



PLAN AMENDMENT/ REZONING REPORT

► **FILE #:** 8-I-26-RZ

AGENDA ITEM #: 20

8-D-26-PA

AGENDA DATE: 8/13/2026

► **APPLICANT:** JOSH ERHARD

OWNER(S): Katie Holt FORT SUMTER LLC

TAX ID NUMBER: 19 195, 19502, 19506

[View map on KGIS](#)

JURISDICTION: Commission District 8

STREET ADDRESS: 0 FORT SUMTER RD

► **LOCATION:** North side of Fort Sumter Rd and McCloud Rd intersection

► **TRACT INFORMATION:** 10.4 acres.

GROWTH POLICY PLAN: Rural Area

ACCESSIBILITY: Access is via Fort Sumter Road, a minor collector with 17-19 ft of pavement width within a right-of-way width that varies from 55-61 ft.

UTILITIES: Water Source: Hallsdale-Powell Utility District

Sewer Source: Hallsdale-Powell Utility District

FIRE DISTRICT: Rural Metro Fire

WATERSHED: Beaver Creek

► **CURRENT PLAN AND ZONING DESIGNATION:** RL (Rural Living), HP (Hillside Protection) / A (Agricultural)

► **REQUESTED PLAN AND ZONING DESIGNATION:** RC (Rural Conservation), HP (Hillside Protection) / PR (Planned Residential)

► **EXISTING LAND USE:** Agriculture/Forestry/Vacant Land

► **DENSITY PROPOSED:** 3 du/ac

EXTENSION OF PLAN AND ZONING DESIGNATION: No, it is not an extension of the plan designation or the zoning.

HISTORY OF REQUESTS: None noted.

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING

North:	Rural residential - RL (Rural Living) - RA (Low Density Residential)
South:	Single family residential - SR (Suburban Residential) - RA (Low Density Residential)
East:	Single family residential -RL (Rural Living), HP (Hillside Protection) - A (Agricultural)
West:	Public/quasi public land (cemetery), rural residential - RL (Rural Living), HP (Hillside Protection) - A (Agricultural)

NEIGHBORHOOD CONTEXT: Development west of the subject property consists of more compact single-family subdivisions and civic uses, whereas development to the east has a

more rural character featuring single-family dwellings on large lots and agricultural uses.

STAFF RECOMMENDATION:

- ▶ **Deny the RC (Rural Conservation) place type because there has not been a substantial change in conditions. The HP (Hillside Protection Area) would be retained.**

- ▶ **Deny the PR (Planned Residential) zone up to 3 du/ac because it is not consistent with the adopted plans.**

COMMENTS:

PURSUANT TO THE COMPREHENSIVE PLAN, CHAPTER 3 IMPLEMENTATION, A PLAN AMENDMENT MAY BE APPROPRIATE IF THERE IS AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN, OR IF TWO OR MORE OF THE OTHER CRITERIA APPLY.

OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. The RL (Rural Living) place type on this property is not the result of an error or omission in the plan. The RL place type is intended for areas primarily made up of single family residential within a rural setting. These areas may include agriculture, open space, and some limited commercial uses that support agriculture and civic uses. The subject property is situated on a section of Fort Sumter Road that transitions from traditional suburban-style development to a more rural character, with large lots featuring single-family dwellings and agricultural uses.

IF THERE ARE NO ERRORS OR OMISSIONS, TWO OF THE FOLLOWING CRITERIA MUST BE MET:

CHANGES OF CONDITIONS (SUCH AS SURROUNDING LAND USES, ZONING, UNCONTROLLED NATURAL FORCES/DISASTERS, ETC.):

1. There has not been a substantial change in conditions in the surrounding area that would warrant a plan amendment at this site. Development in the area has remained stable, consisting of agricultural uses and the sporadic construction of a few single-family dwellings on large lots.
2. There have been two rezoning requests approved within 0.75 miles of the subject property since the Comprehensive Plan was adopted (4-O-25-RZ, 1-F-26-RZ). Both requests were consistent with the designated place type and adopted plans.
3. This property is located within a consistent block of the RL place type, so the RC place type would break up this pattern and form an anomaly.

INTRODUCTION OF SIGNIFICANT NEW UTILITIES OR LOCAL/STATE/FEDERAL ROAD PROJECTS THAT WERE NOT ANTICIPATED IN THE PLAN AND MAKE DEVELOPMENT MORE FEASIBLE:

1. There has not been an introduction of new utilities or road improvements in the area that would make development more feasible.

NEW DATA REGARDING TRENDS OR PROJECTIONS, POPULATION, HOUSING CONDITIONS, OR TRAFFIC GROWTH THAT WARRANT RECONSIDERATION OF THE ORIGINAL PLAN:

1. There is no new data specific to this request that warrants a plan amendment to the RC (Rural Conservation) place type.

THE PROPOSED CHANGES SUPPORT THE POLICIES AND ACTIONS, GOALS, OBJECTIVES, AND CRITERIA OF THE PLAN:

1. The proposed plan amendment is not consistent with the Comprehensive Plan's Implementation Policy 2: Ensure that development is sensitive to existing community character. The RC (Rural Conservation) place type allows consideration of residential zoning with densities that do not align with the rural character of the area, such as PR (Planned Residential) with up to 5 du/ac.
2. The Knox County Comprehensive Plan was created in tandem with the update to the Growth Policy Plan, and place types were located intentionally to be in accordance with the Growth Policy Plan. The requested density of 3 du/ac is not supported by the intent of the Comprehensive Plan to be in alignment with the Growth Policy Plan.

