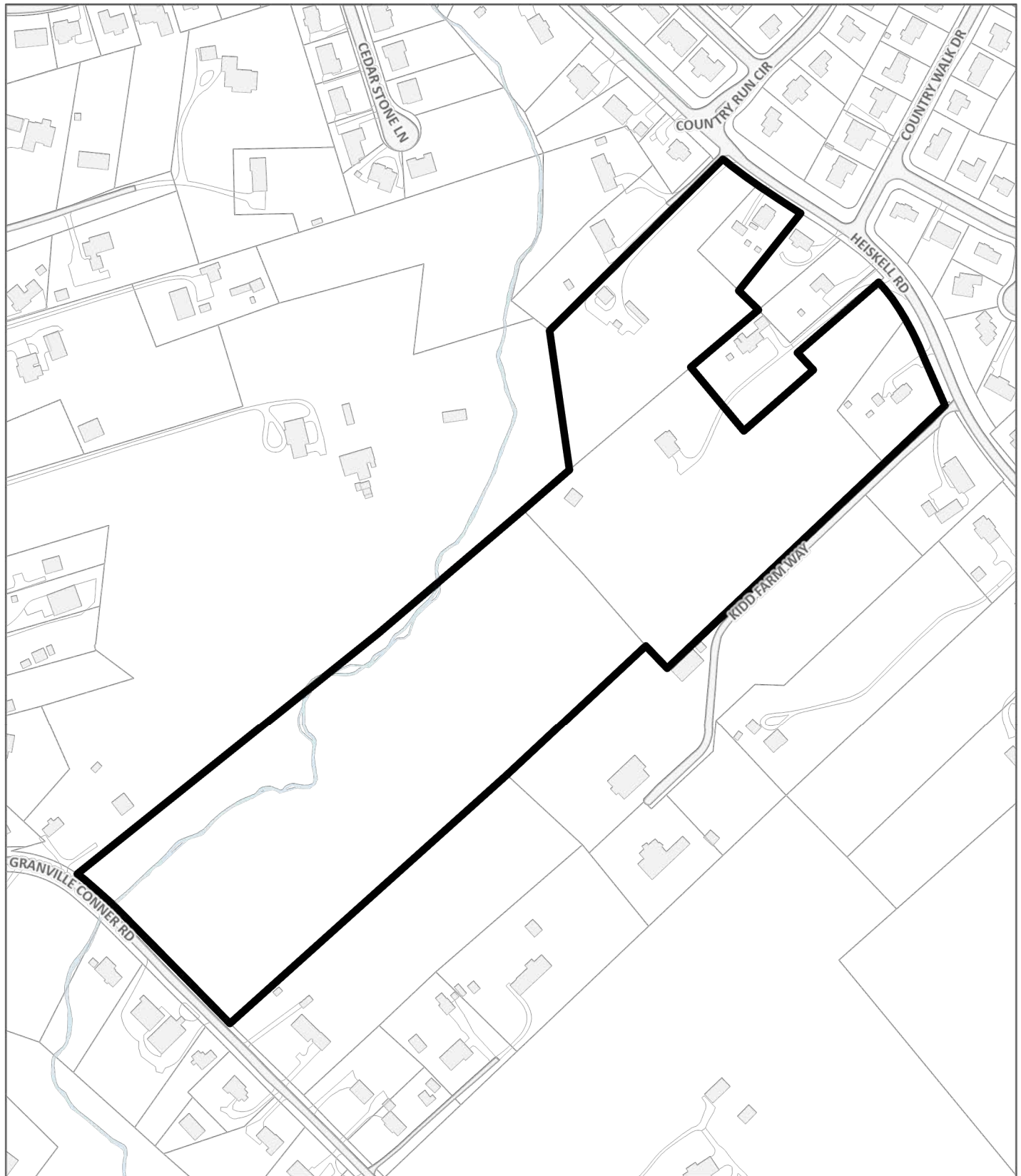
AERIAL MAP



Case boundary



Exhibit A. Contextual Images



LOCATION MAP

8-J-26-RZ



Case boundary



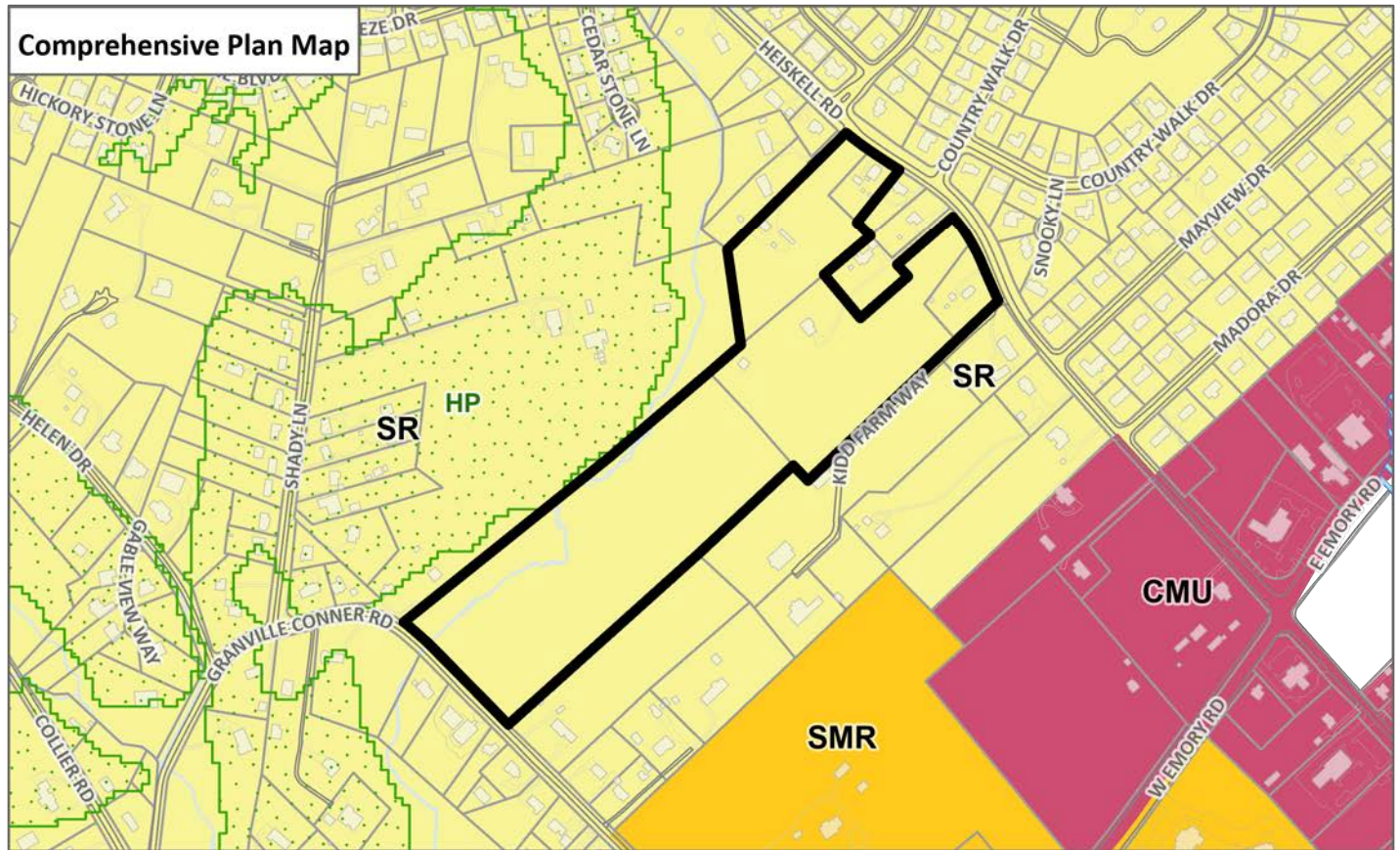
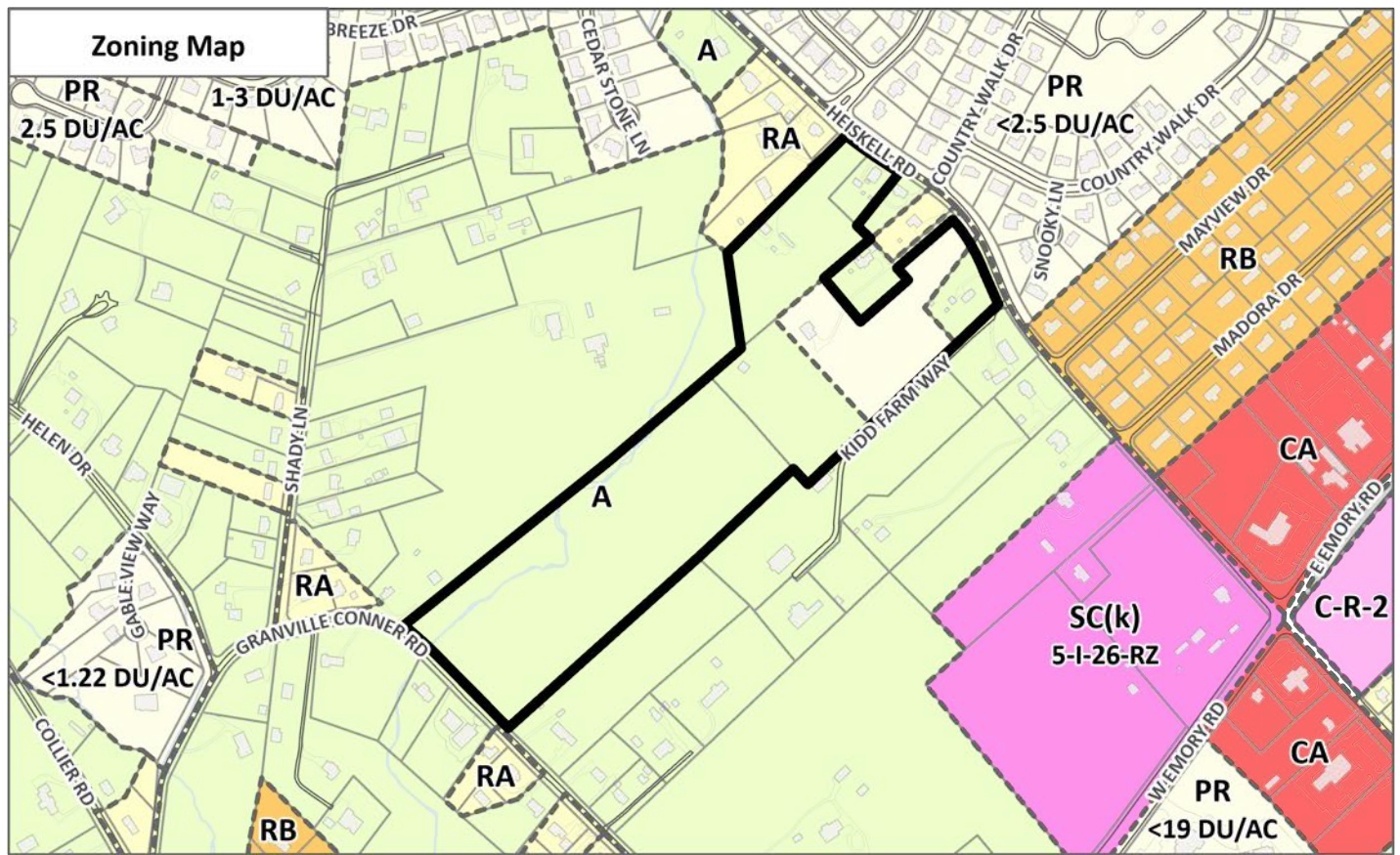