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. Development trends in the surrounding area have remained stable, consisting of the sporadic construction of single-family dwellings on large lots. New residential subdivisions have been focused to the west and south of the subject property near areas with a suburban character.
2. In 2024, the Knoxville-Farragut-Knox County Growth Policy Plan was updated to expand the Planned Growth Area based on existing conditions, infrastructure, trends in land use, the natural environment, and input provided by citizens and a wide variety of governmental service providers. However, the subject property is not located within the expanded Planned Growth Area and is within the Rural Area, which caps density at 2 du/ac when certain criteria are met.
3. Rezoning trends in the surrounding area have primarily occurred to the south and west of the subject property within the Planned Growth Area.

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 subject property is relatively steep with slopes in the 15-25% and 25-40% ranges (Exhibit B: Slope Analysis), and there appears to be a blue line stream that runs along the western lot line. The PR zone would be appropriate to consider here, as it would allow development to cluster on more optimal sections of the site.
3. A non-disturbance buffer will be required along the blue-line stream to restrict development from encroaching on 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. The PR zone ensures that site plans undergo a public review process and obtain Planning Commission approval of any proposed developments. The plan would be reviewed to determine whether the 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 RL (Rural Living) in the Comprehensive Plan, which does not allow consideration of the requested PR zone with up to 3 du/ac. A plan amendment to accommodate this rezoning request is not recommended.
2. The proposed rezoning is not consistent with the Comprehensive Plan's Implementation Policy 2: Ensure that development is sensitive to existing community character. The PR zone with up to 3 du/ac could allow development that is not consistent with the rural character of Fort Sumter Road.
3. The 2024 amendment to the Growth Policy Plan updated requirements for residential development within the Rural Area. Residential development in the Rural Area shall be limited to the following conditions: (a) no more than 2 dwelling units per acre, (b) sanitary sewer or a sewage system approved and maintained by a public utility company must be available, and (c) must be on a collector road with a minimum pavement width of 18 ft. The requested density of 3 du/ac is not supported by the Growth Policy Plan. Furthermore, Fort Sumter Road begins to narrow east of McCloud Road and varies in pavement width between 17-18 ft.
4. The requested zoning does not align with the Growth Policy Plan's Policy 2: Rezoning decisions shall be consistent with the Growth Plan Map and policies.

ESTIMATED TRAFFIC IMPACT: 344 (average daily vehicle trips)

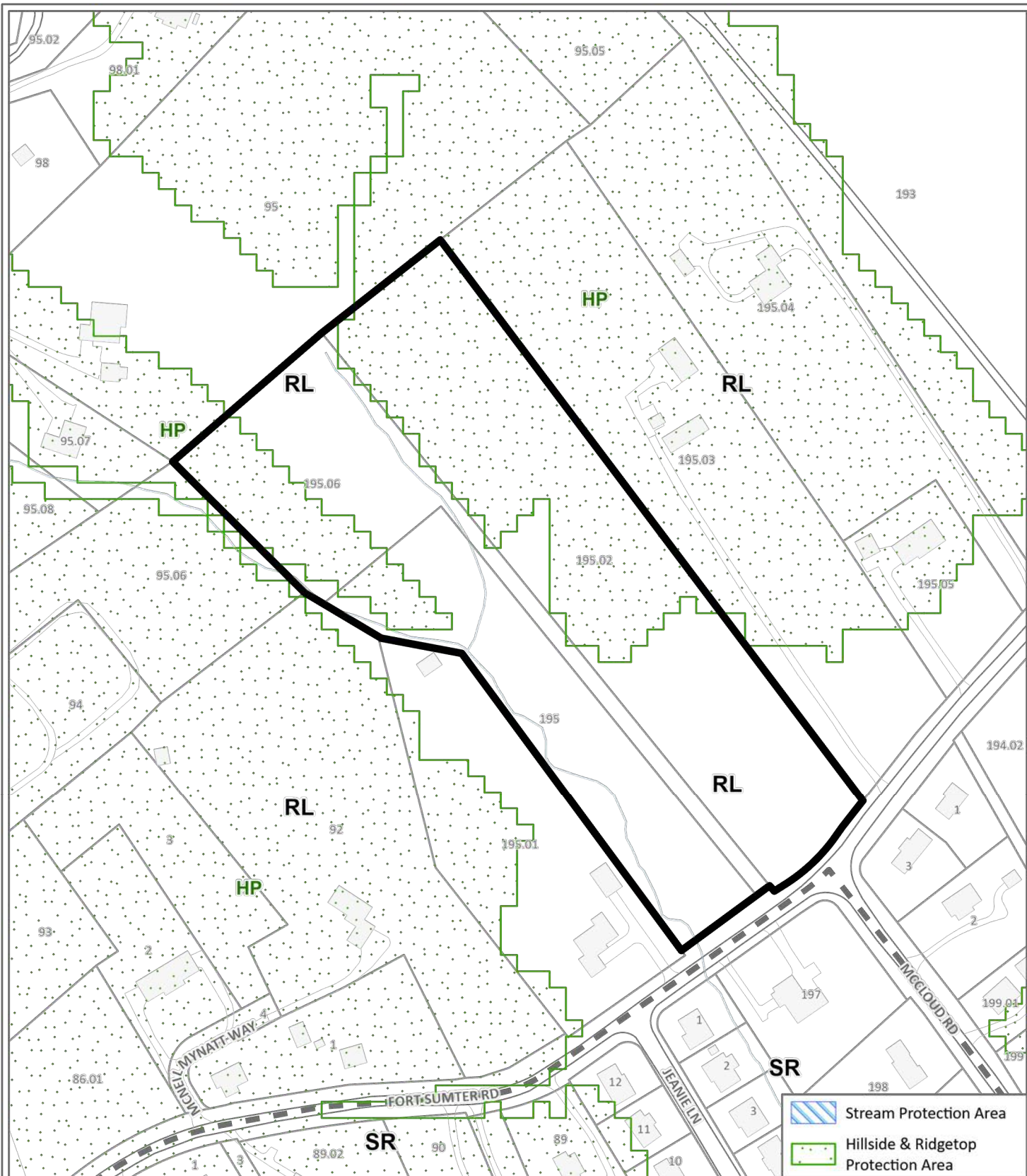
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: 11 (public school children, grades K-12)