EXHIBIT A, CONTEXTUAL MAPS		8-J-26-RZ
 Case boundary		 

Existing Land Use Map

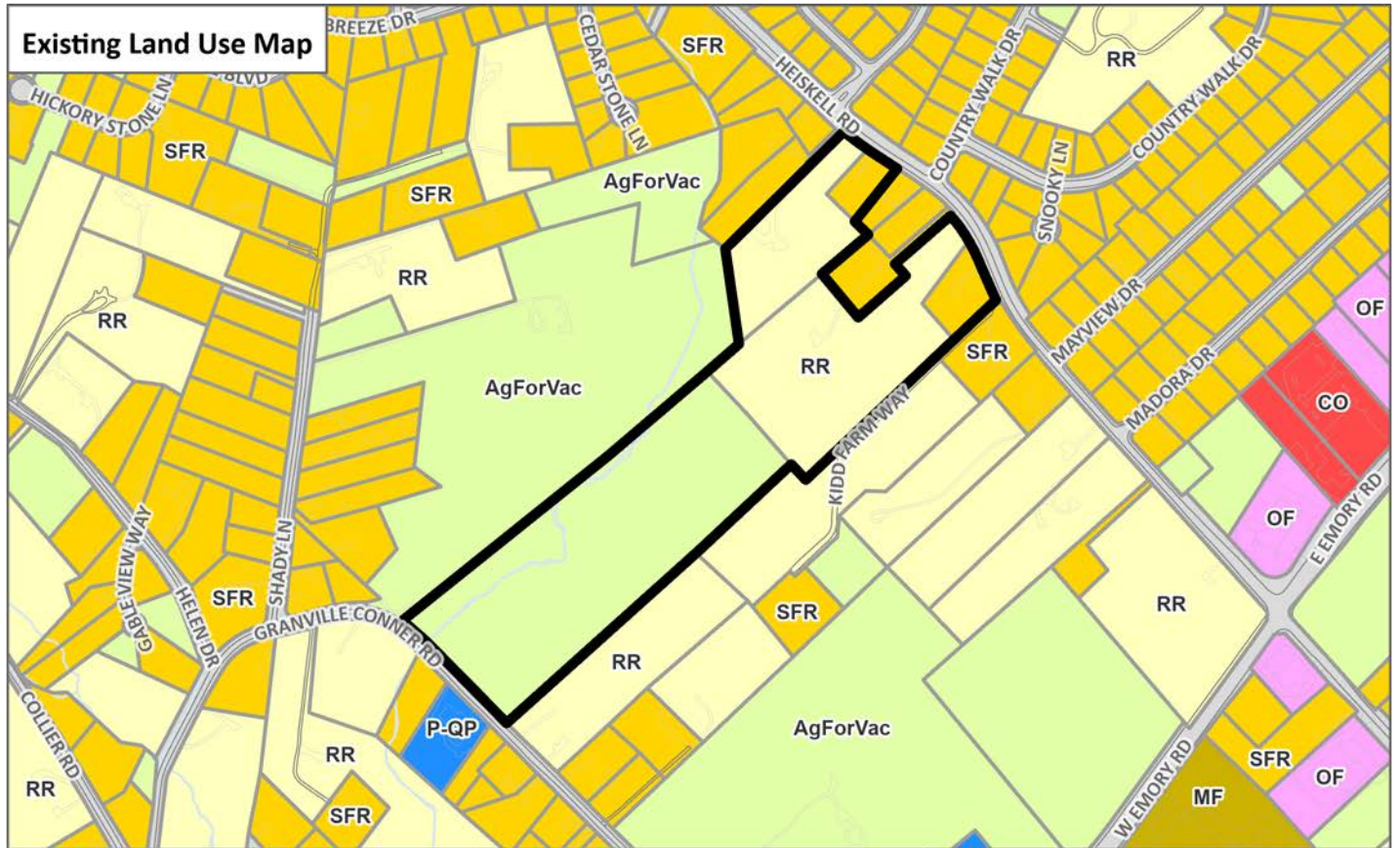


EXHIBIT A, CONTEXTUAL MAPS

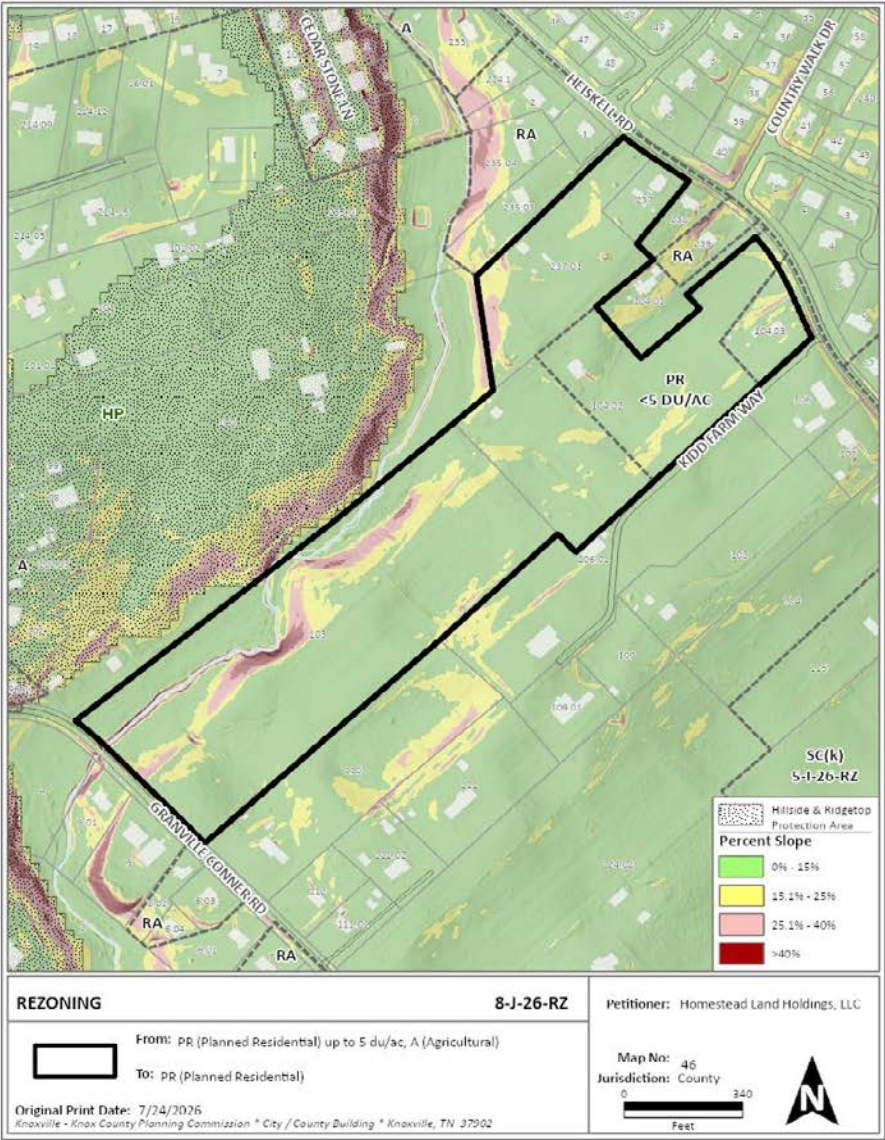
8-J-26-RZ



Case boundary



CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	29.2561		
Non-Hillside	29.2503	N/A	
0-15% Slope	0.0004	100%	0.0004
15-25% Slope	0.0038	50%	0.0019
25-40% Slope	0.0016	20%	0.0003
Greater than 40% Slope	0.0000	10%	0.0000
Ridgetops			
Hillside Protection (HP) Area	0.0058	Recommended disturbance budget within HP Area (acres)	0.0026
		Percent of HP Area	45.7%