Schools affected by this proposal: Halls Elementary, Halls Middle, and Halls 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 9/21/2026. 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.



**8-D-26-PA
COMPREHENSIVE LAND USE PLAN MAP**



From: RL (Rural Living), HP (Hillside Protection)
To: RC (Rural Conservation), HP (Hillside Protection)

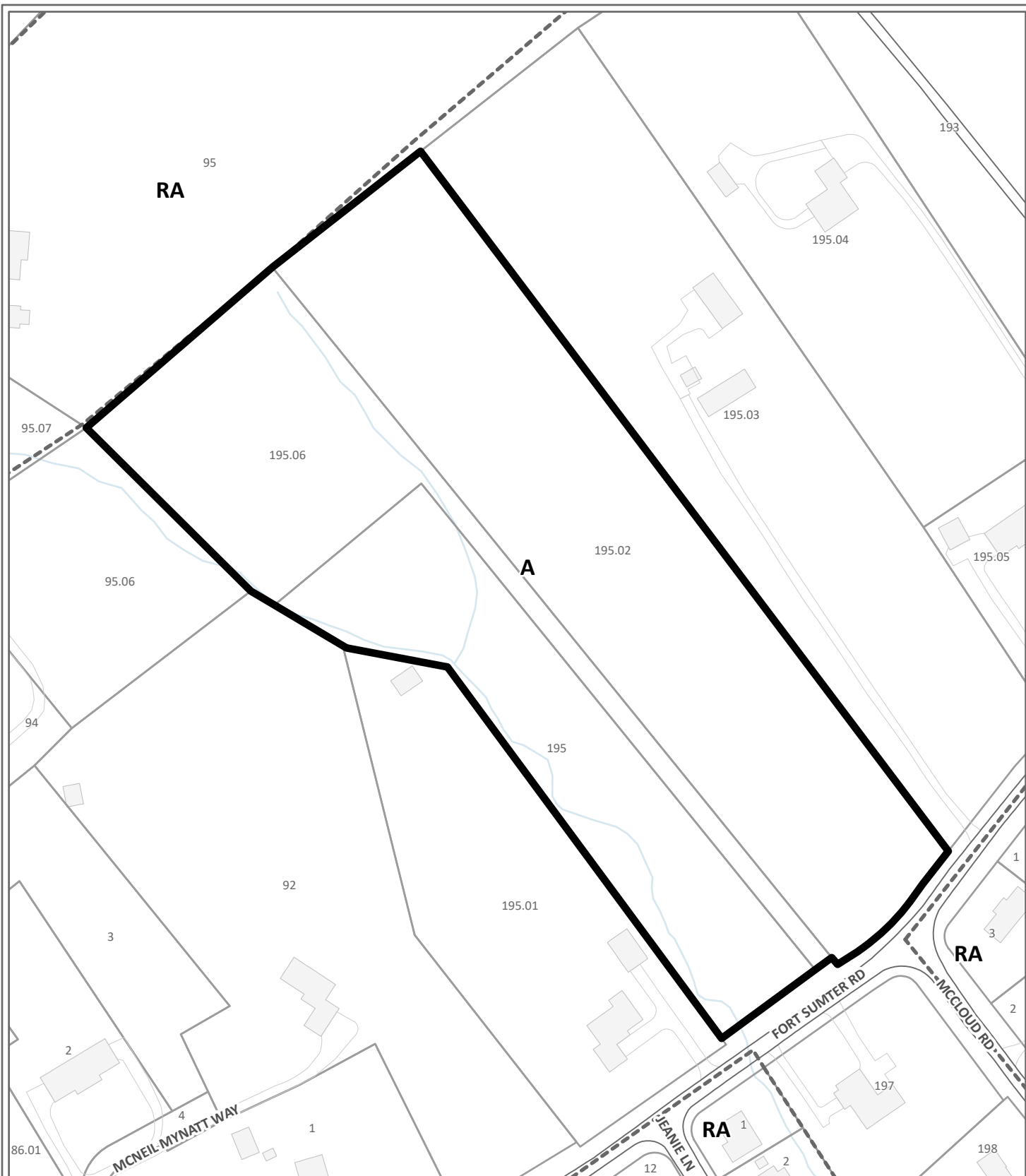
Original Print Date: 7/14/2026
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

Petitioner: Josh Erhard

Map No: 19

Jurisdiction: County





REZONING

8-I-26-RZ

Petitioner: Josh Erhard

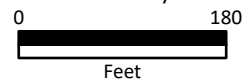


From: A (Agricultural)

To: PR (Planned Residential) 3 du/ac

Map No: 19

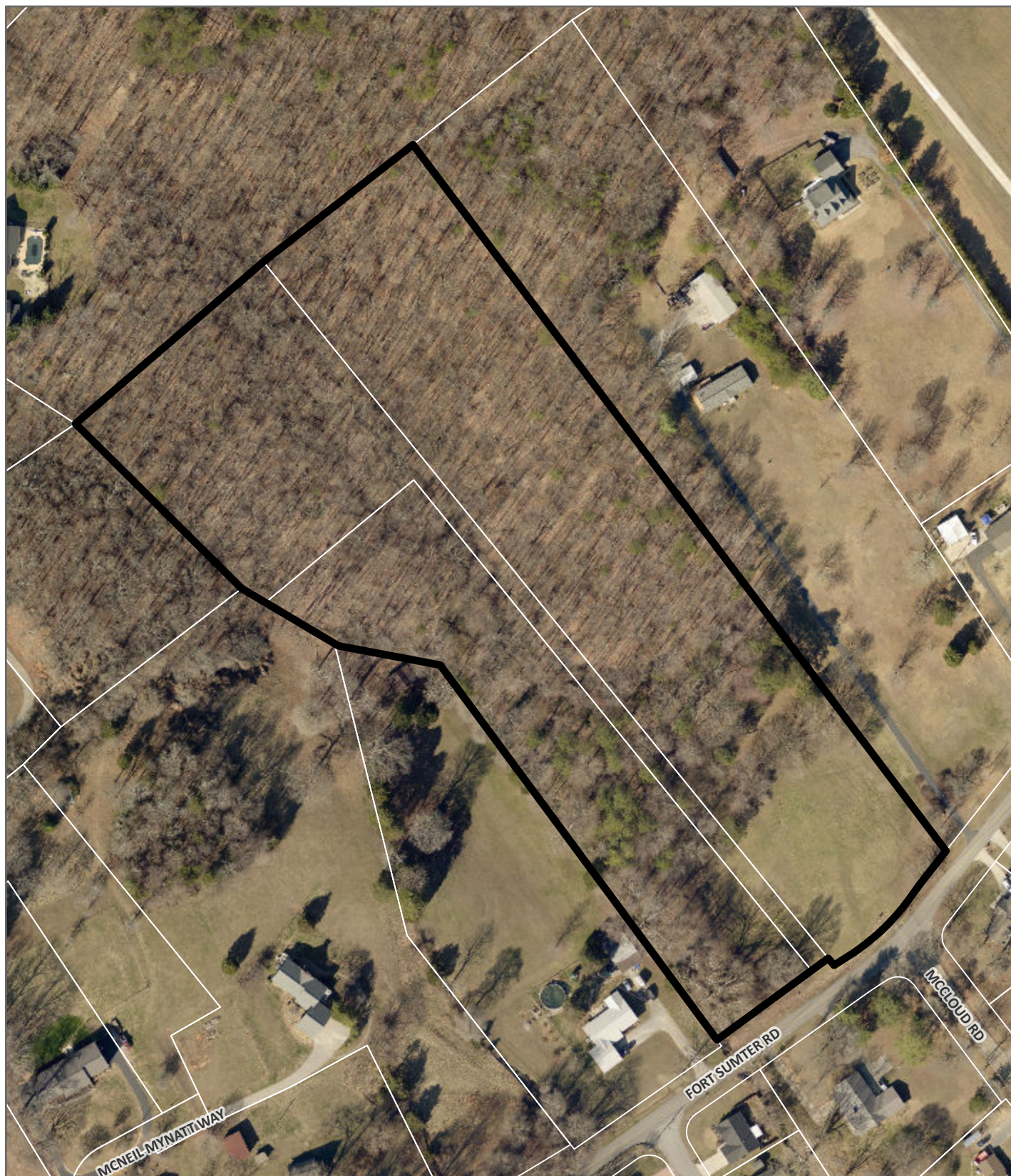
Jurisdiction: County



Original Print Date: 7/1/2026

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

Exhibit A. Contextual Images



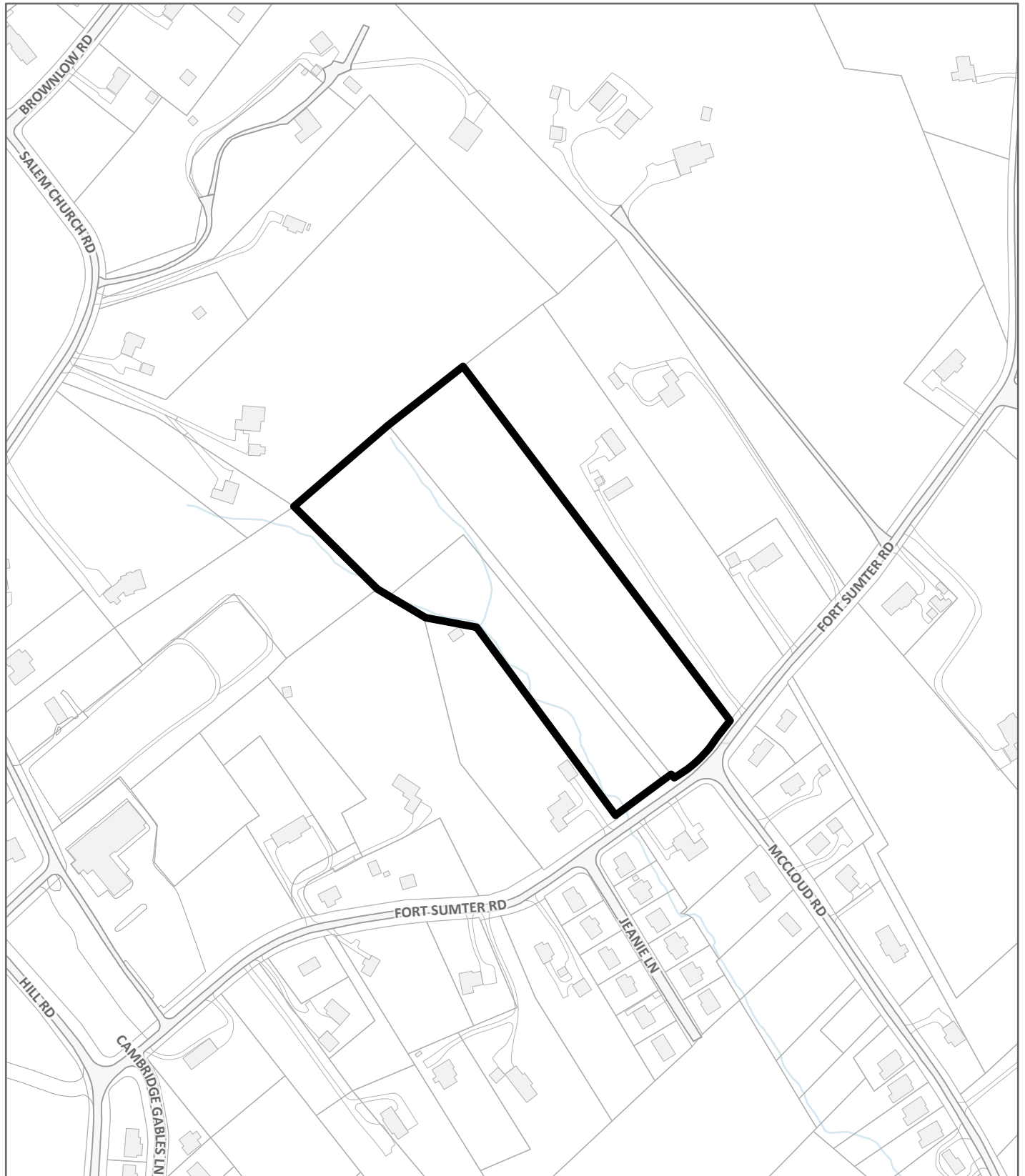
AERIAL MAP



Case boundary



Exhibit A. Contextual Images

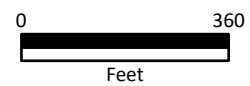


LOCATION MAP

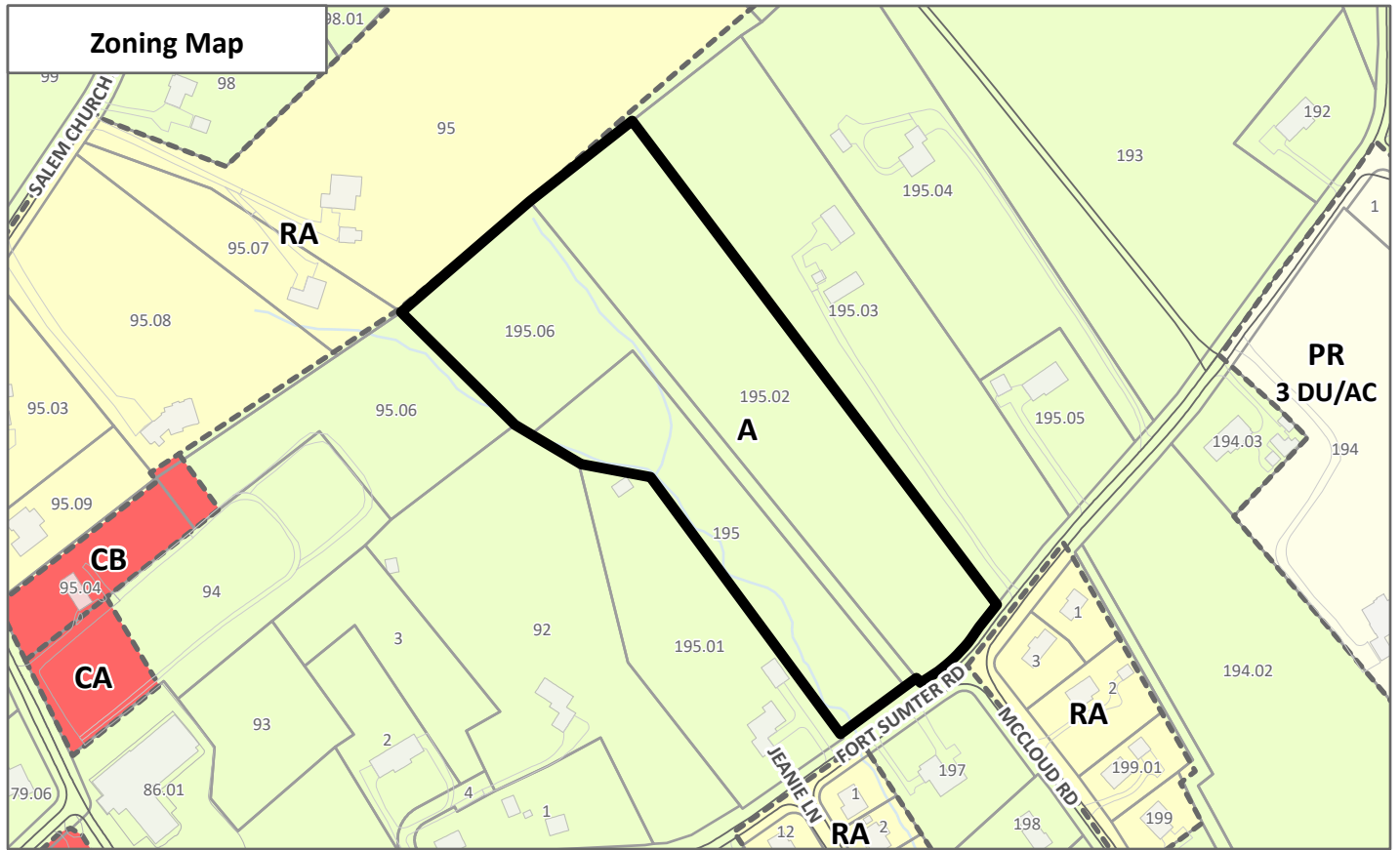
8-D-26-PA / 8-I-26-RZ



Case boundary



Zoning Map



Comprehensive Plan Map

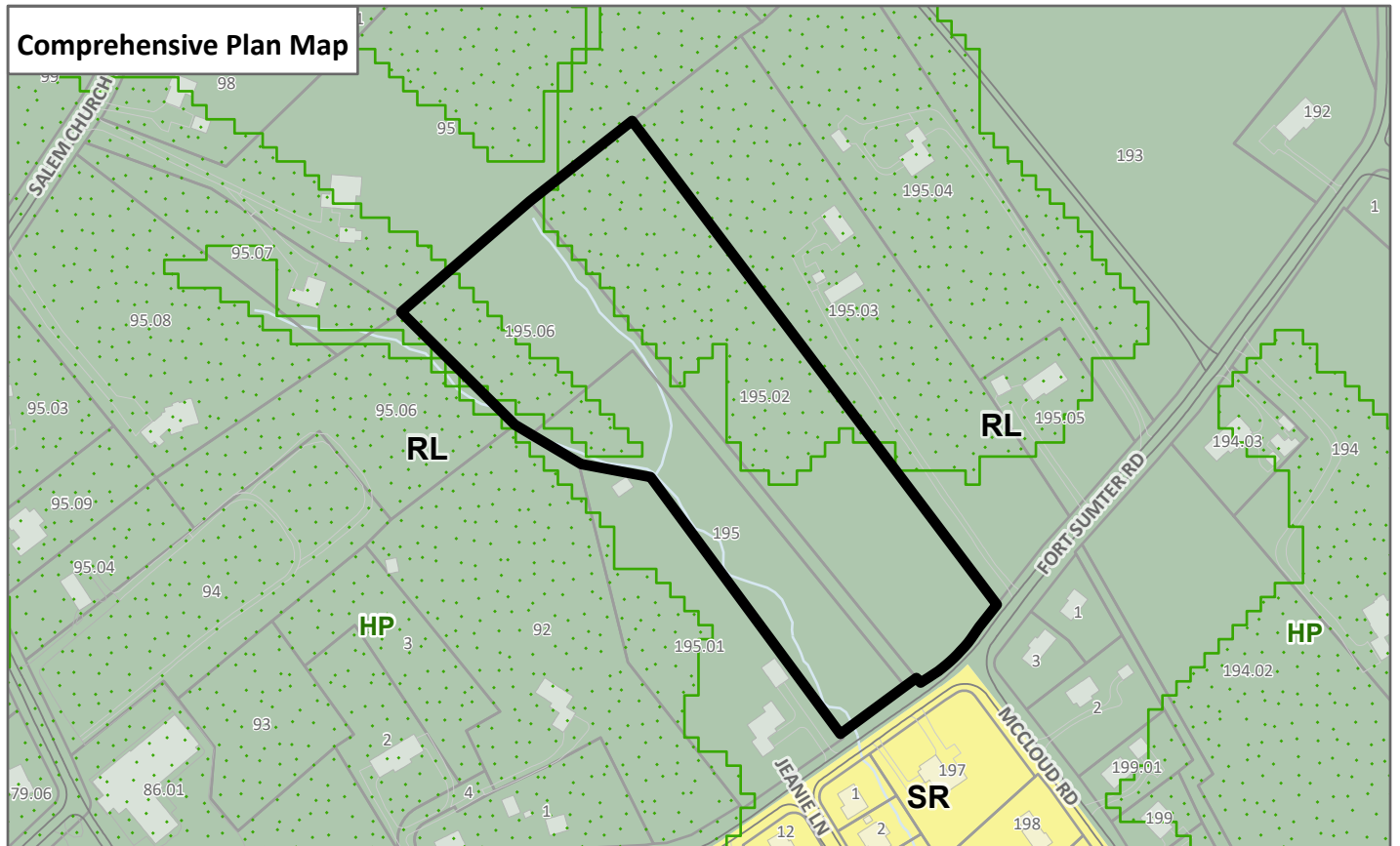


EXHIBIT A, CONTEXTUAL MAPS

8-D-26-PA / 8-I-26-RZ



Case boundary



Existing Land Use Map

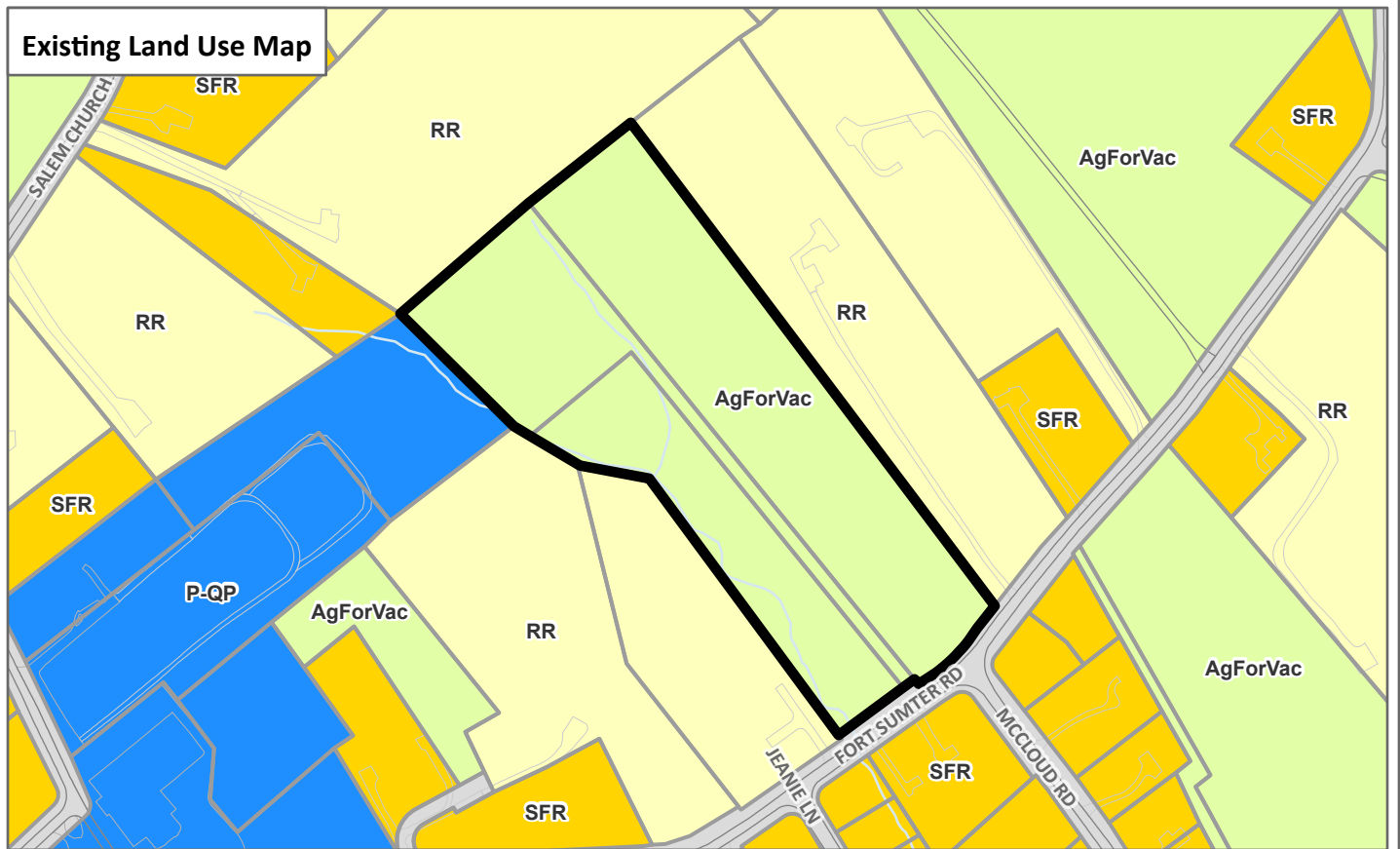


EXHIBIT A, CONTEXTUAL MAPS

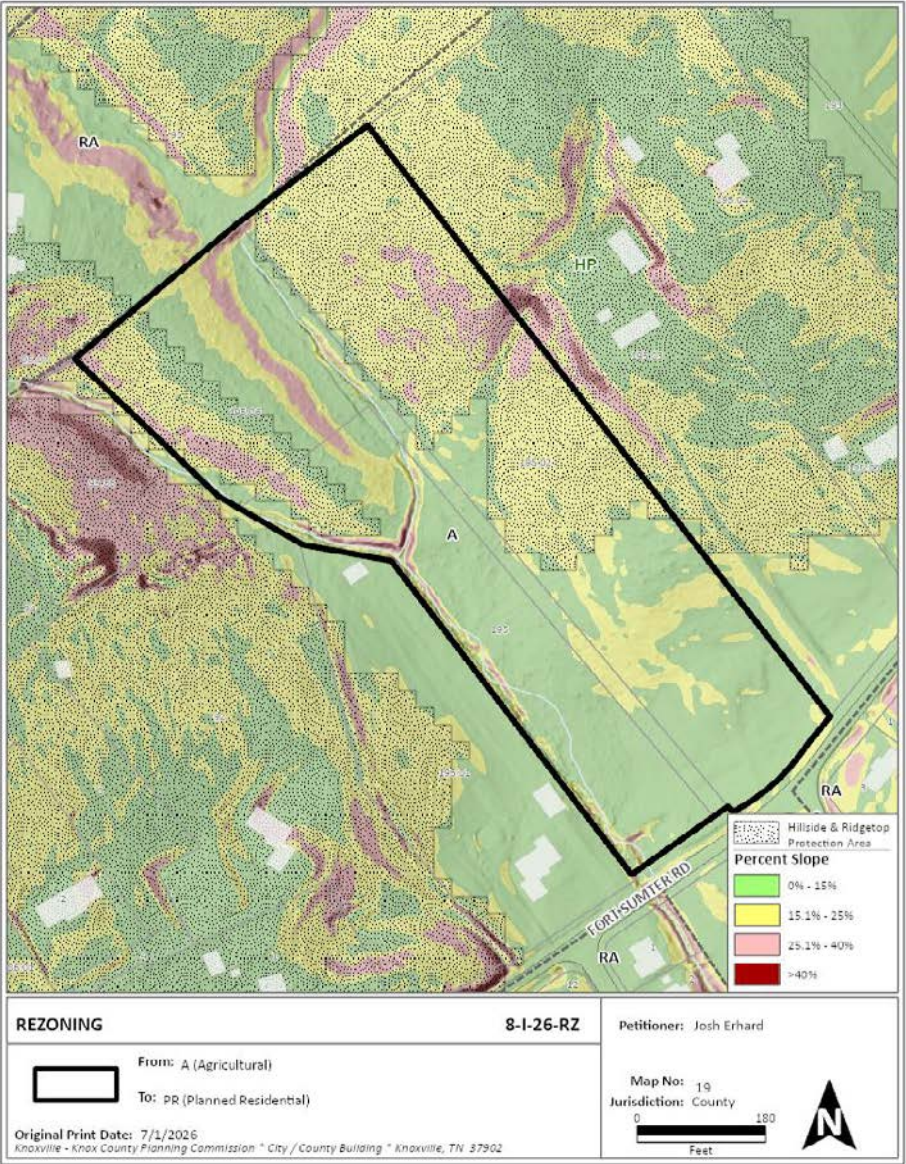
8-D-26-PA / 8-I-26-RZ



Case boundary

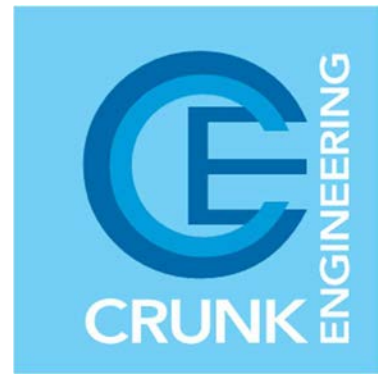


CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	10.40		
Non-Hillside	6.22	N/A	
0-15% Slope	0.54	100%	0.54
15-25% Slope	3.09	50%	1.54
25-40% Slope	0.55	20%	0.11
Greater than 40% Slope	0.00	10%	0.00
Ridgetops			