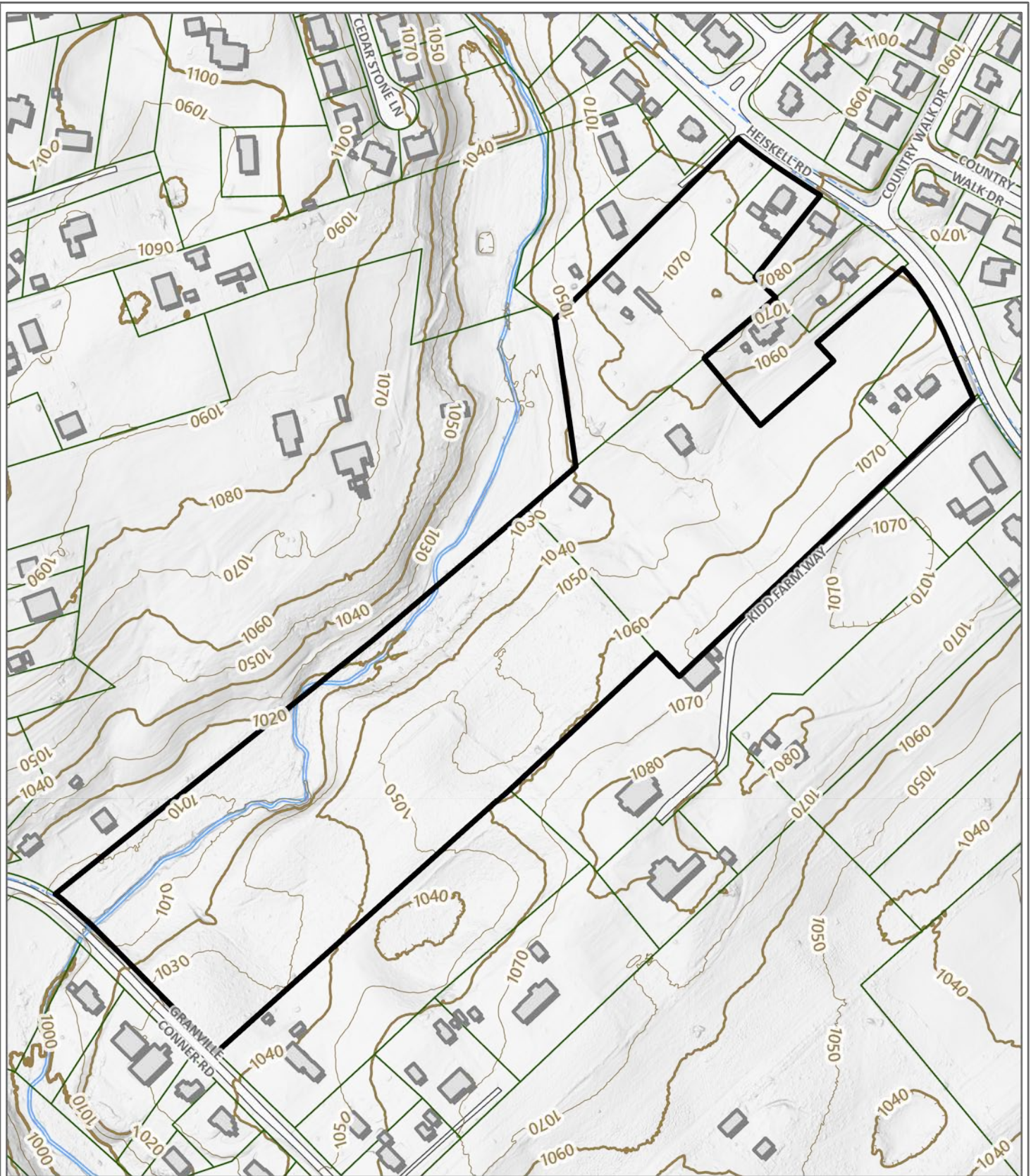


Exhibit B: Contour Map

8-J-26-RZ

Contour Interval: 10 feet

 Case Boundary

Original Print Date: 7/24/2026

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

Petitioner: Homestead Land Holdings, LLC

Map No: 46

Jurisdiction: County

0 300
Feet



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.

Aug 1

Aug 14

Date to be Posted

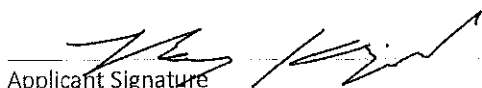
Date to be Removed

Have you engaged the surrounding property owners to discuss your request?

☒ Yes ☐ No

☐ No, but I plan to prior to the Planning Commission meeting

Applicant Signature



Thomas Krajewski

Applicant Name

06.26.26

Date