Hillside Protection (HP) Area	4.18	Recommended disturbance budget within HP Area (acres)	2.20
		Percent of HP Area	52.5%



07/10/2026

Knoxville-Knox County Planning Commission
Planning Commission
800 President Ronald Reagan Way
Nashville, TN 37210



RE : Fort Sumter Road Plan Amendment and Rezoning
Parcel Numbers: 019 19402, 019 19401; 019 19506, 019 195, 019 19502

The following justification has been provided per Implementation Action IM.6, demonstrating that:

- 1.) **Conditions have changed;** Changes of conditions, such as surrounding land uses, zoning, uncontrolled natural forces/disasters, etc.
- 2.) **Proposed Changes Support Plan;** The proposed changes support the Policies and Actions, goals, objectives, and criteria of the Plan.

Narrative for Plan Amendment Request – Fort Sumter Road Parcels

The requested amendment from the current “Rural Living” place type to the “Rural Conservation” place type is being pursued in response to the changing development patterns and housing needs within the surrounding area. The proposed amendment would allow consideration of a Planned Residential (PR) rezoning at a density of up to 3 dwelling units per acre, while still maintaining the rural character and environmental sensitivity of the property through the preservation of meaningful open space and natural features.

The subject properties are located along Fort Sumter Road in an area that has experienced continued residential growth and increasing demand for attainable housing options. As development pressure in the surrounding area has increased, there has been a corresponding need for housing products that provide a balance between affordability, manageable lot sizes, and preservation of the natural landscape. The current Rural Living place type limits the ability to efficiently cluster development in a manner that conserves open space and protects environmentally sensitive areas of the site.

The proposed Rural Conservation place type would allow the development to be designed in a more environmentally conscious and efficient manner by encouraging the concentration of homes on smaller lots while preserving larger portions of the property as undisturbed open space. This approach reduces the overall development footprint, minimizes unnecessary land disturbance, and better protects the natural character of the property compared to conventional large-lot subdivision patterns.

Additionally, the proposed housing product is intended to address an identified market need within the area. The development is envisioned to provide smaller, more manageable homesites targeted toward first-time homebuyers, working families, and elderly residents seeking to downsize from larger rural properties. Many prospective residents are seeking housing options that offer homeownership opportunities without the maintenance burden associated with multi-acre lots. The proposed development pattern would provide these opportunities while still maintaining compatibility with the surrounding area through open space preservation and thoughtful site design.

From a planning and development perspective, the requested amendment is also necessary to create a project that is financially viable while still achieving the goals of conservation-oriented development. Allowing a moderate increase in density through the Rural Conservation place type provides the flexibility needed to preserve meaningful open space, construct the necessary infrastructure improvements, and develop a neighborhood that is both economically sustainable and attractive to future residents.

Overall, the requested amendment reflects the evolving conditions and housing demands within the area while promoting a development pattern that balances residential growth with environmental stewardship and preservation of rural character.

Thanks,

A handwritten signature in black ink, appearing to read "Josh Erhard", written in a cursive style.

Josh Erhard, PE
Crunk Engineering LLC
615-873-1795
josh@crunkeng.com

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.

TBD 8/1/26

Date to be Posted

TBD 8/14/26

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

Josh Erhard

6/8/26

Applicant Signature

Applicant Name

Date